

# N/NE Quadrant and I-5 Broadway/Weidler Plans

## Facility Plan

### I-5 Broadway/Weidler Interchange Improvements



June 7, 2012

Informational/Discussion  
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**Facility Plan:  
I-5 Broadway/Weidler Interchange Improvements**

**The overall project purpose is to...**  
 Improve safety and operations on I-5  
 in the vicinity of the Broadway/Weidler  
 interchange.

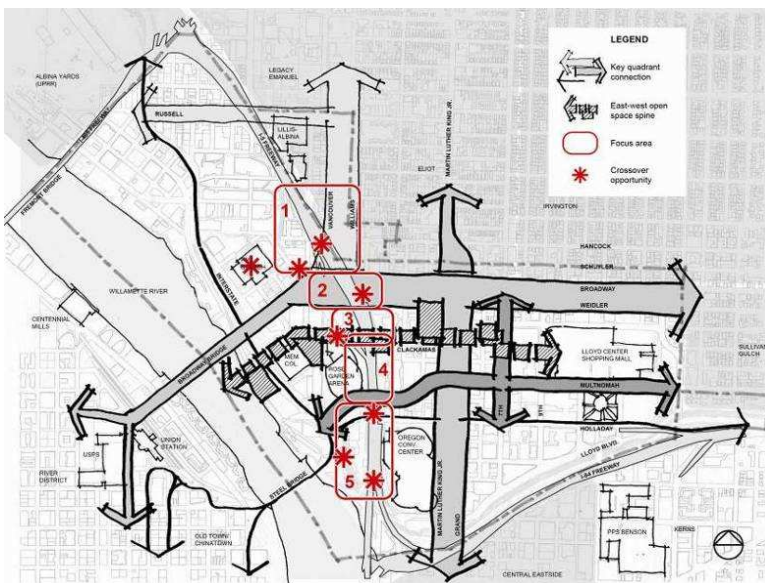
**OBJECTIVES:**

ODOT and the City, through the Stakeholder Advisory Committee (SAC) and extensive public outreach, explored and found solutions to meet the following objectives:

**EASE CONGESTION LEVELS AND IMPROVE SAFETY:**

**ENHANCE PEDESTRIAN AND BICYCLE ROUTES:**

**IMPROVE FREIGHT MOVEMENT:**



**Integration of Transportation and Land Use Concepts in the N/NE Quadrant Plan**

## The Facility Plan

### Study Area

The project study area is at the crossroads of the Portland freeway system, as shown in Figure 1. I-5 is the north-south freeway facility and extends through the metropolitan area, and it runs the full length of the west coast of the United States from Canada to Mexico. Within the project area, I-84 intersects I-5 and extends east across the U.S. a mile and a quarter north of I-84 and I-405 connects to I-5 at the Fremont Bridge interchange. This interchange is the northerly connection of the I-405 loop around the west side of downtown Portland, with the southerly connection at the west end of the Marquam Bridge. Within the overlap section, I-5 serves through traffic as well as connecting traffic between I-84 and I-405.



Figure 1: Study Area and Vicinity Map

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### Facility Function

- I-5 is classified as an Interstate facility and is both a Freight Route and a Truck Route.
- I-84 is classified as an Interstate facility and is both a Freight Route and a Truck Route.
- I-405 is classified as an Interstate facility and is both a Freight Route and a Truck Route.

### Interchange Function

The I-5 Broadway/Weidler Interchange is located on I-5, in between I-405 to the north and I-84 to the south. The function of the I-5 Broadway/Weidler Interchange is to serve the Portland central city, which includes the industrial area of Lower Albina and the commercial activity along the Broadway/Weidler corridor, regional attractions, such as the Rose Garden Arena and the Lloyd Center mall, and the surrounding community.

### Interchange Purpose

The purpose of the I-5 Broadway/Weidler Interchange Improvement Plan is to improve the safety and operations on I-5 in the vicinity of the I-5 Broadway/Weidler Interchange.

### Project Problem/Issues

#### Congestion and Bottleneck

In the context of the regional freeway network, the city's N/NE Quadrant sits at a crossroads of three regionally significant freight and commuter routes. As a result, the freeway interchanges experience some of the highest traffic volumes in the state. Table 1 shows the average daily traffic volumes entering and exiting I-5 over the two mile segment within the N/NE Quadrant.

**Table 1: Average Daily Traffic Volumes Entering and Existing I-5 in the Study Area**

I-5 Direction	Entering	Exiting
Northbound	24,660	37,530
Southbound	34,000	47,200

### Highest Accident Rate in the State of Oregon

An analysis of the reported crashes on I-5 in the study area was performed for the five-year period from 2005 through 2009. Both frequency (number of crashes) and crash rate (number of crashes per million vehicle miles) were calculated per 1/10 mile segments.

- I-5 S direction has more frequency of crashes than I-5 N
- The top three locations with highest frequency of crashes and crash rates are:
  - 1) I-5 S at N Holladay Street (weave between the Wheeler On-ramp and the I-84 E Off-ramp)
  - 2) I-5 N at Multnomah (weave between the I-84 W On-ramp and Weidler Off-ramp)
  - 3) I-5 S at Thompson Street (weave between the I-405 on-ramp and the Broadway St off-ramp)
- I-5 within the study area has the highest crash rate within the entire state
- Three times the crash rates at I-5 Terwilliger curves
- The type of crashes in order of ranking from highest are: rear-end, sideswipe, fixed and other.

The attributing factors to the high number of crashes and safety problems in the study area are:

- Heavy congestion
- Short weaving distances
- Lack of shoulders for accident/incident recovery

### Operational Friction and Congestion Caused by Heavy Weaving

Weaving analysis and field observations were performed for the four weaving sections on I-5 within the study area:

- I-5 N between I-84 W and Weidler Off-ramp
- I-5 N between Broadway On-ramp and I-405 Off-ramp
- I-5 S between I-405 On-ramp and Broadway Off-ramp
- I-5 S between Wheeler On-ramp and I-84 E Off-ramp



Two weaving sections currently perform at a failing level-of-service during the AM and PM Peak periods:

- I-5 S between Wheeler On-ramp I-84 E Off-ramp
- I-5 N between I-84 W to Broadway Off-ramp



The failing operations will be worsened in the future, with the most critical failure being the weave being the I-5 S weave from the Wheeler On-ramp to I-84 E Off-ramp. This bottleneck will cause queuing that extends across the weaving section to the north and onto Fremont Bridge.

### The Land Use-Transportation Connection

Land use and transportation are in balance. Proposed changes to land use designations will reduce auto demand and provide for a more mixed-use multimodal environment.

The N/NE Quadrant of the central city includes considerable multimodal infrastructure to support all types of travelers on all modes. In addition to the I-5 freeway and the local street network, four light rail transit (LRT) lines run through the area, converging on the Rose Quarter Transit Center next to the Rose Garden Arena. The City of Portland is constructing streetcar lines on Broadway/Weidler to connect with the Pearl District and the central east side of Portland. Eight TriMet bus lines also connect at the transit center.

The I-5 Broadway/Weidler Plan proposes many new crosswalks that will improve pedestrian safety and connections to and from these major transit amenities. Two major bicycle commute routes run through the area: 1) the major east-west route along Broadway and Weidler, and 2) the major north-south route along Williams and Vancouver. The plan also proposes a new east/west bicycle/pedestrian overcrossing at Clackamas to connect the Lloyd District with the Rose Quarter.

The Lloyd Transportation Management Area (TMA) is one of the most successful in the Portland metropolitan region. The area is currently predominantly commercial and industrial however, the proposed changes to land use designations in the city's N/NE Quadrant Plan will encourage a much greater mix of uses, especially in the central Lloyd District where significant density and mix of uses are anticipated.

The City of Portland and ODOT have jointly developed this freeway and local transportation plan, and have integrated the transportation and land use components. The transportation components were developed assuming existing zoning, except for changes at the Portland Public Schools (PPS) Blanchard site and some changes to allow more diverse uses in the central Lloyd District. The overall trip vehicle trip generation for the district is expected to be the same or lower than under previous zoning entitlements. The changes related to land use and the transportation improvements recommended by this plan have been analyzed and queues are not anticipated on the I-5 exit ramp deceleration areas (see Table 2).

**Table 2: Available Storage and Predicted Queues for Exit Ramps at I-5 Broadway/Weidler Interchange**

Direction	Storage Available	Predicted Queue
Southbound	955 feet	500 feet
Northbound	1130 feet	350 feet

### Multimodal Mixed-Use Area

The Broadway/Weidler interchange is within ¼-mile of an existing interchange. ODOT staff concurs that the Multimodal Mixed-use (MMA) designation is appropriate for the city's companion NNE Quadrant Plan and ODOT must be consulted prior to any future plan amendments within the MMA boundary.

## Summary of the Recommended Concept and Elements

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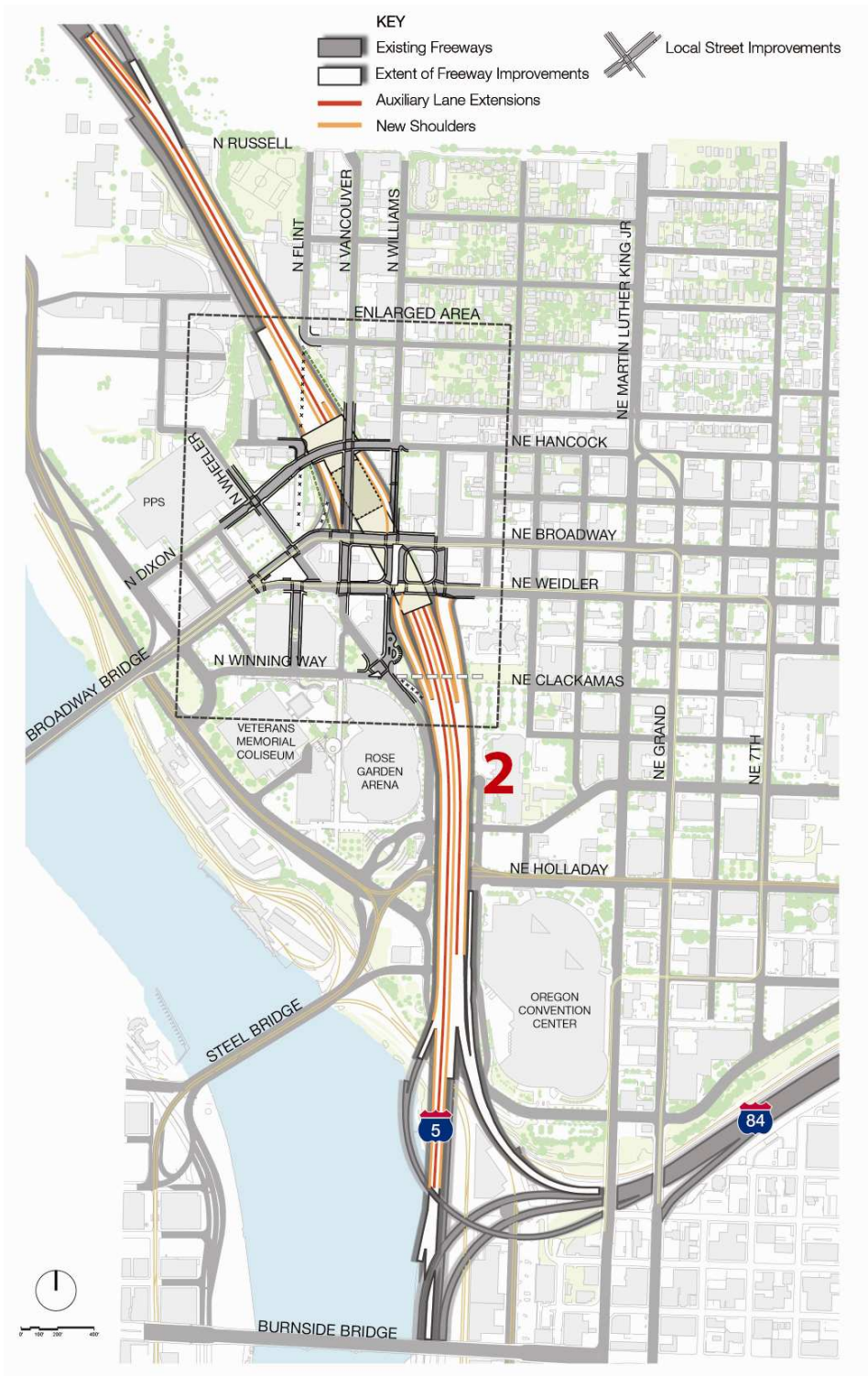
The Recommended Concept (supported by a consensus/ majority of the SAC) and Elements are based on technical assessments of bicycle and pedestrian operations, urban design/land use potential, traffic operations, and safety. Figures 2 and Figure 3 illustrate the Recommended Concept and Table 3 describes the facility plan elements and their outcomes.

*Transportation Demand Management (TDM)* strategies are most effective in areas with high concentrations of employment and where a robust transit system exists. Generally, the strategies are easiest to implement where there are large employers or where a transportation management association (TMA) has been established to pool the efforts of many smaller employers. The Facility Plan Element 1, *Transportation Demand Management (TDM)* measures are designed to reduce vehicle demand, especially for commuter trips in the peak periods. TDM measures include strategies that: 1) shift modes for carpooling, vanpooling, transit, bicycling, and walking programs, 2) shift trips to non-peak periods, such as flexible work schedules and off peak shifts and 3) include telecommuting, which eliminates trips.

*Transportation System Management (TSM)* measures are designed to make maximum use of existing transportation facilities, and include:

- Traffic engineering measures (eg. signal timing changes, provision of turn lanes, turn restrictions, and restriction of on-street parking to increase the number of travel lanes without road widening) that improve the operations and efficiency of streets and intersections;
- System monitoring and traveler information systems (e.g., Intelligent Transportation Systems (ITS), variable message signs, etc.);
- Facility management systems (e.g., ramp meters, special use lanes, signal priority for special users such as transit); and
- Incident management systems (e.g., incident response and recovery teams).

Components of these TDM and TSM measures are in use today. The City of Portland and ODOT will continue to monitor, adjust, and implement the strategies as needed.



**Figure 2: Overall Project Extent of the Recommended Concept**

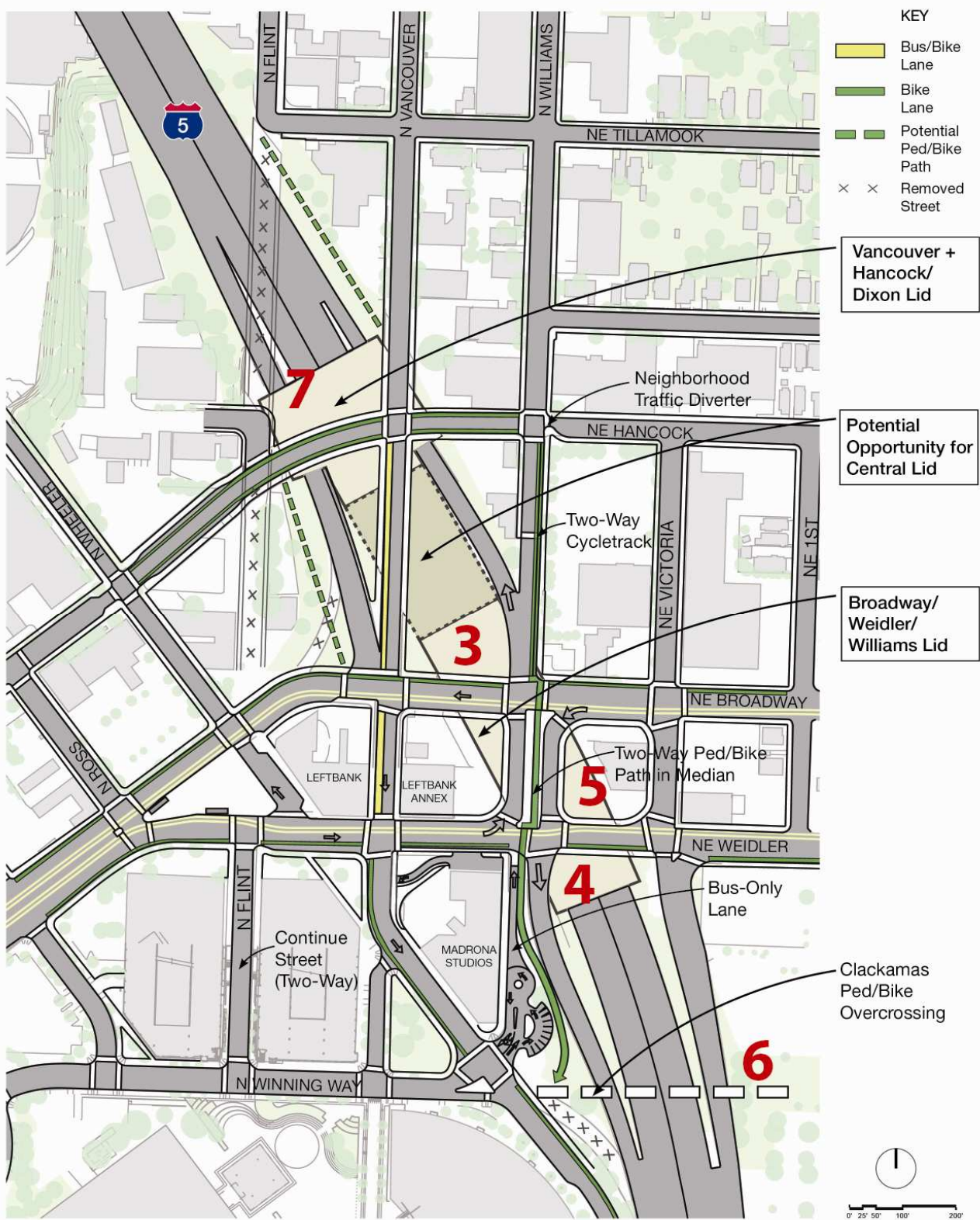


**Table 3: I-5 Broadway/Weidler Interchange Recommended Alternative**

**Facility Plan Elements**

Facility Plan Elements	Outcome
<b>1. Implement Transportation System Management (TSM) and Transportation Demand Management (TDM) Strategies</b>	Improve freeway operations and reduce automobile trips.
<b>2. Construct Mainline Freeway Safety Elements</b> a. Extend auxiliary lanes in both directions. b. Add full-width shoulders in both directions.	Improve freeway operations and reduce accidents 30-50 percent.
<b>3. Reconstruct Three Freeway Structures and Lid</b> The Mainline Freeway Safety Elements require rebuilding the Weidler, Broadway, and Williams structures over I-5; the new structures will be designed to meet seismic and clearance standards.	The new structures improve facilities for all modes; the lid allows for more effective construction staging, improves the urban design of the interchange area and improves the areas development potential.
<b>4. Relocate Southbound I-5 On-Ramp to Weidler/Williams</b> (from current location at Wheeler/Winning Way/Williams)	Increases weave distance, removes ramp traffic from local streets, Wheeler and Winning Way. Allows bike-ped only overcrossing at Clackamas.
<b>5. Convert Williams to a Reverse Traffic-Flow Connection between Broadway and Weidler</b> Includes a barrier-separated bike-pedestrian path in the middle.	Allows more efficient signal timing, improves bike and pedestrian connections through interchange and simplifies vehicular movements.
<b>6. Construct Clackamas Bike-Pedestrian Overcrossing</b> Establishes connection over I-5 from Winning Way to Clackamas.	Increases multi-modal connectivity across I-5, links central Lloyd District to the Rose Quarter and forms the south side of “box-around-the-box.”
<b>7. Re-construct the Vancouver Structure; Remove the Flint Structure; Reconfigure Streets North of Broadway to Include Hancock/Dixon Structure and Lid</b>  North of Broadway elements (Figure 3) include: 1. Rebuild Vancouver 2. Implement traffic calming at Williams/Hancock 3. Remove Flint between Tillamook and Broadway 4. Maintain Wheeler as a two-way street north of Broadway 5. Maintain Wheeler in front of Left Bank as one-way 6. Connect Flint as a two-way street south of Weidler 7. Add signals at Broadway/Wheeler and Broadway/Ross	Vancouver structure must be replaced to accommodate mainline freeway improvements. The Hancock and freeway lid allow for effective construction staging, improve viability of Blanchard site and form the north side of “box-around-the-box.”

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**Figure 3: Enlarged “Box” Area of the Recommended Concept**

### Project Monitors and Future Project Development

The Facility Plan elements of the recommended alternative (Table 3) are expected to significantly improve I-5 mainline operations and safety as well as improve interchange operations at Broadway/Weidler. Once the Facility Plan elements are completed, ODOT and City of Portland will continue to monitor the freeway operations in the I-5 Broadway/Weidler Interchange area (Table 4).

**Table 4: Project Monitors and Future Project Development**

Project Monitors	Notes
<b>1. Safety and Operational Performance</b> <b>- Southbound Braided Ramp or other freeway safety improvement</b>	Upon completion of the recommended alternative Facility Plan elements, ODOT and the City of Portland will monitor the performance of the completed project to address achievement of the safety and operational goals. If safety and operational issues remain on the freeway after construction of the recommended alternative Facility Plan elements, ODOT will work with the City of Portland to initiate a public process to consider additional measures such as a southbound braided ramp from Broadway to I-84 or other options developed through a public process. A southbound braided ramp should not be precluded by the construction of the recommended alternative Facility Plan elements.

## Implementation Actions

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### Project Development and Project Management

1. Proceed with next phase of project development and complete Preliminary Engineering and environmental phases for federal funding.
2. Continue project management partnership between the City of Portland and ODOT.
  - Develop work scope and schedule.
  - Define environmental process
  - Develop inter-governmental agreement for completion of PE/Environmental Studies.
3. Develop public involvement process for PE/Environmental phase and actions to resolve remaining issues identified in the I-5: Broadway-Weidler Interchange Improvement Plan.
4. Special considerations will be discussed and identified during Preliminary Engineering and recommended as part of the Final Design/Engineering.
  - Construction management strategies that can provide incentives to minimize construction periods, impacts and costs;
  - Incentives for minority hiring and
  - Strategies to support local businesses

### Preliminary Engineering (PE)

The following are key products at the completion of Preliminary Engineering:

1. Complete PE level of engineering:
  - Develop project cost estimates
  - Complete environmental documentation
  - Identify potential construction phasing
  - If phasing is required, the City and ODOT will work together to match phases to the funding sources available
2. Project agreements at the completion of PE:
  - Signals will continue to be timed so as to avoid queues backing up into the deceleration area of the I-5 SB exit ramp at Broadway.
  - Crosswalks will be provided at all signalized locations and should be provided at all safe and feasible locations.
  - The Rose Quarter Traffic Management Plan (TMP) should be updated with the participation of ODOT, City of Portland, and the Rose Garden Arena prior to construction.
  - Develop preliminary construction mitigation plan that would include efforts to minimize impacts, support local businesses, and support minority hiring.

### Specific Design Coordination

Property impacts are of great concern to the neighborhoods, businesses and agencies working in the study area. The following issues will require further examination by ODOT and the City of Portland, with community involvement as part of Preliminary Engineering:

1. Seek a viable single lid design solution over I-5 between Weidler and Hancock by exploring mitigation measure for freeway noise and vehicle emissions, and address the need for open space and economic development.

2. Develop specific measures to address property and parking impacts to the Paramount and Portland Public School, and other sites related to the proposed Hancock to Dixon connections. The number of parking spaces should be the same or more than current conditions at Paramount Apartments, Left Bank, Left Bank Annex and Madrona.
3. Develop alternative safe and convenient bicycle/pedestrian connections to include:
  - a. Enhanced facilities (bicycle lanes, two way cycle track, sidewalks, protected marked crossings) along Broadway, Weidler, Vancouver, and Williams with a wide, grade separated, multi-use path for Williams between Broadway and Weidler.
  - b. The development of a new pedestrian/bicycle connection between the Flint/Tillamook intersection to the proposed Vancouver/Hancock overcrossing.
  - c. The development of a new bike/pedestrian connection from N. Hancock St. to N. Broadway, while providing for potential parking mitigation , open space, and redevelopment opportunities
4. Define Eliot neighborhood traffic mitigation measures for the recommended N. Hancock St. connection between N. Vancouver Ave. and N. Dixon St to discourage cut-through traffic.
5. Refine a street design and circulation plan for the area in the vicinity of the Broadway-Weidler interchange. The refined street design and circulation plan should address the following issues:
  - a. Develop design elements that provide for safe and convenient access to the Left Bank and Left Bank Annex.
  - b. Develop and evaluate circulation alternatives and design elements for the area north of Broadway, south of N. Wheeler Place and West of I-5 to:
    1. Address the changes to access and circulation around the Paramount Apartments by investigating treatments for the N. Wheeler Ave, between Broadway and Hancock, in order to minimize cut-through traffic at the west side of the Paramount , but maintain access to the Lower Albina industrial district;
    2. Enhance bicycle access and safety to the proposed Hancock/Dixon connection over I-5 to the Broadway Bridge; and
    3. Determine appropriate multimodal access and circulation to this area and Lower Albina.
  - c. Develop and evaluate circulation alternatives for N. Wheeler Avenue, N Winning Way, N Center Ct, N Flint and N Williams to:
    1. Enhance circulation in the area for all modes
    2. Provide flexibility to manage event ingress and egress; and
    3. Open up opportunities for redevelopment and placemaking
  - d. Develop design elements that address the changes to access and circulation to the Madrona:
    1. Refine street design for N. Williams Avenue between N. Weidler and N. Wheeler to address access, circulation and on-street parking needs for the Madrona while also providing for bus, bike and pedestrian circulation.
    2. Provide for sufficient pedestrian and vehicle access to the N Williams entrance to Madrona; and
    3. Prepare design treatment for the Weidler /Williams intersection for safe pedestrian and bicycle crossing.
6. Develop design plans with TriMet for safe transit operation through the I-5 interchange.
7. Refine and finalize design for Clackamas Overcrossing Structure.
  - a. Coordinate design with future access connections east of I-5.
  - b. Coordinate design with future changes to traffic circulation west of I-5 and the relocation of the southbound on-ramp.
8. Evaluate visual and environmental impacts of the proposed widening of the elevated segment of I-5 freeway, including the segment over the Rose Quarter Transit Center and Peace Park, and identify mitigation measures as needed.

# Policy Framework

## Background

The following framework was developed over a two year period and reflects the work of hundreds of stakeholders, an Advisory Group who scoped the range of issues to be addressed, and a Steering Committee who refined all of this input into a succinct outline of goals and policies. This framework identifies what the people of Portland want their Central City to be by the year 2035.

## How to Use the Framework

This policy framework provides an integrated set of goals and policies that identify the collective outcome that future decisions, development, and investments in the Central City should achieve by the year 2035.

Initially this framework will be used to guide the development of quadrant plans as part of the CC2035 planning effort. During this phase the framework will be tested and some goals and policies may be refined. Further, as quadrant plans are developed additional goals and policies could be added to this framework. At the conclusion of the CC2035 planning effort, the final version of this framework will be formally adopted as part of Portland's Comprehensive Plan.

In the meantime, as quadrant plans are developed these individual goals and policies will guide decision making regarding how current approaches to land use, urban design, transportation, environmental stewardship, and other issues should be modified and eventually codified.

Because each quadrant and the districts within them have different predominate land use patterns and other conditions, decisions made to implement these goals and policies need to consider the extent to which each may apply, and how on balance the directions proposed by this framework can best be achieved. However, it will not be possible or appropriate to implement each individual goal and policy everywhere or all the time, although consideration as the applicability of each one should be considered as decisions are made.

# Regional Center: Economy and Innovation

- Goal A:** Reinforce the Central City's role as the unique center in both the city and the region for commerce and employment, arts and culture, entertainment, tourism, education, and government.
- Goal B:** Increase the Central City's strength as a place for innovation in business, higher education and urban development. Maintain and improve the physical and social qualities that make the Central City a successful and serendipitous setting for diverse creativity, innovation and civic engagement.
- Goal C:** Improve the economic competitiveness of the Central City, especially relative to West Coast and regional markets, through expanded business and development activities.
- Goal D:** Support efforts to enhance and maintain the urban character, livability and experience of the Central City to ensure it remains the preeminent location in the region for business and commercial activities, and an attractive location for new development.

## Policies to reach these goals

1. **Traded Sector Growth.** Focus business development efforts and assistance on targeted industry clusters and high-growth sector companies.
2. **Center of Higher Education.** Support the ability of the major universities in the Central City - Portland State University, Oregon Health Science University – and other higher education institutions to add to the strength of the Central City as a center of learning, business and innovation.
3. **Center of Urban Innovation.** Increase the role and stature of the Central City as a laboratory and showcase for innovative urban development and regional leader in the development of businesses related to clean technology, green practices and design, and resource conservation.
4. **Entrepreneurship and Business Innovation.** Strengthen the Central City as a location for job creation by addressing development issues that affect businesses and supporting economic development strategies and programs intended to facilitate economic growth in the Central City.
5. **Next generation of Industrial/Employment Sanctuaries.** Preserve and provide for the long-term success of Central City industrial districts, while supporting their evolution into places with a broader mix of businesses with higher employment densities.
6. **Tourism, Retail, and Entertainment.** Support the incorporation of tourism and related activities in the Central City that are complementary to its economic success, vibrancy and livability, including retail, cultural events and institutions, arts and entertainment venues.
7. **Regional Transportation Hub.** Strengthen the Central City as the hub for moving people and goods, reinforcing its regional center roles, enabling successful high density employment and housing development, and thereby affirming its role in Metro's Region 2040 Framework Plan.
8. **Optimized Street Network.** Improve street design and function to increase efficiency and safety for all transportation modes and the ability of the existing network to meet the mobility needs of

businesses, shoppers, residents and visitors. Establish a system and standards that provide for automobile access, but also emphasize freight access, transit, and pedestrian and bicycle facilities.

9. **Parking.** Use parking management strategies to support commercial and housing development while optimizing the use of the limited parking supply, encouraging the use of alternative transportation, and simplifying the parking regulations.
10. **Safe and Secure Central City.** Maintain adequate public safety and security services and reduce sources of conflict and nuisance crime through design, regulation and management.
11. **Resilient Central City.** Use planning and design in the Central City to mitigate the impacts of natural hazards.
12. **Affordability.** Support efforts to make the Central City a competitive location for development and for businesses to locate and operate.
13. **Equity and the Economy.** Support greater access to and expansion of economic opportunities in the Central City for all groups facing structural barriers and longstanding disparities to sharing in employment and economic prosperity.

## Housing and Neighborhoods

**Goal E:** Make the Central City a successful dense mixed-use center by supporting growth of more livable neighborhoods with a mix of housing, services and amenities that support the needs of people of all ages, incomes and abilities.

**Goal F:** Support the ability to meet human and health service needs of at-risk populations concentrated within the Central City.

### Policies to reach these goals

14. **Complete Communities.** Ensure Central City neighborhoods have access to essential public services, including public schools, parks, and community centers, and amenities, including neighborhood serving retail and commercial services that support sustainable and diverse community structure.
15. **Promote Healthy Active Living.** Design and develop Central City neighborhoods to support physically and socially active healthy lifestyles for all people through the inclusion of plazas, parks and open space, a safe and inviting public realm, access to healthy food and the density of development needed to support these economically.
16. **Low-income Affordability.** Preserve the existing supply and continue to support the development of additional housing to meet the needs of low-income Central City residents.
17. **Housing Diversity.** Provide a more diverse stock of housing to support a diversifying Central City population that includes housing compatible with the needs of families with children, people with special needs, students, seniors and the Central City workforce.
18. **Minimize Displacement.** Maintain the economic and cultural diversity of established communities in and around the Central City and utilize investments, incentives and other policy tools to minimize or mitigate involuntary displacement resulting from new development in the Central City or close-in neighborhoods.



19. **Transitional Housing and Services.** Provide housing and services that directly assist at-risk populations and allow people to transition to more stable living conditions.
20. **Conflict Reduction Strategies.** Develop ongoing strategies and programs that reduce potential conflicts between special needs populations and other Central City residents, employees, visitors, and businesses.
21. **Livable Mixed-Use Environment.** Promote design solutions and construction techniques to allow new development to be compatible with existing uses, including noise and other pre-existing conditions.

## Willamette River

**Goal G:** Enhance the role the Willamette River plays as a significant part of the environmental health, economy, urban form, and character of the Central City.

**Goal H:** Improve the health of the Willamette River for fish, wildlife and people.

**Goal I:** Increase public access to and along the Willamette River.

### Policies to reach these goals

22. **Willamette River Health and Water Quality.** Improve the environmental conditions of the Willamette River in compliance with regional, state and federal laws and goals to make and keep the river swimmable and fishable.
23. **Portland's Commons.** Promote improvements and activities on the waterfront to strengthen the physical, visual and cultural connections between the river and the rest of the Central City. Improve recreational use, the system of trails and destinations, and public awareness of the river's historical and cultural importance.
24. **Prosperous and Vibrant Willamette River Waterfront.** Support uses that capitalize on waterfront locations, and reinforce the distinctive character of the different waterfront districts.
25. **Willamette River Tourism and Commercial Use.** Increase opportunities for tourism and commercial use on and along the Willamette River in the Central City.

## Urban Design

**Goal J:** Highlight the Willamette River as the Central City's defining feature by framing it with a well designed built environment, celebrating views to the larger surrounding landscape, improving east-west access and orientation, and encouraging a range of river supportive uses.

**Goal K:** Strengthen the character of existing places and encourage the development of diverse, high-density districts that feature spaces and a character that facilitate social interaction and expand activities unique to the Central City.

**Goal L:** Enhance the public realm with human-scaled accessible streets, connections, and open spaces that offer a range of different experiences for public interaction.

## Policies to reach these goals:

26. **Experimentation and innovation.** Support the design of new places and uses, both permanent and temporary, which promote innovation, experimentation and exchange in the Central City.
27. **Regional corridors and connections.** Elevate the presence, character, and role of physical and visual corridors such as trails, transit lines, busy streets, and significant public views, helping to bridge neighborhoods across physical and psychological barriers.
28. **Bridgehead redevelopment.** Redevelop bridgehead sites to create dynamic places that bring a diversity of residents, workers and visitors to the riverfront to elevate the importance of these locations and link east- and west side districts of the Central City.
29. **Street diversity.** Differentiate the character of key streets to offer a diversity of urban experiences and connections, reflect the character of unique districts, and expand open space functions.
30. **Signature open spaces.** Advance the Central City's iconic system of parks and open spaces by offering a wide range of social, recreation and respite functions to serve an increasingly diverse population of residents, workers and visitors.
31. **Historic resources and districts.** Enhance the identity of historically, culturally, and architecturally significant buildings and places, while promoting infill development that builds upon the character of established areas.
32. **Neighborhood transitions.** Establish transitions between the Central City's denser, taller and more commercial and industrial land uses and adjacent neighborhoods, while highlighting key gateway locations.

## Health and the Environment

**Goal M:** Advance the Central City as a living laboratory that demonstrates how the design and function of a dense urban center can provide equitable benefits to human health, the natural environment and the local economy.

## Policies to reach these goals

33. **Buildings and Energy.** Increase the energy efficiency of buildings, the use of on-site renewable energy systems, and the development of low-carbon district energy systems. Conserve resources by encouraging the reuse of existing building stock and recycling materials from construction and demolition.
34. **Green Infrastructure.** Expand the use of green infrastructure, such as trees, vegetation, swales, and ecoroofs, as a component of the Central City's overall infrastructure system.
35. **Watershed Health.** Improve watershed health by reducing effective impervious surface, increasing the quality and diversity of tree canopy, and protecting and restoring riparian and upland habitat.
36. **Human Health.** Encourage the use of active modes of transportation by creating and enhancing a network of bike and pedestrian paths and greenways that provide access to services and destinations including natural areas. Improve access for all people to locally grown and healthy foods. Encourage the use of building construction materials and products that do not have harmful effects on human health and the environment. Encourage social health by fostering community in a hospitable public realm

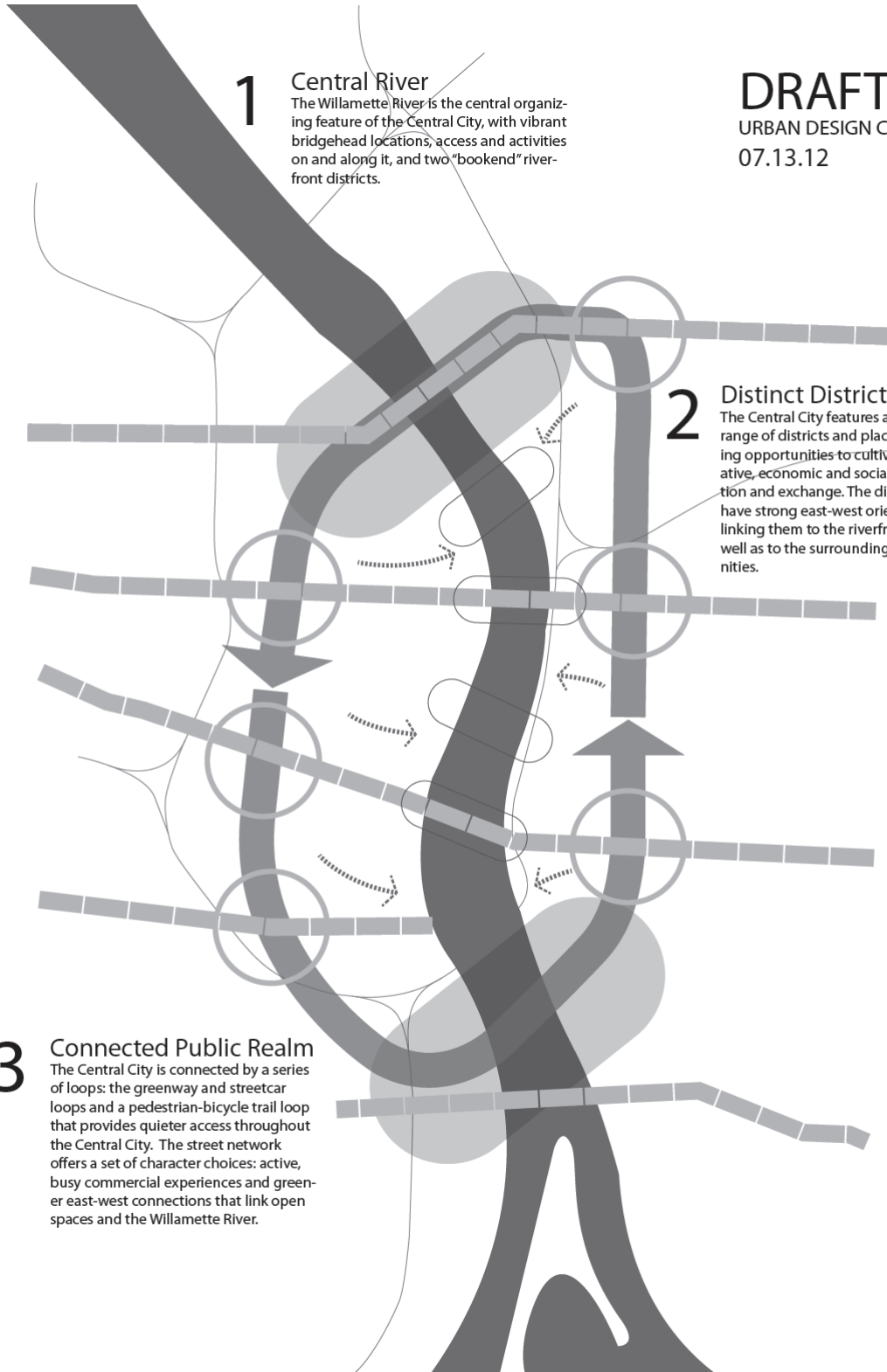
# Urban Design Concept

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URBAN DESIGN CONCEPT  
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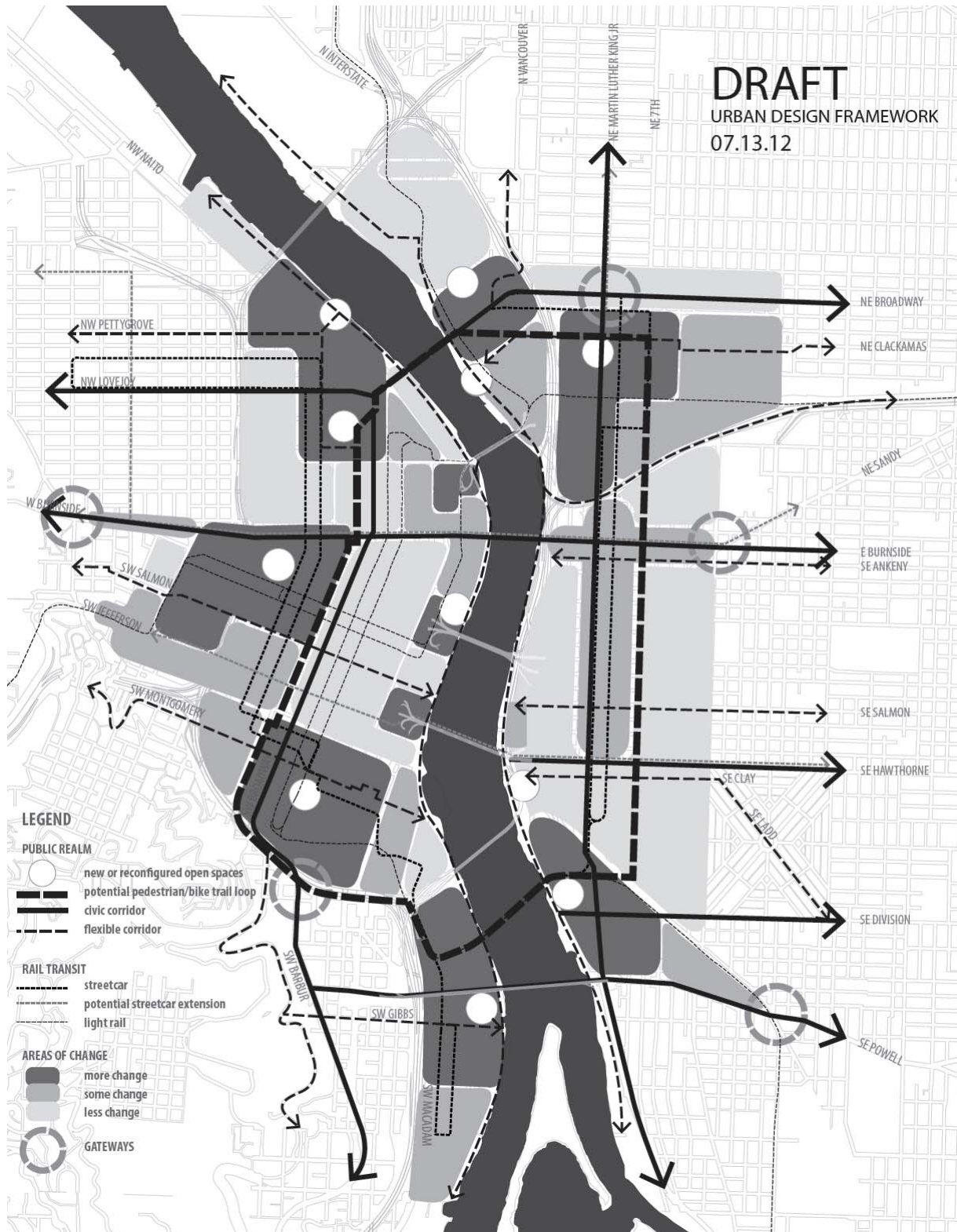
**1** **Central River**  
The Willamette River is the central organizing feature of the Central City, with vibrant bridgehead locations, access and activities on and along it, and two "bookend" riverfront districts.

