



# Pearl District

*A Future Vision for a Neighborhood in Transition*  
Development Plan



Plan Approved by City Council October 2001



# ACKNOWLEDGMENTS

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FUNDING FOR THE PEARL DISTRICT DEVELOPMENT PLAN

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An Appendix containing information describing the planning process, a glossary of terms, buildout analysis, background information, policy conflicts, and a summaries of the open houses is available as a separate document.



## EXECUTIVE SUMMARY

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The Pearl District Development Plan has been drafted by a 26-member steering committee, representing a wide range of viewpoints. The steering committee met over the course of a year to discuss the future of the Pearl District, to re-evaluate current plans and policies, and to focus on the development priorities for the neighborhood. The committee's initial ideas and concepts were reviewed at a public open house before undergoing further refinement through an intensive subcommittee process. The steering committee then created a draft plan that was reviewed at a second public open house before the steering committee made final recommendations. This effort was funded by the Portland Development Commission.

The Development Plan has two elements: a vision statement and an action plan. The vision is a broad statement about the future of the neighborhood. The action plan includes supporting goals and objectives and identifies specific policies, guidelines, strategies, and projects that will be implemented in order to achieve the vision.

### Vision Statement

Three key themes have emerged from this process:

- The Pearl District is undergoing an enormous amount of change, and special efforts will be needed to support elements that add character to the neighborhood. These elements of the neighborhood might otherwise be unable to remain in the face of escalating property values and rents. Efforts will focus on preserving historic buildings, supporting or providing opportunities for artists, and investigating ways to lessen the impacts of the changing neighborhood on established, independent businesses.
- Density adds to the neighborhood's vibrancy and will attract businesses, residents, and visitors who come to enjoy the variety of services and activities that make up the Pearl. At the same time, this area will require a significant degree of public and private investment to provide the amenities and services necessary to create a livable neighborhood.

- Finally, realization of the high expectations embodied in this Development Plan will require ongoing commitments and active involvement by everyone who cares about the Pearl District.

### Action Plan

The Action Plan is organized by broad topics or sections (i.e., Built Environment, Edges and Gateways, Transportation/Parking, etc.). For each broad topic, there are goals and objectives that identify a wide range of projects, programs and policies to realize the vision. Each section ends with a summary matrix that identifies specific actions with priorities and responsible parties. The priority scale (high, medium, and low) roughly indicates either importance for timing or funding, and was set by the steering committee with consideration of the public open house comments. The following have been identified as highest priority actions, not in order of preference:

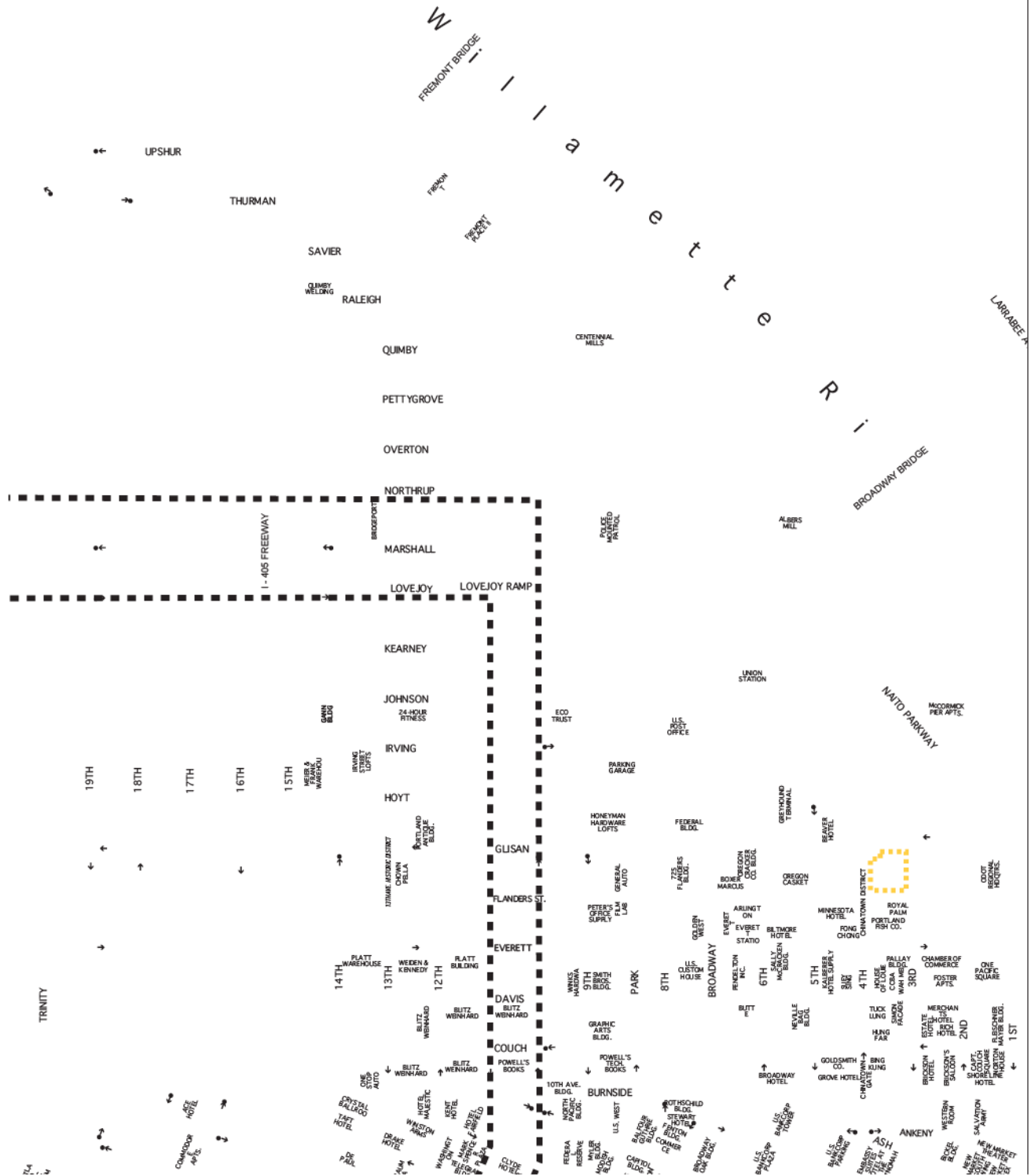
- Acquire remaining parcels along the waterfront
- Adopt code changes and incentives to encourage innovative design, preserve historic buildings, and create smaller affordable retail spaces
- Continue to implement the River District Housing Implementation Strategy
- Create additional public parking in the central/north area
- Create affordable studio space for artists
- Develop an incubator building to provide affordable space for small businesses and start-up companies
- Establish a community center or space for the neighborhood
- Locate a public market or other active public use at the 511 Broadway Building
- Re-install Lovejoy Columns as a gateway at Naito Parkway and NW Ninth Avenue
- Support existing arts and cultural institutions

In addition to establishing priorities, a series of concept plans and designs have been created for some key projects. These illustrations (highlighted throughout the report) are initial ideas and are intended to be a starting point for community discussions about potential projects that will help shape the character of the community.

Note: By its nature, this report is a planning document. The use of jargon and unfamiliar phrases has been minimized. If needed, there is a glossary of terms in the appendix to assist the reader.

# PEARL DISTRICT DEVELOPMENT PLAN STUDY AREA

JULY 2001



## INTRODUCTION

The Pearl District today faces enormous opportunities and challenges posed by conflicting intentions. Numerous planning studies and “vision statements” have been written in the last twenty-five years attempting to grasp the future of this mercurial area. All of them have, in measure, underestimated the potential that has emerged. It is our hope that this Development Plan may weave together the work of these previous efforts, as well as focus and define the priorities of their goals and policies. The Pearl District Development Plan begins to address many of the issues, such as:

- What makes the Pearl District unique and how can we maintain it?
- How can we encourage a diverse mix of housing, employment, shopping and other activities in the Pearl?
- What can we do to make the Pearl District a model of compact urban development?
- What can we do to support the artistic element that is an important part of our identity?
- What can we do to support existing businesses and industries that make the Pearl unique?

The Development Plan is an opportunity to look at where we are, where we are going, and, most importantly, where we want to go. It has two elements: a vision statement and an action plan. The vision statement describes what we want for the Pearl District. The action plan identifies specific policies, guidelines, strategies and projects that are needed to address critical issues in order to achieve the vision.

The Development Plan recommendations build on the vast amount of planning work that has laid the foundation for the revitalization of Pearl District. Most of the recommendations fine tune existing policies and regulations or suggest projects or programs to implement existing plans. There also is a dose of reality, in that they reflect current market economics and realistically identify the types of actions where the neighborhood or the City of Portland can be most effective.

## CONTEXT

The part of Portland that has come to be known as the “Pearl District” was once a marshland along the Willamette River, north of the emerging town. Filled to create more land for expanding railroad yards and associated warehousing, by the early 1900s the area had become the transportation hub of the city, and extensively developed with transit, storage and drayage uses. Manufacturing and ancillary uses proliferated as well. The area prospered as an industrial and warehouse district through the first half of the 20th century.



THE PEARL DISTRICT

Starting in the 1950s, the area reflected the dynamics affecting central urban areas nationwide. Transportation patterns increasingly shifted from water and rail to roads and highways, and subsequently, interstate freeways and air. The primary users relocated, leaving the District increasingly vacant and marginalized. These conditions created an area whose low rents attracted a diverse range of new tenants and users. The District became an “incubator” for start-up businesses. It became a convenient location for artists seeking inexpensive space and a casual environment. Warehouse buildings became used as dwellings, legally and illegally, introducing a new resident population. The District became an eclectic mixture of auto shops and art galleries. It became the mildly eccentric and quirky home of individuals and businesses that valued its proximity to the downtown, without its formality or expense.



NW GLISAN STREET

In the early 1980s, the Pearl District became the focus of planning efforts to convert under-utilized warehouses and abandoned rail yards into a mixed-use neighborhood. It started with an urban design study in the early-1980s, followed by the 1988 Central City Plan, which laid the foundation. The 1992 River District Vision Plan and 1994 River District Development Plan added more details. The efforts culminated in the River District Urban Renewal Plan, which was adopted in 1998 and provides tax increment financing for improvements within the district over the next 20 years. Revitalization of the Pearl District also plays a critical role in Portland's housing strategy and in achieving regional and state goals for growth management. Success in creating a high density urban neighborhood will help relieve pressure to expand the UGB and protect rural resource lands. The Pearl also will provide a model for mixed use development in other parts of the Portland metropolitan region.

In the 1990s, new development took hold in the District. The area became more desirable as the idea of urban living has become more viable. New high profile restaurants and retail activities located in the District, in addition to "loft" residences in converted warehouses as well as new buildings. An emerging part of the Pearl was centered on redevelopment of the former Hoyt Street railyards, in turn offering different choices and a new environment for the District. During this time, the first streetcar in America in the last fifty years was planned and constructed to run through the Pearl, providing convenient connections to downtown, PSU, and Northwest Portland.

The District has prospered, with land values increasing dramatically, including rents. The District's cycle of change and displacement continues and is coming to bear on the artist studios and businesses that have given the District much of its character, and in large part created its renaissance.

The potential for change is tremendous. From a year 2000 baseline of 1,300 residents and 9,000 jobs, the future buildout of the Pearl District is expected to result in about 12,500 residents and 21,000 jobs. (See Appendix for an explanation of the underlying assumptions in the Buildout Analysis.)

These forces are driving the need to look forward and to address the issues and challenges that are effecting the Pearl District.



## FUTURE VISION

The Pearl District was, is and will be an eclectic mix of activities and buildings. A place where creativity is encouraged and where contrast is part of the urban environment. It is and will be a neighborhood where residents, businesses and developers work together to build a community. A neighborhood where change and new ideas are accepted as part of life so long as the past is respected in the process. The essence of the Pearl as a community is that this is a neighborhood where people choose to come because of its unique mix of activities and its grit and contrasts – an urban place where daily life can be seen as much on the streets as in the buildings.

Change is a hallmark of the Pearl —whether it was railyards replacing marshland, trucks replacing trains, condos replacing artists, or streetcars replacing autos. The area is poised and uniquely able to respond to and direct some of this change as never before. The Pearl District will continue to diversify and offer a wide range of employment opportunities, educational and community facilities, active civic associations, and a variety of housing and services. Special efforts will be needed to maintain aspects of the community that might otherwise be unable to remain as market conditions shift. These efforts will focus on supporting and providing opportunities for artists, students, and older, established independent businesses to stay in the District.

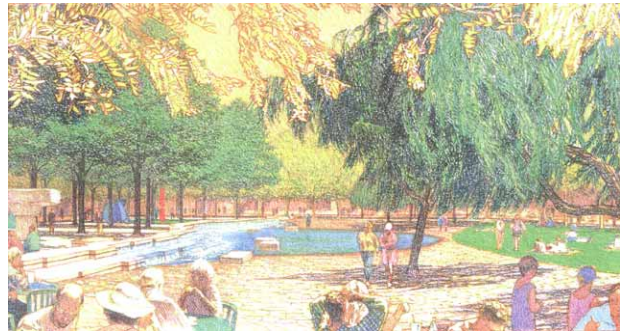


NW 12<sup>TH</sup> AVENUE/HOYT STREET

The Pearl's vibrancy will attract businesses, residents, and visitors who come to enjoy the variety and quality of commercial, artistic, community services, and activities that make up the Pearl. Developed at a density greater than anywhere else in the city, this area will require intensive public and private

infrastructure and amenities as it emerges. For example, the streetcar will be important – part asset, amenity, and incentive that will encourage further development.

As time goes on, the old and new Pearl increasingly will become one urban neighborhood as landscaping matures, as buildings gain the patina of time, and unique spaces and activities are established and experienced. Special efforts will be needed to preserve buildings and architectural features depicting the Pearl's history as visible connections to the past.



CONCEPTUAL DRAWING OF JAMISON SQUARE (NW 10<sup>TH</sup> AVENUE/JOHNSON STREET)

## CALL TO ACTION

A lot of time and capital has been invested in the River District and the Pearl District. Much of that investment has been directed towards creating a high density urban neighborhood. However, it is not enough to build housing and hope the neighborhood thrives and succeeds. The success of the neighborhood is not only a measurement of the number of the units built and the number of people who live here, but the way in which people experience a healthy, engaging, and intriguing community. This will only happen as the public, private and community sectors continue to collaborate to improve the neighborhood. Realizing the high expectations embodied in this Development Plan will require ongoing commitments and active involvement by everyone who cares about the Pearl District. Market driven success has contributed to much of the success of the Pearl up to this point. It is now the time for us to build upon that success, and begin the next phase through careful collaboration of all of the stakeholders who call this district their home.

## BUILT ENVIRONMENT

**GOAL:** New public and private development will be urban in character, will respect the Pearl District's heritage and will seek bold and adventurous designs that work within that context to enhance the District's distinctiveness.

### ***Objective 1: Recognize the character of historic/architectural resources.***

The Pearl's historic buildings and architectural features offer an important connection to the area's industrial/warehouse heritage. These buildings and features should be preserved, wherever possible, through rehabilitation and adaptive re-use.



PEARL TOWNHOUSES (NW 11<sup>TH</sup> AVENUE)

### **1. Update the inventory of historic buildings and other architectural features.**

The last comprehensive study of historic buildings was completed in 1984. An updated inventory should not only focus on whole buildings but also identify significant architectural features of elements. (e.g., water towers, street and sidewalk features, spaces between buildings, signage, canopies, etc.). These elements should be preserved and protected through means such as design guidelines, design review, and financial incentives.



### **2. Provide assistance to property owners to make seismic improvements to historic buildings.**

PDC should modify its seismic loan program and tailor it to better encourage seismic upgrades and promote the preservation of historic and cultural resources in the District. The program should be expanded to include other types of historic preservation improvements.



CHOWN PELLA BUILDING (NW 13<sup>TH</sup> AVE./GLISAN ST.)

### **3. Encourage owners of historic properties to list their buildings on the National Register of Historic Places.**

The Neighborhood Association and the State Historic Preservation Office should create an education program to explain the responsibilities and benefits of designating historic landmarks.

### **4. Review and, if necessary, modify the City's development code to encourage historic preservation.**

The Bureau of Planning should review current policies governing the transfer of development rights, especially FAR transfers, to ensure they are effective.

### **5. Target PDC's Storefront Improvement Program to assist owners and businesses in historic properties.**

PDC's Storefront Improvement Program provides matching grants for exterior renovations. PDC should work with owners and businesses to enhance important landmarks.



**Objective 2: Create and promote high design standards.**

New development must maintain and enhance the character and architectural diversity of the District's several distinct subareas.



RIVERSTONE (NW 12<sup>TH</sup> AVE./JOHNSON STREET)

**1. Review the River District Design Guidelines and their application in the Pearl District.**

The Bureau of Planning, the Office of Planning and Development Review, the Portland Development Commission, and the Portland Design Commission should review the River District Design Guidelines with a view toward making them less prescriptive and more performance-based. Currently, the guidelines are used as standards and tend to discourage innovation in favor of the status quo.

The City also should establish a better notification system so that the Neighborhood Association is notified and consulted about upcoming projects at the earliest stage of the design process.

In conjunction with this review, the City and the Neighborhood Association should encourage the local chapter of the American Institute of Architects (AIA) and/or the University of Oregon or Portland State University (PSU) architectural programs to undertake another urban design study, similar to the RUDAT study completed in the early 1980s.

**2. Provide incentives to developers to encourage the use of innovative and cutting edge design techniques.**

PDC should work with property owners and developers to establish design competitions or design-build approaches for major new developments.

The Neighborhood Association should prepare a "Pearl District Advisory Guidelines for Developers" handbook to give direction to developers. The Neighborhood Association also should establish an annual awards program to recognize and encourage design excellence.

**3. Review and revise the height and FAR allowances in the area north of Lovejoy and at Terminal One South to allow enough flexibility to achieve the design objectives of the District.**

The current design guidelines seek to establish a new identity for the areas north of NW Hoyt Street. Increasing the building height and/or Floor Area Ratio (FAR) allowances for these areas may allow for more innovative design. For example, to discourage full-block developments and encourage variable building heights, the development standards could allow for higher building heights on only a portion of the site.



BREWERY BLOCK #4 (NW 11<sup>TH</sup> AVE./COUCH STREET)



**Objective 3: Ensure that new development supports and reinforces public infrastructure investments and are integrated into and enhance the vitality of the Pearl District.**



LOVEJOY STATION (NW 9<sup>TH</sup> AVE./LOVEJOY STREET)

The Portland Streetcar, Jamison Square, the Tanner Creek Park Blocks, and the North Park Blocks represent important community assets and investments. For example, the streetcar represents a major public investment and a key transportation strategy to provide access and mobility through the neighborhood and to the rest of the Central City while reducing reliance on the automobile. New development should capitalize on that investment by maximizing density, activities and orientation to these assets.

**1. Review current design guidelines and development codes to ensure that high density and active uses are required along these assets.**

The City should ensure street level activities and building entryways orient themselves to the sidewalks, streets and other public spaces. Buildings that front onto major public assets should have active uses on the ground floor and a high density of people (either residents or employees) on upper floors. The City should

establish criteria for “active uses” and to provide for a minimum density to assure “active” utilization of these buildings and the adjacent areas.

**2. Specifically, support policy and code changes to require active uses along the streetcar.**

Although in the planning and construction stages for a number of years, some City plans and policies do not fully support the streetcar, including the current zoning along parts of the line (in process as the Northwest Transition Zoning Project) and in the Central City Transportation Management Plan. Policy changes should be made to require active ground floor uses to create high density development (either housing or employment) and to prohibit surface parking lots along the streetcar line.



PORTLAND STREETCAR

***Objective 4: Promote mixed-use development that contributes to a dense urban environment with an eclectic mix of uses.***

The Pearl District is planned to be a high density, mixed-use neighborhood. Although density brings more people who contribute to the vitality of the District, it does create concerns about building design and massing, especially with full-block developments. Rising property values have increased market pressure to redevelop buildings in the Pearl. Sometimes this redevelopment is rehabilitation of an existing building, other times it is demolition.



725 FLANDERS BUILDING (NW 8TH AVE./FLANDERS ST.)

New development should add variety and interest to the Pearl, while respecting the existing mix of styles and building heights that give the Pearl its interesting character. Where opportunities present themselves, a mix of building heights should be encouraged to enhance open spaces, pedestrian connections, architectural variety, solar access, and historic preservation within the Pearl.

To preserve older historic buildings, the use of transfer of development rights (FAR or building height) should be encouraged. It is recognized that these transfers may create taller buildings, but it is a trade-off to insure preservation of existing historic buildings that strengthen the connection to the past. The design and style of these taller buildings should be respectful of adjacent buildings.

**1. Create zoning and other incentives to foster more partial block developments.**

The Bureau of Planning should create zoning and other incentives to encourage the use of FAR, height transfers and bonuses to encourage and support denser development on smaller parcels to create more variety and articulation in building design.

**2. Identify opportunities for more flexible parking standards to support smaller/partial block development.**

Accommodating off-street parking requirements can be a barrier to smaller/partial block development. The Bureau of Planning should review parking standards to create more flexible approaches, such as off-site shared or “condominium” parking, to satisfy parking requirements.

**3. Address solar access requirements by providing incentives for building setbacks above a certain height.**

Taller and bulkier buildings can create a shadow effect on the street and adjacent buildings. The Bureau of Planning should review solar access standards to ensure that light penetrates to the street level, especially for parks, squares and other public spaces.



CITY LOFTS (NW 10<sup>TH</sup> AVENUE/GLISAN STREET)

FLOOR AREA RATIO (FAR) – A REGULATORY MECHANISM TO CONTROL THE SCALE OR INTENSITY OF DEVELOPMENT BY LIMITING THE AMOUNT OF DEVELOPMENT THAT CAN BE CONSTRUCTED ON A BLOCK OR PARCEL. FAR DESIGNATES THE RATIO OF TOTAL PERMITTED FLOOR AREA TO PARCEL SIZE. FOR EXAMPLE, ON A 10,000 SQUARE FOOT PARCEL WITH A 4:1 FAR, IT WOULD BE POSSIBLE TO BUILD A TOTAL OF 40,000 SQUARE FEET OF BUILDING.



***Objective 5: Promote a rich, diverse, active streetscape and pedestrian life.***

Streetscapes are more than just conduits for moving people, they are places where people interact and enjoy the neighborhood. Improvements are needed to make these streets active and pedestrian friendly. It is such an important element that additional objectives can be found in other sections (i.e., Edges and Gateways and Transportation).



FIRST THURSDAY GALLERY WALK

**1. Encourage smaller retail spaces on the ground floor of buildings.**

The City should identify market and regulatory obstacles to creating smaller retail spaces. The City should implement a program with incentives such as FAR bonuses for developments that create smaller retail spaces on the street level.

PDC should pursue a program to promote the use of condominium, co-operative, master leases or community land trust ownership models to secure space for small businesses and retailers.

**2. Establish retail corridors.**

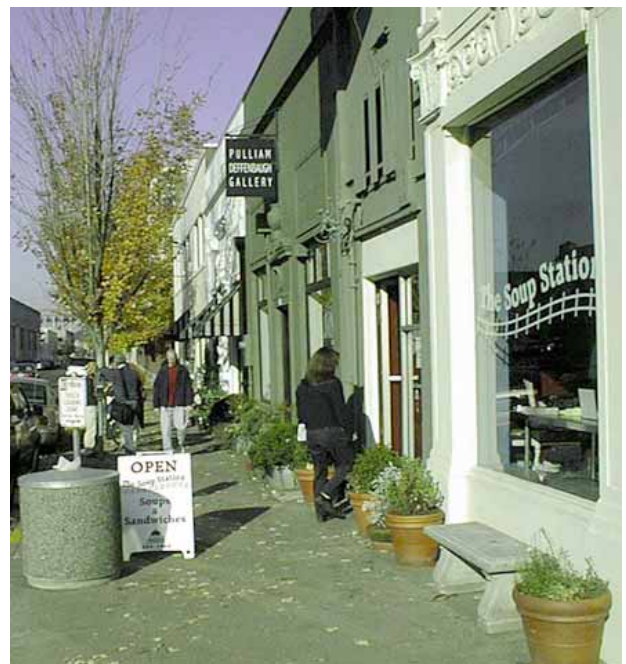
The City should refine ground floor active use requirements to target retail uses along specific corridors, such as NW Everett, NW Glisan, 10<sup>th</sup>, 11<sup>th</sup>, and along the Streetcar route. Other streets are more appropriate for other types of active uses such as professional office or services.

**3. Provide more flexibility with building setbacks.**

Requiring buildings to be built at the sidewalk edge is an important design standard to creating an active streetscape. However, the Bureau of Planning should review existing codes to consider allowing more flexibility with building setbacks if they are used to allow for wider sidewalks, plazas, or outdoor seating areas.

**4. Encourage buildings with generous ground floor ceiling heights.**

Taller ceiling heights can influence the appearance of a building at street level, create more attractive spaces, and provide greater flexibility for different uses over time. The City should explore incentives such as a building height bonus for increasing ceiling height within the project.



NW 12<sup>TH</sup> AVENUE

**Objective 6: Reduce the dominance of the Post Office and integrate it into the fabric of the community.**

The City should establish a partnership with the U.S. Postal Service to redevelop and re-use portions of the site, especially the parking areas along NW Ninth Avenue. Over the long term, encourage the relocation of the regional distribution facility, while retaining a postal facility to serve the River District.

