

CENTRAL CITY 2035

WEST QUADRANT PLAN

PROPOSED DRAFT | AUGUST 2014

Central City 2035

West Quadrant Plan

Planning and Sustainability Commission
Work Session Materials for
October 21, 2014



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MEMO

DATE: October 9, 2014
TO: Portland Planning and Sustainability Commission
FROM: Karl Lisle, West Quadrant Plan Project Manager (3-4286)
CC: Susan Anderson, Joe Zehnder and Sallie Edmunds
SUBJECT: 10/21/14 Central City 2035 West Quadrant Plan Work Session Materials

This packet includes materials to help inform the Commission prior to the October 21st work session on the Proposed Draft West Quadrant Plan.

Attached are short briefs with additional information, background, and in some cases potential plan edits on the following topics:

1. Central City Maximum Building Heights
2. Old Town/Chinatown Issues
3. Affordable Housing and Housing Diversity
4. Environmental and River Content
5. Parks, Bikes, Green Loop
6. Parking

At the work session, Joe Zehnder will present the materials on the building height issues. Following the commission's discussion on that topic, staff recommends working through the rest of the issues with discussion as needed.

Assuming the commission is not prepared to make a recommendation at the conclusion of the October 21st work session, an additional work session on the West Quadrant Plan has been added to the December 9th agenda.



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Proposed Revisions Master List

Who	Page #/ Reference	Request	Revision
Staff	p. 10/Changes to the Natural Environment	Correction	“Today there are 17 species in <u>Portland the Willamette River</u> that are listed under the Endangered Species Act; <u>seven of which are found in the Willamette River.</u> (The others are in the Columbia River.)”
Staff	p. 30/Flexible Streets	Add green infrastructure	“The forms and character of these connections <u>Green infrastructure, such as bioswales and street trees, can contribute to the pedestrian and bicycle experience as well as managing stormwater and reducing ambient air temperatures.</u> ”
Staff	p. 39		“In addition, some policies and actions from the N/NE Quadrant Plan (adopted in 2012) and the Climate Action Preparation Strategy (adopted in 2014) <u>will</u> may be incorporated”
Staff	p. 41/Economy and Innovation	Move new policy and actions regarding Adaptation to Future Climate Change from this section to pages 51-53 Health and Environment	*text will be copied and pasted to the new section with no edits.
Staff	p. 41/Economy and Innovation		RC3 – “ If beneficial, develop land use regulations”
Staff	p. 43/Housing Diversity policy	Merge housing diversity policies related to type and affordability into one policy.	Housing Diversity. Create <u>attractive, dense, high-quality affordable housing throughout the Central City that is attractive and affordable accommodates a broad range of needs, preferences, and financial capability in terms of different types, tenures, sizes, costs and locations. to a broad range of households and incomes, especially affordable housing for workers and students.</u>
Staff	p. 43/Climate Change Preparedness		“Support Central City residents and businesses by planning and preparing for climate change emergency response situations such as floods and droughts.”

Who	Page #/ Reference	Request	Revision
Staff, Baugh	p. 43/HN2	Be consistent with affordability terminology.	HN2* : Explore tools to support the development of <u>housing across a range of affordability, from very extremely low-income to moderate income</u> , (0-30% AMI*), low income (30-50% AMI), moderate income (50-80% AMI) and middle income (80-120% AMI) housing.
Staff, Baugh	p. 43/HN2	New Appendix A entry related to HN2. Definition taken from 2035 Comprehensive Plan, page G-9.	Low and moderate income: Typically based on annual Median Family Income (MFI) limits published by HUD. Households earning 0-30% MFI are “extremely low-income”; 31-50% MFI are “very low-income”; 51-80% MFI are “low-income”; 81-120% MFI are “moderate income.”
Staff, Baugh	p. 44/ HN3	Be consistent with affordability terminology.	HN3: Develop zoning incentives and other regulatory tools to encourage development of <u>moderate-income workforce housing</u> .
Staff	p. 47/Water Quality		“ Encourage Increase the use of ecoroofs, green walls and rain gardens with development.”
Staff	p. 48/WR3		Change Timeline to Ongoing
Staff	p. 48/Willamette River		New WR6 – “ <u>Increase the efficient use of existing docks and river access points.</u> ” Timeframe: Ongoing Implementers: PPR, PBOT
Staff	p. 48/Willamette River		New WR7 – “ <u>Require higher standards for new development in the floodplain.</u> ” Timeline:2-5 yrs. Implementers: BPS, BES
Staff	48/Willamette River	Celebrate the river	New WR8 – Pursue locating and installing art, play areas, signage and attractions along the riverfront to showcase the river’s past and present. Timeline: Ongoing Implementers: PPR, RACC, Public, Private

Who	Page #/ Reference	Request	Revision
Staff	p. 49/Urban Design		"Relationship to River. Encourage development adjacent to the Willamette River Greenway to orient building towards the river, <u>at appropriate set-back distances, in order to ...</u> "
Staff	p. 51/Health and Environment		"Upland Habitat <u>Connections Corridors.</u> "
Houck	p. 51/Health and Environment	Consider existing flooding	<u>New WR Policy: Minimize the risk to new and existing development and infrastructure from flood events, while also maintaining and enhancing ecological functions associated with the river and floodplain.</u>
Houck	p. 52/Health and Environment	Consider impervious surface standards	EN1 – Develop new regulatory and incentive tools to increase the use of green building technologies and innovative stormwater management techniques (e.g., ecoroofs, green walls, <u>impervious surface standards</u>), renewable energy and energy efficiency in both new development and redevelopment.
Houck	p. 52/Health and Environment	Add heat island effect.	EN2 – Continue to monitor air quality <u>and ambient air temperature</u> and explore <u>mitigation alternatives options as needed to reduce people's vulnerability to urban heat island effects.</u>
Houck	p. 53/Health and Environment	Add flooding and heat island effect.	EN4 – Identify tree <u>preservation and planting opportunities and implementation strategies (e.g., street tree and planting and maintenance programs) trees that meet multiple objectives including reducing urban heat island, improving local air quality, intercepting stormwater and providing habitat.</u>
Houck	p. 53/Health and Environment	Address flooding – better explain what will be done as part of the plan to address existing flooding and changes in flooding due to climate change.	<u>New EN12 Action: Work with FEMA to remap the Willamette River 100-year floodplain to include the consideration of climate change. Timeline: 2-5 years. Implementers: FEMA, BES, BPS</u>

Who	Page #/ Reference	Request	Revision
Houck	p. 53/Health and Environment	Address flooding – better explain what will be done as part of the plan to address existing flooding and changes in flooding due to climate change.	<u>New EN13 Action: Amend the flood related regulations and other guidelines to minimize and mitigate the risk of flood damage to new, redeveloped and rehabilitated buildings located in the revised 100-year floodplain, and the impacts of such development on floodplain functions. Timeline: 2-5 years. Implementers: BPS, BES</u>
Staff	60/Regional Center: Economy and Innovation	Celebrate the river	Policy 7b. Increase the attractiveness of the riverfront as a tourist destination by encouraging the development of new shops, restaurants, water transport, <u>art, cultural, historic, ecological, and maritime attractions</u> and recreational opportunities.
Staff	62/Regional Center: Economy and Innovation	Embrace the river	RC2. Encourage redevelopment with key public attractions and mixed-uses at the Morrison Bridgehead <u>that connect to the river.</u>
Staff	62/Regional Center: Economy and Innovation	Embrace the river	RC8. Add <u>and along the seawall</u> at the end of the first sentence.
Staff	p. 62		RC13 – Add DSL to Implementers
Staff	p. 63/Downtown Increase Housing Policy	Be consistent with diversity-related language. Replace “balance” with “diversity.”	<u>Increase Housing Residential Development.</u> Encourage the development of new housing, particularly along SW Naito Parkway and the South Park Blocks. Encourage a balance <u>diversity</u> of housing types, <u>tenures, sizes and costs</u> throughout the district.
Staff, Baugh	p. 63/Downtown HN1	Be consistent with affordability terminology.	HN1. Develop incentives to increase <u>moderate-income</u> workforce housing in Downtown.
Staff	p. 66/Transportation		T15 – Add to implementers “state and federal”

Who	Page #/ Reference	Request	Revision
Staff	69/Urban Design	Celebrate the river	Insert new action as <u>UD8</u> , <u>Coordinate with maritime-related organizations and interests to increase maritime attractions and events at Tom McCall Waterfront Park.</u> Timeframe: ongoing <u>Implementers: PPR, Private</u>
Smith	p. 70/Downtown UD15	How are we addressing O'Bryant Square? How will the plan address activation and security?	Rehabilitate/redesign O'Bryant Square. <u>Explore design and management alternatives for developing the space as a signature stop on the "Green Loop."</u>
Staff	p. 70/Environment		"Urban Habitat <u>Connections Corridors.</u> "
Staff	p. 71/Environment		<u>New EN8 – "Incorporate plans remove a portion of the seawall at Tom McCall Park (not in the vicinity of Ankeny Street Pump Station) to provide both river access and improved flood management into the WPMP update."</u> Time frame 6-20 years. <u>Implementer: PPR</u>
Staff	p. 71/Environment		<u>New EN9 – "Locate all new redevelopment west of Naito Pkwy to minimize and outside of the floodplain."</u> Timeframe: Ongoing <u>Implementers: BPS, Private</u>
Staff	p. 77/West End Residential Development Policy	Be consistent with diversity-related language.	Residential Development. Encourage dense residential development including unit types, <u>tenures</u> , sizes and amenities supportive of families, <u>students</u> , older adults and households with a variety of incomes. South of Salmon, residential development is the predominant use; to the north it is a major component.
Staff	p. 81/Urban Design		<u>New UD11 – "Improve Jefferson Street with stormwater facilities."</u> Timeframe: 2-5 yrs. <u>Implementers: PBOT, BPS, BES</u>

Who	Page #/ Reference	Request	Revision
Staff	p. 89/Goose Hollow Urban Family Housing Policy	Be consistent with diversity-related language.	Urban Family Housing. Encourage the development of multi-family housing with unit types, <u>tenures, sizes, costs</u> and amenities supportive of families, particularly a community space/center, cultural aspects and daycare facilities.
Staff	p. 93/Environment		"Urban Habitat <u>Connections Corridors.</u> "
Staff	99/Regional Center: Economy and Innovation	Embrace the river	RC4 – Redevelop the Centennial Mills site to meet broad public goals including commercial uses, and greenway trail <u>and public access</u> to the river as outlined in the <i>Centennial Mills Framework Plan.</i>
Staff	p. 99/Pearl District Urban Family Housing Policy	Be consistent with diversity-related language.	Urban Family Housing. Encourage the development of multi-family housing with unit types, <u>tenures, sizes, costs</u> and amenities supportive of families, particularly a K-8 public school facility, community space/center, cultural aspects, performance venues and daycare facilities.
Staff	p. 100/Pearl District Housing for Older Adults Policy	Be consistent with diversity-related language.	Housing for Older Adults. Encourage the development of multi-family housing with unit types, services and amenities supportive of older adults <u>with a variety of incomes.</u>
Staff, Baugh	p. 100/Pearl District HN1	Be consistent with affordability terminology.	HN1: Restructure FAR bonus system to increase affordable and middle-moderate -income housing production including family-friendly units.

Who	Page #/ Reference	Request	Revision
Smith	p. 102/Pearl TR7	Look at potential connections to NW Marshall with action TR7	Enhance connectivity across railroad tracks and Naito Parkway to access the River. Build new pedestrian bridges over the tracks at Marshall, connecting the Fields Park to Centennial Mills and explore a possible bridge that extends NW 13 th to the River. <u>Explore the feasibility of connecting this future bridge to the Broadway Bridge to directly connect cyclists to the Marshall bikeway and pedestrians to Naito Parkway.</u>
Staff	p. 104/Urban Design		<u>New UD7 – “Balance development with habitat, including rerouting and daylighting the end of Tanner Creek to create in-water and riparian habitat.”</u> Timeframe: 6 - 20 yrs. Implementers: BES, PDC
Staff	p. 104/Environment		“High Performance Areas. Encourage “high performance areas that promote energy efficiency, and green building techniques <u>and sustainable site design and practices”</u>
Staff	p. 105/Environment		EN1 - “Restore <u>riparian and shallow water habitat</u> to improve conditions for fish and wildlife habitat at Centennial Mills.

Who	Page #/ Reference	Request	Revision
Old Town/Chinatown Community Association	p. 111/OTCT RC4 and p.158 OTCT RC4 appendix entry	Reduce proposed height increase from 175' to 150', limit increase to Block 33 only and make increase contingent upon completion of revised nomination and new design guidelines for the Chinatown/Japantown Historic District.	RC4: Study preservation zoning transfer incentives that would allow additional height for new construction on non-contributing (non-historic) properties in exchange for preservation/rehabilitation of contributing historic properties in the New Chinatown/Japantown Historic District. The area eligible for the potential increased height allowance is south of NW Everett and west of NW 4th, where the maximum height is currently 100'. Projects that use the preservation incentive could potentially build up to a maximum of 475 150'. <u>Implement this incentive following the update of the historic district nomination and the development of new design guidelines and development standards. Adopt with CC2035. 2-5 Years.</u>
Staff, Baugh	p. 113/OTCT Housing Balance Policy	Replace "balance" with "diversity." Be consistent with affordability terminology.	<u>Housing Balance-Diversity.</u> Encourage the development of new housing in the district, especially along Naito Parkway to enliven the riverfront, North Park Blocks and NW Glisan corridor. Emphasize <u>middle moderate-income</u> and market-rate housing to <u>encourage a mixed-income neighborhood.</u> balance the high proportion of low income and shelter units in the district. Support home ownership, <u>moderate-income</u> workforce housing and student housing projects.
Staff, Baugh	p. 114/OTCT HN8	Be consistent with affordability terminology.	<u>HN8:</u> Consider an SDC waiver or reduction program for <u>moderate-income</u> workforce projects and market-rate housing projects.

Who	Page #/ Reference	Request	Revision
Staff	123/Regional Center: Economy and Innovation	Celebrate the river	Policy 4. Increase the number of visitors in the district by encouraging new and enhancing existing riverfront uses and activities including active and passive recreation, <u>historic, maritime and cultural displays</u> and water transit...
Staff	p. 125/South Waterfront Urban Family Housing Policy	Be consistent with diversity-related language.	Urban Family Housing. Encourage the development of multi-family housing with unit types, sizes, costs and amenities supportive of families, community space/center, cultural aspects and daycare facilities.
Staff	p. 125/South Waterfront Housing for Older Adults Policy	Be consistent with diversity-related language.	Housing for Older Adults. Encourage the development of multi-family housing with unit types, <u>tenures</u> , services and amenities supportive of older adults with a variety of incomes <u>at a full range of affordability.</u>
Staff	p. 125/South Waterfront HN1	Be consistent with diversity-related language.	HN1: Create incentives to encourage the development of family, student and/or housing for older adults <u>with a variety of incomes</u> . Explore incentives to incorporate some housing into the northern portion of the district.
Staff	p. 136/South Downtown/Univ. Urban Family Housing Policy	Be consistent with diversity-related language.	Urban Family Housing. Encourage the development of multi-family housing with unit types, <u>tenures, sizes, costs</u> and amenities supportive of families, particularly open space, playgrounds, a community space/center, cultural aspects and daycare facilities.
Houck	p. 144/Greenway	Address Ross Island and conflicts with additional boating/activities on the river.	<u>New 9. (See attachment)</u>
Houck	NEW	Address flooding – better explain what will be done as part of the plan to address existing flooding and changes in flooding due to climate change.	<u>New Appendix A item – Willamette River Flooding (see attachment 2)</u>

I. CENTRAL CITY MAXIMUM BUILDING HEIGHTS

What we heard

1. What is our direction? Are we Paris or Vancouver?
2. We need a more surgical approach. We have too much height in too many places. How do we save buildings and blend them in?
3. What are the economics of height? Please review financial feasibility issues and building types. What are the tradeoffs?
4. What are the public vs. private benefits of height?
5. How is the height discussion different for residential and commercial development?
6. Please review building height from a design perspective (relationship between FAR, height and design). The first 30 feet are critical.
7. Bridgehead height concerns
8. Please review best practices, examples of height and livability
9. How does height relate to: affordable housing, land supply, parking, FAR, health, social isolation and demographics; Portland Plan goals?
10. How can we prevent/mitigate concerns related to height such as shade, impact on microclimate, transitions to existing buildings and wind tunnel effects?

Proposed revisions

None other than in Old Town/Chinatown. See Old Town/Chinatown Issues document.

Attachments

None

Discussion

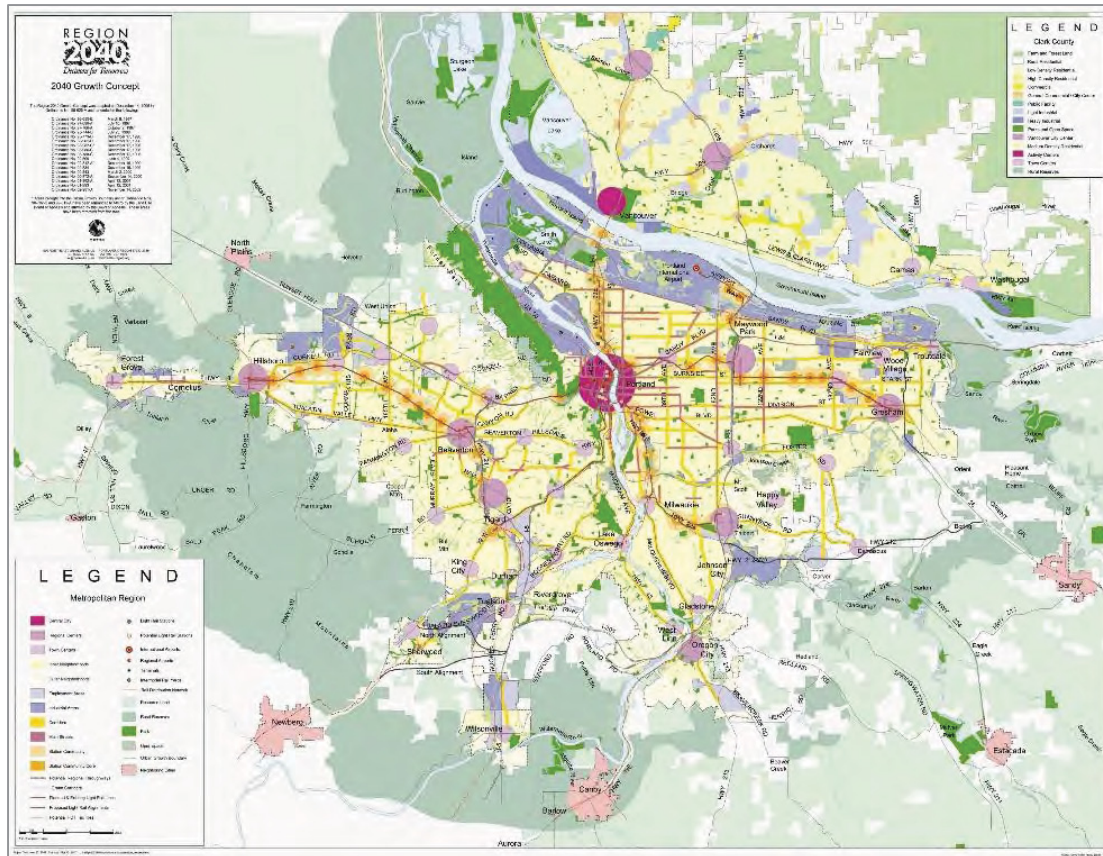
Building size, massing and design are regulated by a variety of zoning tools in the Central City. The key elements are Floor Area Ratio (FAR), maximum height limits, various development standards and discretionary design review. To facilitate the Planning and Sustainability Commission's discussion of the proposal, this document reviews the following:

1. Central City building size, massing and design fundamentals
 - a. unique role of the Central City
 - b. unique block pattern
 - c. density/FAR regulation
 - d. height regulation
 - e. design of ground floor and public realm
 - f. building code implications for building height
2. Central City height regulation
 - a. principles of Central City height regulation
 - b. the evolution of height regulations in the Central City
3. How FAR and height work in combination
4. Response to specific questions from the Planning and Sustainability Commission

1. Central City building size, massing and design fundamentals

a. Role of the Central City

To understand the City's approach to regulation of the size and height of buildings in the Central City, it is important to consider the unique role that that Portland's Central City plays in the region and regional plan.



The Central City is intended and expected to have the greatest concentration of uses, employees and population in the region. Meeting this role is beneficial to the region and the rest of the city in terms of meeting a variety of shared objectives including economic prosperity, transportation and transit efficiency, and environmental and sustainability performance.

There are other major regional centers in the Metro 2040 plan, but there is only one Central City. According to the description in the Metro 2040 Plan: “The **central city**, or downtown Portland, serves as the region’s business and cultural hub. Within the region, it has the most intensive development of housing and employment, with high-rise development common in the central business district. Downtown Portland will continue to serve as the region’s center for finance, commerce, government, retail, tourism, arts and entertainment.”

The City's draft Comprehensive Plan also designates the Central City as the location for the greatest concentration of development. Accomplishing this is seen as a benefit to the city as a

whole. It allows the other centers identified in the urban form plan to have a smaller, more appropriate scale for their more neighborhood locations while still be efficiently connected to the employment and amenities of the Central City.

The following illustrations from the “Urban Design Direction” report for the new Comprehensive Plan reiterates the unique role and scale of the Central City among the different types of centers proposed for the city’s network of centers and corridors.

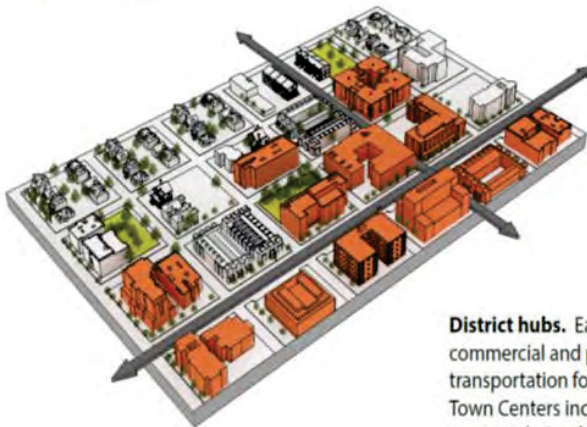
NEIGHBORHOOD CENTER



HOUSING	3,500 units
JOBS	Primarily retail/service
BUILDING SCALE	Up to 4 stories

Local hubs. Neighborhood centers are hubs of commercial services, activity, and transportation for surrounding neighborhoods. They typically include small parks or plazas to support their roles as places of local activity and gathering. These smaller centers provide housing capacity within a half-mile radius for about half the population needed to support a full-service neighborhood business district (surrounding neighborhoods provide the rest of this population base).

TOWN CENTER

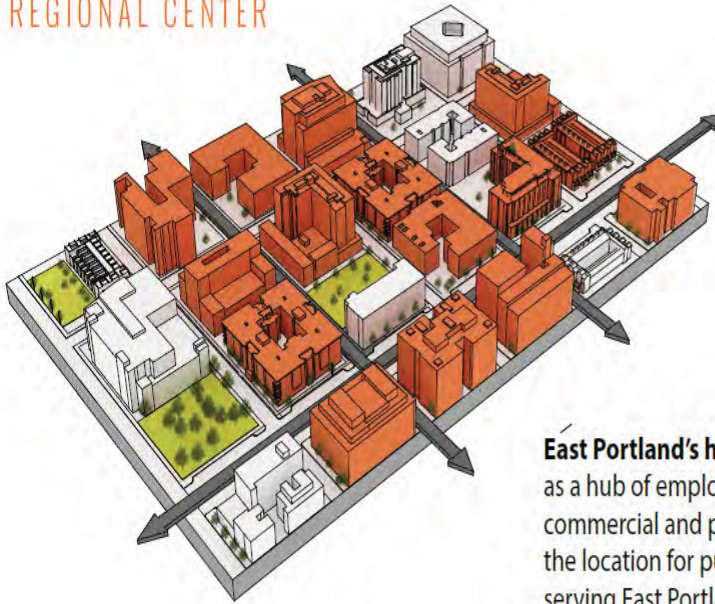


HOUSING	7,000 units
JOBS	Diverse employment/institutions
BUILDING SCALE	Up to 5-7 stories

District hubs. Each Town Center is a hub of commercial and public services, activity, and transportation for the broad area of the city it serves. Town Centers include parks or public squares to support their roles as places of focused activity and population. They provide housing capacity within a half-mile radius for enough population to support a full-service neighborhood business district.