**2** **Distinct Districts**  
The Central City features a diverse range of districts and places, offering opportunities to cultivate creative, economic and social innovation and exchange. The districts have strong east-west orientations, linking them to the riverfront as well as to the surrounding communities.

**3** **Connected Public Realm**  
The Central City is connected by a series of loops: the greenway and streetcar loops and a pedestrian-bicycle trail loop that provides quieter access throughout the Central City. The street network offers a set of character choices: active, busy commercial experiences and greener east-west connections that link open spaces and the Willamette River.



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 URBAN DESIGN FRAMEWORK  
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**LEGEND**

**PUBLIC REALM**

- new or reconfigured open spaces
- potential pedestrian/bike trail loop
- civic corridor
- flexible corridor

**RAIL TRANSIT**

- streetcar
- potential streetcar extension
- light rail

**AREAS OF CHANGE**

- more change
- some change
- less change

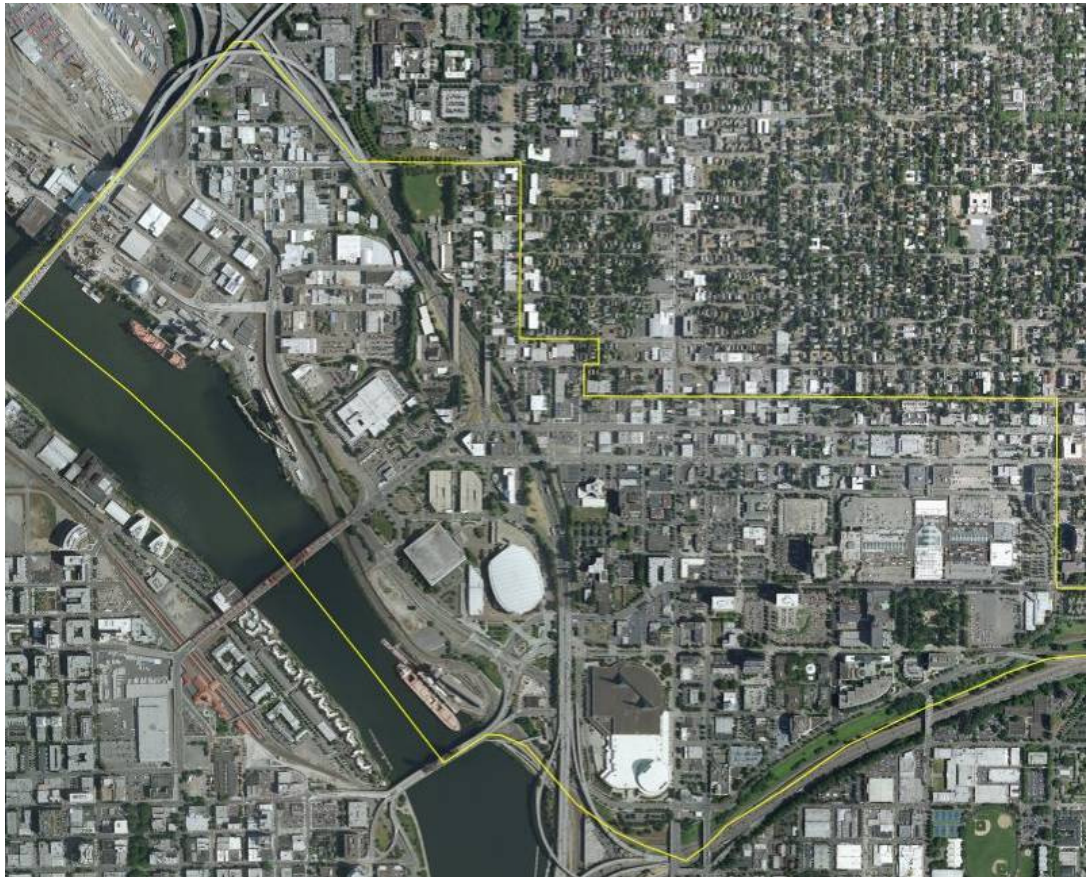
**GATEWAYS**



# Central City N/NE Quadrant Plan

Stakeholder Advisory Committee Review Draft

June 2012



The Bureau of Planning and Sustainability is committed to providing equal access to information and hearings.

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See Appendix F: Public Involvement Summary

Special thanks to the many property owners, community groups, individuals, businesses and public agencies who participated in the process, and whose input contributed to this plan.

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# CHAPTER 1: INTRODUCTION

## Purpose

The N/NE Quadrant Plan is one element of the Central City 2035 project (CC2035), an effort to update the 1988 Central City Plan. The vitality of the Central City is key to state, regional and City policies for growth management and economic development, and for addressing new issues and directives that have emerged since 1988, such as those related to sustainable development and climate change.

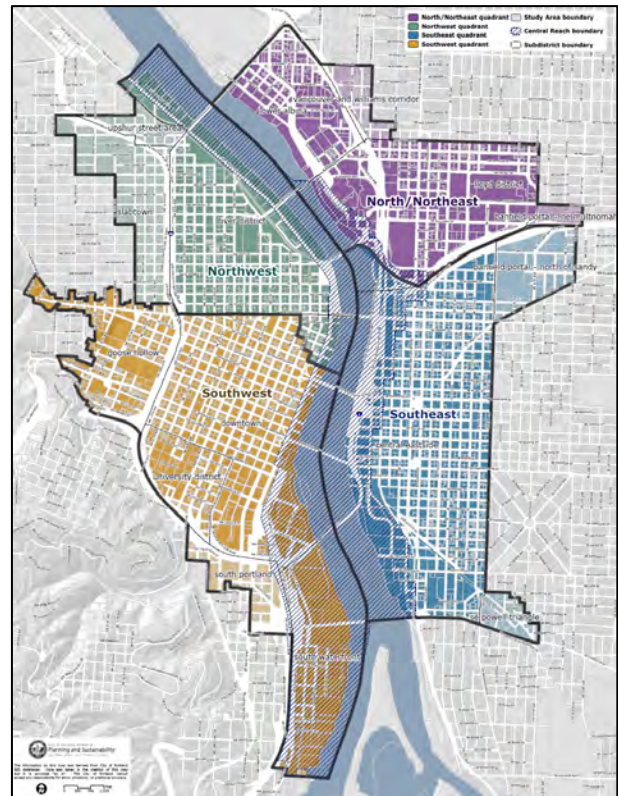
The CC2035 Plan will include new guiding policies, updated land use and urban design plans, and more detailed plans for specific Central City districts. The Plan will replace the 1988 Central City Plan as the primary guiding policy document for the Central City. The Central City 2035 plan will be part of the City's updated Comprehensive Plan and will implement the Portland Plan, the city's strategic plan, within the Central City.

The N/NE Quadrant Plan is the first of the more detailed district plans, addressing land use, urban design, transportation, public infrastructure and development entitlements in the Lloyd District and Lower Albina subdistricts of the Central City.

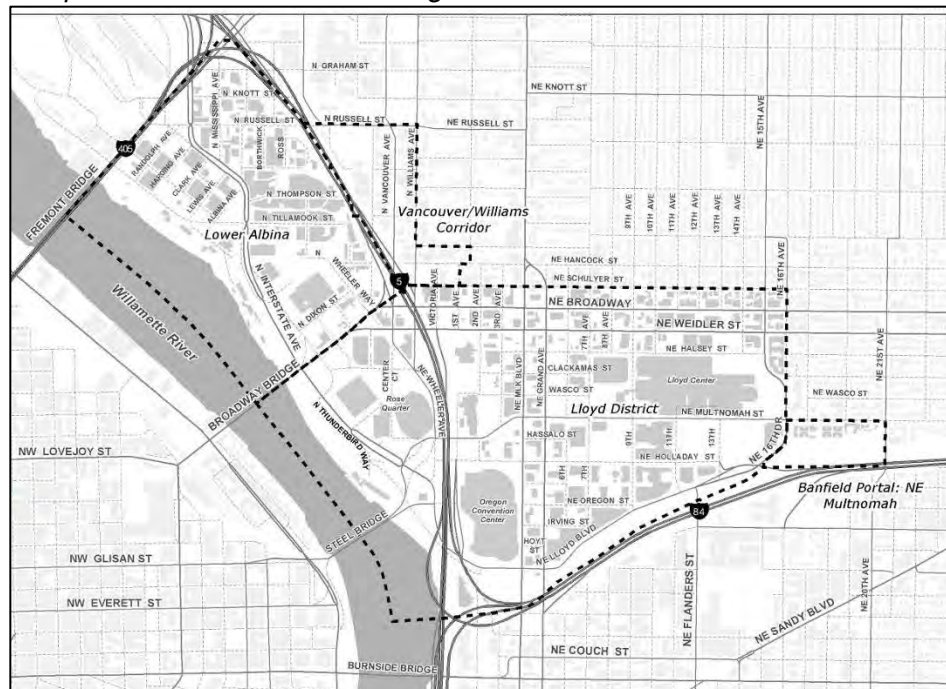
The planning area also includes two study areas: the North Banfield Portland and the Vancouver Williams Corridor. These areas, which are outside of the Central City, were included in the plan boundary because of the potential for land use and transportation proposals in the quadrant to affect them and to address long-identified land use and zoning issues in these areas.

The N/NE Quadrant contains significant facilities and functions of state-wide and regional significance, including the industrial

Map 1: Central City 2035 Plan Boundaries



Map 2: N/NE Quadrant Planning Area



working waterfront in Lower Albina and major event, office and retail facilities in the Lloyd District. However, this area as a whole has not fully realized economic development goals and targets related to jobs and housing set in the Central City Plan. Both the Lloyd District and Lower Albina have the potential to continue to grow and evolve as unique elements of a vital Central City.

A major transportation facility in the N/NE Quadrant is the I-5 Freeway. While the freeway provides regional access to Lloyd and Lower Albina and serves industrial uses and regional attractions well, the history of the construction of the Interstate Freeway System in Portland has been controversial, including impacts to neighborhoods, families, and in particular to the African-American community in Portland. Today, the freeway and Broadway/Weidler interchange are congested, with the highest crash rates in Oregon on the freeway and a high number of crashes, particularly involving pedestrians and bicyclists on surrounding local streets. The freeway corridor running through the district also acts as a barrier disconnecting the land use and communities east and west of the freeway. To address these issues, the City of Portland and Oregon Department of Transportation (ODOT) engaged in a joint effort in the N/NE Quadrant planning process to develop an I-5 Broadway/Weidler Interchange Plan concurrently with the N/NE Quadrant Plan. This interchange plan was intended to establish a new type of framework that integrates the high-density, pedestrian emphasis for the Broadway/Weidler corridor with an urban freeway interchange.

## Planning Process

The N/NE Quadrant Plan was developed through a unique collaborative partnership between the City of Portland and the Oregon Department of Transportation to address land use, urban design and local transportation issues for the quadrant at the same time as major transportation issues related to the I-5 freeway. Over a nearly two-year period, a diverse, 30-member Stakeholder Advisory Committee (SAC) worked with interested community members and staff to develop this plan and the recommended concept for I-5 Broadway/Weidler Interchange Improvements. The SAC met 19 times and held 13 subcommittee meetings. Several public events were held at key milestones in the process to encourage broad participation and input. The project team also attended regular meetings of community groups such as neighborhood and business associations, organized meetings with stakeholders and conducted an on-line survey to obtain feedback on plan proposals. The resulting products of this effort represent a careful balance between land use and transportation improvements and have received broad support from the SAC and community at large.

Additional information about the planning process is contained in Chapter 2: *Developing the Plan* and Appendix F: *Public Involvement Summary*.

### N/NE Quadrant Plan Timeline

PROJECT TIMELINE						
September 2010	Fall 2010	Winter 2010	Spring/Summer 2011	Fall/Winter 2011/2012	Spring/Summer 2012	Fall 2012
Project Start-up	Background and Existing Conditions	Set Project Goals and Scope Identify Issues, Opportunities and Constraints	Develop Concept Alternatives	Select Preferred Concept	Develop Plan	Adoption/ Approval Process
PUBLIC EVENTS						
	Community Walks September 2010	Public Open House November 2010	Charrettes February/April 2011 Public Open House June 2011	Public Open House February 2012	Extended Public Comments SAC Meetings June 2012	Planning & Sustainability Commission September 2012 City Council October 2012

## Background

The N/NE Quadrant is made-up of two Central City districts, Lower Albina and the Lloyd District. Each is a very distinct place, with different urban characters, development patterns, and land uses. Lower Albina is primarily an industrial district, with a working harbor area, an important living-wage job base and a small mixed-use historic area along N Russell Street. The Lloyd District is characterized by a number of large region-serving facilities, including the Rose Garden, Oregon Convention Center and the Lloyd Center shopping mall, as well as a concentration of large office buildings and neighborhood serving retail on the eastern portion of NE Broadway.

## History

For centuries prior to first contact with Europeans and Americans, Chinookan-speaking peoples, including the Clackamas and the Multnomah, inhabited the lower Columbia basin in the vicinity of the area now known as Portland. Villages and trade routes were located along portions of the lower Willamette River. By the time Portland was founded in the mid-1840s, disease had reduced the area's indigenous population by as much as 90 percent. By the 1850s, encroachment by white settlers and forced removal to reservations further devastated indigenous societies and few Native Americans remained in the Portland area.

The Lloyd District and Lower Albina share aspects of their histories as east side communities that grew-up near, but not in, the City of Portland. Growth on the east side was initially slower than on the west, as development was hampered by swamps and sloughs along the waterfront. Eventually, two communities with separate and distinct identities grew up, Albina and East Portland, each of which grew over time and became incorporated cities in their own right.

From the 1850s to the 1870s, East Portland, covering the southern portions of the Lloyd District, was largely rural, with timbered areas, giving way to small farms and residential growth over time. It was connected to Portland with several ferries. By the early 1880s it had a strong commercial spine running along Grand Avenue and a growing trade-oriented working waterfront.

To the north of East Portland and covering a good part of the N/NE Quadrant was Albina. First platted in 1873, Albina grew up with two distinct sections, upper and lower. Lower Albina was a working industrial and waterfront area, which really took-off with the coming of the Union Pacific Railroad and the big terminal yards in the 1880s. In its early years Albina was populated by a large number of first and second generation European immigrants. The White Eagle Saloon and Hotel, which was opened by Polish immigrants, is an example of the development that was occurring at the time. In 1891, the cities of Albina, East Portland and Portland consolidated into a new unified City of Portland.

By the turn of the century, most of the inner east side was platted, and rapidly growing in population and economic activity. In 1910, the total population on the eastside reached 120,000. Economic growth was fueled by maritime activity and the confluence of five rail lines. Residential development was aided by connections to the west side via multiple bridges and a growing streetcar network. The first bridge in the N/NE Quadrant itself was the first Steel Bridge in 1888, located about 3 blocks north of the current Steel Bridge, which was completed in 1912. Both carried freight rail and street cars that served East Portland and Albina. The Broadway Bridge was completed in 1912, it too carried a streetcar line.

The black population on the east side had steadily increased in the first part of the 20th century, especially after 1919 when organized residential segregation was instituted by Portland real estate

agents, and Albina became one of the few areas in the city where African Americans could readily obtain housing. World War II drew thousands of African Americans to Portland to work in the ship yards. Following the war there was a large housing shortage, and the situation was much worse for African-Americans, whose housing options were limited. The situation reached crisis levels after the Vanport flood displaced 17,000 people in 1948. After the flood many African Americans moved to Albina.

The heart of mid-century African-American Albina stretched from the area where the Coliseum is now to north of Russell Street, with N Williams Avenue serving as a commercial, institutional and social spine for the community. One of Portland’s hottest jazz clubs in the 1940s, the Dude Ranch, was located in the area. The building is the recently rehabilitated Leftbank Building, which is one of the few surviving buildings of the southern Albina African-American neighborhood. Another significant surviving structure is the Mount Olivet Baptist Church, located at 1<sup>st</sup> and Schuyler, which served as an important gathering place for the African-American community.

While the industrial character of Lower Albina has remained relatively stable, the Lloyd District area changed dramatically in the last half century, its form and character shaped by several major public infrastructure projects and large public and private developments. Beginning in the 1950s and continuing throughout the late twentieth century, major freeway projects, including I-84 (1965) and I-5 (1966), and large developments such as the Veterans Memorial Coliseum (1960) and the Lloyd Center (1960), resulting from Ralph Lloyd’s grand vision for the area, re-made the fabric of the area. These and other projects entailed the demolition of large swaths of housing and small-scale commercial buildings, disproportionately impacting Portland’s African-American community. The Coliseum project entailed the demolition of 476 housing units, half of which were inhabited by African-Americans, and dozens of businesses, essentially razing the southern anchor of a vital African-American neighborhood.

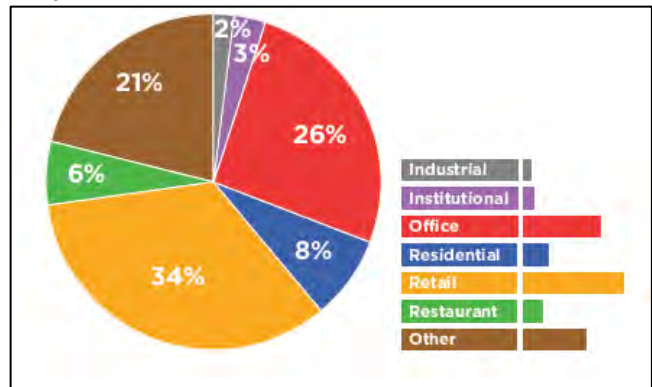
Additional information about the history of the N/NE Quadrant is contained in Appendix D: History.

**Existing Conditions**

**Lloyd District**

The Lloyd District today is predominantly a commercial area, with 26% of the area in office use, 16% in retail/major event entertainment and 14% in retail/shopping. Hotels make up about 10% and residential uses 8%. Another 10% is in parking structures (excluding surface parking). Retail activity is mainly focused around three areas, the Rose Quarter, the Lloyd Center area and the Broadway/Weidler couplet. Offices are concentrated in the southern and central portions of the Lloyd District. The most significant public open space is four-acre Holladay Park, south of the Lloyd Center.

*Lloyd District Land Uses*



The Lloyd District had 70 acres of redevelopable land identified in a 2007 study of vacant and underutilized land in the Central City. Those 70 acres have enough development potential under current entitlements to nearly triple the amount of built space in the district.

The district was estimated to have about 16,800 jobs in 2010, accounting for approximately 14% of the total in the Central City. Some of the biggest employment sectors in 2006 were: Services (30%); Retail, Arts, and Accommodation (30%); and Public Sector (12%).

In terms of residential population, the Lloyd District is one of the smaller districts in Central City. The 2010 Census recorded approximately 1,500 residents, making up less than five percent of the Central City’s population. The district contains approximately 1,000 housing units. A 2008 housing inventory found that 87% of the housing in the Lloyd District was rental, with an average rent per square foot of \$1.09, and a majority of rental units falling within the 81–120 percent Median Family Income (MFI) bracket, meaning they are moderately affordable.

*Table 1: N/NE Quadrant Population, Housing and Employment, 2010*

	Lloyd District	% of CC	Lower Albina	% of CC	Central City
<b>Population</b>	1,535	4.7%	139	0.4%	32,362
<b>Housing Units</b>	1,056	4.7%	88	0.4%	22,653
<b>Jobs</b>	16,799	13.6%	3,379	2.7%	123,565

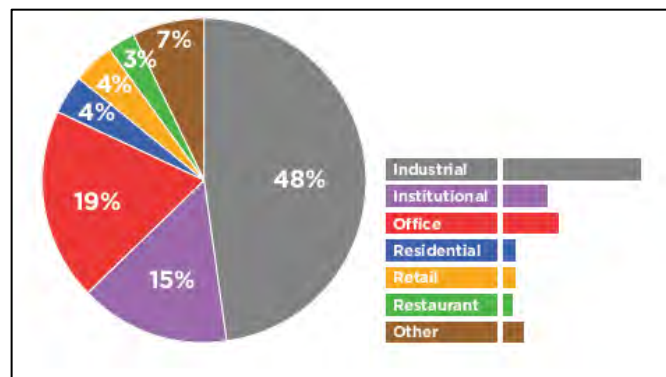
Zoning is very flexible in most of the Lloyd District. The Central Commercial (CX) zone is a high-density, mixed use zone covering 87% of area. It allows a range of uses such as office, retail, institutional, and residential. Related development standards such as maximum height and floor area ratio (FAR) are generous, resulting in development entitlements comparable to those in the downtown core. Roughly five blocks of Central Residential (RX) zoning is located in the center of the district. An area of General Industrial 1 (IG1) is located near the river, at the site of the Louis Dreyfus grain elevators.

The Lloyd District has well-developed transportation infrastructure. It is served by two interstate freeways, four MAX light rail lines, the Portland Streetcar and eight bus lines. Some of the most heavily-trafficked auto streets include two major couplets: Broadway-Weidler and MLK-Grand. The abundant parking available in the Lloyd District is a highly visible characteristic. There are roughly 23,000 parking spaces, with roughly 21,000 spaces in surface lots or multi-story structures. The Lloyd District serves as a major conduit for bicycle routes to and from North and Northeast Portland, particularly the Broadway-Weidler and Vancouver-Williams couplets. The Eastbank Esplanade, a popular route for commuting and recreational cyclists, connects the District to Downtown and the Central Eastside.

**Lower Albina**

Today, Lower Albina remains primarily an industrial and employment district, with nearly half of its area devoted to industrial land uses and another 35% in office or institutional uses. In 2010 there were approximately 3,400 jobs in the district. Some of the biggest employment sectors in 2006 were: Education and Health (52%, primarily due to the Portland Public Schools Blanchard facility); Transportation, Warehousing, and Wholesale (14%); and Manufacturing (13%).

*Lower Albina Land Uses*





Lower Albina has a very low resident population, with 139 residents in 2010, making up less than one percent of the Central City population. It contains 88 housing units, of which nearly all are rental units. Most of the housing is in the small mixed-use area in the vicinity of the historic Russell Street Conservation District, a concentration of historic structures, several of which have been rehabilitated in the last decade.

There is no public open space in the district, however Lillis Albina park is just outside of the district on the east side of the I-5 freeway.

The industrial character and low population of Lower Albina is a reflection of its zoning pattern; 76% of the district is zoned General Industrial 1 (IG1) and 16% is Heavy Industrial (IH). Both zones strictly limit non-industrial uses and generally prohibit residential development. Mixed-use zones total only a few acres each: Central Employment (EX) along Russell Street, accounts for 4% of the district, and Central Commercial (CX) makes up 3%, concentrated at the southern boundary of the subdistrict adjacent to the Rose Quarter.

Freight movement by trucks is an important part of the economic well being of Lower Albina. The access route to I-5 North is N Interstate Avenue to the N Going Street interchange. The access to I-5 South and I-84 is NE Broadway to the Wheeler on-ramp. Interstate Avenue is the major north/south arterial in Lower Albina and is used for automobiles, trucks, light rail, transit, bicycles, and pedestrians. Russell Street is the main east-west connection. The nearby Union Pacific rail yard is classified as a Freight District.

## ***Previous Planning***

### **Lower Albina**

Planning efforts from the last few decades in Lower Albina have focused on retaining and enhancing the industrial and employment functions of the district. Both the 1988 Central City Plan and the 1993 Albina Community and Eliot Neighborhood plans called for ongoing support of the district's industrial activities and freight movement, while preserving the mix of uses and historic character of the Russell Street area and seeking better connections to the Willamette River. More recently, the River Plan/North Reach planning process reconfirmed the value of the industrial development and operations in Lower Albina.

### **Lloyd District**

The Lloyd District has been the focus of a number of planning efforts in the past few decades, many seeking to build on the district's existing assets, such as its regional transportation connections and concentration of regionally significant event facilities and services. One of the key intentions of the 1988 Central City Plan was to connect the Lloyd District with the Downtown core, creating a continuous swath of high-density commercial development and downtown activity. Other goals called for improving the pedestrian environment, reinforcing the Lloyd Center as the eastern anchor of Central City retail, and enhancing major focal points such as the Convention Center and the Memorial Coliseum. More recent efforts such as the Portland Development Commission's Lloyd District Development Strategy (2001) and Lloyd District Housing Strategy (2002) focused on increasing the amount of high-density housing.

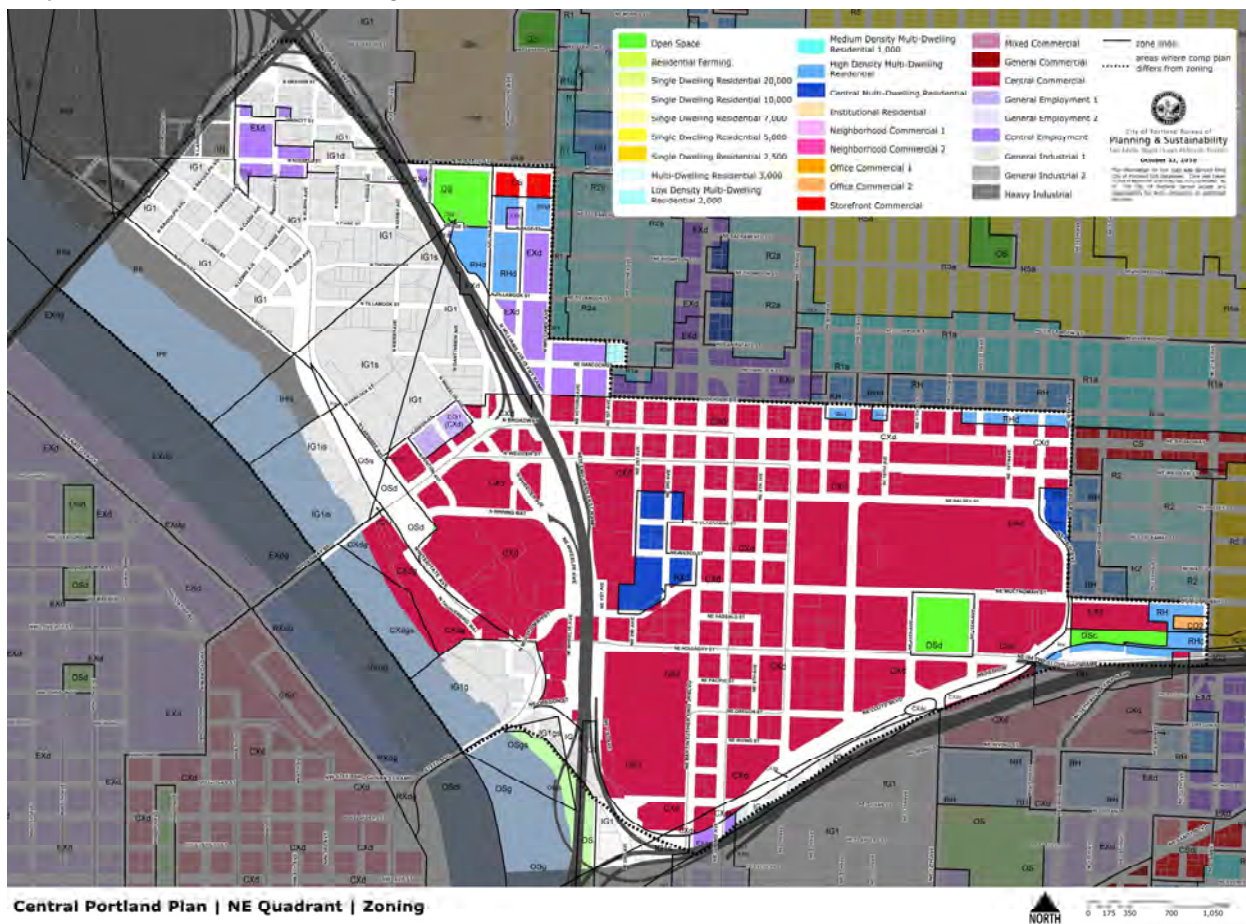
The Lloyd District has been identified as an "EcoDistrict", which is reflected in more recent planning efforts and this plan. It was first envisioned as a "green district" in the 2004 Lloyd Crossing study, that envisioned a new urban district that would maximize development potential while achieving

environmental goals such as carbon neutrality, habitat restoration and reliance on solar energy. A formal Lloyd EcoDistrict partnership was initiated in 2011 to implement projects that accelerate sustainable development on a district-scale.

While some progress has been made towards achieving the goals of previous plans, the Lloyd District still contains an enormous amount of development potential and unique opportunities for place-making.

Additional information on existing conditions and previous planning, including information on the two study areas included the N/NE Quadrant planning area, is contained in the *Central City 2035 Subdistrict Profiles* report.

Map 3: N/NE Quadrant Zoning



## **Relationship to the Central City 2035 Concept Plan and Portland Plan**

### ***CC2035 Concept***

The Central City 2035 Concept is a 25-year concept plan that will guide the updates to the 1988 Central City Plan. It defines the overall direction for the Central City as a "Center for Innovation and Exchange" within the context of city-wide goals established through the Portland Plan and Comprehensive Plan. The Concept recognizes the Central City as the center of the economy for the Portland metropolitan region and the Columbia River Basin. It is also the regional center for arts and cultural activities, retail, entertainment, tourism, higher education and lifelong learning, urban living and the region's multimodal transportation network.

The density of uses, activities and people has established an environment of excitement, interest, vibrancy and synergy. It encourages a level of interaction between people, businesses and institutions that can not be generated elsewhere in the state. The positive impact this environment has on economic development, creativity, civic engagement, and the livability of the region as a whole is significant.

Within the N/NE Quadrant, the Lloyd District and Lower Albina are important components of the Central City and will be critical to meeting the strategic directions set by the Concept. To this end, the N/NE Quadrant Plan includes detailed goals, policies, and action item updates for these two districts. Key among these goals is to capitalize on the Lloyd District's development potential, transportation investments and EcoDistrict designation to create a vibrant, sustainable and mixed-use district that becomes an extension of downtown and strong eastside urban center. Lower Albina will continue to be home to an important close-in industrial job base and small business incubators, with an eclectic mix of uses that contributes to the diversity and character of the Central City. Future quadrant plans, for the SW, NW and Central Eastside, will similarly help implement the Central City 2035 Concept throughout the Central City.

### ***Portland Plan and the Comprehensive Plan***

Portland's Comprehensive Plan is currently being updated based on the guidance provided by the Portland Plan, a strategic plan for the City of Portland adopted by Council in 2012. It sets broad goals for improving equity, prosperity, educational outcomes and human and environmental health in Portland. The Comprehensive Plan will implement the Portland Plan policies that relate to state-mandated long-range plan requirements that guide land use, transportation, conservation, and capital projects. The Portland Plan places key emphasis on achieving success citywide in four key areas: a framework for equity, thriving educated youth, economic prosperity and affordability, and a healthy connected city. While at its core it is a land use planning policy document, the N/NE Quadrant Plan is relevant to the Portland Plan's equity focus and integrated strategies in a variety of ways as outlined below.

### **Framework for Equity**

Broad outreach and engagement has been a major focus of the N/NE Quadrant Plan process. A diverse 30-member Stakeholder Advisory Committee (SAC) advised staff throughout the development of both the Quadrant Plan and the I-5 Broadway/Weidler Interchange Improvement planning process. This committee included representatives from equity and health-oriented organizations, businesses, property owners, transportation advocates, adjacent neighborhood organizations and other perspectives. In addition, a range of public events and outreach activities including open houses, design charrettes, and surveys provided opportunities for input from a broad constituency. In addition

to SAC meetings and larger public events, staff attended more than 75 individual meetings on the project with area groups and interested individuals.

The goals, policies and actions included in the N/NE Quadrant Plan are in many ways intended to help repair a neighborhood that has been done significant harm by large public projects of the past. Neighborhood connectivity, housing production and preservation of historic and cultural resources are key areas in which the plan attempts to correct damage done in the past. Policies are included that attempt to discourage displacement, while allowing for significant new development. Limited change is recommended in Lower Albina where business displacement risk is high. However, in the Lloyd District, which has few residents today and significant vacant and underutilized lands, the plan suggests a high level of change. This approach is intended to accommodate substantial new development will access to transit, jobs and other Central City amenities with very limited displacement. However, it will be important to monitor potential impacts on adjacent areas that could be at risk for displacement, such as the Eliot neighborhood.

### **Thriving Educated Youth**

Centrally located and well-served by all transportation modes, the Central City and N/NE Quadrant are highly accessible to youth from around the region. The N/NE Quadrant Plan emphasizes job growth and residential development, both of which could increase youth access to these important opportunities. Further, in the Lloyd District the plan seeks to provide new open space and outdoor recreation opportunities that are important to support families and youth activities. The plan also recognizes and supports existing major regional facilities such as the Lloyd Center Mall and the Rose Quarter, which are important recreational and social facilities for youth providing critical opportunities for community interaction. The plan seeks to balance the episodic nature of these activity centers and improve neighborhood vitality, diversity and safety through encouraging mixed-use, urban development.

### **Economic Prosperity and Affordability**

The N/NE Quadrant Plan places significant emphasis on capacity for job development – in both Lower Albina and the Lloyd District. Together the districts provide opportunities for business growth in a wide range of sectors from industrial and manufacturing to retail and professional services. In addition, the transportation policies and actions, including the recommended I-5 Broadway/Weidler Interchange Improvements developed in conjunction with this plan, recognize the importance of a robust and diverse transportation system to serve this crucial employment district in the future. The plan seeks to provide a full range of housing options and affordability levels in the Lloyd District and establishes ambitious goals for housing production, including affordable units. However, new resources and tools will need to be identified in order to achieve affordability goals.

### **Healthy Connected City**

Few other areas in the region share the Lloyd District's combination of transportation system access and degree of development opportunity. The Quadrant Plan envisions a fully-developed, cutting-edge, sustainable, livable, mixed-use community of some 30,000 jobs and perhaps 10,000 residents in the Lloyd District. It lays out a concept for open space, local pedestrian connections and regional trails, as well as tree canopy and green infrastructure enhancements, to help create one of the healthiest and best connected districts in the city.



## CHAPTER 2: DEVELOPING THE PLAN

Community involvement was a critical part of the development of the N/NE Quadrant Plan. Extensive work was completed in 2010 and 2011, including SAC meetings, stakeholder meetings, community walks, charrettes and open houses resulting in four products that guided development of the district concept diagrams, goals, policies and implementation actions in Chapter 3 that will become part of the updated Central City Plan. This chapter describes these products, which include:

**Project Goals:** Overall project goals developed and adopted by the Stakeholder Advisory Committee to guide development of the plan. The project goals are outlined on page 12.

**Urban Design Principles:** Five organizing principles for quadrant-wide urban form that informed the development of concept alternatives and the eventual proposed concept for the N/NE Quadrant. These principles, listed below, are described in detail beginning on page 13.

- Two distinct places
- Fill in the central core
- Strengthen connectivity
- Take advantage of urban form
- Celebrate the crossroads

**Proposed Concept:** A series of five concept diagrams for the quadrant that illustrate the preferred future direction for land use, building height, street and development character, open space and green systems. The proposed concept formed the basis for the district concept diagrams and detailed policies and actions in Chapter 4. The proposed concept is described in detail with accompanying diagrams beginning on page 16.

**Integration with the I-5 Freeway Project:** A description of how improvements proposed for the I-5 Broadway/Weidler Interchange can support the growth and development of the local area envisioned in the proposed concept. Integration with the freeway project is described in detail on page 23.

## Project Goals

The following are the overall project goals were developed and adopted by the Stakeholder Advisory Committee (SAC) in January 2011. The goals guided development of the plan and provided general criteria for periodic evaluation of draft concepts, policies and action items.

*“This planning effort will result in integrated land use, urban design, and transportation strategies, policies and plans for the N/NE Quadrant and the I-5 Broadway/Weidler interchange that balance, complement, enhance, protect, respect, revitalize, support, and sustain economic, environmental, and social interests. The implementable plans will be consistent with the overall goals and policies of the city, region, and state.*

*Our recommendations will be guided by our desire for:*

- *A diverse mix of commercial, cultural, entertainment, industrial, recreational, and residential uses, including affordable housing;*
- *A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system;*
- *Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages;*
- *Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment;*
- *Equitable access to community amenities and economic opportunities;*
- *Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods;*
- *Protection and enhancement of the cultural heritage of the area and its sub-districts; and*
- *Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses.”*



## Urban Design Principles

In Spring 2011, the project team developed concept alternatives for the quadrant that were used to illustrate choices and solicit input from the SAC and public. One of the resulting products of this input were the urban design principles described below, which established organizing principles and big picture ideas regarding the quadrant-wide urban form.

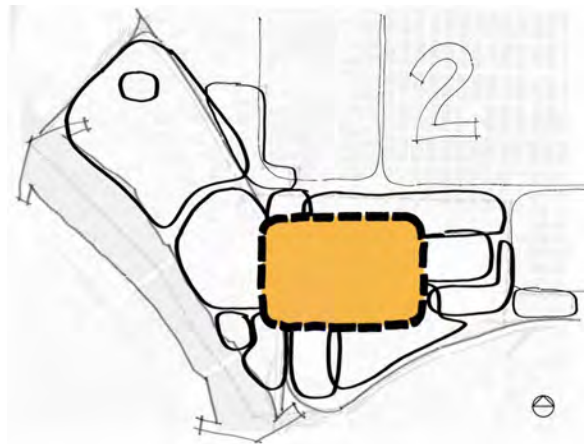
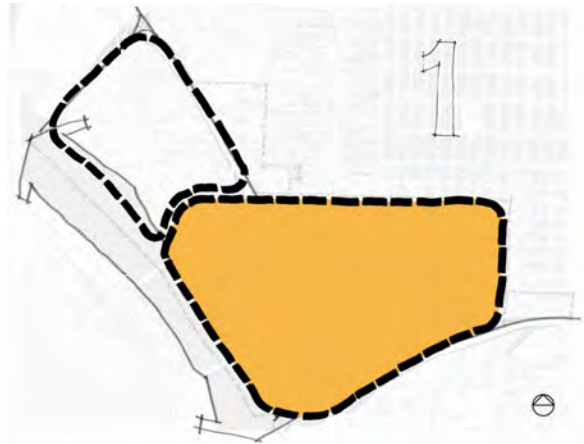
**Two Distinct Places:** The N/NE Quadrant study area includes two distinctly different areas, headed in different directions.

Lower Albina is an active industrial and employment district not anticipated to dramatically change in its form, function or character between now and 2035. Incremental infill development in and around Russell Street is expected to continue along with gradual growth of the district's industrial and commercial businesses.

The second area is the Lloyd District, including the Rose Quarter, an area with long-held expectations for considerable redevelopment and change. Around its edges, the Lloyd District has seen slow-paced change over the past decades, including expansion of the Rose Quarter/Oregon Convention Center, new mixed use residential buildings along the eastern Broadway/Weidler corridor, and a steady increase in new office buildings in the office core area along NE Holladay. Notably still missing from the Lloyd is a critical mass of high-density residential development, while significant new residential communities rapidly emerged over the last two decades in other areas of the Central City.

**Fill in the Central Core:** Physical transformation of the landscape is highest in this area.

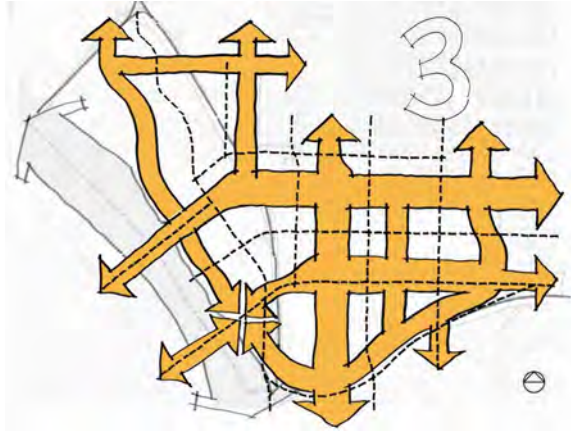
For the success of the quadrant and specifically the Lloyd District, the "Central Core" area should transform into a high-density, high-amenity urban place that features a mix of residential and commercial/ employment uses organized around a new, signature public open space system. Currently this area is notable for its lack of a defined identity and sense of place, somewhat different from the other areas surrounding it. New development in the Central Core has the opportunity to help craft a new, marketable image or brand for the Lloyd District. The new streetcar alignment along 7<sup>th</sup> Avenue could represent a new, transit and pedestrian-oriented focal point, providing a human-scaled, storefront retail center for the Central Core area.





**Strengthen Connectivity:** Strengthen connectivity to and through the quadrant area.

The N/NE Quadrant enjoys good regional auto and transit connections for its residents, workers and visitors. However, the two freeways – I-5 and 84 – while providing vital regional access to and from the quadrant, create challenges to local connectivity, both within the quadrant area and to adjacent districts. The Broadway/Weidler, MLK/Grand and Vancouver/Williams corridors all serve the quadrant area and offer access to different parts of the Central City and inner neighborhoods, but feature few distinguishing qualities, and in most cases act as boundaries or edges, rather than focal points or centers. The quadrant also features an expanding set of transit corridors, bicycle facilities and some discontinuous segments of a flexible pathway system through and among the larger blocks.