**1. Identify opportunities to provide for infill development along the perimeter of the Post Office property that is better integrated with the surrounding neighborhood.**

The corner of NW Ninth Avenue and Lovejoy, and along Ninth Avenue, are opportunities for redevelopment which would change the relationship of the Post Office to the neighborhood. *(See conceptual design on facing page.)* PDC should sponsor a design process to engage the community and the U.S. Postal Service in addressing a wide variety of issues, including: urban design and landscaping where the site interfaces with the neighborhood; economic feasibility; operational impacts on the postal facility; opportunities for improved access to the riverfront and Union Station; and the visual impact of the facility from the perspective of the North Park Blocks. Other opportunities include providing for parking under the Lovejoy Bridge or structured/shared parking for community users and post office employees.

**2. Re-establish a full-service post office substation within the Pearl District.**

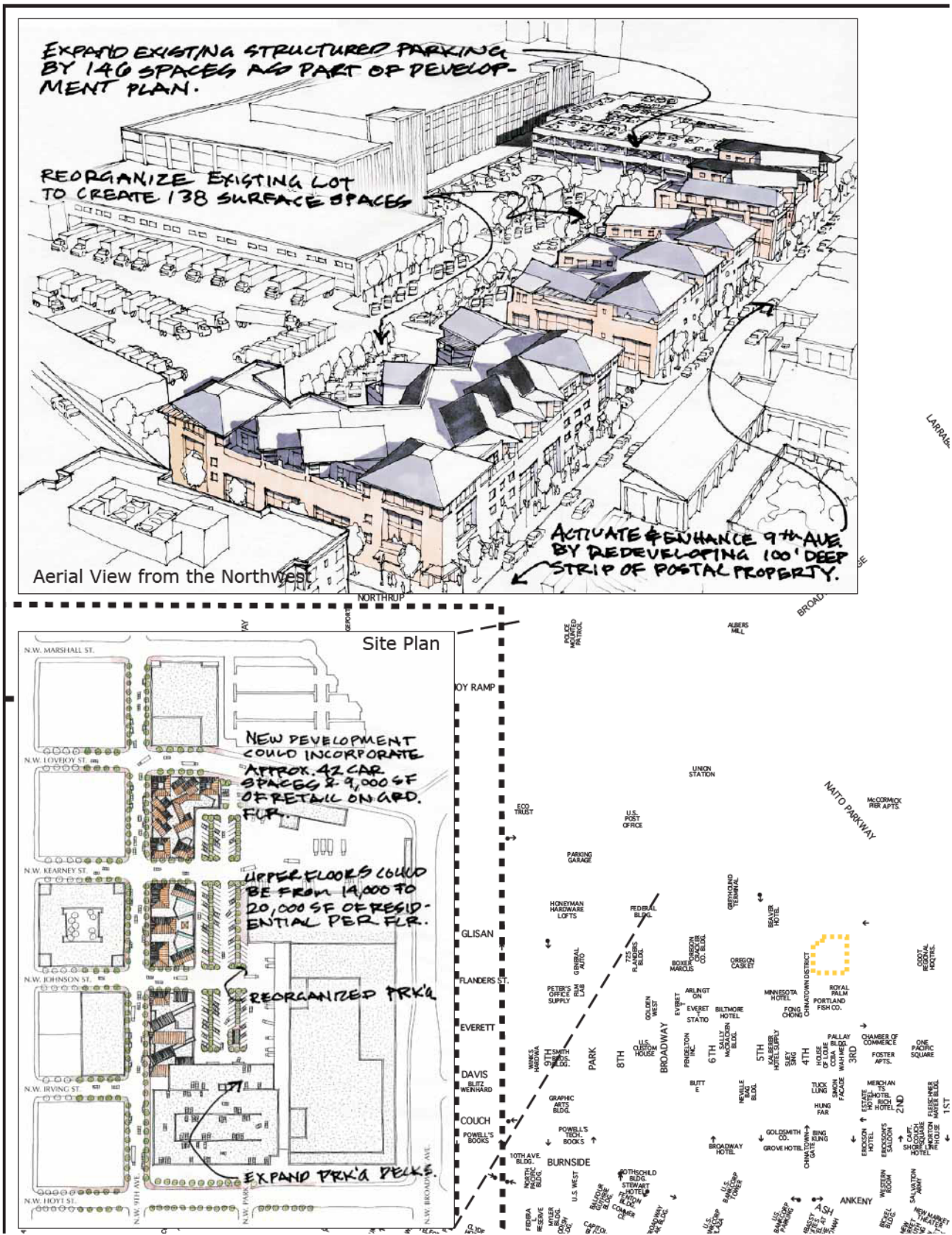
Currently, the Post Office has limited services for customers. Residents and businesses have to travel to the facility at NW 24<sup>th</sup> Avenue to collect parcels, held mail, or conduct other business with the U.S. Postal Service.



MAIN POST OFFICE (NW BROADWAY/HOYT STREET)



CONCEPTUAL PLAN  
POST OFFICE REDEVELOPMENT ALONG NW 9TH



## BUILT ENVIRONMENT

	Priority			
Action Items <sup>1</sup>	High	Med	Low	Responsible Party <sup>2</sup>
<b>Projects</b>				
Re-establish a full-service Post Office substation within the Pearl District				U.S. Postal Service
<b>Programs</b>				
Update historic resources inventory				Planning PDNA
Establish loan/grant program for seismic improvements and other historic renovations				PDC
Create education program to promote historic designations				Planning PDNA SHPO
Promote Storefront Improvement Program to enhance historic buildings				PDC
Prepare Development Guidelines Handbook				PDNA
Establish a design competition for a major new development				PDC Private
Study appropriate locations for sidewalk vending carts				Planning PDNA Merchants Assoc.
Encourage AIA, PSU or U of O to undertake an urban design study				PDNA Planning, PDC
Create a program to assist with alternative forms of ownership (co-op, land trust, condo) for commercial space				PDC Merchants Assoc.
Undertake community planning process to re-design Post Office site to create opportunities for infill development				PDC U.S. Postal Service PDNA Planning

1. (on this page 18 and where ever these Action Items appear in these tables throughout this document). The Portland City Council and Development Commission approved this plan by resolution. The actions listed are a starting place. Actions are adopted with the understanding that some will need to be adjusted and others replaced with more feasible proposals.

2. (on this page 18 and where ever Responsible Party appears in these tables throughout this document). All actions must have at least one identified implementor. Identified implementors have expressed interest and support with the understanding that circumstances may affect their ability to take action. Some implementors are entities that actually carry out one or more elements of the action, while other implementors advocate for the action.

## BUILT ENVIRONMENT CONTINUED

	Priority			
<sup>1</sup> Action Items	High	Med	Low	<sup>2</sup> Responsible Party
<b>Policies</b>				
Review and revise development standards to require high density and active uses in the vicinity of major public investments (i.e., Portland Streetcar, Jamison Square)				Planning
Study and make recommendations to encourage historic preservation through transfer of development rights				Planning
Review and revise River District Design Guidelines to promote mixed use development in a dense urban environment				Planning PDC PDNA OPDR
Review and revise building height and FAR standards for area north of Lovejoy to allow for more flexible designs				Planning
Study market and regulatory obstacles to creating small-scale retail space and create appropriate incentives such as FAR bonuses				Planning
Adjust active ground floor use requirements to focus on retail activities into major corridors				Planning
Study market and regulatory obstacles to smaller, partial block developments and create appropriate incentives such as FAR bonuses				Planning
Review solar access standards to ensure consistency with building height and FAR changes				Planning Transportation
Explore appropriateness of allowing building setbacks for wider sidewalks, plazas, and outdoor seating				Planning

## NEIGHBORHOOD AMENITIES

**GOAL:** As a successful high-density neighborhood, the Pearl District will be a vibrant urban neighborhood with a range of quality amenities that support people who live and work in the neighborhood, as well as those people who come to enjoy its services and amenities.

***Objective 1: Establish services and facilities that are appropriate and needed to serve the Pearl District and adjacent neighborhoods.***

As part of the Central City, the Pearl District enjoys convenient access to a wide range of services and facilities. For example, two public libraries are located on either end of the streetcar line. The Northwest District has a hospital and medical clinics. The Downtown has a full range of public services.

But as the Pearl transitions from an industrial district to a high density residential neighborhood, the area will require more services and facilities that serve its residents. To a certain extent, basic commercial retail services are either in the planning stages (i.e., two proposed grocery stores) or are expected as the area develops and the number of people increases. However, there are some services and facilities which will require a more pro-active approach to ensure they are a part of the Pearl. The Neighborhood Association will need to play an active role in identifying needed services and lobbying providers to meet those needs.

**1. Attract day care facilities to support residents and employees.**

PDC should provide financing to facilitate the development of space for day care facilities in the District.

The Neighborhood Association, with the City, should research local, state and federal requirements regarding day care centers to identify obstacles to siting them in dense urban areas and identify modifications or exceptions to those requirements to make it easier to accommodate those facilities.



NORTH PARK BLOCKS

**2. Pursue the siting of a school.**

The Pearl District is well-suited to accommodate a nontraditional school (e.g., charter school, learning center, arts focus program, “storefront” classroom). The City should work with Portland Public Schools or a charter school organization to site a school in the neighborhood. A middle school with a fine or performing arts focus would be compatible with other artistic resources in the neighborhood and serve a need for Northwest Portland.

PDC should retain some publicly owned land as an opportunity site for a school or similar public use.

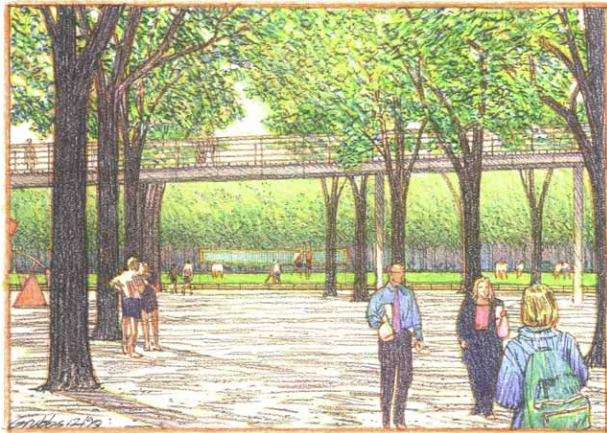
**3. Create additional community space for local residents.**

PDC and the Bureau of Parks and Recreation should work with the community to create community facilities such as meeting rooms, classrooms, and/or indoor recreation facilities, primarily to serve the neighborhood. These facilities could be developed in conjunction with other development projects. These facilities would be different from the proposed re-use of the Centennial Mills building (see page 18), which could be a larger, regional attractor that serves a wider area.



## **Objective 2: Maintain and enhance public open spaces.**

The Pearl District is planned to have one of the highest densities of development, which will require parks and open spaces to mitigate some of the impacts of that density. Previous studies have indicated that the area is already underserved. Jamison Square, the other Pearl District Park Blocks and the extension of the Waterfront Park and the Willamette Greenway are expected to fill some of that need, but other needs will still remain.



ELEVATED BOARDWALK FEATURED IN NORTHERNMOST PARK BLOCK

### **1. Implement the adopted parks plans for the District, including the “Boardwalk” connection to the riverfront.**

The “Boardwalk” is an opportunity to create a strong pedestrian connection over the railroad and Naito Parkway to the riverfront. PDC should work with adjacent property owners to implement the design and ensure that active uses reinforce the connection.

Jamison Square is the first project identified by the Tanner Creek Park and Water Feature Steering Committee and designed by Peter Walker. The future phases of this project should be completed.

### **2. Build a children’s playground in the southern portion of the “neighborhood park” planned in the Hoyt Street Yards.**

The North Park Blocks has a children’s playground near Davis Street, but there are no other facilities for small children. A playground

should be included as part of the final design of the northernmost Pearl District Park Block.

### **3. Explore opportunities to provide public restrooms, especially in and around parks and open spaces.**

Currently, public restrooms are only available through shops and other businesses that are open to the public. The new Pearl District Park Blocks should incorporate public restrooms into their design.

### **4. Encourage more “pocket parks” and small open spaces as part of development projects.**

The City should require or create incentives for private developers to create open spaces as part of large-scale development projects. The City or a nonprofit organization should acquire small, otherwise unusable pieces of property for use as community gardens.

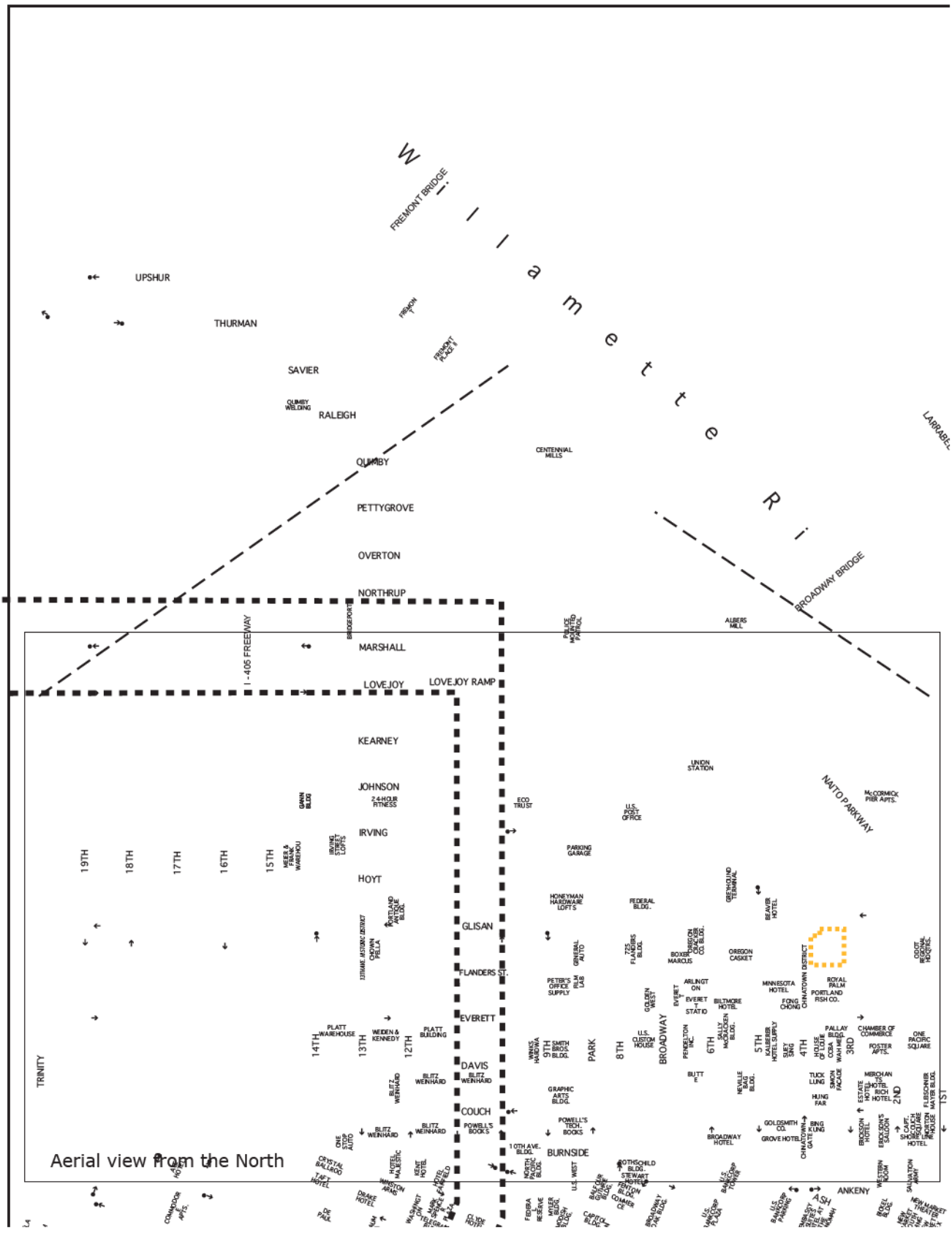


MCKENZIE LOFTS (NW 12<sup>TH</sup> AVE./FLANDERS STREET)

### **5. Acquire waterfront property for use as open space and other public uses.**

The City should make it a priority to acquire the remaining pieces of waterfront property. When PDC gains control of the majority of the waterfront property, a community planning process should be undertaken to define the future character, use and design of the property between the Broadway Bridge and Terminal 1 South.

One opportunity is to re-use a portion of the Centennial Mills site as a regional community/recreation center. *(See conceptual design on following page.)*



## NEIGHBORHOOD AMENITIES

	Priority			
<sup>1</sup> Action Items	High	Med	Low	<sup>2</sup> Responsible Party
<b>Projects</b>				
Provide incentives or financial assistance to locate daycare facilities in publicly financed projects				PDC
Implement Tanner Creek Park Blocks design, including "Boardwalk"				PDC Parks and Recreation Transportation Hoyt Street Prop.
Build a playground on northernmost Pearl District Park Block				PDC Parks and Recreation
Acquire waterfront property for use as open space and other public uses				PDC Parks and Recreation Planning Env. Services
Create additional community space				PDC Parks and Recreation
Build a community/recreation center in a portion of Centennial Mills site				PDC Parks and Recreation
<b>Programs</b>				
Explore opportunities to locate a school in the Pearl District				PDC Portland Public Schools Private
Provide incentives to create more "pocket parks" and small open spaces				PDC Planning Parks and Recreation

# HOUSING

**GOAL:** The Pearl District will have a diverse inventory of housing available to different types of households at all income levels.

***Objective 1: Encourage a diverse mix of housing types that is affordable to a range of households.***

Current market forces are putting tremendous pressure on housing affordability. Land prices and construction costs make it difficult to provide housing that is affordable to households earning less than the median household income without public assistance.



STREETCAR LOFTS (NW 11<sup>TH</sup> AVENUE/LOVEJOY STREET)

**1. Support and promote the development of a wide range of housing types for all income levels as outlined in the adopted River District Housing Implementation Strategy of 1999.**

There are concerns that the current market is only providing units affordable to higher income households and that most of the public assistance has gone to support the lowest income households, while there remain very few units available to middle income (80-120% median income) households.

PDC should take into account these concerns in the evaluation and selection of housing projects. PDC should give higher priority to projects that mix income levels and household sizes within a building.

PDC should encourage/require innovative design elements, such as passive solar or ventilation, to increase livability in the evaluation



COURTYARD AT NW 12<sup>TH</sup> AVENUE AND IRVING STREET

and selection of affordable housing projects.

**2. Provide affordable home ownership assistance.**

PDC should pursue the use of shared appreciation mortgages and establish at least one community land trust project in the district.

***Objective 2: Provide opportunities for households with children to live in the District.***

Most of the housing units in the Pearl District are smaller studio or one-bedroom units. Larger units are needed to attract families and maintain a diversity of residents living in the Pearl District.

**1. Encourage the development of two- and three-bedroom units.**

PDC should support housing projects that include affordable two- and three-bedroom units.

The City should consider FAR bonuses that encourage larger housing units, similar to those bonuses recommended in the West End Plan.



## **2. Explore design opportunities to create flexible space in residential units.**

Residential projects, where feasible, should allow for future conversion or reconfiguration of units to add bedrooms or create larger units. The City and the Neighborhood Association should partner on a education project to explore and promote design options.

## **3. Identify factors that would encourage households with children to locate in the Central City, including the Pearl District.**



PEARL COURT (NW 9<sup>TH</sup> AVENUE/JOHNSON STREET)

The Association for Portland Progress or PDC should conduct a survey of downtown workers and day care providers to identify factors that would encourage households with children to locate in the Central City. Based on the results of the survey, PDC and the Neighborhood Association should plan a strategy to address the needs of families.

When family-sized units and supporting services are in place, an advertising program, especially for affordable units, should be undertaken to communicate the benefits of locating in the Central City. This program should involve partnerships with the neighborhood association, Association for Portland Progress, the Coalition for a Livable Future and other community groups.

## HOUSING

	Priority			
<sup>1</sup> Action Items	High	Med	Low	Responsible Party <sup>2</sup>
<b>Projects</b>				
Continue to implement the River District Housing Implementation Strategy				PDC
Develop an ownership housing project using shared appreciation mortgages or land trust ownership models				PDC
Provide incentives or financial assistance to housing projects with two- and three - bedroom units dedicated to households with children				PDC
<b>Programs</b>				
Target financial assistance to projects that mix income levels, especially for middle income households				PDC Housing Authority of Portland
Study design innovations, such as passive solar or ventilation, to increase livability in affordable housing projects				PDC PDNA
Explore design options to create flexible space that allows for future conversion or reconfiguration to add bedrooms				PDC PDNA
Conduct a survey to identify factors that would encourage families to locate in the downtown area				APP PDC
Create a strategy to address the needs of families in the Pearl District				PDC PDNA
Create a marketing program to attract families				APP PDC PDNA

## ARTS AND CULTURE

**GOAL:** Artists, galleries and art institutions will continue to play an essential role in the identity and character of the Pearl District.

### ***Objective 1: Support the Pearl District's identity as an artistic and creative community.***

The artistic character of the Pearl District is what draws many people to this neighborhood. It also faces a tremendous amount of pressure from market forces and escalating property values. The Pearl District as a whole, including property owners, businesses, residents and the Neighborhood Association will need to work together to ensure that artists, galleries and art institutions continue to thrive in the neighborhood.

#### **1. Ensure affordable studios and live/work space for artists.**

Other communities have been successful in creating affordable studio space. PDC and private developers should explore opportunities to preserve and create affordable studio and exhibit space. PDC should assist a local, nonprofit organization to finance the acquisition of a building and/or space. Projects such as the Everett Station Lofts in Portland or the Torpedo Factory in Alexandria, Virginia could serve as models. An alternative is for a nonprofit to secure master leases on available space that can then be sublet to artists.



#### **2. Reinstall the Lovejoy Columns/Murals at NW Ninth and Naito Parkway.**

The Lovejoy Columns reinstallation is the highest priority public art project in the neighborhood. A tremendous amount of thought and energy has been devoted to the design of a gateway at NW Ninth and Naito Parkway (*see the RIGGA design on the following page*). PDC and other public programs, such as the Percent for Art or the Regional Arts and Culture Council, should give this project priority for public art funding.

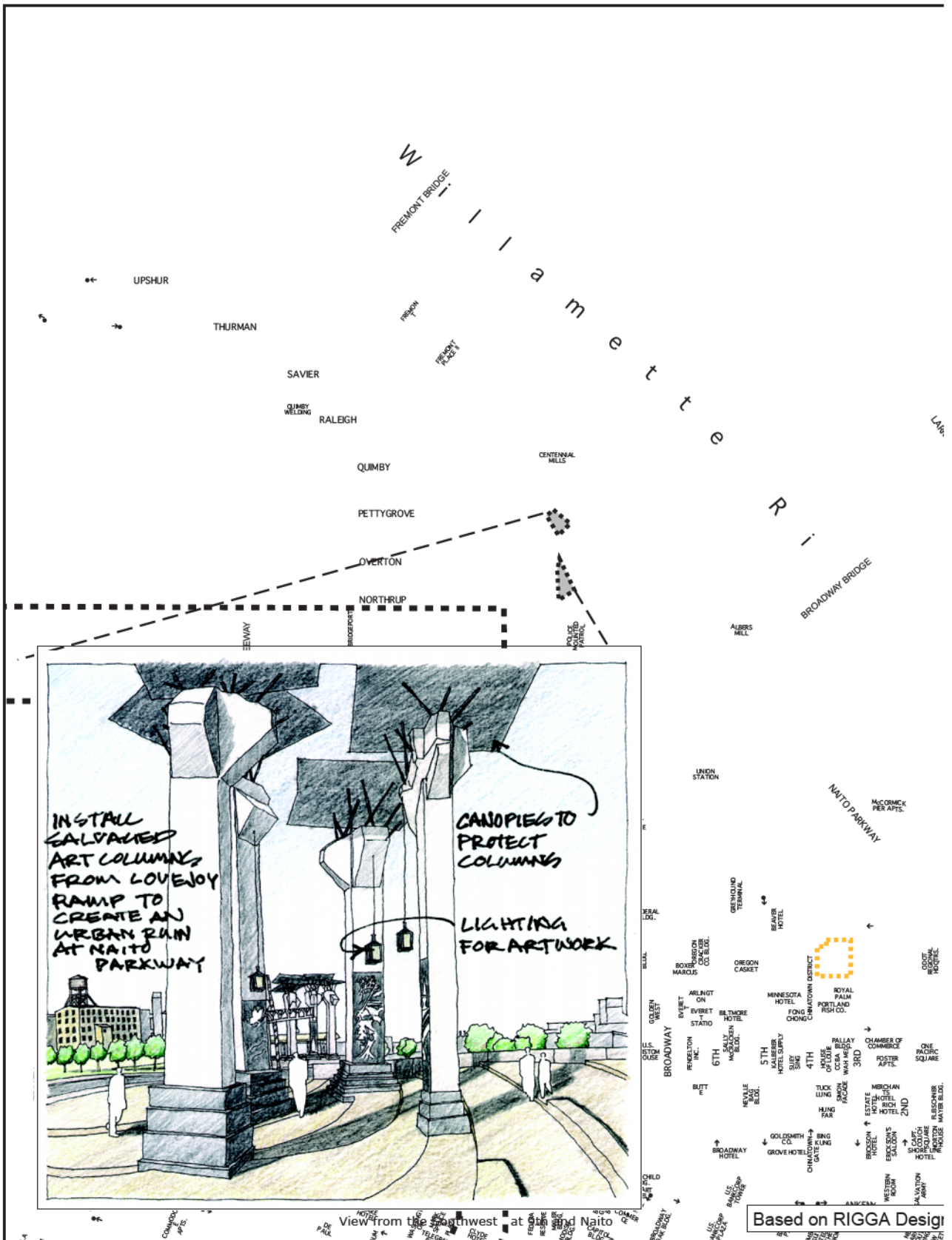
#### **3. Encourage commissions to artists.**

The neighborhood association, cultural institutions and other civic groups should work together to encourage developers and others to commission work from artists to incorporate into development projects. There should be a special emphasis on local and regional artists. These works should be placed in public view and be of lasting value and the highest quality.