REGIONAL CENTER



HOUSING	23,000 units
JOBS	Employment hub for East Portland (capacity for 23,000 jobs)
BUILDING SCALE	Up to 5-12 stories

East Portland's hub. Gateway anchors East Portland as a hub of employment, transportation, and commercial and public services. Gateway will be the location for public services and gathering places serving East Portland and the broader region. It has an important regional role in accommodating employment and housing growth.

CENTRAL CITY



HOUSING	67,000 units
JOBS	Regional employment hub (capacity for 248,000 jobs)
BUILDING SCALE	Up to 30+

The region's central hub. The Central City anchors Portland and the entire region with concentrations of jobs, services, and civic and cultural institutions, and is the region's central transportation hub. Its mixed-use districts are the location of Portland's largest concentrations of high-density housing, and its public places and the Willamette River waterfront are places of activity and gathering for the city and region.

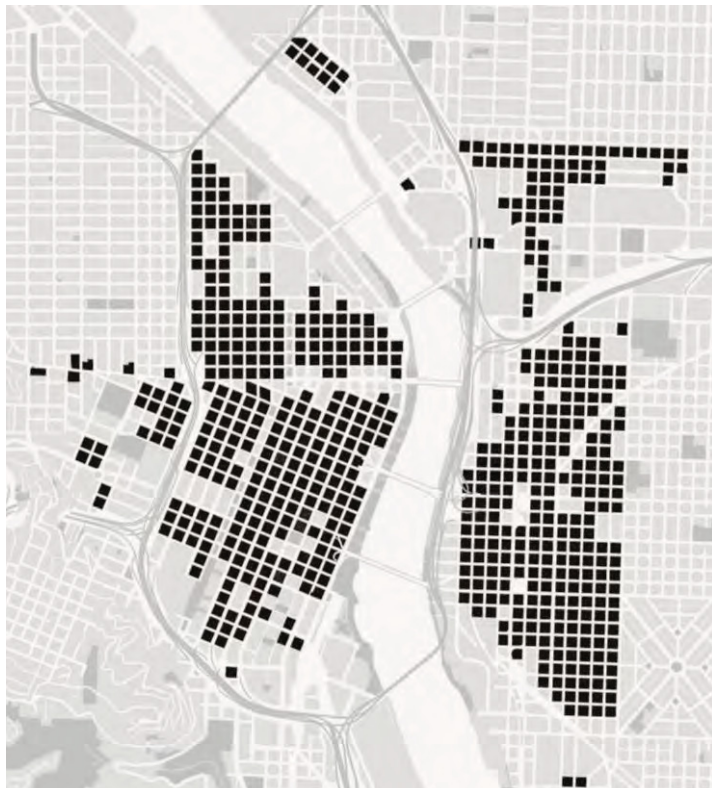
b. Block Pattern

It is important to understand the unique block pattern in Portland's Central City to understand how density and height affect urban form.

The West Quadrant typically has 200 by 200 foot blocks and relatively narrow public street rights-of-way. East/west streets are typically 60 feet wide and north/south avenues are 60 to 80 feet. The Central City also lacks the alleys that are often found in cities with a larger block size.

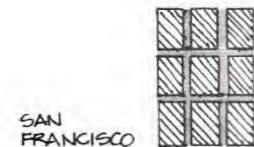
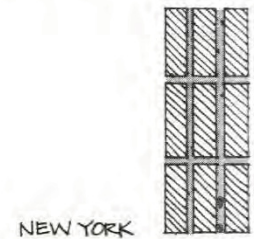
Small blocks are important part of the Central City's walkability and pedestrian scale. In fact, roughly 40% of the land in the Central City is devoted to public right-of-way. There tends to be more exposure to light and air for pedestrians since street intersections are rarely more than 100 feet away. Access and variety of routes for pedestrians are greater. More chance for street trees, on-street parking and retail corners.

Small blocks also mean that infill development sites tend to be smaller – a quarter or half of a block. Since density is limited by the size of site developed, this limits the size of many infill buildings and their height. Portland's small blocks and sites make it difficult to provide on-site courtyards and open spaces when building to the desired densities. Allowing taller building heights creates opportunities for flexible site designs that incorporate desired public amenities such as open space while achieving targeted densities.



Location of 200 foot x 200 foot blocks in the Central City

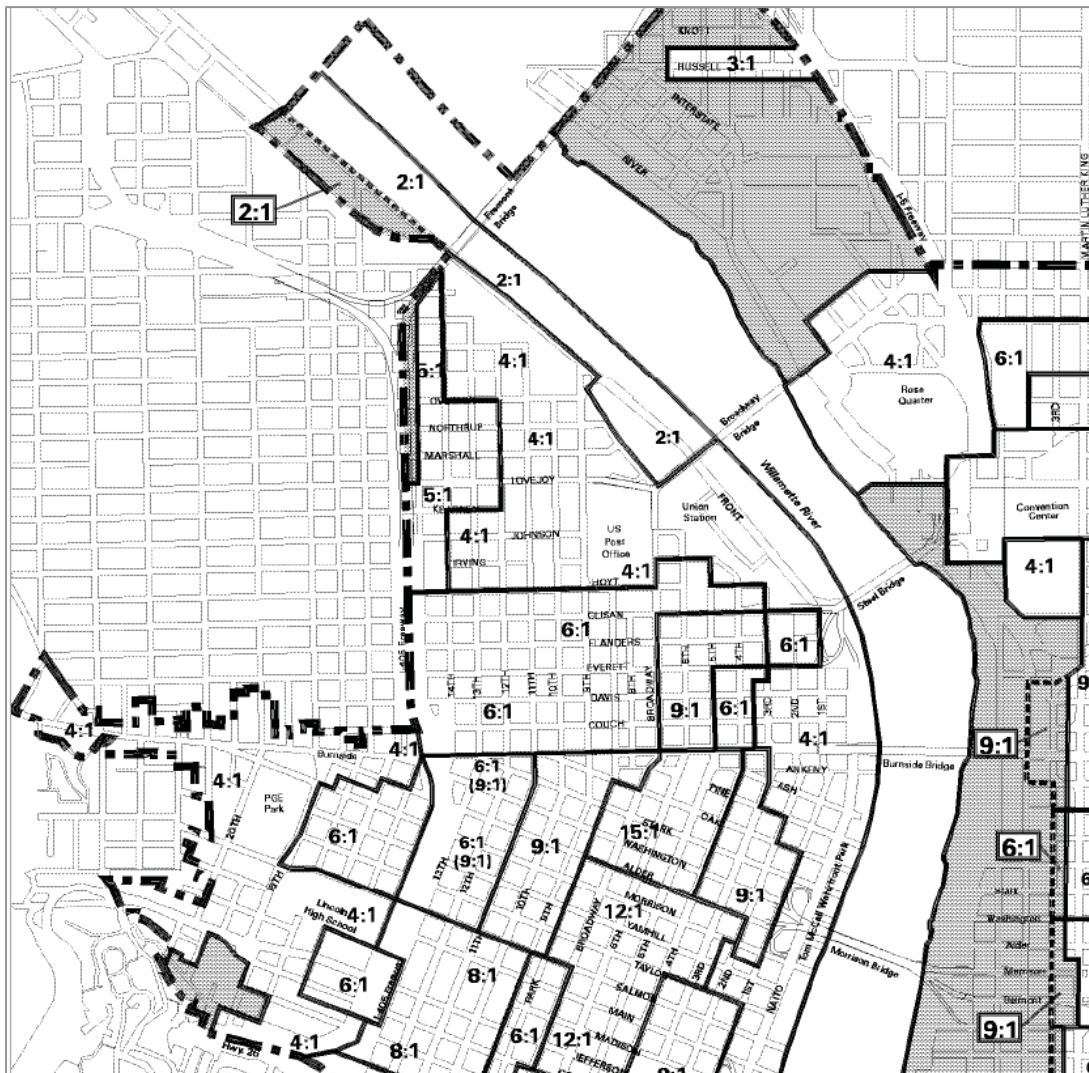
City block size comparison



The amount of development allowed on a site in the Central City is determined by multiplying the size of the site (site area) in square feet by the Floor Area Ratio (FAR).

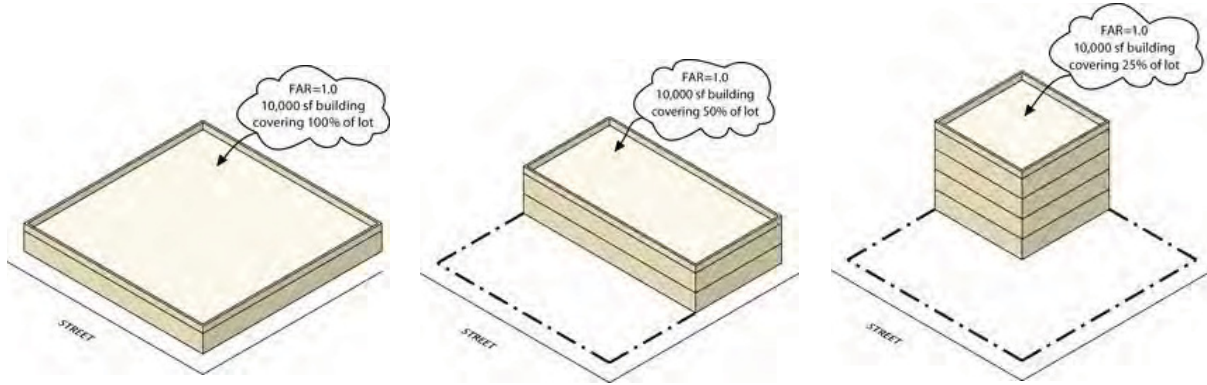
For example, a 100 foot by 200 foot site (a typical ½ block site) has 20,000 square feet of site area. If the FAR for the site is 6:1 (six to one), the amount of development allowed on the site is 6 x 20,000 or 120,000 square feet of Floor Area.

The base FAR for Central City sites is limited by specific maps in the zoning code showing the Maximum FAR. The Central City zoning code also allows bonus FAR which may be added to the base FAR for a site if the development provides public amenities such as eeroofs, open space and housing. However the maximum bonus FAR available to any site is typically limited to 3:1.

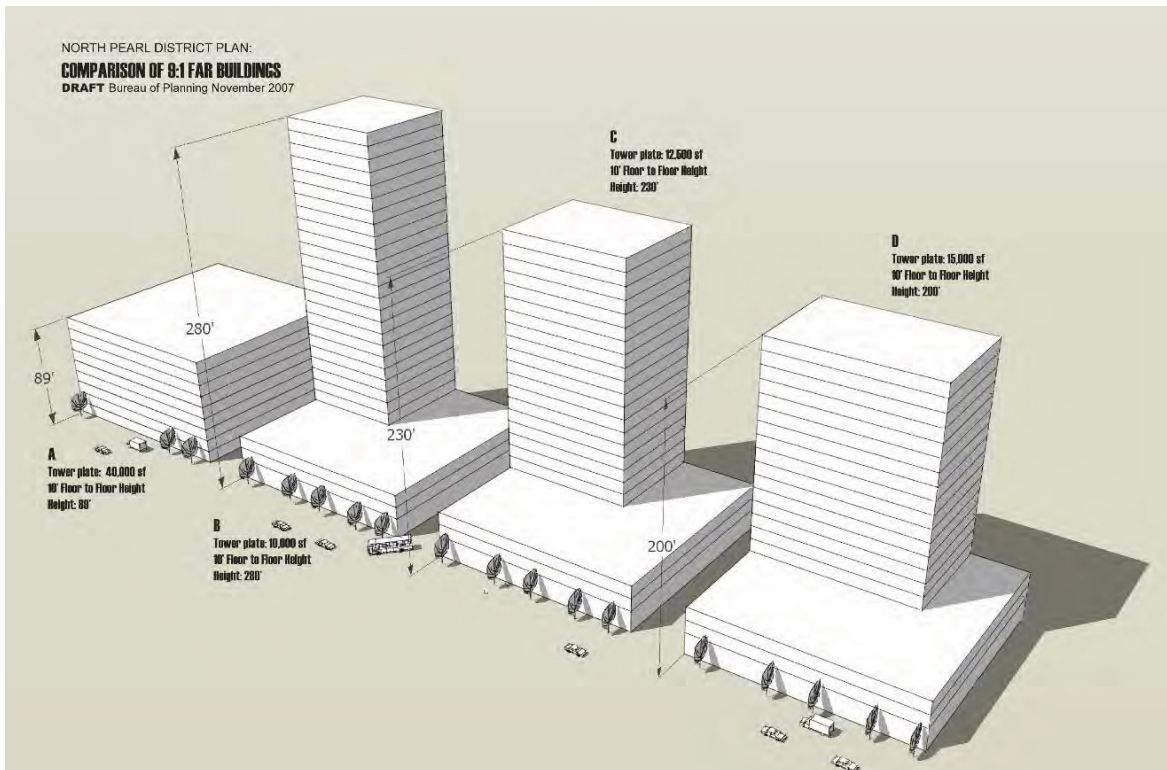


Example of Base FAR map from zoning code.

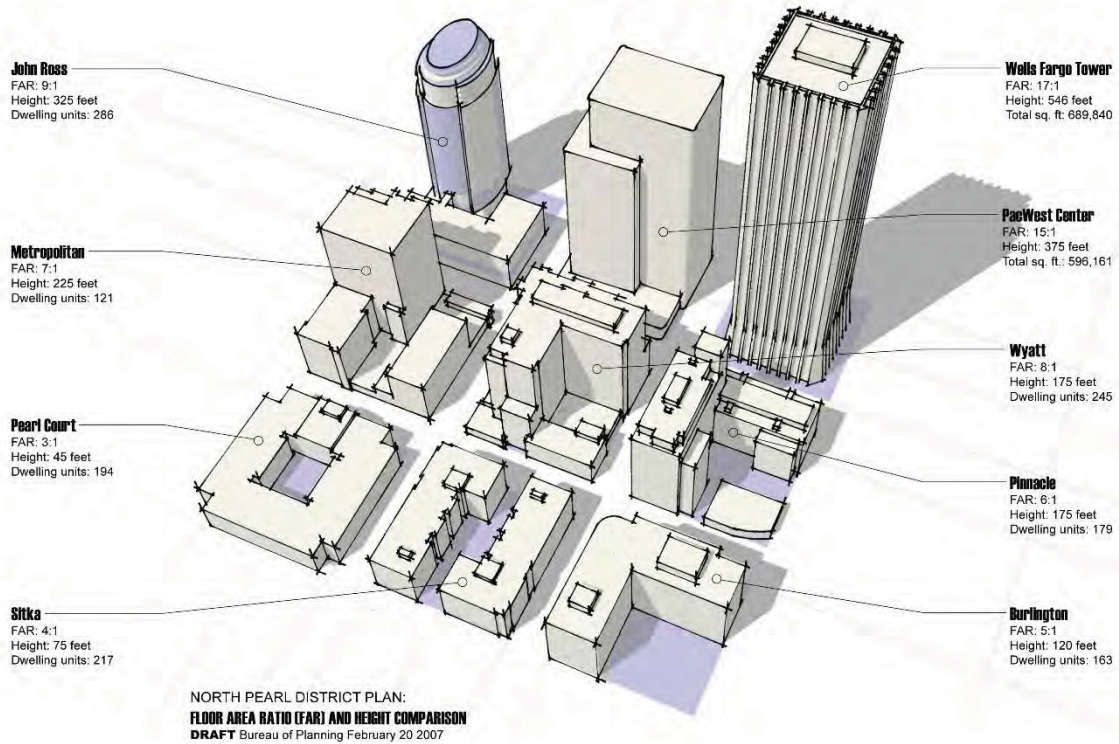
Allowed Floor Area may be arranged on a site in a variety of ways. Floor Area is calculated based on the size of an entire site. However, it can be arranged on the site in a variety of ways. The basic principle is that as floor area is stacked, the footprint of the building gets smaller and the building gets taller.



The examples below show how height and floor plate size could vary under 9:1 FAR. It also shows an example of towers built on a lower full block podium. This approach allows larger floor plates for parking and commercial uses and meets the City requirements for active ground floor frontages.



For reference, the following illustrates how building size, massing and height can vary at different FARs using real Portland buildings.

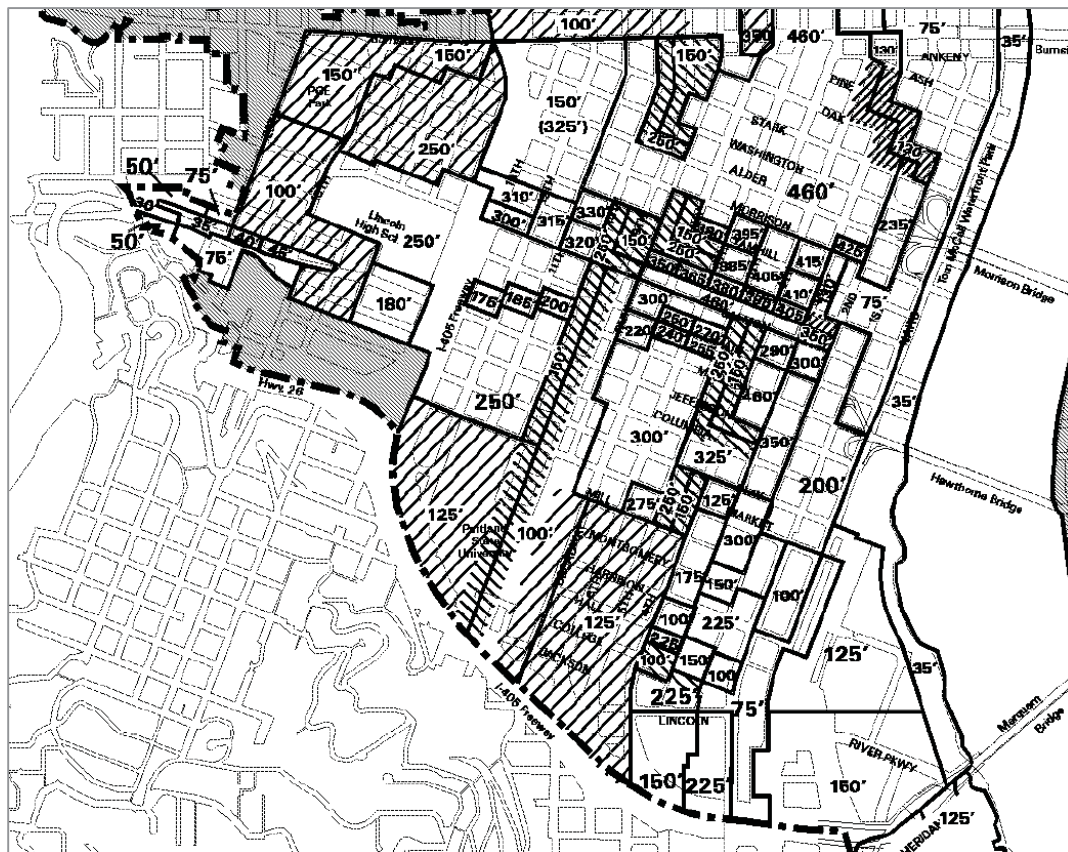


d. How height is regulated




Central City heights are regulated by specific maps in the zoning code. Height limits typically relate to FAR potential. In areas with high FARs, generous height limits are required to use the full FAR potential. Generous height limits in areas with lower FARs create the potential for tall but thin towers. (Examples are the office core and the North Pearl District respectively). The map shows base allowed height as well as areas eligible for height bonuses.




In designated areas, height bonuses are allowed with any FAR bonus – 15 ft. for every 1:1 FAR bonus earned up to 3:1 FAR or 45 feet or up to 75 feet for residential development. A change we are proposing to make with the West Quadrant Plan would be to have all height bonuses be achievable only through use of one or more height bonus or transfer options that provide a public benefit.

Below is a sample of the zoning code Maximum Height map that also shows areas eligible for height bonuses.



LEGEND

-  Area where maximum height is determined by Base Zone
-  Area eligible for general and housing height bonuses
-  Maximum heights area boundary

-  Area eligible for housing height bonus only **X'**
-  Area eligible for OS (Open Space) performance standards **(X')**
-  Area eligible for historic step-down exception

e. How the design of the ground plane and public realm is regulated

i. Portland Zoning Code

The zoning code defines clear and objective standards for building proposals including:

- Required Building Lines – identifying maximum setback from the sidewalk.
- Ground Floor Windows – identifying where windows must line sidewalk frontage.
- Required Windows Above the Ground Floor
- Ground floor Active Uses – identifying where entrances to active uses must be incorporated along sidewalk.
- Drive-Through Facilities – banned in most of the Central City, identifies the limited places where they are allowed.
- Landscaping requirements
- Building step-backs – requiring taller portions of buildings to be located further from the street
- Tower floorplate-size and spacing limitations
- Parking Access Limitations

ii. Design Guidelines

The guideline documents include statements of the desired design intent of different building and site design elements to be used by design review staff and the Portland Design and Historic Landmarks Commissions in the review of proposals. The following are the different guideline documents that are used in the Central City:

- Central City Fundamental Design Guidelines
- District-specific guidelines (e.g. South Waterfront, Goose Hollow or River District)
- Historic District guidelines (e.g. NW 13th, Yamhill)
- Willamette River Greenway guidelines


A Portland Personality

A 8 CONTRIBUTE TO A VIBRANT STREETScape

BACKGROUND

Portland's Central City is a place of concentrated human activity and social interaction. It is the regional center of commercial and cultural activities, incorporating residential, recreational, educational, governmental, and commercial uses. Historically, settings that accommodate diverse activities such as working, playing, meeting, living, shopping, and celebrating are thriving urban centers.

The integration of residential and commercial uses in the Central City's core is a fundamental component of the ideal 24-hour city. This mix of uses ensures human activity in the Central City throughout the day and into the night. Office workers and downtown visitors provide a regular market for Central City commercial/retail establishments. Local residents provide an economic incentive for Central City retailers to extend their hours of operation. Commercial businesses such as markets, restaurants, cafes, galleries, and theaters are more attractive to patrons when they develop interesting window displays, large sidewalk-level openings onto public-rights-of-way, outdoor seating opportunities, and eye-catching night-lighting systems.



Festival at the Standard Insurance Building

Sidewalk-level areas that include public artwork, a variety of seating options, or space for sidewalk vending and outdoor cafes promote the gathering of pedestrians. Buildings that integrate public works of art, visible from the sidewalk, attract pedestrian interest and encourage movement into the interior spaces of buildings. Concentrations of diverse activities create vital and interesting pedestrian streetscapes.

*Example
Pages from
Central City
Design
Fundamentals*



Large garage-door openings at a coffee house in the Lloyd District

GUIDELINE

Integrate building setbacks with adjacent sidewalks to increase the space for potential public use.

Develop visual and physical connections into buildings' active interior spaces from adjacent sidewalks.

Use architectural elements such as atriums, grand entries and large ground-level windows to reveal important interior spaces and activities.

This guideline may be accomplished by:

1. Developing the sidewalk level of the project to encourage the use of adjacent public space. The restaurants in the background along SW Morrison Street, between 10th and 11th Avenues, take advantage of the heavy pedestrian use of this corridor. The restaurants provide direct visual and physical connections to the adjacent sidewalk by incorporating large windows and doors on their storefronts.



This guideline may be accomplished by:

2. Integrating building setbacks with adjacent sidewalks to create stopping and viewing places. This coffee shop on Grand Avenue in the Lloyd District has developed the ground level by pulling back from the property line to create protected places for tables and chairs.