Some of the biggest streets or corridors will be enhanced and designed to reflect their “civic” roles, becoming focal points for development and urban, active places by both day and night. Other streets or corridors could take on more of a “boulevard” function, having less adjacent storefront retail activity but more landscape plantings and a much stronger tree canopy presence. In-between the Quadrant’s busy streets, the large blocks and quiet street in the quadrant create the potential for a continuous system of quieter pedestrian and bicycle-oriented streets and sometimes public, sometimes private pathways that when completed could provide a unique district amenity in Portland.

**Take Advantage of Urban Form:** The different urban form, pattern and character of the area present a unique alternative for Central City redevelopment.

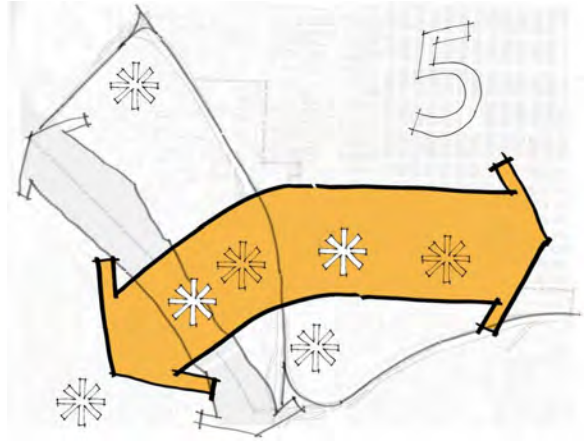
The larger scale of blocks and buildings in the quadrant, coupled with significant development entitlements present special opportunities not available everywhere in the Central City. The Lloyd District offers many large blocks that present an alternative development platform to the prevalent small block pattern of the rest of the Central City. Larger office/employment (or other) businesses and uses that require specialized connections between multiple buildings, need larger floorplates, or prefer campus-like arrangements could take advantage of large blocks in the district.



The larger block pattern also offers new options for public spaces and overall quadrant connectivity. Today, there are several pedestrian and bicycle-oriented pathway segments, and current regulations require new public connections through the larger blocks. New development, especially on the large blocks, could add new, similarly oriented links to these existing segments, turning the network into a viable pathway system, simultaneously increasing mobility choices for quadrant residents, workers and visitors and providing a major new development attracting amenity.

**Celebrate the Crossroads:** Connect the quadrant across barriers to the river, the rest of the Central City and adjacent neighborhoods along a signature system of public spaces.

Today, the quadrant features a series of regionally-scaled facilities. While serving important functions, these facilities present physical and psychological barriers between central parts of the quadrant and north/northeastern neighborhoods and the rest of the Central City and the Willamette River. A new, centrally-located east-west system of public spaces and improved multi-modal connections would help quadrant residents, workers and visitors reach destinations south and west of the freeways and large event facilities.



The open space system would also provide compelling amenities around which to organize new development. To date, the district has seen public event, some streetscape, transit and other transportation-related improvements, but few new public parks or open spaces to augment Holladay Park. New, high density employment, institutional and residential uses in the quadrant will need to be supported by new parks and open spaces offering opportunities for recreation, relaxation and respite. Linking new facilities to each other and existing open spaces like Holladay will increase the functionality of the overall system and its service to a variety of potential new users.

## Proposed Quadrant Concept for Land Use, Urban Design and Local Transportation

The project team developed quadrant-wide concept alternatives in spring 2011, intended to describe different future development scenarios and highlight key choices for this planning process. Ideas in the concept alternatives were drawn from a number of sources, including existing conditions, issues, opportunities and constraints, feedback from Stakeholder Advisory Committee (SAC) and subcommittee meetings and a charrette held in 2011.

The ideas gathered from these sources were grouped into three quadrant-wide concepts based on broad land use options: residential, employment, and a residential/employment blend. The concept alternatives were illustrated by three related infrastructure systems: mobility, open space and green systems. Finer grained ideas and issues were grouped into eight geographic subareas, such as Historic Russell Street or the Rose Quarter.

Following extensive outreach to stakeholders and community groups, a draft proposed concept was developed and presented to the Stakeholder Advisory Committee (SAC) in fall 2011. The SAC endorsed a revised concept in February 2012, which formed the basis for the district concept diagrams and detailed policies and actions in Chapter 3 of this plan. The proposed quadrant concept contains five layers: land use, building height, street and development character, open space and green systems.



**Predominant Land Use and Building Height**

Each “bubble” on the land use diagram below reflects the predominant land uses that would be encouraged under that development type. With the exception of industrial areas, other uses would generally continue to be allowed, and some mixing of uses would be expected in all areas.

The building height diagram on the next page indicates approximate maximum building height in different areas of the quadrant under the proposed concept.

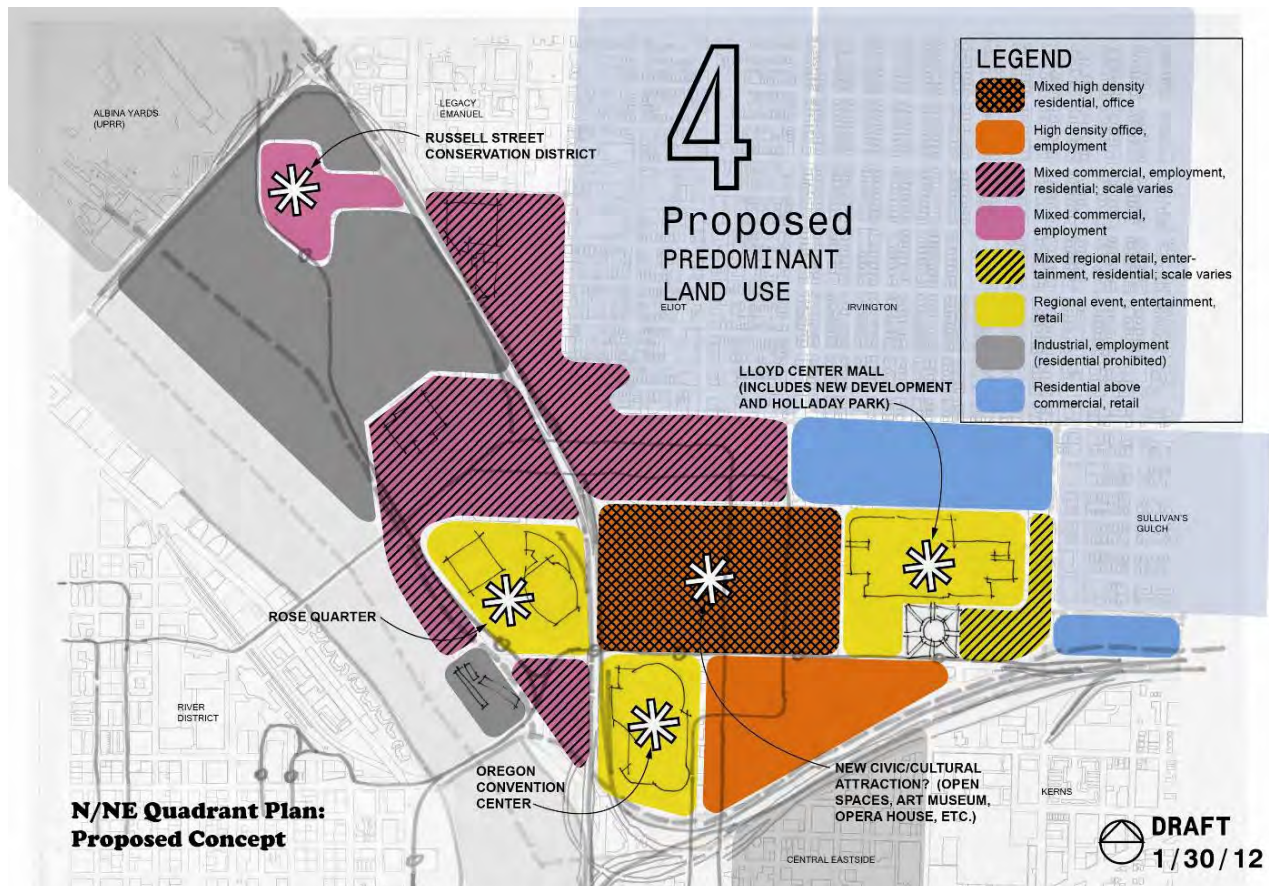
Key elements of land use concept in quadrant subareas include:

**Lower Albina:** Support the continued success of the industrial district, with additional flexibility for compatible employment uses, intended to gradually increase employment density and reuse of older structures, and an expanded mixed use area adjacent to historic Russell Street.

**Central Lloyd:** Significant redevelopment to achieve a vibrant, high-density mixed- use district, with an emphasis on new housing development.

**Office Core and Regional Attractions:** Reinforce existing employment centers and regional attractions, including the office core, Lloyd Center Mall, Convention Center and Rose Quarter, through continued employment growth and complimentary mixed-use development in adjacent areas including increased flexibility at the Public Portland Schools Blanchard site.

(cont. on next page)

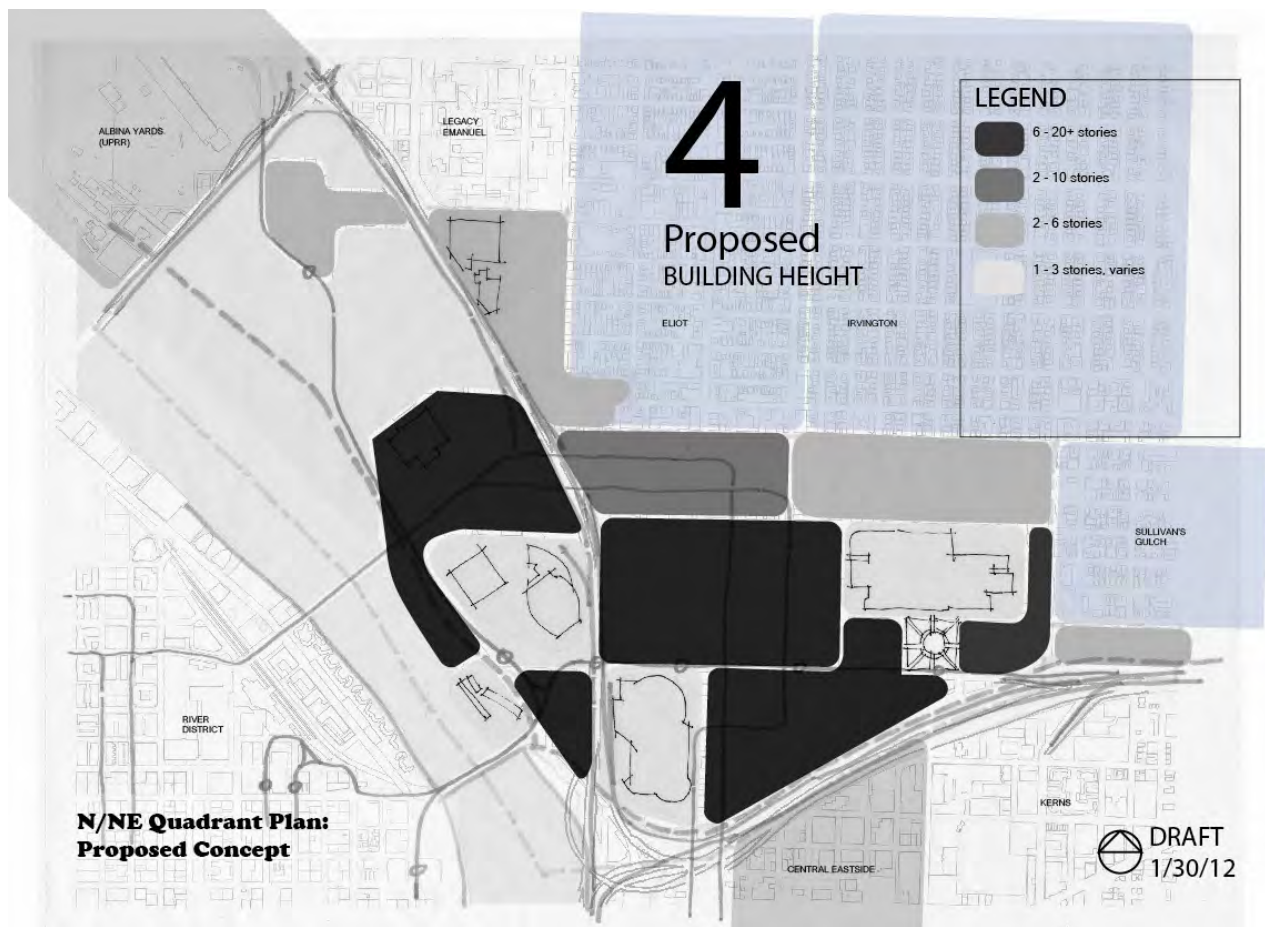


**Predominant Land Use and Building Height (cont.)**

**Broadway/Weidler Corridor:** Reinforce the existing main street character of NE Broadway and providing a sensitive transition to adjacent neighborhoods through lower scale development along the Central City edge. Emphasis on housing over retail east of NE 7<sup>th</sup>; mixed use west of NE 7<sup>th</sup>.

**Vancouver/Williams Corridor:** Increase flexibility to allow more commercial and employment uses to support existing uses and employment growth.

**Eastern Edge/Multnomah:** Focus on residential development around Lloyd Center mall, with a potential expansion of mall-related regional retail. Increase flexibility to allow mixed use development on NE Multnomah and 21<sup>st</sup> to encourage investment.



### Street and Development Character Concept

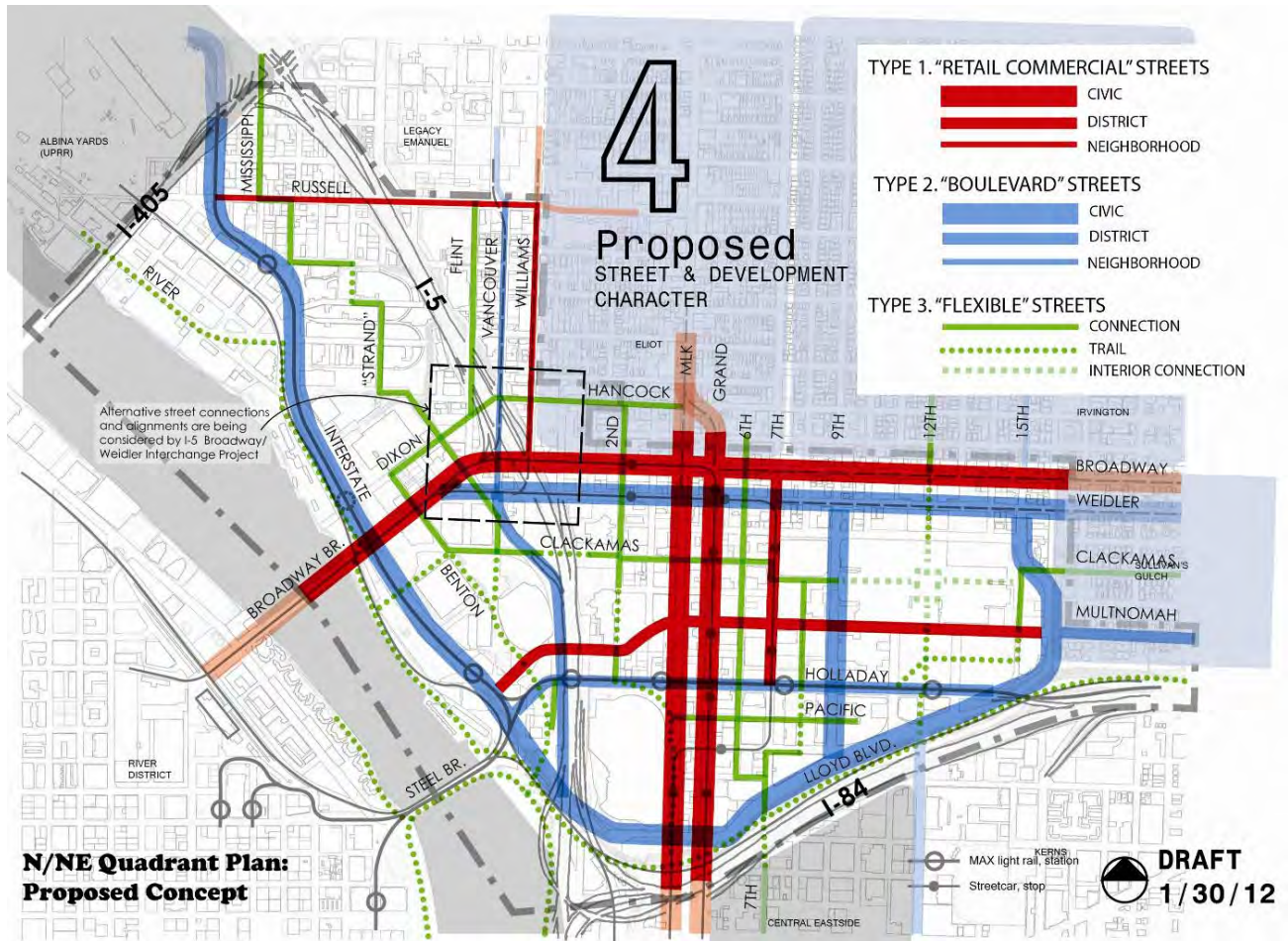
The street and development character concept outlines a more intentional approach for the quadrant’s street network, uniting streetscape design with adjacent land uses and building forms, and recognizing the different scale of streets. While the concept proposes a new way of envisioning the design character of these public streets and connections, it does not imply changes to the City’s existing system of modal classifications that define the functional roles streets play in moving people and goods throughout the quadrant.

It is assumed that all streets would continue to have active adjacent ground floors, good sidewalks with safe crossings, attractive public amenities and furnishings and stormwater management functionality. It is also assumed that adjacent development, along with the street character, would respond to the local geography, surrounding context and envisioned character.

The proposed concept includes the following street types with three scales for each type:

**Retail Commercial Streets:** Busy, continuous streets with retail activity throughout the day, evenings and weekends that provide for multi-modal access for vehicles, transit, bicycles and pedestrians. Ground-floor retail uses are required or strongly encouraged. Multi-level or specialized retail is encouraged with limited or less “green features” to support retail street visibility. The following are three tiers for the retail/commercial streets:

- Civic – Busy high-volume city streets with connections beyond the quadrant.
- District - Central to the quadrant with opportunities for new community activity centers.
- Neighborhood - Local focal points with infill and continuation of existing character and patterns.



### ***Street and Development Character Concept (cont.)***

**Boulevard Streets:** Busy, continuous streets with emphasis on access and flow that provide multi-modal access and circulation for vehicles, transit, bicycles and pedestrians. The streetscape includes visible “green” features, encouraging larger tree canopy, swales, and landscaping. Ground floor retail uses allowed, and encouraged at key locations. The following are the three tiers for boulevard streets:

- Civic – High volume city streets that could be part of a couplet corridor, and extend beyond the quadrant.
- District - Central to the quadrant with opportunities for distinctive corridors, some offering specialized transit or other mobility facilities.
- Neighborhood - Local streets with continuation of existing character and patterns.

**Flexible Streets:** Highly specialized localized street designs responsive to community needs and adjacent land uses and development that could be in public or private ownership. Key public features would include low-volume, low speed quiet streets that are part of a connected, primarily pedestrian and local bicycle network. Visible “green” features are encouraged. Three types of flexible streets include:

- Connection - Pedestrian and bicycle connections on existing public streets to open spaces, key destinations within and beyond the N/NE Quadrant.
- Trail - Off street paths connecting to the regional trail network.
- Interior Connection - Primarily pedestrian connections, including connections within buildings on private property, that facilitate movement within the district.

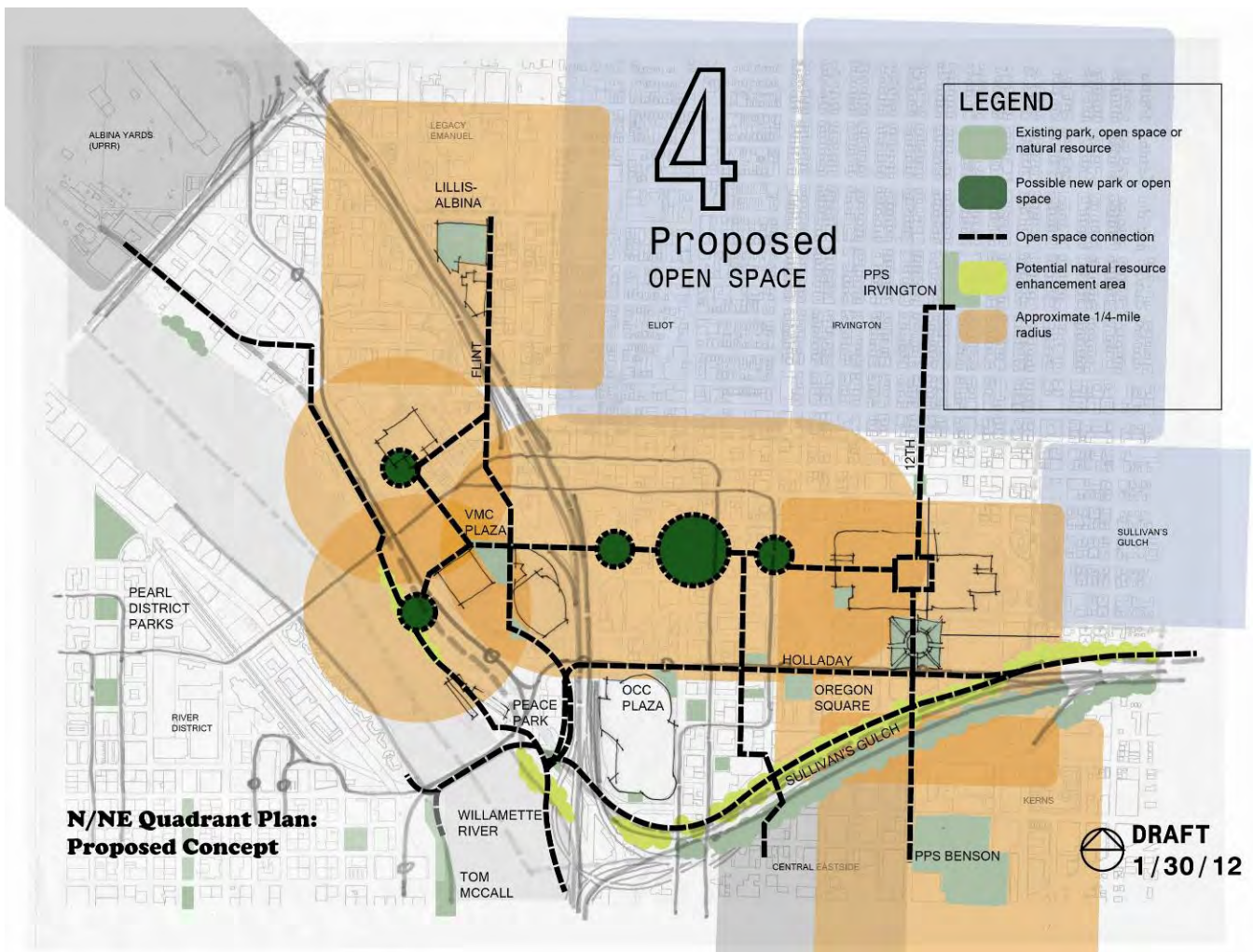


*Conceptual rendering showing NE 7<sup>th</sup> Avenue as a district scale, retail/ commercial street.*

## Open Space

The proposed open space concept illustrates a potential framework for parks and open space within the quadrant, an area that is currently park deficient. The concept envisions a series of new parks organized along an improved NE Clackamas Street linking to a new open space adjacent to the Willamette River. Clackamas would be a flexible street that prioritizes pedestrian access, creating a safe and inviting space for people to gather, play and socialize.

The proposed parks would likely range in size and function, and could be augmented by privately owned pocket parks and plazas. The open space concept also proposes enhancement to natural resources along the riverbank and within Sullivan's Gulch.





## Green Systems

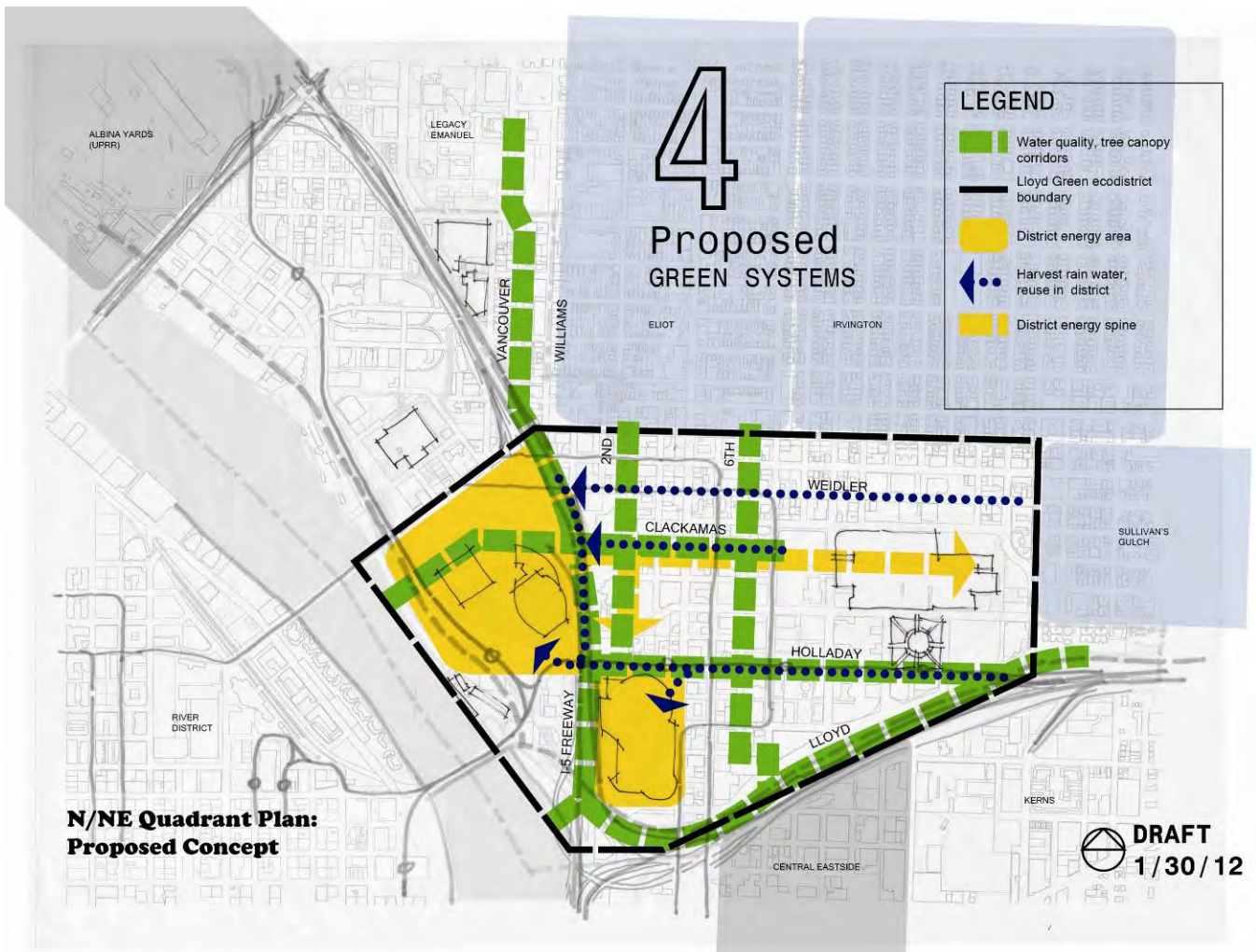
The Lloyd Ecodistrict is a public-private partnership designed to transform the Lloyd District into a showcase sustainable district that includes district energy infrastructure, enhanced tree canopy, improved stormwater strategies and green building techniques. The green systems map illustrates how green infrastructure could be integrated into the quadrant to improve long-term resiliency. The concept includes the following green systems components:

**Tree Canopy/Water Quality Corridors:** Corridors that provide enhanced tree canopy and stormwater management through large trees and vegetated stormwater facilities such as bioswales and planters.

**District Energy:** A system that could facilitate shared energy production and distribution between different businesses, residential uses and facilities.

**Rainwater Harvesting:** A system that would facilitate capture and reuse of rainwater.

Other opportunities to support goals for sustainable development in improvements to the natural environment include the use of native vegetation, eco-roofs, vegetated walls, bird-friendly buildings and other green building techniques.



## Integration with the I-5 Broadway/Weidler Interchange Project

The proposed concept for the N/NE Quadrant was developed concurrently with recommended improvements to the I-5 Freeway and Broadway/Weidler Interchange. The joint process ensured that the resulting plans are mutually supportive. The regional employment and housing growth since the completion of the Interstate System has dramatically increased the traffic volumes on the freeway. Both I-5 in the study area and the Broadway/Weidler corridor have high incidents of crashes. Additionally, the freeway is a barrier to connections between areas north and south of the interchange. This partnership established a framework that addresses both improved safety on I-5, while supporting high-density mixed-use development with safer and greater pedestrian and bicycle connectivity. The framework also addressed previous freeway impacts to improve livability and vitality in the area.

The diagram below shows five geographic areas where the freeway project has the potential to directly support the proposed concept for the N/NE Quadrant.

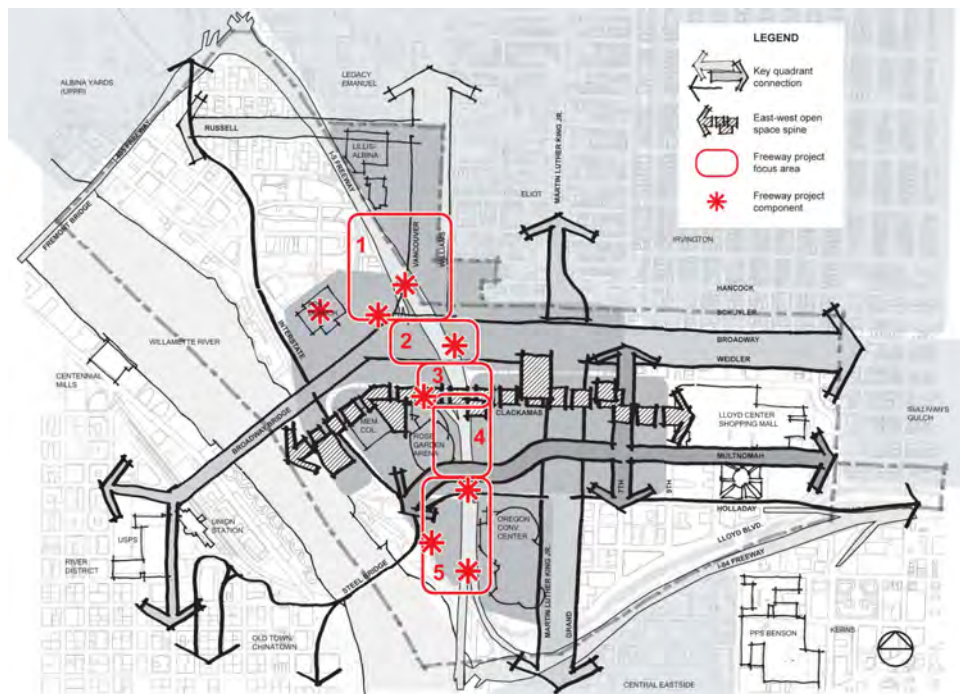
**Area 1, North of Broadway:** Rebuilding bridges over the freeway presents opportunities to improve existing pedestrian and bicycle conditions and create new connections between Vancouver/Williams and the Portland Public School’s Blanchard site, a key redevelopment opportunity.

**Area 2, Broadway/Weidler Lid:** Rebuilding bridges provides opportunities to simplify traffic movements to and from the freeway, improve local access and safety for all modes and improve pedestrian and bicycle facilities. Creating a lid over the freeway could potentially be used for new open space, development and/or to reconfigure local multi-modal circulation.

**Area 3, Clackamas Crossing:** The proposed new pedestrian/bike connection over I-5 supports the creation of a flexible connection and open space system along Clackamas Street that would stretch from Lloyd Center to the Willamette River and could provide supporting infrastructure for a proposed district energy system linking facilities in the Rose Quarter with the remainder of the Lloyd District.

**Area 4, Rose Garden:** Freeway improvements in this area could include improvements to bicycle routes between the Rose Quarter Transit Center and Broadway/Weidler, innovative stormwater management opportunities and improvements to the undercrossing at Multnomah.

**Area 5, Rose Quarter Transit Center & Peace Park:** Improvements could include innovative design treatments under the bridges to improve pedestrian connections between the Rose Quarter and the Convention Center, and improvements to upgrade conditions and mitigate impacts to the MAX station and Peace Park.





## CHAPTER 3: GOALS, POLICIES AND IMPLEMENTATION ACTIONS

This plan chapter is organized into sections addressing each Central City district (the Lloyd District and Lower Albina), as well as the two study areas included in the N/NE Quadrant planning boundary. A district goal and concept diagram convey the overarching vision for each district, followed by a series of policies, which provide more specific direction on issues associated with the larger goal. The district goals and policies reflect the project goals and objectives adopted by the Stakeholder Advisory Committee to guide the overall planning process. The district concept diagrams are based on the N/NE Quadrant Concept diagrams, which were developed through a planning process that included a stakeholder charrette, several public events and detailed review by the SAC. The SAC goals and the quadrant concept diagrams are described in Chapter 2: Developing the Plan.

The policies are organized into topic areas generally consistent with the planning framework developed for the Central City 2035 (CC2035) Concept Plan, which will establish the overall vision and direction for the Central City as a whole. Because issues that apply Central City-wide will be addressed in the CC2035 Concept Plan, the N/NE Quadrant Plan will focus on issues that are unique to its planning area within the Lloyd District and Lower Albina. The policy topics are as follows:

- Regional Center
- Housing and Neighborhoods
- Transportation
- Urban Design
- Environment (title under discussion)

All five policy topic areas are covered for the Lloyd District, however Lower Albina, a largely industrial area, does not have a “Housing and Neighborhoods” section.

Performance targets are established for key measures as a means of tracking progress toward meeting goals and policies. They are based on a number of sources, including assumptions about future development, housing and employment forecasts, targets from other planning processes such as the Portland Plan and Climate Action Plan, and transportation modeling. The performance targets in this plan should be considered preliminary. They will need to be revisited, and potentially recalibrated for the full Central City, once all of the quadrant plans have been completed.

Implementation actions, such as changes to regulations, future work items, projects, programs or studies, are proposed for each district and for the two study areas: North Banfield Portal and Vancouver/Williams Corridor. Implementers are identified, including public agencies, private and non-profit entities and other community partners, with the lead implementing agency noted in **bold**. A list of implementers and abbreviations used in the action tables is provided at the end of this document.

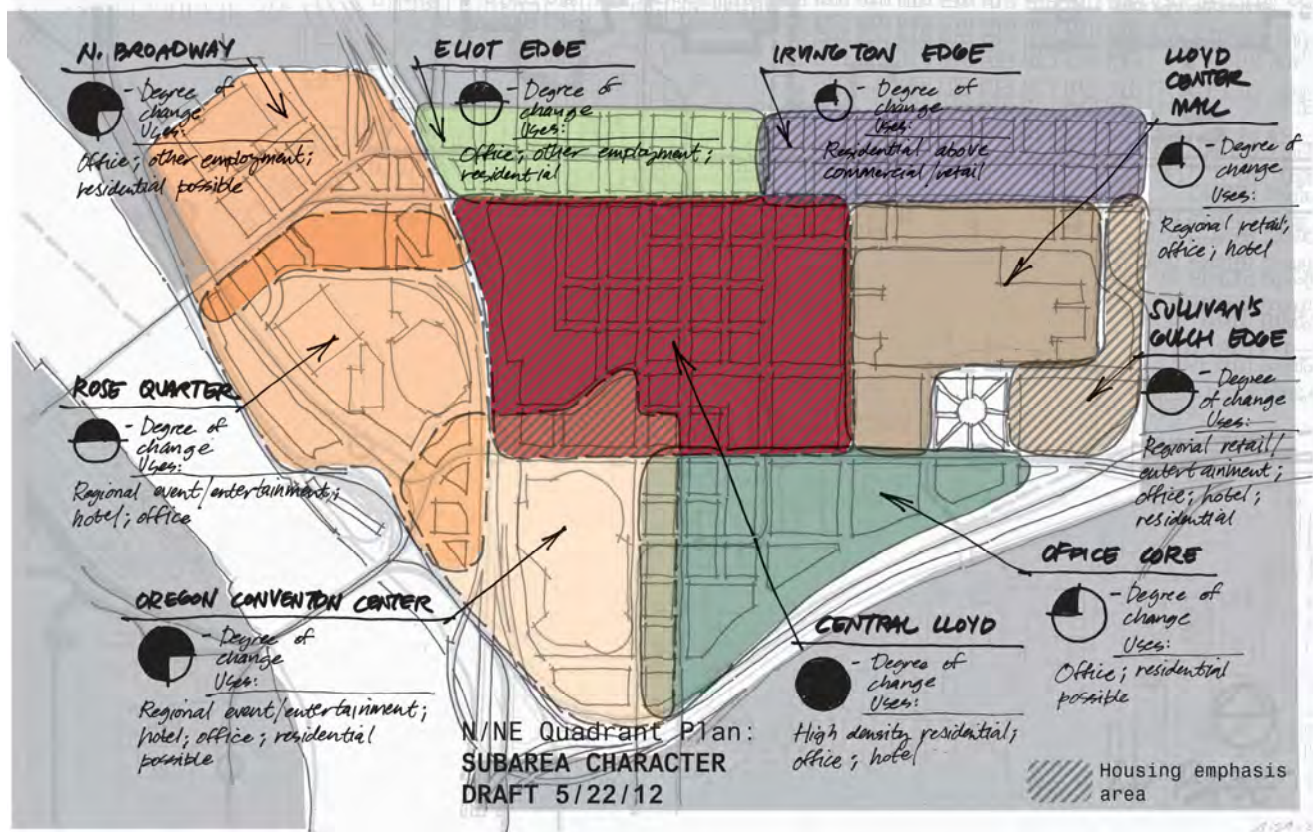
A timeline is provided, with some actions intended to be accomplished with the adoption of the full Central City 2035 plan package, anticipated in 2014. Other actions are intended to be completed 2 to 5 or 6 to 10 years beyond that, and some are ongoing.

## Lloyd District

### District Goal

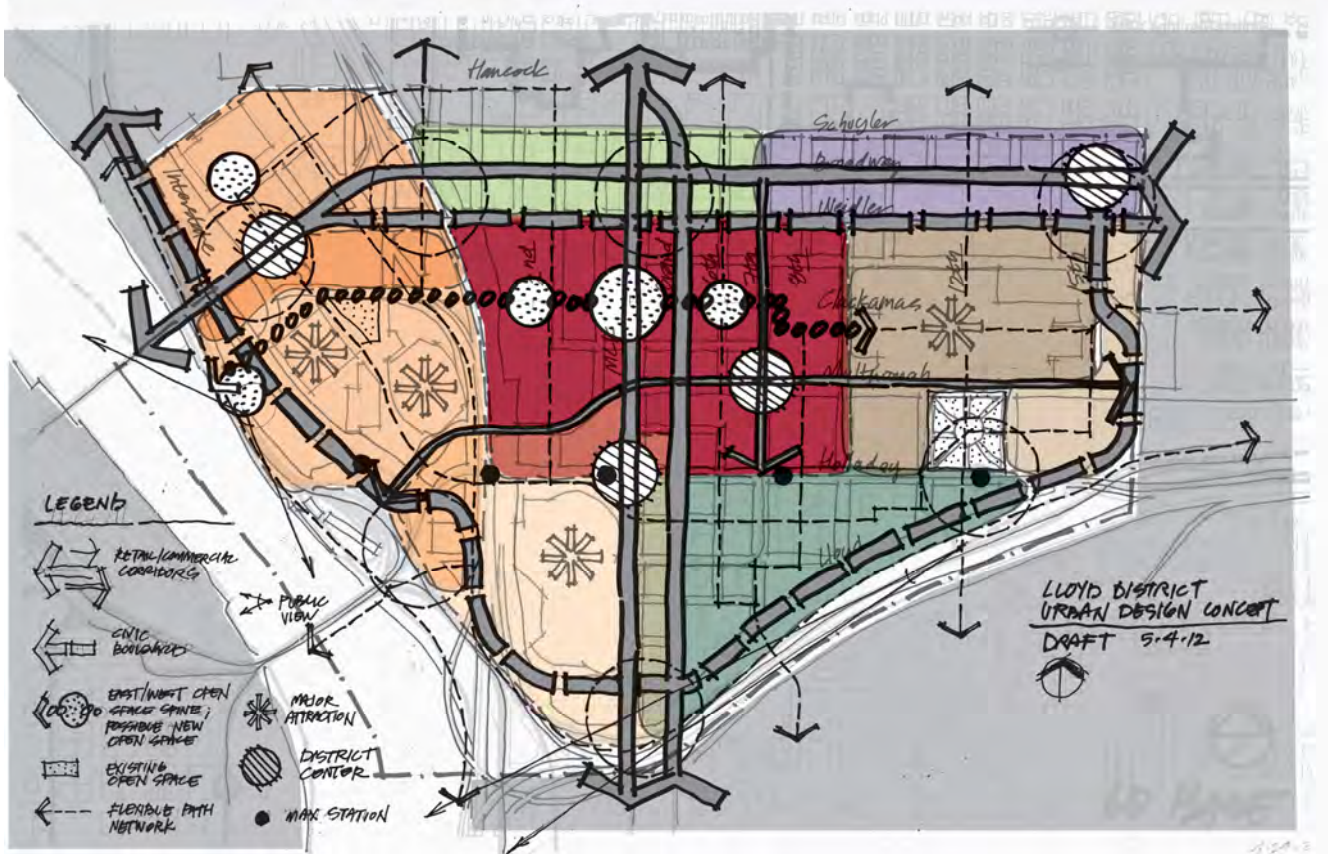
Foster the growth of the Lloyd District into the intensely urban eastside center of the Central City. Capitalize on the district's regional attractions, high quality transit and connections to create one of the most vital and livable districts in the Central City, with a strong employment base, successful residential community and a variety of urban amenities. Develop the district as a complete and sustainable community with well-designed open space, streets, and high-performance green buildings and infrastructure.