PUBLIC ART ON  
STREETCAR LINE  
(NW 11<sup>TH</sup> AVENUE)

# CONCEPTUAL PLAN LOVEJOY COLUMNS AT NAITO PARKWAY





***Objective 2: Foster partnerships within the community to create and support cultural spaces and activities.***

In addition to the current activities and facilities, there are additional needs and opportunities to reinforce and enhance the artistic identity of the Pearl.

**1. Create space for performing arts, theatre, and movies.**

As the neighborhood grows, there will be increasing demand for public venues and spaces for performing arts events. The neighborhood association should work with other civic groups and developers to incorporate these uses into future development projects or a future community center.

**2. Enhance arts activities for the public, especially children.**

Art activities for the public should build on and expand the programs created by PNCA and PICA. Any future school or community center proposal should incorporate an arts element to take advantage of the resources in the neighborhood.

***Objective 3: Support cultural institutions in the neighborhood.***

Cultural institutions, such as the Pacific Northwest College of Art (PNCA) and the Portland Institute for Contemporary Art (PICA), provide an important framework for supporting the arts in the Pearl. These institutions provide valuable programs, facilities and activities. They are an integral part of the neighborhood and need the full support of the community to ensure that they thrive and enjoy continued success.



PNCA INTERIOR



**1. Create a permanent presence for PNCA and PICA in the neighborhood.**

Currently, both of these institutions occupy their buildings under long-term leases. PDC, the Neighborhood Association, and others in the community should work to support their continued presence in the Pearl District. One strategy is to increase awareness of these important cultural institutions by providing assistance in marketing their programs and activities.

**2. Explore the need, opportunity and feasibility of adding dormitories to PNCA.**

Many of the students cannot afford to live in the Pearl. A dormitory would enable artists to remain in the Pearl, allow some students to reduce or eliminate their need for a car, and reduce traffic parking demand in the neighborhood.

**3. Encourage other cultural institutions to locate in the Pearl District.**

Additional cultural institutions will create a broader foundation and reinforce the neighborhood's artistic identity. Possible institutions could include a historical society with an emphasis on the Pearl, a performing arts theater, and/or a school with a performing or fine arts focus.

**4. Support and promote the continuation of First Thursday.**

First Thursday brings thousands of people into to the Pearl to create a monthly street party that adds to the vitality of the neighborhood.

## ARTS AND CULTURE

	Priority			
<sup>1</sup> Action Items	High	Med	Low	Responsible Party <sup>2</sup>
<b>Projects</b>				
Re-install Lovejoy Columns at NW Ninth Avenue and Naito Parkway gateway				PDC RACC
Provide incentives or financial assistance to create affordable artist studios or space				PDC Private
Provide incentives or financial assistance to create space for performing arts or theater				PDC Private
<b>Programs</b>				
Encourage development projects to incorporate public art from local artists				PDNA
Create a non-profit organization to support art activities				PDNA
Study feasibility of adding dormitories at PNCA				PDC PNCA
Encourage other cultural institutions to locate in the Pearl District				PDNA
Establish a permanent presence for PICA, PNCA and other institutions				PDC PDNA Private

## ECONOMIC OPPORTUNITIES

**GOAL:** The Pearl District will offer a wide range of employment opportunities through a diversity of businesses that enable people to live, work, shop, and play within the neighborhood.

The Pearl District's proximity to downtown has always influenced the types of businesses that locate here. Recently, there has been a shift from industrial uses to more professional office uses. While the industrial uses should not be forced out, other employment opportunities are encouraged to create a community with a balance of employment, residential and retail uses.

The Pearl District has experienced and is expected to see significant growth in the number of businesses and employment opportunities. The growth is expected primarily in the professional office, especially creative services, and retail sectors. This employment growth and new investment is driving market forces and rising property values that have different impacts on the Pearl's eclectic mix of businesses. Some are able to withstand these forces and reap financial windfalls, while others are struggling to survive.

Those businesses that own their own buildings have or will benefit from the revitalization of the Pearl. Some industrial users may experience problems with a shifting customer base as the area shifts away from light industrial uses, but the increased property values are a way to finance relocation.



WIEDEN & KENNEDY INTERIOR



METROPOLITAN PRESORT (NW 10<sup>TH</sup> AVE./GLISAN ST.)

Some light industrial businesses, especially those that lease their buildings, are leaving the Pearl. Others are experiencing more complaints from their new neighbors over truck access or noise. As a nearby option, the City is strengthening the Guilds Lake area as a long-term industrial sanctuary to provide a location for businesses that want to be near the central city.

The Pearl has a number of specialized, destination retailers that could locate anywhere in Portland, but originally chose the area for its affordable rents and readily available parking. But increasing rents and increased competition for parking are changing the business environment. Some businesses are relocating, while others are benefiting from the neighborhood's revitalization.

Many of the Pearl's smaller retail businesses, including art galleries, have been major contributors to the neighborhood's renaissance. However, they can be among the hardest hit by increasing rents. As leases expire, some businesses are finding it difficult to survive. Other businesses are struggling with the various disruptions caused by construction, which can result in the loss of on-street parking, temporary street closures, or increased noise and dirt.

Everyone is concerned about the displacement and turnover of businesses, which can threaten the character that makes the Pearl District unique. However, because these challenges are mainly the result of larger market forces, effective solutions and assistance can be difficult.

***Objective 1: Encourage new employment opportunities that capitalize on the Pearl District's location within the Central City.***

**1. Encourage uses that fit into the fabric of the neighborhood.**

Ideally, new developments or uses should preserve existing buildings and provide opportunities for a wide range of uses, including artistic and other start-up companies.

**2. Establish an incubator building with smaller, affordable (Class B or C) space for small businesses and start-up companies.**

An important characteristic of the Pearl is the smaller, independent businesses. In the past, these businesses have sought out the Pearl as an affordable location in the Central City. As the area develops, these affordable spaces are being rehabilitated and remodeled into space that is more expensive. PDC should assist property owners in maintaining or creating space that may have fewer amenities and is affordable to smaller or start-up businesses.

***Objective 2: Support existing businesses that are an important part of the character and diversity of the neighborhood.***

The mix of existing businesses, especially the industrial uses, adds to the character of the Pearl District. These businesses need to be supported and steps taken to ensure that they are not unnecessarily being forced out of the neighborhood. Market economics and escalating property values are an important factor, but there are other policies and practices that can be initiated to ensure the future success of businesses in the Pearl. For example, industrial uses may need truck loading areas or may need to use a traffic lane in the street. The City and the neighborhood should ensure these uses are supported and are not being forced out for reasons other than economics.



NW 10<sup>TH</sup> AVENUE/FLANDERS STREET

**1. Pursue the use of good neighbor agreements with new development projects.**

The City, Neighborhood Association and adjacent businesses should work with developers and construction contractors to create good neighbor agreements or construction mitigation plans to address impacts, such as street closures, parking blockages and cleanliness, to reduce the impact of large scale construction projects on nearby property owners and businesses.

**2. Create a program to promote the use of condominium, co-operative or community land trust ownership models for small businesses and retailers.**

PDC should work with local businesses and property owners to create programs that would allow businesses to establish an equity interest in their building to better protect the businesses against rising property values and rents.

**3. Build partnerships between new businesses/users and existing businesses and institutions that capitalize on the unique qualities that make up the Pearl District.**

The Merchants Association and the Neighborhood Association should work together to promote local businesses.

#### 4. Recognize and acknowledge adjacent industrial uses.

New owners and tenants do not always fully consider that the Pearl District is an industrial area, which can sometimes lead to conflicts with long-standing businesses. The Neighborhood Association should work with property owners and developers to create an awareness of these conditions.



NW 10<sup>TH</sup> AVENUE/COUCH STREET)

## ECONOMIC OPPORTUNITIES

	Priority			
<sup>1</sup> Action Items	High	Med	Low	<sup>2</sup> Responsible Party
<b>Projects</b>				
Create an incubator building with affordable space for start-ups and small businesses				PDC Private
<b>Programs</b>				
Use good neighbor agreements with new development projects to minimize construction impacts to surrounding businesses				PDNA Merchants Assoc. Private
Promote the use of condominium, co-operative, or community land trust ownership models for small businesses or retailers				PDC Merchants Assoc.
Increase awareness of the industrial uses and reduce conflicts and complaints from newcomers				PDNA Merchants Assoc. Private



## EDGES AND GATEWAYS

**GOAL:** Strengthen connections between the Pearl District and its adjacent neighborhoods, enhance its relationship to the Willamette River, and reinforce the identity of the areas of the district at the edges.

***Objective 1: Strengthen the connections to the Willamette River and ensure that the riverfront is developed as an engaging public space.***

The riverfront is a defining element of the Pearl District. It provides regional open space and public access to the water. The City's River Renaissance Vision will provide a unifying framework to define the future character, use and design of the riverfront.

### **1. Ensure that public access is provided to the Willamette River and along the shoreline.**

The riverfront should provide for different types of access, including pedestrian and bike access to the water, marinas, water-related recreation and a pathway system with connections to the Willamette Greenway Trail System.

Development should integrate public access, urban vitality, river health, fish and wildlife habitat.

### **2. Develop different types of activities along the riverfront.**

Activities could include water-related recreation (boat houses and marinas), open space, public facilities, and private uses, such as offices and housing.



FREMONT PLACE LOOKING SOUTH

### **3. Develop a variety of spaces using landscaping and urban design to create hard and soft edges.**

Between Naito Parkway and the shoreline, surface parking lots should be prohibited and the amount of parking should be minimized. The edge along Naito Parkway should preserve view corridors to the river. The river should not be obscured by a continuous wall of buildings.

### **4. Install streetscape improvements along Naito Parkway.**

Naito Parkway needs streetscape improvements from NW Ninth Avenue to Terminal 1 South, including sidewalks, street trees, on-street parking and lighting. A local improvement district should be created to fund these improvements (similar to the one created for the improvements between NW Ninth Avenue and the Steel Bridge).

### **5. Enhance pedestrian crossings across the railroad tracks and NW Naito Parkway.**

The extension of the "Boardwalk" on NW 10th Avenue from the Tanner Creek Park will be a key connection to the riverfront. This project should be a high priority for funding. Additional pedestrian bridges and signalized intersections, especially in the vicinity of NW 12<sup>th</sup> Avenue, will be needed to strengthen the connections.

PDC should work with Hoyt Street Properties and the Portland Terminal Railroad Company to sponsor a design competition to create an attractive safety fence along the railroad.



FREMONT PLACE LOOKING NORTH

## 6. Integrate the redevelopment of Terminal 1 South into the surrounding area.

Terminal 1 South has significant redevelopment potential. Special effort will be required to provide connections and integrate new development into the surrounding area. New development should connect to the Willamette Greenway Trail. The inlet at the north end of the site should allow for public access to the river. Transit service along Naito Parkway to the Portland Streetcar or Transit Mall should be explored.

Other uses to consider at Terminal 1 are fish restoration, a cruise ship facility, or a shipping berth for the marine industrial property on the north side of the inlet.

### ***Objective 2: Improve connections across Burnside Street to the West End and Downtown.***



NW 13<sup>TH</sup> AVENUE/BURNSIDE STREET

Broadway, 10<sup>th</sup> Avenue, 11<sup>th</sup> Avenue, and 14<sup>th</sup> Avenue provide good vehicle connections north and south of Burnside. Signalized left turn lanes for eastbound traffic on Burnside are not needed.

Therefore the focus is the Burnside corridor as a pedestrian barrier. The three major factors for pedestrians are: 1) the distance between signalized intersections; 2) narrow sidewalks that make walking along Burnside unpleasant; and 3) the disparity in signal timing that causes long waits to get across Burnside. In general, greater emphasis should be given to pedestrians over the automobile.



UNFRIENDLY PEDESTRIAN ENVIRONMENT

### **1. Enhance pedestrian connections by completing the Burnside Corridor Transportation and Urban Design Plan.**

The Burnside Corridor Transportation and Urban Design Plan is seen as the appropriate forum to resolve many of the pedestrian issues along Burnside. As part of this project, the installation of traffic signals at unsignalized intersections should be evaluated to provide better connections for pedestrian routes, including: Eighth Avenue and/or Park Avenue to provide access to the North Park Blocks and Ninth Avenue as a through route to the riverfront.

### **2. Increase width of sidewalks along Burnside through building setbacks or arcades.**

The Burnside Corridor Transportation and Urban Design Plan should review and revise development codes to allow for increased building setbacks or arcades facing Burnside. Burnside is narrow to begin with and it is expected that it will be difficult to adjust the right-of-way to create wider sidewalks. Therefore, new development should be set back or arcades should be used to create additional space. The

project also should consider the use of bollards along the curb to provide additional protection for pedestrians.

**Objective 3: Encourage redevelopment of NW Broadway Avenue as a connection between the Pearl District and Old Town/Chinatown.**

As a major gateway to the River District and the Central City, NW Broadway should be more than it is. Broadway should have a strong presence and serve as a key edge or transition between the Pearl District and Old Town/Chinatown.

**1. Conduct a revitalization study.**

A study should consider urban design treatments, streetscape improvements, and other actions to revitalize and activate NW Broadway as an



NW BROADWAY

important street in the River District. A key opportunity site should be the redevelopment of the surface parking lot at NW Couch Street.

**2. Undertake a master plan for the six publicly-owned blocks on either side of NW Broadway.**

Currently, PDC owns the historic Union Station as well as three blocks immediately to the south. The federal government owns the old Post Office (the 511 Building) with the parking lot to the west. PDC should work with the Pearl District and the Old Town/Chinatown neighborhood

associations to undertake a master plan and urban design study to outline land use, transportation, and parking concepts for this area.

**3. Enhance the pedestrian environment.**

Streetscape improvements and landscaping will create a friendlier pedestrian environment. In conjunction with these improvements, PDC's Storefront Improvement Program should target buildings along NW Broadway.

**4. Locate the proposed public market or another active public use in the 511 Federal Building.**

The City is exploring the feasibility of a new public market to showcase local foods and agricultural products. The Federal Building at 511 NW Broadway is considered one of the prime locations. Redevelopment of the 511 Building could allow for the public market or some other active use on the ground floor with supportive housing or offices on the upper floors. (*See conceptual design on facing page.*) The adjacent parking lot should be redeveloped as an extension of the North Park Blocks. This building is listed on the National Register of Historic Places and is a potential gateway into the neighborhood and Central City. The U.S. Post Office, with about 1,200 employees, and surrounding businesses and residents create a substantial customer base for the market.

**5. Enhance pedestrian connections across Broadway.**

NW Flanders Street should be a key pedestrian and bicycle route. It has lower traffic levels and offers a parallel route between the NW Everett and Glisan couplet. A traffic signal at NW Broadway and Flanders also is needed to improve this connection.

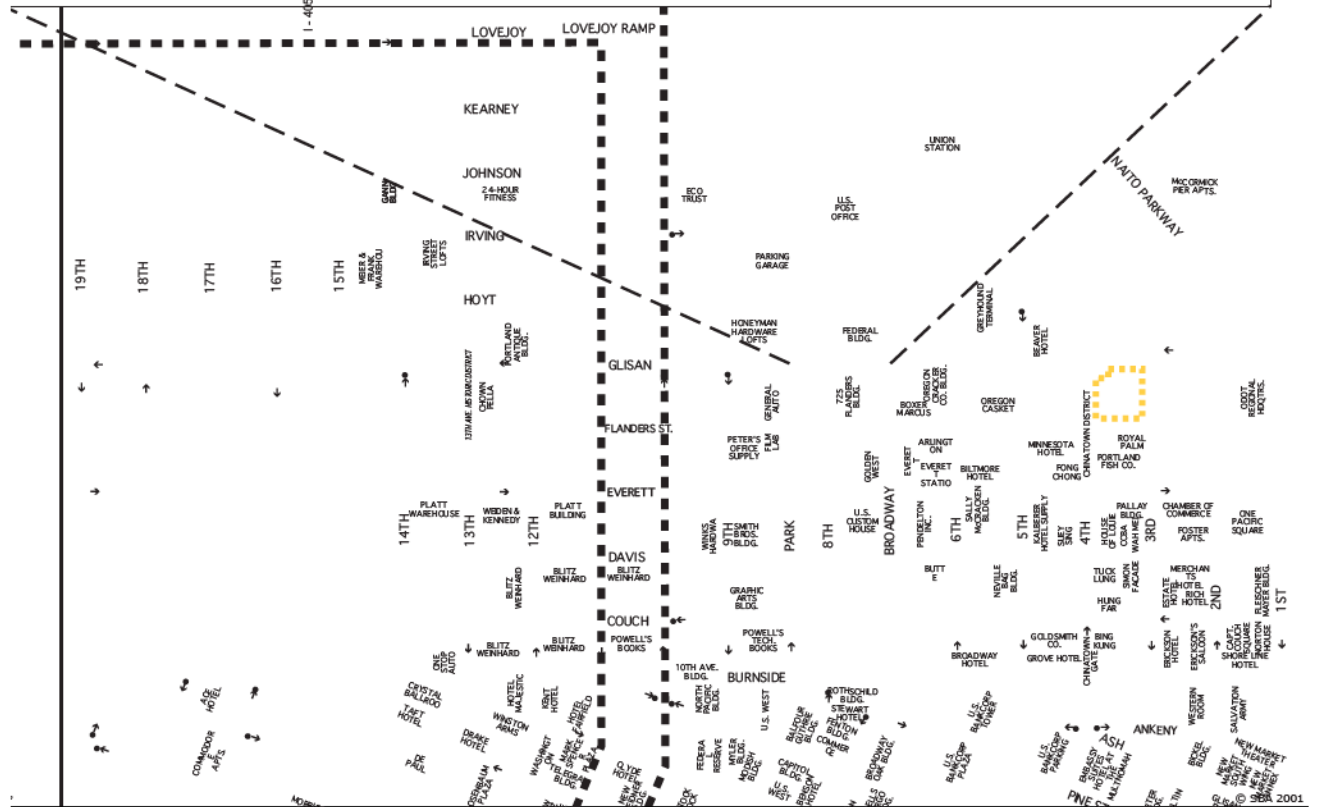
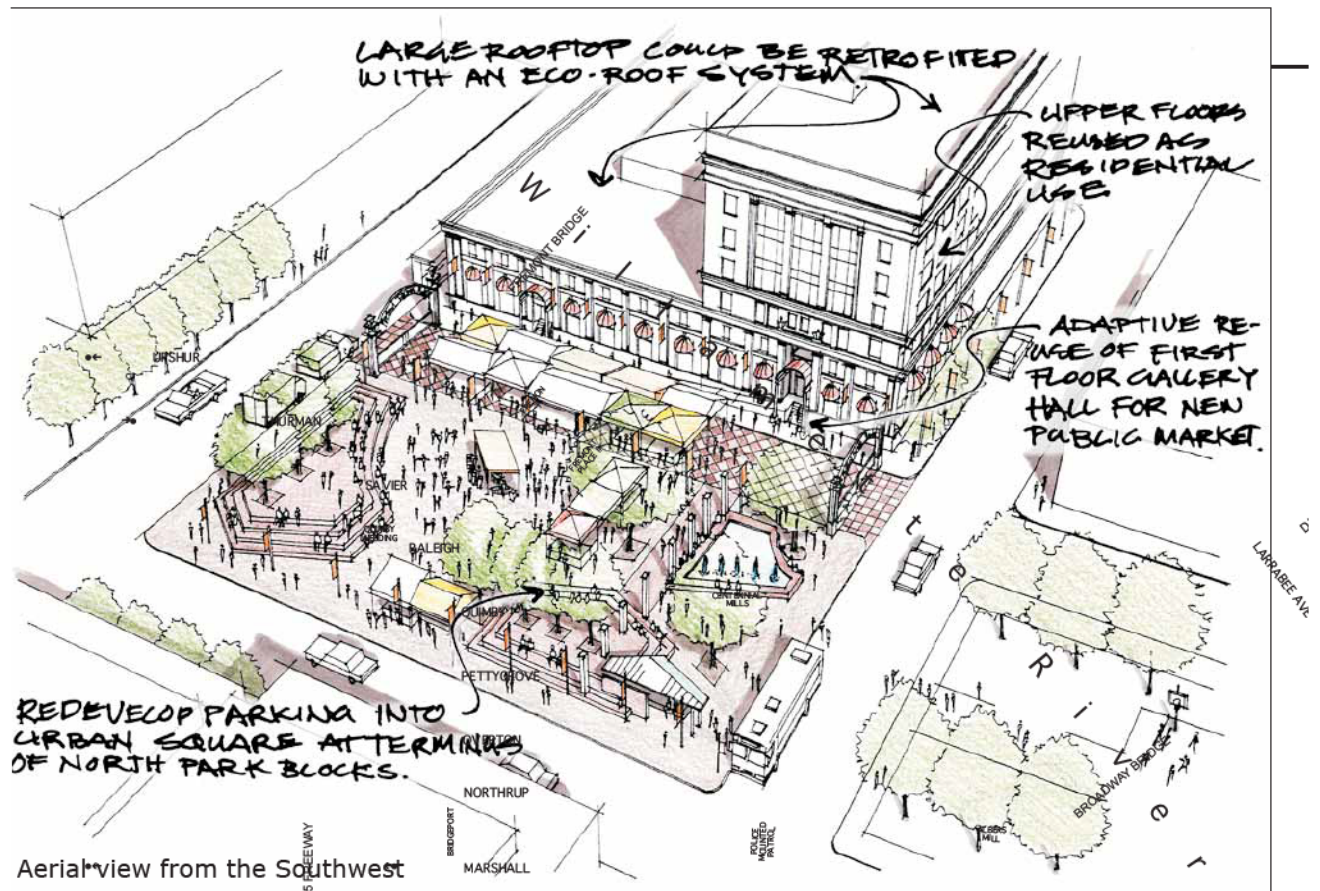
**6. Encourage more activities along the North Park Blocks.**

The North Park Blocks are an under-utilized asset



# CONCEPTUAL PLAN

## 1.1 BROADWAY MIXED-USE REDEVELOPMENT



in the neighborhood and represent an opportunity for more active uses to locate along and within the area.

**Objective 4: Enhance local street connections over and under I-405.**

Interstate 405 has created a barrier along the western edge of the neighborhood. It changes character and presents different challenges and opportunities. As it comes off the Fremont Bridge, it is an overpass, leaving streets and usable space underneath. Through a transition zone, it becomes a wall, then as it travels



UNDER INTERSTATE 405

below grade, it presents new opportunities for connections and development of the air rights above it.

**1. Explore opportunities to better utilize the space under I-405.**

Streetscape improvements, especially lighting, will improve connections to Northwest Portland. Encourage redevelopment of the space under I-405 to include more active uses, such as recreation (basketball hoops and tennis courts), an open air market, parking and/or affordable space for uses that are being displaced from the Pearl District. (See conceptual plan on facing page.)

**2. Improve the pedestrian access across I-405 at NW Everett and NW Glisan.**

Sidewalks and street lighting should be installed on both sides of the street (currently just on one-

side). The City should work with ODOT to manage the overpasses and on-ramps to I-405 in order to calm traffic exiting the freeway and to slow speeds on the adjacent local streets.

The City should consider taking control or ownership of these facilities, if needed. A pedestrian/bicycle bridge should be constructed across I-405 at NW Flanders to create a parallel pedestrian/bicycle route to the NW Everett and NW Glisan couplet.

**3. Improve NW 15<sup>th</sup> Avenue as a pedestrian/bicycle route.**

NW 15<sup>th</sup> Avenue can serve as a pedestrian/bicycle route from NW Everett and Glisan couplet to Naito Parkway and Terminal 1. Northwest 14th Avenue bike lanes will remain intact.