3. Capitalizing on sidewalk opportunities. This florist's shop, in the ground level of the Rosefriend Apartments building, has taken advantage of the building frontage zone of the sidewalk to display flowers and place umbrellas.

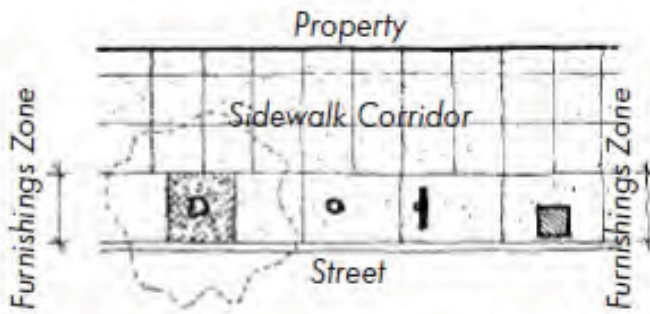


Central City Fundamental Design Guidelines

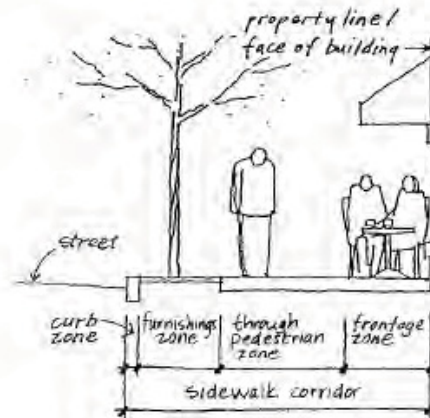
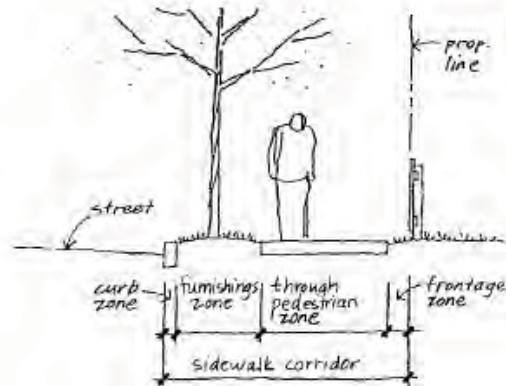
iii. PBOT Pedestrian Design Guide

The policies in this guide are used by PBOT staff in the review of development proposals in the Central City

- Responsive to street type, character
- Gives backing for right-of-way dedication where needed
- Helps describe different sidewalk designs



Typical alignment of the Furnishings Zone within the Sidewalk Corridor



Typical sections of Sidewalk Corridor in residential zone, top, and commercial zone, bottom sketch.

f. Building code implications for building height.

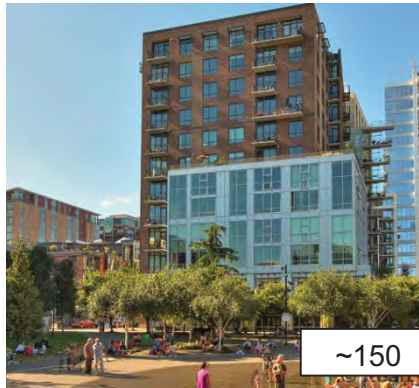
Buildings of different heights fall into different categories in the building code. The additional requirements for taller buildings create tiers of increasing per square foot building costs. Ideally, maximum height limits would be set to work with these construction requirements. The factors that vary with increased building height include duplicative fire/life safety elements, presence of and type of elevators, foundation depth, secondary structural systems and below-grade parking. The following examples are of residential building heights.



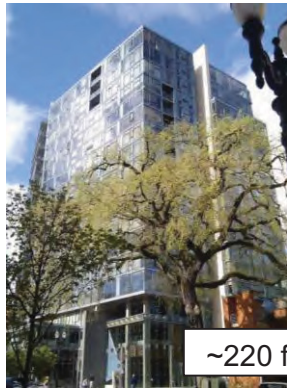
~75 ft.

“5 over 1” buildings up to approx. 75 feet tall

Typically these buildings have wood frame construction on top of a concrete 1st floor base that often includes commercial space and sometimes parking.



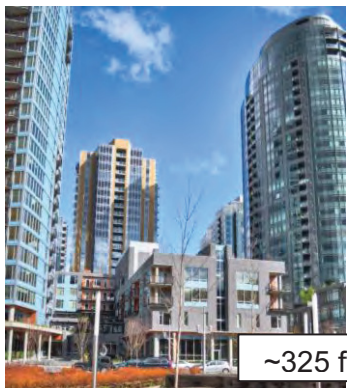
~150



~220 ft.

“Slab” buildings approx. 175 feet tall

Typically these buildings have reinforced concrete slab construction, larger floor plates (approx. 20,000 square feet or more per floor), upgraded elevators and more complex engineering.



~325 ft.

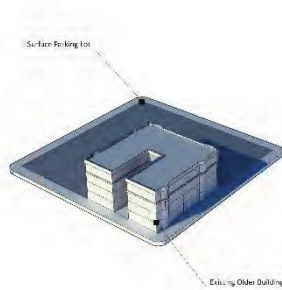
Tower buildings approx. 225 feet and taller

Typically these buildings have reinforced concrete and/or structural steel construction, smaller floor plates to allow for more views (approx. 13,000 square feet per floor) and more complex engineering and fire/life safety systems.

2. Central City height regulation

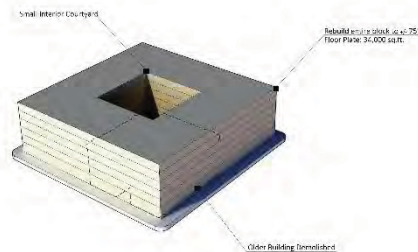
a. The principles for Central City height regulation:

- i. Building heights are set to accommodate the **higher levels of development** appropriate and desired for the Central City as the regional urban core and high-capacity transit hub.
- ii. Heights are set to preserve light, air and visual access **to parks, designated open spaces and the Willamette River.**
- iii. Heights are set to be compatible with and support the character of **historic districts or other special design areas.**
- iv. Heights are set to **protect identified public views** in designated view corridors, e.g. of Mt. Hood from Washington Park.
- v. Heights are set to create appropriate **transitions to adjacent non-Central City neighborhoods and districts.**
- vi. Heights are set to help shape a memorable and attractive downtown **skyline** and to enrich the city's urban form and image.
- vii. Bonus heights are awarded in return for private development of a public benefit or amenity.



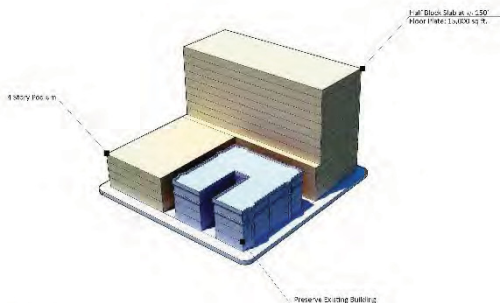
Existing Conditions
Potential Redevelopment Scenarios

DRAFT: 10-08-14



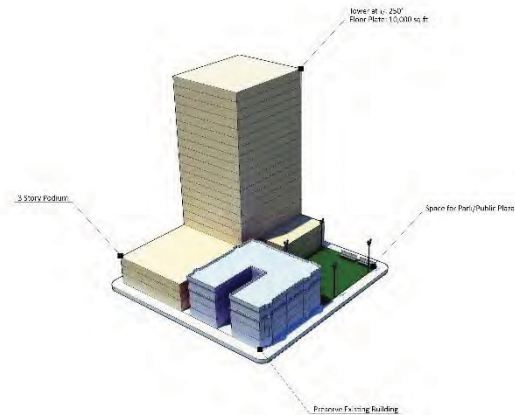
"5 Over 1" Full Block Building @ 8:1 FAR
Potential Redevelopment Scenarios

DRAFT: 10-08-14



"Slab" Building @ 8:1 FAR
Potential Redevelopment Scenarios

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"Tower" Building @ 6:1 FAR
Potential Redevelopment Scenarios

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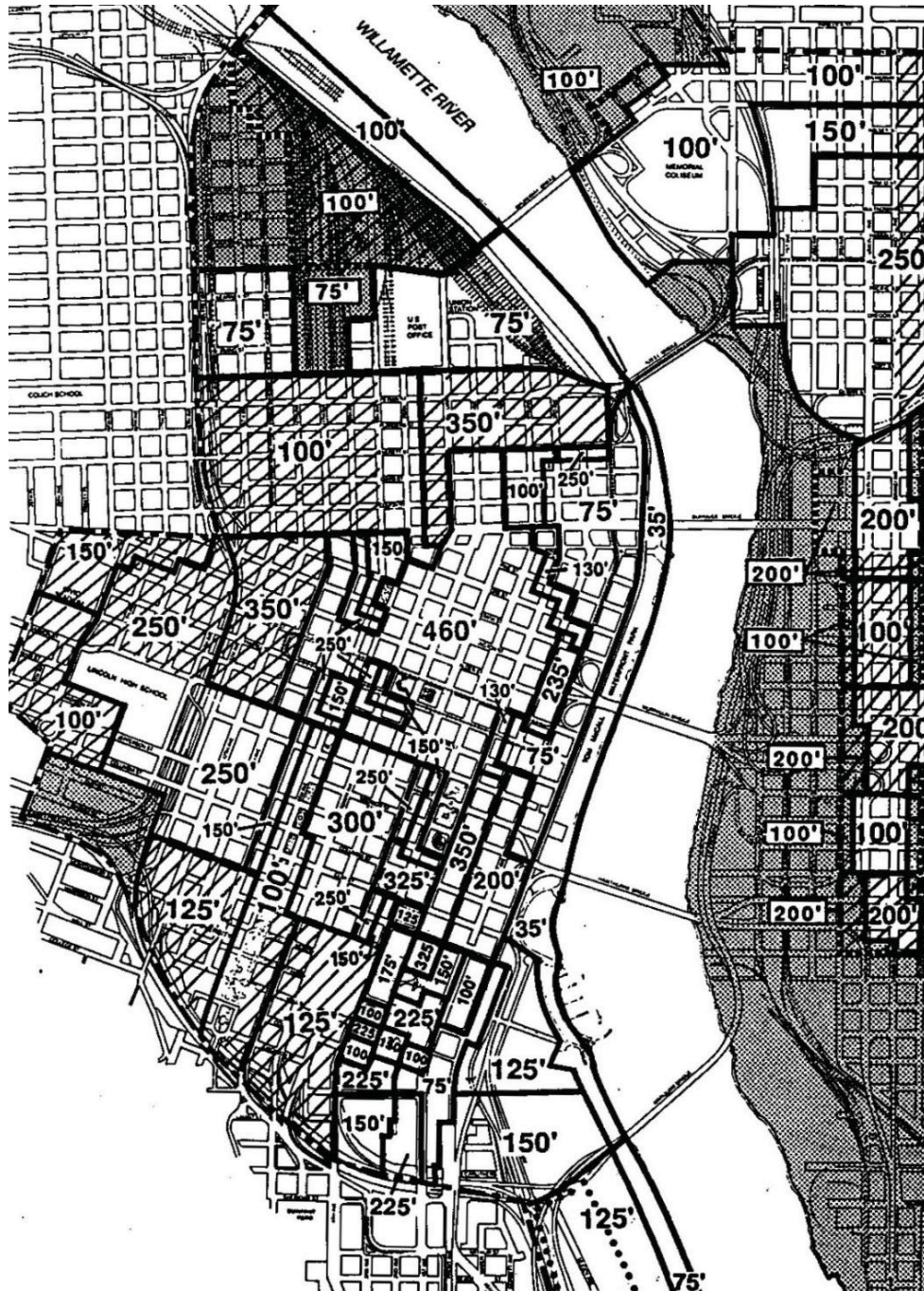
b. History of height regulation in the Central City

Prior to the Central City Plan: In 1979, City Council established a blanket 460 foot height limit in the downtown. The heights were stepped down for blocks approaching the river and on the south and west sides of open spaces, as well as transitions to historic districts and for two view corridors (Rose Garden to Mt. Hood and Terwilliger to Mt. St. Helens)



1988 The Central City Plan to today: The 1988 Central City Plan focused FAR and height on areas where more intense, primarily commercial, development was desired. It kept the greatest heights in the downtown office core and created a couple of lower tiers as the central city reached the neighborhoods at its edge.

It kept the principles of stepping down heights toward the Willamette, around public open spaces and around historic districts. It increased the number of designated view corridors. It reduced heights around the PSU campus. It also introduced the use of the height bonus as a means of creating an incentive for housing and public amenities.



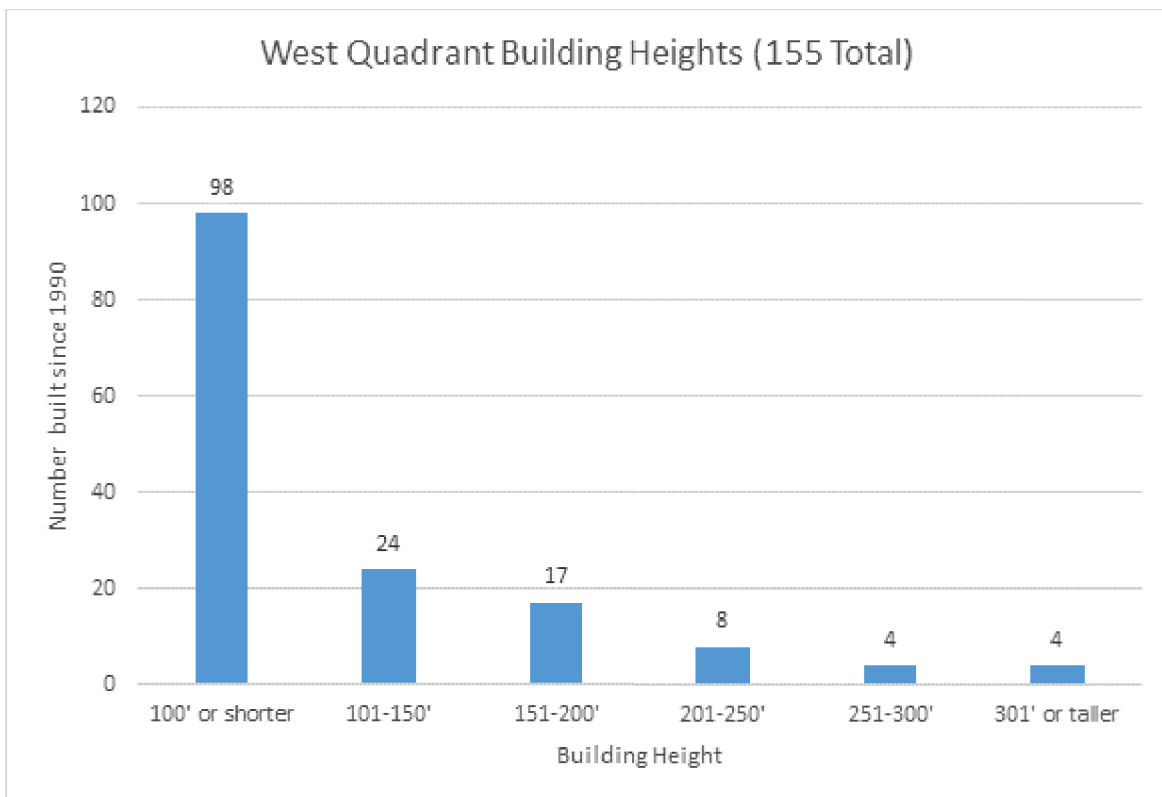
Height map from the 1988 Central City Plan

There have been a number of major height adjustments since the 1988 Central City Plan. In 2002, the West End plan increased commercial development potential north of Salmon Street and reduced the maximum height limits from 425' (including bonuses) to 150' for commercial and 325' for residential development.

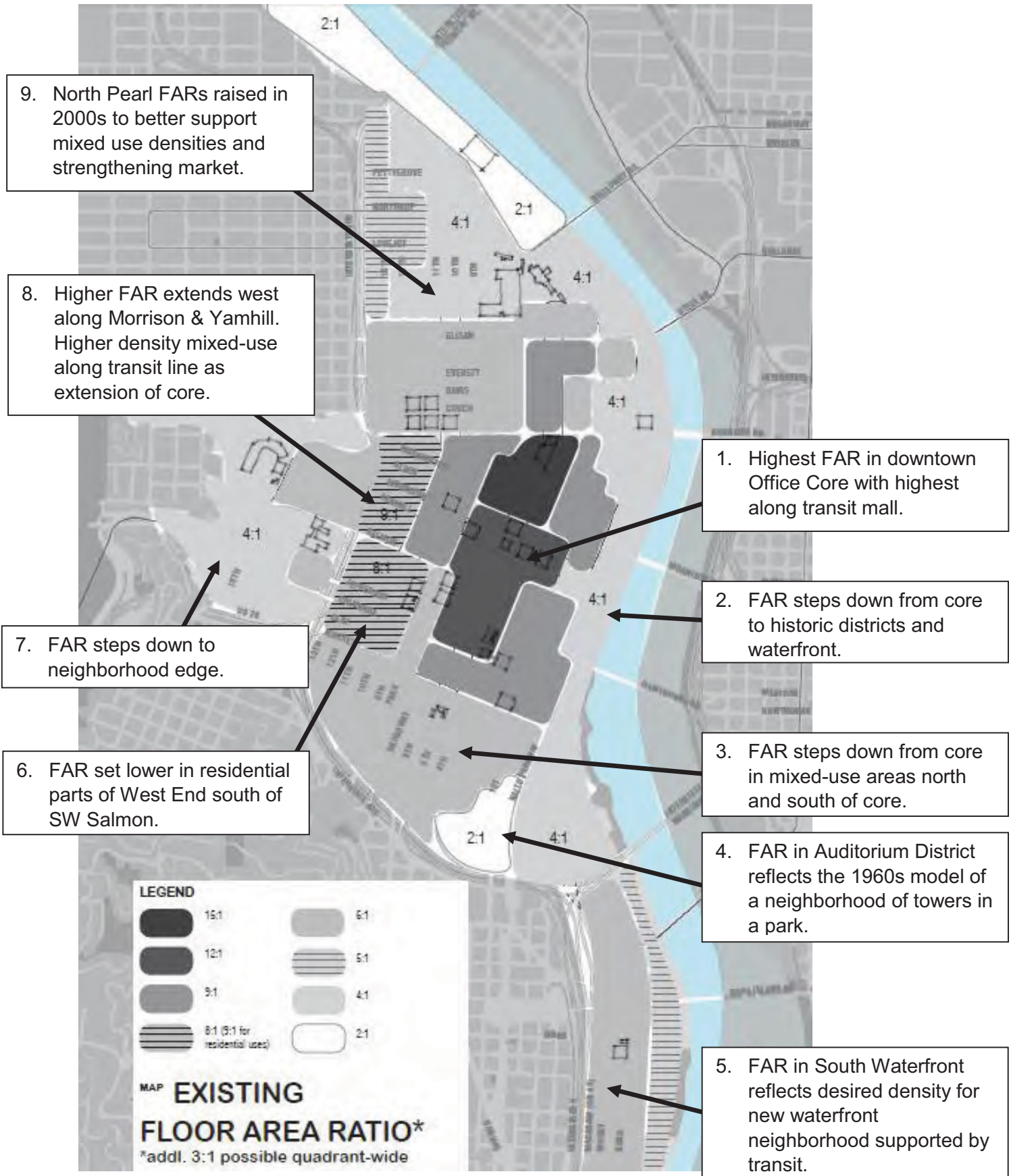
Also in 2002, the South Waterfront Plan increased the height limits in return for additional greenway setback and funds for new parks open spaces.

In 2008, the North Pearl District Plan introduced an unlimited height area where the massing of buildings is controlled by FAR limits and provisions that require smaller floor plate sizes above a certain height.

The chart below shows the number of new buildings developed in the Central City since 1990. What you see in the chart is that even with the generous height limits in the Central City, most of the new development is on the shorter end of the allowed range. What we do get from the generous height limits is the opportunity for greater variety. This adds to the resiliency of the building stock, competitive market position in the region and beyond, and in the rich variety of places in the Central City.



3. How FAR and height work in combination



10. Heights are unlimited and regulated by FAR and development standards.

9. Heights set to reflect industrial loft building past.

8. Heights steps down in mixed use areas adjacent to core and as a transition to edge neighborhood.

7. Heights adjusted to preserve public views.

6. Heights are lower at PSU campus.

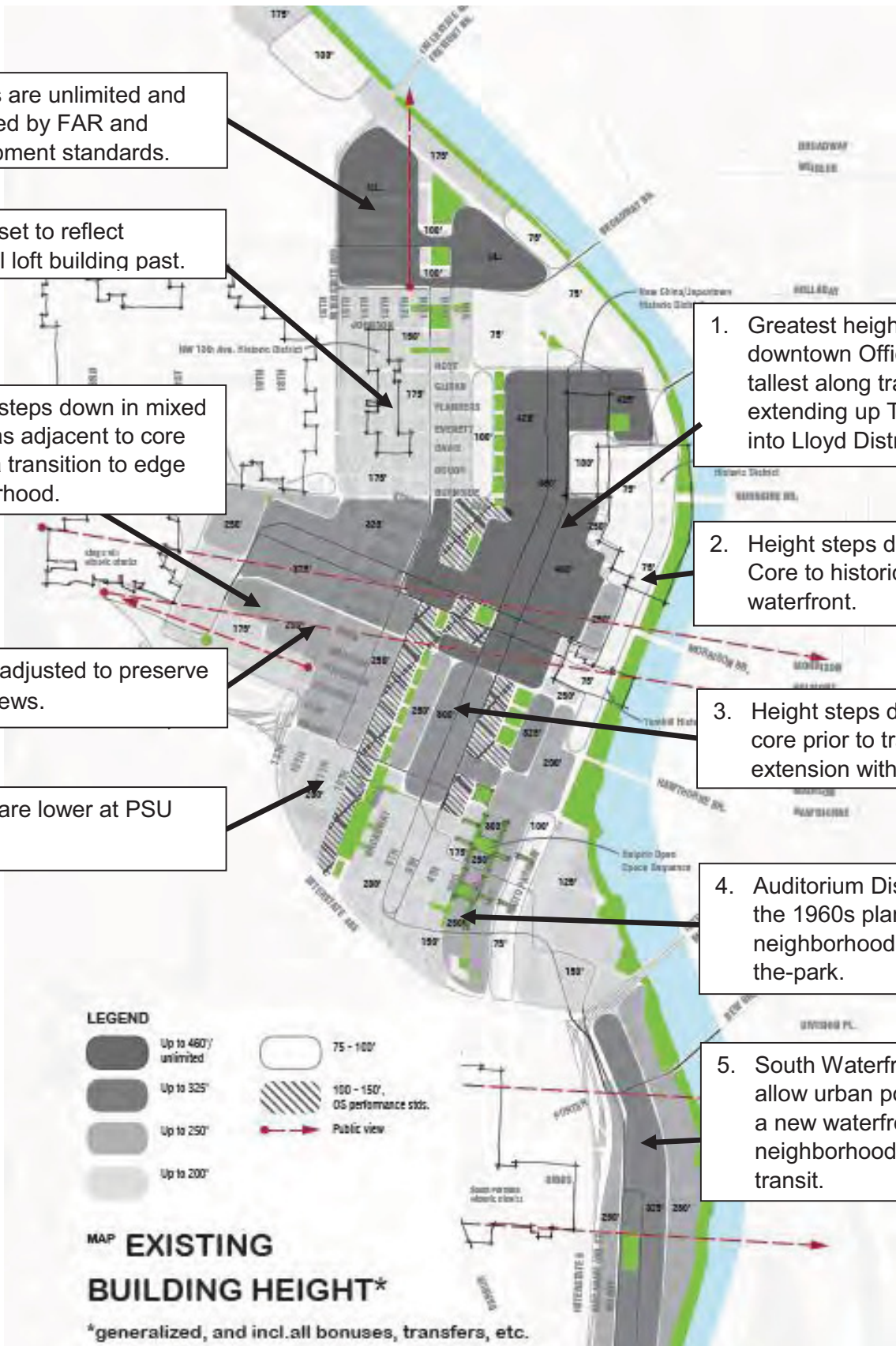
1. Greatest height allowed in downtown Office Core with tallest along transit mall extending up Transit Mall into Lloyd District.