### Subarea Character Diagram



This diagram illustrates the types of uses planned for the different “subareas” of the Lloyd District, as well as the degree of change expected in those areas as the district develops. For example, major redevelopment with high-density mixed use development is envisioned within the Central Lloyd area, which is expected to have the highest degree of change. Other areas that are currently well established, such as the Office Core and Irvington edge, are expected to have a relatively low degree of change. This diagram also identifies “housing emphasis areas” where development of new housing is a priority.

## Lloyd District Concept Diagram



### Key Elements of the Concept

**Street and Development Character:** The character and function of three main street types shown in the concept diagram are described below. A more detailed description of the street types is provided in a separate report, N/NE Quadrant Plan: Street and Development Character Concept (2/1/12 Draft).

- **Retail/Commercial Corridors.** Busiest streets with high visibility by motor vehicles, transit, bikes and pedestrians and generally consistent ground level retail storefronts. These corridors are broken down in three scales: “civic,” which make connections to other parts of the city; “district,” which are important within the boundaries of the Lloyd District; and “neighborhood,” which are smaller and found usually outside the Central City.
- **Boulevards.** These corridors can also be some of the busiest in the district – they can be the “second” street of a couplet or define a district edge -- but they offer a more landscaped, green character, with fewer retail storefronts than the retail/commercial type. These corridors are broken down in three scales: “civic,” which make connections far beyond the district; “district,” which are important within the boundaries of the district; and “neighborhood,” which are smaller and found usually outside the Central City.
- **Flexible Network.** These streets and spaces make up a system of local, primarily pedestrian connections through the district that offer quieter, “low-stress” experiences distinctly different from the busier streets serving the area. The forms and characters of these connections can vary

considerably – some can be typical streets, some could be through open spaces or plazas, and others could be through building interiors.

**East-West Open Space Spine:** This is a series of connected open spaces offering different characters and functions, running from the Lloyd Center Shopping Mall west to the Willamette River. The connection could be obvious, such as the Park Blocks; it could be evident, like the boardwalk along NW 10<sup>th</sup> Avenue in the Pearl District; or it could be described by a subtler set of wayfinding clues. This signature series of parks and open spaces would become the organizing system for a new high density mixed use community in the Central Lloyd area.

**Major Attraction:** Regional event, entertainment and/or retail facility that brings in thousands of people annually district. These currently include the Veteran’s Memorial Coliseum, the Rose Garden Arena, the Oregon Convention Center and the Lloyd Center Shopping Mall.

**District Center:** High-visibility hubs of retail and commercial activity in the different areas of the district. Locations with concentrations of restaurants, hotels and other similar retail/commercial businesses, generating high levels of pedestrian movement and crossings.

**Gateway:** Point of transition into or out of the district. Specific experience determined by character of identified location, and could be enhanced by public sector improvements, private development design approaches and/or a combination of both..

**Public View:** Currently designated public viewpoint and view cone, as described in the *Scenic Resources and Protection Plan* of 1992.

See Appendix A, Additional Urban Design Diagrams, for more details on the street and development character, gateways and building height elements of the concept.

## District Policies and Implementation Actions

### ***Regional Center: Economy and Innovation***

As home to vital regionally-significant facilities, the Lloyd District is an integral part of the Central City today, and its tremendous growth potential means it will contribute to the regional center in a variety of new ways in the future.

These policies and actions will help maintain and grow existing assets in the district, including regional event attractions at the Rose Quarter and Oregon Convention Center, the main street small business and retail-oriented character along NE Broadway, regional retail uses at the Lloyd Center Mall and a well-established office cluster of professional, medical and government services.

New businesses that balance the episodic nature of the regional event centers and new high-density residential and commercial development in Central Lloyd and North Broadway will support job growth and enliven the district. The formation of the Lloyd EcoDistrict presents additional opportunities to create a district that is more attractive to new businesses, employees, residents and visitors due to its leadership in sustainability and the resulting improvements in the physical environment.

## Policies

1. **Employment.** Support and retain existing businesses while encouraging significant new job growth. Develop the district to support a broad array of employment types that provide living-wage jobs and equitable access to employment opportunities.
2. **Redevelopment.** Encourage high density commercial and residential development and better utilize vacant and underutilized land.
3. **Core Employment Uses.**
  - a. **Office Core.** Maintain and grow the Lloyd District as an employment center for headquarters office, institutions, professional services and the government sector.
  - b. **Regional Attractions.** Support the continued success of the Rose Quarter and the Oregon Convention Center and encourage new development and businesses that support and balance the episodic nature of event activity.
  - c. **Retail.** Support existing and new retail development including regionally focused uses in and around the Lloyd Center Mall and neighborhood-serving uses along the NE Broadway corridor. Encourage and support retail development on retail/commercial streets identified in the district concept diagram.
  - d. **Civic and Cultural Amenities.** Expand civic attractions in the Lloyd District to complement the district's tourism, regional attractions and growing residential character. Examples of attractions could include a convention hotel and centers for arts, culture, history or science.
4. **Innovation: Sustainable District.** Promote the Lloyd District as a center for innovation and application of sustainable business and development practices, foster job creation in sustainable industries and encourage the incorporation of green technology into businesses and development.

### 2035 Performance Target: **Jobs**

By 2035, add 10,000 new jobs within the Lloyd District.

#### *Current Conditions*

Based on a 2010 estimate, there are approximately 18,000 existing jobs in the Lloyd District (with revised district boundary, see action RC1). The addition of 10,000 new jobs would result in a total of 28,000 jobs. This would require a 55% growth in jobs over 25 years.



<b>Implementation Actions:</b> Lloyd District – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
RC1*	Adjust the Lloyd District and Lower Albina boundaries to include the PPS Blanchard site and adjacent properties to the south and east within the Lloyd District.	X				<b>BPS</b>
RC2*	Rezone the PPS Blanchard site and adjacent properties to the east from IG1 to EXd and CXd to encourage future redevelopment. Require a master plan process as part of redevelopment to address street and pedestrian connectivity, open space, views, and the transition to adjacent industrial uses.	X				<b>BPS</b>
RC3*	Adjust and increase maximum allowed heights to support high density development and encourage the provision of public amenities, and desired uses in the following areas: <ul style="list-style-type: none"> <li>▪ N. Broadway near the Broadway Bridgehead</li> <li>▪ Riverfront (“Thunderbird” site)</li> <li>▪ Central Lloyd area</li> </ul>	X				<b>BPS</b>
RC4*	Adjust regulations and incentives to encourage new development that supports the Convention Center such as new or expanded hotel development, retail and other services on adjacent blocks.	X				<b>BPS, PDC</b>
RC5	Develop a strategy to promote the development of new hotels and the improvement of existing hotels in the vicinity of the Oregon Convention Center.		X			<b>Metro, PDC, City, Private</b>
RC6	Pursue development on publically owned sites in and around the Rose Quarter through public-private partnerships.				X	<b>City, Private</b>
RC7	Market the Lloyd District as a leader in sustainable development and business practices.				X	<b>EcoDistrict, PDC, Private</b>

\*Additional details for selected action items are included in Appendix B, Implementation Action Details.

## ***Housing and Neighborhoods***

The N/NE Quadrant Plan envisions the Lloyd District as a high-density, high-amenity, mixed-use area, with a focus on increasing residential development for a more balanced jobs to housing ratio. Greater housing density will increase the vitality of the district and further citywide and regional goals that encourage housing in areas close to employment centers and well connected to alternative transportation networks.

Areas in which housing development should be emphasized are proposed in the Central Lloyd area, upper Broadway and the eastern edge. Policies and actions promoting a diverse housing mix that is attractive and affordable to a broad range of people will help implement equity and diversity goals put forth in the Portland Plan and the Central City 2035 Plan.

Increased residential density will require amenities and services necessary for residents to meet their daily needs. It is essential that the area develop as a complete neighborhood with convenient and safe access to neighborhood businesses, park and recreation facilities and schools in a clean and healthy environment. Development of new open spaces and creating an environment that is supportive of local, neighborhood serving businesses are high priorities. Safe and attractive regionally available alternative transportation options, such as walking, biking and taking transit, are also important for promoting healthy lifestyles and meeting climate action goals for reduced green house gas emissions. See the transportation section for policies and actions that support those elements.

Development of housing affordable to low and middle income households within the Lloyd District is a priority given that access to a complete neighborhood reduces household transportation costs and provides access to public and private amenities crucial to economic mobility. However, it is recognized the development of affordable housing will be a challenge because there are currently very limited public resources to fund housing projects. It is also important to provide a diverse range of housing types and sizes within the district, including housing suitable for workforce, seniors, special needs and families.

The Lloyd District has a diverse history and is well located to serve as eastside civic center for Portland. The design of public spaces, as well as programming within those spaces, should celebrate the history of the place and help build community among those that visit, work and live in the district.

The goal of increased growth and density brings concerns about the potential for displacement of current residents and businesses due to increasing costs – an issue that applies citywide in areas of growth and change. This plan identifies a need for citywide programs to address potential displacement, reinforcing the recommendations of the Portland Plan.

## **Policies**

1. **Housing Development.** Encourage the development of new housing especially in “housing emphasis areas”. Through greater concentration of housing the district can foster a sense of community and support efficient provision of residential amenities and services.
2. **Housing Diversity and Preservation.** Encourage the development and preservation of a housing supply of unit types and sizes that meets the needs of people of all incomes, ages, household sizes and special needs. Include development of affordable housing as a way to ensure income diversity, meet citywide housing needs and help mitigate the potential for displacement due to rising housing prices in the district and in adjacent neighborhoods.

3. **Complete Neighborhood.** Foster development of a complete neighborhood with amenities and services that residents need to meet their daily needs, including access to parks and open space, grocery stores, neighborhood businesses and schools.
4. **Successful Neighborhood Business Districts.** Support and expand local main street business areas within the Lloyd District and in adjacent neighborhoods. Cluster a diverse mix of neighborhood scale businesses within the NE Broadway Business District and on new district retail/commercial streets as a means of concentrating activity and promoting successful retail districts.
5. **Community Building.** Encourage public spaces, public art and activities that celebrate the history of the district and that help build a community in the Lloyd District and with surrounding neighborhoods.
6. **Historic and Cultural Resources.** Preserve, rehabilitate and celebrate historic and culturally significant structures and places in the Lloyd District.
7. **Displacement.** Support existing residents and businesses within the Lloyd District and in adjacent neighborhoods that are at risk for involuntary displacement.

## 2035 Performance Targets

### Housing

Develop 5000 new housing units and reduce the jobs to housing ratio to 5 to 1 within the Lloyd District. Seek to provide a full range of housing types and affordability options, including 50% of new units affordable to households with incomes below the median family income (MFI) of the city.

#### *Current Conditions*

Based on the 2010 Census, there are approximately 1,100 existing housing units in the Lloyd District and it has a jobs to housing ratio of 17 to 1. The addition of 5,000 units and 10,000 jobs would result in a total of 6,100 housing units and a jobs to housing ratio of 5 to 1.

### Complete Neighborhood

80% of Lloyd District residents live within ¼ mile of a public park and within ½ mile of a full service grocery store.

#### *Current Conditions*

As shown in Table 2 below, none of the existing population is within ¼ mile of public parks and 64% of the population is within a ½ mile of a grocery store. Because the existing population in the district is currently quite low, the amount of land area in proximity to parks and grocery stores is also provided.

	Within ¼ mile of parks	Within ½ mile of parks	Within ½ mile of grocery store
Population	0%	81%	64%
Land Area	30%	87%	41%

<b>Implementation Actions:</b> Lloyd District – Housing and Neighborhoods						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
HN1*	Develop regulatory tools to encourage housing development and the inclusion of affordable housing. Focus on housing emphasis areas (see subarea character diagram).	X				<b>BPS, PHB, BDS</b>
HN2*	Rezone the area of RXd zoning in Central Lloyd to CXd to provide flexibility and encourage investment. Apply housing incentives described in HN1 to this area.	X				<b>BPS</b>
HN3	Develop affordable rental housing through investment of TIF Set Aside funds and other PHB programs.  Possible tools include: Limited Tax Exemption program, System Development Charge Exemption Program.		X			<b>PHB</b>
HN4	Improve the function and safety of Holladay Park through programming that increases its use and CPTED (Crime Prevention Through Environmental Design) improvements.		X			<b>PPR, Private</b>
HN5	Identify sites for community building activities and pursue projects and activities that support community building, such as weekend markets, cultural programming in parks and public art.		X			<b>LDCA, EcoDistrict City</b>
HN6	Support connections between district employers and employee housing within the district through employer-assisted housing programs and coordinated mixed-use development, particularly employer-assisted housing for service-level workers employed within the district.		X			<b>PHB, Private</b>
HN7	Monitor residential population growth and the related school needs of the district. Encourage space for early education programs in new development.				X	<b>PPS, Private</b>

HN8	Address potential displacement of residents and businesses in the Lloyd District and in adjacent at risk neighborhoods, such as Eliot, through citywide programs developed as part of the Comprehensive Plan. Potential programs include housing and small business assistance programs targeted for areas at risk for displacement.				X	<b>PHB</b> (housing), <b>PDC</b> (business) Office of Equity, BPS
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\*Additional details for selected action items are included in Appendix B, Implementation Action Details.

## ***Transportation***

The Lloyd District is well served by a multi-modal transportation system that supports its role as a regional center for retail, business, entertainment, and government. The district has unique regional transportation advantages, including direct connections to the interstate freeway system via I-5 and I-84 and the regional light rail and bus network at the Rose Quarter Transit Center. With the addition of streetcar and continued investments in bicycle and pedestrian systems, the transportation network will provide a solid foundation to support goals for high-density development, greater use of active transportation (walking and biking) modes, and reduced greenhouse gas emissions.

The Lloyd District contains a number of major traffic corridors, including the MLK/Grand and Broadway/Weidler corridors, which carry large volumes of traffic into and through the district. These streets are important for supporting large and small businesses and regional attractions. However, because of the high volume of traffic and limited signalized crossing, these streets have also been identified as barriers to overall connectivity and to travel by walking and biking.

The N/NE Quadrant Plan calls for building upon and enhancing the Lloyd District's transportation assets by: improving the efficiency and safety of traffic operations; maintaining regional transit, auto and freight access; enhancing internal circulation and connectivity to adjacent areas, particularly for pedestrians and bicyclists; managing parking to support business and residential uses, incentivize development and encourage the use of non-auto transportation modes; leveraging street improvements with future development; and providing strong linkages between the district and the Willamette River. It is important to note that residents of Portland have transportation choices, and that active transportation may not be the solution for all. Therefore, providing optimum regional access for all modes will be key to realizing the goal of developing the Lloyd District as a high density Central City district and assuring its long-term success.

## **Policies**

1. **Strategic Investments.** Invest in transportation infrastructure to improve safety, convenience and operational efficiency for all modes by strengthening connectivity and access for trips to, through and within the Lloyd District, and by creating special places for workers, residents, neighbors, shoppers and visitors.
2. **Active transportation.** Encourage walking, bicycling and using transit as a way to increase transportation access and choice, enhance livability and reduce the per capita carbon footprint in the district.
3. **Transportation Demand Management.** Foster the development of business and property owner-supported programs, incentives and activities that encourage employees and residents to use active transportation and non-single occupant vehicle modes.
4. **Transit.** Strengthen the role of transit in the Lloyd District by working with TriMet to increase the frequency, reliability and safety of the light rail, bus and streetcar services.
5. **Parking.**
  - a. **Off-Street.** Strengthen the role of parking management to leverage high-density mixed-use development, enhance livability and reduce reliance on single occupancy automobile trips, while supporting development of more parking options for retail-focused streets.

- b. **On-Street.** Preserve and enhance on-street parking assets to support ground floor commercial, retail and service based business.
- 6. **Streetscape.** Improve the pedestrian experience by integrating high-density mixed uses, urban greenery, and pedestrian amenities into the Lloyd District’s streetscape.
- 7. **Connectivity.** Increase the number of connections across barriers in the district, including major arterials, large blocks, freeways, rail lines, and natural features, and with adjacent neighborhoods.
- 8. **Transportation System Management.** Manage access and circulation to reduce traffic speeds and provide for safe crossings, while balancing the need for vehicle and freight access to and within the Lloyd District.
- 9. **Regional Attractions.** Provide access and circulation to and from the Lloyd District that attracts and supports regional development, shopping and tourism. Promote the use of transit to access the area, including light rail, streetcar, bus, and a potential water taxi service.

**2035 Performance Target: Mode Split**

70 percent of commute trips to and from the district are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

*Current Conditions*

The current Lloyd District mode split is approximately 44 percent by non-single occupancy vehicle (SOV) for the district. Members of the Lloyd TMA have an improved mode split of 60% non-SOV.

<b>Implementation Actions:</b> Lloyd District – Transportation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR1	Explore ways to adopt the Street and Development Character concept, including three street types: retail/commercial, boulevard and flexible/pathways. This may include updates to the Transportation System Plan Street Design Classifications.	X				<b>PBOT</b>
TR2*	Develop and revise parking management strategies.		X			<b>PBOT</b> , TMA, Private
TR3	Update the <i>Lloyd District Standard Plans and Details within the Right-of-Way</i> document to implement the Street and Development Character and Green Systems concepts for the district.		X			<b>PBOT</b> , BPS, BES, PPR/UF

<b>Implementation Actions:</b> Lloyd District – Transportation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR4	Study and install additional signalized pedestrian crossings, on-street parking, and reduced speed traffic progression on Martin Luther King, Jr. Blvd. and Grand Avenue.		X			<b>PBOT</b>
TR5	Implement streetscape and circulation changes for Multnomah Street to facilitate a “retail/commercial street” environment.		X			<b>TMA, PBOT</b>
TR6	Review the 1996 <i>Broadway-Weidler Corridor Plan</i> to identify any needed updates to implement the N/NE Quadrant planning process. Implement the plan emphasizing pedestrian safety projects, installation of traffic signals and maintenance of parking supply.		X			<b>PBOT</b>
TR7	Install electric vehicle charging stations in the Lloyd District.		X			<b>PBOT, PDC</b>
TR8*	Implement the I-5 Broadway/Weidler Interchange Plan improvements.			X		<b>ODOT, PBOT</b>
TR9*	Implement a 7 <sup>th</sup> Ave pedestrian/bike bridge over I-84 connecting to either 7 <sup>th</sup> or 8 <sup>th</sup> in the Central Eastside.			X		<b>PBOT, ODOT</b>
TR10*	Develop a strategy for the Clackamas Flexible Street and private development extending from the Rose Quarter to NE 9 <sup>th</sup> Avenue via a new pedestrian/bicycle bridge over I-5.			X		<b>PBOT, BPS, PDC, ODOT, EcoDistrict, Private</b>
TR11	Complete the Sullivan’s Gulch Trail Concept Plan and implement its recommendations.			X		<b>PPR, PBOT, ODOT, UPRR, Private</b>
TR12	Study the feasibility of adding a new light rail station on the Yellow line near Dixon to serve the N Broadway area and PPS Blanchard site.			X		<b>TriMet, PBOT, BPS</b>



<b>Implementation Actions:</b> Lloyd District – Transportation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR13*	Confirm the benefits and feasibility of straightening the “s-curve” in the Union Pacific rail tracks for freight and passenger rail operations. Options pursued should prioritize maintaining the development potential of the “Thunderbird” site. See related action UD8.			X		<b>ODOT,</b> UPRR, Private, BPS
TR14*	Work with TriMet to improve the Steel Bridgehead and Rose Quarter Transit Center area to improve transit, local circulation, access to the Eastbank Esplande, and development opportunities			X		<b>TriMet,</b> TMA, PBOT, BPS, , Private
TR15	Explore water transportation options, including a Willamette River water taxi, and investigate the feasibility of a landing in the Lloyd District. Such a landing should include a safe and direct pedestrian connection to the Convention Center and the Rose Quarter.			X		<b>OHWR,</b> PBOT, BPS, PPR, Private
TR16	Expand the Central City wayfinding system in the Lloyd District to include river destinations and other local and regional attractions, as opportunities arise to add or replace signage.				X	<b>OHWR,</b> PBOT, PPR, Private
TR17	Continue City of Portland partnership with the Lloyd Transportation Management Association (TMA) to encourage workers and residents to use transit and active transportation modes.				X	<b>PBOT,</b> TMA
TR18	Complete the North Portland Greenway Feasibility Study and use the information to inform the River Plan / Central Reach (the update of the Willamette Greenway Plan).	X				<b>PPR,</b> PBOT, BPS, Private

\*Additional details for selected action items are included in Appendix B, Implementation Action Details.

## ***Urban Design***

These policies and actions will enable the Lloyd District to offer a set of unique, human-scaled urban experiences different compared to the west side of the Central City. The area features a series of existing places with established character that will be strengthened around a revitalized and redeveloped Central Lloyd area. The Central Lloyd area will include more high-rise office buildings and a new, high-density residential district, organized around a signature system of linked open spaces and supported by a network of diverse streets. The high-quality transit service in the area provides an opportunity to shift the Lloyd District from a focus on auto access and auto-oriented uses, to a more pedestrian-oriented development pattern and streetscape.

The large blocks in the Lloyd District are part of a distinctive urban pattern that allows for larger buildings and unique public spaces including courtyards, plazas and parks. These open spaces will be linked by a system of pathways, multi-use trails and quiet streets that are enhanced with vegetation and together create a set of lower stress and quieter routes, and an alternative to the busy arterials through the district. New low stress connections across freeways to the west and south will strengthen connections to the rejuvenated Rose Quarter, the PPS Blanchard site, the Willamette River and the Central Eastside. A desire for better access and connections to the river were expressed throughout the planning process. Connections to the river can be achieved visually, through views or a trail along the river, or physically through direct access via a trail, steps or dock. Both types of access are desired, however direct access will be difficult due to limited availability of riverfront property and the location of the Union Pacific train tracks along the river bank. There are only two riverfront sites in the Lloyd District. The Dreyfus grain terminal is a long-established industrial business that is expected to continue operation for the foreseeable future. Opportunities for open space and potentially river access may exist on the vacant “Thunderbird” site. See additional discussion of the Thunderbird site under Lloyd actions UD8 and TR13.

The Lloyd District includes a number of entry points or “gateway” locations, such as the Broadway and Steel Bridgeheads, the Lloyd Center station area and the crossroads intersection of MLK/Grand and Broadway/Weidler. These gateways will be reinforced by buildings that are taller than the surrounding context, emphasizing the civic significance of these places. At its edges, the scale of new development in the Lloyd District will provide a transition to established lower density neighborhoods and historic districts by providing a “step down” to adjacent neighborhoods and by considering the form and pattern of existing development in the review of new development proposals.

## **Policies**

1. **Diverse and Distinctive Urban Places.** Focus more intense development in the Central Lloyd area and Rose Quarter while enriching the entire district through strengthening the distinct character of the existing Lloyd District subareas.
2. **Better Connected District**
  - a. **More Seamless Connections.** Improve the character of connections across transportation barriers in the district - freeways, major arterials and *rail* facilities.
  - b. **Variety in Street Character.** Expand the diversity of street character in the Lloyd district, distinguishing three major types: retail/commercial, boulevard and flexible/pathways.

3. **Large Blocks.** Take advantage of the unique opportunity for dense, large site development made possible by the large blocks found in the Lloyd District. Integrate this development into the surrounding blocks through well designed internal green spaces and pedestrian connections.
4. **Open Space.** Develop a signature sequence of open spaces, linked through a wayfinding system, that serve the Central Lloyd area, becomes a primary organizing structure for new development, and offers a diversity of character, experiences, and recreational functions for district residents, workers and visitors.
5. **Riverfront Development.** Encourage development along the Willamette River that activates the riverfront, better connects the riverfront to the rest of the district and surrounding neighborhoods, improves visual and physical access to the river, and enhances natural resources.
6. **Pedestrian-Oriented Development.** Discourage new automobile-oriented uses and encourage the eventual redevelopment of drive-throughs and large surface parking lots with development that is oriented to the street and enhances the pedestrian environment.
7. **Transition to Adjacent Neighborhoods.** Provide sensitive transitions in the scale and pattern of development between higher density development encouraged in the Lloyd District and adjacent lower density neighborhoods and historic districts.

**2035 Performance Target: Active Street Edges**

40% of all street frontages within the Lloyd District are occupied by buildings oriented to the street, measured by the amount of retail storefront and partial fenestration (windows and doors) facing the street.

One-third (33%) of the retail/commercial street frontages are occupied by retail storefronts.

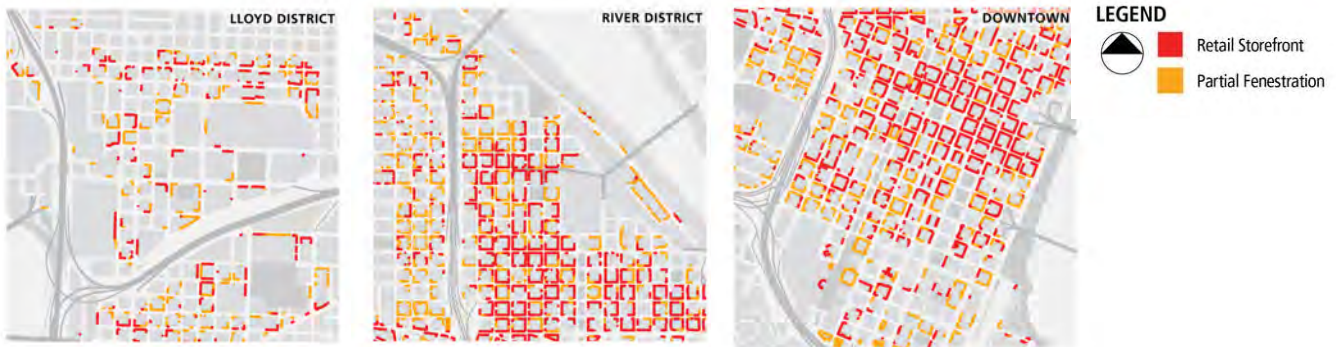
*Current Conditions*

*Table 3: Central City Groundfloor Edge Conditions (2011 estimate based on BPS inventory)*

	Lloyd District	River District	Downtown
% all street frontage with buildings oriented to street*	22%	51%	55%
% retail/commercial street frontage with retail storefront	Average: 18% Range: 8%-30%	Data not available	Data not available

\* Measured by linear feet of retail storefront and partial fenestration (windows and doors) facing the street.

*Map 4: Ground Floor Street Edge Conditions*



<b>Implementation Actions:</b> Lloyd District – Urban Design						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD1	Update Title 33 Zoning Code development regulations and maps to implement the district concept. Potential regulations to be amended include: heights, active ground floor building uses, required building lines, drive-through limitations, and auto access restrictions related to street car.	X				<b>BPS</b>
UD2*	Revise height regulations along Broadway on the Eliot and Irvington neighborhood edges to provide a step down from taller heights allowed in the rest of the Lloyd District.	X				<b>BPS</b>
UD3	Develop regulatory tools to encourage the provision of open space, including public open space, publicly-accessible private open space on large blocks, and multifunctional private courtyard spaces with new high density residential development.  Possible tools include: height/FAR bonus incentives, superblock regulations, and master plan requirements.	X				<b>BPS, BDS, PPR</b>
UD4	Evaluate existing view designations and potential new view designations in the Lloyd District as part of a Central City-wide analysis of scenic resources.  Existing Lloyd District view corridors to be examined for potential changes include the views of downtown from the 12 <sup>th</sup> Ave bridge and from Lillis Albina park.	X				<b>BPS</b>
UD5	Develop a strategy to acquire, masterplan, build and improve public parks, plazas and open spaces consistent with the district concept diagram and policies. Seek to time the development of the signature open space system on or near Clackamas concurrent with significant residential development in the district.		X			<b>PPR, BPS, PDC</b>

<b>Implementation Actions:</b> Lloyd District – Urban Design						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD6*	Update the Lloyd District’s 1991 design guidelines: <i>Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan</i> to reflect the district concept.		X			<b>BPS</b> , BDS, BES, PBOT, PDC
UD7	Create and promote a strategy to activate public open space, rights-of-way and surface parking lots during off hours to bring in new people, interests and energy to the district.		X			<b>LDCA</b> , EcoDistrict, TMA, Private, PPR, PBOT, BPS, PDC
UD8*	Work with the property owner/developer of the “Thunderbird” site to craft a development agreement that incorporates public open space and the greenway trail on the riverfront. See related action TR13.		X			<b>PPR</b> , BPS, OHWR, ODOT, Private
UD9	Enhance the pedestrian and cycling environment under the I-5 Freeway at NE Multnomah and Holladay Streets.			X		<b>PBOT</b> , TriMet, ODOT, TMA
UD10	Recommend that the existing 75’ height limit between NE Schuyler and NE Hancock and NE 7 <sup>th</sup> and NE 16 <sup>th</sup> in the Irvington Historic District be reduced to 45’ as part of the Comprehensive Plan update process. The height limit change is in response to the creation of the Irvington Historic District in 2010 and the policy need to retain multi-family housing potential in this corridor.		X			<b>BPS</b>
UD11	Work with property owners and developers to further the development of NE 7 <sup>th</sup> and NE Multnomah as district retail/commercial streets.				X	<b>BPS</b> , PDC

\*Additional details for selected action items are included in Appendix B, Implementation Action Details.

### ***Environment (title under discussion)***

The combination of significant potential for new development, extensive transit, pedestrian and bicycle networks and the formation of the Lloyd EcoDistrict presents a unique opportunity to dramatically improve environmental conditions within the Lloyd District and help meet Portland's broader sustainability goals. This plan capitalizes on that potential by promoting district-wide sustainability strategies that result in significant improvements in the environmental performance of the district. The plan calls for green buildings, green infrastructure and sustainable design to be integrated with new development in order to improve air quality, water quality, watershed health, habitat, resource conservation, climate and livability.

A key component to realizing the goals for improving environmental conditions in the district will be to better use space within public rights-of-way for sustainable stormwater strategies and increased tree canopy that absorb and clean water, provide habitat for birds and pollinators, and provide shade. Boulevards, flexible streets and water quality/tree canopy corridors have been identified to provide this function. Opportunities to enhance existing natural resources and improve habitat have also been identified within Sullivan's Gulch and along the Willamette River bank. Individual projects are also encouraged to incorporate green features, such as ecoroofs and energy efficiency. More detailed policies and implementation tools related to the Willamette River and Sullivan's Gulch will be developed in the next phase of CC2035 process that includes the update of the Willamette Greenway Plan and analysis of central city natural resource protection options (see Lloyd actions GC1 and GC2).

This plan embraces the formation of the Lloyd Eco-District and supports its goals for restorative development that improves environmental conditions, a connected district, and to be climate positive. To this end, the district concept is considered a starting place that will be refined and added to as the EcoDistrict priorities are developed in the coming years.

While this policy area primarily focuses on integrating green features into development, it should be noted that the built form envisioned for the district - high density, mixed-use development that is well served by transit and facilities for biking and walking - will also make a significant contribution to sustainability goals. This will encourage the use of active transportation modes, thereby reducing emissions and energy use and increasing the efficiency of urban services.

### **Policies**

1. **Sustainable District.** Promote innovation and leadership in the Lloyd District in the areas of sustainable and restorative development, energy efficiency, water conservation, waste reduction and climate change resiliency. Support partnerships that facilitate district-wide strategies.
2. **Green Infrastructure and Tree Canopy.** Increase tree canopy and the use of vegetated stormwater facilities in Lloyd District rights-of-way particularly on designated "boulevards", "flexible streets" and "tree canopy/water quality corridors". Encourage the use of green elements and habitat-friendly design on development sites, including ecoroofs and other vegetated stormwater approaches, roof gardens, landscaped setbacks and courtyards, living walls, and native vegetation.
3. **Green Buildings and Energy.** Encourage the development of high performance buildings, renewable energy systems, district energy, and energy retrofits that reduce greenhouse gas emissions.

4. **Willamette River Resources.** Protect and enhance natural resources along the banks of the Willamette River to prevent erosion and improve habitat functions and connectivity, while also meeting Citywide goals and policies regarding recreation, views, access to the river, and riverfront development.
5. **Sullivan’s Gulch.** Protect and enhance natural resources within Sullivan’s Gulch to improve its function as a habitat corridor, reduce the risk of wildfire and landslide, and maintain and enhance views, while providing flexibility to incorporate a recreation trail.

**2035 Performance Target: Tree Canopy**

Plant or preserve trees within the Lloyd District sufficient to achieve 15 percent canopy coverage once the trees mature.

*Current Conditions*

The current tree canopy coverage in the Lloyd District is 10 percent. To achieve 15 percent coverage, approximately 19 additional acres of canopy would need to be added through tree planting and growth of existing trees.

<b>Implementation Actions:</b> Lloyd District – Environment						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC1*	Evaluate natural resource protection and management options for Sullivan’s Gulch and the Willamette River bank as part of the Central City-wide natural resource analysis.	X				<b>BPS, BES, OHWR</b>
GC2	Update the Willamette Greenway Plan for the Lloyd District as part of the River Plan / Central Reach process, building on concepts outlined in the N/NE Quadrant Plan and the North Portland Greenway Feasibility Study. The update will address habitat, restoration sites, design guidelines, trails and access, and river dependent and river related development. Restoration sites could include the area of shallow water near the I-5/I-84 interchange and the riverbank below the “Thunderbird” site.	X				<b>BPS, BES, OHWR, PPR, PDC, Federal, State and Regional agencies, UPRR, Private</b>

<b>Implementation Actions:</b> Lloyd District – Environment						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC3	Explore approaches to improve the environmental performance of the district.  Possible tools include incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, and connections to district energy.		X			<b>BPS</b> , BDS, BES, EcoDistrict
GC4	Investigate opportunities for serving the PPS Blanchard site with district energy.		X			<b>PDC</b> , BPS, PPS
GC5	Design and implement a water quality/tree canopy corridor project within the Lloyd District.			X		<b>BES</b> , PBOT, BPS, PPR/UF, PDC, OHWR
GC6	Develop and implement a street tree planting strategy for the Lloyd District.			X		<b>PPR/UF</b> , BES, BPS, PBOT, Private
GC7	Identify and improve underutilized space within public rights-of-way (e.g. along I-5, I-84, Interstate Ave) to increase tree canopy, habitat value and stormwater function.			X		<b>BES</b> , PBOT, PPR/UF, ODOT
GC8	Develop a management strategy addressing multiple objectives for the Sullivan's Gulch natural resource area, including re-vegetation, trail development, environmental education, and maintenance.		X			<b>BES</b> , PBOT, PPR, OHWR, BPS, ODOT, Private
GC9	Continue to support the Lloyd EcoDistrict work program.				X	<b>EcoDistrict</b> , City
GC10	Coordinate capital improvements and "green systems" planning with the work of the Lloyd EcoDistrict.				X	<b>City</b> , EcoDistrict
GC11*	Design infrastructure, such as the proposed Clackamas I-5 overcrossing and street improvements to accommodate district energy infrastructure where appropriate.				X	<b>PBOT</b> , ODOT, PDC



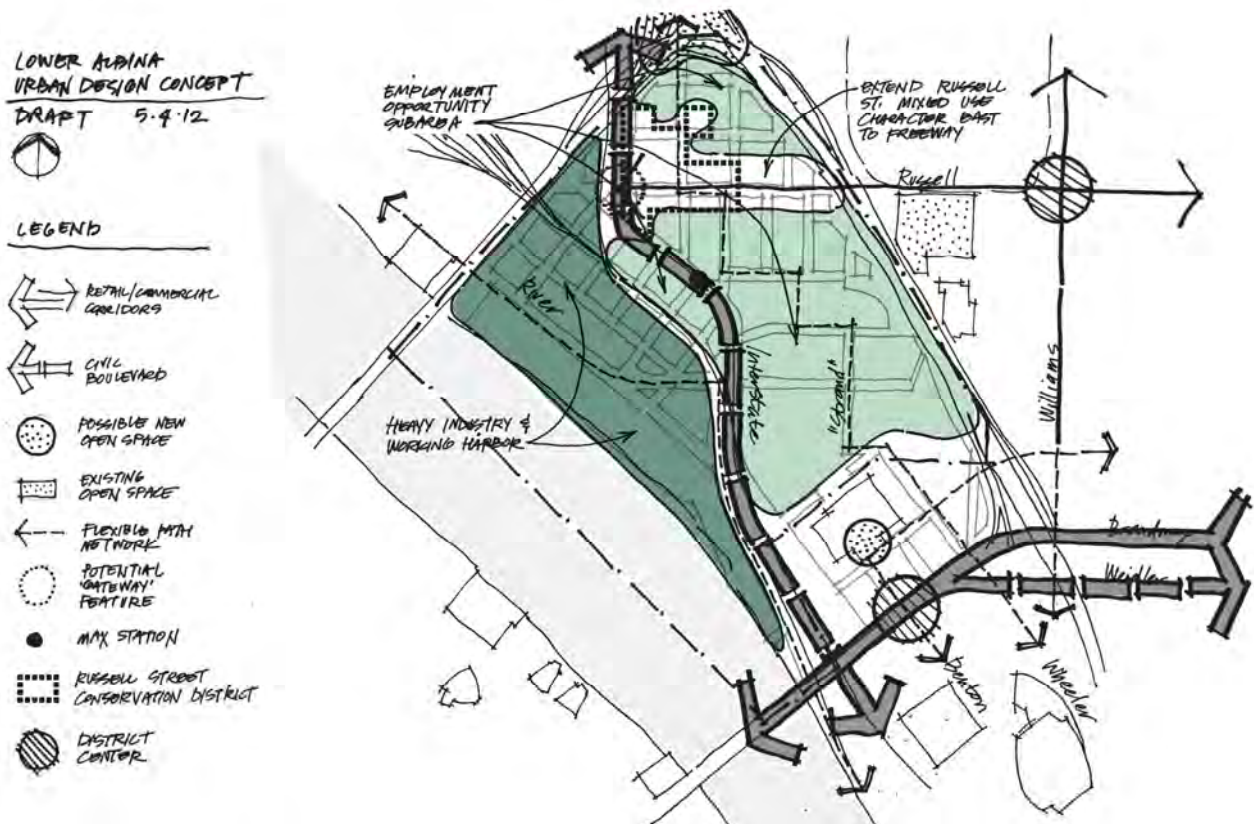
<b>Implementation Actions:</b> Lloyd District – Environment						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC12	Use green infrastructure measures to improve the water quality of stormwater discharged to the Willamette River and to reduce the risk of sewer backups into basements.				X	<b>BES</b> , PBOT, Private
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

## Lower Albina

### District Goal

Strengthen Lower Albina as an industrial and employment area by reinforcing the working harbor and providing for diverse employment and development opportunities. Enliven historic Russell Street with mixed-use and commercial activities that are compatible with industrial and employment uses.

### Lower Albina District Concept Diagram



### Key Elements of the Concept

**Russell Street Mixed Use Area:** This area includes the existing commercial node within the Russell Street Conservation District and suggests an expansion of retail and commercial uses to the east, reestablishing the historic connection between Lower Albina and the Vancouver/Williams corridor.

**Employment Opportunity Subarea:** This area remains industrial, but has additional flexibility for commercial uses as a means of increasing employment density. Commercial uses are restricted to those that are less service oriented and therefore are compatible with industrial businesses.

**Heavy Industry and Working Harbor:** This area is regionally significant industrial land and remains a heavy industrial area and working harbor.

**Street and Development Character:** The character and function of three main street types shown in the concept diagram are described below. A more detailed description of the street types is provided

in a separate report, N/NE Quadrant Plan: Street and Development Character Concept (2/1/12 Draft).

- **Retail/Commercial Corridors.** These corridors are generally busy streets with high visibility for motor vehicles, transit, bikes and pedestrians. They should generally have consistent ground level retail storefronts. In Lower Albina, Russell Street is designated a “neighborhood” retail/commercial street because of its smaller scale. Russell Street connects with the Williams retail/commercial street at the historic neighborhood center at the intersection of Russell and Williams.
- **Boulevards.** These corridors are often busy streets that offer a more landscaped, green character, with fewer retail storefronts than the retail/commercial type. In Lower Albina, Interstate Avenue is designated as a “civic” boulevard because it makes connections to North Portland.
- **Flexible Network.** These streets and spaces make up a system of local, primarily pedestrian connections through the district that offer quieter, “low-stress” experiences distinctly different from the busier streets serving the area. In Lower Albina, “the Strand” is designated as a flexible street connection that meanders through the district. The greenway trail would also path through the district.

**Gateway:** These areas designate a point of transition into or out of the district. The specific experience is determined by the character of the location, and could be enhanced by public sector improvements, private development design approaches and/or a combination of both. In Lower Albina, a gateway is designated at the intersection of Interstate and Russell.

## District Policies and Implementation Actions

### ***Regional Center: Industrial and Employment Sanctuary***

Lower Albina plays a key role in the Central City and the region as a center of industrial employment. It serves as a critical incubator for emerging and innovative businesses and provides an important living-wage job base near inner North and Northeast neighborhoods. The district’s mix of industrial businesses, working waterfront and multimodal freight facilities are complemented by a small mixed-use commercial area along lower Russell Street, where retail activity is especially active at night.

The policies and action items in this plan are intended to build on the strength of the district’s existing industrial fabric and provide additional flexibility for commercial uses that are compatible with industrial businesses and increase employment density. Housing is currently allowed within the Russell Street Conservation District, which is zoned for mixed use. The plan proposes to extend the mixed use zoning east on Russell, however new housing will not be allowed in that area.

### **Policies**

1. **Working Harbor.** Protect the Lower Albina working harbor and support river-dependant uses.
2. **Industry and Employment.** Increase economic opportunities, living-wage jobs and employment density by preserving existing industrial land uses and diversifying the range of employment activities allowed in the area east of the Union Pacific railroad and near the MAX station.
3. **Incubator.** Support existing businesses and foster the district as an industrial and employment incubator.

4. **District Vitality.** Support the urban vibrancy of Russell Street and its unique blend of working daytime industrial activity with compatible nighttime restaurant and entertainment activity.

**2035 Performance Target: Jobs**

Add 1,000 new jobs within Lower Albina.

*Current Conditions*

Based on a 2010 estimate, there are approximately 2,000 existing jobs in Lower Albina (with revised district boundary, see Action RC1). The addition of 1,000 new jobs would result in a total of 3,000 jobs. This would require a 50% growth in jobs over 25 years.