**4. Explore the feasibility of capping the I-405 freeway as a long range opportunity.**

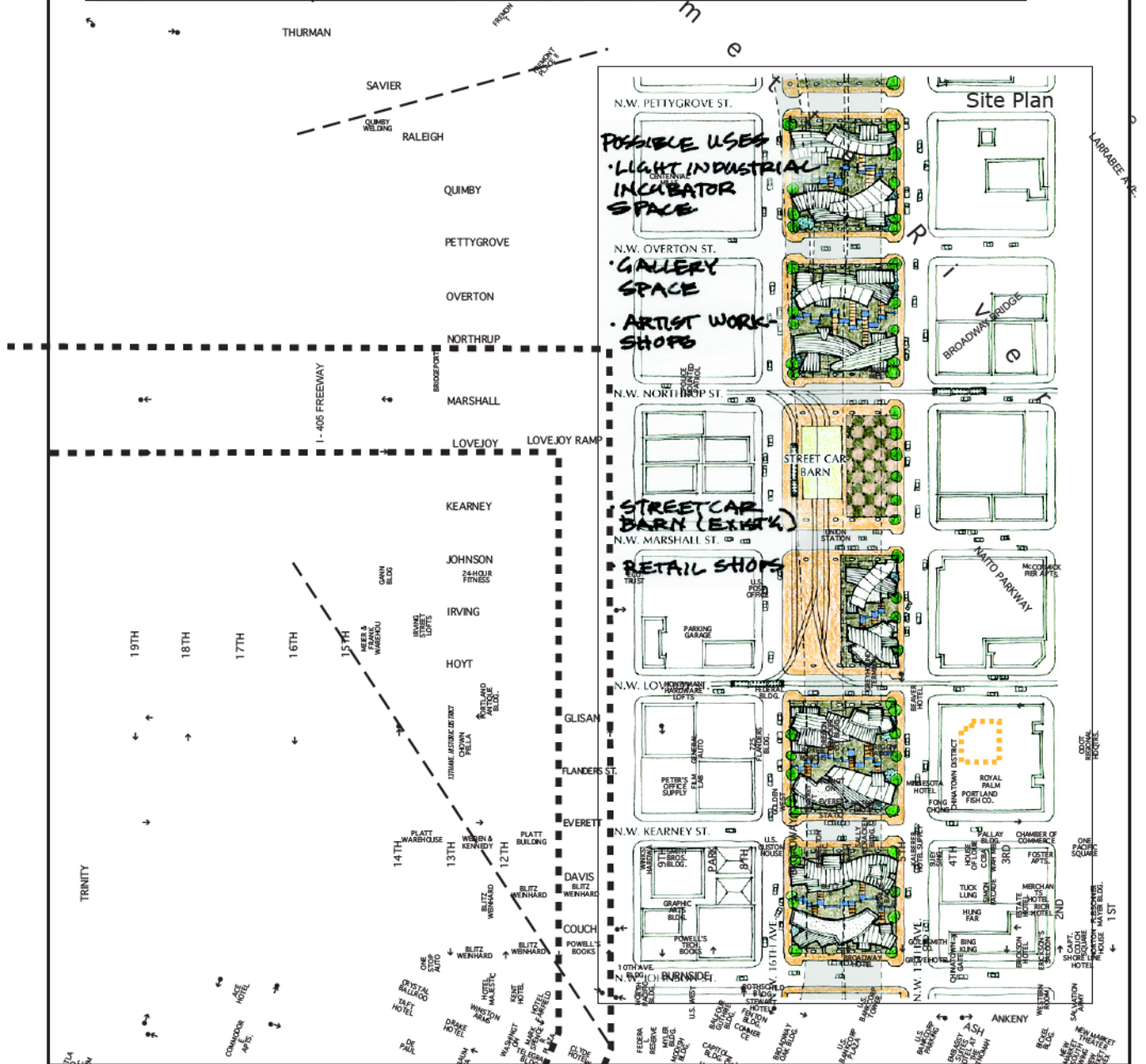
The proposal to cap the below-grade portions of I-405 is a great opportunity, especially in creating



NW 15<sup>TH</sup> AVENUE/JOHNSON STREET



# CONCEPTUAL PLAN I-405 FREEWAY BLOCKS REDEVELOPMENT



a gateway to the neighborhood at I-405 and Burnside. But, capping is a long range opportunity and should be undertaken after other needs in the neighborhood have been addressed.

***Objective 5: Enhance and reinforce the identity of the Pearl District gateways.***

The Pearl District has a number of different access points but few gateways that let people know that they are in the Pearl. Each of these gateways is an opportunity site to establish the identity of the Pearl District. For example, installing the Lovejoy Columns at NW Ninth Avenue and Naito Parkway will create a distinctive entrance to the neighborhood.

**1. Explore the feasibility of “Pearl District” street sign caps, signs or banners.**

Many other neighborhoods in Portland have used sign caps or banners to identify their neighborhood. It is another opportunity for creative, artistic expression.

**2. Commission public art for each of the major gateways.**

Installation of public art is important to reinforcing the artistic identity of the Pearl District.

**3. The intersection of 13th Avenue and Burnside is a gateway shared by the Pearl District and the West End.**

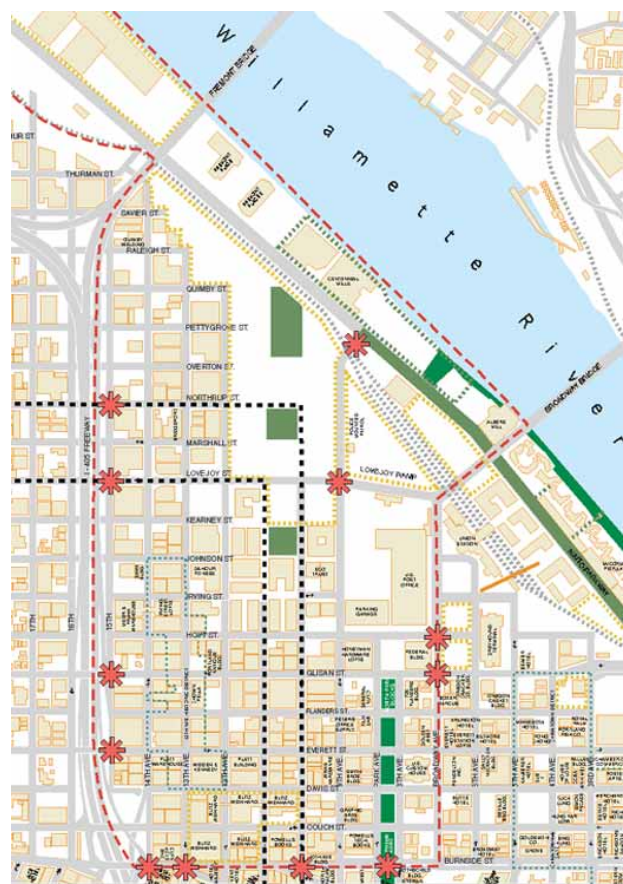
Redevelopment of the Brewery Blocks and installation of a traffic signal will create an opportunity for a gateway and to improve connections to the West End.

**4. Explore opportunities to improve connections to Old Town/Chinatown.**

The North Park Blocks and NW Broadway can serve as a gateway or transition area.

**5. Create a gateway on the riverfront at the Centennial Mills site.**

The Tanner Creek Park boardwalk will connect over the railroad and Naito Parkway, landing at Centennial Mills and creating a key connection to the rest of the Pearl District. This area could be a key access to the river as well, including a future transfer point for a possible river taxi.



POTENTIAL GATEWAY LOCATIONS



<b>EDGES AND GATEWAYS</b>		<b>Priority</b>			
<b>Action Items</b> <sup>1</sup>	<b>High</b>	<b>Med</b>	<b>Low</b>	<b>Responsible Party</b> <sup>2</sup>	
<b>Projects</b>					
Install streetscape improvements along Naito Parkway, between NW Ninth Avenue and Terminal 1 South				PDC Transportation	
Extend "Boardwalk" from Jamison Square to Centennial Mills				PDC Parks and Recreation Hoyt Street Prop.	
Commission a design competition for a public art project to create an attractive public safety fence along railroad				PDC Hoyt Street Prop.	
Redevelop surface parking lot at NW Couch and Broadway				PDC Private	
Install streetscape improvements along NW Broadway				PDC Transportation	
If selected, locate a Public Market in the Federal Building at 511 NW Broadway				Private PDC	
Install streetscape improvements under I-405 along NW Lovejoy, Marshall, and Northrup streets				PDC Transportation ODOT	
Install sidewalks on both sides on NW Everett and Glisan streets as they cross over I-405				Transportation ODOT	
Install a pedestrian/bicycle bridge over I-405 at NW Flanders				Transportation ODOT	
Improve NW 15th Avenue as a pedestrian/bicycle route				Transportation	
Create a gateway at NW 11th Avenue and Hoyt Street				PDC PDNA Private	

## EDGES AND GATEWAYS CONTINUED

1	Priority			
Action Items	High	Med	Low	2 Responsible Party
<b>Projects</b>				
Create a gateway on the riverfront at Centennial Mills site				PDC Parks and Recreation
<b>Programs</b>				
Study pedestrian crossing options for railroad and NW Naito Parkway between Ninth Avenue and Thurman Street				Transportation PDC Hoyt Street Prop.
Conduct a targeted revitalization study along NW Broadway				PDC
Conduct a master plan for the six publicly-owned blocks around NW Glisan and Broadway				PDC Planning
Study NW Flanders as an alternative pedestrian and bicycle route				Transportation
Study redevelopment options for space underneath I-405				PDC Planning ODOT
Explore capping I-405 as a long-term opportunity				PDC
Study traffic calming options for I-405 ramps and adjacent streets				ODOT Transportation
Commission public art for each of the gateways				PDNA Private
<b>Policies</b>				
Ensure public access to and along the Willamette River				PDC Planning Parks and Recreation
Prohibit surface parking lots along waterfront				Planning Transportation
Review and revise development standards to allow for building setbacks and arcades to widen the sidewalks along Burnside				Planning Transportation

## TRANSPORTATION/PARKING

**GOAL:** The Pearl District will become a compact, high density, urban neighborhood with reduced reliance on the automobile.

**Objective 1: Recognize that there will be congestion and conflicts between different types of users (e.g., trucks, autos, streetcars, pedestrians and bicyclists).**

The Pearl District is a high density neighborhood, and therefore, expects that there will be congestion. Transportation solutions should balance the needs of all users and should not seek to exclude specific modes of transportation.



NW 12<sup>TH</sup> AVENUE/GLISAN STREET

### **1. Install additional traffic signals to create safer pedestrian crossings and to calm traffic.**

Each intersection along on the NW Everett and Glisan one-way couplet should be signalized. Additional traffic signals are needed at Broadway/Flanders, along Naito Parkway between Ninth Avenue and 15th Avenue, and other locations along major pedestrian routes.

### **2. Improve signal timing and synchronization to slow the flow of traffic and to create gaps to allow for cross traffic movements.**

The traffic signals along the NW Everett/Glisan and 10<sup>th</sup>/11<sup>th</sup> Avenue couplets should be optimized to make conditions better for pedestrians.

### **3. Work with the Post Office to create truck routes that minimize intrusion into the neighborhood.**

The Post Office is a large employer and generates a lot of truck traffic as part of its operations. Although truck traffic is a part of the industrial character of the Pearl District, the Post Office generates a high volume of traffic that should be managed to minimize the impacts to the rest of the neighborhood.

The City's Office of Transportation should actively engage the Post Office to create truck routes that minimize impacts to the neighborhood, provide incentives to encourage employees to use transit, car-pooling or other ways to reduce reliance on automobiles, and explore opportunities for shared parking arrangements.

### **4. Extend NW 13<sup>th</sup> Avenue street improvements, north of Johnson Street.**

NW 13<sup>th</sup> Avenue, as it runs through the historic district from Davis Street to Johnson Street, is like no other in Portland. This eclectic mix of narrow travel lanes, on-street parking, loading docks and pedestrians does not function like a typical street. This character should be maintained and extended north of Johnson Street through the industrial transition area.

**Objective 2: Support transportation plans and enhancements that offer multi-modal alternatives (i.e., walking, biking, transit) for travelling to, from and within the Pearl District.**

Given its location and proximity to downtown and its infrastructure, especially the streetcar, the Pearl District provides an ideal opportunity to create a high density, compact, urban neighborhood with reduced reliance on the automobile and high levels of use of alternative modes of travel.



PORTLAND STREETCAR

**1. Expand Fareless Square to include the entire Pearl District.**

Fareless Square only extends as far north as NW Hoyt Street. It should be extended to include the streetcar line as it runs through the Pearl District.

**2. Enhance bus service.**

In addition to the streetcar, the City should work with Tri-Met to identify bus service needs in terms of routes, frequency of service, and bus shelter amenities.

**3. Create more shared lanes and bikeways.**

Bikeways and shared lanes should be used whenever possible in order to preserve on-street parking, which would otherwise help calm traffic and act as a buffer to the sidewalk. Dedicated bicycle lanes should be discouraged, especially if it is at the expense of on-street parking that is important to local businesses and can serve as a buffer to pedestrians on the sidewalk.



NW 10<sup>TH</sup> AVENUE

**4. Provide incentives and support the creation of bicycle trip end facilities (e.g., Bike Central).**

As employment grows, there will be more need for trip end facilities to provide showers, lockers and covered, secure parking to bicycle commuters. As called for in the Central City Transportation Management Plan, the City should create incentives for new development to provide bicycle facilities above the minimum required.

**5. Explore the feasibility of a river taxi.**

A river taxi can provide connections to other parts of the Central City and the region. The riverfront design should incorporate a stop at the Centennial Mills site to connect people to the Pearl District Park Blocks Boardwalk.

***Objective 3: Create pedestrian-friendly streets that provide for an active, interesting and safe environment.***

Streetscapes are more than just conduits for moving people, they are places where people interact and enjoy the neighborhood. Improvements are needed to make these streets active and pedestrian-friendly.

**1. Amend the River District Right-of-Way Standards.**

The City should update the River District right-of-way standards to update the street/lighting plan; to incorporate the Boardwalk as part of the Pearl District Park Blocks; and to specify richer and more diverse streetscapes through a wider variety of sidewalk furniture, bike racks, art, kiosks, street paving materials, cobblestones, etc. Cobblestones/bricks and plantings should be allowed in lieu of grates around street trees.



PORTLAND  
TRADITIONAL  
STREETLIGHT



**2. Replace nonconforming street lights with “Portland Traditional” style.**

The Pearl District has a mix of different types of street lights. As the area redevelops, these street lights are being replaced with the “Portland Traditional,” twin-ornamental style light fixture. To accelerate the process, the City should replace all of the nonconforming lights at the same time.

**3. Widen sidewalks or provide curb extensions along major pedestrian corridors.**

Where the public right-of-way width allows, the City should widen sidewalks along pedestrian routes and major retail corridors (see Built Environment). Specifically, curb extensions should be installed along NW Everett and NW Glisan Streets.

**4. Provide additional amenities around streetcar stops.**

The streetcar represents a major infrastructure investment in the neighborhood. Future streetscape improvements should be targeted around the stops as these areas are expected to have a higher level of pedestrian activity. Improvements could include shelters, information kiosks, bike racks, public art, furniture, lighting, etc.

**5. Encourage more sidewalk retail (such as food carts and kiosks).**

Sidewalk retail adds activity and vibrancy to the streetscape. The City and the Neighborhood Association should work with building and business owners to find appropriate locations for these uses. The City should review building code requirements to determine feasibility for new development projects to provide external utility connections to support these activities.



FOOD CART

**6. Maximize the amount of on-street parking.**

On-street parking is an effective buffer between the traffic and pedestrians on the sidewalk, plus it is necessary to support ground floor businesses. As an essential element of a retail district, on-street parking should have priority over other competing needs for right-of-way space wherever possible. The buffers zones between spaces should be eliminated to increase the number of spaces.

**7. Place overhead utility wires underground.**

Only half of the District has underground utilities. The overhead wires in the area west of 12th Avenue to I-405 should be upgraded, consolidated and placed underground in such a way as to provide easy access for repairs and to minimize cuts in the pavement.

***Objective 4: Preserve the historic character and richness of the neighborhood by protecting and maintaining streetscape features such as cobblestones in the streets.***

Cobblestones are an important link to the past (originally used as ballast on sailing ships), but are rapidly being paved over.

**1. Minimize the number of cuts and overlay paving to the existing cobblestones and preserve wherever possible.**

Only a few streets have intact cobblestones that used to be prominent throughout the Pearl. The City should adjust the street maintenance standards to allow and encourage preservation of these streets to the maximum extent possible.

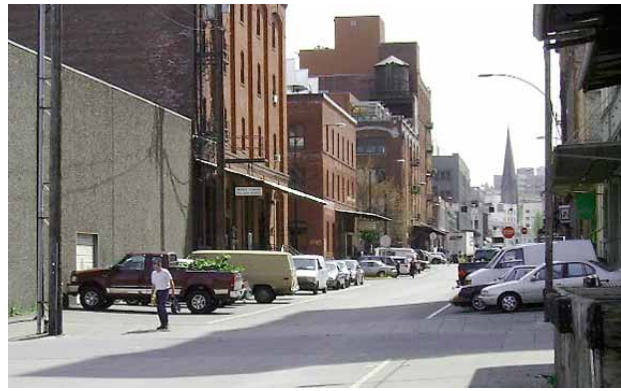


KEARNEY STREET BETWEEN 12<sup>TH</sup> AND 13<sup>TH</sup> AVENUES

**2. Encourage the use of cobblestones as a design feature in street and streetscape improvements.**

Recognizing that cobblestones are difficult to maintain, in short supply, and there is a lack of masonry expertise, the City should seek out other opportunities to use the cobblestones as an amenity, such as to crosswalk pavers or other special treatments.

Preservation and continued use of cobblestones should be incorporated into the River District right-of-way standards.



NW 13<sup>TH</sup> AVENUE

**3. Preserve loading docks, horse rings, and other historic features.**

Loading docks, horse rings and contractor engravings are examples of unique features that provide unexpected links to the past. These features should be inventoried and preserved.

***Objective 5: Ensure an adequate amount of parking without detracting from the vitality of the neighborhood.***

The Pearl District will never be car-free, but it is expected to reduce its reliance on the automobile given its location and infrastructure. Therefore, parking will be needed, but should be provided in such a way that it is the minimum necessary and is flexible and can be shared or converted to other uses. Many of these issues were addressed in the Pearl District Parking Development Plan, which should be used as a starting point for future projects. Eventually, the District will need to re-evaluate the parking demand and reconcile it with the long term vision for the Pearl District, especially in consideration of recent parking projects, such as the Brewery Blocks development.

**1. Adjust parking policies to encourage the rehabilitation of buildings.**

Current standards allow more off-street parking for new development projects (2.0 spaces/1,000 sf), whereas rehabilitation projects are limited to a lower ratio (0.7 space/1,000 sf). This difference is a barrier to the rehabilitation of existing buildings and is an incentive to demolish

buildings in order to develop a project with more parking. The parking ratios should be equalized at 2.0 spaces/1,000 sf.

Above ground, structured parking in new development projects count towards a project's FAR calculations, so projects typically only include enough parking to serve its building. These new projects represent an opportunity to add more public parking that could alleviate shortages in the immediate area, but the FAR calculation is a disincentive to provide additional parking. When there is a shortage of public parking in the immediate area (within two blocks), added public parking in structures should be exempted from FAR calculations.

Also, underground parking creates much more flexibility in the design of a building but is significantly more expensive. The City should encourage underground parking wherever possible through zoning (FAR and building height) bonuses.

These parking policy changes should occur through an update to the Central City Transportation Management Plan.

## **2. Discourage surface parking lots.**

Surface parking lots represent an under-utilization of scarce land in the District. The City should explore opportunities to encourage redevelopment of existing lots into structures to provide condominium or shared parking to support surrounding development.



SURFACE LOT AT 13<sup>TH</sup> AVENUE AND GLISAN STREET

## **3. Develop public parking in the central/north end of the Pearl District.**

PDC should implement the recommendations of the Pearl District Parking Development Plan, which identified a specific need and potential locations to develop public parking in the central/north area. PDC also should explore opportunities to provide additional parking in the north end as the area redevelops.

## **4. Encourage and reduce barriers to shared parking facilities.**

Shared parking is an opportunity to maximize efficiency, provide relief and to reduce the need for parking. The City should review current code requirements to ensure they are effective. The City should create a shared parking management program to increase the use of existing spaces.

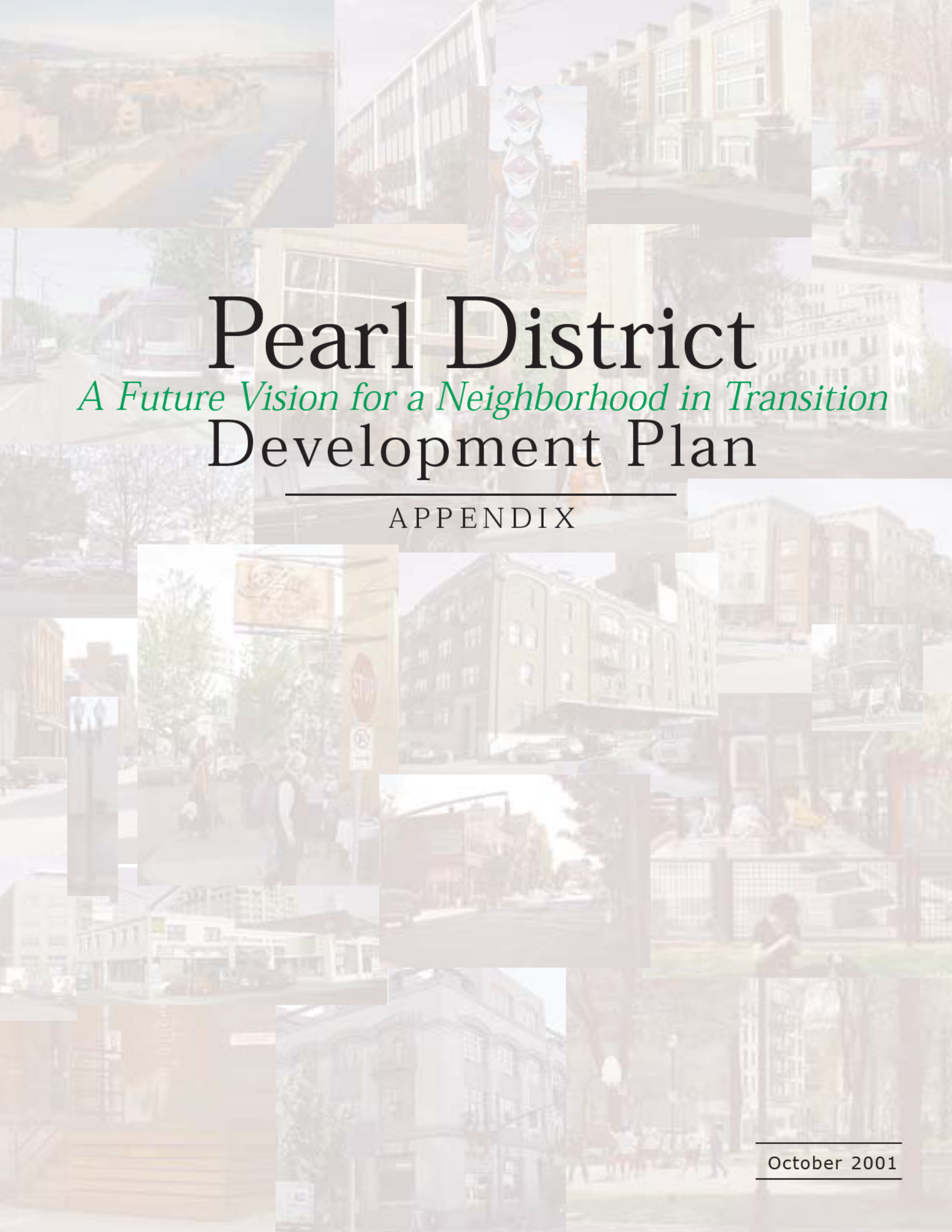
## TRANSPORTATION/PARKING

	Priority			
<sup>1</sup> Action Items	High	Med	Low	Responsible Party <sup>2</sup>
<b>Projects</b>				
Install traffic signals at unsignalized intersections along the NW Everett and Glisan couplet				Transportation
Install a traffic signal at NW Flanders and Broadway				Transportation
Replace non-conforming streetlights with "Portland Traditional" style				Transportation
Install additional streetscape improvements and amenities at each streetcar stop and selected bus stops				PDC Transportation
Widen sidewalks and install curb extensions along major pedestrian routes				PDC Transportation
Increase on-street parking by restriping or other means				Transportation
Develop a parking structure in the north end of the District				PDC
<b>Programs</b>				
Improve signal timing and synchronization along Everett/Glisan and 10th/11th couplets				Transportation
Study locations for traffic signals to improve safety of pedestrian crossings				Transportation PDNA



## TRANSPORTATION/PARKING CONT.

	Priority			
<sup>1</sup> Action Items	High	Med	Low	Responsible Party <sup>2</sup>
<b>Programs</b>				
Study alternative truck routes for Post Office to minimize impacts to the neighborhood				Transportation U.S. Postal Service PDNA
Expand fareless square to include the entire Pearl District				Transportation Tri-Met
Provide incentives or financial assistance to create trip end facilities for bicycle commuters (Bike Central)				PDC Transportation Planning
Explore feasibility of river taxi, with stop at Centennial Mills				Transportation
Update River District right -of-way standards				Transportation PDC
Minimize cuts and pavement overlays on cobblestone streets				Transportation Planning
Preserve loading docks, horse rings, and other historic features in the public right-of-way				Transportation
Create shared parking management program to increase effectiveness of shared or condominium parking facilities				Transportation Planning
<b>Policies</b>				
Encourage the use of cobblestone as design feature in streetscape improvements				PDC Planning Transportation
Adjust maximum parking ratios to be consistent for both growth and preservation categories				Planning Transportation
Review and revise policies and standards to discourage surface parking lots and encourage more condominium or shared parking facilities				Planning Transportation PDNA



# Pearl District

*A Future Vision for a Neighborhood in Transition*

## Development Plan

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APPENDIX

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October 2001

## **Pearl District Development Plan Table of Contents**

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## **Pearl District Development Plan Planning Process**

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The Pearl District Development Plan has been drafted by a 26-member steering committee, representing a wide range of viewpoints. The steering committee met monthly over the course of a year to discuss the future of the Pearl District, to re-evaluate current plans and policies, and to focus on the development priorities for the neighborhood. In addition to the steering committee, an executive committee met in between the steering committee meetings to provide advice on the planning process and to make initial recommendations to the steering committee.

A draft vision statement and an initial set of goals and objectives were presented and reviewed at a public open house on December 6. The open house format of the meeting allowed participants to comment on a series of display stations for the vision statement and each category of goals and objectives (i.e. Built Environment, Housing, Transportation, etc.).

The steering committee made changes to the vision statement and goals and objectives based on the open house comments. Each category or section was then sent to an adhoc subcommittee, which included other community members. An intensive series of meetings was held to refine each set of goals and objectives and to identify specific action items. The subcommittee recommendations for each category were reviewed by the steering committee before being assembled into a draft plan.

The draft plan was presented for review and comment at a second public open house on May 23. With a format similar to the first open house, participants were asked to comment on each section and indicate their priorities for the action items. During this time, additional meetings were held with other affected city bureaus and other agencies to solicit comments on the draft plan.

The steering committee made final recommendations based on the comments received from the public open house and interagency meetings.

This effort was funded by the Portland Development Commission.



## PEARL DISTRICT DEVELOPMENT PLAN

### GLOSSARY

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**ACTIVE USE** – Buildings are designed to create a healthy urban district by accommodating pedestrian-oriented, ground-level uses, such as retail shops, offices, main building entrances and lobbies.