2. Height steps down from Core to historic districts and waterfront.

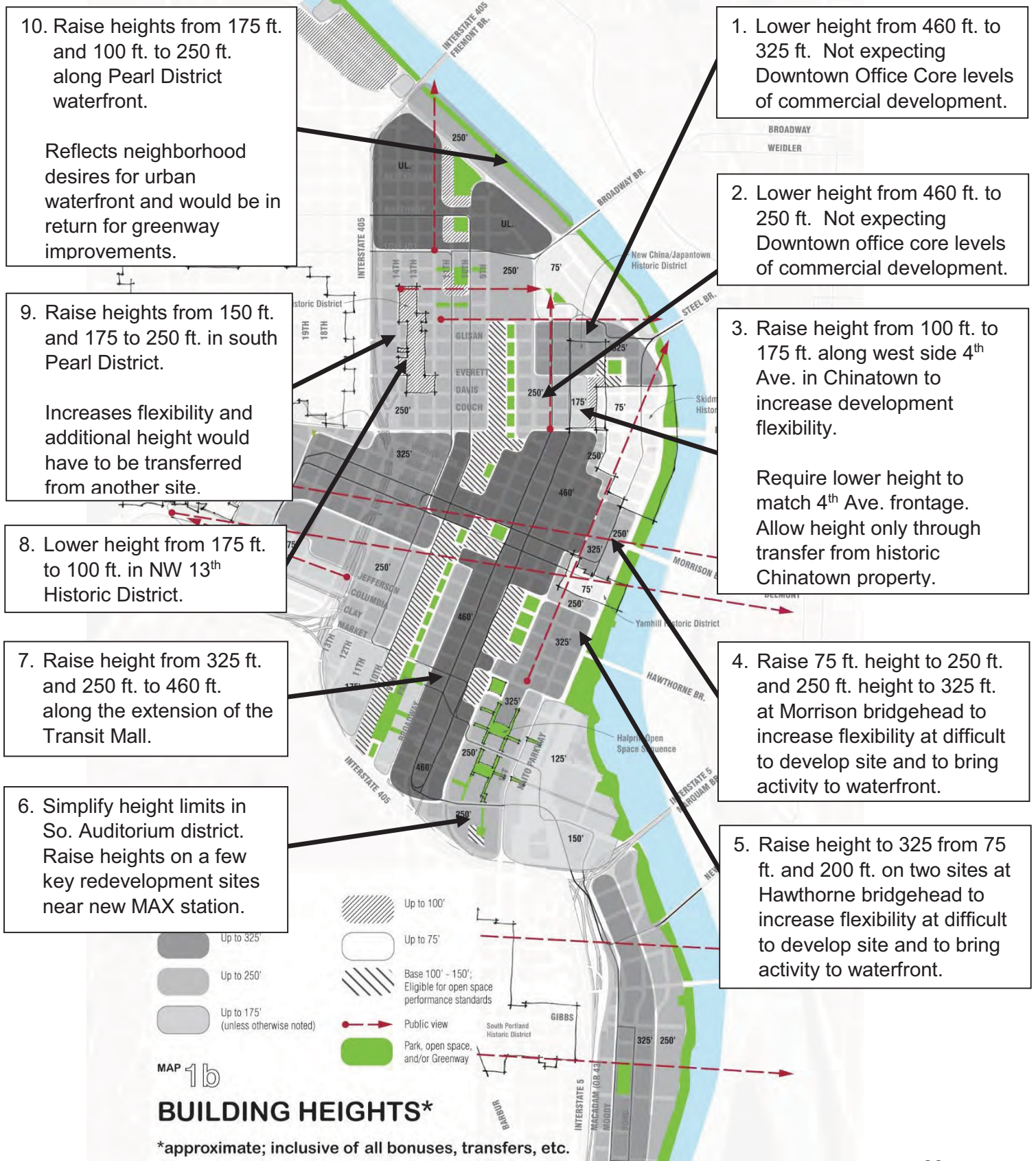
3. Height steps down from core prior to transit mall extension with light rail.

4. Auditorium District reflects the 1960s plan for a new neighborhood of towers-in-the-park.

5. South Waterfront heights allow urban point towers in a new waterfront neighborhood supported by transit.



4. Proposed Height Changes



5. Response to PSC questions

a. Provide more information on the purpose of the proposed height increase at the bridgeheads.

The desire for public attractions and concentrations of activity at west side bridgeheads in the Central City was included in both the 1972 Downtown Plan and the 1988 Central City Plan. The 2012 Central City Concept Plan reiterates this aspiration.

However, development along the west side of the Naito frontage has lagged behind other parts of the Central City. And the area immediately surrounding the Morrison Bridgehead in particular is one of the most strikingly underdeveloped in the core. Part of that is due to the difficulty to develop many of the sites.

The idea of increasing height limits at the bridgeheads originated in the 2003 PDC Downtown Waterfront Development Opportunities Project, which looked at increasing the economic vitality of the area. In the Proposed West Quadrant Plan draft, bridgehead development is seen as part of the broad theme to better integrate the Willamette River into the life of the Central City in a variety of ways.

Throughout the West Quadrant process there was support to bringing more daily use to Waterfront Park and to make the connection between the park and downtown more seamless. Lack of activity, other than traffic, on Naito Parkway was seen as part of the problem.

Much of the frontage is in the Yamhill and Old Town historic districts. In these districts, preservation of the historic fabric and character of the place is the clear priority. Heights are limited in these districts appropriately.

Several sites on Naito are impacted by ramps to bridges across the Willamette. The extra flexibility and economic value that comes with additional height could provide an incentive for development of these strategically located but challenging sites. It will be difficult to realize the full development potential on these sites without additional height. The activity that could come with greater density on the sites could bring more people and activity on a daily basis to the waterfront. The extra size of these buildings could more easily mitigate the difficulty of being located on a street as busy as Naito.

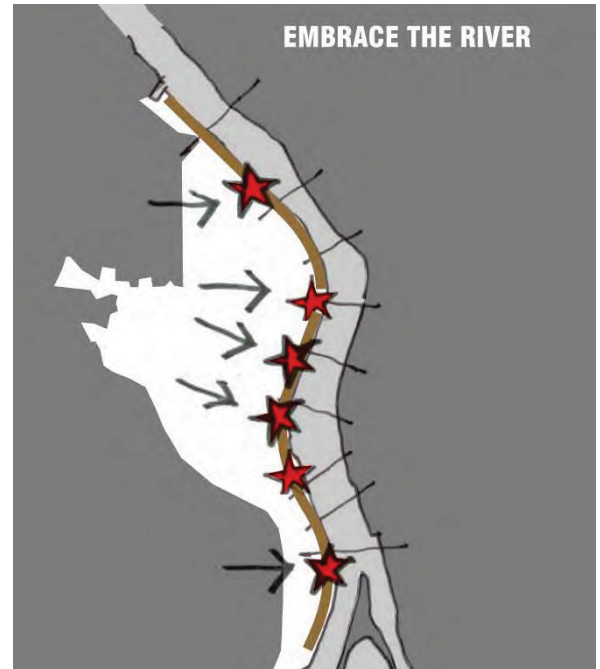


Diagram from CC2035 Concept Plan urban design themes

Limiting the extra height to the few bridgehead sites adds a new element to the skyline, but does so in a way that allows the character of the historic districts to be clear, and continues to respect the general concept of stepping down to the river.

FROM THE CC2035 CONCEPT PLAN (2012)

Urban Design

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

Policy 28. Bridgehead redevelopment. Redevelop bridgehead sites to elevate the importance of these locations, link east- and westside districts of the Central City, and create dynamic places that bring a diversity of residents, workers and visitors to the riverfront.

Willamette River

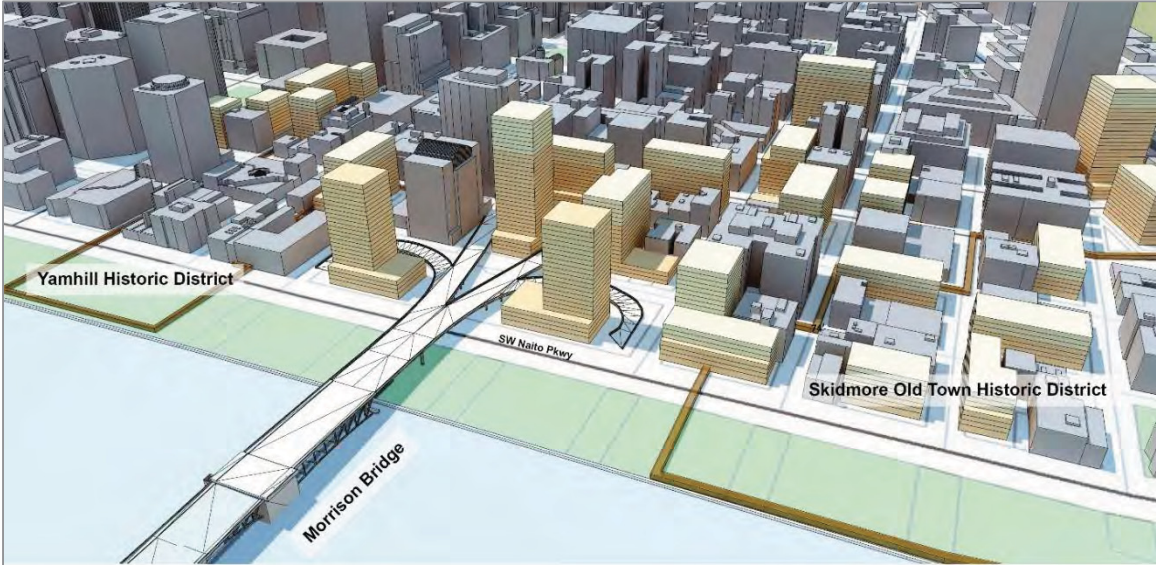
Goal G: Enhance the role the Willamette River plays as a significant part of the environmental health, economy, urban form and character of the Central City.

Policy 23: Portland's commons. Promote improvements and activities on the waterfront to strengthen the physical, visual and cultural connections between the river and the rest of the Central City. Support recreational use, enhance the system of trails and destinations, and increase public awareness of the river's historical and cultural importance.

Policy 24: Prosperous and vibrant Willamette River waterfront. Support uses that capitalize on waterfront locations, and reinforce the distinctive character of the different waterfront districts.

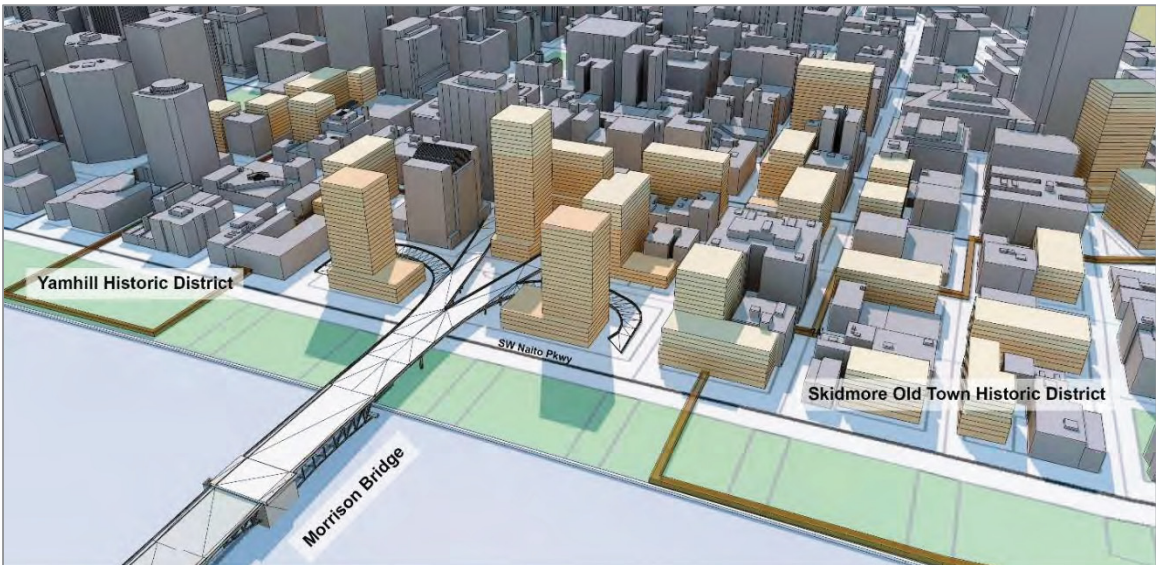
b. Provide more information on the potential impact on views and shading from the proposed height increase at the bridgeheads.

The following illustrations show the estimated shadow impacts of building at the maximum proposed height for the Morrison bridgehead sites. The date and time of the analysis is according to City code for shade analysis on public parks.



Morrison Bridgehead
FAR calculated Building Volumes with Proposed Heights
Shadow Study: April 21st 12:00 PM

DRAFT
10-06-14



Morrison Bridgehead
FAR calculated Building Volumes with Proposed Heights
Shadow Study: April 21st 03:00 PM

DRAFT
10-06-14

c. Provide information on potential shade impacts related to building height.

The small block and street network pattern of the Central City ensures that opportunities for light and air are typically only 200 feet from each other. That being said, new buildings built of any size will cast shadows.

The Central City Plan District currently steps down building heights to the south and west sides of parks in the Central City to help preserve access to light and air for these public spaces. In addition, “open space performance standards” require shadow studies to model potential shade on parks for proposals wishing to exceed the height limit. A recent example of a project that met these regulations is the Fox Tower, which incorporated a curving east façade to reduce the shadow cast on Pioneer Courthouse Square.

View corridors are also mapped in the Zoning Code. These regulations require building stepbacks at certain heights to increase the amount of light and air and to open up public views to key landmarks and icons throughout the Central City. Most recently, regulations like these have been employed in South Waterfront and the North Pearl District. Recent work to update the Scenic Resources Inventory (public views) for the Central City could identify new public views and/or view corridors which may warrant appropriate regulatory protections.

d. Provide information on potential wind impacts on pedestrians related to building height.

Though prevailing winds make it seem windy at times, structural engineering standards place Portland’s Central City in the lowest wind zone in the United States, meaning the winds are not strong enough to warrant specialized structural engineering solutions. (Portions of the landscape outside the region – most notably the Columbia River Gorge and the Oregon Coast – are places where wind loads must be considered in the development of structural systems for buildings.)

The downtown’s mixture of building forms, when taken as a whole, offer a “uniform roughness” that actually can help reduce the effects of strong winds at the sidewalk level of buildings. Potentially, building stepback or setback requirements and/or baffles or “eyelashes” recommended through design guidelines could help mitigate the effects of wind that strikes the side of a tall building and heads down toward the sidewalk. More detailed analysis is needed to understand the prevailing wind issues generated by taller buildings in the Central City and the appropriate tools needed to address them.

e. Provide information on potential impacts of building height on human health.

The relationship between building height and mental health is complex. As is typical of much social science research, studies face a number of crucial methodological challenges (e.g., non-random assignment, independent and/or dependent variables subjectively defined or self-reported) and often do not meaningfully account for factors that interact with building height which might explain when, how and why building height is associated with health impacts (Evans, 2003).

Additionally, while much attention has been paid to the potential negative impacts of tall buildings, it is also important to note that studies have identified potential positive aspects. Tall

buildings may take up less land and allow space for publicly accessible parks and plazas. They can offer residents views, privacy, quiet and cleaner air. They are typically centrally located close to a wide range of services, amenities and transportation options. They can provide a large number of neighbors for social interaction. They often have controlled entrances for improved safety and perception of safety (Gifford, 2007).

The height of a building presumably has few, if any direct causal effects. Ultimately...different buildings probably have different advantages and disadvantages for different residents (Sinnott, Sachson & Eddy, 1972). Furthermore, the outcomes of living in a high rise depend in part on various non-building factors, including characteristics and qualities of the residents themselves, and the surrounding physical context. (Gifford, p. 3)

Gifford identifies eight variables other than height that moderate the relationship between height and mental health: economic status, housing choice, building location within the urban context, population density, life-cycle stage of residents, gender, culture and building/dwelling design. As he explains, a wealthy person who chooses to live in a tall building in a nice neighborhood will likely experience positive outcomes from building height, whereas a poor person who lives in a tall building in a bad neighborhood because they had no other housing options will likely experience negative outcomes.

It is important to note a number of the moderators Gifford identifies may be influenced by planning: housing choice, building location, population density and building design. By encouraging a vibrant, safe, well-connected Central City with a broad range of well-designed housing options at different levels of affordability, we help ensure residents of tall buildings enjoy the positive outcomes of high-rise living.

f. Provide information on the public vs. private benefits of height.

Public benefits from allowing taller buildings include:

- The ability to provide more flexibility in building design thereby allowing new buildings to be more responsive to their setting, context and public realm.
- The ability to arrange development on a site in a way that preserves historic buildings that share the site and/or to provide open space.
- The ability to provide more flexibility in building design to provide for better active ground floor uses and public realm improvements.
- Through the FAR bonus system, additional height can be linked directly to provision of desired public amenities.
- Taller buildings usually have greater assessed value and pay more in property taxes.

Private benefits from allowing taller buildings include:

- The ability to provide more flexibility in building design to respond to development flexibility needs.
- The ability to market space on the basis of views.
- The competitive advantages that may come from greater diversity of the buildings stock.
- The ability to maximize available FAR.

It is not clear that the private benefits of allowing taller buildings in Central City neighborhoods are inherently greater than public benefits. This is especially true if the building is well designed especially within the context of its neighborhood, block and pedestrian realm.

g. Provide information on the potential impacts of allowing taller buildings on the affordable housing supply and parking supply.

As explained in the discussion of the relationship between construction type and height, the per-square-foot building costs for taller buildings typically are higher. This does not inherently mean that having taller buildings in the mix of Central City buildings and neighborhoods inherently reduces the supply of affordable housing.

The cost of market rate housing is most directly impacted by the relationship of supply and demand. The demand is most related to the desirability of the location, the amenities of the housing unit and the price. In a city with a growing and diverse housing stock, demand for lower cost housing can create an extended economic life for older buildings. Newer buildings attract new residents to the Central City, but they also can create space in the housing supply for older and potentially smaller buildings.

It is important to note that even with the generous height limits in the Central City, all new buildings are not tall. The five-over-one type building remains a popular and economically viable choice for many housing developers.

True income limited affordable housing can only be built with financial assistance from a variety of sources. There is nothing inherent in the height of building that would make an affordable housing project more or less likely to be funded. The per-square-foot cost of construction probably makes buildings like a five-over-one more easily feasible. However, allowing taller buildings in the mix of buildings in the Central City would not preclude this option.

II. OLD TOWN/CHINATOWN ISSUES

What we heard

1. Please review incremental seismic upgrades.
2. Is there a gentrification concern in OTCT?
3. How does the plan address equity here?

*** see building height document for discussion of height-related questions*

Proposed revisions

Who	Page #/Reference	Request	Revision
Old Town/Chinatown Community Association	p. 111/OTCT RC4 and p.158 OTCT RC4 appendix entry	Reduce proposed height increase from 175' to 150', limit increase to Block 33 only and make increase contingent upon completion of revised nomination and new design guidelines for the Chinatown/Japantown Historic District.	RC4: Study preservation zoning transfer incentives that would allow additional height for new construction on non-contributing (non-historic) properties in exchange for preservation/rehabilitation of contributing historic properties in the New Chinatown/Japantown Historic District. The area eligible for the potential increased height allowance is south of NW Everett and west of NW 4th, where the maximum height is currently 100'. Projects that use the preservation incentive could potentially build up to a maximum of 175 150'. <u>Implement this incentive following the update of the historic district nomination and the development of new design guidelines and development standards. Adopt with CC2035. 2-5 Years</u>

Attachments

None

Discussion

Incremental Seismic Upgrades

Old Town/Chinatown action item RC16 (p. 112) calls for consideration of revised seismic regulations that could allow for incremental upgrades to buildings at-risk during a seismic event. The large initial cost and loss of building usability associated with "full" seismic upgrades to unreinforced masonry buildings is a significant obstacle to property owners and can discourage the rehabilitation of historic structures. Allowing a more incremental or phased

approach could encourage rehabilitation by making it more affordable over-time, while also improving public safety. The Federal Emergency Management Agency defines incremental seismic rehabilitation as an approach that “integrates an ordered series of discrete rehabilitation actions into ongoing facility maintenance and capital improvement activities over an extended period of time.” The City of Los Angeles has incorporated incremental approaches into its seismic ordinance for unreinforced masonry buildings.

The City of Portland has recently been awarded a Natural Hazard Mitigation Planning (NHMP) Grant from FEMA. The grant will help fund an update to Portland’s Natural Hazard Mitigation Plan. The NHMP process will address a range of natural hazards, including a focus on earthquake risks. A portion of the grant will fund an unreinforced masonry building-focused risk assessment and mitigation strategy.

Additional information on incremental seismic rehabilitation can be found in the FEMA publication *Engineering Guideline for Incremental Seismic Rehabilitation*: http://www.fema.gov/media-library-data/20130726-1718-25045-8311/fema_p420.pdf

Risk of Gentrification

Old Town/Chinatown Housing and Neighborhood policies 1 and 2 call for preserving affordable housing in the district while encouraging new moderate-income workforce housing, to better balance the high proportion of low-income and shelter units in the district. Action items HN2 and HN3 (p. 114) call for new tools and incentives to encourage the development of moderate-income workforce and market-rate housing in the neighborhood.

A greater diversity of housing types and affordability is a long-held goal of the Old Town/Chinatown Community Association and an objective of the adopted Old Town/Chinatown Development Plan. Today, 72 percent of the district’s rental units are restricted to households earning less than 60% MFI (\$33,360 for a 2-person household). Citywide, six percent of housing stock is restricted to households earning 0-60% MFI, indicating that Old Town/Chinatown has a disproportionately high concentration of low-income housing.

The addition of moderate-income workforce housing units, here defined as those affordable to households earning 60%-120% of MFI, is expected to result in little or no displacement of existing affordable housing in the district. This is primarily because the majority of the affordable housing units are owned and operated by public agencies or non-profits which own the buildings, many of which have seen significant reinvestments in recent years and are in the early stages of 30 or 60 year affordability agreements.

Old/Town Chinatown 5-Year Action Plan Action 1.4 states:

Invest affordable housing resources to rehabilitate and/or preserve PHB portfolio properties. The Portland Housing Bureau has prioritized the following investments within the timeframe of the Action Plan to further the no net loss goal within the district while also supporting the community’s priority for increased diversity of residential incomes in the neighborhood.

The following buildings are currently in PHB’s portfolio of regulated affordable housing properties in Old Town / Chinatown:

Property	Units	Affordability Term	Expiration of Affordability Term
Biltmore, 310 NW 6 th	76	60	2064
Blanchet House, 310 NW Glisan	42	60	2072
Bud Clark Commons, 655 NW Hoyt	130	60	2071
Butte Hotel, 610 NW Davis	38	60	2074
Empire Place Apartments, 314 NW 5th	70	30	2029
Estate Hotel, 225 NW Couch	194	60	2066
Everett Station Lofts, 625 NW Everett	30	30	2028
Fifth Avenue Court, 221 NW 5th	48	30	2059
Helen Swindells, 10 NW Broadway	105	62	2053
MacDonald Residence, 615 NW Couch	54	60	2059
MacDonald West, 121 NW 6th	42	60	2073
Medford Hotel, 506 NW 5th	60	60	2062
Musolf Manor, 216 NW 3rd	95	60	2069
Pacific Tower, 323 NW 4th	156	60	2063
Royal Palm, 310 NW Flanders	30	66	2063
Sally McCracken, 532 NW Everett	92	60	2051
Shoreline, 123 West Burnside	62	Data not available	

New Chinatown/Japan Town Historic District Equity

Equity is about providing access to opportunities that allow all communities to reach their full potential. For planners, it is about working with area stakeholders to identify the unique opportunities of a place, as well as to address the unique barriers. Because context and challenges vary with each place, equity is not necessarily about treating all communities the same way.