<b>Implementation Actions:</b> Lower Albina – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
RC1*	Adjust the Lower Albina subdistrict boundary to exclude the PPS Blanchard site and adjacent properties to the south and east, placing them within the Lloyd District.	X				<b>BPS</b>
RC2*	Rezone properties east of the Russell St. Conservation District fronting Russell Street from IG1d to EXd. Set max FAR at 3:1 and maximum height at 50'. Prohibit housing in this area.	X				<b>BPS</b>
RC3*	Apply zoning provisions to IG1-zoned properties east of the Union Pacific railroad alignment that allow certain compatible office-like uses, similar to the Employment Opportunity Subarea regulations in the Central Eastside. [Note: this action is still under discussion with stakeholders.]	X				<b>BPS</b>
RC4	Identify potential brownfield sites and identify clean-up and redevelopment strategies to bring them back into economic use.		X			<b>BPS, PDC, BES, Private</b>
RC5	Assist small businesses and property owners through storefront grants, Development Opportunity Services grants, loans for tenant improvements, start-up and equipment, and other programs.				X	<b>PDC</b>

\*Additional details for selected action items are included in Appendix B, Implementation Action Details.

**Transportation**

Lower Albina is located at the southern end of the North Willamette River working harbor area, the northern end of the Central City, and adjacent to historic streetcar neighborhoods. As a predominately industrial area, freight movement associated with the working harbor, freight railroad, and trucks are essential for the economic vitality of this district, City and region. Its location within the Central City also provides for transit, bicycle and walking facilities for workers, shoppers, and visitors to the district. To sustain the vitality of Lower Albina, maintenance and continued improvement of the multi-modal transportation system will be important.

**Policies**

1. **Freight System.** Prioritize freight movement and access while maintaining and improving the safety, efficiency and convenience of the transportation system for all modes.
2. **Multi-Modal Connectivity.** Improve connectivity through the district and strengthen connections to adjacent districts, including the Rose Quarter, the Vancouver/Williams Corridor and Mississippi Avenue. Improve pedestrian connections to Interstate MAX and bus service to enhance access to employment opportunities in the area.
3. **Rail and Marine.** Preserve rail and inter-modal access to the Albina Rail Yards, marine freight facilities and local industries.
4. **Freeway Access.** Maintain or improve access from industrial areas to the regional freeway system.
5. **Strategic Investments.** Encourage business creation, growth, and innovation through strategic public and private partnership investments in multi-modal transportation and parking infrastructure.

**2035 Performance Target: Mode Split**

40 percent of commute trips to and from Lower Albina are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

*Current Conditions*

The current Lower Albina mode split is approximately 18 percent by non-single occupancy vehicle (SOV) for the district.

<b>Implementation Actions:</b> Lower Albina – Transportation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR1	Explore ways to adopt the Street and Development Character concept, including three street types: retail/commercial, boulevard and flexible/pathways. This may include updates to the Transportation System Plan Street Design Classifications.	X				<b>PBOT, BPS</b>

<b>Implementation Actions:</b> Lower Albina – Transportation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR2	Complete the North Portland Greenway Feasibility Study and use the information to inform the revision of the River Plan North Reach (the update of the Willamette Greenway Plan). Implementation of the trail in some areas will rely on the ability to acquire agreements by private property owners.			X		<b>PPR</b> , PBOT, BPS
TR3	Study options for the Larrabee Street ramp that would preserve auto, bicycle and freight access while accommodating the Greenway Trail and pedestrian and bicycle access to the district and river.		X			<b>PBOT</b> , PPR
TR4*	Develop a street design plan for the "the Strand" and alternative routes to provide a lower stress connection between N. Russell Street and the Rose Quarter.		X			<b>PBOT</b> , BPS
TR5	Rebuild N River Street from the Tillamook overpass to Essex Street.			X		<b>PBOT</b>
TR6	Study the need for pedestrian improvements to facilitate employee access to transit on Russell, Interstate and Broadway/Weidler.			X		<b>PBOT</b> , TriMet
TR7	Enhance and maintain streets in working condition to facilitate access and circulation in the district.				X	<b>PBOT</b>
TR8*	Implement the I-5 Broadway/Weidler Interchange Plan Improvements, including the proposed Hancock overcrossing, to improve regional and local freight access.			X		<b>ODOT</b> , PBOT

\*Additional details for selected action items are included in Appendix B, Implementation Action Details.

**Urban Design**

Lower Albina has a rich and varied fabric of largely industrial and employment buildings, with the exception of retail and commercial uses largely clustered within the Russell Street Conservation District. As the character of Lower Albina is not expected to change dramatically, these policies and actions are intended to strengthen its existing urban forms and patterns and offer guidance for the integration of new development that is sensitive to this significant industrial area. To that end, policies focus on preserving the existing industrial character of the majority of the Lower Albina area, enhancing the unique character of the Russell Street area and preserving historic buildings in the district in general.

Actions also call for repurposing, reconfiguring and improving the appearance of spaces underneath and adjacent to freeways and ramps to the north and east to offer an expanded range of recreational opportunities and a more attractive set of connections between employment centers and mixed use neighborhoods, in addition to enhancing the district’s function as a “gateway” into the Central City from North Portland. Multi-modal connectivity would also be enhanced with “the Strand”, a lower stress connection and wayfinding system between the Russell Street commercial area and the Rose Quarter. See Transportation action TR4 for more information on the Strand.

**Policies**

1. **Historic and Cultural Resources.** Preserve, rehabilitate and celebrate historic structures in Lower Albina, including those in the Russell Street Conservation District and culturally significant African-American resources identified in the Cornerstones of Community inventory.
2. **Russell Street.** Strengthen the character of Russell Street and reestablish the historic connection between Lower Albina and the Vancouver/Williams Corridor by encouraging new mixed uses, rehabilitated buildings and a nighttime orientation.
3. **Industrial Character.** Preserve and enhance the industrial character and functionality of the Lower Albina industrial area.

<b>Implementation Actions:</b> Lower Albina – Urban Design						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD1*	Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.		X			<b>AHC, BPS</b>
UD2*	Improve the design review approval criteria used for development proposals within the Russell Street Conservation District and design overlay zone within Lower Albina.		X			<b>BPS, BDS</b>

<b>Implementation Actions:</b> Lower Albina – Urban Design						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD3	Improve the character and activate the area under the Fremont Bridge ramps. Consider active recreation, public art, sustainable landscaping and stormwater management, and improved parking facilities.			X		<b>City</b> , ODOT
UD4	Improve the character of N Russell under the I-5 freeway. Consider lighting improvements, public art, sustainable landscaping and stormwater management, and screening of adjacent publically-owned storage yards.			X		<b>PBOT</b> , , ODOT
UD5*	Encourage and assist Lower Albina property owners to nominate their historic properties for designation as landmarks.				X	<b>BPS</b> , AHC, SHPO, Eliot NA
UD6	Improve the appearance of publically-owned storage yards located under and adjacent to the I-5 and I-405 freeways.		X			<b>PBOT</b> , ODOT

\*Additional details for selected action items are included in Appendix B, Implementation Action Details.



**Environment (title under discussion)**

The Central City 2035 Concept Plan calls for increasing energy efficiency, enhancing natural resources and habitat, improving air and water quality and expanding the use of green infrastructure central-city wide. While the Lower Albina area will continue to be a primarily industrial district, there are opportunities for achieving these goals through incremental improvements to the riverbank, adding green infrastructure to rights-of-way where they don't conflict with industrial operations, and encouraging the use of sustainable design in new development or remodels. Increasing green building and infrastructure could also contribute to business development by making the area more attractive to tenants and employees.

**Policies**

1. **Willamette River Resources.** Support the natural resource protection and enhancement objectives of the River Plan / North Reach, where they apply to Lower Albina.
2. **Sustainable Design.** Encourage sustainable design in public infrastructure and industrial buildings, including green roofs, stormwater management strategies, tree canopy, habitat-friendly design, energy efficiency improvements, and alternative energy generation.

**2035 Performance Target: Tree Canopy**

Plant or preserve trees within Lower Albina sufficient to achieve 10 percent canopy coverage once the trees mature.

*Current Conditions*

The current tree canopy coverage in Lower Albina is 6 percent. To achieve 10 percent coverage, approximately 7 additional acres of canopy would need to be added through tree planting and growth of existing trees.

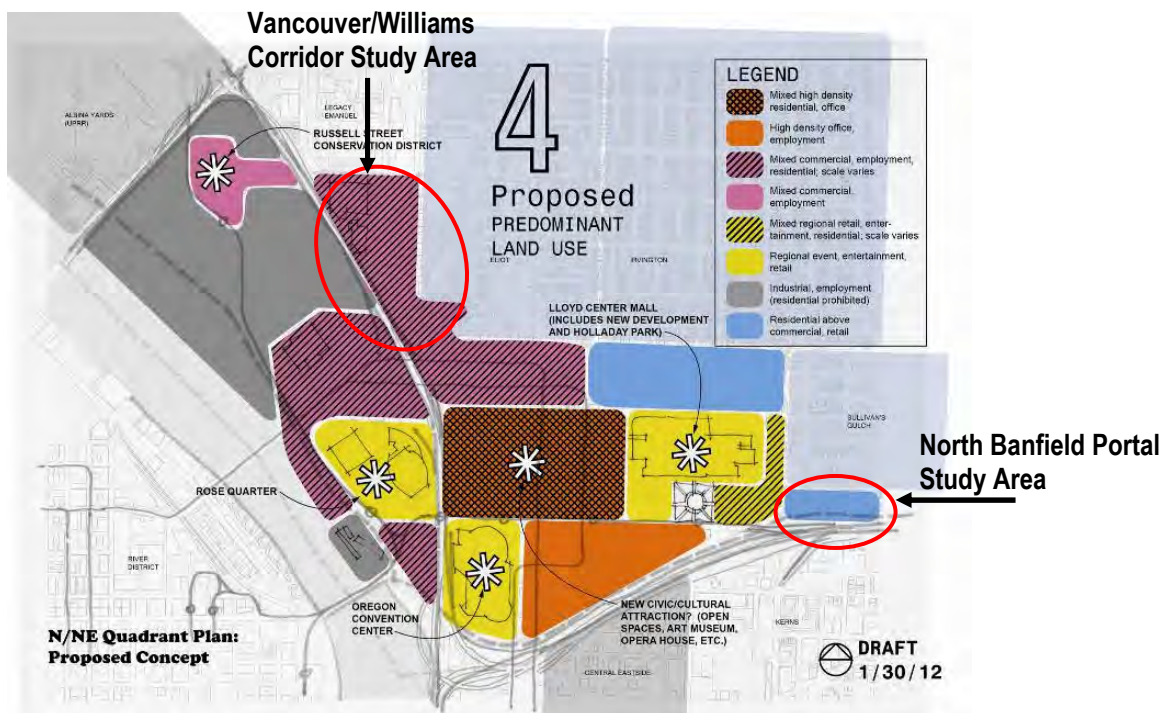
<b>Implementation Actions:</b> Lower Albina – Environment						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC1	Update the Willamette Greenway Plan for Lower Albina, building on concepts from the North Portland Greenway Feasibility Study and provisions contained in the River Plan / North Reach, once a final court decision is made. The update will address habitat, mitigation sites, trails and access, and river dependent and river related development.	X				<b>BPS</b> BES, BDS, OHWR, PPR, PBOT, PDC, Federal, State and Regional agencies, Private

<b>Implementation Actions:</b> Lower Albina – Environment						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC2	Develop and implement a strategy to install trees and sustainable stormwater facilities to existing streets and underutilized space within rights-of-way (e.g. freeway ROW, Broadway bridgehead, west end of Russell Street). Ensure improvements do not compromise operations for industrial businesses.			X		<b>BES</b> , PPR/UF, PBOT, ODOT, Private
GC3	Explore approaches to improve the environmental performance of the industrial district.  Possible tools include incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, and connections to district energy.			X		<b>BPS</b> , BDS, BES
GC4	Target outreach to industrial businesses regarding sustainable business practices.				X	<b>BPS</b>
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

## Study Areas

Two areas adjacent to the N/NE Quadrant are included in the plan's study area: the North Banfield Portal and the Vancouver/Williams Corridor. They are included because of the potential for land use and transportation proposals in the quadrant to affect them and because community members asked the Bureau of Planning and Sustainability to address long-identified land use and zoning issues in these areas.

Each study area has proposed action items intended to further objectives identified in the planning process, primarily zoning changes to encourage new development or support existing uses. However, these areas will remain outside of the Central City boundary and therefore no new policies are proposed.



### North Banfield Portal

The North Banfield Portal is the eastern gateway to the Lloyd District, at the transition from the Central City's higher density commercial and residential development to lower density residential in the Sullivan's Gulch neighborhood.

Sullivan's Gulch provides valuable natural resources in central Portland where habitat areas are less common. Enhancement of the Gulch resources and development of the Sullivan's Gulch Trail will increase connectivity for both wildlife and pedestrians and bikes, connecting the Willamette River with areas to the east. New redevelopment opportunities along Multnomah will bring additional residents and new neighborhood-oriented commercial services to the area. The Sullivan's Gulch Trail offers a unique opportunity to enhance and strengthen transportation options in the Lloyd District and Sullivan's Gulch neighborhood by incorporating bike and pedestrian linkage to existing MAX, auto, bus, and streetcar options in the area.

The N/NE Quadrant Plan will increase flexibility and encourage neighborhood-serving mixed-use development, including housing, in this area by proposing a change in zoning. The current zoning is primarily residential (RH), with a small area of office zoning (CO1). The current zoning presents a potential obstacle to development because it is restrictive in use and it creates site planning challenges due to development standards that vary across the site.

<b>Implementation Actions:</b> North Banfield Portal						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
NB1*	Apply CXd zoning to the sites south of Multnomah St. and west of NE 21 <sup>st</sup> Ave. Existing environmental conservation (c) overlay zoning will remain.	X				<b>BPS</b>
NB2*	Evaluate natural resource protection and management options for Sullivan’s Gulch as part of the Central City-wide natural resource analysis.	X				<b>BPS, BES</b>
NB3	Complete the Sullivan’s Gulch Trail Concept Plan and implement the trail connection through the area.			X		<b>PBOT, PPR, , Private</b>

\*Additional details for selected action items are included in Appendix B, Implementation Action Details.

**Vancouver/Williams Corridor**

The Vancouver/Williams Corridor is in the Eliot neighborhood, a part of the Albina Community Plan area, adjacent to the Central City. This area is included in the N/NE Quadrant Plan study area because of its proximity to potential reconfigurations of nearby freeway over-crossings and long-standing concerns about an area of residential zoning, which contains non-conforming commercial uses and does not allow mixed-use development. It also contains a number of buildings identified in the Bosco-Milligan Foundation’s Cornerstones of Community inventory of African-American cultural resources.

This area will remain outside of the Central City and no changes to existing Albina Community Plan policies that govern it are proposed. The primary proposed action is to rezone an area of existing high density residential zoning (RHd) to central employment (EXd). The EXd zoning allows a broad range of uses, including commercial, light industrial and residential uses, consistent with the current land uses in the area. This additional land use flexibility will support reinvestment and expansion of existing employment uses in the area, which are currently nonconforming uses. It will also support the rehabilitation of cultural resources by providing a broader range of uses allowed within existing buildings.

<b>Implementation Actions: Vancouver/Williams Corridor</b>						
#	Action	Timeline				Implementer (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
VW1*	Rezone portions of 4 blocks between I-5 and N Williams from RH to EXd.	X				<b>BPS</b>
VW2*	Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.		X			<b>AHC, BPS,</b>
VW3	Ensure that any reconfiguration of surface streets in conjunction with I-5 freeway improvements maintain and enhance connectivity of the surface street system between and within the N/NE Quadrant and the Eliot neighborhood and minimizes traffic impacts on the Eliot neighborhood.			X		<b>ODOT, PBOT, BPS</b>
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

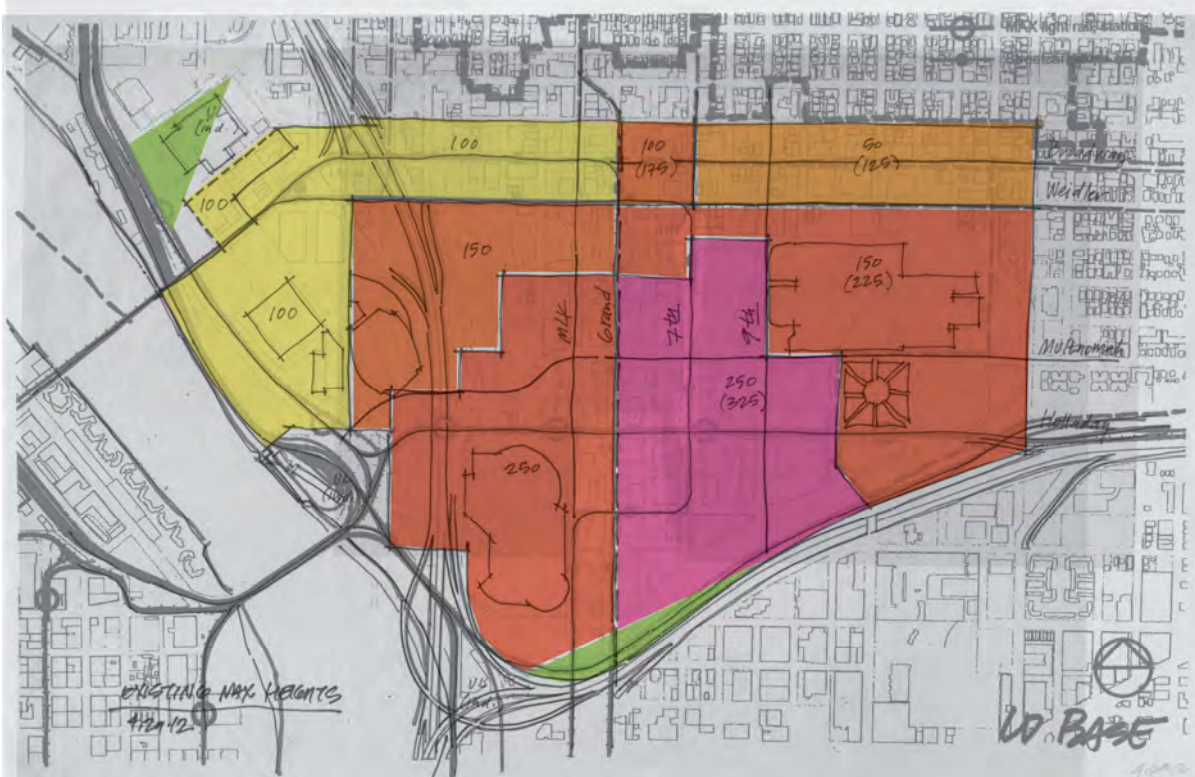
*Table 4: List of Implementers*

AHC	Architectural Heritage Center
BDS	Portland Bureau of Development Services
BES	Portland Bureau of Environmental Services
BPS	Portland Bureau of Planning and Sustainability
City	City of Portland
EcoDistrict	Lloyd EcoDistrict
Eliot NA	Eliot Neighborhood Association
LDCA	Lloyd District Community Association
Metro	Metro
OE	Portland Office of Equity
ODOT	Oregon Department of Transportation
OHWR	Portland Office of Healthy Working Rivers
PBOT	Portland Bureau of Transportation
PCC	Portland Community College
PDC	Portland Development Commission
PHB	Portland Housing Bureau
PPR	Portland Bureau of Parks and Recreation
PPR/UF	Portland Bureau of Parks and Recreation/ Urban Forestry
PPS	Portland Public Schools
Private	Private property owners, businesses or non-profits
SHPO	State of Oregon Historic Preservation Office
TMA	Lloyd Transportation Management Association
TriMet	TriMet
UPRR	Union Pacific Railroad

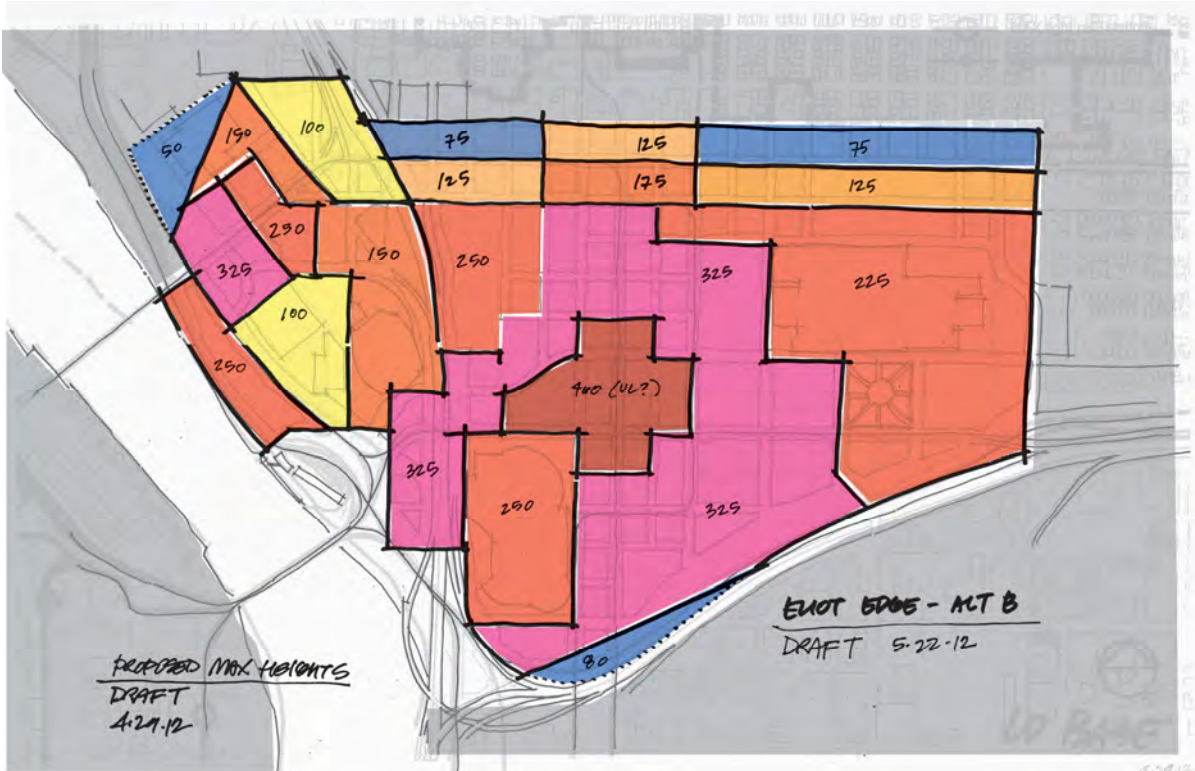


# APPENDIX A: ADDITIONAL URBAN DESIGN DIAGRAMS

Map A1: Lloyd District - Existing Maximum Heights



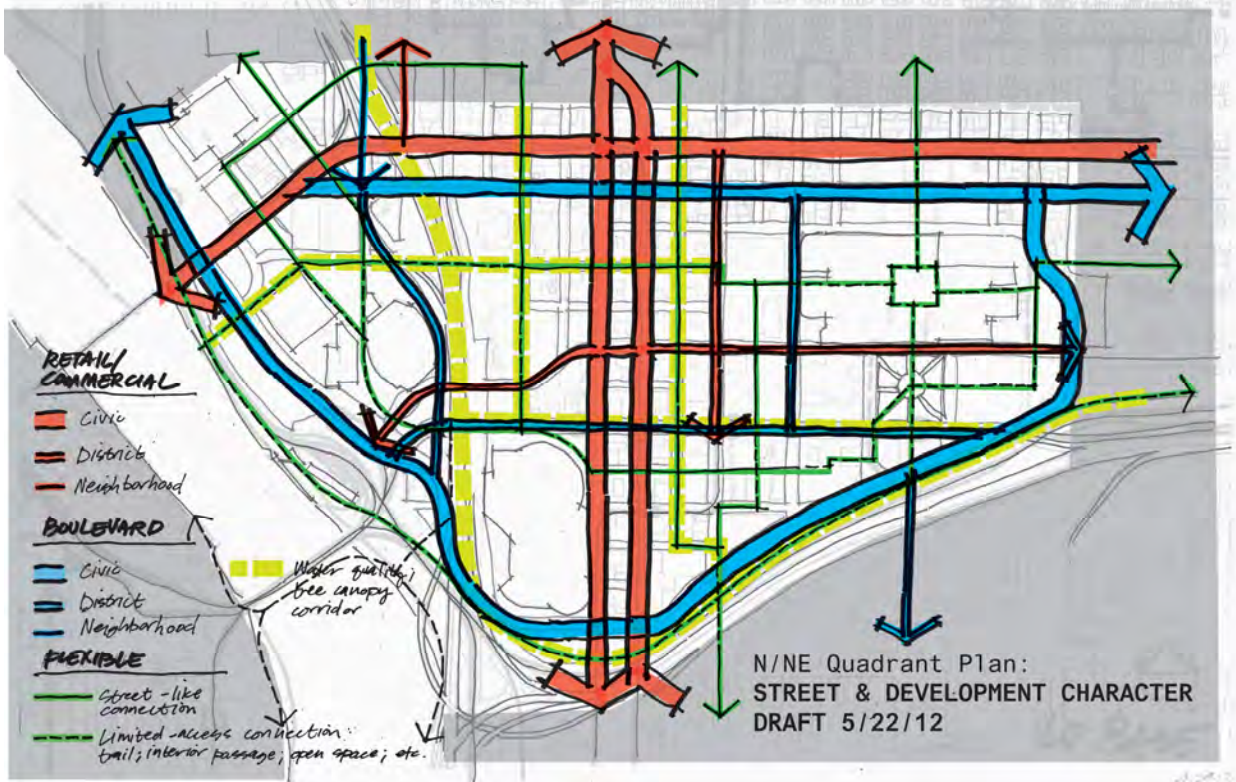
Map A2: Lloyd District - Proposed Maximum Heights



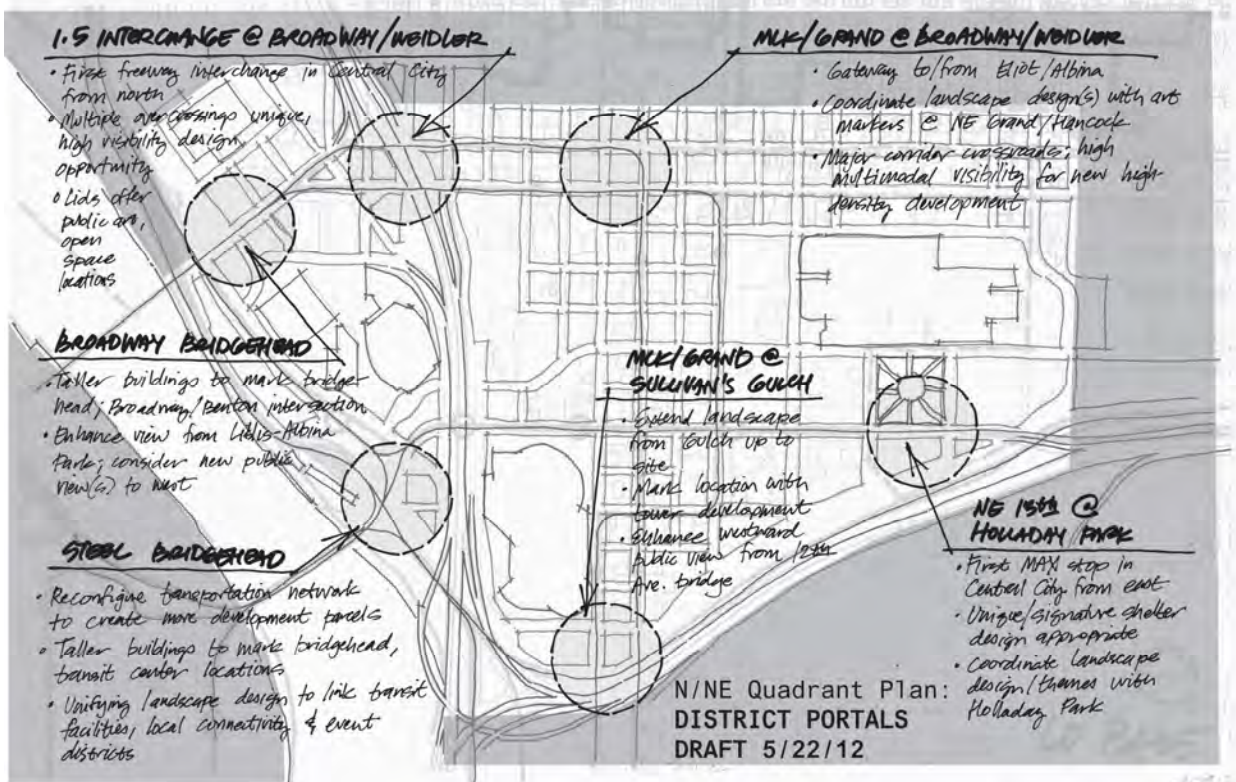
Note: Proposed maximum heights are inclusive of any potential bonuses.



Map A3: Lloyd District – Street and Development Character



Map A4: Lloyd District – Gateways



## APPENDIX B: IMPLEMENTATION ACTION DETAILS

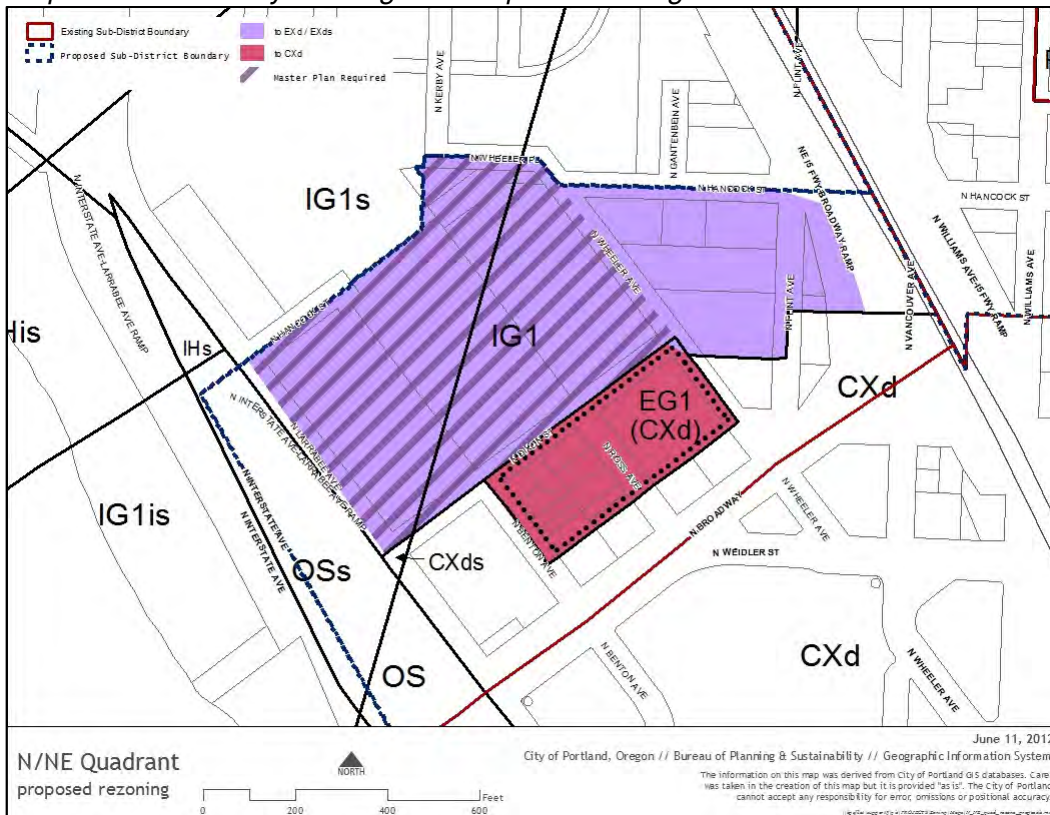
This appendix provides additional information about selected action items listed in the implementation action tables in Chapter 3, Goals, Policies and Implementation Actions. The information provided varies depending on the action item and includes background information, more in-depth descriptions of actions and their purpose and direction about next steps.

### Lloyd District

#### RC1 Adjust the Lloyd District and Lower Albina boundaries to include the PPS Blanchard site and adjacent properties to the south and east within the Lloyd District.

This action along with Lloyd action RC2, recognizes the overall vision for a vibrant N Broadway area, linking the River District on the west side of the Willamette River with the Lloyd District. This proposed action would create sufficient depth north and south of Broadway to promote the economic revitalization envisioned in the *Rose Quarter District Plan (2012)*. The Portland Public Schools Blanchard site, currently located within the Lower Albina industrial district, presents a significant redevelopment opportunity for activating the north side of Broadway consistent with the Lloyd District's mixed use character. The current office use of the Blanchard Building and desired future uses for the site are non-industrial in nature, and because the natural topographical transition from the area around N Broadway and the Rose Quarter happens at a steep bluff north of the Blanchard site, the boundary between the Lloyd District and Lower Albina should be adjusted as shown in Map B1: *N Broadway Existing and Proposed Zoning*. See Lloyd action RC2 for detailed information on the proposed zone change.

Map B1: *N Broadway Existing and Proposed Zoning*



**RC2 Rezone the PPS Blanchard site and adjacent properties to the east from IG1 to EXd and CXd to encourage future redevelopment.**

**Background:** Although one of its primary uses is office space, Portland Public Schools' (PPS) headquarters building, the Blanchard Educational Service Center is currently zoned for industrial use. The building is both structurally challenged due to deferred maintenance and functionally obsolete due to downsizing of headquarter functions by PPS. The school district has expressed interest in eventually moving to another location, which would open up the approximately 12 acre site for redevelopment. New development at the Blanchard site would complement proposed redevelopment in and adjacent to the Rose Quarter called for by the *Rose Quarter District Plan*. A zoning change for the Blanchard site and some adjacent parcels would be required to accommodate most redevelopment scenarios. Several development options for redevelopment of the area was explored in the *North of Broadway / Blanchard Site Development Study* (2010).

**Existing Zoning:** Map B2 shows the existing and proposed zoning for the site and Table B1 summarizes existing and proposed zoning provisions. The area contains 25 taxlots with approximately 12 acres.

Approximately 10 acres are zoned General Industrial (IG1). The IG1 zone is intended for industrial development, with sites that generally have smaller lots, a grid block pattern, high building coverages and buildings that are usually close to the street. The northwest portion of the site has a Scenic Resource (s) overlay accompanying a viewpoint from Lillis Albina Park, with a 50 foot height limit.

Approximately 2 acres are zoned General Employment 1 (EG1) with a comprehensive plan designation of CXd. This area has a 45 ft height limit and an FAR of 4:1. The EG zones allow a range of employment uses, emphasizing industrial uses and limiting office, retail and residential development. EG1 areas generally have smaller lots, a grid block pattern, high building coverages and buildings that are usually close to the street, similar to IG1.

The areas to the south and east of the Blanchard site have flexible commercial zoning (CXd) and are occupied by surface parking lots, a storage building and an apartment building. Areas to the north of the site are part of the Lower Albina subdistrict, and are zoned for industrial use with active industrial businesses in operation. A slope on the North side of the site helps form a natural transition between the Blanchard site and the industrial district to the North.

**Proposed Zoning** - Map B2 shows the existing and proposed zoning for the site and Table B2 summarizes existing and proposed zoning provisions. The area currently zoned General Industrial (IG1/IG1s) is proposed to change to Central Employment (EX), with a design overlay (d) and the continuation of the Scenic Resource overlay (s) on a portion of the area. The EXd zone is a flexible employment zone intended for mixed-use areas of the central city with industrial character. Light industrial, office, retail and residential uses are allowed. The proposed maximum height limit in the EXd area is 100' east of Wheeler and 150' west of Wheeler. The EXds area would continue to have a 50' maximum height to reflect the view of the west side from Lillis Albina Park.

Because of the large size and unique opportunity presented by redevelopment of the main Blanchard site, staff proposes to require a master plan process on the area shown on Map B1 as part of its redevelopment. This process will be developed prior to changing the zoning on the site. The master plan for this site will need to address the following issues:

- a. public views over the site and from the site
- b. future street network and traffic – for all modes
- c. open space opportunities

- d. sensitive transitions to industrial land uses to the north – particularly regarding siting of any residential uses to avoid nuisance issues
- e. height, bulk and design of proposed structures

The master plan process would not be required for adjacent smaller parcels also included in this rezoning proposal as their small size limits the need to consider the issues above and beyond the normal land use and design review process.

Commercial zoning with a design overlay (CXd) and a height limit of 150’ east of Ross and 250’ west of Ross is proposed for the area currently zoned General Employment (EG1). The CXd zone is consistent with the city’s existing Comprehensive Plan designation of this area and would allow a more flexible mix of uses than is currently allowed, including a wide variety of residential, commercial and institutional uses. The design overlay would require new development to go through a discretionary review process.

*Table B1: Summary of N Broadway Existing and Recommended Zoning Provisions*

Provision	Existing IG1	Existing EG1	Recommended CXd	Recommended EXd/EXds
Land Uses	Primarily Industrial uses only.	Industrial, institutional and some commercial. Limitations on office, retail and residential.	Wide range of residential, office and retail allowed.	Wide range of residential, office, retail and industrial allowed.
Height limit	No limit	100’	100’-250’*	50’-150’*
FAR limit	No limit	4:1	4:1	3:1
Design overlay	No	No	Yes. Discretionary design review required.	Yes. Discretionary design review required.

\* See proposed maximum height map in Appendix 1: *Additional Urban Design Diagrams*.

**RC3 Adjust and increase maximum allowed heights to support high density development and encourage the provision of public amenities and desired uses in the following areas: Broadway Bridgehead, Riverfront (“Thunderbird” site) and Central Lloyd area.**

Existing and proposed height maps are located in Appendix A: *Additional Urban Design Diagrams*. The heights shown on Map A2: *Proposed Maximum Heights* are maximums inclusive of any potential bonus height provisions. The specifics of the bonuses required to reach these maximums have not yet been developed but depending on location, they will emphasize providing housing, providing parks and open spaces, and providing Convention Center-supportive uses.

For related information see the following actions:

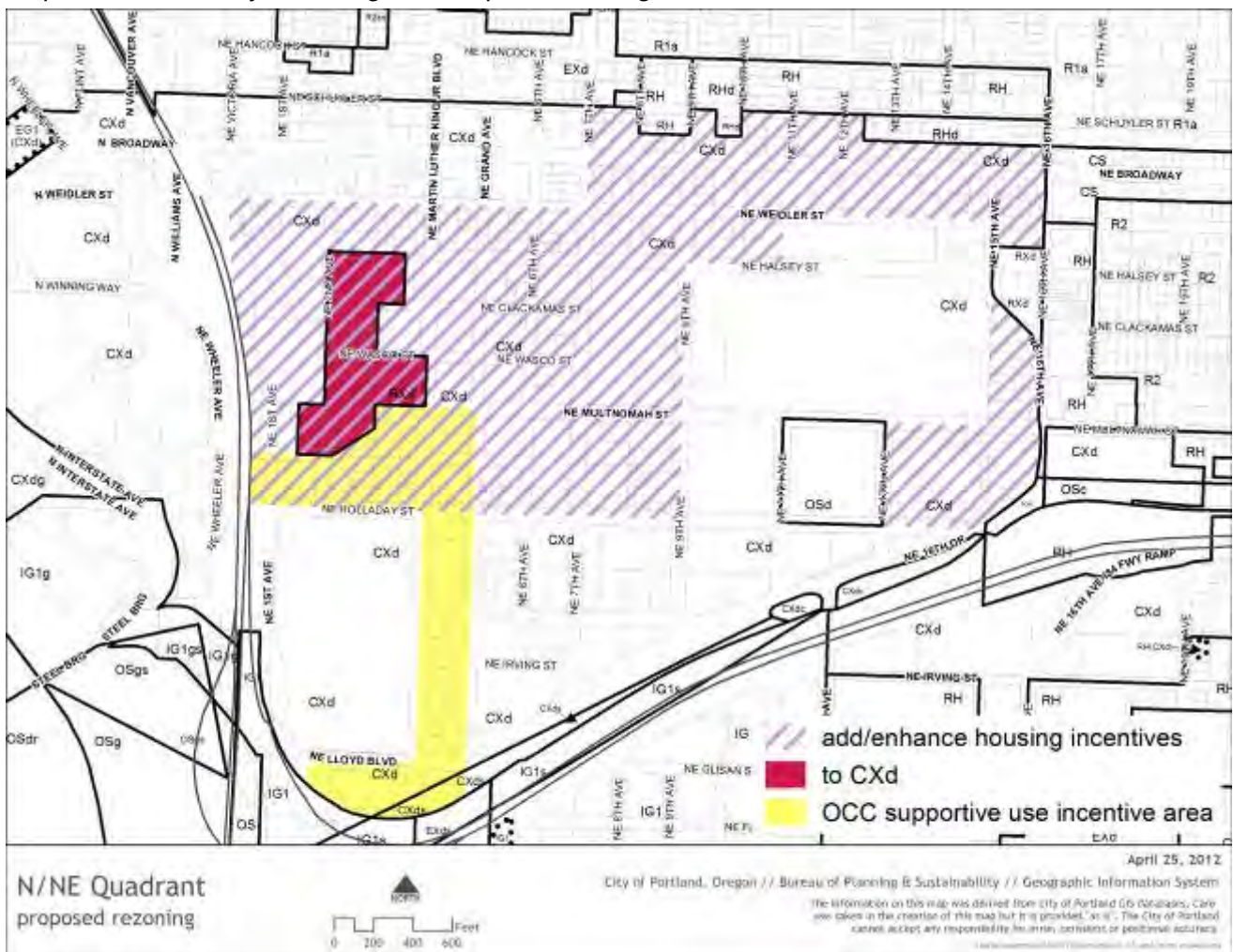
- Central Lloyd – Lloyd actions RC4, HN1 and HN2
- Riverfront – Lloyd action UD8

**RC4 Adjust regulations and incentives to encourage new development that supports the Convention Center such as new or expanded hotel development, retail and other services on adjacent blocks.**

There is a long-held desire to increase activity and vitality in the area surrounding the Oregon Convention Center. The *Lloyd District Development Strategy* (2001) and the *Development Vision for the Oregon Convention Center Blocks* (2006) both sought to create an exciting entertainment-oriented district on the blocks directly adjacent to the facility. This action calls for implementation of regulatory bonuses and incentives on these blocks that would encourage future development to incorporate entertainment-related uses to help realize this vision. See Map B2: *Central Lloyd Existing and Proposed Zoning* for the recommended area of implementation.