**BOARDWALK** – A planned pedestrian route, part of the Peter Walker design for the Pearl District Park Blocks, along Tenth Avenue that starts at Jamison Square and links the Pearl District Park Blocks with an elevated pedestrian bridge over the railroad and Naito Parkway with a landing on the riverfront at Centennial Mill.

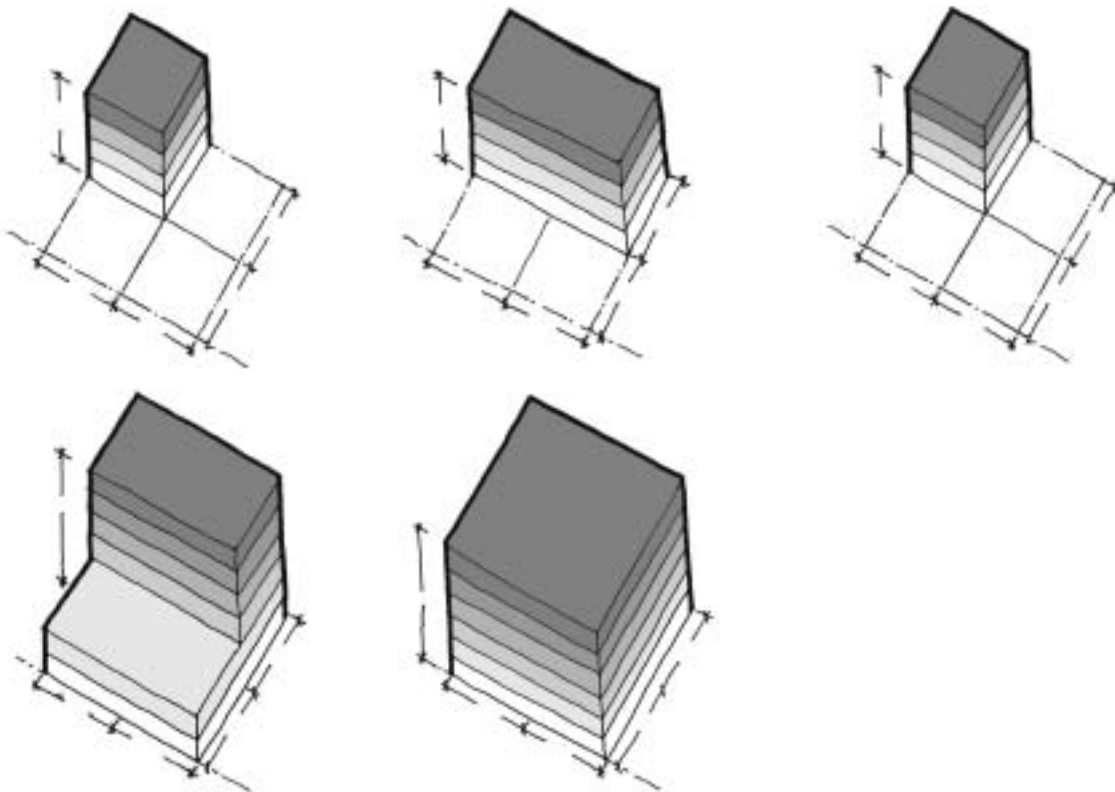
**CENTRAL CITY TRANSPORTATION MANAGEMENT PLAN (CCTMP)** – The City of Portland's overall policy framework for managing the parking and transportation system in the Central City, including the Pearl District.

**COMMUNITY LAND TRUST** – A tool to preserve the long term affordability of space and buildings. A private non-profit organization holds title to the underlying land but sells the house or building. The building owner benefits from the appreciation of the building, while the land trust shares in the appreciation of the property.

**DESIGN COMPETITION** – An open process to solicit designs for buildings or other public improvements. The process is usually governed by a jury of representatives from the community, public agencies, and qualified peer professionals. The winning design is awarded a contract to complete the final designs for construction.

**FARELESS SQUARE** – All transit (MAX, streetcar, and bus) trips are free within an area of the Central City that is generally bounded by the I-405 freeway, the Willamette River, NW Hoyt Street, and a narrow strip along the MAX light rail line to the Lloyd District.

**FLOOR AREA RATIO (FAR)** – A regulatory mechanism to control the scale or intensity of development by limiting the amount of development that can be constructed on a block or parcel. FAR designates the ratio of total permitted floor area to parcel size. For example, on a 10,000 square foot parcel with a 4:1 FAR, it would be possible to build a total of 40,000 square feet of building.



## **PEARL DISTRICT DEVELOPMENT PLAN GLOSSARY**

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**GATEWAY** - A symbolic entrance to a district or area with a feature, such as public art or a landmark building, that establishes an identity for that area. The Chinatown gate at Fourth and Burnside is an example.

**GOOD NEIGHBOR AGREEMENT** – A non-binding agreement between private developers and/or businesses and a neighborhood association to address and minimize impacts to the surrounding neighborhood. Conditions may address hours of operation, parking arrangements, clean-up, etc.

**GROWTH PARKING** – Off-street parking created to serve new buildings or floor area expansions in existing development.

**LOCAL IMPROVEMENT DISTRICT** – A geographically defined area in which a majority of the property owners agree to tax themselves to pay for public improvements such as streets, streetscape improvements, or other infrastructure improvements.

**MERCHANTS ASSOCIATION** – The Pearl District Merchants Association, a community organization with membership from local businesses.

**ODOT** – Oregon Department of Transportation

**PEARL DISTRICT** – The neighborhood bounded by I-405 to the west, Burnside to the south, Broadway to the east, and the Willamette River to the north.

**PDNA** - Pearl District Neighborhood Association

**PRESERVATION PARKING** – Off-street parking that serves existing, older buildings.

**RIVER DISTRICT** – The area north of Burnside, bounded by I-405 and the Willamette River. It includes the Pearl District and the Old Town/Chinatown neighborhoods.

**RUDAT STUDY** – An urban design study conducted in the early-1980s that laid the foundation for many of the policies to encourage mixed use development in the Pearl District.

**SHARED APPRECIATION MORTGAGES** – A financing tool for affordable home ownership. A non-profit organization gives a second mortgage to an eligible buyer. Typically, the second mortgage is not payable until the property is sold, at which time the second mortgage is paid plus a percentage of the appreciation of the property. This allows housing funds to be recaptured and reinvested into additional affordable housing projects.

**SHPO** – Oregon State Historic Preservation Office (“Ship-oh”).

**TAX INCREMENT FINANCING (TIF)** – The primary funding source for urban renewal districts. When an urban renewal district is created, the total assessed value in the area becomes “frozen”. The taxing districts (the City of Portland, Multnomah County, and school districts) no longer receive tax revenue from increased property values within the district. These new tax revenues or increment go to the urban renewal district to fund activities and projects within the specified area for a specified period of time, usually 20-25 years.

**URBAN RENEWAL DISTRICT** – A designated area for targeted redevelopment strategies using TIF revenues. The Pearl District is part of the River District Urban Renewal District that is managed by the Portland Development Commission.

**WILLAMETTE RIVER GREENWAY** – A special designation designed to protect, conserve, enhance and maintain the natural, scenic, historical, economic and recreational qualities along the banks of the river.

**ZONING BONUSES** – Incentives to encourage certain kinds of development. Typically, in the form of allowances for additional floor area or building height that exceed the limits of the base zone. Typically, there are limits on the total amount of bonuses that can be earned.

# PEARL DISTRICT DEVELOPMENT PLAN BUILDOUT ANALYSIS

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WINTERROWD PLANNING SERVICES, INC.

## MEMORANDUM

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TO: Sarah Heinicke, PDC  
FROM: Tom Armstrong  
DATE: May 15, 2001  
RE: Pearl District Development Plan – Buildout Analysis

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The purpose of this buildout analysis is to estimate the total number of people (residents and employees) expected in the Pearl District over the next 20-30 years. This rough analysis is based on a preliminary block-by-block assessment of the redevelopment potential of each subarea of the district. It is an intensive and aggressive buildout scenario that does not take into account market demand or absorption.

### **General Assumptions**

Recent development projects, projects under construction, and proposed projects (see Development Projects Map) will be unchanged 20-30 years from now.

### Development prototypes:

1. Residential development – similar to recent Hoyt Street Yards projects, these developments will average about 150 units with 10,000 sq. ft. of ground floor retail space per block.
2. Mixed use development – similar to the Gregory Lofts Building, these projects will have 150 units, 40,000 sq.ft. of office space, and 10,000 sq. ft. of ground floor retail space per block.
3. Commercial office development – similar to the Tenth@Hoyt project, these projects will average 150,000 sq.ft. of office space and 10,000 sq.ft. of ground floor retail space per block.
4. Commercial rehabilitation – similar to the River Tec project, these projects will average 75,000 sq. ft. of office space and 10,000 sq. ft. of ground floor retail space per block.

# PEARL DISTRICT DEVELOPMENT PLAN

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## PEARL DISTRICT DEVELOPMENT PLAN

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### Lovejoy to Hoyt/12<sup>th</sup> Ave to I-405

PNCA, River Tec, and 24-hour Fitness remain. Meier & Frank warehouse is redeveloped as telco hotel. Irving Street Lofts remains as is with other properties within NW 13<sup>th</sup> Ave Historic District undergoing rehabilitation with no significant change in intensity of development. New development is a mix of commercial office, residential, mixed use and rehabilitation projects.

### Hoyt to Everett (9<sup>th</sup> to I-405)

Minimal changes in intensity within NW 13<sup>th</sup> Ave Historic District. Telco hotel in the OHS Warehouse. Intensive mixed use and residential development along streetcar. Commercial office along I-405.

### Everett to Burnside (9<sup>th</sup> to I-405)

Minimal changes in intensity with NW 13<sup>th</sup> Ave Historic District. Powells remains as is. Brewery Blocks as proposed. Mixed use development along streetcar. Commercial office rehabilitation along NW 14<sup>th</sup> Avenue.

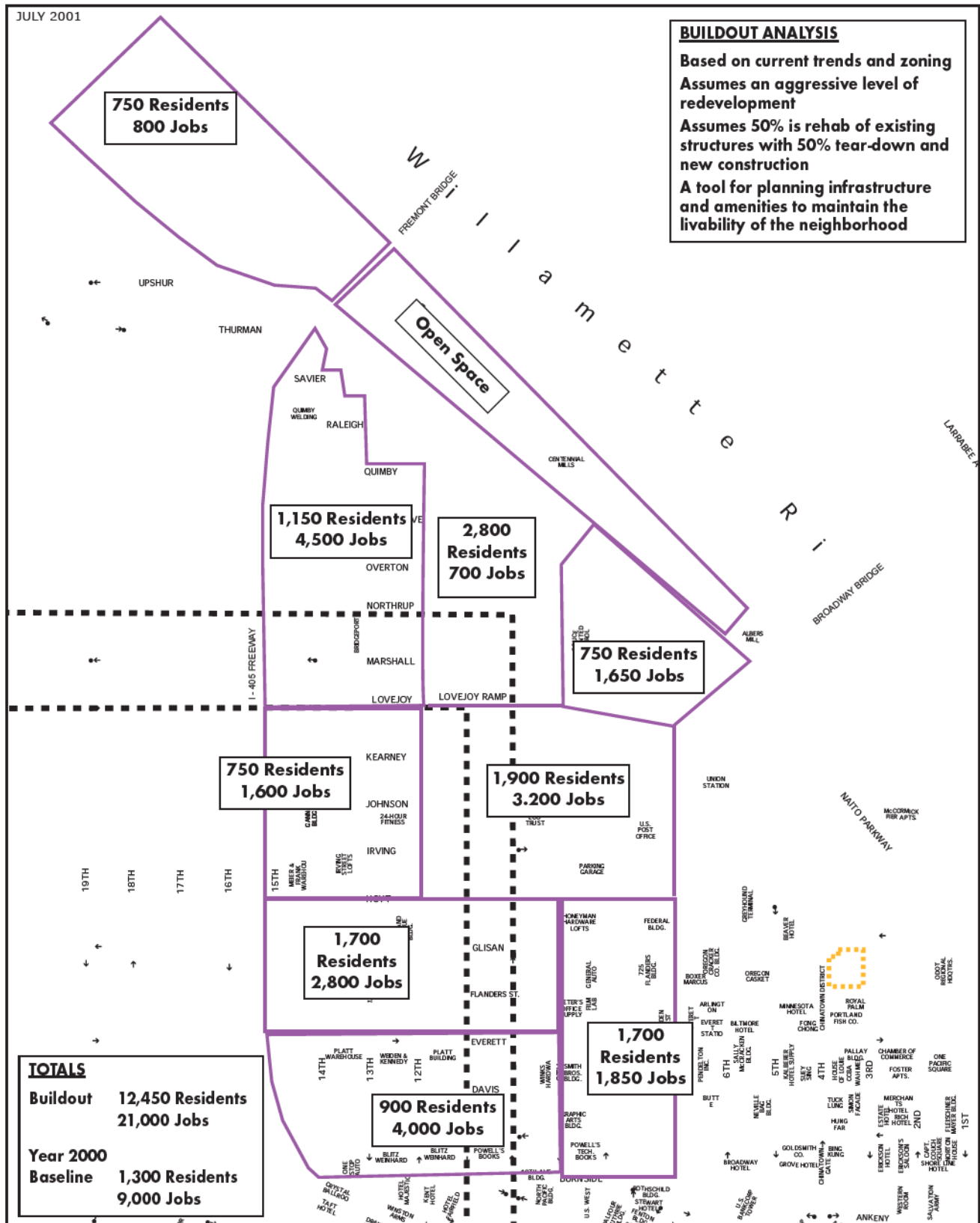
### Park Blocks

Intensive redevelopment with predominantly residential on westside and mixed use development facing NW Broadway. Residential is higher density at 200 units per block.

Subarea	Housing		Commercial Office		Retail	
	Units	Residents	Space (sq ft)	Employees	Space (sq ft)	Employees
Industrial Transition Zone	750	1,155	1,060,000	4,240	130,000	130
Hoyt Street Yards (north)	1,800	2,772	150,000	600	120,000	120
Terminal One South	500	770	200,000	800	30,000	30
Lovejoy Ramp (north)	500	770	400,000	1,600	50,000	50
Post Office Redevelopment	250	385		1,800	15,000	15
Hoyt Street Yards (south)	980	1,509	340,000	1,360	90,000	90
Lovejoy to Hoyt (12th to I-405)	500	770	380,000	1,520	70,000	70
Hoyt/ Everett (9th to I-405)	1,100	1,694	675,000	2,700	120,000	120
Everett/ Burnside	600	924	920,000	3,680	265,000	265
Park Blocks	1,100	1,694	380,000	1,520	335,000	335
<b>Total</b>	<b>8,080</b>	<b>12,443</b>	<b>4,505,000</b>	<b>19,820</b>	<b>1,225,000</b>	<b>1,225</b>

# Pearl District Development Plan

STUDY AREA BOUNDARY



# **Pearl District Development Plan**

## **Background Information**

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### **Table of Contents**

Introduction  
Current Conditions  
Policy Overview  
On-going Planning Projects  
Existing Zoning Designations

### **Introduction**

This paper provides a summary of the relevant plans and policies that influence and guide development in the Pearl District. Numerous planning efforts have been undertaken to encourage redevelopment to create a high density, mixed use urban neighborhood. The 1988 Central City Plan laid the foundation, and was followed by the 1992 River District Vision Plan and 1994 River District Development Plan. The efforts culminated in the River District Urban Renewal Plan, which was adopted in 1998 and provides tax increment financing for improvements within the district over the next 20 years.

The study area boundary (refer to map on page 25) corresponds to the Pearl District Neighborhood Association boundary. It is bounded by Burnside Street to the south, Broadway Avenue to the east, the Willamette River to the north, and I-405 to the west. The Port of Portland's Terminal One South area is included in this process, even though it is part of the Northwest District Association's boundary. This area is included as part of this planning process in order to comprehensively address the riverfront and to strengthen connections between the Pearl District and future mixed use development on the site.

Many of the plans and policies that apply to the Pearl District are a part of the larger River District planning effort. The River District is generally defined as the area bounded by Burnside Street, the I-405 freeway and the Willamette River. It is composed of the Old Town/Chinatown and Pearl District neighborhoods. To the extent that policies apply to the River District, then they apply to the Pearl District.

# **Pearl District Development Plan**

## **Background Information**

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### **Current Conditions**

The Pearl District has an eclectic mix of uses that include light industrial and manufacturing, office employment, retail shops, and housing. The neighborhood was first developed as a warehouse and distribution center supported by the nearby rail and dockyards. Beginning in the mid-1980s, the warehouses and historic buildings started to be transformed into retail, office, and loft space. The following maps show where these different types of uses are located.

### **Retail**

The Pearl District's vibrant retail businesses (refer to Retail Concentration map on page 26) attract people from throughout Portland and the metropolitan region. There is approximately 850,000 square feet of retail space, either existing or under construction, in the Pearl District with a mix of art galleries, restaurants and specialty shops. There are a large number of "lifestyle" retail shops, such as home furniture and furnishings stores, antique stores, garden shops, and art galleries. Many of these businesses are located along the NW Everett and Glisan couplet. Powell's Bookstore anchors the south end, serving over 3,000 customers per day.

Currently, retail uses are concentrated south of Lovejoy Street. As the residential population grows, there should be increasing number of neighborhood shops and services, including two proposed grocery stores.

### **Office**

Office space is a growing use, with about 1.2 million square feet of existing space and another 225,000 square feet under construction (refer to Office Concentration map on page 27). What was once limited to smaller, back office or supporting functions, the Pearl is now seeing whole buildings dedicated to office type uses. Anchored by the Wieden & Kennedy headquarters, there is a growing "creative services" sector for independent businesses such as video production, advertising, printing, and communications.

### **Industrial**

Long the backbone of the Pearl District, there are a number of different light industrial, manufacturing, warehousing, and automobile service and repair shops that continue on many blocks. Currently, there is about 1.5 million square feet of existing industrial uses. Many of these uses are located along NW 13th and 14th Avenues. The area north of Lovejoy Street and west of 12th Avenue is currently zoned General Industrial, which has limited mixed-use redevelopment, although the zoning is due to change through the Northwest Transition Zoning Project to encourage mixed-use development along the



## **Pearl District Development Plan Background Information**

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streetcar route.

### **Housing**

Housing is an important part of making the Pearl District a neighborhood. The goal, expressed in a number of different policies and plans, is to encourage high and medium density housing serving all income levels. There is approximately 850 existing housing units in the Pearl District.

Most of the new housing development has taken place in the former Hoyt Street Yards, north of Hoyt Street between 9th and 12th Avenues. Other older warehouse buildings have been redeveloped into lofts and condominiums throughout the neighborhood.

### **Development Projects**

The Pearl District is undergoing a transformation and has seen a large number of public and private development projects over the past few years (refer to Pearl District Area Development Projects on page 28). An incredibly strong real estate market is propelling new development projects at a furious pace. Wieden & Kennedy have redeveloped the Cold Storage Building into its world headquarters. Powell's Bookstore expansion, residential development by Hoyt Street Properties, the Gregory Building, the RiverTec building, and the proposed Brewery Blocks development are expected to enhance the Pearl District.

The Pearl District Area Development Projects Map identifies major projects that have been completed, or are under construction or the planning phase.

# Pearl District Development Plan

## Background Information

### PEARL DISTRICT DEVELOPMENT PLAN

STUDY AREA BOUNDARY

DECEMBER 2000

#### INDUSTRIAL CONCENTRATION

SOURCE: FIELD INVENTORY  
FEBRUARY, 2000

 BLOCKS WITH LIGHT  
INDUSTRIAL,  
WAREHOUSE, AND  
WHOLESALE USES.

I-405 FREEWAY

## **Pearl District Development Plan Background Information**

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### **Historic Resources**

The Pearl District has a long history and many of the older buildings add to the neighborhood's character (see Historic Resources Inventory map on page 29). The last historic resources inventory was completed in 1984. This inventory classified buildings into different categories:

- Designated Landmark and/or Listed on the National Historic Register
- Rank I Undesignated Property – Potential Landmark of Prime Importance
- Rank II Undesignated Property – Potential Landmark
- Rank III Undesignated Property – Cultural Resource

All Rank I, II, or III properties are included in the State of Oregon Inventory of Historic Properties, which serves as a database for the State Historic Preservation Office in a variety of planning activities.

# Pearl District Development Plan

## Background Information

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### Policy Overview

A number of different plans and policies address the Pearl District. Here is an overview of those plans that highlights particular elements that specifically apply to the Pearl District.

#### **Central City Plan (adopted 1988, amended 1995)**

The Pearl District plays an important role in Portland's Central City. Historically, the area served as a warehouse and distribution center to support businesses in Downtown Portland. The policy focus has shifted to emphasize the District's role, as part of the larger River District, as an emerging neighborhood that can provide housing in proximity to Downtown Portland, as well as an employment center.

Specific policies in the Central City Plan include:

- Preserve and enhance the River District's history, architectural heritage, and international character.
- Accommodate housing needs for diverse family structures.
- Provide neighborhood amenities that support River District residents who work and use the services provided by the Central City. Amenities include commercial, educational, medical, recreational, transportation, entertainment, emergency and social services.
- Foster the development of artist residential/work space and gallery facilities.
- Incorporate strategic public investments in infrastructure that will stimulate private sector redevelopment.
- Contribute to the efficiency of urban living with development density, diversity of land use, and quality design that will result in significant savings in infrastructure costs.

#### **A Vision for Portland's North Downtown: The River District (1992)**

The River District is defined as the area north of Burnside, including Old Town/Chinatown and the Pearl District. There are two keystones to the vision:

- 1) Develop up to 10,000 medium-to-high density residential units for moderate-to-medium income persons and supporting retail and commercial uses.
- 2) Re-orientation of the entire district to the Willamette River, including improved public access to the Riverfront, the addition of waterfront housing units and creation of inland waterways within the district.

The goal is to develop an identifiable community, comprised of distinct residential neighborhoods, oriented to the Willamette River and integrated with Downtown and NW Portland. The River District Vision identifies a series of suggested features and improvements that should be given consideration. Those specific to the Pearl District include:

#### **River District Park**

The area between Albers Mill and Fremont Place would see a dramatic transformation from underused waterfront land to a key point of public access to the river. Existing parking lots would become an extension of the Tom McCall Waterfront Park, connected to the waterfront to the south and north by the Willamette Greenway Trail. The Centennial Mills building would be converted to a major public attraction and would be the focus of the district at the juxtaposition of two inlet basins and the riverfront.



## **Pearl District Development Plan Background Information**

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### **Terminal 1 (South)**

The Port of Portland's Terminal 1 (South) offers an opportunity to anchor the waterfront with a mixed-use residential neighborhood perched at the edge of a working harbor. This 17-acre site is a rare waterfront redevelopment opportunity capable of providing a range of uses, including residential, retail, office, and an operational pier suitable for use by cruise ships and tour boats.

### **Hoyt Street Yards**

As the largest single undeveloped property in the River District, the 40-acre former railyard would have a pivotal role in shaping the future of the area. With the potential for 2,000-4,000 residential units, the yards will form "heart of the district and set the tone for the district's residential character".

### **Pearl District**

Thirteenth Avenue would be improved as the focus of the Pearl District. The District would continue its unique development as a neighborhood of mixed commercial, industrial, retail and residential uses including loft housing, art galleries, brew pubs and restaurants. Numerous new projects would be developed within converted multi-story brick warehouses.

Selected recommendations include:

- Complete NW Ninth Avenue railroad track crossing at NW Naito Parkway
- Proceed with North Park Blocks renovation
- Connect NW Irving Street to Broadway
- Redevelop Terminal 1 (South)
- Develop new waterfront open space and improved river access, including public acquisition of Centennial Mills and Waterfront Park extensions (from Albers Mill to Fremont Place)
- Create Central City Trolley connection
- Provide for long-term redevelopment of Main Post Office

### **River District Development Plan (1994)**

As a follow-up to the River District Vision, the Development Plan presents more specific goals and objectives, including:

Goal 1. To develop a functional and symbolic relationship with the River

Goal 2. To promote the development of a diverse inventory of housing

Goal 3. To become a community of distinct neighborhoods

Goal 4. To enhance the best of what exists

Goal 5. To strengthen connections between the River District and its neighbors

Goal 6. To enhance the economy and functional efficiency of the City

Recommendations include:

- Redevelopment of Terminal 1 (South) to create a community of housing, offices, and shops directly on the river anchoring the north end of the west bank much as RiverPlace currently anchors the south end.

## **Pearl District Development Plan Background Information**

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- Enhance the Pearl District while extending into Hoyt Street Yards. The reconstruction of Lovejoy Street will remove a barrier to the north and provide a 'main street' of shops and housing. The Central City Streetcar will support the River District's focus on transit and pedestrian travel and tie the district to Downtown and NW Portland.

### **The River District Urban Renewal Plan (1998)**

The Urban Renewal Plan builds on the River District Development Plan and other planning efforts. It authorizes the Portland Development Commission to use urban renewal powers to carry out the goals and objectives of the Urban Renewal Plan. The goals and objectives include:

#### **Housing**

To stimulate the development of a substantial stock of housing accessible to households with a range of incomes which reflect the income distribution of the city as a whole.

Objectives:

1. Achieve a mix of units by household income categories
2. Promote development of services and amenities to support housing
3. Promote ownership housing
4. Implement City of Portland Shelter Reconfiguration Plan
5. Preserve access to affordable housing for low income residents of the River District

#### **Transportation**

To improve transportation linkages with other parts of the Central City and the region and to modify and improve transportation within the area to enhance livability.