The New Chinatown/Japantown Historic District is a unique historical and cultural asset for the Central City and region. While many historic districts are largely about preserving collections of architecturally significant historic buildings, New Chinatown/Japantown is a significant place because of its rich, multi-ethnic, cultural history and the stories of the Portlanders who have lived and worked there over the years. The historic buildings in this district are important because of their associations with these people and stories. This district remains the cultural heart of the city for many, particularly those in Portland’s Chinese and Japanese communities.

The policies and actions in the Proposed Draft related to this historic district are somewhat different than those proposed for other historic districts, precisely because the district is different. While more traditional historic district policies and actions are proposed (e.g., preservation tools, design guidelines, cultural events, programming, etc.) there are also actions proposed to help increase investment and new development on vacant lots and sites occupied by non-historic buildings.

III. AFFORDABLE HOUSING & HOUSING DIVERSITY

What we heard

- Where are the affordable housing policies?
- What role does the Central City play for the provision of affordable housing in Portland?
- What is the argument for workforce housing in OTCT? Do the workforce housing policies and actions conflict with Comp Plan policies?
- Is workforce housing reducing the commitment of affordable housing in the Central City?
- How does the plan address mixed age/senior housing?
- The plan needs affordable housing targets. Where are these?

Proposed revisions

Who	Page #/Reference	Request	Revision
Staff	p. 43/Housing Diversity policy	Merge housing diversity policies related to type and affordability into one policy.	Housing Diversity. Create <u>attractive, dense, high-quality affordable</u> housing throughout the Central City that is attractive and affordable <u>accommodates a broad range of needs, preferences, and financial capability in terms of different types, tenures, sizes, costs and locations.</u> to a broad range of households and incomes, especially affordable housing for workers and students.
Staff, Baugh	p. 43/HN2	Be consistent with affordability terminology.	HN2*: Explore tools to support the development of housing <u>across a range of affordability, from very extremely low-income to moderate income; (0-30% AMI*), low income (30-50% AMI), moderate income (50-80% AMI) and middle income (80-120% AMI) housing.</u>
Staff, Baugh	p. 43/HN2	New Appendix A entry related to HN2. Definition taken from 2035 Comprehensive Plan, page G-9.	<u>Low and moderate income:</u> Typically based on annual Median Family Income (MFI) limits published by HUD. Households earning 0-30% MFI are “extremely low-income”; 31-50% MFI are “very low-income”; 51-80% MFI are “low-income”; 81-120% MFI are “moderate income.”
Staff, Baugh	p. 44/ HN3	Be consistent with affordability terminology.	HN3: Develop zoning incentives and other regulatory tools to encourage development of <u>moderate-income</u> workforce housing.
Staff	p. 63/Downtown Increase Housing Policy	Be consistent with diversity-related language. Replace “balance” with “diversity.”	<u>Increase Housing Residential Development.</u> Encourage the development of new housing, particularly along SW Naito Parkway and the South Park

			Blocks. Encourage a <u>balance diversity</u> of housing types, <u>tenures, sizes and costs</u> throughout the district.
Staff, Baugh	p. 63/Downtown HN1	Be consistent with affordability terminology.	HN1. Develop incentives to increase <u>moderate-income</u> workforce housing in Downtown.
Staff	p. 77/West End Residential Development Policy	Be consistent with diversity-related language.	Residential Development. Encourage dense residential development including unit types, <u>tenures, sizes and amenities</u> supportive of families, <u>students, older adults</u> and households with a variety of incomes. South of Salmon, residential development is the predominant use; to the north it is a major component.
Staff	p. 89/Goose Hollow Urban Family Housing Policy	Be consistent with diversity-related language.	Urban Family Housing. Encourage the development of multi-family housing with unit types, <u>tenures, sizes, costs</u> and amenities supportive of families, particularly a community space/center, cultural aspects and daycare facilities.
Staff	p. 99/Pearl District Urban Family Housing Policy	Be consistent with diversity-related language.	Urban Family Housing. Encourage the development of multi-family housing with unit types, <u>tenures, sizes, costs</u> and amenities supportive of families, particularly a K-8 public school facility, community space/center, cultural aspects, performance venues and daycare facilities.
Staff	p. 100/Pearl District Housing for Older Adults Policy	Be consistent with diversity-related language.	Housing for Older Adults. Encourage the development of multi-family housing with unit types, services and amenities supportive of older adults with <u>a variety of incomes.</u>
Staff, Baugh	p. 100/Pearl District HN1	Be consistent with affordability terminology.	HN1: Restructure FAR bonus system to increase affordable and <u>middle-moderate-income</u> housing production including family-friendly units.
Staff, Baugh	p. 113/OTCT Housing Balance Policy	Replace “balance” with “diversity.” Be consistent with affordability terminology.	Housing Balance-Diversity. Encourage the development of new housing in the district, especially along Naito Parkway to enliven the riverfront, North Park Blocks and NW Glisan corridor. Emphasize <u>middle-moderate-income</u> and market-rate housing to <u>encourage a mixed-income neighborhood, balance the high proportion of low-income and shelter units</u> in the district. Support

			home ownership, <u>moderate-income</u> workforce housing and student housing projects.
Staff, Baugh	p. 114/OTCT HN8	Be consistent with affordability terminology.	HN8: Consider an SDC waiver or reduction program for <u>moderate-income</u> workforce and market-rate housing projects.
Staff	p. 125/South Waterfront Urban Family Housing Policy	Be consistent with diversity-related language.	Urban Family Housing. Encourage the development of multi-family housing with unit types, <u>sizes, costs</u> and amenities supportive of families, community space/center, cultural aspects and daycare facilities.
Staff	p. 125/South Waterfront Housing for Older Adults Policy	Be consistent with diversity-related language.	Housing for Older Adults. Encourage the development of multi-family housing with unit types, <u>tenures, services</u> and amenities supportive of older adults <u>with a variety of incomes at a full range of affordability.</u>
Staff	p. 125/South Waterfront HN1	Be consistent with diversity-related language.	HN1: Create incentives to encourage the development of family, student and/or housing for older adults <u>with a variety of incomes.</u> Explore incentives to incorporate some housing into the northern portion of the district.
Staff	p. 136/South Downtown/Univ. Urban Family Housing Policy	Be consistent with diversity-related language.	Urban Family Housing. Encourage the development of multi-family housing with unit types, <u>tenures, sizes, costs</u> and amenities supportive of families, particularly open space, playgrounds, a community space/center, cultural aspects and daycare facilities.

Attachments

1. Housing Policy Summary Table
2. Distribution of Housing Units by West Quadrant District
3. Social Services Employment by West Quadrant District
4. Housing Targets by West Quadrant District

Discussion

Where are the affordable housing policies?

The Central City-wide section of the West Quadrant Plan contains housing policies which support low-income affordability; housing diversity; displacement minimization; and transitional housing and services. The housing diversity policy specifically mentions the need to provide housing compatible with the needs of families with children, people with special needs, students, seniors and the Central City workforce. An additional Central City-wide housing

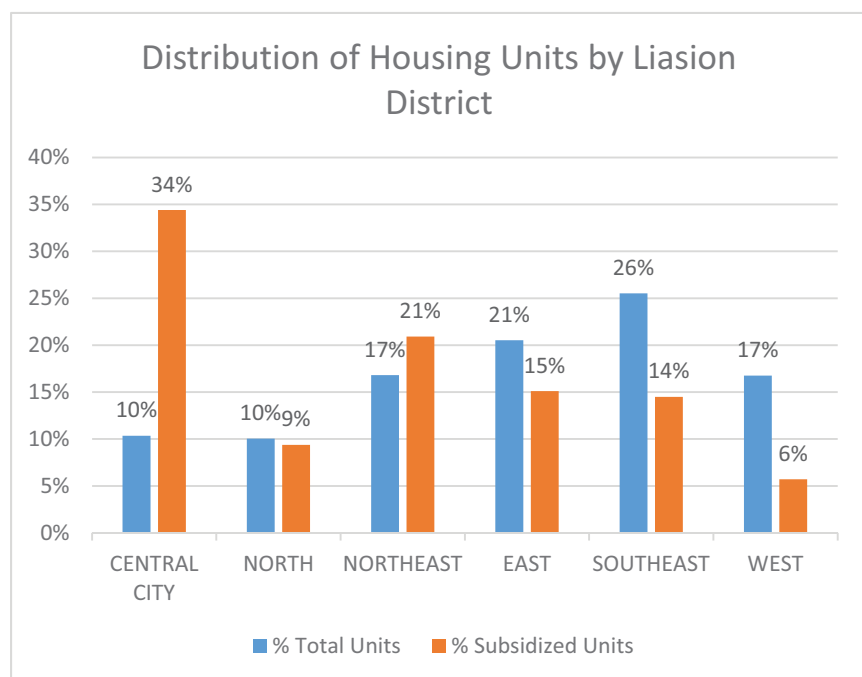
diversity policy was developed during the West Quadrant process that addresses the need to provide housing at a range of incomes. A proposed revision to the West Quadrant version combines the issues of type and affordability into a single policy. See first proposed revision.

If adopted, these Central City-wide policies would apply to all districts not only within the West Quadrant, but also those within the N/NE Quadrant and SE Quadrant. Additional housing policies are included in the district plans only if there is a specific reason to do so: if there is a special need or opportunity unique to that district.

For a complete summary of Housing and Neighborhoods policies in the West Quadrant Plan Proposed Draft, see *Attachment 1: Housing Policy Summary Table*.

Affordable Housing: the Central City in Context

Though the Central City boundary contains only three percent of the City's land and ten percent of its housing units, the area contains 34 percent of the City's subsidized units. By contrast, East Portland contains 21 percent of the City's housing units and 15 percent of its subsidized units; SE Portland contains 26 percent of the City's housing units and 14 percent of its subsidized units; and West Portland contains 17 percent of the City's housing units and six percent of its subsidized units.



Source: Metro, 2011, BPS analysis

Middle-income Workforce Housing in Old Town/Chinatown

City-wide Context

Citywide, six percent of housing stock is restricted to households earning less than 60 percent Median Family Income (MFI). By comparison, 72 percent of rental housing units in Old Town/Chinatown are restricted to households earning less than 60 percent MFI. This means that a couple working full time at minimum wage would earn too much to live in almost three out of four units available in the neighborhood (\$33,360 for a two-person household). The district has a disproportionately high concentration of low-income housing.

Comparing Old Town/Chinatown to other areas of Portland, the district's uniqueness becomes more evident:

2012 Estimates	OT/CT	82 nd Ave.	Cully Blvd	Gateway	Interstate	Lents
Population	2,982	1,119	2,121	5,890	33,916	28,757
Households	2,002	413	750	2,840	13,855	10,435
Households by Income						
<\$15,000	46%	12%	16%	16%	22%	21%
\$15,000 - \$24,999	20%	16%	14%	16%	16%	14%
\$25,000 - \$34,999	9%	15%	10%	16%	12%	14%
\$35,000 - \$49,999	7%	18%	17%	16%	17%	19%
\$50,000 - \$99,999	11%	35%	33%	26%	27%	26%
>\$100,000	7%	5%	11%	11%	7%	7%

Source: PDC, 2014

Central City Context

Subsidized housing is not equally distributed across the West Quadrant districts, nor should it necessarily be, as there are many other factors (e.g., proximity to transit, proximity to supportive services, etc.) that would factor into an equitable distribution. More than half of the Quadrant's subsidized housing can be found in two districts: the West End and Old Town/Chinatown. The West End contains 16 percent of the Quadrant's housing but 33 percent of its subsidized units, Old Town/Chinatown contains 10 percent of the Quadrant's housing but 23 percent of its subsidized units. As a percentage of total housing stock, Old Town/Chinatown has more subsidized housing than any other district. See *Attachment 2: Distribution of Housing Units by West Quadrant District*.

Further, Old Town/Chinatown contains a unique concentration of social services in addition to housing. Looking at employment data, including private, non-profit and government employment, more than 10 percent of Old Town/Chinatown's workforce is employed in social services. This percentage is more than five times greater than average social services employment for the rest of the West Quadrant, indicating a strong concentration of these services there. See *Attachment 3: Social Services Employment by West Quadrant District*.

Lastly, the question has been raised whether or not West Quadrant policies related to moderate-income housing in OT/CT are in conflict with Draft Comprehensive Plan Policy 5.31:

Workforce Housing. Encourage private development of a robust supply of housing that is affordable to moderate-income households located near convenient multimodal transportation that provides access to education and training opportunities, the Central City, industrial districts, and other employment areas.

Staff does not believe these policies conflict. Encouraging private development does not preclude public investment in this type of housing.

Funding for Workforce Housing

Financial incentives for moderate-income housing in Old Town/Chinatown will be funded with System Development Charge (SDC) waivers, and will not draw from or reduce existing federal, state or local resources for the development of affordable housing. This initiative does not reduce the city's commitment to providing affordable housing in the Central City.

Mixed Age/Senior Housing

Encouraging housing for older adults is included in the Central City-wide Housing Diversity policy (p. 43) and is additionally called out in several of the West Quadrant districts, including the West End (p. 77), Pearl District (p. 100) and South Waterfront (p. 125). Additionally, the South Downtown/University District plan identifies the desire for a senior center to be located in the district.

Affordable Housing Targets

The Portland Plan states that by 2035, no less than 15 percent of the City's total housing stock should be affordable to low-income households, including seniors on fixed incomes and persons with disabilities (p. 47). Currently, nearly a third of housing in the Central City is affordable.

Relative to other areas of the city, the Central City's excellent access to transit and supportive services makes it an attractive location for a larger share of affordable housing. It is widely accepted that the Central City should have a larger percentage of affordable housing than other areas of the city, but exactly what that percentage should be has not been specifically determined.

Two target scenarios are provided in *Attachment 4: Housing Projections and Affordability Targets: 2035*. The first scenario sets a 15 percent affordability target for new units in each West Quadrant district, the second scenario sets a 31 percent affordability target for new units.

See Attachment 4: Housing Projections & Affordability Target: 2035.

1. HOUSING and NEIGHBORHOODS

CENTRAL CITY-WIDE GOALS:

Goal F: Make the Central City a successful dense mixed-use center by supporting growth of more livable neighborhoods with a mix of housing, services an amenities that support the needs of people of all ages, incomes and abilities. (p. 42)

Goal G: Support the ability to meet human and health service needs of at-risk populations concentrated within the Central City. (p. 42)

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Policies	West Quadrant District Actions
Livability	<p>14. Complete Communities. Ensure Central City neighborhoods have access to essential public services, including public schools, parks, community centers and amenities, including neighborhood-serving retail and commercial services that support sustainable and diverse community structure. (p. 42)</p> <p>15. Promote healthy active living. Design and develop Central City neighborhoods to support physically and socially active healthy lifestyles for all people through the inclusion of plazas, parks and open space, a safe and inviting public realm, access to healthy food and active transportation and density of development needed to support these economically. (p. 42)</p> <p>21. Livable mixed-use environment. Promote design solutions and construction techniques to ensure that new development is compatible with existing uses, including noise and pre-existing conditions. (p. 43)</p>	<p>HN5. Develop a strategy for accommodating food cart pods as infill development displaces them. (p. 44)</p> <p>HN6. Improve safety through programming and CPTED (Crime Prevention Through Environmental Design) improvements, including better street lighting. (p. 44)</p> <p>HN 7. For residential areas, explore options to mitigate noise and air pollution from surrounding large transportation infrastructure. (p. 44)</p>	<p>Downtown 3. Encourage Evening and Weekend Activity. Encourage the development of uses that are active in the evenings and on weekends including restaurants, galleries, retail stores, performance spaces, etc. In particular, encourage evening activities within Waterfront Park and along Naito Parkway. (p. 63)</p> <p>Downtown 4. Neighborhood Amenities and Services. As the population grows, address the needs of residents for services, schools, parks and other amenities, particularly community space and a dog park. (p. 63)</p>	<p>Downtown HN2. Support the Clean & Safe Program and other programs that increase safety and provide a welcoming atmosphere for visitors and residents. (p. 64)</p> <p>Downtown HN3. Provide and maintain safe public restrooms at convenient locations throughout the district. (p. 64)</p>
				<p>West End HN1. Preserve the RXd zone in the area south of SW Salmon within the West End. Consider adding additional ground-floor commercial flexibility, and additional commercial flexibility for existing structures. (p. 78)</p> <p>West End HN3. Identify opportunities for new playgrounds and other recreational facilities for children. (p. 78)</p> <p>West End HN4. Explore opportunities for shared community use of PSU and Lincoln HS recreation facilities. (p. 78)</p> <p>West End HN5. Explore options for a new community center to serve West End and Central City residents. (p. 78)</p> <p>West End HN6. Explore options for additional public restroom facilities. (p. 78)</p>
				<p>Goose Hollow HN2. Identify sites for community building activities and pursue projects and activities such as weekend markets, cultural programming and public art. (p. 89)</p>
				<p>Goose Hollow 1. Residential Character. Support development that complements the distinctive residential feel of the district, especially within the predominantly residential areas south of SW Columbia. (p. 88)</p>

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Actions
Livability, cont'd	<p>West Quadrant District Policies</p> <p>Goose Hollow 3. Jefferson Main Street. Encourage redevelopment and rehabilitation along SW Jefferson between I-405 and SW 20th to create a vibrant neighborhood main street environment with pedestrian-friendly, green street design and continuous neighborhood retail. (p. 88)</p> <p>Goose Hollow 4. West Burnside. Encourage redevelopment, rehabilitation and streetscape improvements on West Burnside that support a vibrant and safe retail and commercial corridor. Encourage new mixed-use infill development on vacant lots and <i>surface parking lots.</i> (p. 88)</p> <p>Pearl District 4. Community Services. Encourage the development of public amenities and neighborhood services to strengthen and support a diverse community in the district. (p. 100)</p>	<p>Central City-wide Actions</p> <p>Old Town/Chinatown 4. Amenities and Services. Provide and support more amenities and services that serve Old Town/Chinatown residents and workers. These include commercial, retail, educational, medical, recreational, cultural, transportation, entertainment, and emergency services. (p. 113)</p> <p>Old Town/Chinatown 5. Public Safety. Ensure the district is clean and safe for residents, employees, and visitors. (p. 113)</p> <p>South Waterfront 4. Neighborhood Amenities and Services. Support access to public services and amenities to meet the needs of residents, workers and visitors as the district grows and diversifies; particularly a K-8 public school facility, park and greenway, full-service grocery store, community space, senior center and daycare facilities. Encourage active but compatible ground floor uses in predominantly residential buildings. (p. 125)</p> <p>South Downtown/University 3. Community Cohesiveness. Create and support successful neighborhood-oriented retail/commercial districts near Portland State University, the Halprin Open Space Sequence and in RiverPlace. Encourage the development of public amenities and neighborhood services to strengthen and support a cohesive, connected community, particularly a grocery store, a small hotel, and a senior center. (p. 136)</p> <p>South Downtown/University 4. Public Safety. Provide a safe and secure 24-hour environment, particularly in car-free pedestrian areas including the PSU campus, South Auditorium and River place Esplanade. (p. 136)</p>	<p>West Quadrant District Actions</p> <p>Goose Hollow HN 3. Where feasible, implement regulatory requirements for active ground-floor uses along SW Jefferson Street. (p. 89)</p> <p>Goose Hollow HN4. Develop and implement a strategy to encourage main street-friendly streetscape and stormwater management improvements on SW Jefferson Street. Explore the feasibility of burying utilities as part of improvements and planting additional trees. (p. 89)</p> <p>Pearl District HN3. Encourage the development of a community center to foster community interaction and exchange. (p. 100)</p> <p>Pearl District HN4. Develop a new K-8 public school to serve the district. (p. 100)</p> <p>Pearl District HN5. Develop daycare facilities for children. (p. 100)</p> <p>Old Town/Chinatown HN7. Establish a working committee of the Police Bureau, Office of Neighborhood Involvement's Crime Prevention Coordinator, Clean & Safe, OT/CT Community Association, social service providers, and others to implement a comprehensive set of neighborhood policing actions. (p. 114)</p> <p>South Waterfront HN2. Identify a site for a future grocery store to directly service residents and workers in district. (p. 125)</p> <p>South Waterfront HN3. Encourage the development of a community center to foster community interaction and exchange. (p. 125)</p> <p>South Waterfront HN 4. Identify sites for community building activities and pursue projects and activities such as weekend markets and cultural programming. (p. 126)</p> <p>South Waterfront HN5. Develop daycare facilities for children. (p. 126)</p> <p>South Downtown/University HN2. Develop a district retail strategy. (p. 136)</p> <p>South Downtown/University HN3. Identify opportunities for locating a new public school within the district, particularly an elementary school and/or middle school. (p. 137)</p>

1. HOUSING and NEIGHBORHOODS

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Policies	West Quadrant District Actions
Affordability (low, moderate, workforce)	<p>16. Low-income affordability. Preserve the existing supply and continue to support the development of additional housing to meet the needs of low-income Central City residents. (p. 42)</p>	<p>HN2. Explore tools to support the development of very low income (0-30% AMI), low income (30-50% AMI), moderate income (50-80% AMI) and middle income (80-120% AMI) housing. (p. 43)</p> <p>HN3. Develop zoning incentives and other regulatory tools to encourage development of workforce housing. (p. 44)</p> <p>HN4. Advocate for state-wide legislation that would allow local jurisdictions to adopt inclusionary zoning provisions to increase the supply of affordable housing. (p. 44)</p>	<p>Downtown 2. Workforce Housing. Encourage the production of middle-income "workforce" housing. (p. 63)</p> <p>Downtown HN1. Develop incentives to increase workforce housing in Downtown. (p. 63)</p>	<p>South Downtown/University HN4. Encourage the development of a full-service grocery store within the district. (p. 137)</p>
Housing Diversity	<p>17. Housing diversity. Provide a more diverse stock of housing to support a diversity in Central City population that includes housing compatible with the needs of families with children, people with special needs, students, seniors and the Central City workforce. (p. 43)</p> <p>Housing diversity. Create housing throughout the Central City that is attractive and affordable to a broad range of households and incomes, especially affordable housing for workers and students. (p. 43)</p>	<p>West End 1. Preservation of Affordable Housing. Preserve existing housing that is affordable to low and moderate-income households in the district. (p. 77)</p> <p>West End HN2. Develop and implement an affordable housing strategy for the West End that preserves or replaces existing affordable housing, including buildings that are privately owned. (p. 78)</p> <p>Pearl District HN2. Work with the Portland Housing Bureau and affordable housing developers to develop a strategy to increase affordable housing supply including affordable family-friendly units. (p. 100)</p> <p>Old Town/Chinatown 1. Preservation of Affordable Housing. Preserve and improve affordable housing in the district. (p. 113)</p> <p>Old Town/Chinatown HN1. Provide a housing tax abatement program for OT/CT. (p. 114)</p> <p>Old Town/Chinatown HN2. Create new tools to provide workforce rental and home ownership housing for households at 60-120% of MFI. (p. 114)</p> <p>Old Town/Chinatown HN3. Develop zoning incentives to encourage market-rate housing. (p. 113)</p> <p>Old Town Chinatown HN8. Consider an SDC waiver or reduction program for workforce and market-rate housing projects. (p. 113)</p>	<p>Downtown HN4. Encourage the development of new housing, particularly along SW Naito Parkway and the South Park Blocks. Encourage a balance of housing types throughout the district. (p. 63)</p> <p>West End HN7. Consider new zoning incentives to encourage development of family-friendly 3-bedroom and open floor plan housing units. (p. 78)</p> <p>Goose Hollow 2. Urban Family Housing. Encourage the development of multi-family housing with unit types and amenities supportive of families, particularly a community space/center, cultural aspects and daycare facilities. (p. 88)</p> <p>Pearl District 1. Urban Family Housing. Encourage the development of multi-family housing with unit types and amenities supportive of families, particularly a k-8 public school facility, community space/center, cultural aspects, performance venues and daycare facilities. (p. 94)</p>	<p>Downtown HN4. Provide incentives to increase residential development along SW Naito Parkway and the South Park Blocks. (p. 64)</p> <p>West End HN7. Consider new zoning incentives to encourage development of family-friendly 3-bedroom and open floor plan housing units. (p. 78)</p> <p>Goose Hollow HN1. Create incentives to encourage the development of family housing. (p. 88)</p> <p>Pearl District HN1. Restructure FAR bonus system to increase affordable and middle income housing production including family-friendly units. (p. 100)</p>