Desirable uses in this area include retail spaces (perhaps multi-story), restaurants and bars, entertainment and meeting venues, hotels and cultural facilities including galleries and museums. Prominent architecture, with significant night lighting and public art installations may also be encouraged in this area to enrich the pedestrian experience. Bonuses could be made available for additional building height (up to the proposed maximum heights) or additional floor area ratio (pending revision of the Central City’s FAR bonus and transfer program). Other regulatory incentives should also be considered. See Appendix A: *Additional Urban Design Diagrams*, for existing and proposed maximum height maps.

Map B2: Central Lloyd Existing and Proposed Zoning



**HN1 Develop regulatory tools to encourage housing development and the inclusion of affordable housing. Focus on housing emphasis areas.**

The Lloyd District Goal includes an emphasis on developing a high-density mixed-use residential and employment district in the Central Lloyd, with sensitive transitions to the historic main street on NE Broadway and to the surrounding neighborhoods. To help achieve this goal, this action calls for refocusing available residential incentives (regulatory and financial) for both market rate and subsidized housing to apply in the areas shown on Map B2: *Central Lloyd Existing and Proposed Zoning*. Few, if any housing incentives or requirements would be provided outside the area illustrated on the map.

Potential incentives to encourage housing development include allowing additional building height (up to the maximums on the proposed height map) or additional floor area ratio (pending revision of the Central City's FAR bonus program). In certain areas where some housing is seen as essential, housing requirements may be applied – at least until a specified threshold of units have been built in the district. Changes to superblock regulations to encourage or require housing should also be explored.

**HN2 Rezone the area of RXd zoning in Central Lloyd to CXd to provide flexibility and encourage investment. Apply housing incentives described in HN1 to this area.**

This action implements the desire for a high-density mixed-use residential and employment district in the Central Lloyd by uniformly applying the flexible Central Commercial Zone with a Design Overlay (CXd) to the area shown on Map B2: *Central Lloyd Existing and Proposed Zoning* and applying a variety of housing incentives as described in Lloyd action HN1. It is intended to increase land use flexibility and encourage investment in the district without losing sight of housing objectives. The majority of new housing development in the Central City since 1990 has been in CXd and EXd zoned areas. For example, Pearl District is largely zoned EXd and Downtown and South Waterfront are largely CXd.

**TR2 Develop and revise parking management strategies.**

Parking policy is a key component of a successful high density urban area. In the Central City, parking policy serves many purposes. It includes managing the supply of parking to encourage non auto trips, managing congestion, protecting livability, addressing air quality issues, supporting growth in the Central City and protecting historic buildings from underuse and demolition. As the Central City parking policy is updated as part of Central City 2035, the City will address the following in relation (though not exclusively) to the Lloyd District:

- Incentivizing mixed use development through the provision of shared parking facilities.
- Promoting the use of transit and active transportation modes by reducing the amount of parking spaces per capita in the district over time.
- Maintaining parking to serve retail focused areas and streets.
- Addressing event parking issues through flexible options such as the use of variable pricing and parking management. An example of this is the current parking plan for Jeld-Wen Field during Portland Timbers games.

**TR8 Implement the I-5 Broadway-Weidler Interchange Plan improvements.**

See Appendix C: *I-5 Facility Plan*, for a complete description of anticipated interchange improvements and implementation issues to be addressed in the next steps of project design and engineering.

**TR9 Implement a 7<sup>th</sup> Ave pedestrian/bike bridge over I-84 connecting to either 7<sup>th</sup> or 8<sup>th</sup> in the Central Eastside.**

The Lloyd District is surrounded in the south and west by natural and man made barriers. To the south there is Sullivan’s Gulch, the active Union Pacific line, the light rail line and the I-84 freeway separating Lloyd from the Central Eastside.

Three bridges connect these two areas: the overpasses at MLK and Grand and the 12th Avenue bridge. These bridges serve the needs of all modes, concentrating high numbers of vehicles with transit lines, trucks, pedestrians and cyclists. The Grand and MLK overpasses are loud and have substandard sidewalks and fast moving vehicles. Conflicts between vehicle and pedestrian needs are most present at Grand and Everett, where there is an on-ramp onto I-84 with a free right turn for vehicles. Pedestrian crossing is not allowed at this leg of the intersection.

There are no bicycle lanes on the MLK and Grand bridges. Streetcar tracks have been installed as part of the Streetcar Loop project, which precludes adding bike lanes adjacent to the curbs. The 12th Avenue Bridge has recently received bicycle infrastructure improvements; however, the 12<sup>th</sup> Avenue bridge is located too far east to serve most travelers to and through the district.

These factors support the need for an additional crossing to serve pedestrians and cyclists with a safe and convenient new connection with direct access to the heart of the Lloyd District. Given the presence of existing bicycle lanes on NE 7th in the Lloyd District and of a building in good condition at the end of NE 9th in the Central Eastside that would need to be demolished to provide a 9th Avenue to 9th Avenue connection, the best alternative routes are from NE 7th in the Lloyd District to either 7th or 8th (shortest distance) in the Central Eastside.



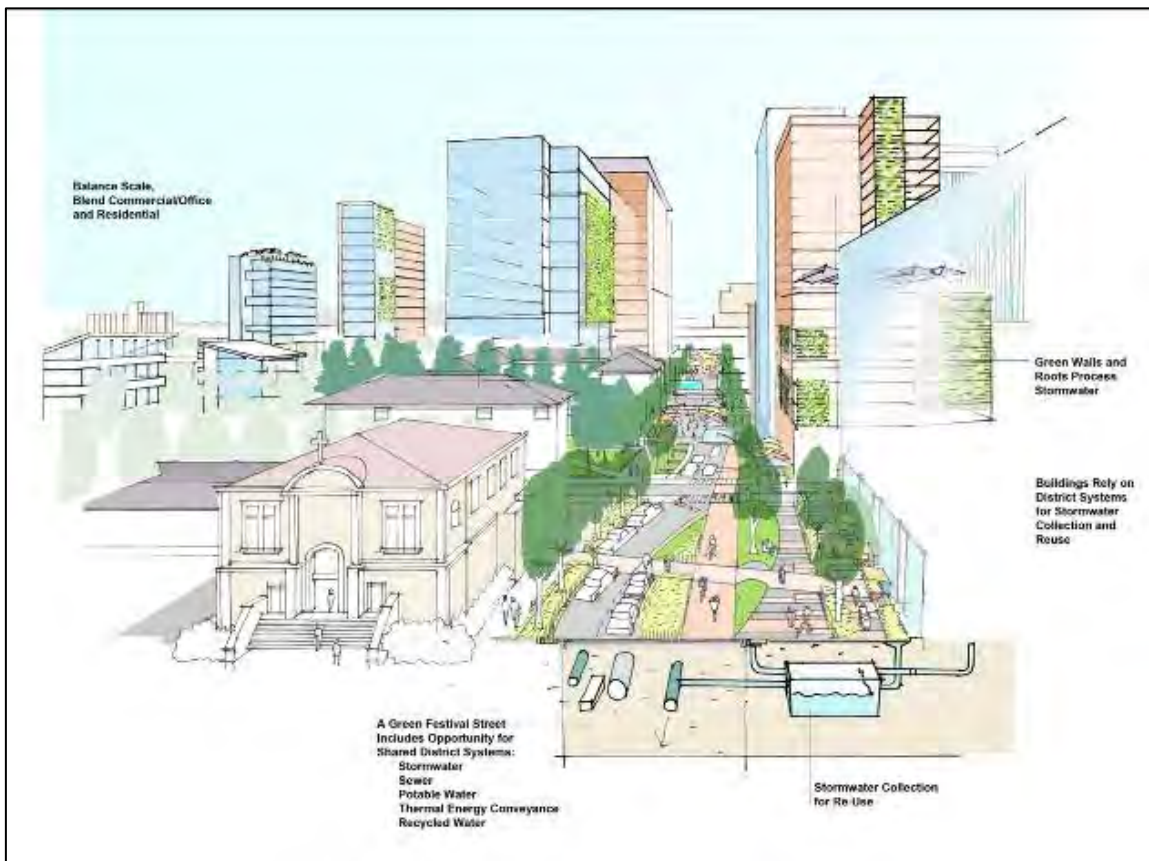
*Conceptual rendering looking east from Lloyd Blvd showing a potential design option for the 7<sup>th</sup> Avenue pedestrian/bicycle bridge.*

**TR10 Develop a strategy for the Clackamas Flexible Street and private development extending from the Rose Quarter to NE 9th Avenue via a new pedestrian/bicycle bridge over I-5.**

The concept for a Clackamas Flexible Street would create an intimate urban street that provides for a safe and pleasant place for people to gather, play, and socialize. The street would provide for slow local vehicle access, bicycle access, and street amenities geared toward improving the pedestrian experience and creating a district amenity. This project should showcase the Lloyd EcoDistrict as a sustainable district that would include district energy infrastructure, enhanced tree canopy, improved stormwater strategies and green building technologies. The project should be a public-private partnership effort that leverages public infrastructure investments to obtain private investments in high-density, mixed-use development that contribute the goal of creating an urban neighborhood in the Central Lloyd area.

Development agreements may be part of this project’s implementation program and should address public investments, private development, and sustainable design elements.

Additional plan elements that would increase the positive impact of the Clackamas Flexible Street include the parks and open space strategy called for in action UD5 and the proposed Clackamas Pedestrian and Bicycle I-5 Overcrossing included in the I-5 Broadway/Weider Interchange Improvements Facility Plan (See Lloyd action TR8) that would link NE Clackamas Street with the Rose Quarter and potentially to the Willamette River. The Clackamas Flexible Street Project can occur separately from this project.



*Conceptual rendering of the Clackamas Flexible Street with a unique design and shared district systems.*



**TR13 Confirm the benefits and feasibility of straightening the “s-curve” in the Union Pacific rail tracks for freight and passenger rail operations. Options pursued should prioritize maintaining the development potential of the “Thunderbird” site.**

Currently, the “Thunderbird” site is separated from the riverbank by the Union Pacific Railroad mainline tracks. The tracks currently have a series of sharp curves around the Louis Dreyfus grain elevators near the Steel Bridge that dramatically slow train traffic. There may be mutual gain in a scenario that straightens the curves by placing the tracks in a trench or tunnel closer to Interstate Avenue. This would speed train traffic, reducing rail system congestion around the Steel Bridge. Relocating the train tracks would also open up the opportunity for public access to the riverbank at the Thunderbird site while still preserving some development potential. See Lloyd action UD8 for a conceptual illustration of the site with trenched railroad tracks.

**TR14 Work with TriMet to improve the Steel Bridgehead and Rose Quarter Transit Center area to improve transit, local circulation, access to the Eastbank Esplanade, and development opportunities**

The present configuration of the Rose Quarter Transit Center (RQTC) is an evolution from a simple bus transfer center recommended by the City of Portland’s Industrial Access Study in the late 1970’s to a major transit center for light rail and buses and a multi-modal hub to accommodate the spectators attending events at the Rose Quarter. The Interstate MAX Project was the most recent project to reconfigure the transit center.

With the construction of the Interstate MAX Project, City and TriMet staff acknowledged that the at-grade transit center was an interim solution and that a longer term solution would likely be needed in the future. In particular, as a transportation hub, the signal system would not have sufficient capacity to accommodate anticipated long-term growth in demand by any mode - light rail, bus and vehicle traffic, pedestrians, and bicyclists.

A key challenge for the RQTC also has been the need to better activate the center itself. This is particularly an issue as it relates to public safety. The current arrangement of the transit center and local streets inhibits development opportunities that would help activate the area.

The goals of this future work include exploring alternative configurations of street and rail infrastructure that:

- Improve the quality, safety and experience of the public realm, particularly for pedestrians, bicyclists and transit users.
- Improve transit capacity, readability, reliability and safety of the area – for MAX light rail and bus, as necessary.
- Improve development potential, creating developable parcels in the area of reasonable size and with good access and visibility.
- Increase access to and through the area – for vehicles, bikes and pedestrians.

**UD2 Revise height regulations along Broadway along the Eliot and Irvington neighborhood edges to provide a step down from taller heights allowed in the rest of the Lloyd District.**

Existing and proposed maximum height maps are located in Appendix A, *Additional Urban Design Diagrams*. The N/NE Quadrant recommends sensitive neighborhood transitions in building height between the Lloyd District and the Eliot and Irvington neighborhoods to the north. The proposed maximum heights map shows maximum heights of 75’ north of Broadway with the exception of between NE 3rd and NE 7th where heights up to 125’ are allowed to reflect the commercial nature of

the area around the Broadway and MLK intersection and to acknowledge it as an important gateway into the Central City. Maximum heights are inclusive of any bonus provisions.

This plan is also recommending that the existing 75' height limit between NE Schuyler and NE Hancock in the Irvington Historic District, an area that is outside the Central City Plan boundary, be reexamined as part of the update to the City's Comprehensive Plan. See Lloyd action UD10 in the implementation action table.

**UD6 Update the Lloyd District's 1991 design guidelines: *Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan* to reflect the district concept.**

The *Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan* is recommended to be amended to reflect the design direction described in the district plan's urban design concept and supporting information. The existing document will be extensively revised and updated to feature new formatting, new illustrative examples of how to meet the guidelines and a new structure based on the Central City Fundamental Design Guidelines. New design issues to be addressed by the guidelines will include different street and development characters; incorporating/integrating green elements in site and building designs; and transitions to adjacent neighborhoods.

The "Street & Development Character" concept (see Appendix A) describes more intentional direction for the different streets in the Lloyd District. The concept proposes changes in both the street design standards as well as the adjacent building edges. The concept proposes three different types of street characters: retail/commercial, boulevard and flexible. New content in the design guidelines will address building edges of proposals along the different street types, illustrated with examples of desired building edge responses for each of the different street types. In addition, as some of the flexible network moves through private property, new design guidelines will speak to the character and orientation of new connections through these large blocks. More information is also available in a separate report: *N/NE Quadrant Plan: Street and Development Character Concept* (2012).

New design guidelines will address the incorporation of "green" site and/or building elements. These elements could include, but are not limited to, native vegetation, bird-friendly design approaches for larger buildings, building orientation to maximize solar performance, energy production systems and stormwater management facilities. The content of these design guidelines would be developed in coordination with the Lloyd Ecodistrict planning and infrastructure implementation efforts.

In addition to maximum floor area ratio (FAR) and height regulations that limit building form(s), new design guideline content will address desired transitions from the Lloyd District to adjacent neighborhoods that include Eliot, Irvington and Sullivan's Gulch. The guidelines will be crafted to speak to the unique characteristics of the edges along each of these neighborhoods, and how new development proposals should respond accordingly. Design issues described by the guidelines, with narrative and illustrative examples, will range from site/building patterns, façade articulation, attention to detail, quality of construction, and potential building step-downs to existing historically, culturally or architecturally significant resources. In addition, existing guidelines that address specific locations in the district, such as the Broadway/Weidler corridor, would be updated to reflect the Irvington Historic District designation and boundary change. Language in the guidelines would provide clearer direction for design compatibility with adjacent contributing properties.

**UD8 Work with the property owner/developer of the “Thunderbird” site to craft a development agreement that incorporates public open space and the greenway trail on the riverfront.**

On the Thunderbird site located between the Veterans’ Memorial Coliseum and the Willamette River additional height above the 100’ current maximum would be allowed in exchange for providing public open space – preferably in front of the Coliseum. In exchange for providing significant public open space, buildings would be allowed to be up to 250’. The existing floor area ratio (FAR) would remain at 4:1, therefore the total amount of development potential on the site would remain the same.

As described in Lloyd action TR13, one option being considered in this area is the relocation of the Union Pacific railroad tracks to improve freight and passenger rail operations. It will be important to work with ODOT rail and Union Pacific to ensure that any plans developed for rail relocation maintain access, the development potential of the site and provide park and riverbank enhancement opportunities. Also see related Lloyd action RC3 regarding height changes proposed.



*Thunderbird site with full buildout of existing current maximum height (100’) and 4:1 FAR. Conceptual rendering only.*



*Thunderbird site with buildout to ~250’ and 4:1 FAR, incorporating a new waterfront open space. The railroad tracks have been moved to accommodate riverfront access and increase rail efficiency in this conceptual rendering.*

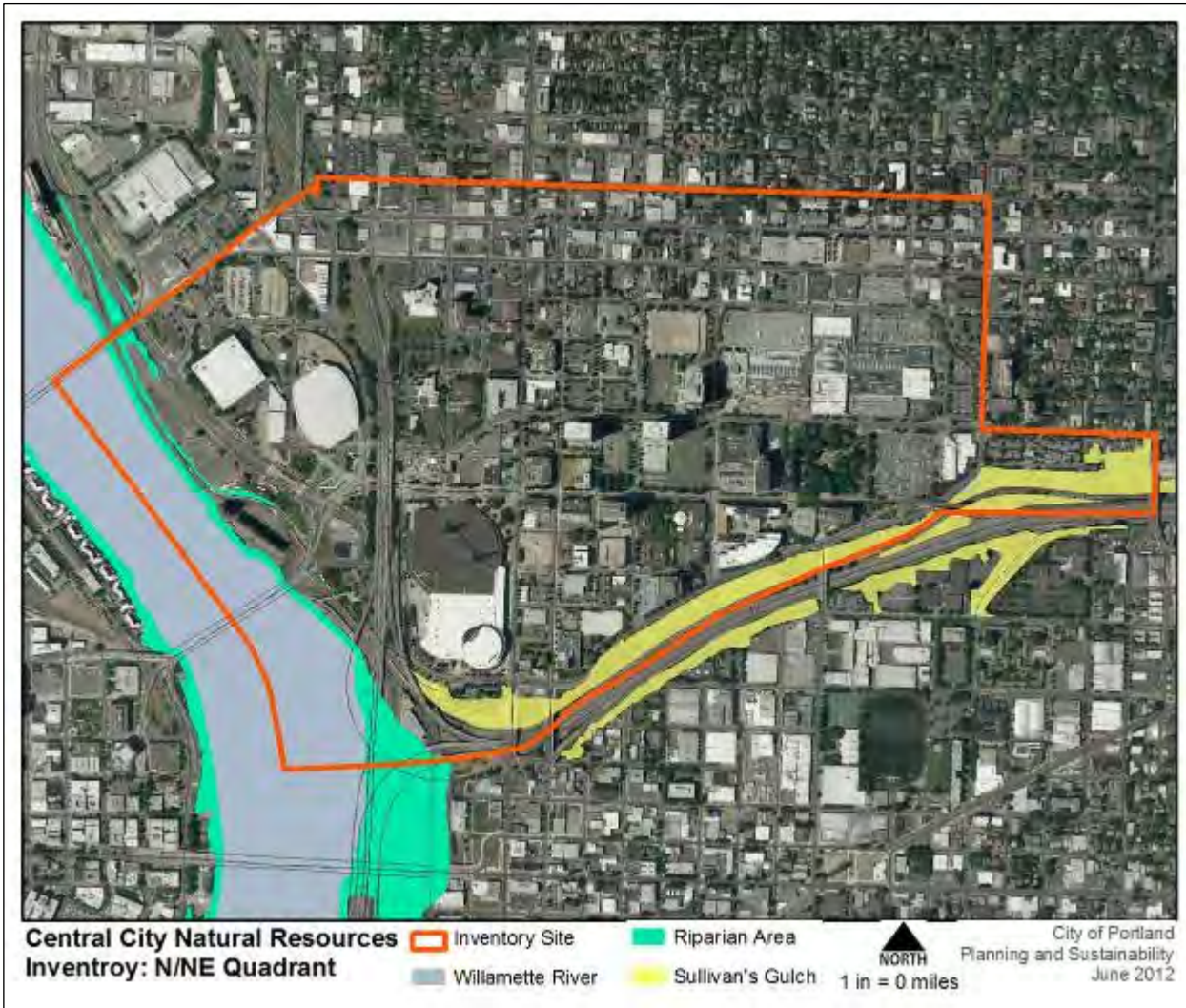
**GC1 Evaluate natural resource protection and management options for Sullivan’s Gulch and the Willamette River bank as part of the Central City-wide natural resource analysis.**

As part of comprehensive planning projects, the City updates the existing Environmental Program. This update is needed to help protect and enhance natural resources, meet watershed health goals and advance the City’s compliance with local, regional and state goals and regulations. The steps to update the Environmental Program include 1) inventory existing natural resources; 2) evaluate the economic, social, environmental and energy trade-offs of different levels of resource protection; and 3) apply appropriate programmatic tools.

In 2011, staff updated the inventory of natural resources in the N/NE Quadrant. The inventory includes documentation regarding the location, extent and relative quality of the existing resources. The two primary natural resource features identified in the inventory are the Willamette River and its riparian area and Sullivan’s Gulch (see Map B3: *Central City Natural Resources Inventory: N/NE Quadrant*). The river and riparian area are important to wildlife and fish, including ESA-listed species,

and provide functions like flood storage and nutrient cycling. Sullivan’s Gulch is a unique feature that is used by wildlife. It is also susceptible to slope failure due to its steep grade and risk of wildfire.

Map B3: Central City Natural Resources Inventory: N/NE Quadrant



The next steps will be to complete the inventory for the other quadrants and release an updated Central City Natural Resources Inventory (NRI) for the entire Central City 2035 Plan area. Next, staff will perform the Economic, Social, Environmental and Energy (ESEE) Analysis for the entire Plan area to evaluate the trade-offs associated with different levels of environmental protection. The ESEE will consider development potential, housing goals, public health, commerce, recreation, watershed health and other topics. The result will be recommendations about when, where and how to protect and manage natural resources in the plan area. The City uses different tools to protect, enhance, and restore natural resources including environmental conservation and protection overlay zones, agreements with property owners, revegetation programs, education and best management practices. Existing overlay zones, such as the conservation overlay zone currently applied to parts of Sullivan’s Gulch, will be reviewed and may be refined through the Central City project. The owners of potentially affected properties will be notified and invited to comment prior to the finalization of the Central City Natural Resource Inventory, the ESEE and program recommendations.

**GC11 Design infrastructure, such as the proposed Clackamas I-5 overcrossing and street improvements to accommodate district energy infrastructure where appropriate.**

As of June 2012, the City of Portland, the Portland Development Commission, and the Portland Trailblazers are currently in the design process to develop an initial district energy node. Corix Utilities was selected to plan a phased Rose Quarter Shared Thermal Energy System (district energy). In its first phase, the system will provide heating and cooling services to the Rose Garden Arena and Veterans Memorial Coliseum. These services would be extended to the Oregon Convention Center in the second phase through underground piping. In the third phase, the system will expand east toward the Lloyd Center providing heating and cooling services through a network of pipe infrastructure. For this expansion to the greater Lloyd District, crossing I-5 poses a significant challenge that could be resolved by a Clackamas pedestrian/bike overcrossing. Connection to the Rose Quarter Shared Thermal Energy System would contribute to the redevelopment of Clackamas as a high performing green street. Additional district energy and water opportunities in the Lloyd District are also under consideration and could complement the Rose Quarter system.

## Lower Albina

### **RC1 Adjust the Lower Albina subdistrict boundary to exclude the PPS Blanchard site and adjacent properties to the south and east, placing them within the Lloyd District.**

This action along with Lloyd District action RC2, recognizes the current major use (office) of the Portland Public Schools Blanchard Building and its desired future as a mixed-use, flexible urban redevelopment opportunity. Because the current office use and desired future uses for the site are non-industrial in nature, and because the natural topographical transition from the area around N Broadway and the Rose Quarter happens at a steep bluff north of the Blanchard site, the boundary between the Lloyd District and Lower Albina should be adjusted as shown in Map B1: *N Broadway Existing and Proposed Zoning*. Future redevelopment of the Blanchard site would complement proposed redevelopment in and adjacent to the Rose Quarter called for by the Rose Quarter District Plan. See Lloyd action RC2 for detailed information on the proposed zone change for the area.

### **RC2 Rezone properties east of the Russell St. Conservation District fronting Russell Street from IG1d to EXd. Set max FAR at 3:1 and maximum height at 50'. Prohibit housing in this area.**

**Background:** The majority of the Lower Albina district is zoned for industrial uses. It serves as a critical incubator for emerging and innovative businesses and provides an important living-wage job base near inner North and Northeast neighborhoods. The district's mix of industrial businesses, working waterfront and multimodal freight facilities are complemented by a small mixed-use historic area along lower Russell Street, where retail activity is especially active in the evening.

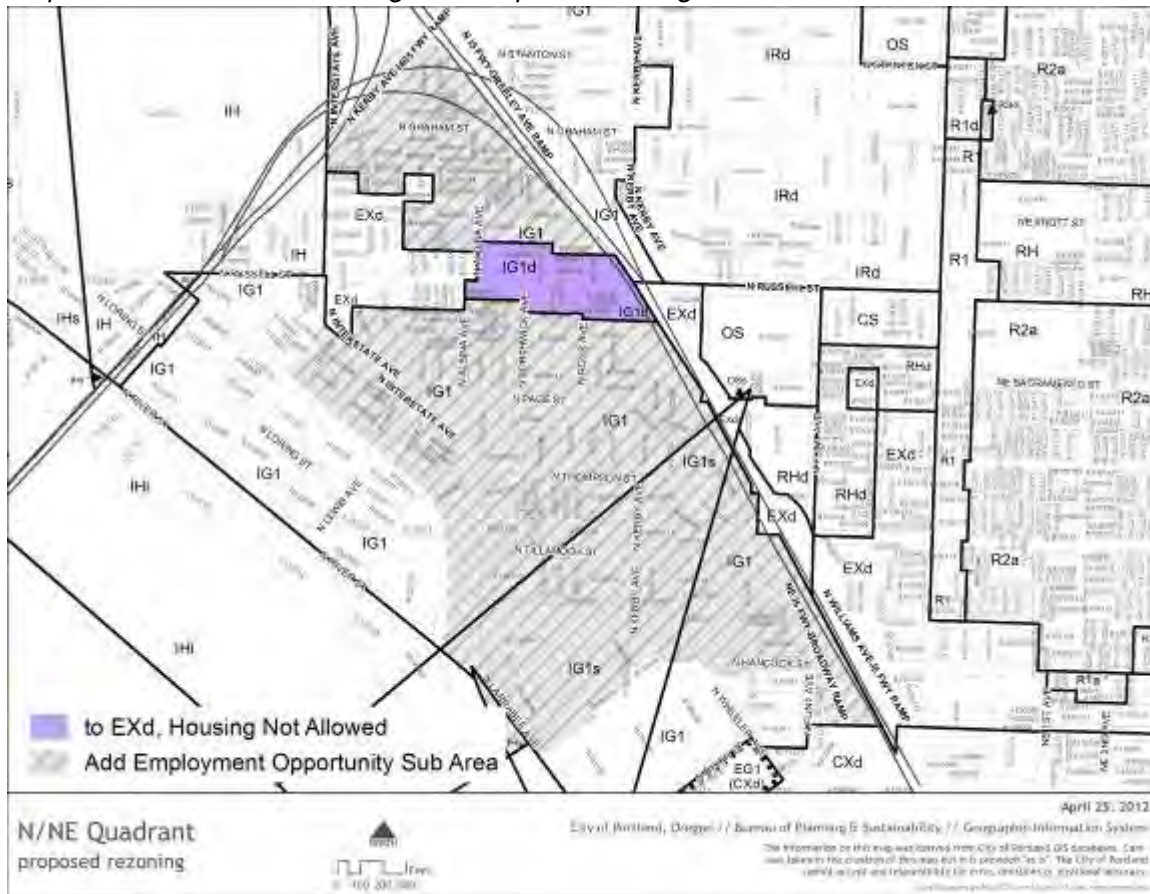
**Existing Zoning:** Map B4 shows the existing and proposed zoning for the site and Table B2 summarizes existing and proposed zoning provisions. The area fronting NE Russell from N Albina to the I-5 overpass contains 17 tax lots covering approximately two acres. It is currently zoned General Industrial 1 (IG1) with a design (d) overlay zone and has several additional development standards, such as a 50 foot height limit, a maximum 3:1 FAR, and ground floor active use and residential bonus target designations. Many of these requirements are inconsistent with the underlying industrial zoning, make the economic use of these properties difficult, and complicate potential redevelopment. Immediately to the east of this area is the Russell Street Conservation District, which is zoned EXd, allowing a mix of industrial, commercial and residential uses. No zoning changes are proposed in the conservation district.

**Proposed Zoning:** Staff proposes rezoning the properties fronting N Russell between the Russell Street Conservation District and the I-5 overpass from IG1d to EXd, with a new provision that would prohibit residential development. This would continue to allow industrial uses, while also allowing office and retail uses. The existing 50 foot height limit and 3:1 maximum FAR would be retained. No changes are proposed in the existing EXd zoned area, where housing would continue to be allowed. Increasing zoning flexibility to allow a wider range of uses will support the existing retail node and encourage investment in existing buildings and help recreate the connection between Lower Albina and the Vancouver/Williams Corridor.

Table B2: Summary of Lower Albina Existing and Proposed Zoning Provisions (EXd)

Provision	Existing IG1	Proposed EXd (no residential)
<b>Office: Allowed</b>	1 Office (or Retail) use per site, up to 3,000 SF	Allowed, limited by FAR (3:1 proposed)
<b>Office: Conditional Use</b>	More than 3,000 SF, max of 60,000 SF or 1:1 FAR	NA
<b>Retail: Allowed</b>	1 Retail (or Office) use per site, up to 3,000 SF	Allowed, limited by FAR (3:1 proposed)
<b>Retail: Conditional Use</b>	More than 3,000 SF, max of 25,000 SF or 1:1 FAR	NA
<b>Residential</b>	Generally not allowed	Not allowed (proposed)

Map B4: Lower Albina Existing and Proposed Zoning



**RC3 Apply zoning provisions to IG1-zoned properties east of the Union Pacific railroad alignment that allow certain compatible office-like uses, similar to the Employment Opportunity Subarea regulations in the Central Eastside.**

**Existing Zoning:** Map B4 shows the existing and proposed zoning for the site and Table B3 summarizes existing and proposed zoning provisions. The area generally east of the Union Pacific

railroad and west of I-5, where additional flexibility for employment uses is proposed (hatched area on Map B4), contains 136 tax lots, covering approximately 46 acres. It is currently zoned IG1, with a Scenic Resource (s) overlay on a portion of the area, which limits building heights to 50 feet. The area to the west is zoned IG1, with Heavy Industrial (IH) zoning along the waterfront. No zoning changes are proposed west of the Union Pacific rail line.

**Proposed Zoning:** Staff proposes applying Employment Opportunity Subarea (EOS) provisions to the IG1 area generally east of the Union Pacific rail line and west of the freeway (hatched area on map B4). This would allow some additional flexibility for commercial and employment uses that are compatible with industrial activities. The EOS provisions have the potential to increase job density, capture growing industry sectors, and foster the continued vitality of Lower Albina as an employment center and business incubator. Staff believes this targeted approach is less likely to result in land use conflicts with industrial activities than applying an employment base zone, which would have broader allowances for office and retail uses and the potential for residential development. The existing Scenic Resource (s) overlay would remain on a portion of the area.

*Table B3: Summary of Lower Albina Existing and Proposed Zoning Provisions (EOS)\**

Provision	Existing IG1	Proposed IG1 with Employment Opportunity Subarea (EOS)
<b>Traditional Office: Allowed</b>	1 Office (or Retail) use per site, up to 3,000 SF	5,000 SF per site
<b>Traditional Office: Conditional Use</b>	More than 3,000 SF, max of 60,000 SF or 1:1 FAR	More than 5,000 SF, max of 60,000 SF
<b>Industrial Office: Allowed</b>	NA	60,000 SF per site
<b>Industrial Office: Conditional Use</b>	NA	More than 60,000 SF
<b>Retail: Allowed</b>	1 Retail (or Office) use per site, up to 3,000 SF	5,000 SF per site
<b>Retail: Conditional Use</b>	More than 3,000 SF, max of 25,000 SF or 1:1 FAR	None
<b>Residential</b>	Generally not allowed	Generally not allowed

Traditional Office Designation:

- Focus on business, government, professional, medical, or financial services.
- Examples: Professional services, lawyers, accountants, real estate agents; financial, bank HQs, brokerage houses; sales offices; government offices; medical and dental clinics.

Industrial Office Designation:

- Conducted in an office-like setting but more compatible with industrial activities & districts. Less service-oriented with focus on development, production, processing of products, including digital products, e.g. internet & media content, designs & specifications, software, advertising materials. Primarily provide products to other businesses. Do not require customers or clients to visit the site.
- Examples: Software and internet content development & publishing; computer design & programming; graphic & industrial design; engineers & architects; telecommunication providers & data processing; TV, video, radio, internet studios & broadcasting; scientific & technical services; medical & dental labs.

\* *The specific EOS zoning proposal described above is consistent with the provision as applied in the Central Eastside Industrial District. The allowances above may be modified based on input from Lower Albina Stakeholders.*



**TR4 Develop a street design plan for the "the Strand" and alternative routes to provide a lower-stress connection between N. Russell Street and the Rose Quarter.**

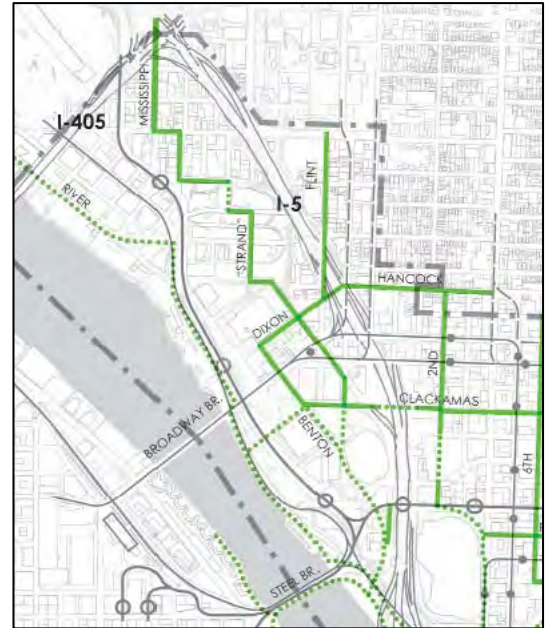
The Lower Albina district concept calls for “the Strand”, which would provide a supplementary north-south, lower-stress connection between Lower Albina’s Russell Street commercial area and the Rose Quarter to the south and the Mississippi main street to the north. The Strand was developed as part of the Land Use Charrette for the N/NE Quadrant Plan held in February 2011

Today, N Interstate Avenue is the main connection, but it is a high volume traffic street and has narrow sidewalks and an unpleasant pedestrian environment. The Strand is envisioned as a wayfinding system that is compatible with the industrial activities that take place in the southern portion of the Lower Albina’s industrial district. Potential design features of the Strand could include pedestrian and bicycle enhancements, such as continuous sidewalks and/or pavement markings that do not conflict with industrial operations. It could also celebrate the industrial heritage of the district through public art, murals and historical markers along its path. Possible elements of the wayfinding system could include signage, special street paving and art.

The route identified for the Strand generally runs in the north-south direction and zig-zags through the district on existing streets (see map B5). The one exception is a segment between N Page and N Thompson Streets, where the route would need to cross private property via an easement or acquired right-of-way. This private segment presents an additional challenge due to the grade.

The Strand should be pursued as a preliminary streetscape project to determine its feasibility and cost. The study should consider non-traditional streetscape treatments that integrate with the industrial character of the area and examine other possible routes that would provide the same benefit of a lower-stress connection through the district.

Map B5: Proposed Strand Alignment



*Conceptual rendering of the Strand in Lower Albina. Art murals and special paving provide a wayfinding system through the district.*



**TR8 Implement the I-5 Broadway/Weidler Plan improvements, including the proposed Hancock overcrossing, to improve regional and local freight access.**

See Appendix C: *I-5 Facility Plan*, for a complete description of anticipated interchange improvements and implementation issues to be addressed in the next steps of project design and engineering.

**UD1 Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.**

In 1998, the Bosco-Milligan Foundation (Architectural Heritage Center) completed “Cornerstones of Community,” a historical context statement and inventory of over 3,000 properties associated with African-American history in Portland. In 2010, as part of the N/NE Quadrant Plan process, Bosco-Milligan updated the inventory, reflecting recent demolitions, correcting information, and converting the data so that it may be used in computer-based Geographic Information Systems. The context statement and updated inventory are powerful preservation planning tools that can assist in public education and historic preservation efforts in the N/NE Quadrant and through-out the city. They can serve as the basis for the development of a Multiple Property Documentation (MPD) form for African-American historic resources in Portland. Such an MPD would provide contextual information about the African-American community and evaluation criteria that would assist property owners who wish to list their historic properties in the National Register of Historic Places.

**UD2 Improve the design review approval criteria used for development proposals within the Russell Street Conservation District and design overlay zone within Lower Albina.**

The Community Design Guidelines are currently used as the approval criteria for historic design reviews in the Russell Street Conservation District. This is the only situation in the Central City where the Central City Fundamental Design Guidelines are not used as historic design review criteria (in some cases, other criteria are used in addition to the Central City Fundamentals). In addition, Lower Albina is the only Central City area outside of the downtown core that lacks a district-specific set of design guidelines. In the area east of the conservation district proposed for EXd zoning, the Central City Fundamentals are the approval criteria. This results in a situation where different criteria are used in directly abutting areas that have similar characteristics

In general, the Community Design Guidelines were intended to be used in areas outside the Central City and may not be the most appropriate criteria in a Central City conservation district. Options to consider include: developing a new set of sub-district design guidelines for Lower Albina that would speak to the characteristics of the Russell Street area specifically; amending the Central City Fundamentals and applying them within the conservation district; or amending current language in the Community Design Guidelines to better address the character of the conservation district.

**UD5 Encourage and assist Lower Albina property owners to nominate their historic properties for designation as landmarks.**

Two sources of information can assist Lower Albina property owners to list their properties in the National Register of Historic Places. The existing Multiple Property Documentation (MPD) form “Historic and Architectural Properties in the Eliot Neighborhood” provides historical context and evaluation criteria for historic resources within the Eliot Neighborhood, including Lower Albina. The MPD reduces the National Register documentation requirements for properties that meet the criteria laid out in the MPD. This document is available from the [Oregon State Historic Preservation Office](#).

Another helpful source is the historic resources inventory completed for the Albina Community Plan. This multi-volume set completed in the mid 1990s updated information in the City's 1984 adopted Historic Resources Inventory. It contains information on hundreds of historic properties in N and NE Portland, including the Lower Albina area. The inventory is housed in the [City of Portland Archives and Records Center](#).

## Study Areas

### North Banfield Portal

**NB1 Apply CXd zoning to the sites south of Multnomah St. and west of NE 21st Avenue. Existing environmental conservation (c) overlay zoning will remain.**

**Background:** Two sites at the corner of NE Multnomah and NE 21st Avenue are currently occupied by a courtyard apartment building and several older single-family homes. Stakeholders are interested in seeing redevelopment in the area with a mix of uses, but much of the area is zoned for residential and one of the sites is currently split-zoned with a mix of residential and commercial office zoning, complicating redevelopment. The staff proposal is to rezone the site to better meet future redevelopment desires.

**Existing Zoning:** Map B6 shows the existing and proposed zoning for the site and Table B4 summarizes existing and proposed zoning provisions. The sites contain nine tax lots totaling approximately 3 acres.

Approximately 1.6 acres is zoned High Density Residential (RH), with a 75 ft height limit and a floor area ratio (FAR) of 4:1. The RH zone is a high density, multi-dwelling zone. New housing in this zone is expected to be medium-rise apartments and condominiums.

Approximately .8 acres is zoned RH with an Environmental Conservation Overlay (RHc), with a 75 ft height limit and an FAR of 4:1. The 'c' overlay zone is intended to conserve important resources while allowing development that is environmentally sensitive. The 'c' overlay does not prohibit development.

Approximately .6 acres is zoned Commercial Office (CO2) with a 45 ft height limit. The CO2 zone is a low and medium intensity office zone that generally allows uses in the office and institutional categories, but not other commercial uses. Retail uses are limited to 10% of the total floor area.

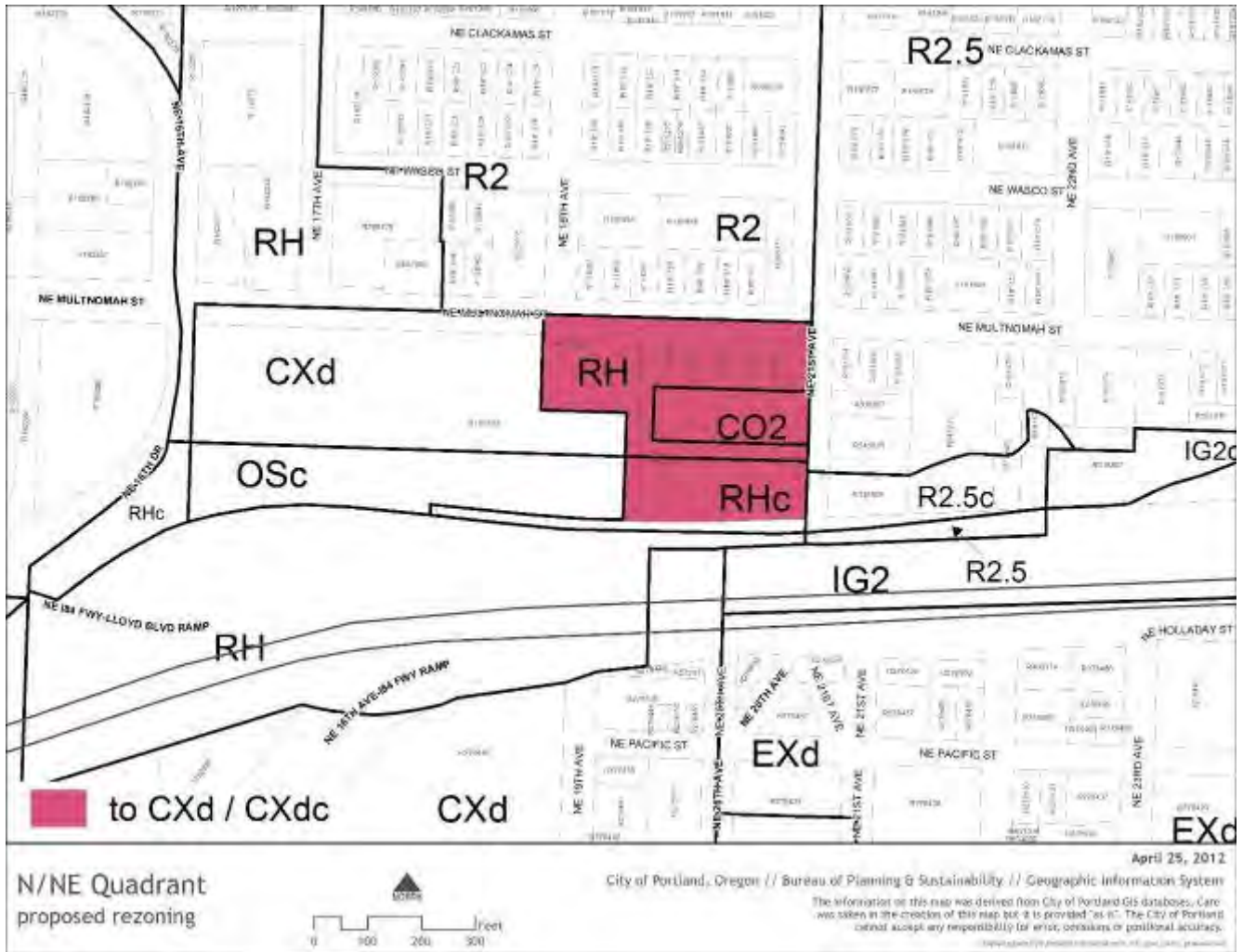
The area to the west has flexible commercial zoning (CXd) and is occupied by the Marriott Residence Inn Hotel. Areas to the north and east are zoned for medium density residential development with a height limit of 35 (R2.5) or 40 (R2) feet; commercial uses are not allowed.