Objectives:

1. Promote alternative modes of transportation
2. Create and enhance connections between the District and the Willamette River
3. Remove the Lovejoy Ramp
4. Improve streets and streetscapes
5. Parking

#### **Utilities**

Improve utilities to allow efficient development of the area and, where possible, use a public utility as a visible asset.

Objectives:

1. Enhance street lighting for public safety and aesthetics
2. Reconstruct utilities as necessary to permit development of private parcels and public amenities
3. Daylight Tanner Creek

## **Pearl District Development Plan Background Information**

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### **Job Creation**

Maximize the potential for economic development and job creation in the area.

Objectives:

1. Promote the development of commercial uses that create jobs.
2. Keep job producing activities in the Industrial Sanctuary.
3. Strengthen downtown as the heart of the region.

### **Parks, Open Space and Other Public Amenities**

Using a combination of parks, open space and public attractions, create amenities which make the area a comfortable and pleasant place for people to live and a resource for all citizens of Portland.

Objectives:

1. Reclaim and enhance the Willamette riverfront between the Steel Bridge and Terminal 1.
2. Extend the North Park Blocks into the area.
3. Create open spaces.
4. Create a public attractor.

The Urban Renewal Plan outlines specific activities that will be undertaken including rehabilitation, development and redevelopment assistance; land acquisition, improvement, and disposition; planning; and administration. It also identifies specific public improvement projects:

1. Hoyt Street Railyards mixed-use/Income Housing
2. Tanner Creek Housing-Related Site Improvements
3. Reconstruct Lovejoy At-Grade
4. New Street Construction
5. Central City Streetcar
6. NW Naito Parkway Avenue Improvements
7. Railroad Crossings/Connectivity
8. Terminal One (South) Site Improvements
9. Tanner Creek Park and Water Feature
10. Waterfront Park Extension
11. Transit Mall Rehabilitation or Light Rail Construction
12. Major Retail Development
13. Parking Facilities
14. Redevelop Block 86

# Pearl District Development Plan

## Background Information

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### River District Design Guidelines (1998)

The River District Design Guidelines, along with the Central City Fundamental Design Guidelines, represent the approval criteria when conducting design review within the River District. The design guidelines have two tiers: guidelines that apply to all projects within the River District and specific sub-areas for which additional guidelines have been created.

River District Design Guidelines include:

- Link the Willamette River to the community reinforcing the river's significance.
- Provide convenient linkages throughout the River District that facilitate movement for pedestrians to and from the river, and to adjacent neighborhoods.
- Enhance the qualities that make each area distinctive within the River District.
- Incorporate water features or water design themes that enhance the quality, character, and image of the River District.
- Incorporate works of art or other special design features that increase the public enjoyment of the River District.
- When developing at gateway locations, provide a distinct sense of entry and exit that relates to the special qualities of an area.
- Provide human scale and interest to buildings along sidewalks and walkways.
- Orient building entrances at pedestrian circulation points which conveniently and effectively connect pedestrians with transit.
- Design surface parking and parking garage exteriors to visually integrate with their surroundings.
- Locate and design buildings to provide for future infill development on surface parking areas.
- Reduce the impact on pedestrians from cars entering and exiting garages by locating access on alleys and locating active spaces on ground floors that abut streets.
- Increase river and waterway view opportunities to emphasize the River District ambiance.

Specific Sub-area Design Guidelines include:

- Reinforce the identity of the Pearl District neighborhood.
  - o Recognize the urban warehouse character when altering existing buildings and when designing new ones. Designs should provide a unified, monolithic tripartite composition (base/middle/top), with distinct cornice lines. Suburban dwelling forms should be avoided.
  - o Celebrate and encourage the concentration of art galleries and studios with design features that contribute to the Pearl District's "arts" ambiance. Consider features that provide connectivity and continuity such as awnings, street banners, special graphics, and streetscape coordination, which link shops, galleries, display windows and building entrances. Active ground level retail that opens onto and/or uses the sidewalk can contribute to the attraction of the "arts" concentration.
- Reinforce the identity of the NW 13th Avenue Historic District using the historic district design guidelines.



## Pearl District Development Plan

### Background Information

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- Establish a new identity for the Tanner Creek area (north of NW Hoyt Street).
- Reinforce the identity of the North Park Blocks Area.
  - o Create a sense of enclosure with buildings that are at least two or more stories in height. There should be no gaps in the block facades that front the Park Blocks.
  - o Locate garage entrances and driveways away from Park Block facades, where possible.
- Reinforce the identity of the waterfront area with design solutions that contribute to the character of the waterfront and acknowledge its heritage.
  - o Recognize the area's maritime history by incorporating remnants of industrial infrastructure and/or providing docking facilities for a cruise line.
  - o Orient new park areas to the neighborhood.
  - o Integrate land use and make new development open and accessible.
- Enhance NW Naito Parkway (Front Avenue) to become an important landscaped corridor through the River District that is comfortable to pedestrians.
- Emphasize NW Broadway's bright lights.
  - o Make use of the theatrical, the exuberant, and the flamboyant in architectural forms, details, and signs.
  - o Incorporate innovative lighting of buildings and signs.
- Enhance West Burnside Street by extending and improving its boulevard treatment and its environment for pedestrians.
  - o Buffer and separate the sidewalk from vehicular traffic with street trees, plantings, and protective bollards.
  - o Enhance the pedestrian promenade through the use of arcades, awnings, and wider sidewalks.
  - o Punctuate ground floors with building entries and display windows.
  - o Locate driveways and garage entrances on side streets.

### River District Housing Implementation Strategy Annual Report (Spring 2000)

This Strategy sets forth objectives designed to assure that the River District will be developed at high residential densities with rental and for sale units serving a broad range of household income levels. The goal is to create approximately 5,000 new housing units over a twenty-year period, through new construction and rehabilitation/conversion. Given the remarkable success of the past few years, these targets were updated in 1999.

Original Housing Targets		
Household Income Category	Number of Units	Target
	(% of total)	(% of total)
Extremely Low/Low (0-50% of MFI)	239 (16%)	15-25%
Moderate (51-80% of MFI)	421 (29%)	20-30%
Middle/Upper (81%+ of MFI)	817 (55%)	50-65%
Total	1,477 units	20-year Target: 5,000

## Pearl District Development Plan

### Background Information

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In addition, the City of Portland intends that income levels for residents of the River District (new plus existing units) will match that of the City as a whole. In 1999, the housing targets were broken out into five income categories to better track progress at addressing the need for extremely-low and middle income housing.

Summary of New Units Since 1999			
Household Income Category	Housing Targets (% of Total)	Approximate number of New Units Needed To Meet Updated Target	Number of New Units Since 1999 (% of new units)
Extremely-Low (0-30% of MFI)	11%	359	0 (0%)
Low (31-50% of MFI)	11%	365	72 (10%)
Moderate (51-80% of MFI)	13%	440	129 (19%)
Middle (81-120% of MFI)	24%	797	26 (4%)
Upper (121%+ of MFI)	41%	1,389	461 (67%)
Total New Units To Be Built	100%	3,350	688

### City of Portland/Hoyt Street Properties (HSP) Development Agreement

#### Density Obligations

Prior to the development agreement, HSP was subject to a requirement of 15 dwelling units per acre. HSP is now obligated to build at a density of at least 87 dwelling units per acre on its non-committed properties at the time the agreement was executed in September 1997. At the same time the city is required to undertake public improvement projects, such as the Lovejoy Ramp, Central City Streetcar, and open spaces which will further increase HSP's minimum density to as much as 131 dwelling units per acre. Per the agreement, HSP's current required minimum density is now 109 dwelling units per acre. HSP has six projects that have been built or are under construction since the agreement was executed. The projects total 723 units, at a density of 141 units per acre, significantly exceeding the minimum density requirements.

#### Affordability Requirements

The agreement requires HSP to make "good faith efforts" to help achieve the city's new targets. HSP is required to provide the following minimum percentage of total units:

- 15% for extremely -low and low income (up to 50% of MFI)
- 20% for moderate incomes (up to 80% of MFI)

HSP commitment is predicated on "the availability of public financial assistance", recognizing that these types of units typically require public financial assistance.

Of the 922 units that have been developed under the terms of the agreement, 182 units (20%) are affordable to low income households, up to 50% MFI; 198 units (21%) are affordable to moderate-income households up to 80% MFI. These results are all within the target ranges outlined in the agreement.

# **Pearl District Development Plan**

## **Background Information**

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### **Pearl District Parking Development Plan (2000)**

#### **Findings**

- There is an immediate need for more parking and the need will increase in the next five years.
- New development is expected to provide enough parking for its tenants, but not enough for visitor parking.
- During the rapid growth of the past few years, no generally available commercial parking has been developed.
- The core of the Pearl District, between 11th, 14th, Everett and Irving, is the parking 'hot zone', with the greatest concentration of retail space and the highest need for parking.
- New general commercial parking is not financially feasible without public assistance.
- At the time of the plan, only three full-block sites and four-to-five half-block sites were available for parking structures. A half-block site is not as efficient and yields only about 40% of the spaces of a full block structure.
- The most efficient way to serve visitor parking needs is through the development of city operated parking in private structures constructed as part of new development. This method could provide needed parking in smaller increments close to the greatest need.

#### **Recommendations**

- Install parking meters in all parts of the Pearl District.
- Create a temporary permit program for employees in the area north of Johnson Street.
- Maximum parking ratios should be modified to be consistent for both growth and preservation parking categories.
- New surface parking should be prohibited within 100 feet of the Central City Streetcar.
- The city should establish a policy to provide financial support for long term parking spaces.
- Identify ways to increase access to the Pearl District in ways that reduce the need for parking by encouraging greater use of transit, bicycles, pedestrian modes; car-pooling and car sharing programs; and shared parking.
- Acquire a full-block site at the western end of the district for a major new parking facility.
- Develop a detailed strategy for a "condominium" parking facility.
- Address construction worker parking needs.
- Convert unused loading docks to metered parking.
- Provide daily parking for employees and construction workers with surface parking sites on periphery of the district.

## **Pearl District Development Plan**

### **Background Information**

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NW Couch Street. The City Council directed the Bureau of Planning to evaluate the West End Vision Plan and report back to the Planning Commission. The Bureau of Planning prepared the West End Proposal.

The West End Proposal includes enhanced opportunities for mixed-use and commercial development; increased density and other incentives for housing development; liberalization of Central City Transportation Management Plan code provisions to encourage redevelopment of surface parking lots; and incentives for preserving existing affordable housing and developing new affordable and middle income housing.

Many of the proposed FAR and building height bonuses and other zoning code incentives could be examples for the Pearl District to achieve similar objectives.

#### **Midtown Blocks Planning Study**

In the fall of 2000, the City convened an inter-bureau team to analyze urban design concepts and development opportunities in the Midtown Blocks, the narrow blocks between SW Park and Ninth Avenues. An Advisory Council of Experts, comprised of nationally-recognized professionals with experience in a wide range of land-use issues, was convened in February 2001. The Report of the Advisory Council of Experts has been accepted as a starting place to direct and manage change in the Midtown area over time.

The Midtown Blocks and those immediately surrounding them are an opportunity to:

- Reinvigorate the retail core of downtown by expanding the retail base, by reinforcing and enhancing the traditional arrangement of different retail uses within the West End, and by linking with the emerging retail in the nearby Brewery Blocks and Pearl District;
- Accelerating the development of the West End of downtown;
- Providing a “European” model of urban plazas and street treatments, which would link the North and South Park Blocks and reinforce east-west connections between the retail core and the West End, while leaving some of the narrow blocks developed for the time being.

The City’s inter-bureau team is working on a development strategy.

#### **River Renaissance Vision**

In September 2000, the City launched River Renaissance and held vision events that drew over 1,000 participants. The Vision is a sketch of the Willamette River as many people would like to see it in the future. It reflects the ideas, themes, and priorities that emerged through the vision workshops and events. The broad themes in the Vision include:

- Assure a clean and healthy river for fish, wildlife, and people.
- Maintain and enhance our prosperous working harbor
- Create vibrant waterfront districts and neighborhoods
- Promote partnerships, leadership, and education

The City has established an Inter-Bureau River Renaissance Team to develop integrated work plans to ensure that the city is working in an efficient, effective and complementary manner. The Bureau of Planning is working with the inter-bureau team to coordinate revisions to the Willamette River Greenway Plan.

# **Pearl District Development Plan**

## **Background Information**

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### **Portland River District Park System Urban Design Framework Study (2001)**

This document sets forth in detail the location, goals, and preliminary program for the Pearl District Park Blocks. The design by Peter Walker and Partners Landscape Architecture builds on the Tanner Creek Park and Water Feature Steering Committee Report (1998).

#### **The Framework Plan:**

- Creates a strong and poetic metaphor of historic Tanner Creek. It addresses the deeper meanings of the natural cycle of water collection and storage, the visual relationship between water and land, and the natural and social life that they support.
- Provides a great variety of spaces, both in terms of use and scale.
- Reaches out to promote a synergy between civic and private development initiatives.
- Establishes strong, guiding principles to promote a sense of place. The plan relies on simple elements which are both common and unique to the city.

#### **The program for the Park Blocks includes:**

- The Park Blocks are neighborhood parks, and provide identity and form for a community which is being constructed from the ground up.
- The Park Blocks should enhance and foster retail opportunities on the ground level of the adjacent structures.
- The Park Blocks should provide a venue for the Arts community. The artist-based legacy of the Pearl District and proximity of both the Pacific Northwest College of Art (PNCA) and the Portland Institute of Contemporary Art will enrich the life of the River District.
- Flexibility and variety of use are important. Passive recreation, limited active recreation (no defined play fields) and performance should be accommodated – particularly in the first park.
- Provide creative incorporation of water and linkage to a riverfront network.
- The park system framework must address the relocation of the Stefopoulos murals (Lovejoy Columns).

#### **Key elements include:**

- The Boardwalk – a continuous wood-plank walkway replacing the west sidewalk and parking lane along NW 10th Avenue. North of NW Overton Street it will gently ramp up to cross over the railroad tracks and Naito Parkway, ultimately connecting to the renewed Centennial Mills Building and terminating as a major promontory, high above the riverbank.
- The Stone Aquifer – a consistent element in each park will be a stacked, stone wall stepping both horizontally and vertically. It reacts differently with water in each park: an active fountain in Jamison Square, passive wetland features in the middle block, and agrarian in the northernmost block.
- The Pedestrian Gallery – A linear place, with a gravel surface, between the Boardwalk and the Stone Aquifer that provides a place for the promotion and creation of the arts.