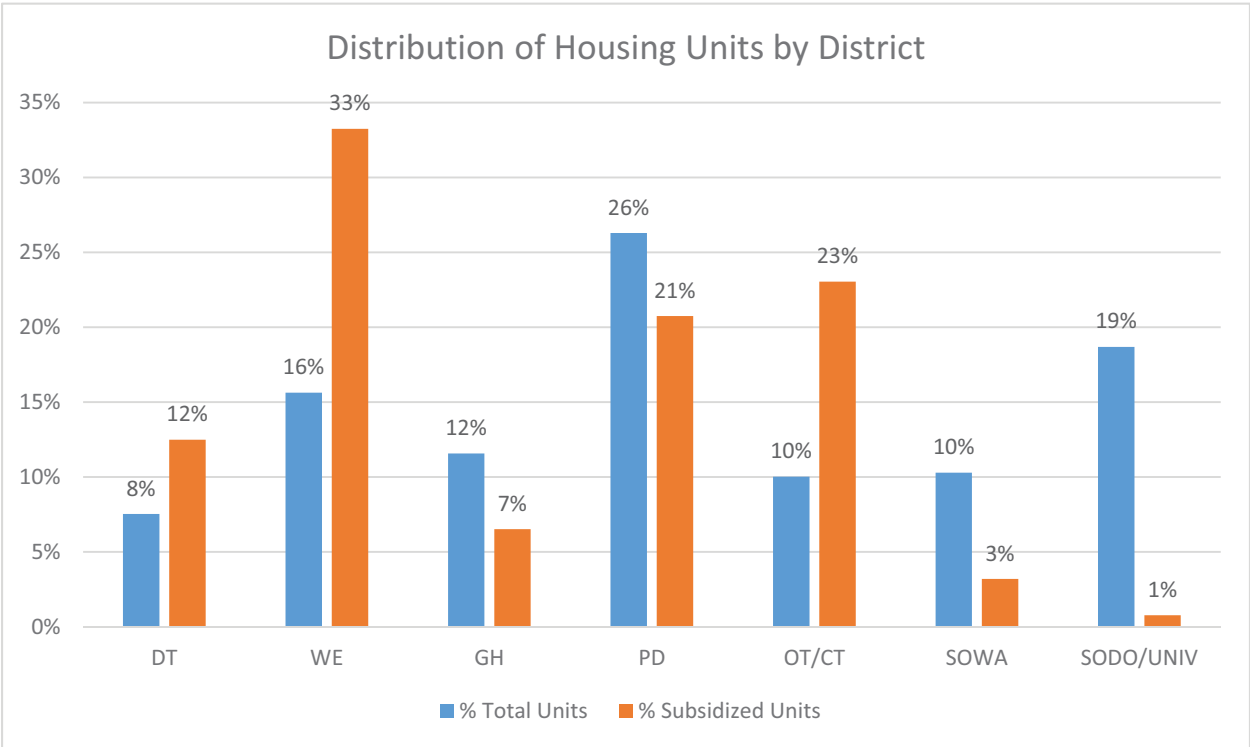
1. HOUSING and NEIGHBORHOODS

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Actions
Housing Diversity, cont'd			
			<p>Pearl District 2. Student Housing. Encourage the construction of new student housing and preservation of existing student housing to meet the long-term needs of area university and institution and bring needed evening and weekend vitality to the district. (p. 100)</p> <p>Pearl District 3. Housing for Older Adults. Encourage the development of multi-family housing with unit types, service and amenities supportive of older adults. (p. 100)</p> <p>Pearl District 5. Naito Parkway Residential Development. Encourage new development including housing along Naito Parkway in order to bring more people and activities to the riverfront. (p. 100)</p> <p>Old Town/Chinatown 2. Housing Balance. Encourage the development of new housing in the district, especially along Naito Parkway to enliven the riverfront, North Park Blocks and NW Gilson corridor. Emphasize middle-income and market-rate housing to balance the high proportion of low-income and shelter units in the district. Support home ownership, workforce housing and student housing projects. (p. 113)</p> <p>South Waterfront 1. Urban Family Housing. Encourage the development of multi-family housing with unit types and amenities supportive of families, community space/center, cultural aspects and daycare facilities. (p. 125)</p> <p>South Waterfront 2. Student Housing. Encourage the construction of new student housing and preservation of existing student housing to meet the long-term needs of area university and institutional and bring needed evening and weekend vitality to the district. (p. 125)</p> <p>South Waterfront 3. Housing for Older Adults. Encourage the development of multi-family housing with unit types, services and amenities supportive of older adults. (p. 125)</p> <p>South Downtown/University 1. Urban Family Housing. Encourage the development of multi-family housing with unit types and amenities supportive of families, particularly open space, playgrounds, a community space/center, cultural aspects and daycare facilities. (p. 136)</p> <p>South Downtown/University 2. Student Housing. Encourage the construction of new student housing and preservation of existing student housing to meet the long-term needs of the university and bring needed evening and weekend vitality to the district. (p. 136)</p>
Gentrification	<p>18. Minimize displacement. Maintain the economic and cultural diversity of established communities in and around the Central City. Utilize investments, incentives and other policy tools to minimize or mitigate involuntary displacement resulting from new development in the Central City or close-in neighborhoods. (p. 43)</p>		

1. HOUSING and NEIGHBORHOODS

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Policies	West Quadrant District Actions
At-risk, special needs populations	<p>19. Transitional housing and services. Provide housing and services that directly assist at-risk populations and allow people to transition to more stable living conditions. (p. 43)</p>	<p>HN1. Support improved communication and cooperation between social service providers and surrounding neighborhoods concerning livability challenges for all. At a minimum, encourage social service providers to enter into Good Neighbor Agreements. (p. 43)</p>	<p>West End 4. Social Services. Preserve and support existing social service and shelter functions in the district. Discourage the location of additional social services in close proximity to existing services. (p. 77)</p>	
	<p>20. Conflict reduction strategies. Develop ongoing strategies and programs that reduce potential conflicts between special needs populations and other Central City residents, employees, visitors and businesses. (p. 43)</p>		<p>Pearl District 6. Social Services. Encourage development of social services to support vulnerable members of the community and further a more equitable distribution of these services throughout the Central City. (p. 100)</p>	
			<p>Old Town/Chinatown 3. Social Services. Preserve and support existing social service and shelter functions in the district. Limit the significant expansion of these services and do not locate additional major social services in the district. (p. 113)</p>	<p>Old Town/Chinatown HN5. Encourage social service providers to locate queuing indoors. (p. 114)</p>
Other	<p>Climate Change Preparedness. Support Central City residents and businesses by planning and preparing for climate change emergency response situations. (p. 43)</p>		<p>Old Town/Chinatown HN6. Encourage social service providers to locate retail uses on the ground floor with services above. (p. 114)</p>	

Attachment 2: Distribution of Housing Units by West Quadrant District



Source: Metro 2011, BPS analysis

Attachment 3: Social Services Employment by West Quadrant District

Geography	Social Services Employment	Total Employment	% Social Services Employment	Av. Employees per Social Services Employer
Downtown	795	48,372	1.6%	38
West End	451	6,861	6.6%	13
Goose Hollow	109	5,153	2.1%	16
Pearl District	161	12,768	1.3%	16
Old Town/Chinatown	628	6,101	10.3%	29
South Waterfront	0	1,710	0.0%	0
South Downtown/University	110	10,689	1.0%	16
WEST QUADRANT	2,254	91654	2.5%	22

Source: BPS analysis. Includes NAICS codes: 621410, 621420, 621610, 623210, 623220 and 623312-624310; 621111, 621399 and 623311 if appropriate. Includes public, private and nonprofit organizations.

Attachment 4: Housing Projections and Affordability

HOUSING PROJECTIONS & AFFORDABILITY TARGET: 2035

OPTION 1: SETTING 15% AFFORDABILITY TARGET FOR NEW UNITS FOR ALL SUBDISTRICTS

NAME	PROJECTED NEW UNITS, 2035	EXISTING UNITS, 2014	TOTAL UNITS (EXISTING + NEW), 2035	AFFORDABILITY TARGET@15% NEW UNITS	EXISTING AFFORDABLE UNITS	TOTAL AFFORDABLE UNITS (EXISTING + TARGETS)	PERCENT AFFORDABLE HOUSING	ADDITIONAL UNITS NEEDED TO REACH TARGET
Pearl District	5,000	5,941	10,941	750	1,357	2,107	19%	750
Old Town/Chinatown	2,000	2,162	4,162	300	1,681	1,981	48%	300
Downtown	2,500	1,971	4,471	375	817	1,192	27%	375
West End	3,000	3,805	6,805	450	2,174	2,624	39%	450
Goose Hollow	3,000	3,488	6,488	450	426	876	14%	450
South Downtown/University	3,000	3,278	6,278	450	173	623	10%	450
South Waterfront	4,500	1,600	6,100	675	209	884	14%	675
Total West Quad	23,000	22,245	45,245	3,450	6,837	10,287	23%	3,450

Source (for Projected Housing Units): Buildable Land Inventory, BPS

OPTION 2: MAINTAINING EXISTING (2014) AFFORDABILITY LEVELS OF 31% FOR WEST QUAD AS A WHOLE

NAME	PROJECTED NEW UNITS, 2035	EXISTING UNITS, 2014	TOTAL UNITS (EXISTING + NEW), 2035	AFFORDABILITY TARGET@31% NEW UNITS	EXISTING AFFORDABLE UNITS	TOTAL AFFORDABLE UNITS (EXISTING + TARGETS)	PERCENT AFFORDABLE HOUSING	ADDITIONAL UNITS NEEDED TO REACH TARGET
Pearl District	5,000	5,941	10,941	1,550	1,357	2,907	27%	1,550
Old Town/Chinatown	2,000	2,162	4,162	620	1,681	2,301	55%	620
Downtown	2,500	1,971	4,471	775	817	1,592	36%	775
West End	3,000	3,805	6,805	930	2,174	3,104	46%	930
Goose Hollow	3,000	3,488	6,488	930	426	1,356	21%	930
South Downtown/University	3,000	3,278	6,278	930	173	1,103	18%	930
South Waterfront	4,500	1,600	6,100	1,395	209	1,604	26%	1,395
Total West Quad	23,000	22,245	45,245	7,130	6,837	13,967	31%	7,130

Source (for Projected Housing Units): Buildable Land Inventory, BPS

IV. ENVIRONMENTAL & RIVER CONTENT

What we heard

1. The environmental and river-related policies and actions should be more specific.
2. How should these policies and actions be structured (WQP vs. other plans, Central City-wide versus district plans)?
3. The plan needs a number of editorial clarifications.
4. How does the plan specifically address flooding on the Willamette?
5. How does the plan address the inherent conflict between environmental and habitat concerns and the desire for increased human activity on the riverfront?
6. Why do we just have placeholders for many targets?
7. Why aren't tree canopy targets higher, particularly in areas where we anticipate increased urban heat island effects?
8. Is seawall removal still being considered as part of this plan?
9. Was increasing the setback to 100 or 150 feet discussed as part of the planning process?
10. Why isn't Ross Island part of this plan?
11. Can we be more specific about river transit? How does it connect to other transportation systems? How do we mitigate for speed and noise?
12. The plan is incomplete in celebrating and embracing the river especially its maritime history through attractions and events that draw residents and tourists to the river.
13. Develop a Central City wide strategy and targets for protection and enhancement of habitat for aquatic species

Proposed revisions

Who	Page #/Reference	Request	Revision
Staff	p. 10/Changes to the Natural Environment	Correction	"Today there are 17 species in <u>Portland the Willamette River</u> that are listed under the Endangered Species Act; <u>seven of which are found in the Willamette River.</u> (The others are in the Columbia River.)"
Staff	p. 30/Flexible Streets	Add green infrastructure	"The forms and character of these connections <u>Green infrastructure, such as bioswales and street trees, can contribute to the pedestrian and bicycle experience as well as managing stormwater and reducing ambient air temperatures.</u> "
Staff	p. 39		"In addition, some policies and actions from the N/NE Quadrant Plan (adopted in 2012) and the Climate Action Preparation Strategy (adopted

Who	Page #/Reference	Request	Revision
			in 2014) will <u>may</u> be incorporated”
Staff	p. 41/Economy and Innovation	Move new policy and actions regarding Adaptation to Future Climate Change from this section to pages 51-53 Health and Environment	*text will be copied and pasted to the new section with no edits.
Staff	p. 41/Economy and Innovation		RC3 – “ If beneficial , develop land use regulations”
Staff	p. 43/Climate Change Preparedness		“Support Central City residents and businesses by planning and preparing for climate change emergency response situations <u>such as floods and droughts.</u> ”
Staff	p. 47/Water Quality		“ Encourage <u>Increase</u> the use of ecoroofs, green walls and rain gardens with development.”
Staff	p. 48/WR3		Change Timeline to On-going
Staff	p. 48/Willamette River		<u>New WR6 – “Increase the efficient use of existing docks and river access points.”</u> <u>Timeframe: Ongoing</u> <u>Implementers: PPR, PBOT</u>
Staff	p. 48/Willamette River		<u>New WR7 – “Require higher standards for new development in the floodplain.”</u> <u>Timeline:2-5 yrs.</u> <u>Implementers: BPS, BES</u>
Staff	p. 48/Willamette River	Celebrate the river	<u>New WR8 – Pursue locating and installing art, play areas, signage and attractions along the riverfront to showcase the river’s past and present.</u> <u>Timeline: Ongoing</u> <u>Implementers: PPR, RACC, Public, Private</u>
Staff	p. 49/Urban Design		“Relationship to River. Encourage development adjacent to the Willamette River Greenway to orient building towards the river, <u>at appropriate set-back distances,</u> in order to”
Staff	p. 51/Health and Environment		“Upland Habitat <u>Connections Corridors.</u> ”
Houck	p. 51/Health and Environment	Consider existing flooding	<u>New WR Policy: Minimize the risk to new and existing development and infrastructure from flood events, while also maintaining and enhancing</u>

Who	Page #/Reference	Request	Revision
			<u>ecological functions associated with the river and floodplain.</u>
Houck	p. 52/Health and Environment	Consider impervious surface standards	EN1 – Develop new regulatory and incentive tools to increase the use of green building technologies and innovative stormwater management techniques (e.g., ecoroofs, green walls, <u>impervious surface standards</u>), renewable energy and energy efficiency in both new development and redevelopment.
Houck	p. 52/Health and Environment	Add heat island effect.	EN2 – Continue to monitor air quality and ambient air temperature and explore <u>mitigation alternatives options as needed to reduce people's vulnerability to urban heat island effects.</u>
Houck	p. 53/Health and Environment	Add flooding and heat island effect.	EN4 – Identify tree <u>preservation and planting opportunities and implementation strategies (e.g., street tree and planting and maintenance programs) trees that meet multiple objectives including reducing urban heat island, improving local air quality, intercepting stormwater and providing habitat.</u>
Houck	p. 53/Health and Environment	Address flooding – better explain what will be done as part of the plan to address existing flooding and changes in flooding due to climate change.	<u>New EN12 Action: Work with FEMA to remap the Willamette River 100-year floodplain to include the consideration of climate change. Timeline: 2-5 years. Implementers: FEMA, BES, BPS</u>
Houck	p. 53/Health and Environment	Address flooding – better explain what will be done as part of the plan to address existing flooding and changes in flooding due to climate change.	<u>New EN13 Action: Amend the flood related regulations and other guidelines to minimize and mitigate the risk of flood damage to new, redeveloped and rehabilitated buildings located in the revised 100-year floodplain, and the impacts of such development on floodplain functions. Timeline: 2-5 years. Implementers: BPS, BES</u>
Staff	p. 60/Regional Center: Economy and Innovation	Celebrate the river	Policy 7b. Increase the attractiveness of the riverfront as a tourist destination by

Who	Page #/Reference	Request	Revision
			encouraging the development of new shops, restaurants, water transport, <u>art, cultural, historic, ecological, and maritime attractions</u> and recreational opportunities.
Staff	p. 62/Regional Center: Economy and Innovation	Embrace the river	RC2. Encourage redevelopment with key public attractions and mixed-uses at the Morrison Bridgehead <u>that connect to the river.</u>
Staff	p. 62/Regional Center: Economy and Innovation	Embrace the river	RC8. Add <u>and along the seawall</u> at the end of the first sentence.
Staff	p. 62		RC13 – Add DSL to Implementers
Staff	p. 66/Transportation		T15 – Add to implementers “state and federal”
Staff	p. 69/Urban Design	Celebrate the river	<u>Insert new action as UD8, Coordinate with maritime-related organizations and interests to increase maritime attractions and events at Tom McCall Waterfront Park. Timeframe: ongoing Implementers: PPR, Private</u>
Staff	p. 70/Environment		“Urban Habitat <u>Connections Corridors.</u> ”
Staff	p. 71/Environment		<u>New EN8 – “Incorporate plans remove a portion of the seawall at Tom McCall Park (not in the vicinity of Ankeny Street Pump Station) to provide both river access and improved flood management into the WPMP update.” Time frame 6-20 years. Implementer: PPR</u>
Staff	p. 71/Environment		<u>New EN9 – “Locate all new redevelopment west of Naito Pkwy to minimize and outside of the floodplain.” Timeframe: Ongoing Implementers: BPS, Private</u>
Staff	p. 81/Urban Design		<u>New UD11 – “Improve Jefferson Street with stormwater facilities.” Timeframe: 2-5 yrs. Implementers: PBOT, BES</u>
Staff	p. 93/Environment		“Urban Habitat <u>Connections Corridors.</u> ”
Staff	p. 99/Regional Center: Economy and Innovation	Embrace the river	RC4 – Redevelop the Centennial Mills site to meet broad public goals including

Who	Page #/Reference	Request	Revision
			commercial uses, and greenway trail <u>and public access to the river</u> as outlined in the <i>Centennial Mills Framework Plan</i> .
Staff	p. 104/Urban Design		<u>New UD7 – “Balance development with habitat, including rerouting and daylighting the end of Tanner Creek to create in-water and riparian habitat.”</u> Timeframe: 6 -20 yrs. Implementers: BES, PDC
Staff	p. 104/Environment		“High Performance Areas. Encourage “high performance areas that promote energy efficiency, and green building techniques <u>and sustainable site design and practices ...”</u> ”
Staff	p. 105/ Environment		EN1 - “Restore <u>riparian and shallow water habitat to</u> improve conditions for fish and wildlife habitat at Centennial Mills.
Staff	p. 123/Regional Center: Economy and Innovation	Celebrate the river	Policy 4. Increase the number of visitors in the district by encouraging new and enhancing existing riverfront uses and activities including active and passive recreation, <u>historic, maritime and cultural displays</u> and water transit...
Houck	p. 144/Greenway	Address Ross Island and conflicts with additional boating/activities on the river.	<u>New 9. (See attachment)</u>
Houck		Address flooding – better explain what will be done as part of the plan to address existing flooding and changes in flooding due to climate change.	<u>New Appendix A item – Willamette River Flooding (see attachment 2)</u>

Attachments

1. Central City 2035 Willamette River Goals, Policies and Actions
2. Appendix A: Willamette River Flooding
3. Tree Canopy Targets
4. Riverbank Enhancement Target
5. Ross Island Issues and Potential Solutions
6. River Transit

Discussion

Due to the organization of the plan, the Willamette River and environmental policies and actions are located in a number of places in the plan. To make it easier to review, staff prepared a document that pulls the relevant river and environment related goals, policies and actions together. See Attachment 1: Central City 2035 Willamette River Goals, Policies and Actions. The table does not include amendments as proposed above; staff will update the table based on the PSC's recommendations.

The items proposed in this memo are also included as attachments.

Flooding (Attachment 2)

The Willamette River experiences significant flood events roughly every 30 years (1943/48, 1964, 1996). Climate change may affect the frequency and duration of precipitation and flood events due to predicted warmer, wetter winters. Based on predictive models, flood risks are likely to increase, particularly in Portland's urbanized environments such as the Central City.

In addition, the City may be required in the future to update its floodplain-related regulations to maintain compliance with the Endangered Species Act and eligibility to participate in FEMA's National Flood Insurance Program (NFIP). In response to a recent legal challenge claiming the NFIP in Oregon harms ESA-listed fish and sea mammals, FEMA and the NOAA National Marine Fisheries Service (NMFS) are determining whether and how the NFIP in Oregon would need to change to comply with the ESA. NOAA/NMFS's draft Biological Opinion lists "Reasonable and Prudent Alternatives" (RPAs) that could be required. The RPAs include updating official floodplain maps to address climate change and other concerns, and establishing additional restrictions on development and other activities in the floodplain.

The City of Portland, along with other Oregon jurisdictions and the Oregon Department of Land Conservation and Development (DLCDC) have been reviewing the draft documents and evaluating the potential implications. The Oregon Congressional Delegation and Governor Kitzhaber have written to FEMA and NMFS, requesting that NOAA/NMFS delay release of a final Biological Opinion until affected parties have an opportunity to review and provide comment on the NOAA/NMFS's draft Biological Opinion.

The Bureau of Planning and Sustainability will continue working with other City bureaus including the City Attorney to monitor and assess the implications of this case. Staff will also try to identify actions the City could take to advance local flood management, resiliency, and watershed health goals, while also helping to ensure continued compliance with the ESA.

Staff has proposed several amendments to the West Quadrant Plan included in this memo directing work that will address existing flood risks and future changes to flood events.

Conflicts between swimming, boating and habitat for fish and wildlife

This plan contains multiple goals for the Willamette River and the riverbank. Goals include:

- Increasing activities in and near the river (e.g., boating and activating Waterfront Park),
- Providing better and a diversity of human access opportunities, and
- Improving habitat for fish and wildlife.

These goals tend to converge in locations with existing infrastructure (e.g., docks and trails), relatively gradual slopes with minimal large structure vegetation, and beaches and shallow water. Attempting to prioritize all these goals in one location can create conflicts. Examples of conflicts are:

- People trampling vegetation that is providing fish and wildlife habitat
- Root wads, driftwood and large boulders that provide fish habitat but cause unsafe swimming and boating
- Waves from motorized boats that cause riverbank erosion
- Floating docks that create places for predatory fish to hide and prey on juvenile ESA-listed fish

A team of technical staff from the bureaus of Planning and Sustainability, Environmental Services and Parks and Recreation will explore ways to reduce conflicts through site design and programmatic approaches. Staff are researching recent enhancement projects in the Portland/Vancouver area and talking with consultants about what has worked. Two locations in the Central City will be used as templates for development concepts: Hawthorne Bowl and Eastbank Crescent. The result will be draft concepts that can be further explored with stakeholders as the Central City 2035 process is completed.

Another potential conflict raised is that increased activity in the Central City could negatively impact Ross Island and Holgate Channel, which are located in the Willamette River South Reach. Additional recreational boating and potential river transit would increase the number and frequency of motorized crafts in the South Reach of the Willamette. The South Reach also has some of the best in-water and riparian habitat along the Willamette River in Portland. As part of the Central City 2035 process, staff will continue to explore ways to reduce potential conflicts and protect habitat in the South Reach.