**Proposed Zoning:** Central Commercial zoning with a design overlay (CXd) with a height limit of 75 feet and an FAR limit of 4:1 is proposed for both sites. The CXd zone would allow a more flexible mix of uses than is currently allowed, including a wide variety of residential, commercial and institutional uses. The design (d) overlay would require new development to go through a discretionary review process or meet Community Design Standards. The environmental 'c' overlay zone would remain on the southerly portion of the site, however changes could be proposed through a separate analysis of natural resources in the Central City planning area. See Lloyd action GC1 for more information.

*Table B4: Summary of N Banfield Portal Existing and Proposed Zoning Provisions*

Provision	Existing RH	Existing CO2	Proposed CXd
Land Uses	Primarily residential only.	Office and residential allowed, retail limited.	Residential, office and retail allowed. Mixed uses allowed.
Height limit	75'	45'	75'
FAR limit	4:1	2:1	4:1
Design overlay	No	No	Yes. Discretionary design review or use of Community Design Standards required.

Map B6: N Banfield Portal Existing and Proposed Zoning



**NB2 Evaluate natural resource protection and management options for Sullivan’s Gulch as part of the Central City-wide natural resource analysis.**

Sullivan’s Gulch has been identified as a resource in the City’s 2011 update of the Natural Resource Inventory for the Central City plan area. Evaluation of these resources will be addressed through a Central city-wide analysis. See Lloyd action GC1 for a more detailed description of this process.

## Vancouver/Williams Corridor

### VW1 Rezone portions of 4 blocks between I-5 and N Williams from RH to EXd.

**Background:** This area is currently home to a diverse mix of uses, including light manufacturing, warehousing, retail, residential and institutional uses. Some of the area is zoned for high density housing that doesn't allow most other uses and can limit the ability of existing, commercial and light industrial uses to expand. The Harriet Tubman School comprises almost half of the developed square footage in the area; of the remaining area, approximately half of the developed square footage is in non-residential use. There are also several structures in the area that are part of the "Cornerstones of Community: Portland's African-American Heritage" inventory completed by the Bosco-Milligan Foundation (see Lower Albina action UD1 for more information). Staff is proposing to rezone the area to better meet neighborhood desires, eliminate the regulatory conflicts for existing businesses and reflect the historic mix of uses.

**Existing Zoning:** Map B7 shows the existing and proposed zoning for the site and Table B5 summarizes existing and proposed zoning provisions. The area contains thirty-eight tax lots totaling approximately 6.5 acres.

Approximately 6.5 acres is zoned High Density Residential with a design overlay (RHd), with a 75 ft height limit and an FAR of 4:1. The RH zone is a high density multi-dwelling zone. New housing in this zone is expected to be medium-rise apartments and condominiums. The design overlay requires new development to go through a discretionary review process or meet community design standards.

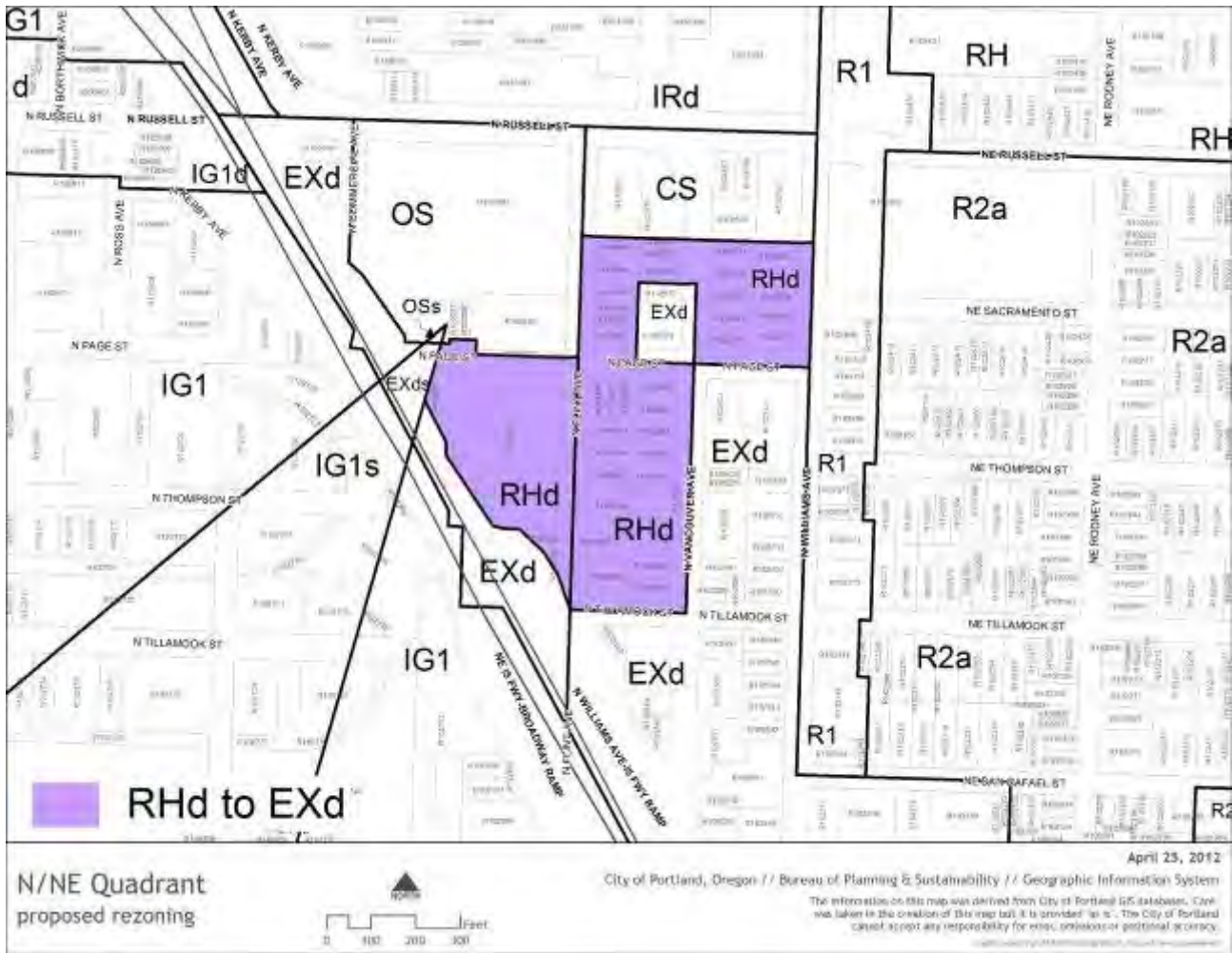
Most of the area between the I-5 freeway and N Williams Avenue has mixed employment zoning with a design overlay (EXd). Lillis Albina Park borders the area to the NW, a small area of storefront commercial (CS) zoning is located to the north along Russell St. and multi-dwelling residential (R1) zoning is across N Williams to the east.

**Proposed Zoning:** Staff proposes Central Employment zoning with a design overlay (EXd), which includes a height limit of 65 feet and a maximum FAR of 3:1. The EXd zone allows industrial and commercial uses suited for a central location, in addition to residential uses. This change would allow a more flexible mix of uses than is currently allowed and will support the maintenance and expansion of existing businesses. The design overlay would continue to require new development to go through a discretionary review process or meet Community Design Standards. The combination of increased zoning flexibility, reduced overall development potential (FAR), and no minimum residential density requirements will encourage reinvestment in culturally significant structures by providing a wider array of potential economic uses and development options.

*Table B5: Summary of Vancouver/Williams Existing and Proposed Zoning Provisions*

Provision	Existing RHd	Proposed EXd
Land Uses	Primarily residential only.	Residential, office and industrial allowed. Mixed uses allowed.
Height limit	75'	65'
FAR limit	4:1	3:1
Design overlay	Yes. Discretionary design review or use of Community Design Standards required.	Yes. Discretionary design review or use of Community Design Standards required.
Minimum Density	1 unit per 1,000 SF of site area	None

Map B7: Vancouver/Williams Existing and Proposed Zoning



**VW2 Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.**

A number of properties identified on the Bosco-Milligan Foundation’s “Cornerstones of Community” inventory are located in the Vancouver/Williams Corridor study area. See the appendix entry for Lower Albina action UD1 for a more complete description of this action.

## **APPENDIX C: I-5 FACILITY PLAN**

The Facility Plan is under development. Please see the project website, [www.portlandonline.com/bps/cc2035/nneg](http://www.portlandonline.com/bps/cc2035/nneg), for the latest draft of the plan. It is anticipated that the final draft version of the Facility Plan will be included the Public Review Draft of the N/NE Quadrant Plan (anticipated August, 2012).





## N/NE QUADRANT HISTORY

For centuries prior to first contact with Europeans and Americans, Chinookan-speaking peoples, including the Clackamas and the Multnomah, inhabited the lower Columbia basin in the vicinity of the area now known as Portland. Chinookan villages, made-up of multi-family cedar plankhouses, were located on both sides of the Columbia near the mouth of the Willamette, with additional villages, camps, resource areas, and trade routes located along the lower Willamette, making the Portland Basin one of the most densely populated areas in the American West prior to white settlement. Chinookan societies relied on the bounty of the region's temperate climate, rich forests and plains, and extensive river systems. Active social, familial and trade networks were maintained among the inland, valley and coastal cultures of the area.

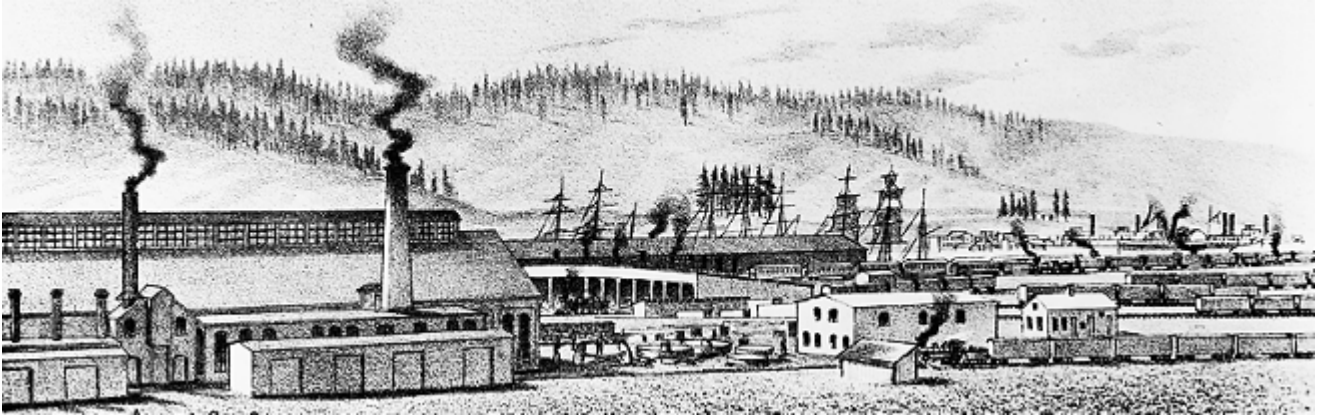
By the time Asa Lovejoy and Francis Pettygrove founded Portland in the mid-1840s, introduced diseases such as small pox and malaria had reduced the area's indigenous population by as much as 90 percent. In the 1850s, accelerating encroachment by white settlers on Indian lands and forced removal to reservations further devastated indigenous societies and few Native Americans remained in the Portland area.

Incorporated in 1851, the City of Portland was still limited to the west bank of the Willamette River in the 1850s and 1860s. The town grew rapidly, with multi-storied masonry buildings, an active trade-oriented waterfront, a growing street network and other aspects of urbanization. In contrast, the east side of the river and what was to become Lower Albina and the Lloyd District remained relatively rural. Extensive wetlands and sloughs made development along the east bank difficult and much of the area was still covered in forest. A few farms were in cultivation notably those of the Loring, Shelton and Wheeler families, who had filed Donation Land Claims along the river in the 1850s.

By the 1870s, residential development had begun to accelerate, aided by a growing network of roads and several ferries that linked the east side to Portland. Two distinct east side communities began to coalesce, East Portland and Albina. East Portland, the northern portions of which covered parts of the Lloyd District, was first platted in 1865 and was incorporated as an independent city in 1870. In 1871, early settler Jacob Wheeler sold several hundred acres to wealthy transportation magnate and developer Ben Holladay, who platted Holladay's Addition using a 200-foot x 200-foot grid, following the pattern established on Portland's west side. In 1868, Holladay had sold his stage coach business in California to Wells Fargo and moved to Portland to get involved in the railroad business. He lost his railroad in 1876, and died in Portland in 1887. Holladay included as part of his East Portland residential development two large hotels and more than four acres for Holladay Park, the first public park on the east side, which remains one of the Lloyd District's most important open spaces. By the early 1880s development was booming; East Portland had over 3,000 residents, a strong commercial spine running along Grand Avenue and an active working waterfront linked to regional and international markets by ocean-going ships and rail lines.

To the north of East Portland and covering a good part of the N/NE Quadrant was Albina, platted in 1873 by prominent Portland businessmen Edwin Russell, William W. Page and George H. Williams. It was sparsely populated in the early years and development along the waterfront was hampered by large swampy areas. Eventually incorporated in 1887, the City of Albina covered some 13 square miles. From the beginning it developed as two distinct sections, upper and lower, separated by steep geography. Lower Albina was the smaller area, covering 200 acres adjacent to railroad yards and industry along the Willamette River. Lower Albina grew in the 1880s as a working-class neighborhood and industrial area, initially inhabited mainly by first- and second-generation Germans, Scandinavians, Poles and other Northern and Eastern Europeans.

A river ferry linked Lower Albina to Downtown, landing at the foot of Russell Street, which became the main street of the Lower Albina area. The east-west-oriented Russell Street which extended up the hill to upper Albina, and north-south-oriented Williams Avenue, were Albina's primary commercial corridors. Russell Street had a rough character, with some 30 saloons along its length from the ferry slip to what is now Martin Luther King Jr. Boulevard.



Lower Albina, 1887

Albina's development was closely tied to the Oregon Railroad and Navigation Company (OR&N), which owned the extensive Albina railroad yards. Directed by Henry Failing and William S. Ladd, the company was a dominant presence in Albina and one of the most powerful corporations in Oregon. In real estate alone, the OR&N owned nearly two miles of waterfront property and controlled nearly 40 city blocks of track and terminal operations along Albina's streets. As many as 900 rail cars passed through the area each day. The coming of the Union Pacific transcontinental railroad in 1883 further spurred commercial and industrial growth in both East Portland and Albina.

The year 1887 marked the opening of the Morrison Bridge, the first to cross the Willamette, linking Downtown to the east side. The bridge spurred further growth in both East Portland and Albina which were now linked to each other and Portland by streetcars. The same year, nearby Irvington was platted. Of a different character than more working- and middle-class Albina and East Portland, Irvington was intended to be an inward-looking, middle- to upper-class residential district and it came to have some of Portland's grandest homes.

In 1891, East Portland, Albina and Portland residents voted to consolidate into a new unified and expanded City of Portland, with an area of 25 square miles and a population of more than 63,000. By the turn of century most of the inner east side was platted, and rapidly growing in population and economic activity. By 1910, the total population on the east side reached 120,000. Transportation networks and facilities have long been key aspects of east side history. Economic growth was fueled by maritime activity and the confluence of five rail lines. Residential development was aided by connections to the west side via multiple bridges and growing streetcar network. The first bridge in the N/NE Quadrant itself was the first Steel Bridge in



Portland-Albina Streetcar

a

1888, located about three blocks north of the current Steel Bridge, which was completed in 1912. Both were primarily intended as freight rail bridges but also carried street cars that served East Portland and Albina. The Broadway Bridge was completed in 1912, and it too carried a streetcar line, as it will once again late in 2012. The streetcars linked residential areas to jobs and defined major commercial corridors, including Union Avenue (now Martin Luther King Jr. Blvd.) and Broadway.



First Steel Bridge, 1888

In 1910, California oilman Ralph Lloyd began acquiring property in the inner east side. Over the next four decades, he and his family continued to purchase property, including large tracts of single-family homes and undeveloped lots, eventually accumulating 100 city blocks. Lloyd had a grand vision for the east side, wanting to transform it into a self-sufficient civic, commercial and residential center to rival the west side. Although the Great Depression and sustained opposition from west side commercial interests thwarted his plans somewhat, Lloyd and his descendants built many multi-story apartments and new commercial buildings in the early and mid-twentieth century, eventually culminating in the Lloyd Center mall in 1960, one of the defining features of the Lloyd District today.

The Depression was hard on Portland, as in all American cities, and growth slowed on the east side in the 1930s. A sign of the times was the large “Hooverville” or shantytown built by unemployed workers in Sullivan’s Gulch.



N Broadway at Larrabee Ave & Interstate looking east, 1930s



Hooverville in Sullivan's Gulch, late 1930s

The black population in Albina had steadily increased in the first part of the twentieth century, especially after 1919 when organized residential segregation was instituted by local real estate agents and “redlining” cut off bank loans for African Americans. Albina became one of the few areas in the city where African Americans could readily obtain housing. World War II drew thousands of African Americans to Portland to work in the ship yards. Many lived in Vanport, the massive war housing development near the ship yards. Following the war, there was a large housing shortage, and circumstances were much worse for African-Americans, whose housing options were limited. The situation reached crisis levels after the Vanport flood displaced 17,000 people in 1948. After the flood many African Americans moved to Albina.

The heart of mid-century African-American Albina stretched from the area where the Veterans Memorial Coliseum is now to north of Russell Street, with North Williams Avenue serving as the commercial, institutional and social spine for the community. Here were the social clubs, bars, barbecue joints, markets, theaters, businesses and institutions that supported and reflected African-American life in the city.



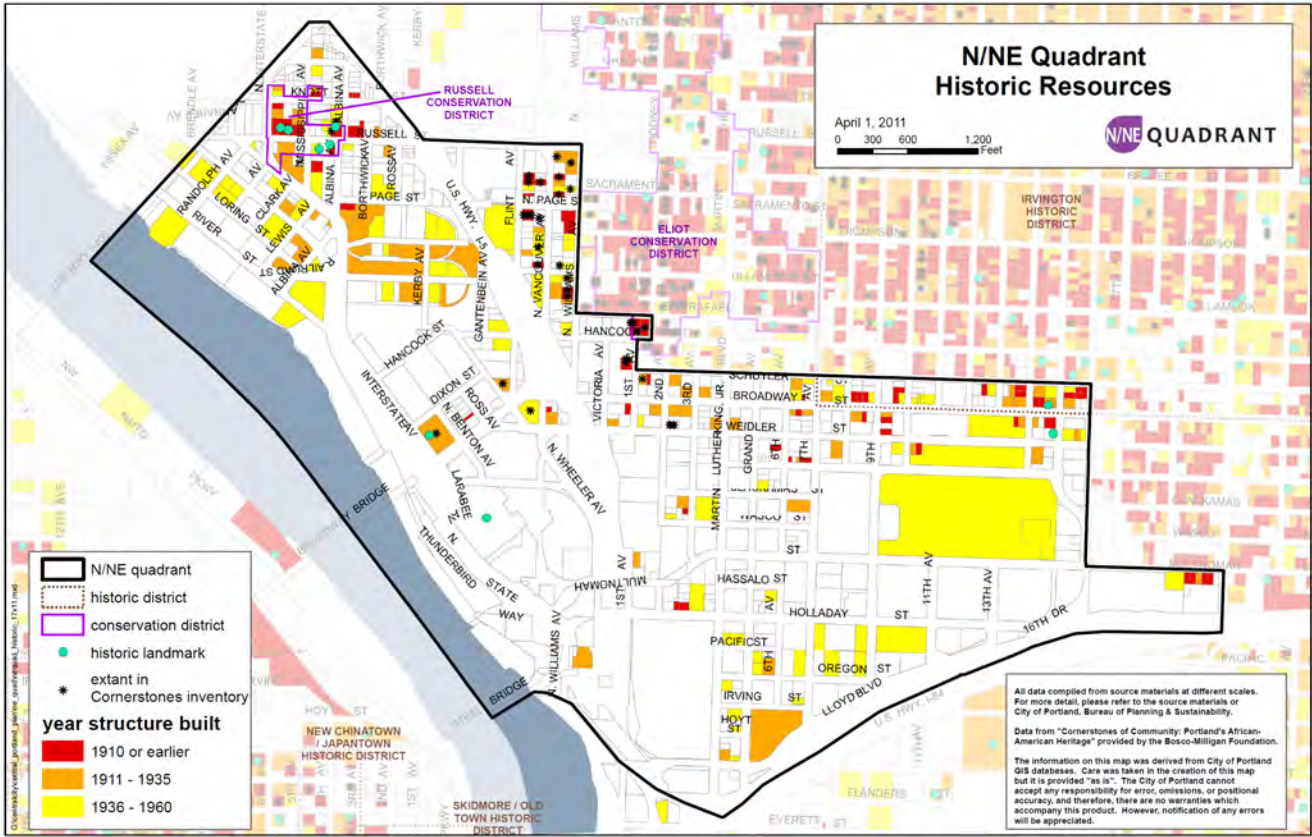
N Williams at the corner of Russell, looking north

Albina had a vital music scene. One of Portland’s hottest jazz clubs in the 1940s was the Dude Ranch on Broadway between Vancouver and Wheeler owned by Pat Patterson and Sherman Pickett. Local and national jazz talent performed here, including Coleman Hawkins, Thelonius Monk, and Louis Armstrong. Recently rehabilitated as the Leftbank Building, it is one of the few surviving buildings of the southern Albina African-American neighborhood which was largely razed by public improvement projects. This and other structures associated with Portland’s African-American history are documented in *Cornerstones of Community*, a historic context statement and inventory prepared by the Bosco-Milligan Foundation in 1998 and recently updated as a part of the N/NE Quadrant Planning process.



Louis Armstrong at the Dude Ranch with club owners Pat Patterson & Sherman Pickett

Map H1: N/NE Quadrant Historic Resources



The existing character and form of the N/NE Quadrant has been shaped by a number of mid-twentieth century large-scale public infrastructure and urban renewal projects, including major auto and freight related transportation facilities. Among the first was the completion in 1955 of the Banfield Freeway (which eventually became Interstate 84) along Sullivan's Gulch. Also completed in the 1950's were improvements to Highway 99W, including new connections from the Steel Bridge to Interstate Avenue which necessitated several building demolitions. These disruptions were dwarfed by projects that soon followed.

The Veterans Memorial Coliseum, completed in 1960, was financed by an \$8 million bond measure approved by voters in 1954. Land clearance started around the same time as the Lloyd Center was being constructed, in the mid-1950s. The project entailed the demolition of 476 housing units, half of which were inhabited by African-Americans, and dozens of businesses. Devastating for those directly affected, the dislocations of this project also had the effect of cutting-out the southern anchor of African-American Albina and shifting the social and commercial center of the community northward.

Completed in 1960, the Coliseum is an icon of Portland modernist architecture, designed by internationally known architecture firm Skidmore, Owings and Merrill. It is monumentally sited on the bluff above the Willamette, a glass-curtain-walled box with a freestanding concrete seating bowl inside. It was listed in the National Register of Historic Places in 2009.



Veterans' Memorial Coliseum, ca. 1960s

The Coliseum development was prototypical of urban renewal projects across the country in this era, with large land-clearances in older, often minority neighborhoods that were declared blighted or sub-standard. This mid-century urban renewal paradigm was optimistically (or perhaps cynically) envisioned as a solution to multiple urban problems, from crime and poverty to inner-city decline spurred by growing suburbanization. In the 50s and early 60's urban renewal was widely supported by community leaders and the general public, even to some extent by communities heavily impacted by the ground-scraping approach. These perceptions would change as the 1960s and 1970s unfolded.

Opening the same year as the Coliseum, the Lloyd Center was completed by Ralph Lloyd's daughters, finally implementing a somewhat different version of his long-held east side vision, seven years after his death. It covered 90 city blocks, 56 of which were occupied by shops and offices,

including 200 tenants, 100 of which were in the open-air retail mall itself. Blocks not covered by buildings were used for parking, providing some 8,000 free parking spaces. Lloyd Center was one of the first large-scale, open-air shopping malls in the country, and was a regional market draw. Close to, but not in, the existing downtown retail core, the expected result (according to a Planning Commission report in the 1950s recommending approval of the project), would be that “Portland would in effect have a split central shopping core.” At the juncture of two freeways and served by acres of free parking, Lloyd Center proved to be a serious challenge to traditional downtown retail establishments.



Ralph Lloyd's east side vision, ca. 1930s



Lloyd Center, ca. 1960s

Major transportation projects were also completed in the 1960s. Following passage of the Interstate and Defense Highways Act in 1956, two big freeways were planned to converge in Portland, I-84, along the Banfield route and I-5 along the east bank and running through N/NE Portland. Improvements to the Banfield were largely completed by 1963. Interstate 5 was completed in 1966. The Minnesota Freeway, the part of I-5 through N/NE Portland removed about 125 residences and businesses in Albina. The Fremont Bridge opened in 1973, the final link of Portland's “Inner Loop.”





I-5 Construction near Broadway-Weidler, 1962, Paramount Apts. & Leftbank bldg. at center

In 1970 the Portland Development Commission and Emanuel Hospital initiated an urban renewal project to expand the hospital. About nine square blocks were cleared and 188 mostly black-occupied homes were demolished. The once vital Williams/Russell African-American commercial center was essentially razed. However, in a cruel irony, after 200 people and 20 businesses were removed, work on the project abruptly stopped in April 1973, as Congress failed to fund the planned new construction. The project had been heavily opposed by the African-American community. The scar of vacant, cleared land remained for decades as a potent reminder of successive postwar construction projects that ate away at the fabric of Albina and disproportionately impacted the African-American population.

Large-scale commercial buildings were constructed in the Lloyd District in the 1960s and into the next decades, sprinkling the area with an assortment of corporate office towers, medical buildings and hotels, each accompanied by surface parking lots or parking structures. The new construction greatly contributed to the amount of Class A office space available in the city, much of it comparable to parts of Downtown. In the early 1970s, the Lloyd Corporation built two prominent office towers on NE Multnomah, one at 5<sup>th</sup> Ave., the other at 7<sup>th</sup> Ave. The large hotel tower that stands prominently near the I-5 freeway and Holladay Park dates from 1970. The Holladay Park Medical Center (now part of the Legacy system) was built in 1981. Another large office tower rose in 1981 at Multnomah and 9<sup>th</sup> and the federal government built an office tower in 1985 at the southern edge of the district, on Lloyd Boulevard at 9th Ave. Other major buildings include the Bonneville Power Authority, State Office Building, and the Metro renovation of the Sears building.

In 1990 the Oregon Convention Center opened, a large, public facility drawing large numbers of people from outside the area. In 1995 the Rose Garden opened, the region's premier indoor sports and entertainment facility, a symbol of Portland's ambition to be a "Major League" city. The district's high-density development and region-serving facilities are supported by major transportation investments from the past few decades, including MAX light rail lines and the soon-to-open east side Portland Streetcar line.



Oregon Convention Center

While the Lloyd District experienced tremendous changes in the twentieth century, the essentially industrial character of Lower Albina, first established in the nineteenth century, has remained relatively constant, a result in part from Portland's Industrial Sanctuary policies and zoning. The steep hill separating the industrial area and working waterfront from nearby residential neighborhoods also has helped maintain the stability of industrial uses. Lower Albina—with few housing units, greater proximity to industrial activity and the bisection of Interstate 5—has been little affected by the gentrification and transition caused by the 1990s-era economic boom in the nearby, more residential neighborhoods of North and Northeast Portland.

Today, Lower Albina includes a small mixed-use area that corresponds to the Russell Street Conservation District, a collection of historically and architecturally significant buildings that recalls the rough and tumble working-class history of the district. It includes several historic properties that have been rehabilitated in recent years including the Widmer Brothers Gasthaus (the historic Smithson & McKay Bros. Block) at the corner of Russell and Interstate. The White Eagle Saloon and Hotel, which was opened in 1905 by Polish immigrants Barney Soboleski and William Hryzko has been renovated and is now operated by the local McMenamin's chain of brewpubs. Opening in 2004, the MAX yellow line along Interstate Ave. serves the district.

White Eagle Saloon, early 20<sup>th</sup> century

White Eagle Saloon, today



Lloyd District, 1950

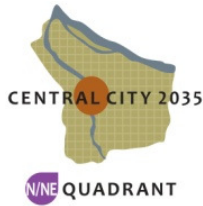


Lloyd District, 2009

## **APPENDIX E: ISSUES, OPPORTUNITIES AND CONSTRAINTS**

This appendix section is the N/NE Quadrant *Issues, Opportunities and Constraints* report from February 2012. It summarizes a range of comments and ideas from a broad spectrum of stakeholders, including: the Stakeholder Advisory Committee; verbal and written comments collected at public events; comments submitted during the brainstorming sessions with the two project subcommittees, public agency partners; and individuals contacting the project staff through the project website and/or email.

The project goals and quadrant concept diagrams described in Chapter 3, and the goals, policies and actions contained in Chapter 4 were informed by the issues and ideas identified during this phase of the project.



## N/NE Quadrant and I-5 Broadway/Weidler Plans

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# PRELIMINARY ISSUES, OPPORTUNITIES AND CONSTRAINTS

Over the past few months, N/NE Quadrant and I-5 Broadway/Weidler Plans (N/NE Quadrant Project) staff from involved state and city agencies have gathered a wide range of issues and ideas from a broad spectrum of stakeholders. Major sources of input to date have included one-on-one interviews with members of the Stakeholder Advisory Committee, verbal and written comments collected at public events (community walks held in September and public open house held in November), comments submitted during the brainstorming session with the two project subcommittees on December 1<sup>st</sup> and 2<sup>nd</sup>, and individuals contacting the project staff through the project website and/or email. In addition, project staff has identified some issues for discussion that are included here. This compilation of comments represents a good starting place for the next phase of the process - developing options or alternatives to guide future development and investments in the study area.

This document sorts the comments received so far by geography (see attached map), and groups similar comments together. It also begins to differentiate between general issues and specific opportunities, constraints or ideas that may lead to proposals in the upcoming alternatives development phase of work. Several issues suggested that are beyond the scope of this project are briefly listed at the end.

This is not a final product, but summarizes the issues identified thus far. **It is intended to move the discussion forward.** Additional issues can still be considered in the process as appropriate.

## GENERAL QUADRANT-WIDE ISSUES

Staff received a great number of general comments that seem to apply to most or all of the N/NE Quadrant study area. These can generally be grouped into five main categories. These are increasing the area's **urban vibrancy and vitality**, increasing **economic prosperity** in the area, **improving human and environmental health**, seeking **balance and equity**, and improved **access and connectivity**.

### 1. Urban Vibrancy and Vitality

This category includes statements encouraging increased development (particularly on current surface parking lots) including retail, office and housing to provide better/more interesting pedestrian experiences, and new amenities like pocket parks and pedestrian routes. Introducing a diverse range of new uses was suggested to help overcome the highly episodic nature of activity in many parts of the district. It was suggested that an updated urban design strategy will help achieve these goals. A more robust and integrated open space

system is seen as needed in parts of the study area. Public safety is seen by some as a major issue threatening livability and investment.

## **2. Economic Prosperity**

This category includes numerous references to increasing employment and business growth in the quadrant – particularly by supporting expansion of existing businesses and building on existing major attractors like the Oregon Convention Center, Rose Quarter, and Lloyd Center Mall. Several stakeholders voiced strong support for continuing efforts to locate a new major hotel near the convention center in the future. Several people suggested that districts within the study area would benefit from stronger identities – more “there there”.

## **3. Human and Environmental Health**

Topics related to human and environmental health include supporting the Lloyd Green pilot EcoDistrict concept currently under development, improving habitat conditions, continuing progress on stormwater management, expanding access to parks and natural areas, finding opportunities for urban gardens, improving air quality, reducing noise pollution, and pioneering green building technologies including measures to improve migratory bird-friendliness in new and existing buildings. Specific opportunity sites mentioned for improving or creating new natural habitat areas include the banks of the Willamette River in the Rose Quarter and the northern slope of Sullivan’s Gulch stretching the length of the study area’s southern edge. However, the heavy rail lines and grain terminal along the Rose Quarter riverfront, and the heavy traffic on I-84 along Sullivan’s Gulch do present challenges to these opportunities. Improving the jobs to housing ratio in the district by encouraging more housing at appropriate affordability levels along with job growth is also seen as a means to improve environmental performance in the study area through commute trip reduction.

## **4. Balance and Equity**

Issues identified generally focused on finding room in the quadrant for new people, business, development, etc. while retaining the existing population, businesses and culturally/historically significant buildings, etc. at the same time. Minimizing or mitigating negative impacts on surrounding areas and important local structures is a key goal. Specifically mentioned for preservation were buildings appearing in the *Bosco-Milligan Cornerstones of Community* inventory as well as the retention of existing affordable housing. Building new affordable and middle-income (often referred to as “workforce”) housing is also seen as important to maintain a diverse and equitable community in the study area. A “concentric circles” model of economic development that prioritizes local sourcing of goods and talent was suggested. Finally, desire was expressed to see more multi-cultural gathering places in the study area - community centers and marketplaces were mentioned specifically.

## **5. Connectivity and Access**

Issues applicable to the entire study area included maintaining and improving access to, within, and through the quadrant for all modes of transportation including pedestrian, bicycle, auto, transit (bus, light rail and streetcar), and truck/freight. I-5 and I-84 are seen as significant pedestrian/bike barriers. Current and future trails should be included as part of the

future transportation network. Improving safety across all transportation modes and reducing conflict between different modes is highly desirable. Considering a variety of ways to safely improve connectivity for bicycles and pedestrians, including options that exceed anticipated funding, is also desired. There is a general desire to increase the overall efficiency of our transportation system while adequately serving current and future facilities, businesses and residents and reducing emissions and climate impact. Specific measures to improve efficiency mentioned include: increasing trips by bicycle and walking, increasing transit capacity and use, reducing single-occupant vehicle travel, eliminating vehicles from certain areas, promoting motor cycles and scooters, improving signage, and increasing the use of alternative fuel vehicles. Increasing housing in the quadrant was suggested as an important opportunity to increase bike and walk commute trips.

The general sentiment related to *parking* is that there are too many surface parking lots in the area, but there is acknowledgement that a constrained parking supply may be discouraging new development and business growth. Regional traffic access to and parking available for major regional event attractors in the quadrant (Rose Garden, convention center, etc.) remains extremely important both now and in the future. Addressing conflicts between local resident parking and event parking, considering new parking facilities for MAX riders and establishing minimum parking requirements for new development were also suggested topics.

## SUBAREA ISSUES

### 1. Subarea 1 and 1a - Lower Albina and Russell Street

- a. Most of the issues identified specific to this area focused on one of two themes: preserving and enhancing the viability of industrial nature of the district, and revitalizing and improving the historic Russell Street main street.
- b. Key issues related to preserving and enhancing the **industrial viability of Lower Albina** included:
  - Improving **freight access** and parking;
  - Continuing **industrial sanctuary** policies, though possibly with some increased flexibility with regards to allowed office uses
- c. On **Russell Street**, numerous opportunities for renovation and preservation of historic structures exist. These projects could increase retail and restaurant activity on Russell. Several stakeholders have commented that more mixed use development (possibly including housing) would improve the vitality of the main street. Others have noted that there are several vacant parcels adjacent to the **MAX light rail station** and that mixed-use, transit-oriented development might be appropriate in a limited area around the station - targeted zoning changes may be needed to facilitate mixed use development. Improving connections from Russell Street up to N. Mississippi Street and up Russell to Emanuel Hospital also were suggested.
- d. This being a predominantly industrial area, **freight capacity and movement** is extremely important including truck-friendly street/intersection design and freeway access.

- e. Additional issues raised specific to this area were:
- Poor access to the **Willamette River** and potential future greenway trails; and
  - A potential opportunity to do more with the lands under the elevated I-5/I-405 freeway interchange.
  - Improving pedestrian conditions, bicycle/pedestrian connectivity through the district and bicycle parking were also mentioned.
  - While a few people expressed interest in limiting industrial expansion along the riverfront, reexamining the industrial zoning between Interstate Avenue and I-5, and allowing wide-spread redevelopment including tall residential towers, those voices seem to be a minority opinion.

## 2. Subarea 2 -Vancouver/Williams Corridor

- a. Most comments specific to this area supported efforts for **gradual redevelopment** of the area, while preserving important historic and culturally-significant buildings. Some blocks within this area currently have a residential zoning designation, complicating mixed use redevelopment that includes significant non-residential uses. It has been suggested that **zoning should be more flexible**, however preserving existing housing and encouraging new residential construction in this area continues to be important to the Eliot Neighborhood. Generally, lower scale development seems to be the desired urban form in this area. It should help transition from the single family character in Eliot to the taller buildings allowed in the Rose Quarter and Lloyd District.
- Should **incentives** be developed to encourage, but not require, residential construction?
  - Should the current high density residential zoning in parts of this area be relaxed to allow more non-residential development?
- b. **Access** is an important issue in this area – particularly as potential reconfigurations of I-5 and the over-crossings at Flint, Broadway, Vancouver, and Williams are considered. Multiple, pedestrian- and bike-friendly access options are desirable - including access from this area to the Eastbank Esplanade and future greenway trail.
- Could there be an additional bike/ped crossing at Hancock?
- c. **Views** from the area across Lower Albina and the Rose Quarter to the west side were identified as a potential issue. In particular, the current public view mapped from the southwest corner of Lillis Albina Park is fully obstructed by trees and could be impacted by some development scenarios under consideration in the Rose Quarter / Blanchard Building area.
- How important is this viewpoint?
  - Should it be improved or relocated?

## 3. Subarea 3 -Rose Quarter

- a. The N/NE Quadrant Project will seek to support and coordinate with the results of the **Rose Quarter Development Project**. To this end, there appears to be substantial support for considering redevelopment at the **School District's Blanchard Building** site. This would likely require a zoning change from the site's current industrial zoning



designation to commercial/mixed use zoning. Other changes to development regulations might also be recommended by the Rose Quarter work. Additionally, the theme emerged of supporting and strengthening the current role of the Veteran’s Memorial Coliseum and Rose Garden arena while encouraging new uses. It was also suggested that public investment and/or disposition of publicly owned land could spur private redevelopment throughout the area.

- b. The **Willamette riverfront** is seen as a key opportunity in the Rose Quarter. Suggestions emphasize a desire for:
  - Better access to and along the river (both physical and visual);
  - Increasing water recreation and transportation opportunities; and
  - Creating riverfront habitat, although this may prove challenging as the Rose Quarter riverfront now has heavy rail lines serving an active grain terminal located between two heavily trafficked bridges.
- c. The CLD Pacific **Dreyfus grain terminal** is likely to remain in place during the foreseeable future and is seen as a challenge to redevelopment in the area. Some suggested that even if this facility were no longer in use as a grain terminal, it would be an interesting opportunity for historic preservation and repurposing.
- d. **Safe, multi-modal access** to and through the Rose Quarter is an important issue – particularly to the riverbank and Eastbank Esplanade as well as across I-5. The current configuration of the I-5/Broadway/Weidler “Box” is viewed as dangerous and unpleasant for all modes (see also freeway/interchange-specific issues below). Specific transportation ideas to consider here include:
  - A new separate bike/ped bridge over I-5 (possibly at Clackamas);
  - Bringing N. Dixon Street across I-5 to connect to Flint; and
  - Reversing or decoupling the direction on N Vancouver and N Williams Avenues to improve the flow in the “Box”.
  - Improve pedestrian and bicycle connections under I-5 (with an emphasis on Holladay Street) between the Rose Quarter and Convention Center areas through streetscape and strategic development.
  - Ensure that essential freight access to the Rose Garden and Memorial Coliseum is maintained.
- e. Improvements or reconfigurations to the **Rose Quarter Transit Center** could be an opportunity to reduce the distance between the MAX platforms and create a safer environment for pedestrians, create new development areas and increase multi-modal access to the area. There is also some desire to consider eventual realignment of the **heavy rail line** along the riverbank inland to reduce the Steel Bridge bottleneck caused by the current s-curve and also allow public access to the river, habitat restoration, and future development along the river.