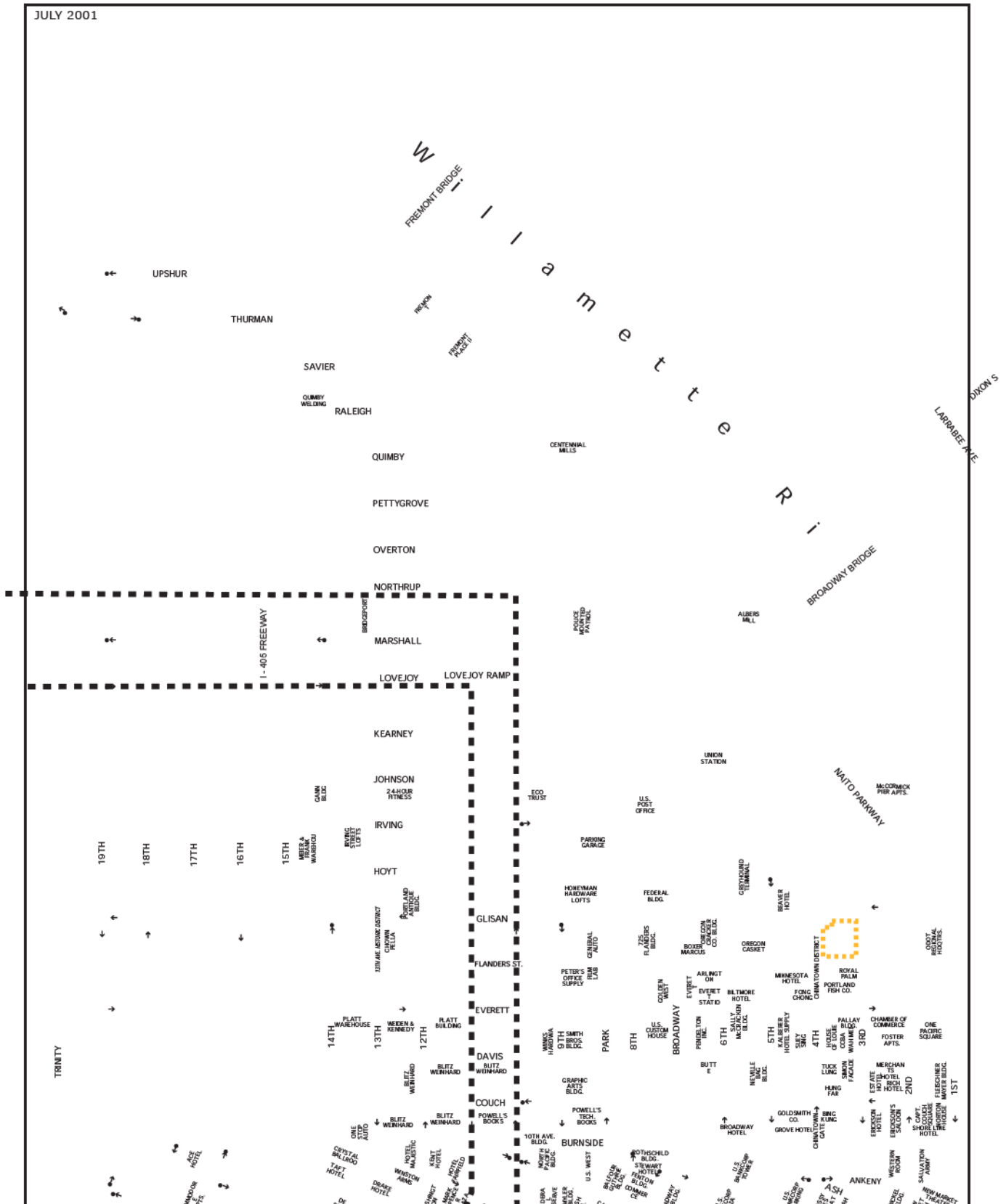


# Pearl District Development Plan Background Information

STUDY AREA BOUNDARY



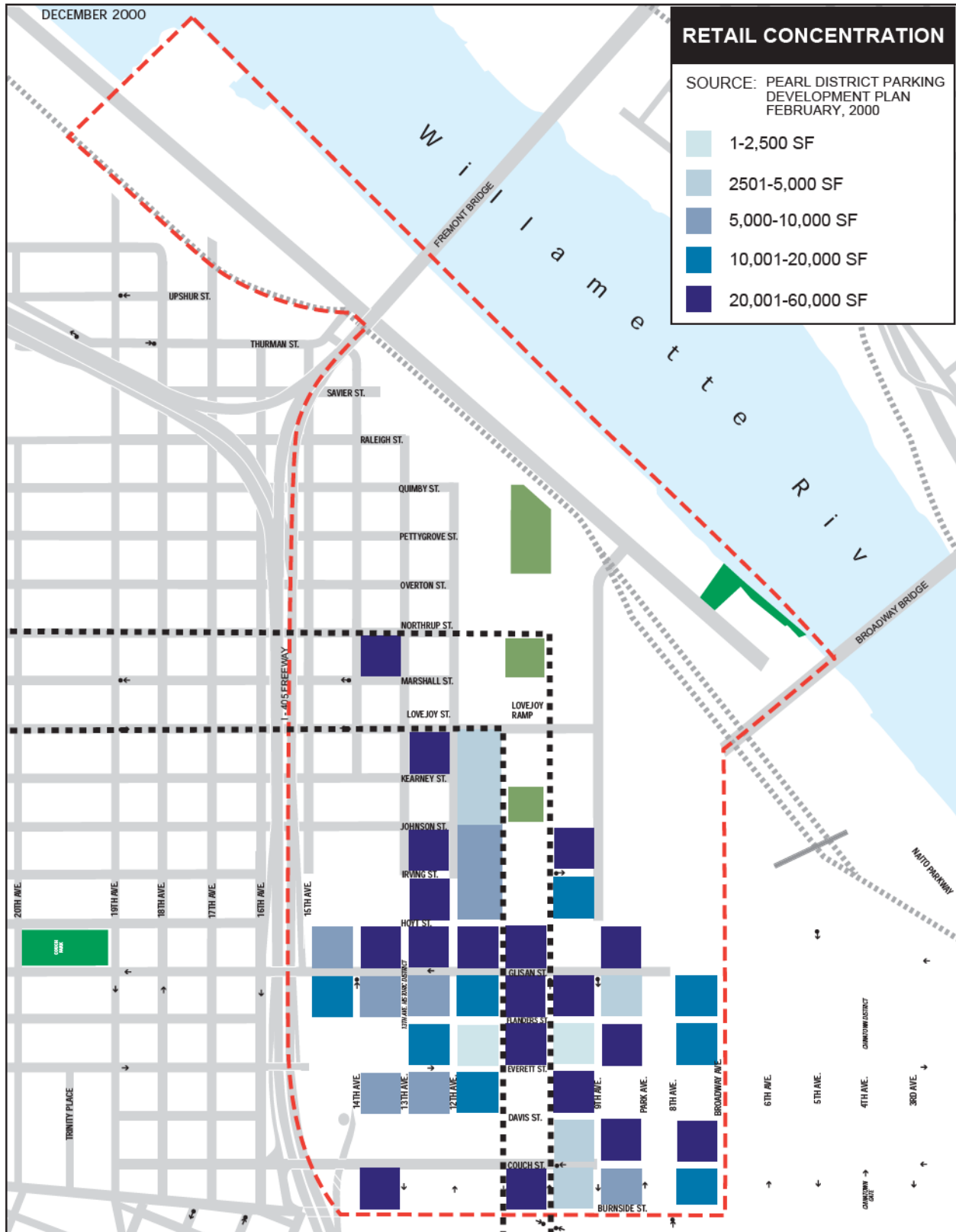
JULY 2001



# Pearl District Development Plan Background Information

## PEARL DISTRICT DEVELOPMENT PLAN

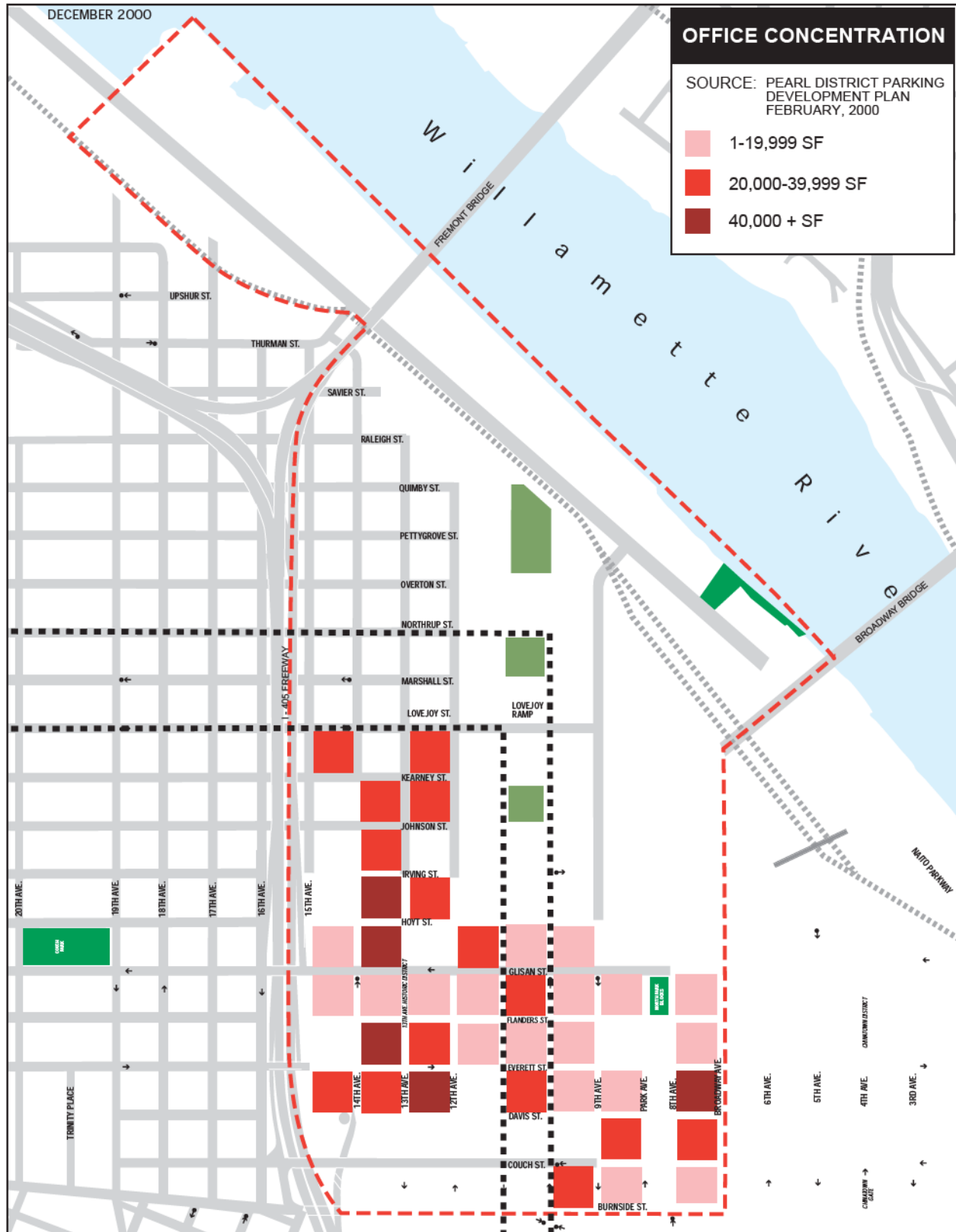
STUDY AREA BOUNDARY



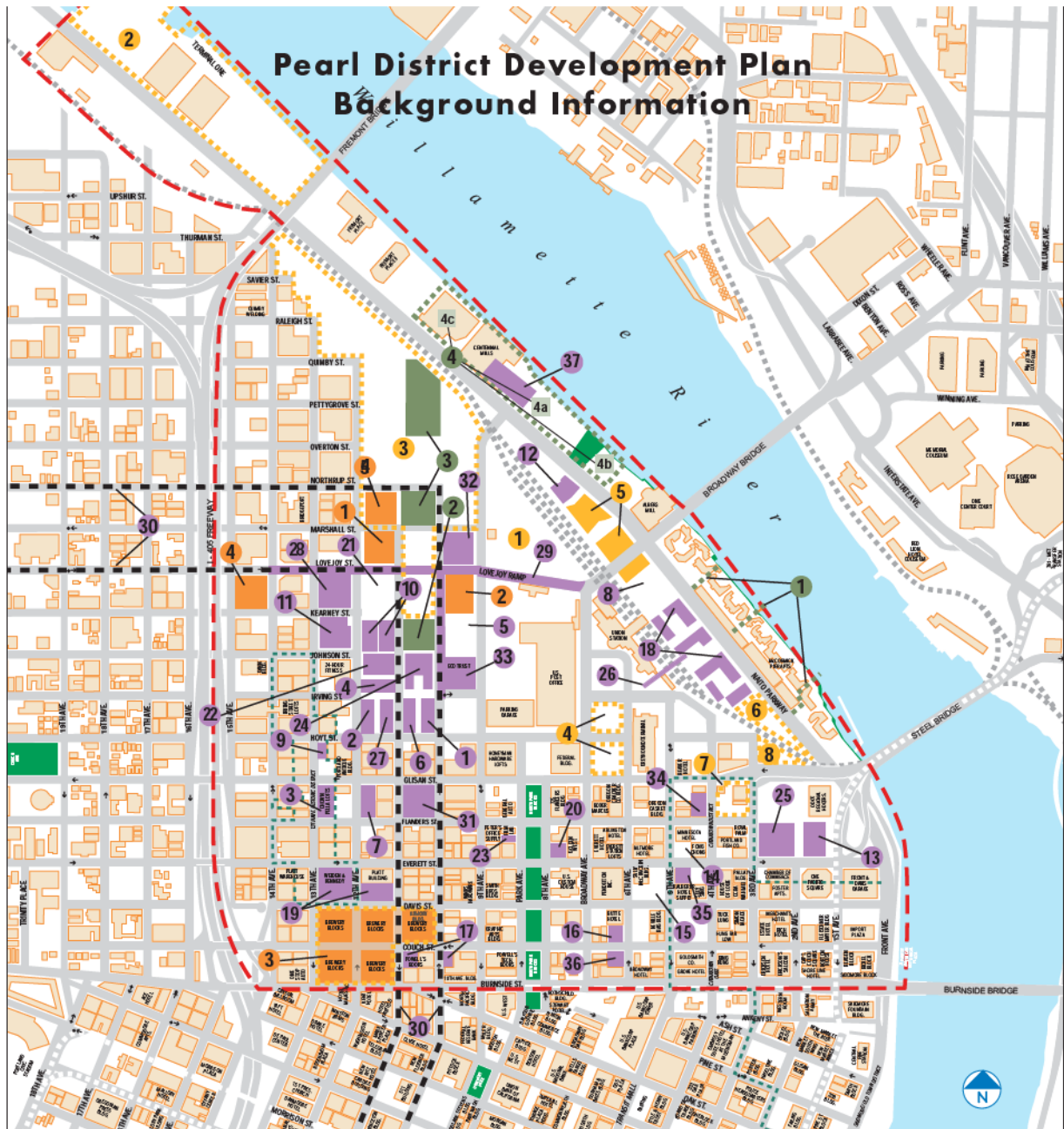
# Pearl District Development Plan Background Information

## PEARL DISTRICT DEVELOPMENT PLAN

STUDY AREA BOUNDARY



# Pearl District Development Plan Background Information



## COMPLETED PROJECTS

- 1 Pearl Lofts  
27 condominiums, completed in 1994
- 2 Hoyt Commons  
48 condominiums, completed in 1995
- 3 Chown Pella  
68 condominiums, completed in 1996
- 4 Irving Street Townhome  
14 townhouses, completed in 1996
- 5 Pearl Court  
199 rental units, completed in 1997
- 6 Pearl Townhouses  
10 townhouses, completed in 1997
- 7 McKenzie Lofts  
67 condominiums, completed in 1997
- 8 Yards at Union Station, Phase A  
158 rental units, completed in 1998
- 9 Modern Confectioners' Building  
8 condominiums, completed in 1998
- 10 Riverstone  
123 condominiums, completed in 1998
- 11 Pacific Northwest College of Art  
Full block facility, completed in 1998
- 12 Food Innovation Center  
40,000 sq ft office/lab, for the Oregon Department of Agriculture, completed in 1999
- 13 in 1999 Port of Portland Headquarters  
100,000 sq ft office, completed in 1999
- 14 Fifth Avenue Commons  
70 rental units, completed in 1999
- 15 Fifth Avenue Court  
96 rental units, completed in 1999

## COMPLETED PROJECTS (cont.)

- 16 McDonald Center  
54 elderly assisted living units, completed in 1999
- 17 Powell's Book Expansion  
50,000 square feet, completed in 1999
- 18 Yards at Union Station, Phase B  
377 units, completed in 1999
- 19 Weiden & Kennedy Headquarters  
with adjoining parking facility, completed in 1999
- 20 North Park Lofts  
67 condominiums, completed in 2000
- 21 Kearney Plaza  
131 rental units, completed in 2000
- 22 Johnson Townhouses  
13 townhouses, completed in 2000
- 23 Park Northwest  
18 condominiums, completed in 2000
- 24 Tanner Place  
121 condominiums, completed in 2000
- 25 Classical Chinese Garden  
completed in 2000
- 26 Pedestrian Bridge  
Across rail tracks at Union Station, completed in 2000
- 27 Pearl Townhomes  
10 townhomes, completed in 2000
- 28 riverTec  
75,000 sq ft. of office space rehabilitation, completed in 2000
- 29 Lovejoy/10th Avenue Ramps  
Rebuild ramp to land at 9th, with at-grade street beginning at 9th, completed in 2001

## OPEN SPACE PROJECTS

- 30 Central City Streetcar  
Part of streetcar route connecting NW with downtown and PSU, completed in 2001
  - 31 The Gregory  
145 condominiums and 47,000 sq. ft. of retail/commercial space, completed in 2001
  - 32 Lovejoy Station  
181 rental units, mixed-income, completed in 2001
  - 33 Jean Vollum Natural Capital Center  
50,000 sq. ft. office/retail space, completed in 2001
  - 34 Old Town Lofts  
60 mixed income condominium units, completed in 2001
  - 35 Creative Services Center  
80,000 sq. ft. office space, completed in 2001
  - 36 6th and Couch Apartments  
13 rental units with retail, completed in 2001
  - 37 Police Mounted Horse Patrol Facility  
completed in 2001
- UNDER CONSTRUCTION / PERMITTED**
- 1 Streetcar Lofts  
139 mixed income condos
  - 2 The Pearl Block  
100,000 sq. ft. office/retail and 32 condo units
  - 3 Brewery Blocks  
Redevelopment site. Mixed use redevelopment of five blocks - under construction
  - 4 Marshall Wells Lofts  
164 condominiums, under construction
  - 5 Bridgeport Condominiums  
123 condominiums, under construction

## OPEN SPACE PROJECTS

- 1 McCormick Pier Pedestrian Connections  
Proposed public connections thru McCormick Pier Apart., access to Willamette Greenway
  - 2 Jamison Square  
Under construction
  - 3 River District Open Spaces  
Planned public park locations
  - 4 Waterfront Park  
Phases a, b and c of proposed park
- MAJOR REDEVELOPMENT SITES**
- 1 PDC Redevelopment Site  
Approximately 6 acre site
  - 2 Terminal One (Port of Portland)  
Approximately 15-acre site, mixed residential/commercial development
  - 3 Undeveloped Hoyt Street Yards Property  
Remaining 15 acres of Hoyt Street Yards
  - 4 Blocks U & R  
Former "Trailways" site, comprised of two full blocks
  - 5 One Waterfront Place  
Private office building and adjoining 700-car parking garage
  - 6 Yards at Union Station, Phase C  
Planned for approx. 200 units on 1+ acre site
  - 7 NW 3rd & Gisan  
Mixed-use redevelopment of block
  - 8 "Fire Station"  
Redevelopment site.

# Pearl District Development Plan Background Information

## PEARL DISTRICT DEVELOPMENT PLAN

STUDY AREA BOUNDARY





# Pearl District Development Plan Background Information

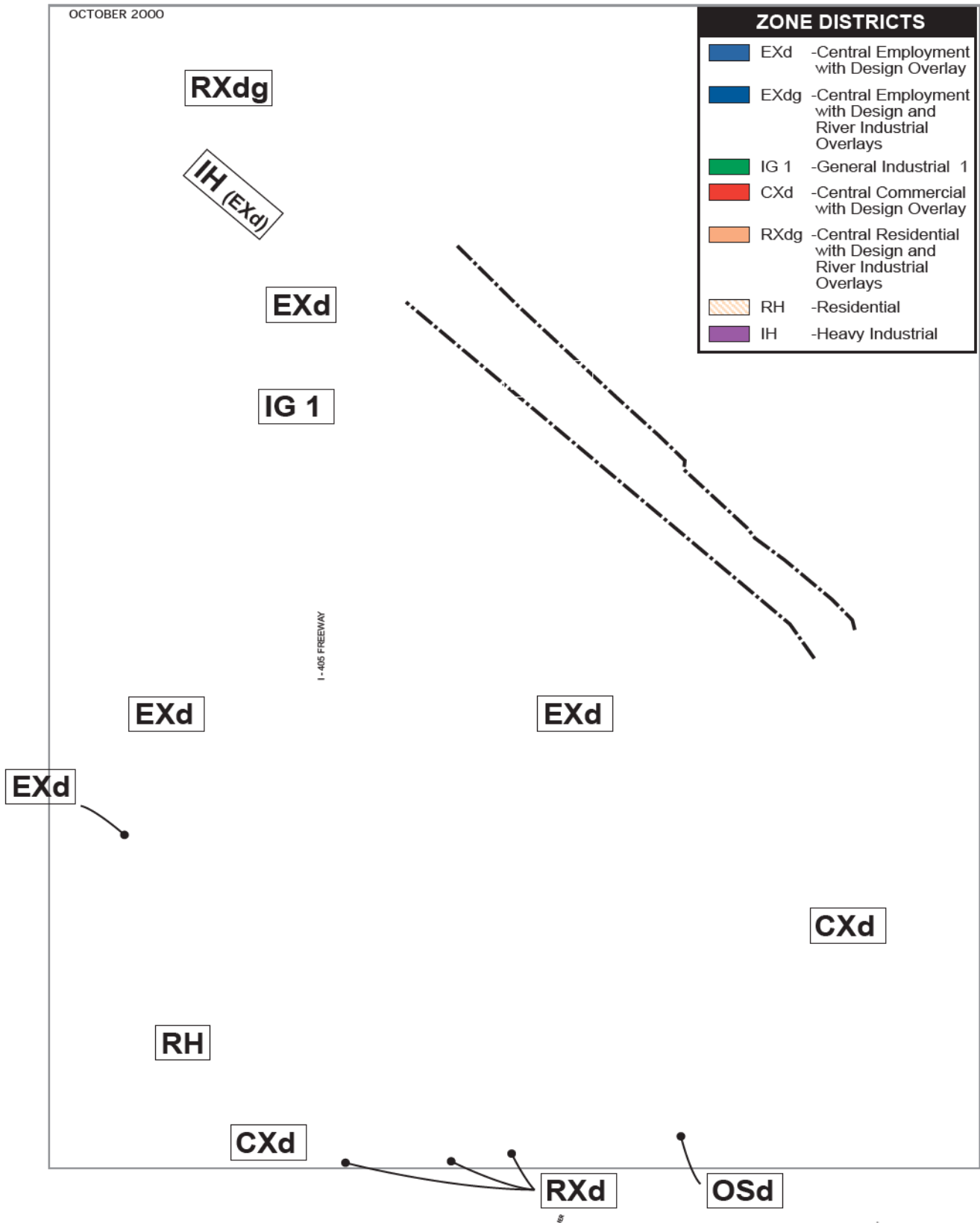
## PEARL DISTRICT DEVELOPMENT PLAN

OCTOBER 2000

STUDY AREA BOUNDARY  
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### ZONE DISTRICTS

[Blue box]	EXd	-Central Employment with Design Overlay
[Dark blue box]	EXdg	-Central Employment with Design and River Industrial Overlays
[Green box]	IG 1	-General Industrial 1
[Red box]	CXd	-Central Commercial with Design Overlay
[Orange box]	RXdg	-Central Residential with Design and River Industrial Overlays
[Hatched box]	RH	-Residential
[Purple box]	IH	-Heavy Industrial



# Pearl District Development Plan Background Information

## PEARL DISTRICT DEVELOPMENT PLAN



# Pearl District Development Plan

## Background Information

### PEARL DISTRICT DEVELOPMENT PLAN

STUDY AREA BOUNDARY

OCTOBER 2000

#### BICYCLE & PEDESTRIAN TRANSIT FACILITIES

- CENTRAL CITY BIKEWAY
- BIKE PATH
- CENTRAL CITY TRANSIT/  
PEDESTRIAN STREET
- CENTRAL CITY WALKWAY
- TRANSIT ACCESS  
STREET

I-405 FREEWAY

15TH AVE HISTORIC DISTRICT

DOUG  
HERN  
SALLY  
MAYESSEN

# Pearl District Development Plan

## Background Information

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### On-going Planning Projects

There are a number of on-going planning projects in and around the Pearl District that could influence development policies and projects in the Pearl District.

#### Northwest Area Plan

The Bureau of Planning's Northwest Area Plan, started in the fall of 1999, is considering land use changes to the industrial areas of Northwest Portland. The area plan has three main goals:

- Adopt the "Guild's Lake Industrial Area" policy plan and a new Guild's Lake Industrial Area Plan District to implement the plan's policies. The main focus is strengthening protections to industrial land in this area.
- Propose land use changes to the "transition area " (generally north of Lovejoy Street and south of Vaughan Street. These close-in areas, primarily zoned General Industrial (IG1), contain a diversity of land uses, and the new Central City street car that runs through the area provides opportunities to develop and implement strategies for the transition from industrial zoning to employment, mixed-use or residential zoning.
- Adopt the Northwest District Association's new policy plan, which includes the "transition area" as well as proposals for Comprehensive Plan and Map changes, zoning, and zoning code amendments.

The Pearl District portion of the project covers the IG1 zoning for the area bounded by NW 12th Avenue, NW Lovejoy, the I-405 freeway and Savier (the northeast edge is jagged, but does not include the Hoyt Street Properties site). The Planning Commission has recommended:

- The IG1 zoning will be changed to EXd (consistent with the rest of the Pearl District).
- The FAR for most of the area will be 5:1, though blocks east of NW 14th Avenue and north of NW Overton will go to 4:1.
- Maximum building heights will be 100-feet, though height bonuses will apply.

#### "North of Lovejoy" Project

The Bureau of Planning is considering initiating a six-month planning effort to evaluate building heights and FARs for the area north of Lovejoy and east of 12th Avenue. The goal is to create more varied building designs and to address market demand for more intensive development (the area currently has 2:1 FARs).

#### Burnside Transportation and Urban Design Plan

Portland's Office of Transportation is working on a plan that will recommend transportation and urban design improvements for Burnside Street from 24th Avenue to the intersection of 12th Avenue and Sandy Boulevard. The plan also will consider the adjacent street network in the context of improvements to Burnside Street.

#### West End Proposal

In October 1999, the West End Steering Committee presented the West End Vision Plan to the Portland City Council. The West End Vision Plan outlined a revitalization plan for the western area of the downtown Portland, bounded by SW 9th Avenue, I-405, SW Market and

## **Pearl District Development Plan Background Information**

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### **Proposed Business Improvement District**

A Pearl District Business Improvement District (BID) would provide cleaning, graffiti removal, security, business development and marketing services. The BID encompasses 61 blocks from Burnside on the south, Lovejoy on the north, I-405 on the west, and Ninth Avenue on the west. This proposal is currently on hold pending further discussions.

### **Old Town/Chinatown Development Plan**

A strategy for immediate, short-term and long-term public and private investments to use public investment to foster private investment in Old Town/Chinatown, while maintaining the unique character of the neighborhood. Similar issues are addressed including: reducing barriers, especially along Burnside; preserving and enhancing the historic and cultural character of the area; and supporting a mix of housing for different incomes.

### **Bridge the Divide and Cap I-405**

A proposal to cap the below-grade portions of I-405 to provide new Central City development opportunities and re-connect neighborhoods split by the freeway. The proposal includes plaza/open space at W. Burnside.

## **Existing Classifications and Zoning Designations**

### **Zoning\***

#### **EX – Central Employment**

The predominant zone in the Pearl District and allows mixed-uses and is intended for areas in the Central City that have predominantly industrial type development. The intent is to allow industrial and commercial uses which need a central location. Residential uses are allowed, but are not intended to predominate or set development standards for other uses in the area. The development standards are intended to allow new development which is similar in character to existing development.

- Residential, retail sales and service, and office uses are all allowed uses.
- Maximum FAR and building height set by Central City Plan District standards
- No minimum setbacks, 100% building coverage allowed.
- No landscaping requirements.
- Groundfloor window standards apply.
- Pedestrian standards apply.
- All sites with frontage on to a transit street must locate main building entrance so that it faces the transit street or is at an angle of up to 45 degrees.

\* Refer to Zone Districts map on page 30.



## **Pearl District Development Plan**

### **Background Information**

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#### **IG1 – General Industrial 1**

Implements the Industrial Sanctuary designation of the Comprehensive Plan. The zone provides an area where most industrial uses may locate, while other uses are restricted to prevent potential conflicts and to preserve land for industry. IG1 areas generally have smaller lots and a grid block pattern and tend to be the City's older industrial areas. The area is mostly developed, with sites having high building coverages and buildings which are usually close to the street. The IG1 zoning within the Pearl District is part of the Northwest Area Plan, which will study and recommend zone changes to employment, mixed-use or residential zoning.

- Residential uses are prohibited. Retail sales and service and office uses are limited to one per site and the floor area may only be up to 3,000 sq. ft., additional retail uses or floor area up to 25,000 sq. ft. (60,000 sq. ft. for office uses) is allowed with a conditional use.
- New lots must be a minimum of 10,000 sq. ft. with minimum dimensions of 75 ft. x 75 ft.
- No limits on FAR or building height.
- No minimum setbacks, 100% building coverage allowed.
- No landscaping requirements.
- Groundfloor window standards DO NOT apply.
- Pedestrian standards DO NOT apply.
- Main building entrances DO NOT have to face a transit street.

#### **CX – Central Commercial**

Provides for commercial development within Portland's most urban and intense areas. A broad range of uses is allowed to reflect Portland's role as a commercial, cultural and governmental center. Development is intended to be very intense with high building coverage, large buildings, and buildings placed close together. Development is intended to be pedestrian-oriented with a strong emphasis on a safe and attractive streetscape.

- Residential, retail sales and service, and office uses are all allowed uses.
- Maximum FAR and building height set by Central City Plan District standards.
- No minimum setbacks, 100% building coverage allowed.
- No landscaping requirements.
- Groundfloor window standards apply.
- Pedestrian standards apply.
- All sites with frontage on to a transit street must locate main building entrance so that it faces the transit street or is at an angle of up to 45 degrees.
- Pearl District Development Plan
- Transportation System Classifications
- Central City Transportation Management Plan





# Pearl District Development Plan

## Background Information

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### Transportation

#### Street Classifications\*

Regional Trafficway – serves inter-regional movement with only one trip end in the Central City or bypassing the area completely.

Major City Traffic Street – serves as the principal route for auto, commercial, and emergency vehicles for access into the Central City, between Central City sub-districts, or through the Central City. These streets should provide connections to Regional Trafficways and Major City Traffic Streets in adjacent districts. Auto-oriented land uses should be encouraged to locate adjacent to Major City Traffic Streets. Access to off-street parking facilities shall be restricted when access can be accommodated on a side street. Priority should be given to pedestrian access and safety and to improving transit operations. Greater congestion may be acceptable. Preservation of on-street parking should be encouraged.

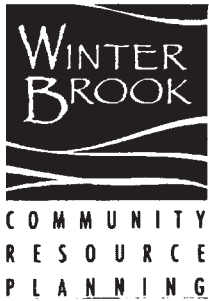
Traffic Access Route – provides access to Central City destinations, distribute traffic within a Central City district, and provide connections between Central City districts. These streets are not intended for through traffic with no origination or destination within the district. Access to parking facilities should be allowed. Priority should be given to pedestrian access and safety and to improving transit operations. Greater congestion may be acceptable. Solutions to congestion problems must accommodate the preferred high-density land use pattern. Preservation of on-street parking should be encouraged. Intersections between Traffic Access Routes and streets with higher and/or similar classifications should be signalized. Protected pedestrian crossings should be provided where needed.

Local Service Street (all others) – provide access to local uses within district, distribute local traffic, provide access to parking and loading facilities, and provide pedestrian and bicycle access. Access to parking facilities is preferred. Priority should be given to pedestrian access and safety and to improving transit operations. Greater congestion may be acceptable. Solutions to congestion problems must accommodate the preferred high-density land use pattern.

\*Refer to Transportation System map on page 31.

## Pearl District Development Plan Policy Conflicts Memo

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### MEMORANDUM

To: Pearl District Development Plan Steering Committee  
From: Tom Armstrong, AICP  
Date: June 28, 2001  
Re: **Policy/Code Conflicts**

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At the June 2 Steering Committee meeting there was a discussion about identifying policies or development code standards that conflict between existing plans and with the Vision Statement. These conflicts are being addressed in three different ways:

1. A plan and policy review conducted as part of this process found a few policy conflicts, which are outlined below, and will be incorporated into the Development Plan.
2. The policy and code changes recommended in the Development Plan will be enhanced with more specific references or examples.
3. There are a number of on-going planning projects, such as the Northwest Area Plan, that are better suited to identifying and working out detailed changes to the development codes.

### POLICY and DEVELOPMENT CODE CONFLICTS

#### Transit Street Designations

A question was raised about the street designation along the streetcar route, especially with respect to curb cuts for driveway access that may conflict with operation of the streetcar. A review of the Central City Transportation Management Plan shows that the entire streetcar route through the Pearl District is designated as Transit Access Streets. This designation is a secondary designation designed to give preference to bus access and circulation within a district. The highest designation is Major Transit Priority Streets, which covers the transit bus mall and light rail transit route. The primary difference is Major Transit Priority Streets provide exclusive transit lanes, whereas the streetcar route is to operate in mixed traffic. Therefore, the Transit Access Street designation is appropriate.

With respect to curb cuts and access, the streetcar route is designated as a Parking Access Restricted Street, where access to parking will not be approved except when granted under adjustment procedures. So, while not specifically prohibited, curb cuts and access onto the streetcar routes will undergo closer scrutiny.

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## Pearl District Development Plan

### Background Information

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#### Transit\*

Transit Access Street – provide bus access to and circulation within a district. Buses stopping in the travel lane would be discouraged on Major Traffic Streets (Lovejoy St. and 14th Ave.), but may be permitted on Traffic Access Routes (Overton St., Glisan St., and Everett St., Ninth Ave., Tenth Ave., and 11th Ave.). Bus stop spacing will be approximately every two to four blocks.

#### Pedestrian\*

Transit-Pedestrian Street – provide a high level of visible relationship between pedestrians and transit. The streets are intended to accommodate high levels of pedestrian traffic, provide positive urban design features to promote pedestrian activities, and to provide visual signals to traffic to respect and give priority to pedestrians and transit.

Central City Walkways – provide direct connections to the Central City, between districts, and major destinations within each district. Designated streets should be the priority for urban design elements and streetscape amenities to provide a consistent and identifiable pedestrianway. Intersections with Major City Traffic Streets and Traffic Access Routes should have signalized crossings.

#### Bicycle\*

Central City Bikeway – provide safe, direct, and convenient bicycle access between and within Central City districts. Bicycles should be able to negotiate the route at least as safely and easily as other transportation modes. Intersections with major streets should be signalized. Bike lanes should be provided on streets where both auto speeds and traffic volumes are high, where the speed difference is substantial (e.g. up hills), or where otherwise needed to enhance safety.

Bike Path – off-street facilities designed to establish adequate and convenient routes for recreation and utility bicycling and may be shared with pedestrians.

\*Refer to Bicycle & Pedestrian Transit Facilities map on page 32.

## **Pearl District Development Plan Policy Conflicts**

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### **Industrial Uses**

Market economics are rapidly driving out most industrial uses within the Pearl District, but various policies support continued or even growth of industrial uses.

#### **Current Policies:**

Central City Plan Policy 17F (River District) – Accommodate industrial growth in industrial zoned areas.

River District Urban Renewal Plan, Job Creation, Objective 2. Keep job producing activities in the Industrial Sanctuary.

EX (Central Employment) Zone, Statement of Purpose – The zone allows mixed-uses and is intended for areas in the center of the City that have predominantly industrial type development. The intent of the zone is to allow industrial, and commercial uses which need a central location. Residential uses are allowed, but are not intended to predominate or set development standards for other uses in the area. The development standards are intended to allow new development which is similar in character to existing development. (Emphasis added.)