Tree Canopy Targets (Attachment 3)

Tree canopy in the Central City helps to address urban heat island effects, manage stormwater, provide habitat, and improve pedestrian environments and overall livability. Currently, draft tree canopy targets are included in the West Quadrant Plan and were included in the North/Northeast Quadrant Plan. Tree canopy targets have not been set for the Southeast Quadrant.

To develop the current tree canopy targets, staff have reviewed existing tree canopy data, zoning and expected redevelopment within each district, and identified which streets are expected to be redesigned to incorporate green infrastructure. Using professional judgment, staff proposed targets for the West Quadrant and N/NE Quadrant that seemed feasible and appropriate given the amount of redevelopment expected in each district.

Going forward, a technical team of staff from Bureaus of Planning and Sustainability, Environmental Services, Parks and Recreation, and Transportation will be refining tree canopy targets for the West Quadrant and N/NE Quadrant, as well as developing targets for the Southeast Quadrant, by adding the following information to the analysis:

- Available space within rights-of-way that could be planted with trees
- Available tree planting space within public parks
- Redevelopment opportunities
- Maintaining view corridors down designated streets

The tree canopy targets will be updated based on the additional analysis and incorporated into the complete CC2035 Plan.

Riverbank Enhancement Targets and Restoration (Attachment 4)

Riverbank enhancement improves the functionality of existing habitat while not increasing the habitat area. Riverbank restoration, by comparison, increases the size of the habitat area or reintroduces habitat functions that are currently absent (i.e., flooding). Both types of actions are necessary to improve conditions for ESA-listed species.

Attachment 4 includes draft riverbank enhancement targets for the whole Central City based on existing bank conditions and property ownership. It is anticipated that riverbank enhancement would occur as part of development or through city actions.

Going forward a technical team of staff from Bureaus of Planning and Sustainability, Environmental Services, and Parks and Recreation will update the draft targets to reflect clean-up activities and recently completed enhancement actions.

Attachment 4 also includes a draft costs estimate to do this work per linear foot. These estimates include an upfront cost to do the actions and an on-going, long-term maintenance cost.

Ross Island (Attachment 5)

While not in the Central City, Ross Island including an adjacent lagoon is a “jewel” in the Willamette River with quality habitat for a variety of migrating and resident fish and birds. Human activity from boating, daytime use and overnight camping on the island is impacting habitat. There are multiple property owners including the City of Portland, the Port of Portland and Ross Island Sand and Gravel and numerous federal, state and local jurisdictions that play a role in public access, enforcement, emergency response and permitting of activities. This adds complexity to resolving the conflict between human activities and maintaining quality habitat. Attachment 5 lays out the issues and possible solutions including the City petitioning the State to establish local rules prohibiting overnight camping on the Ross Island beach area. The attachment also provides additional background information on Ross Island.

River Transit (Attachment 6)

Developing a river transportation system in Portland has long been discussed as a potential local tourist attraction and as a potential transportation system connecting neighboring communities along the river. The attached memo summarizes general characteristics of successful river transportation services, recent transit studies and describes types of transit and their benefits and constraints. It concludes with recommendations on how to include river transportation in the CC 2035 Plan.

One of the studies, the *Willamette River Ferry Feasibility Study* (2006) evaluated the feasibility of two types of river transportation: regional commuter service (similar to the river transit option evaluated in the 2000 Metro study) and a local circulation service (a more tourist focused

alternative). The study found that both services could help fulfill river-related goals, including drawing people and activity to the river, promoting sustainable economic development and promoting river education, but ultimately the report concludes that neither option is viable due to cost.

Although recent studies found that river transportation is not economically viable for the Portland market at this time, the community and some local businesses are interested in continuing to explore the option in the future. The CC2035 Plan will include a broad concept that defines the desired overall direction for the river transit in the Central City.

Attachment 1: Central City 2035 Willamette River Goals, Policies and Actions

1. HEALTH AND ENVIRONMENT

CENTRAL CITY-WIDE GOALS:

Goal H: Enhance the role the Willamette River plays as a significant part of the environmental health, economy, urban form and character of the Central City. (p. 47)
Goal I: Improve the health of the Willamette River for fish, wildlife and people. (p. 47)

2035 Performance Target: Linear feet of riverbank habitat enhancement

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Policies	West Quadrant District Actions
Watershed/ Water Quality	35. Watershed health. Improve watershed health by reducing effective impervious surfaces, increasing the quality and diversity (both species and age distribution) of the tree canopy, and protecting and restoring riparian and upland fish and wildlife habitat. (p. 51)	EN11. Improve water quality in the Willamette River by integrating green infrastructure with streetscape improvements. Specifically, identify risks associated with the separated storm system in the West Quadrant as a whole, as well as in specific districts. (p. 53)		Downtown UD11. Improve Salmon Street with stormwater management, landscaping, and active transportation facilities to better connect Washington Park to the South Park Blocks and the Willamette River and improve the quality of water discharged into the Willamette. (p. 70)
(Willamette River)	Water Quality. Improve the quality of stormwater runoff from the street using stormwater management tools such as bioswales and street trees. Encourage the use of ecoroofs, green walls and rain gardens with redevelopment. (p. 47)	WR3. Improve water quality in the Willamette River by integrating green infrastructure and urban design. (p. 48)	Goose Hollow 3. Water Quality. Take advantage of Goose Hollow's topography, identify opportunities for stormwater management, as well as rainwater harvesting and reuse within the district. (p. 93)	Goose Hollow UD6. Improve Salmon Street with stormwater management, landscaping, and active transportation facilities to better connect Washington Park to the South Park Blocks and the Willamette River and improve the quality of water discharged into the Willamette. (p. 92)
22. Willamette River health and water quality. Improve the environmental conditions of the Willamette River in compliance with regional, state and federal laws and goals to make and keep the river swimmable and fishable. (p. 47)				
Upland Habitat	Upland Habitat Corridors. Create an upland wildlife habitat corridor using street trees, native vegetation in landscaping, public open spaces and ecoroofs that provides a connection for avian and pollinator species between the West Hills and Willamette River. (p. 51)	EN7. Identify upland wildlife corridors between the Willamette River and Central City existing and planned open space. (p. 53)	Downtown 2. Upland Habitat Corridors. Create an upland wildlife habitat corridor between the Willamette River, the South Park Blocks and West Hills for avian and pollinator species using street trees, native vegetation in landscaping, public open spaces and ecoroofs. (p. 70)	Downtown UD11. Improve Salmon Street with stormwater management, landscaping, and active transportation facilities to better connect Washington Park to the South Park Blocks and the Willamette River and improve the quality of water discharged into the Willamette. (p. 70)
Green Infrastructure. Increase the use of ecoroofs, vertical gardens, sustainable site development, landscaped setbacks and courtyards, living walls and other vegetated facilities to manage stormwater, improve the pedestrian environment, reduce the heat island effect, improve air and water quality and create habitat for birds and pollinators on new buildings. (p. 51)				West End UD1. Improve Salmon Street as a unique east-west connection linking Washington Park to the Willamette River with stormwater management, landscaping, and active transportation facilities. Encourage additional, activating retail. (p. 80)
				Goose Hollow UD6. Improve Salmon Street with stormwater management, landscaping, and active transportation facilities to better connect Washington Park to the South Park Blocks and the Willamette River and improve the quality of water discharged into the Willamette. (p. 92)

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Actions
<p>In-water/Riverbank Habitat</p> <p>(Willamette River) Habitat: Maintain and enhance in-water and riparian habitat throughout the Central Reach and focus on two-three specific shallow water habitat restoration areas to support the conservation and restoration of fish and wildlife populations. (p. 47)</p> <p>WR4. Enhance river bank and shallow water to maintain and improve fish and wildlife habitat. (p. 48)</p>	<p>Pearl District 3. Urban Habitat Corridors. Improve upland wildlife habitat connections between the West Hills, North Park Blocks and Willamette River for avian and pollinator habitat using street trees and native vegetation in landscaping, public open spaces and ecoroofs. (p. 105)</p> <p>Old Town/Chinatown 3. Urban Habitat Corridors. Create an upland wildlife habitat corridor from the North Park Blocks to the Willamette River using street trees, native vegetation in public open spaces and ecoroofs to promote the conservation and restoration of avian and pollinator habitat. (p. 120)</p> <p>South Waterfront 2. Urban Habitat Corridors. Improve upland wildlife habitat connections between the West Hills, South Park Blocks and Willamette River for avian and pollinator habitat. (p. 129)</p> <p>South Downtown/University District 3. Upland Habitat Corridors. Create an upland wildlife habitat corridor between the Willamette River and the South and North Park Blocks and West Hills for avian and pollinator species. (p. 141)</p>	<p>Downtown 1. In-water Habitat. Restore in-water habitat at Hawthorne Bowl and incorporate native vegetation into landscaping within Tom McCall Waterfront Park. (p. 70)</p> <p>Downtown 2. In-water Habitat. Restore shallow water habitat at Centennial Mills and McCormick Pier to the south. (p. 104)</p> <p>Old Town/Chinatown 2. In-water Habitat. Maintain and enhance in-water habitat at McCormick Pier and replace invasive, non-native plants with native plants on the river banks between Centennial Mills and McCormick Pier. (p. 129)</p> <p>South Waterfront 1. In-water Habitat. Maintain and enhance in-water habitat incorporating low impact design in new/replaced docks. (p. 129)</p> <p>South Downtown/University District 2. In-water Habitat. Maintain and enhance in-water habitat at RiverPlace and Marquam beach. (p. 141)</p>	<p>Old Town/Chinatown EN1. Complete a green connection between the North Park Blocks and the Willamette River, potentially to include street trees, stormwater planters, ecoroofs, and native plants in public open spaces. (p. 120)</p> <p>Downtown EN2. Improve in-water habitat at Hawthorne Bowl designing a restoration project that creates a separate fish habitat area from swimming and recreational areas. (p. 71)</p> <p>Downtown EN1. Improve habitat by adding native plants in Tom McCall Waterfront Park where it complements other uses. (p. 71)</p> <p>Pearl District EN1. Restore shallow water habitat improve conditions for fish and wildlife habitat at Centennial Mills. (p. 105)</p> <p>Old Town/Chinatown EN3. Improve river bank conditions by encouraging replacement of invasive and non-native plants with native plants on the river bank between the Steel and Broadway Bridges. (p. 120)</p> <p>South Downtown/University District EN1. Enhance river bank and beaches around RiverPlace to maintain and improve fish and wildlife habitat. (p. 142)</p>

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Policies	West Quadrant District Actions
Climate Change	<p>Climate Change Preparation. Assess, monitor and update plans, services and infrastructure in the Central City to anticipate and respond to evolving climate change conditions.</p> <p>1. Flooding: Monitor and adapt to changes in hydrology, including future river levels, changes in flood frequency and duration, and changes in storm water runoff rates. 2. Heat Island: Reduce the adverse impacts of urban heat island effects on public health, especially in underserved and under-represented communities. 3. Wildlife Movement: Protect and improve terrestrial and aquatic wildlife movement corridors. (p. 51)</p>	<p>RC2. Assess risks and impacts of flooding due to climate change. (p. 41)</p> <p>RC3. If beneficial, develop land use regulations and strategies to mitigate future flooding vulnerability from climate change. (p. 41)</p>		
Programming/Design	<p>* 23. Portland's commons. Promote improvements and activities on the waterfront to strengthen the physical, visual and cultural connections between the river and the rest of the Central City. Support recreational use, enhance the interconnected system of parks, trails, natural areas and destinations, and increase public awareness of the river's historical, ecological and cultural importance. (p. 47)</p>		<p>Downtown EN 3. Consider seasonal restrictions on human activity within the Hawthorne Bowl to minimize the impacts of boating and swimming on juvenile fish migration. (p. 71)</p> <p>Downtown EN4. Evaluate the feasibility of adding in-water mooring structures at Hawthorne Bowl to reduce the impacts of transient boat mooring. (p. 71)</p> <p>Downtown EN7. Explore opportunities to mitigate noise and visual impacts of the Eastside Freeway on Waterfront Park. (p. 71)</p>	<p>Old Town/Chinatown EN2. Improve human access and river health by redesigning and implementing a floating boardwalk with enhanced native vegetation on the bank in the McCormick Pier area. (p. 120)</p> <p>South Downtown/University District EN2. Improve the dock at RiverPlace Marina to provide for increased boating use by motorized and non-motorized crafts, while also reducing impacts to salmon. (p. 142)</p>

1. HEALTH AND ENVIRONMENT

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Policies	West Quadrant District Actions
Other		WR6. Continue to convene a Central Reach Working Group to serve as a sounding board for staff on the development of river-related policies and implementation actions for the Central Reach of the Willamette River. (p. 48)		

* Low-Carbon Development policies on pg. 51-52 and actions on pg. 52-53

2. URBAN DESIGN

CENTRAL CITY-WIDE GOALS:

Goal H: Enhance the role the Willamette River plays as a significant part of the environmental health, economy, urban form and character of the Central City. (p. 47)

Goal K: Highlight the Willamette River as the Central City's defining feature by framing it with a well-designed built environment, celebrating views to the larger surrounding landscape, improving east-west access and orientation and encouraging a range of river-supportive uses. (p. 48)

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Policies	West Quadrant District Actions
Bridgeheads	28. Bridgehead redevelopment. Redevelop bridgehead sites to elevate the importance of these locations, link east- and westside districts of the Central City, and create dynamic places that bring a diversity of residents, workers and visitors to the riverfront. (p. 49)		Old Town/Chinatown 9. Bridgehead Development. Facilitate redevelopment of underutilized and vacant properties at bridgeheads to increase activity near the river and adjacent to east side connections. (p. 117)	Downtown UD8. Increase the allowed maximum building heights in the vicinity of the Morrison and Hawthorne Bridgeheads to facilitate signature developments that help activate the waterfront and visually connect the city to the river. (p. 69)
Development - Relationship to River	Relationship to the River. Encourage development adjacent to the Willamette River in order to orient buildings towards the river in order to create a relationship between the built environment and activities along the river. (p. 49)	UD4. Review height regulations and design review requirements adjacent to open spaces. (p. 50)	Downtown 9. Relationship to the River. Encourage development to orient buildings and uses toward SW Naito Parkway and Waterfront Park and the Willamette River in order to create a relationship between the built environment and the recreational and tourism activities along the river. (p. 68)	
	(Willamette River) 24. Prosperous and vibrant Willamette River waterfront. Support uses that capitalize on waterfront locations, and reinforce the distinctive character of the different waterfront districts. (p. 47)		Downtown 12. Dynamic Skyline. Encourage the tallest buildings to locate along the transit mall, generally stepping down in height to the Willamette River. Allow taller buildings outside of historic districts and at bridgeheads. (p. 68)	
			Old Town/Chinatown 8. Old Town/Chinatown Urban Riverfront. Encourage the development of a distinctly urban riverfront that that brings people closer to the riverfront. Encourage doors and windows with orientation toward SW Naito and the Willamette River. (p. 117)	
			South Waterfront 1. Relationship to the River. Promote building designs that draw on the relationship of the district to the river, open space and the adjacent neighborhoods. Provide physical and visual connections to the Willamette River. (p. 127)	South Waterfront UD3. Explore potential for a major high-density mixed-use development at the Zideell site that brings together a variety of uses and activities, increases human access to/from the river and celebrates its maritime past. (p. 128)
			South Downtown/University District 3. RiverPlace Character. Encourage the continued development of RiverPlace with a broad mix of residential, commercial, recreational and boating uses. Maintain and enhance the cohesive design aesthetic, generous landscaping, and close relationship of the public realm to the river. (p. 139)	South Downtown/University District UD9. Complete a Development Opportunity Strategy for the remnant properties on SW Naito/Harbor Drive. (p. 141)

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Policies	West Quadrant District Actions
Green Loop	<p>"Green Loop" Concept. Create a "Green Loop" within Central City that connects east and west side neighborhoods to open spaces and the Willamette River, with high quality bicycle accommodations and innovative, park-like pedestrian environments and wildlife habitat connections. (p. 46)</p>	<p>UD5. Develop a strategy to implement the "Green Loop" through the Central City. (p. 50)</p>	<p>Downtown 13. "Green Loop" Connections. Implement the "Green Loop" through the district, connecting the South and North Park Blocks with high quality bicycle accommodations and innovative, park-like pedestrian environments and create wildlife habitat connections between the Willamette River, South and North Park Blocks and the West Hills. (p. 65)</p>	<p>Pearl District 3. "Green Loop" Connections. Support development of the "Green Loop" through the district, connecting locations to the south, North Park Blocks, the Broadway Bridge and the Willamette River greenway trail with high quality pedestrian and bicycle facilities as well as improved opportunities for habitat and wildlife movement. (p. 103)</p>
			<p>South Downtown/University District 7. "Green Loop". Implement the "Green Loop" through the district, connecting the Tillikum Crossing Bridge to the South Park Blocks and locations further north with high quality pedestrian and bicycle accommodations as well as improved opportunities for habitat and wildlife movement. Support connections between the "Green Loop" and existing open spaces, particularly Waterfront Park and the Halprin Open Space Sequence. (p. 137)</p>	<p>Old Town/Chinatown UD1. Connect OT/CT to the "Green Loop" with pedestrian and design improvements to NW Davis and Flanders. (p. 117)</p>
Programming	<p>(Willamette River) 23. Portland's commons. Promote improvements and activities on the waterfront to strengthen the physical, visual and cultural connections between the river and the rest of the Central City. Support recreational use, enhance the interconnected system of parks, trails, natural areas and destinations, and increase public awareness of the river's historical, ecological and cultural importance. (p. 47)</p>	<p>Downtown 4. Tom McCall Waterfront Park. a. Recognize and promote Tom McCall Waterfront Park including the Willamette River as a key regional attraction and asset for visitors, employees and residents of the Central City. b. Facilitate planned improvements that activate the park and river's edge, bring people to/from the river and improve habitat. c. Expand the range of public activities and attractors along the waterfront including but not limited to recreation; small retail kiosks; and art, culture, watercraft and historic displays. d. Provide a balance between large events and other park activities and uses to maximize public use and enjoyment especially during the summer. (p. 67)</p>	<p>Downtown UD6. Explore management opportunities for ongoing programming, funding, and operations in Waterfront Park. (p. 69)</p>	<p>Downtown UD7. Explore options for adjusting the duration, layout and frequency of large park events to allow for other types of park activities, in order to maximize public access, use and enjoyment of Waterfront Park. (p. 69)</p> <p>Downtown UD3. Review and update the Waterfront Park Master Plan to enhance activities, amenities, and open spaces in the park and into the river. As part of the effort, develop a plan for the Hawthorne Bowl that addresses habitat enhancements, swimming, boating, special events and related amenities. (p. 69)</p>

Topic	Central City-wide Policies	West Quadrant District Policies	West Quadrant District Actions
	<p>Downtown 6. Open Space. Beyond Tom McCall Waterfront Park and the South Park Blocks, expand opportunities in existing parks and open spaces, including the Willamette River, to meet needs of downtown residents, workers and visitors for both passive and active recreation. (p. 67)</p>		
	<p>Pearl District 2. Pearl District Urban Riverfront: Encourage the development of a distinctly urban riverfront that balances human activities including river transportation, recreation and development with habitat enhancement. (p. 103)</p>		<p>Pearl District UD2. Adjust maximum building height limits in the district. Remove the height bonus overlay from properties within the NW 13th Avenue Historic District and establish a 100' height limit. Increase height limits in south Pearl and Pearl Waterfront to up to 250', achievable through preservation FAR transfers or provision of greenway enhancements, respectively. (p. 104)</p>
			<p>Old Town/Chinatown UD6. Install art and educational displays that highlight Native American and maritime history in the district and Waterfront Park. (p. 118)</p>
			<p>South Waterfront UD2. Integrate elements that reflect the district's history, including Portland's maritime history, into the development of the greenway and parks. Encourage the development of river-related public art, as well as cultural and ecological displays and attractions to connect people with the river. (p. 128)</p>
	<p>South Waterfront 2. Improved Open Spaces. Create an exemplary open space network that embraces the river as the district's "front yard" and provides a range of urban amenities, passive and active recreation experiences and ecological functions. (p.128)</p>		<p>South Waterfront UD4. Pursue a large park facility to provide active recreational opportunities for the district and surrounding area, in a location that has a physical and visual connection to the river. (p. 128)</p>
	<p>South Downtown/University District 4. Urban Riverfront. Encourage the development of a distinctly urban riverfront that balances human activities including river transportation, recreation and development with habitat enhancement. (p.140)</p>		
	<p>South Downtown/University District 5. Improved Open Spaces. Encourage existing open spaces, and the Willamette River, to be more accessible, usable and engaging spaces for the community while also supporting the development of new open spaces where opportunities arise. Broaden the range of available recreation experiences. (p. 140)</p>		
Wayfinding		<p>Downtown 11. Wayfinding. Strengthen wayfinding systems for retail, arts and culture, parks and riverfront attractions. (p. 68)</p>	<p>Downtown UD4. Implement a pilot signage and awareness campaign to reduce pedestrian and bicycle conflicts in Waterfront Park. (p. 69)</p>
	<p>Pearl District 4. Views. Elevate the presence, character and role of significant view corridors, including Union Station and the Fremont and Steel Bridges, which define the district and help with wayfinding. (p. 103)</p>		<p>Downtown UD5. Explore options for creating visual cues, such as art installations, that can be seen down street corridors and attract people from the district to Waterfront Park. (p. 69)</p>

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Policies	West Quadrant District Actions
Water Quality	<p>(Willamette River) 22. Willamette River health and water quality. Improve the environmental conditions of the Willamette River in compliance with regional, state and federal laws and goals to make and keep the river swimmable and fishable. (p. 47)</p> <p>(Willamette River) Water Quality. Improve the quality of stormwater runoff from the street using stormwater management tools such as bioswales and street trees. Encourage the use of ecoroofs, green walls and rain gardens with redevelopment. (p. 47)</p>	<p>WR3. Improve water quality in the Willamette River by integrating green infrastructure and urban design. (p. 48)</p>		<p>Downtown UD11. Improve Salmon Street with stormwater management, landscaping, and active transportation facilities to better connect Washington Park to the South Park Blocks and the Willamette River and improve the quality of water discharged into the Willamette. (p. 70)</p> <p>West End UD1. Improve Salmon Street as a unique east-west connection linking Washington Park to the Willamette River with stormwater management, landscaping, and active transportation facilities. Encourage additional, activating retail. (p. 80)</p> <p>Goose Hollow UD6. Improve Salmon Street with stormwater management, landscaping, and active transportation facilities to better connect Washington Park to the South Park Blocks and the Willamette River and improve the quality of water discharged into the Willamette. (p. 92)</p>
Access/Connectivity	<p>30. Signature open spaces. Advance the Central City's iconic interconnected system of parks, trails, and natural areas by offering a wide range of social, recreational, contemplative and respite functions to serve an increasingly diverse population of residents, workers and visitors. (p. 49)</p>	<p>Pearl District 5. Park Connections. Enhance the park network by improving connections between the North Park Blocks and Jamison Square, Tanner Springs Park, the Fields Neighborhood Park, future parks and open spaces, and the riverfront. (p. 103)</p> <p>Old Town/Chinatown 3. East-West Connectivity. Increase east-west connections to the Pearl District and the riverfront and strengthen the Festival Streets along NW Davis and Flanders through supportive adjacent new development and active programming. (p. 116)</p> <p>Old Town/Chinatown 10. River Access. Improve access to Waterfront Park and the Willamette River including enhanced access for commercial and recreational boaters. (p. 117)</p> <p>South Waterfront 3. River Access. Encourage improvements along the Willamette riverfront in South Waterfront to enhance resident, employee and visitor access to and enjoyment of the river for activities like contemplation, recreational boating and fishing. (p. 128)</p> <p>South Waterfront UD8. Explore opportunities to provide amenities for boaters such as light watercraft storage and parking to coincide with installation of a new dock. (p. 129)</p>	<p>Pearl District 5. Park Connections. Enhance the park network by improving connections between the North Park Blocks and Jamison Square, Tanner Springs Park, the Fields Neighborhood Park, future parks and open spaces, and the riverfront. (p. 103)</p> <p>Old Town/Chinatown 3. East-West Connectivity. Increase east-west connections to the Pearl District and the riverfront and strengthen the Festival Streets along NW Davis and Flanders through supportive adjacent new development and active programming. (p. 116)</p> <p>Old Town/Chinatown 10. River Access. Improve access to Waterfront Park and the Willamette River including enhanced access for commercial and recreational boaters. (p. 117)</p> <p>South Waterfront 3. River Access. Encourage improvements along the Willamette riverfront in South Waterfront to enhance resident, employee and visitor access to and enjoyment of the river for activities like contemplation, recreational boating and fishing. (p. 128)</p> <p>South Waterfront UD8. Explore opportunities to provide amenities for boaters such as light watercraft storage and parking to coincide with installation of a new dock. (p. 129)</p>	<p>Goose Hollow UD6. Improve Salmon Street with stormwater management, landscaping, and active transportation facilities to better connect Washington Park to the South Park Blocks and the Willamette River and improve the quality of water discharged into the Willamette. (p. 92)</p>