#### 4. Subarea 4 - Broadway/Weidler Corridor and transition to Irvington and Eliot neighborhoods

- a. Most comments received specific to this area relate to improving the **main street character** of the district and achieving a **respectful transition** from the Central City to the Irvington Historic District to the north. Specifically, it was suggested that the main street qualities present on the eastern portion of NE Broadway should continue through the entire study area to the Broadway Bridge.
- b. Transportation issues have also been raised. Some stakeholders are interested in looking at changes to the current **one-way street traffic configuration on Broadway and Weidler**. Several stakeholders mentioned that there are several **difficult pedestrian crossings** (without signals) on NE Broadway and that improving bicycle safety along the length of the corridor is a priority. Providing controlled intersections for bikes and pedestrians every 2 blocks was one suggestion for resolving this issue. It was also suggested that benefits may arise from de-coupling Broadway and Weidler and creating a 2-way thoroughfare.
- c. Other specific transportation issues mentioned for consideration include:
  - Looking at ways to improve multi-modal safety at the intersections of Broadway/Weidler at MLK/Grand and Broadway/Weidler at 15<sup>th</sup>/16<sup>th</sup>;
  - Reducing the number of driveways on Weidler; and
  - Untangling the situation at the “Box”.

#### 5. Subarea 5 - Central Lloyd

- a. Many issues raised specific to this area focus on the opportunity to support both the development and continued success of the **Oregon Convention Center** and the established office district immediately to the east. Opportunities to help support the convention center include the headquarters hotel and entertainment-related development around the facility. **Opportunities in the office core** include unique potential for development with distinctive amenities on the superblocks in the area. Holladay Park Medical Center was also seen as a potential opportunity for growth. The need for a stronger district identity and improved public safety were identified as crucial to supporting this sub-area.
- b. **Residential development** – and the general lack thereof – is frequently cited as a major issue in this part of the study area. Streetcar construction is seen as a major opportunity to help encourage more residential construction here, but questions remain about the market-readiness of the area for housing. There is clear desire for new housing at a wide range of affordability levels – ideally to roughly match the employment profile of the study area. Some questions to think about include:
  - Are the **limited parks and open space amenities** in the area sufficient to support large-scale residential construction?
  - Is the current zoning working to encourage housing?
  - What parking strategies are appropriate? Currently, parking in the area is challenging, discourages residential development, and is a burden to existing

residents as new development makes use of the already limited supply. Some residents would like a residential parking permit program in this area.

- c. Other issues raised specific to this area include:
- A lack of clear **urban form and street hierarchy** (i.e large blocks and buildings). Traversing the district does not provide enough clues as to which are of the streets serves the highest priority. A clear positive outcome for this sub-district is to determine ways to support a delineation of street hierarchy. The proposed Holladay green street improvements were cited as a successful attempt at creating hierarchy in one geographic location.
  - The many **large blocks** in the district are seen as a challenge to access and pedestrian connectivity, but are also seen as a unique opportunity in the Central City with typically much smaller blocks because they provide an opportunity for a different urban pattern for redevelopment. Including pocket parks in new development was suggested as a way to achieve new green/open space amenities incrementally.
- d. Regarding transportation and access, **improved pedestrian and bike access** on MLK and Grand and across/under I-5 was frequently suggested as was the importance of maintaining efficient truck access to the Rose Quarter, Convention Center and surrounding office buildings. Specific ideas suggested included providing controlled intersections for bikes and pedestrians every 2 blocks along MLK/Grand, considering new pedestrian crossings to the Rose Quarter at Clackamas and to the Central Eastside at 7<sup>th</sup> Avenue (over I-84).

## 6. Subarea 6 and 6a -Lloyd Center Mall, Office Core, Holladay Park and Sullivan's Gulch transition

- a. The poor quality of the **pedestrian experience** and limited street-level activity is cited as a challenge to be addressed in this plan. **Increasing vitality** through redevelopment and new development is a common desire. Some specific suggestions include:
- Improving the facade of the Lloyd Mall with aesthetic improvements would create a more inviting interface between the inside and outside of the structure and would serve to 'invite' people into the mall.
  - Developing the **Lloyd Cinema parking lot** to potentially include a mix of residential, retail and other uses to help activate the space.
- b. The predominance of **large property owners** and **large blocks** was noted as both a challenge and an opportunity in this area. Existing residential development in this area is limited and typically has little or no parking. Residents are interested in residential permit programs.
- c. Public safety concerns in **Holladay Park** are widespread and a variety of measures to improve conditions there have been suggested. These range from near-term actions like increased tree trimming and more active programming of the park to longer-term ideas, such as improving surrounding development conditions with new buildings facing (embracing) the park and adding additional design features to the park to attract a wider variety of users.

- d. Increasing **pedestrian connectivity and safety** both within this part of the study area and between this and adjacent areas was cited as an important issue. Suggestions for improvements include:
  - A new pedestrian bridge between this area (somewhere around NE 9<sup>th</sup> Ave) and the Central Eastside (across I-84),
  - Adding bicycle lanes to the 12<sup>th</sup> Avenue bridge; and
  - Continuing bike lanes on Multnomah all the way to NE 21<sup>st</sup> Ave.
- e. The properties at the SW corner of **NE Multnomah and NE 21<sup>st</sup>** are seen as an interesting development opportunity. There are concerns about possible demolition of older homes on portions of the site, but generally there seems to be interest in looking at redevelopment scenarios for the corner. There appear to be differing opinions on what scale of building would be appropriate here. The site currently has split zoning, and may need to be rezoned to accommodate desired development. This area could also provide a convenient access point to the potential future Sullivan’s Gulch Trail.
  - One opportunity that arises from the charrette process would include ideas for the type of design solutions and/or development that would be most appropriate and desirable?

## 7. The Freeway and Interchanges

- a. Freeway related issues mentioned by study participants have focused on three themes: **safety, operational issues** as related to the freeway and overpasses, as well as **improved freight movement**.
- b. Expressed **safety** related issues have included a desire to reduce weaving and improve merge lengths on I-5 as a way to help reduce the incidence of rear end and sideswipe collisions. On overpasses and interfaces with the local street network, there is a desire to improve safety especially by clarifying vehicular patterns and/or to separate vehicular, bikes and pedestrian traffic at identified conflict areas. The Broadway/Weidler box and the intersection of Vancouver and Larrabee were singled out as particularly problematic areas, especially during major events in the Rose Quarter. Some stakeholders would like safety to be explicitly prioritized over capacity expansion when evaluating changes to I-5 and “the box”.
- c. Comments related to freeway **operational issues** generally focused on:
  - Improvements related to the reliability of traffic flow;
  - Reducing delay;
  - Increasing levels of service; and
  - A desire to increase average freeway speeds through the district.
  - A desire to reduce the impact of freeway traffic on the neighborhood
- d. It was also suggested that the reconfiguration or removal of some or all of the **on and off ramps** to limit the number of intersections that feed onto the local street grid is desirable. Spreading the ramps and reducing the number of lights in specific locations to improve traffic flow was also mentioned, as was a desire to lengthen specific on ramps to

minimize traffic bound for the freeway from backing up on local streets. Finally, a strong desire was expressed to **avoid impacts on key cultural sites** when looking at proposed freeway improvements.

- e. **Freight movement** in support of local and regional economies was highlighted as a desired outcome of this process. Maintaining and improving freight movement and distribution on the freeways, as well as to locally designated freight routes, such as Lower Albina, are needed to ensure the reliable flow of goods. Freight movement improvements may take the form of reconfigured freight geometries on local streets and at on ramps, especially in areas like the Broadway/Weidler “box”.
- f. A desire to increase the **reliability of travel times** and to increase capacity for freight movements on the freeways was also expressed. It was suggested that this study should identify alternative freight access routes to and from Lower Albina, Swan Island and NW industrial areas.

## ISSUES BEYOND THE SCOPE OF THIS PROJECT

Staff prepared a scope document to clarify the types of issues the N/NE Quadrant and I-5 Broadway/Weidler Plans will consider. The Stakeholder Advisory Committee reviewed the document at their December 9<sup>th</sup> meeting and is expected to approve a revised version at their meeting on January 20<sup>th</sup>. Using that document as guidance, a number of issues have been raised that are clearly not within the scope of this project. As a result they have not been included above in this document. Issues commonly raised in this category include but are not necessarily limited to:

- Questions about the future of the I-5 Eastbank Freeway in the Central Eastside and removing I-5 from the study area.
- Issues pertaining to possible future high speed rail system needs in the quadrant.
- Determining future streetcar system priorities or alignments.
- Decisions on current or future Urban Renewal Areas.

# N/NE QUADRANT SUB AREAS MAP (Freeway – not shown – is area 7)





# APPENDIX F: PUBLIC INVOLVEMENT SUMMARY

## Public Involvement Goals

There is a long history of large redevelopment and infrastructure project that have had adverse impacts on the communities in Lower Albina and the Lloyd District. The N/NE Quadrant Plan strives to repair the community fabric, and to this end the public involvement process was designed to be inclusive and responsive to public concerns, and allow for active participation and meaningful public input.

The public involvement efforts for the N/NE Quadrant Project were guided by the public involvement goals developed by the Community Involvement Committee (CIC) for the Portland Plan, the long-range planning effort for the City as a whole, which was taking place when the quadrant plan process began. Incorporating these public involvement goals provided for consistent public involvement efforts:

- Build on existing relationships
- Engage broader and diverse groups with education and information and provide all interested with enough education so they can meaningfully participate
- Provide multiple venues and means for community involvement and engagement
- Involve as many people as possible
- With feedback and continuous engagement throughout Portland Plan development and implementation, ensure community members are being heard

In addition, the N/NE Quadrant project strove to:

- Provide a process that is open and transparent, with a special emphasis on early involvement in providing policy-setting input
- Clearly define opportunities where the public can provide timely input so that there is an opportunity to inform policy-making and otherwise affect change
- Wherever possible, design interactive formats for meetings and ensure a balanced and fair discussion of issues

## Key Stakeholders and Project Advisory Committees

The Bureau of Planning and Sustainability, working with the other project partners Oregon Department of Transportation and the Portland Bureau of Transportation, involved a variety of stakeholders and interested parties in the N/NE Quadrant planning process. These stakeholders had varying levels of interest in the planning process, ranging from property owners who will be directly impacted by the plan outcomes to members of the general public who wanted to stay informed about what is happening in the Central City.

### ***Stakeholder Advisory Committee***

A Stakeholder Advisory Committee (SAC) was one of the primary means of ensuring that the public had opportunities to provide meaningful input into the planning process. SAC members (see table F1) were selected to represent key stakeholder interests and to create a balanced committee to guide the planning effort. All SAC members were appointed by the directors of the Portland Bureau of Planning and Sustainability, the Portland Bureau of Transportation and the Oregon Department of



Transportation Region 1 Office. The SAC was made up of 30 voting members, representing area stakeholders, including business and neighborhood associations and property owners, as well as community interests such as affordable housing, cultural heritage, the environment, economic equity, labor, urban design and transportation. Local, regional and state public agencies were also represented on the committee as non-voting members.

The role of the SAC was to advise and direct project staff throughout the planning process and to make recommendations about the project to the Portland Planning and Sustainability Commission and the Oregon Transportation Commission. SAC members were expected to report back to and solicit input from their stakeholder groups and constituencies, represent the broader interests of those groups at meetings and promote public involvement in project events. Early in the process SAC members developed and adopted collaboration principles that governed decision making for the committee.

Subcommittees of the SAC met periodically to address specific issues, such as transportation, land use and urban design. Members of the public were invited to join the subcommittee to have more in-depth participation in the process.

In all, 19 full SAC meetings and 13 subcommittee meetings were held. All meetings were open to the public and included opportunities for public comment.

*Table F1: N/NE Quadrant Project Stakeholder Advisory Committee Members (June, 2012)*

<b>Voting Members</b>			
<b>Representative</b>	<b>Interest</b>	<b>Organization</b>	<b>Alternate</b>
Matt Arnold	Transportation-Bicycle	Bicycle Advisory Committee	Heather McCarey
Wynn Avocette	At-large		
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	
Carol Gossett	Neighborhood Association	Sullivan's Gulch Neighborhood Association	Britt Brewer
Phil Selinger Carolyn Briggs (past)	Transportation-Pedestrian	Yamette Pedestrian Coalition	Doug Klotz Erin L Kelley (past)
Daniel Deutsch	Small Developer	Alora Development	Joanna Agee
Malina Downey	Regional Access	UPS	
Debra Dunn	Transportation-Trucking	Oregon Trucking Association	Bob Russell
Gary Eichman (co-chair)	Transportation-Freight	Portland Freight Committee	Tracy Whalen (co-chair)
Dean Gisvold	Neighborhood Association	Irvington Neighborhood Association	Ed Abrahamson
Cynthia Gomez (past)	Environmental Justice / Economic Equity	Latino Network	Andrea Marquez-Horna
Heidi Guenin	Community Health	Upstream Public Health	Steve Bozzone
Damien Hall	At-large		
Sean Hubert	Affordable Housing	Central City Concern	Martin Soloway
Wayne Kingsley	Adjacent Businesses	Central Eastside Industrial Council	

Wade Lange	Property Owner/Business- Lloyd District		Mike Bernatz
Lloyd Lindley (co-chair)	Urban Design	AIA Portland / ASLA Portland	
Eric Lovell	Lower Albina Businesses	Uroboros Glass Studio	Kurt Widmer
Jenny Lyman	Transit Riders		
Gary Marschke	NNE business association	NNE Business Association	Joice Taylor
Brock A. Nelson	Transportation-Rail	Union Pacific Railroad	
Midge Purcell	Community / Civic Org	Urban League	
Jodi Parker Paul Riggs (past)	Labor Organization	Building Trades/Columbia Pacific BCTC	
Owen Ronchelli	Transportation-Local TMA	Lloyd TMA	
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	Dennis Henderson
William Ruff	Architect/Developer	LRS Architects	
Bob Sallinger	Environment	Audubon Society	Kelly Rodgers
Gary Warren	Neighborhood Association	Lloyd District Community Association	
Mike Warwick	Neighborhood Association	Elliot Neighborhood Association	Laurie Simpson
Justin Zeulner J. Isaac (past)	Property Owner/Business- Rose Quarter	Portland Arena Management	Chris Oxley
<b>Non-Voting Members</b>			
John Williams		Metro	Chris Deffebach
Teri Dresler Jeff Blosser (past)		Oregon Convention Center	
Rian Windsheimer		Oregon Department of Transportation	Andy Johnson
Susie Lahsene		Port of Portland	
Joe Zehnder		Portland Bureau of Planning and Sustainability	Steve Iwata
Paul Smith		Portland Bureau of Transportation	John Gillam
Lew Bowers/ Peter Englander		Portland Development Commission	Sara King
Alan Lehto		TriMet	Jessica Engelmann

### **Technical Advisory Committee**

A Technical Advisory Committee (TAC) representing public agencies with specialized expertise related to the plan and implementation served as a resource for the planning process. TAC members were responsible for reviewing project proposals, providing comments to project staff and reporting back to their agencies throughout the planning process. The TAC met six times, in addition to individual coordination meetings with City bureaus and other public agencies that occurred during the process.

*Table F2: N/NE Quadrant Project Technical Advisory Committee Members (June, 2012)*

<b>Organization</b>	<b>Representative(s)</b>
Metro	Ted Reid
Multnomah County	Karen Schilling, Maya Bhat
Oregon Dept. of Transportation	Andy Johnson, Todd Juhasz, Tim Wilson, Fred Eberle, Mark Johnson, Cahn Lam, Chi Mai, Simon Eng
Oregon Dept. of Environmental Quality	Cory Wind, Keith Johnson
Port of Portland	Susie Lahsene
Portland Bureau of Development Services	Kara Fioravanti, Tim Heron
Portland Bureau of Environmental Services	Amy Chomowicz, Rick Bastasch, Kevin Kilduff, Emily Hauth, Marie Johnson
Portland Bureau of Fire & Rescue	Erin Janssens
Portland Bureau of Planning & Sustainability	Mark Raggett, Lora Lillard, Leslie Lum, Sallie Edmunds, Shannon Buono
Portland Bureau of Transportation	John Gillam, Mauricio Leclerc, Grant Morehead, Roger Geller, April Bertelsen, Bob Hillier, Lewis Wardrip, Ellen Vanderslice
Portland Housing Bureau	Kim McCarty, David Sheern
Portland Office of Healthy Rivers	Ann Beier, Kevin Kilduff
Portland Office of Management and Finance	Claudio Campuzano
Portland Office of Neighborhood Involvement	Judith Mowry, Jeri Williams
Portland Bureau of Parks and Rec	Brett Horner, Kathleen Wadden, Sarah Coates Huggins
Portland Water Bureau	Stan VandeBergh, Cheri Warnke, Mike Saling, Tom Carter
Portland Public Schools	Paul Cathcart
Portland Development Commission	Kia Selley, Sara King, Kevin Brake, Irene Bowers, Denyse McGriff
Portland Streetcar	Vicky Diede
TriMet	Alan Lehto, Jessica Tump

## Public Involvement Events and Tools

### **Events**

**SAC Meetings:** SAC and its subcommittee meetings were held approximately monthly, and served as ongoing opportunities to share information and receive feedback from stakeholders and members of the general public. SAC meeting materials and minutes were posted on the project website.

**Public Workshops/Charrettes:** Two design charrettes were held during the concept development phase of the project focused on land use/urban design and the I-5 Freeway improvements. Charrette participants, including technical experts, SAC members and the general public, discussed issues and opportunities in the quadrant and explored possible solutions. Approximately 65 people attended the charrettes.

**Open Houses:** Four open houses were held at key points in the process to inform the public and get feedback. Staff presented recommendations, answered questions and took public comments. Approximately 450 people attended the open houses.

**Community Walks:** Community walks were conducted during the existing conditions phase of the planning process in September 2010 and before the SAC was asked to endorse the recommended I-5 freeway concept in April 2012. Staff and community members shared their knowledge of the N/NE quadrant with the SAC and other members of the public, and the groups discussed potential issues and opportunities related to the concept proposals. Approximately 40 people attended the walks.

**Community Group Meetings:** The project team attended meetings of existing community groups, such as neighborhood and business associations, advocacy groups and other organizations, to share information and get feedback throughout the process. In the summer of 2011, the project team made a significant effort to obtain feedback on plan proposals, attending 20 separate outreach meetings in less than 3 months.

**Commission Briefings and Public Hearings:** Project briefings were provided to the Portland Community Involvement Committee, Planning and Sustainability Commission, Historic Landmarks Commission and Design Commission during the process. The plan will undergo a formal public hearing process before the Portland Planning and Sustainability Commission and City Council prior to adoption.

In addition to the events outlined above, staff met with individual businesses, property owners and other interested stakeholders throughout the process. A complete list of events and meetings is outlined in Table F3: *N/NE Quadrant Project Outreach Log*.

### **Communication/Information Tools**

**Project Website:** The project website served as the primary source of information for the public and as a means to solicit and receive public feedback. The website included project information and regular updates, documents, a calendar of events, meeting agendas and minutes, links to other related planning efforts and staff contact information.

**Survey:** In the summer of 2011, an on-line survey was developed to get feedback on three concept alternatives developed by staff in coordination with SAC members. Survey responses helped inform development of a proposed concept, which was eventually endorsed by the SAC, and formed the

basis for the goals, policies and implementation actions included in the quadrant plan. Approximately 140 survey responses were received.

**Mailings and Newsletters:** An electronic mailing list was used to provide frequent updates to interested parties regarding meetings, events and new products. Occasional articles and notices were distributed through the BPS bimonthly e-newsletter. A hard copy notice announcing the project and the first open house was mailed to businesses and residents within the N/NE Quadrant planning area and other interested parties.

**Media:** Announcements for key events and document releases were distributed to local media outlets (Oregonian, Daily Journal of Commerce, neighborhood newspapers and other outlets).

*Table F3: N/NE Quadrant Plan Outreach Log (Draft as of May, 2012. To be Updated)*

<b>Date</b>	<b>Organization/Event</b>	<b>Project Staff</b>	<b>Attendance (Approximate)</b>
9/16/10	N/NE Quadrant Stakeholder Advisory Committee	Stephanie Beckman, Fred Eberle, John Gillam, Hale, Iwata, Andy Johnson, Todd Juhasz, Leclerc, Lisle, Starin, Tim Wilson	36
9/22/10	N/NE Quadrant Land Use Committee	Debbie Bischoff	25
9/25/10	N/NE Quadrant Community Walk: Lloyd District	Beckman, Eberle, Hale, Iwata, Juhasz, Johnson, Leclerc, Lisle, Raggett, Starin, Michelle VanTijen, Wilson	10
9/28/10	Rose Quarter Stakeholder Advisory Committee	Lisle	50
9/28/10	N/NE Quadrant Community Walk: Lower Albina	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin, Michelle VanTijen, Wilson	10
10/6/10	N/NE Quadrant Technical Advisory Committee	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	18
10/11/10	Eliot NA General Membership Mtg.	Starin	28
10/12/10	Portland Bicycle Advisory Committee	Iwata, Leclerc	25
10/12/10	Sullivan's Gulch NA General Mtg.	Eberle, Lisle	40
10/12/10	CC2035 & N/NE Quadrant Open House	Beckman, Buono, Doss, Edmunds, Hale, Hamblin, Iwata, Leclerc, Lisle, Grant Morehead, Raggett	100
10/28/10	Irvington NA Land Use Committee	Iwata	9
11/15/10	N/NE Quadrant and Rose Quarter Open House	Beckman, Buono, Eberle, Edmunds, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Michelle VanTijen, Wilson	150
11/16/10	Portland Business Alliance	Beckman, Iwata, Juhasz	33

<b>Date</b>	<b>Organization/Event</b>	<b>Project Staff</b>	<b>Attendance (Approximate)</b>
12/1/10	N/NE Quadrant Transportation Subcommittee	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	18
12/2/10	N/NE Quadrant Land Use Subcommittee	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	18
12/9/10	N/NE Quadrant Stakeholder Advisory Committee	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	31
12/15/10	Portland Plan Citizen Involvement Committee	Beckman, Iwata, Starin	10
12/15/10	NE Coalition of Neighborhoods	Beckman, Starin	2
1/20/11	N/NE Quadrant Stakeholder Advisory Committee	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle	33
2/1/2011	Series of Stakeholder Interviews	Eberle, Juhasz, Leclerc, Lisle, Raggett, Wilson	17
2/9/11	N/NE Quadrant Land Use and Transportation Subcommittee	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	25
2/22/11	N/NE Quadrant Charette: Land Use and Local Transportation	Beckman, Eberle, Hale, Juhasz, Iwata, Leclerc, Lisle, Morehead, Raggett, Starin, Wilson	17
2/23/11	N/NE Quadrant Charette: Land Use and Local Transportation	Beckman, Eberle, Hale, Iwata, Juhasz, Morehead, Leclerc, Lisle, Raggett Starin, Wilson, Zehnder	18
3/2/11	N/NE Quadrant Joint Subcommittee	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	17
3/2/11	N/NE Quadrant Technical Advisory Committee	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	21
3/10/11	N/NE Quadrant Stakeholder Advisory Committee	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	25
3/20/11	AHC/Bosco-Milligan Preservation & Portland Plan event	Steve Dotterer, Mickle, Starin	25
3/23/2011	NE Coalition of Neighbors Land Use and Transportation Committee	Beckman, Eberle	14
3/30/2011	N/NE Quadrant Joint Subcommittee Meeting	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	21
4/7/2011	Lloyd District Community Association	Lisle, Juhasz	25

<b>Date</b>	<b>Organization/Event</b>	<b>Project Staff</b>	<b>Attendance (Approximate)</b>
4/8/2011	Civic and Cultural Life Symposium #1	Beckman, Buono, Caron, Cole Doss, Edmunds, Hamblin, Lisle, Starin, Raggett	23
4/11/2011	N/NE Quadrant I-5 Freeway and Local Transportation Interface Charrette: Opening Session	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	38
4/12/2011	Rose Quarter Stakeholder Advisory Committee	Lisle	60
4/12/2011	N/NE Quadrant I-5 Freeway and Local Transportation Interface Charrette: Check-in Session	Beckman, Hale, Eberle, Iwata, Juhasz, Leclerc, Lisle, Raggett, Wilson	14
4/13/2011	N/NE Quadrant I-5 Freeway and Local Transportation Interface Charrette: Closing Session	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	22
4/20/2011	N/NE Quadrant Land Use and Transportation Subcommittee meeting	Beckman, Eberle, Hale, Iwata, Leclerc, Lisle, Juhasz, Wilson	20
5/26/2011	N/NE Quadrant Project Stakeholder Advisory Committee (SAC) Meeting #6	Beckman, Hale, Leclerc, Juhasz, Iwata, Lisle, Starin, Wilson	30
6/16/2011	N/NE Quadrant Project Stakeholder Advisory Committee (SAC) Meeting #7	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson	19
6/23/2011	Eliot NA Land Use Chair	Eberle, Juhasz, Leclerc, Lisle, Mark Johnson	1
6/29/2011	N/NE Quadrant Open House	Beckman, Eberle, Hale, Hartinger, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Joel Stein, Spencer Williams, Wilson	102
6/30/2011	Irvington NA Land Use Committee	Juhasz, Leclerc, Lisle	12
7/7/2011	Portland Freight Committee	Juhasz, Leclerc	25
7/11/2011	Oregon Convention Center Urban Renewal Advisory Committee	Iwata	16
7/12/2011	Bicycle Advisory Committee	Juhasz, Leclerc	25
7/12/2011	Eliot Neighborhood Association Land Use Committee	Eberle, Iwata, Juhasz, Leclerc,	5
7/13/2011	N/NE Quadrant SAC Joint subcommittee meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson	18
7/18/2011	Eliot Neighborhood Association Land Use Committee	Beckman, Iwata	4
7/19/2011	Pedestrian Advisory Committee	Juhasz, Leclerc	10
7/27/2011	Calaroga Terrace	Eberle, Juhasz, Leclerc, Lisle	2
7/28/2011	N/NE Quadrant SAC meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson	30
7/28/2011	Left Bank Building Tenants	Eberle, Starin, Juhasz	10

<b>Date</b>	<b>Organization/Event</b>	<b>Project Staff</b>	<b>Attendance (Approximate)</b>
8/1/2011	Travel Portland Community Action Committee	Eberle, Iwata	10
8/2/2011	Lloyd District and Sullivan's Gulch National Night Out	Hale, Lum	30
8/15/2011	Calaroga Terrace	Beckman, Juhasz, Lisle	2
8/18/2011	Lloyd Community Association	Beckman, Leclerc, Lisle	13
8/25/2011	Ashforth Pacific	Leclerc, Lisle, Raggett	2
9/1/2011	Lloyd TMA	Juhasz, Leclerc, Lisle	15
9/6/2011	Sullivan's Gulch Land Use Committee	Beckman	6
9/7/2011	Lower Albina Businesses	Beckman, Juhasz, Leclerc, Starin	6
9/8/2011	NE Broadway Business Association	Beckman	7
9/13/2011	Portland Business Alliance Transportation Committee	Iwata, Juhasz, Leclerc	15
9/18/2011	Dill Pickle Club - "How the City is Planned" walking tour	Starin	35
9/29/2011	N/NE Quadrant SAC meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	24
10/4/2011	CEIC Land Use Committee	Iwata, Juhasz	24
10/12/2011	N/NE Quadrant SAC Land Use Subcommittee meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	12
10/13/2011	N/NEQ TAC	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	10
10/14/2011	N/NEQ Agency Director's Check-in	Anderson, Hale, Iwata, Johnson, Juhasz, Leclerc, Zehnder	4
10/20/2011	Lloyd Ecodistrict Board Meeting	Iwata, Lisle	12
10/25/2011	LRS Architects	Beckman, Buono, Doss, Hale, Hamblin, Iwata, Raggett, Starin, Nan Stark	2
10/27/2011	N/NE Quadrant SAC meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	33
11/3/2011	Eliot Neighborhood Association	Beckman, Starin	1
11/8/2011	N/NEQ Stakeholders (Rose Quarter Management, Ashforth Pacific, Lloyd TMA)	Lisle, Raggett	3
11/8/2011	Oregon Trucking Association	Juhasz	1
11/9/2011	N/NEQ TAC	Eberle, Juhasz, Starin, Wilson	10
11/10/2011	N/NEQ Lower Albina Stakeholders (Streimer Sheetmetal Works, Inc.)	Starin	2
11/15/2011	Audubon Society	Beckman, Mindy Brooks	1
11/16/2011	Alora Development (Leftbank Project)	Iwata, Juhasz, Wilson	3



<b>Date</b>	<b>Organization/Event</b>	<b>Project Staff</b>	<b>Attendance (Approximate)</b>
11/17/2011	N/NE Quadrant SAC meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Williams	36
11/30/2011	Rose Quarter Stakeholder Advisory Committee	Lisle	40
12/1/2011	Portland Freight Committee	Juhasz, Leclerc, Wilson	25
12/2/2011	Lower Albina Businesses (Stan Herman, Ray Kutch)	Lisle, Starin	5
12/2/2011	NNEQ Stakeholders (Matt Arnold)	Juhasz, Leclerc, Wilson	15
12/8/2011	N/NE Quadrant Transportation Subcommittee	Eberle, Iwata, Juhasz, Lisle, Wilson	32
1/4/2012	Neighborhood Representatives (Eliot, Irvington, Sullivan's Gulch)	Iwata, Johnson, Juhasz, Leclerc, Lisle	6
1/5/2012	Lloyd TMA Meeting	Iwata, Eberle	10
1/5/2012	Portland Freight Committee	Johnson, Leclerc	10
1/6/2012	Rose Quarter	Johnson	2
1/10/2012	Calaroga Terrace (Gary Warren), Urobos Glass (Eric Lovell), Oregon Trucking Association (Debra Dunn)	Iwata, Johnson, Leclerc	3
1/11/2012	N/NE Quadrant Land Use Subcommittee	Beckman, Byers, Eberle, Hale, Iwata, Lisle, Starin, Raggert, Wilson	15
1/13/2012	N/NE Quadrant SAC Co-Chairs Meeting	Gillam, Iwata, Johnson	3
1/17/2012	Paramount Apartments	Eberle, Juhasz	2
1/17/2012	Willamette Pedestrian Coalition	Johnson, Leclerc	1
1/19/2012	N/NE Quadrant SAC Meeting	Beckman, Hale, Eberle, Johnson, Juhasz, Leclerc, Lisle, Iwata, Starin, Wilson, Zehnder	35
1/19/2012	Broadway Toyota	Iwata, Juhasz	1
1/20/2012	TriMet	Iwata, Lisle	2
1/27/2012	Compass Oncology	Iwata	4
1/31/2012	Legacy	Iwata	3
2/2/2012	Latino Network, Upstream Public Health, Urban League	Iwata, Leclerc	6
2/2/2012	N/NE Quadrant Open House	Beckman, Bump, Byers, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Menard, Raggett, Starin, Williams, Wilson	100
2/6/2012	N/NE Business Association	Beckman, Juhasz	10
2/7/2012	Central Eastside Industrial Council	Gillam, Iwata, Juhasz	21
2/9/2012	Langley Investment Properties	Hale, Iwata, Lisle, Zehnder	6
2/9/2012	Lloyd District Development Forum	Doss, Hale, Iwata, Lisle, Zehnder	14
2/9/2012	Lloyd TMA	Eberle, Lisle, Morehead	1
2/10/2012	Portland Business Alliance	Doss, Lisle	1
2/14/2012	N/NE Quadrant SAC Co-chairs meeting	Iwata, Johnson, Juhasz	3

<b>Date</b>	<b>Organization/Event</b>	<b>Project Staff</b>	<b>Attendance (Approximate)</b>
2/16/2012	N/NE Quadrant SAC Meeting	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin, Zehnder	33
2/24/2012	Bicycle Transportation Alliance (BTA) & BEST	Gillam, Iwata, Johnson	2
2/29/2012	Portland Public Schools (PPS)	Iwata, Lisle	2
3/1/2012	Lloyd TMA Annual Meeting	Beckman, Eberle, Iwata, Johnson, Morehead	30
3/5/2012	Eliot Neighborhood Association	Lisle, Zehnder	1
3/5/2012	Tracy Whalen (SAC freight rep)	Juhasz	1
3/6/2012	Joe Angel	Beckman, Brooks, Buono, Lisle	1
3/8/2012	Legacy Health	Lisle, Iwata	3
3/8/2012	Peter Finley Fry	Beckman, Iwata, Lisle	1
3/9/2012	Leftbank Project Tenants	Eberle, Hale, Iwata, Johnson	15
3/13/2012	Leftbank Project - Alora Development	Eberle, Lisle	1
3/13/2012	N/NE Quadrant SAC Co-chairs meeting	Gillam, Iwata, Johnson, Juhasz, Paul Smith	2
3/13/2012	Portland Business Alliance	Iwata, Juhasz	15
3/15/2012	N/NE Quadrant SAC Meeting	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Zehnder	34
3/20/2012	N/NE Quadrant Stakeholder Advisory Committee Worksession	Lisle, Iwata, Wilson	6
3/21/2012	N/NE Quadrant Land Use Committee	Beckman, Lisle, Raggett, Wilson	7
3/22/2012	E. John and Cleo Rumpakis	Hale, Roberta Jortner, Starin	2
3/22/2012	N/NE Broadway Business Association	Bump, Lisle	40
4/5/2012	N/NE SAC Walking Tour	Beckman, Iwata, Johnson, Juhasz, Leclerc, Lisle	17
4/5/2012	Paramount Apartments	Juhasz, Leclerc, Lisle	1
4/5/2012	Sullivan's Gulch Neighborhood Association	Beckman, Hale	1
4/11/2012	Bike Advisory Committee	Leclerc	8
4/11/2012	Eliot Neighborhood Association	Iwata, Lisle, Zehnder	10
4/12/2012	N/NE Quadrant SAC Meeting	Beckman, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	25
4/12/2012	N/NE Quadrant SAC Meeting	Beckman, Iwata, Johnson, Leclerc, Lisle, Starin	33
4/18/2012	N/NE Technical Advisory Committee	Beckman, Buono, Hale, Juhasz, Leclerc, Lisle, Starin, Wilson	4
4/19/2012	Sullivan's Gulch Neighborhood Association Charrette	Beckman, Bump	50
4/24/2012	Trimet	Iwata, Juhasz, Leclerc, Lisle	4
5/2/2012	N/NE Quadrant SAC Co-chairs meeting	Iwata, Juhasz, Johnson	3
5/15/2012	Portland Business Alliance	Iwata, Juhasz, Lisle	25
5/18/2012	Kurt Widmer / Lower Albina	Starin, Zehnder	1
5/22/2012	Eric Lovell / Lower Albina	Starin, Zehnder	1





## CENTRAL CITY 2035 PLANNING PROJECT

### TIMELINE

	2010	2011	2012	2013	2014	2015
2010–2011	Issues and Goals					
2011–2012		Concept Plan				
2010–2014	Quadrant Plans					
2014–2015			Implementation			

### GET INVOLVED

Visit the project website for information, documents and to view upcoming events. Subscribe to our email list or RSS feed.  
[www.portlandoregon.gov/bps/cc2035](http://www.portlandoregon.gov/bps/cc2035)

### EMAIL

[CC2035@portlandoregon.gov](mailto:CC2035@portlandoregon.gov)

### PUBLIC MEETINGS AND OPEN HOUSES

July 10, 2012	Steering Committee endorsement
August 9, 2012	Open House (tentative)
<b>Attend and testify at the Planning and Sustainability Commission and City Council</b>	
September 11, 2012	Planning and Sustainability Commission
September 25, 2012	Planning and Sustainability Commission
October 10, 2012	City Council
October 17, 2012	City Council

**WE ARE ALSO AVAILABLE TO GIVE A PRESENTATION OR TALK WITH YOUR COMMUNITY OR INTEREST GROUP.**



Bureau of Planning and Sustainability  
 Innovation. Collaboration. Practical Solutions.



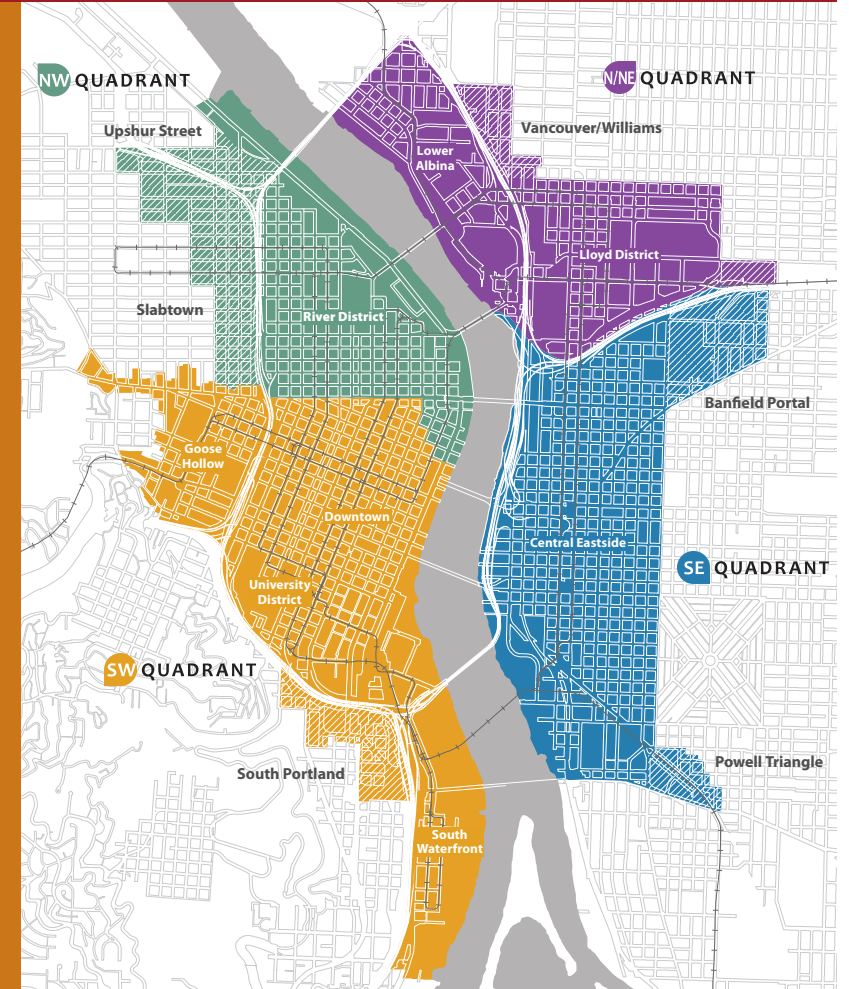
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# CENTRAL CITY 2035

A LONG-RANGE PLAN FOR PORTLAND'S CENTRAL CITY



Bureau of Planning and Sustainability  
 Innovation. Collaboration. Practical Solutions.





## PORTLAND'S CENTRAL CITY

The Central City is more than tall buildings and commerce; it's a rich cultural and civic center for all Portlanders. Here we foster local talent, industry and institutions, and connect with the stunning landscape that surrounds us. It is here—in the heart of the city—where the richness of our community is reflected in its design, development and robust economy. This is an intentional place, crafted through a participatory process with the belief that planning, done publicly and acted on collectively, is a critical ingredient for creating the city we seek. This is also a place

of purposeful experimentation, a learning city where new ideas about reshaping the traditional urban landscape and civic involvement have been actively pursued.

To preserve our existing assets and continue on a path toward a truly livable city center, we have undertaken the Central City 2035 planning project. Guided by the goals of the Portland Plan, we strive to make the Central City a place where equity is reflected in our actions and decisions, where youth can thrive and emerge as future leaders, and where the heart of the city is prosperous, healthy and connected.



## THE CONCEPT PLAN

As part of the Central City 2035 project, the Concept Plan provides high level guidance for the development of four quadrant plans, an overarching policy framework and an urban design concept.

### A CENTER FOR INNOVATION AND EXCHANGE

The Central City is the economic engine for the Portland metropolitan area and the Columbia River Basin. It is also the regional center for arts and cultural activities, retail, entertainment, tourism, higher education and lifelong learning, urban living and a vast multimodal transportation network.

The density and diversity of uses, activities and people creates excitement, interest, vibrancy and synergy in the Central City. *It encourages a level of interaction between people, businesses and institutions that cannot be generated elsewhere in the state.* This synergistic, dynamic environment has defined Portland as a center for innovation and exchange.

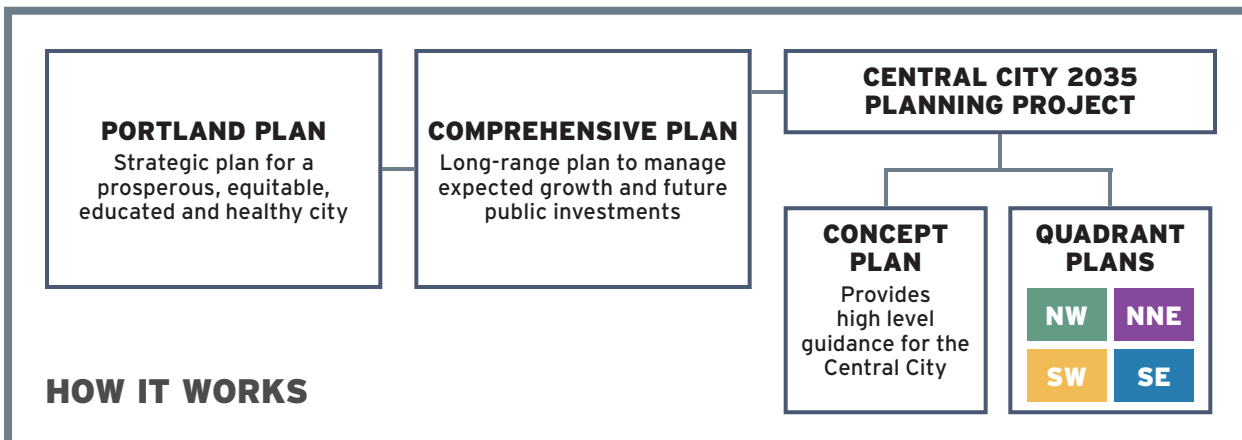
### POLICY FRAMEWORK

The policy framework was drafted through an extensive public involvement process and contains goals and guidelines for different policy areas, including:

- Regional Center: Economy and Innovation
- Housing and Neighborhoods
- Willamette River
- Urban Design
- Health and the Environment

### URBAN DESIGN CONCEPT

The urban design concept map (currently being refined) will illustrate where and how the Central City will grow and change, highlighting key organizing physical features, such as the Willamette River, major corridors and distinctive new districts. It will help guide future decision-making and prioritize public investments by the City and partner agencies.



## HOW IT WORKS