Northwest Transition Zoning Project - Proposed zoning changes to the "transition area "(generally the Industrial Sanctuary area north of Lovejoy Street and south of Vaughan Street). These close-in areas, primarily zoned General Industrial 1 (IG1), contain a diversity of land uses, and the new Central City street car that runs through the area provides opportunities to develop and implement strategies for the transition from industrial zoning to employment, mixed-use or residential zoning.

### **Tanner Creek and Basin**

A number of policies refer to the daylighting of Tanner Creek through the center of the Pearl District and constructing a large focal point basin at the outfall of Tanner Creek on the Willamette River. However, subsequent technical studies have shown that daylighting is not feasible and the final design for the Pearl District Blocks has not incorporated the daylighting elements. At some point, these policies should be updated and references to daylighting should be removed.

#### **Current Policies:**

Central City Plan Policy 17J (River District) – In coordination with the Combined Sewer Overflow (CSO) Tanner Creek Basin Project, daylight Tanner Creek through the center of the District and construct a large focal point basin connecting Tanner Creek with the Willamette River to provide a tangible amenity that distinguishes the River District.

River District Urban Renewal Plan, Utilities, Objective 3 – In conjunction with the City's Combined Sewer Overflow Program, pursue "daylighting" (replace the piped drainage facility with an open air creek) Tanner Creek within the District. Utilize the daylighted creek as a basis for open space and educational amenities. The specific blocks which will be developed for parks and open spaces in conjunction with the creek will be determined based on overall development plans and open space needs within the Area.

## Pearl District Development Plan Policy Conflicts

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River District Design Guidelines (1998) – The design guideline B5-1 specifically references the Tanner Creek Park Blocks, now commonly referred to as the Pearl District Park Blocks. It also calls on park design features to emphasize the Tanner Creek stream course as the organizing/identifying design feature of the park.

Tanner Creek Park and Water Feature Steering Committee Report (Oct. 1998) – Based on the information available, the Committee did not support the idea of a continuous flow in a channel that would have to cross public right-of-way as well as private property. There was also concern about the quality of the water, the amount of water and maintenance implications.

*Staff Comment:*

If daylighting the creek is a priority, then further detailed investigation will be needed to find a solution that satisfies the concerns raised by the committee.

The large basin west of Naito Parkway on the water feature site connecting to the Willamette River is problematic from the standpoint of cost, environmental issues and identified recreation needs.

## Pearl District Development Plan Open House Summary #1

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### December 6 Open House - Public Comment Summary

About 75 people attended the first public workshop, which was held on December 6, from 6:30 – 8:30 p.m. at the Swigert Commons at the Pacific Northwest College of Art. The format of the meeting was an open house that allowed participants to move through a series of display stations at their own pace. For each category of the vision statement (i.e. Built Environment, Housing, Transportation, etc.) there was a station with background information (primarily maps), the vision statement element (each board has text plus photos, illustrations and other graphics to support), and a flip chart to write down comments. In addition to written comments, each participant was given some dots/stickers and asked to place green dots next to statements they strongly agreed with and red dots next to statements they strongly disagreed with. Steering Committee members, City staff, and consultants were on hand to explain the vision statement, answer questions, and solicit feedback.

The following summary report includes the text of the vision statement as presented at the open house, comments received on the flip charts, tallies for the green and red dots, and an initial response as to how to incorporate the comments into the Development Plan.

#### **Vision:**

The Pearl District is a unique neighborhood that offers a *diverse* range of housing, jobs, retail and cultural opportunities. The vision for the Pearl District is to maintain that vibrant mix as the community evolves and matures. *Change* is seen as a means to enhance the community as the neighborhood continues to shift from a light industrial/warehouse district to a mixed-use neighborhood that serves as a model for a compact, urban neighborhood.

At the same time, the Pearl District will maintain its connection to the past. Its historic buildings and architectural features contribute to its character and identity and provide a *richness* that is not found in other parts of Portland. Existing buildings provide a diversity, quirkiness and *variety* of styles and design that should be reinforced by new development.

The Pearl District strives to offer a *range of housing* that meets the needs of all types of households – singles, couples, empty nesters, and families. As the neighborhood undergoes a transition, there is a need to provide *community spaces*, especially through creating formal and informal gathering places.

To further facilitate community interaction, new development will support the creation of *active, pedestrian-friendly streets*. To reinforce the notion of active streets, there will be less dependence on the automobile and more reliance on walking, biking, buses and the streetcar, especially given the neighborhood's proximity to a wide range of activities and services in the Central City.

Strategically located within Portland's Central City, the Pearl District has excellent connections to downtown, surrounding neighborhoods, and the rest of the region. These connections must be strengthened, especially in terms of building a relationship to the Willamette River. Additional steps need to be taken to overcome barriers along I-405, Burnside Street, and Broadway Avenue.

# Pearl District Development Plan

## Open House Summary #1

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### Comments from Vision Statement Station:

- The only range of housing that will be left in Pearl will be subsidized S.R.O. buildings and upper-class boutique housing. [will incorporate as a Housing strategy – see page 20]
- The current buildings being put into/next to Pearl have about as much variety and richness as the cookie cutter housing of the infamous Irvine County in southern California. (2 green dots)
- The choice of photos to illustrate the goals and objectives is amusing – often a view of exactly what will disappear from Pearl or what is killing its special spirit. (Right).

**Built Environment:** *New development will be urban in character that reflects the Pearl District's heritage and seeks bold and adventurous designs that enhance the district's distinctiveness.*

#### Objective 1: (14 green dots)

Preserve the character of existing buildings and/or architectural features as a connection to its historic industry/warehouse roots and as a means to assure a variety of styles.

#### Objective 2: (5 green dots)

Maintain high standards for design to ensure that new development contributes to the unique character and diverse richness of the Pearl District.

#### Objective 3: (5 green dots)

Encourage a mix of housing, employment, retail, and cultural uses that create a truly mixed-use community.

#### Objective 4: (5 green dots)

Ensure that new and evolving uses (e.g. telecom hotels) are integrated into and enhance the vitality of the Pearl District.

#### Objective 5: (6 green dots)

Ensure that new development supports and reinforces public infrastructure investments, such as the Portland Streetcar and Jamison Square.

#### Objective 6: (13 green dots) (10 red dots)

Encourage the relocation of the main Post Office. Until then, work to reduce the dominance of and integrate the main Post Office site into the fabric of the community.

### Built Environment - Comments:

- The Post Office must go!
- Replace the Post Office with a branch post office. [will adjust objective – see page 10]
- Extend the park blocks to the River. Relocate the Post Office.
- Please don't destroy us all with your madness. All branches of life are nice, even Post Offices.
- Keep the Post Office as an essential service for low income and elderly who make up its walk-in businesses (checks/cash/id/passports/government forms).



## Pearl District Development Plan

### Open House Summary #1

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- Keep the building heights low and in scale. No big towers, especially down by the river. (4 green dots) [needs further discussion about future vision for the built environment]
- Keep the European flavor of Portland! Build low (not high-rise buildings!) More parks and squares!
- Not pleased when developers push building heights. Those of us who helped this area develop get pushed into the shadows of the big new buildings.
- No 150' building heights. Amen!! (1 green dot)
- Keep new buildings in scale with the existing neighborhood.
- Height restrictions for new construction or remodel to existing structures (2 green dots) !!
- Objective 3: Easy, less expensive, fussy places to eat. (3 green dots)
- Objective 3: Let's hope for more than shop girls and "dot coms" for this place.
- Room for green-balconies, plantings, bird feeders.
- Encourage imaginative architecture.
- Limit and disperse any telecom hotels! (Yes! Yes!)

**Neighborhood Amenities (formerly Public Realm):** *The Pearl District will be a vibrant neighborhood as part of the Central City with a range of amenities that support people who live and work in the community.*

Objective 1: (none) Encourage the establishment of services and facilities that are appropriate to the community.

Objective 2: (4 green dots) Create community spaces, both indoors and outdoors which serve as gathering places for the neighborhood..

Objective 3: (5 green dots) Maintain and enhance public open spaces as neighborhood amenities.

#### **Neighborhood Amenities (formerly Public Realm) - Comments:**

- Get us a grocery store. [will incorporate as a strategy – see page 16]
- Get us an affordable and real grocery store.
- Get us a liquor store. [will incorporate as a strategy – see page 16]
- Yes, yes – move in Dean & DeLuca's so the haute bourgeois don't have to leave their half-million dollar live-work lofts.
- Other missing amenities: Video store (1 red dot), farmer's market, cheap good "eats", butcher shop, swimming pool (1 green dot), lunch places. [will incorporate as a strategy – see page 16]
- We still have a lot of the neighborhoody things – greenspaces, cheap eats, and more low key restaurants. The last thing we need is another store of old, expensive stuff – pretty over that.
- Child friendly spaces (1 green dot) (1 red dot). Possibly an elementary school. [will incorporate as a strategy – see page 16]

## Pearl District Development Plan

### Open House Summary #1

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#### From the Children of Childpeace Elementary School:

Play equipment	Bigger swings	Climbing structure
Less trash	Less noise	Science stuff
Fishing pond	Trees to climb	Rope swing
Tire swing	Merry go round	Bark dust
Sandbox	Tree fort	More slides and bigger
Birdfeeder (birdhouses)	Flowers	Hopscotch and 4-square
Soccer nets	Lower basketball hoops	Less cars
A garden	Monkey bars	Drinking fountains
Benches by the soccer field	Slider ropes	Small fence
Pond, bridge and fish in the pond		Instruments
Tall clock so we can see what time it is.		
Tree house over the water.		

*TRANSLATION:* a playground and other activities for children. [will incorporate as a strategy]

**Housing:** *The Pearl District will have a diverse inventory of housing available to different types of households and income levels.*

Objective 1: (8 green dots)

Encourage a diverse mix of housing types that is affordable to a range of households.

Objective 2: (3 green dots)

Promote the development of live/work lofts as a means of enhancing the mixed-use character of the neighborhood.

Objective 3: (2 green dots)

Provide for a variety of services to support a diverse range of residents.

#### **Housing - Comments:**

- I'm afraid we may already have lost the battle to maintain a good supply of low-income housing. (1 green dot)
- It's gone! Lawyers and stockbrokers.
- Live/work lofts for whom?! More "at home" lawyers and venture capitalists?
- Look at multi-purpose buildings – housing, public spaces/community programs, retail and possibly anchor tenants as a subsidy for housing to keep it affordable. [will incorporate as a strategy]
- Homer Williams: Abandon the 200' x 200' block. The new development is monotonous. City of Portland needs to learn how to plan creatively – not just enforce the zoning code.
- Enhance the existing industrial characteristics of the neighborhood. This is why we

## Pearl District Development Plan

### Open House Summary #1

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moved here in the first place. Make developers pay into an endowment fund that will restore advertising murals [will incorporate as a objective/strategy – see page 7], subsidize existing industries, help to provide low-cost space for artists [will incorporate as a strategy under Arts and Culture – see page 23] and generally maintain what little character is left. Don't forget the community spaces! Developers are getting away with murder by not providing appropriate amenities in their residential projects. Development fees are already outrageous. What does another 1 percent matter?

- Where is the grocery store? (2 green dots)

**Arts and Culture:** *Artists and art institutions are important and will continue to play a prominent role in the identity and character of the Pearl District.*

Objective 1: (2 green dots)

Foster partnerships within the community to create and support cultural spaces and activities.

Objective 2: (6 green dots)

Support cultural institutions, such as PNCA, PICA, and others, in the neighborhood.

Objective 3: (11 green dots)

Support the Pearl District's identity as an artistic community.

#### **Arts and Culture - Comments:**

- Future rent subsidies so art boutiques can stay in Pearl to give out white wine on 1st Thursdays.
- Provide affordable spaces and places for artists and architects and others to live and work. [will incorporate as a strategy under Arts and Culture objective #1]
- The Pearl is going to be about as artistic as Georgetown or "?" in Vancouver in five years. As real activity is driven out by economics of a planned neighborhood next to downtown. If you don't own your building, you are history.
- Actually buy some NW art.
- Joint strategizing between OT/CT, OAS, Culture and History Programs and Pearl.
- Interest in a community center. [will incorporate as a strategy under Neighborhood Amenities]
- Look at the Everett Street lofts. [will incorporate as a strategy under Arts and Culture objective #1]

## Pearl District Development Plan

### Open House Summary #1

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**Edges/Barriers:** *New development will help to strengthen connections between the Pearl District and its neighbors and to develop a relationship to the Willamette River.*

Objective 1: (6 green dots)

Strengthen the connection to the Willamette River.

Objective 2: (5 green dots)

Improve connections across Burnside Street to the West End and Downtown.

Objective 3: (4 green dots)

Enhance the north Park Blocks and Broadway Avenue as a connection between the Pearl District and Old Town/Chinatown.

Objective 4: (1 green dots) (1 red dot)

Enhance connections over and under I-405.

Objective 5: (4 green dots) (5 red dots)

Explore the feasibility of capping the I-405 freeway and providing a gateway to the community.

Objective 6: (3 green dots)

Integrate the redevelopment of Terminal 1 into the Pearl District and the riverfront.

#### **Edges/Barriers - Comments:**

- 200' river clearance like development south of Marquam Bridge (North Macadam).
- Objective 1 is unlikely since the grid has been plotted parallel to the river instead of angling down to the river. But then we would lose money on those less desirable triangular lots.
- Probably what we love most is being able to walk so much. I'd like to see more crossovers into surrounding areas (Burnside, River, towards N.W.) so that Pearl isn't isolated.
- Agree. Need to ensure walking access.
- Create spaces and programs that encourage people.
- Tame Burnside and I-405 for pedestrians!
- Active streetscape through I-405 along light rail and the street car line.
- Have joint/2-3 neighborhood planning committees.

**Economic Opportunities:** *The Pearl District will offer a wide range of employment opportunities to help maintain diversity and enable people to live, work, shop and play within the neighborhood.*

Objective 1: (2 green dots) (1 red dot)

Encourage new employment opportunities that capitalize on the Pearl District's location within the Central City.

Objective 2: (11 green dots)

Support independent, long-time businesses that are an important part of the character and diversity of the neighborhood.

#### **Economic Opportunities - Comments:**

- Objective #1: Ah yes, more hourly jobs for car valets to service boutique eateries. Thanks.

## Pearl District Development Plan

### Open House Summary #1

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- Existing industrial and non-trendy/glamorous businesses are what give this district its unique character.
- New "industrial-style" buildings will look pretty silly without any industry to back them up.
- Support the existing employment base.
- How can non-profit organizations fit in – how could that be affordable?
- Let's be careful where retail goes.
- Buy your building – burn a condo.

**Transportation/Parking:** *The Pearl District will become a showcase for a compact, high density, urban neighborhood that reduces reliance on the automobile.*

Objective 1: (none)

Recognize that there will be congestion and conflicts between different types of users, but solutions should balance the needs of all users and should not seek to exclude specific modes of transportation.

Objective 2: (3 green dots)

Ensure that new development supports the streetcar as a major component of the community's accessibility and mobility.

Objective 3: (8 green dots)

Create a transportation system that offers alternatives (i.e. walking, biking, transit) for traveling to, from and within the Pearl District.

Objective 4: (7 green dots)

Create pedestrian-friendly streets that provide for an active, interesting, and safe environment.

Objective 5: (6 green dots) (7 red dots - old rails in streets)

Preserve the historic character and richness of the neighborhood by protecting and maintaining streetscape features such as cobblestones and old rails in the streets.

Objective 6: (7 green dots)

Ensure an adequate amount of parking without detracting from the vitality of the neighborhood.

#### Transportation/Parking - Comments:

- There is no sense of adequate parking being projected for planned housing plots let alone for the street level "boutiqueing" of our own Rose City Georgetown.
- Extend Fareless Square throughout the River District (3 green dots).[will incorporate as a strategy under Transportation objective #2]
- Bicycles! More bike parking, keep the streets bike and pedestrian friendly. (3 green dots).[will incorporate as a strategy under Transportation objective #2 ]
- Only bike path along the river....come on! (3 green dots).[will incorporate as a strategy under Transportation objective #2 ]
- It's really important to leave room for the parking strips for good sized trees to grow and thrive in! (3 green dots).[will incorporate as a strategy under



## **Pearl District Development Plan Open House Summary #2**

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Transportation objective #3]

- You have been ripping up cobblestones and street rails.
- You just paved over cobblestones on 12th – see Objective #5. Use cobblestones between H and I on 11th.
- Keep the cobblestones.
- Save the cobblestones. (1 green dot)
- Restore the cobblestones.
- The rails are quaint, but the pits around them are dangerous. [will adjust Objective #5 to delete reference to rails and focus on preserving the cobblestones]
- Rails are great, but I wiped out on them on my bike!

### **Open House Summary #2 May 23 Open House - Public Comment Summary**

On May 23, 2001 an open house was held at the Pacific Northwest College of Art. The purpose of this meeting was to review the draft Development Plan and proposed Action Items. About 60 people attended and provided comments on flip charts, questionnaires, and with dots. Each participant was given four green dots (to be placed on their highest priorities) and two red dots (to be placed on items they strongly disagree with). Additional dots were available upon request.

The following is a summary of the comments, highlighting items for consideration in the Development Plan report.

#### **The highest rated projects:**

1. Public Market at the 511 Broadway Building (32 green dots)
2. Waterfront property acquisitions (18 green dots)
3. Affordable live/work space for artists (16 green dots)

#### **Vision Statement**

A few written comments and 4 red dots concerning the Pearl as a place with "grit and conflict". One suggested using the word "contrasts".

#### **Built Environment**

Overall, strong support for incentives and zoning changes to encourage innovative design (10 green dots), partial block development (8 green dots), and building setbacks for solar access (9 green dots). Flip chart comments include a dialogue concerning building heights that included arguments for both sides of the issue.

#### **Housing**

Strong support was indicated for the Housing Implementation Strategy (9 green dots) and encouraging mixed income and/or middle income housing (3 green dots). Additional flip chart comments in support of housing for artists and families, although the families action item received 6 green dots and 2 red dots.

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### **Neighborhood Amenities**

A number of flip chart comments focused on the need for a grocery store. There was divided opinion over siting a school in the Pearl (4 green dots, 6 red dots). Also there was opposition to a flip chart comment suggesting a cancer survivor's park (1 green dot, and 5 red dots). Waterfront open space acquisitions were broadly supported (18 green dots) as was completing the Tanner Creek Park Blocks (8 green dots) and a community center at Centennial Mill (5 green dots).

### **Arts and Culture**

Many comments in support of live/work space for artists (14 green dots). Also, strong support indicated for performing arts space (11 green dots), re-installing the Lovejoy Columns (10 green dots) and supporting PNCA and PICA (9 green dots). Comment noted that there are no action items dealing with galleries.

### **Economic Opportunities**

Continued concern over the displacement of small businesses that add character to the neighborhood. Strong support (12 dots) for an incubator building.

### **Edges and Gateways**

The Public Market at the 511 Broadway Building received the highest level of support (32 green dots, 1 red dot). There was little support for creating a gateway between the old and new parts of the Pearl (14 red dots) and capping the I-405 freeway (8 red dots).

### **Transportation and Parking**

Strong support for expanding fareless square (11 green dots), installing more traffic signals (10 green dots), preserving cobblestones and historic features (9 green dots) and prohibiting surface parking lots (6 green dots). There was opposition to replacing parking meters with central pay stations (8 red dots), preserving and increasing on-street parking (7 red dots), and public restrooms (1 green dots, 3 red dots).

## **Comment Summary - Flip Chart Comments**

### **Vision Statement**

- I'm afraid the constrictive role of 'conflict and conflict and grit' escapes me. I certainly am not living in this area to heighten my sense of frustration (one green dot)
- Conflicts=constrasts, juxtapositions need to find a more helpful set of words to express this (one green dot)
- We don't want to drive out all the 'old' small businesses that add to the visual, economic and other diversity

### **Built Environment**

- Absolutely what distinguishes 'Pearl' from any other urban neighborhood is the architectural character. Full block projects and new buildings should maintain architectural integrity and fit into this context
- Definitely – the Pearl needs to retain its unique qualities or it will become just

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another yuppie-haven. Maintain architecture styles, do not let artists be priced out

- Why is light industry being taken out? Character of district changing rapidly – not possible to save based on what is happening
- Should encourage light industry to stay. They too are integral to character
- Redirect post office traffic away from Glisan – i.e. alternate route to freeway (2 green dots)
- I disagree. Glisan is the appropriate route
- Stop allowing 12 story buildings that dominate the environment and exceed height limits (2 orange dots)
- I disagree. Height is not a problem
- We need setbacks to let sunlight in, perpendicular parking if possible
- Re think gay 90's lamp posts (kitsch to the extreme)

### **Housing**

- The noise level in the wee hours is not acceptable. Regardless of the nature or history or ambience of the neighborhood, people who live in this neighborhood should be able to and are entitled to downtime. (two red dots)
- Disagree with above. Don't make the Pearl a suburban enclave. There's room in Beaverton...
- Noise is not necessarily a required aspect of living downtown
- Noise and smoke until 2 a.m. OLCC and laws being introduced and passed to make a noise a non-issue. WE should expect occasional noise – but not every night until early morning
- This is an urban neighborhood. This is part of urbanity. Need vitality here at night. When we did not have this, the neighborhood was less livable.
- Explore urban co-housing
- Identifying the factors that would encourage families with kids to move to the area is just scratching the surface, more needs to be done. So far, the emphasis seems to be on people whose kids are grown and who have enough money to afford these outrageously priced houses.
- Where is the artist housing? Industrial strength work/live spaces where one can slop paint. The current marketplace in the Pearl will never support this.
- Develop a residential parking permit
- Still have not addressed truly integrated plan to maintain preserve artists in Pearl (residents – not students or represented artists – but affordable live/work) Create artists sanctuary or subsidized housing project in Pearl

### **Neighborhood Amenities**

- Grocery shopping opportunities (two green dots)
- With this many people we must have someplace for groceries (not just Trader Joe's and Natures and Farmers market
- Integrate carefully into mixed-use projects to avoid big boxes but definitely need to

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eliminate trips to suburbs

- Provide amenities for residents such as neighborhood grocery store – not Safeway
- Liquor store (one green dot)
- Video store
- Movie theater
- We need a dog park
- We need more urban development on the River's edge. Too much green space is already underutilized and dead
- Do not homogenize the Pearl – can make an attractive neighborhood without 'cleaning everything up' taking away urban characteristics (one green dot)
- Cancer survivor park (one green dot; five red dots)
- Trail and greenway along river is critical connection to rest of city's trails and neighborhoods (five green dots)
- Complete city park blocks in this area (one green dot)
- Develop public market as described in federal building (eight green dots)
- Develop community center (one green dot)

### **Arts and Culture**

- The viability of the 'arts' in the Pearl depends upon having artists working here! Where will they live and work?
- Buy art
- Pay tickets/do performances
- Although encouraging PICA and PNCA to remain anchors for the arts community here is a good strategy counting on this to 'anchor and maintain' pressure is dangerous. Need more integrated infrastructure to encourage/promote presence here
- Non of these objectives directly deals with galleries
- Objective 1 (2) affordable studio space – does not find its way into action items
- Creation of performance space/facility in Pearl – great for whole performance culture. Citywide need.

### **Economic Opportunities**

- We're losing the 'old' businesses (Winks) because of the high cost of staying here. "Small" businesses can't pay the bill (one green dot)
- This is very important to the quality of our lives
- Incubator building - Is there some way to build in grandfather clauses or incentives to maintain a small business?
- Explore TIF revenue financing bonds based on the creation of intellectual property within the incubators
- TIF and revenue bonds are exact opposites

### **Edges and Gateways**

## Pearl District Development Plan

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(No written comments)

#### Transportation and Parking

- 13th as a 'woonerf' connection from the south to the north (past brewery)
- The addition of many (thousands) of parking spaces – e.g. Brewery blocks, main post office, 9th and Lovejoy grocery store, will encourage thousands of daily trips by single occupancy vehicles to the area. Mitigating the impact of all this auto traffic on those who choose not to drive is of paramount importance. I suggest more traffic control devices (traffic signals) and as few curb cuts in sidewalks as possible (one green dot)
- If curb extensions are being considered at pedestrian crossings – also consider transit curb extensions to improve bus stops
- Where are the public restroom facilities in the new park?

#### Questionnaire results

##### *1. Does the vision statement reflect your views of the future of the Pearl District?*

- Yes
- I would like to have wide sidewalks and possible a pedestrian mall on one or two streets – these would increase livability and reduce traffic
- Pretty much
- Yes, as long as growth is maintained within livable standards. Do not turn the Pearl into a typical urban neighborhood i.e. do not price out light industry, businesses/artists and galleries – that was, afterall what attracted us here in the beginning
- Yes, I think we are on the right track

##### *2. What are the most important projects, programs or policies?*

- Riverfront and reuse of Centennial Mills
- Make good walking areas
- Discourage people bringing cars to the area. Encourage streetcar use
- Discourage bicycles
- Keep architectural integrity
- Encourage mid-income housing
- Encourage and develop facilities which will bring families to the Pearl
- Zoning and parking issues need to be addressed. It is important to maintain the character of the neighborhood

##### *3. Is there anything missing?*

- More cobblestone streets needed



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- Need a full service grocery store – currently have to leave neighborhood to go shopping, taking the bus, etc. is inconvenient (two responses)
- No

#### *4. Other?*

- Consider taking some streets and making them pedestrian mall streets
- Thanks for all the work that has gone into this planning!
- I hope a lot of these plans are implemented

#### *5. What do you think of the 'big ideas' that have been highlighted?*

- Public market at 511 Broadway - number one
- Very important
- Post office infill – very important
- Centennial Mills – good idea
- Lovejoy Columns - good idea
- Redevelop under I-405 – good idea and within next ten years