Topic	Central City-wide Policies	West Quadrant District Policies	West Quadrant District Actions
		<p>South Downtown/University District 6. Montgomery Green Street. Support development of the SW Montgomery Green Street as a key east-west green connection from the West Hills/Goose Hollow to the Willamette River. (p. 140)</p>	<p>South Waterfront UD6. Develop green connections at regular intervals extending from the river west into the district as a means for providing pedestrian linkages, multi-objective stormwater management opportunities and reinforcing the presence of the river and riverfront in the district. (p. 129)</p>
Other	<p>WR2. Update the Willamette Greenway Plan (1987) and associated regulations and design guidelines to implement policies and actions of the Central City Plan for the Central Reach. (p. 48)</p>		<p>South Downtown/University District UD2. Enhance beach access and amenities near the Marquam Bridge; promote new water-related recreation activities. (p. 140)</p> <p>Downtown UD2. Update the Willamette Greenway Plan (1987), zoning code regulations to accommodate desired uses along the riverfront in Tom McCall Waterfront Park. (p. 69)</p>

3. TRANSPORTATION

CENTRAL CITY-WIDE GOALS:

Goal J: Improve public access to and along the Willamette River. (p. 47)

Goal K: Highlight the Willamette River as the Central City’s defining feature by framing it with a well-designed built environment, celebrating views to the larger surrounding landscape, improving east-west access and orientation and encouraging a range of river-supportive uses. (p. 48)

Goal E: Provide a safe, affordable, efficient and accessible multimodal transportation system that supports the growth and role of the Central City as the region’s high density center. (p. 44)

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Policies	West Quadrant District Actions
Water Transit	Willamette River Transportation. Improve opportunities for and promote river transportation to and within the Central City. (p. 46)	TR5. Explore funding mechanisms, phasing and the implementation of water transit in Central City. (p. 46)	Downtown 1. Multimodal Access. Increase trips to Downtown by employees, visitors, and residents and improve regional multimodal access. Increase the share of trips to the district made by alternative modes, including water transit. (p. 64)	Downtown TR15. Explore funding mechanisms, phasing and the implementation of water transit in Downtown. (p. 66)
			Downtown 6. Water Access and Transportation. Improve commercial, river transit, tourist and recreational boating infrastructure and access to/from the Downtown riverfront. (p. 65)	Downtown TR4. Study the feasibility of installing new or repurposing existing docks to accommodate commercial and recreational boating and water transit. (p. 65)
			Pearl District 1. Multimodal Access. Improve access by all modes, including water transit, to and from the region and adjacent areas, including Old Town/Chinatown, Downtown, the West End, Goose Hollow, Northwest Portland, the Willamette River, I-405 and major parks. (p. 101)	
			South Waterfront 1. Multi-Modal Access. Improve multimodal access, including water transit, to the region and adjacent areas, including South Portland, the Willamette River and the South Downtown/University District. (p. 126)	
		TR6. Study and encourage green passenger vessel technologies including low impact and restorative propulsion for river transit and other passenger vessels. (p. 46)		
Green Loop	“Green Loop” Concept. Create a “Green Loop” within Central City that connects east and west side neighborhoods to open spaces and the Willamette River, with high quality bicycle accommodations and innovative, park-like pedestrian environments and wildlife habitat connections. (p. 46)		Downtown 5. “Green Loop”. Implement the “Green Loop” through the district, connecting the South and North Park Blocks with high quality bicycle accommodations and innovative, park-like pedestrian environments and create wildlife habitat connections between the Willamette River, South and North Park Blocks and the West Hills. (p. 65)	Downtown TR7. Implement the “Green Loop” Concept through the district connecting the South and North Park Blocks and creating wildlife habitats between the Willamette River, park blocks and the West Hills. (p. 66)
			Pearl District 3. “Green Loop”. Implement the “Green Loop” through the district, connecting the North Park Blocks to the Willamette River with high quality pedestrian and bicycle accommodations as well as improved opportunities for habitat and wildlife movement. (p. 101)	Pearl District TR10. Implement the “Green Loop” through the district, connecting the North Park Blocks to the Willamette River as well as improved opportunities for wildlife movement; and improve connections to the Broadway Bridge. (p. 102)

Topic	Central City-wide Actions	West Quadrant District Policies	West Quadrant District Actions
<p>Access to River, Greenway Trail, Waterfront Park, and Bridges</p>	<p>7. Regional transportation hub. Strengthen the Central City as the hub for moving people and goods, reinforcing its regional center role, enabling successful high density employment and housing development, and thereby affirming its role in Metro's Region 2040 Framework Plan. (p. 44)</p>	<p>South Downtown/University District 4. "Green Loop". Implement the "Green Loop" through the district, connecting the Tillikum Crossing Bridge to the South Park Blocks and locations further north with high quality pedestrian and bicycle accommodations as well as improved opportunities for habitat and wildlife movement. Support connections between the "Green Loop" and existing open spaces, particularly Waterfront Park and the Halprin Open Space Sequence. (p. 137)</p>	<p>South Downtown/University District TR10. Implement the "Green Loop" Concept through the district, connecting the Tillikum Crossing Bridge to the South Park Blocks, and locations further north as well as improved opportunities for habitat movement. (p. 139)</p>
	<p>36. Human health. Encourage the use of active modes of transportation by creating and enhancing a network of bike and pedestrian facilities that provide access to services and destinations including natural areas. Improve access for all people to locally grown and healthy foods. Encourage the use of building construction materials and products that do not have harmful effects on human health and the environment. Encourage social health by fostering community in a hospitable public realm. (p. 51)</p>	<p>Downtown 2. Circulation and Connectivity. Maintain a compact and highly accessible Downtown. Improve connections across West Burnside and across SW Naito Parkway to Waterfront Park and the Greenway Trail. (p. 64)</p>	<p>Downtown TR2. Develop and implement changes to bicycle and pedestrian circulation on Naito Parkway and the Waterfront Park Greenway Trail to reduce conflicts and improve safety and access. (p. 65)</p>
<p>8. Optimized street network. Improve street design and function to increase efficiency and safety for all transportation modes and the ability of the existing network to meet the mobility needs of businesses, shoppers, residents and visitors. Establish a system and standards that emphasize pedestrian, bicycle, transit and freight access while continuing to provide automobile access. (p. 44)</p>		<p>Downtown (Urban Design) 7. Street Hierarchy and Development Character. Establish a more intentional street hierarchy with a greater diversity of street characters, distinguishing three main types: retail/commercial, boulevard and flexible. Specifically, support the retail/commercial character of SW Morrison, SW Yamhill, SW Broadway, SW Alder and West Burnside; the boulevard character of 5th, 6th and Naito Parkway; and the boulevard/flexible character of SW Salmon; and the flexible character of SW Oak and SW Ankeny. (p. 67)</p>	<p>Downtown TR1. Study and address pedestrian connectivity issues at the base of the Morrison Bridge. (see also action TR14) (p. 65)</p>
<p>27. Regional corridors and connections. Elevate the presence, character and role of physical and visual corridors such as trails, transit lines, busy streets and significant public views, helping to bridge neighborhoods across physical and psychological barriers. (p. 45)</p>			<p>Downtown TR14. Study ways to improve multimodal accessibility at the Morrison and Hawthorne bridges. (p. 66)</p>
<p>Active Transportation. Encourage walking and bicycling with improved infrastructure and other means as a way to increase access and transportation choices, enhance livability and reduce carbon emissions in the Central City. (p. 45)</p>			<p>Downtown TR12. Study ways to lessen the impact of freight and general traffic on Naito Parkway destined to I-5 south from the Central Eastside. (p. 66)</p>

Topic	Central City-wide Policies	West Quadrant District Policies	West Quadrant District Actions
			<p>Downtown TR13. Study the feasibility of partial to full closure and public use of segments of Naito Parkway during evenings and on weekends. (p. 66)</p> <p>Downtown UD4. Implement a pilot signage and awareness campaign to reduce pedestrian and bicycle conflicts in Waterfront Park. (p. 69)</p>
			<p>Pearl District TR7. Enhance connectivity across railroad tracks and Naito Parkway to access the River. Build new pedestrian bridges over the tracks at Marshall, connecting the Fields Park to Centennial Mills and explore a possible bridge that extends NW 13th to the River. (p. 102)</p> <p>Pearl District TR5. Improve bike/pedestrian access to/from Centennial Mills including greenway trail continuity as outlined in the Centennial Mills Framework Plan (adopted by Portland City Council, Fall 2006). (p. 102)</p>
	<p>Old Town/Chinatown 1. Multimodal Access: Improve access by all modes to and from the region and adjacent areas, including Downtown, the Pearl District and the Willamette River. (p. 114)</p> <p>Old Town/Chinatown 2. Circulation and Connectivity: Provide for a highly accessible, safe and well-connected district, with enhanced connections to and along the Willamette River, bridgeheads and Waterfront Park. (p. 114)</p> <p>Old Town/Chinatown 3 (Urban Design). East-West Connectivity: Increase east-west connections to the Pearl District and the riverfront and strengthen the Festival Streets along NW Davis and Flanders through supportive adjacent new development and active programming. (p. 116)</p>		<p>Old Town/Chinatown TR1. Prepare a local circulation study for the area north of Burnside. Consider street configurations including travel directions, travel lanes, traffic control, bicycle access and parking, and transit mobility and circulation. Address barriers created by NW Broadway, W Burnside, NW Naito Parkway, the Steel Bridge ramps, Waterfront Park and the railroad tracks. (p. 115)</p> <p>Old Town/Chinatown TR2. Study possible reconfiguration of the Steel Bridge ramps and the rail line to improve pedestrian and bike access to/along the greenway trail, NW Flanders and McCormick Pier and create new development opportunities. (p. 115)</p> <p>Old Town/Chinatown TR4. Improve bicycle and pedestrian connectivity and safety throughout the district, including Davis and Flanders as primary east-west bicycle routes and to the Steel and Burnside Bridges. (p. 115)</p>
	<p>South Waterfront 2. Circulation and Connectivity: Provide a highly accessible, safe and well-connected district with an urban grid system that provides for internal circulation and connects to adjacent neighborhoods, as well as to the greenway trail. (p. 126)</p> <p>South Waterfront 3. Collaborative Life Sciences Building and Schnitzer Campus: Enhance multimodal access to the Collaborative Life Sciences Building and Schnitzer Campus from the South Downtown/University District, South Portland and the riverfront. Enhance circulation around campus for cyclists and pedestrians to create a highly walkable campus. (p. 126)</p>		

3. TRANSPORTATION

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Policies	West Quadrant District Actions
Greenway Trail Continuity (Access along river)		WR1. Improve the Willamette Greenway Trail to facilitate continuity for bike and pedestrian access, reduce user conflicts and provide access to the river. (p. 48)	South Downtown/University District 2. Circulation and Connectivity. Provide a highly accessible, safe and well-connected district, with enhanced east-west pedestrian and bicycle connectivity between Portland State University and the Willamette River. (p. 137)	South Downtown/University District TR8. Enhance pedestrian and bicycle connections to RiverPlace Marina and the Willamette River at key locations, especially Lincoln, Harrison, and Montgomery Streets. (p. 138)
				Pearl District TR6. Improve the greenway trail to facilitate continuity for bike and pedestrian access, reduce user conflicts and provide access to the river. (p. 102)
				Old Town/Chinatown TR5. Improve the Willamette Greenway Trail to facilitate continuity for bike and pedestrian access, reduce user conflicts and provide access to the river. (p. 116)
				South Waterfront TR6. Complete the greenway trail connecting it with the rest of the 40-Mile Loop Trail. Where feasible, explore opportunities for completing the trail prior to development rather than waiting for it to be completed with development. (p. 127)
				South Downtown/University District TR9. Improve the greenway trail in RiverPlace to facilitate continuity for bike and pedestrian access, reduce user conflicts and provide access to the river. (p. 139)
Public Transit				Downtown TR3. Study potential improvements to public transportation services along Naito Parkway and the riverfront as development density and activity increases over time. (p. 65)
			Pearl District 4. Transit Service. Enhance transit service to meet the demands of residents, employees and visitors as the district continues to grow. Improve access to transit particularly in the north end of the district and along the riverfront. (p. 101)	
				South Downtown/University District TR7. Study the feasibility of consolidating routes and stops on fewer corridors by placing bus lines onto the southern end of the Transit Mall and on SW Lincoln and Naito Parkway. (p. 138)
Other		WR2. Update the Willamette Greenway Plan (1987) and associated regulations and design guidelines to implement policies and actions of the Central City Plan for the Central Reach. (p. 48)		South Waterfront TR4. Coordinate transportation improvements in South Waterfront with regional transportation efforts such as the Southwest Corridor High Capacity Transit, Willamette Greenway Trail and the South Portland Circulation Study. (p.127)
				Pearl District RC7. Explore the possibility of building a public boat house. (p. 99)

4. REGIONAL CENTER: ECONOMY AND INNOVATION

CENTRAL CITY-WIDE GOALS:

Goal H: Enhance the role the Willamette River plays as a significant part of the environmental health, economy, urban form and character of the Central City. (p. 47)

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Policies	West Quadrant District Actions
Commercial Development	(Willamette River) 24. Prosperous and vibrant Willamette River waterfront. Support uses that capitalize on waterfront locations, and reinforce the distinctive character of the different waterfront districts. (p. 47)		Downtown 2. Retail Core. Encourage the growth and success of the retail core with new retail and supportive development. Connect the retail core to Waterfront Park. (p. 59)	Downtown RC3. Implement incentives that encourage new development in the Naito Parkway area including targeted clusters of commercial. (p. 61)
			Downtown 5. Naito Parkway Commercial Development. Encourage new development near the riverfront, including targeted clusters of commercial uses in order to bring more people, events and activities to the riverfront. (p. 98)	Downtown RC13. Study and revise, as needed, zoning regulations to allow overnight mooring for commercial boats/ships in Waterfront Park. (p. 62)
			Pearl District 4. Naito Parkway Commercial Development. Encourage new development near the riverfront, including targeted clusters of commercial uses in order to bring more people, events and activities to the riverfront. (p. 98)	
			Old Town/Chinatown 5. Naito Parkway Development. Encourage new development near the riverfront, including mixed use, residential and targeted clusters of commercial uses in order to bring more people, events and activities to the riverfront. (p. 110)	Pearl District RC4. Redevelop the Centennial Mills site to meet the broad public goals including commercial uses and greenway trail continuity as outlined in the Centennial Mills Framework Plan (adopted by Portland City Council, Fall 2006). (p. 99)
			South Downtown/University District 4. Redevelopment. Encourage public and private redevelopment in the district, while respecting and supporting the existing residential neighborhood, particularly in the areas around Naito Parkway/Harbor Drive, SW 4th Avenue, the Lincoln MAX Station and along the SW 5th and SW 6th Avenue Transit Mall. Where possible, encourage new development that supports public-private partnerships and activities or helps meet University space needs. Leverage redevelopment to provide additional access to and from the riverfront. (p. 134)	Old Town/Chinatown RC18. Implement incentives that encourage new development in the Naito Parkway/riverfront area including targeted clusters of commercial uses as identified in the Old Town/Chinatown Five Year Action Plan. (p. 112)
			South Downtown/University District (Housing and Neighborhoods) 3. Community Cohesiveness. Create and support successful neighborhood-oriented retail/commercial districts near Portland State University, the Halprin Open Space Sequence and in RiverPlace. Encourage the development of public amenities and neighborhood services to strengthen and support a cohesive, connected community, particularly a grocery store, a small hotel, and a senior center. (p. 136)	South Downtown/University District RC3. Simplify and standardize the building height maximum pattern east of 4th Avenue to Naito Parkway. (p. 135)

4. REGIONAL CENTER: ECONOMY AND INNOVATION

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Policies	West Quadrant District Actions
Bridgehead Development	(Urban Design) 28. Bridgehead redevelopment. Redevelop bridgehead sites to elevate the importance of these locations, link east- and westside districts of the Central City, and create dynamic places that bring a diversity of residents, workers and visitors to the riverfront. (p. 49)		Downtown 6. Bridgehead Development. Facilitate redevelopment of underutilized and vacant properties at bridgeheads to increase activity near the river and adjacent to east side connections. (p. 60)	Downtown RC2. Encourage redevelopment with key public attractions and mixed uses at the Morrison Bridgehead. (p. 61)
Tourism	(Willamette River) 25. Willamette river tourism and commercial use. Increase opportunities for tourism and commercial use on and along the Willamette River in the Central City. (p. 47)	Downtown 7. Tourism, retail and entertainment. a. Maintain Pioneer Courthouse Square as an important “first stop” for tourists to the region with Waterfront Park becoming a complementary “second stop” for tourist information. b. Increase the attractiveness of the riverfront as a tourist destination by encouraging the development of new shops, restaurants, water transport and recreational opportunities. c. Provide opportunities and amenities for river tours, water transit and regional cruises to/from the Downtown riverfront with supporting retail and services. d. Encourage a wide range of entertainment opportunities and event venues including small-scale, more frequent events as well as large-scale episodic events. (p. 60)		Downtown RC6. Study the feasibility of accommodating regional cruise ship docking facilities along the seawall. (p. 62)
				Downtown RC8. Actively program a variety of public events and activities throughout the year in Pioneer Square and at key locations in Waterfront Park like Ankeny Plaza, Salmon Springs and the Hawthorne Bowl. Encourage development of small retail uses, like kiosks, within Waterfront Park. (p. 62)
				Downtown RC9. Encourage the location of tourist services in the Pioneer Courthouse Square area and at Waterfront Park. (p. 62)
				Downtown RC13. Study and revise, as needed, zoning regulations to allow overnight mooring for commercial boats/ships in Waterfront Park. (p. 62)
			Pearl District 3. Tourism, Retail and Entertainment. Increase the number of visitors in a way that supports the success of this urban mixed use district. Support attractions in the district, including the unique retail, dining, riverfront and entertainment opportunities. (p. 98)	Pearl District RC5. Encourage improvements at Centennial Mills to bring more boaters and visitors to the riverfront/Naito Parkway area supporting current and new businesses. (p. 99)
				Pearl District RC7. Explore the possibility of building a public boat house. (p. 99)

4. REGIONAL CENTER: ECONOMY AND INNOVATION

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Policies	West Quadrant District Actions
			<p>Old Town/Chinatown 3. Tourism, Retail and Entertainment. Increase the number of visitors while managing activities in a way that controls negative impacts and supports the success of this urban mixed use district. Support the unique attractions in the district, including: cultural institutions such as the Lan Su Chinese Garden and the Oregon Nikkei Legacy Center; Tom McCall Waterfront Park; retail, dining, and performance venues; and nightlife attractions. (p. 109-110)</p> <p>South Waterfront 4. Tourism, Retail and Entertainment. Increase the number of visitors to the district by encouraging new and enhancing existing riverfront uses and activities including active and passive recreation and water transit. Encourage shops and restaurants to locate adjacent to the greenway at key locations. (p. 123)</p> <p>South Downtown/University District 3. Tourism, Retail and Entertainment. Increase the number of visitors to the district by encouraging new and enhancing existing riverfront shops, restaurants and recreational opportunities at RiverPlace. (p. 133)</p>	<p>Old Town/Chinatown RC22. Activate the Saturday Market shelter in Waterfront Park and Ankeny Square with new small businesses, events and regular programming throughout the year. (p. 113)</p>
Culture/ Image	<p>(Willamette River) 23. Portland's commons. Promote improvements and activities on the waterfront to strengthen the physical, visual and cultural connections between the river and the rest of the Central City. Support recreational use, enhance the interconnected system of parks, trails, natural areas and destinations, and increase public awareness of the river's historical, ecological and cultural importance. (p. 47)</p>			<p>Downtown RC8. Actively program a variety of public events and activities throughout the year in Pioneer Square and at key locations in Waterfront Park like Ankeny Plaza, Salmon Springs and the Hawthorne Bowl. Encourage development of small retail uses, like kiosks, within Waterfront Park. (p. 62)</p>
	<p>(Willamette River) 24. Prosperous and vibrant Willamette River waterfront. Support uses that capitalize on waterfront locations, and reinforce the distinctive character of the different waterfront districts. (p. 47)</p>			<p>Downtown RC12. Promote the Downtown area, Willamette River and Waterfront Park through media and other campaigns. (p. 62)</p>
				<p>South Downtown/University District RC7. Improve RiverPlace Marina to bring more boaters and visitors to the area while minimizing impacts to fish. (p. 135)</p>
				<p>South Downtown/University District RC8. Develop Marquam Beach to improve human access to the Willamette River. (p. 135)</p>
Other				<p>Pearl District RC3. Require a master plan process prior to redevelopment of the US Postal Service site and the large riverfront site just south of the Fremont Bridge. The master plan should address issues related to, but not limited to, street and pedestrian connectivity, street presence, environmental and sustainability considerations, open space, views and transitions to adjacent uses. (p. 99)</p>

5. HOUSING AND NEIGHBORHOODS

Topic	Central City-wide Policies	Central City-wide Actions	West Quadrant District Policies	West Quadrant District Actions
Naito Residential Development			Downtown 1. Increase Housing. Encourage the development of new housing, particularly along SW Naito Parkway and the South Park Blocks. Encourage a balance of housing types throughout the district. (p. 63)	Downtown HN4. Provide incentives to increase residential development along SW Naito Parkway and the South Park Blocks. (p. 64)
			Downtown 3. Encourage Evening and Weekend Activity. Encourage the development of uses that are active in the evenings and on weekends including restaurants, galleries, retail stores, performance spaces, etc. In particular, encourage evening activity within Waterfront Park and along Naito Parkway. (p. 63)	
			Pearl District 5. Naito Parkway Residential Development. Encourage new development including housing along Naito Parkway in order to bring more people and activities to the riverfront. (p. 100)	
			Old Town/Chinatown 2. Housing Balance. Encourage the development of new housing in the district, especially along Naito Parkway to enliven the riverfront, North Park Blocks and NW Gisan corridor. Emphasize middle-income and market-rate housing to balance the high proportion of low-income and shelter units in the district. Support home ownership, workforce housing and student housing projects. (p. 113)	Old Town/Chinatown HN4. Implement incentives that encourage new housing in the Naito Parkway/riverfront area. (p. 114)
Public Services and Amenities			South Waterfront 4. Neighborhood Amenities and Services. Support access to public services and amenities to meet the needs of residents, workers and visitors as the district grows and diversifies, particularly a K-8 public school facility, parks and greenway, full-service grocery store, community space, senior center and daycare facilities. Encourage active but compatible ground floor uses in predominantly residential buildings. (p. 125)	

Attachment 2

Appendix A: Willamette River Flooding

EN12: Work with FEMA to remap the Willamette River 100-year floodplain to include the consideration of climate change.

EN13: Amend the flood related regulations and other guidelines to minimize and mitigate the risk of flood damage to new, redeveloped and rehabilitated buildings located in the 100-year floodplain, and the impacts of such development on floodplain functions.

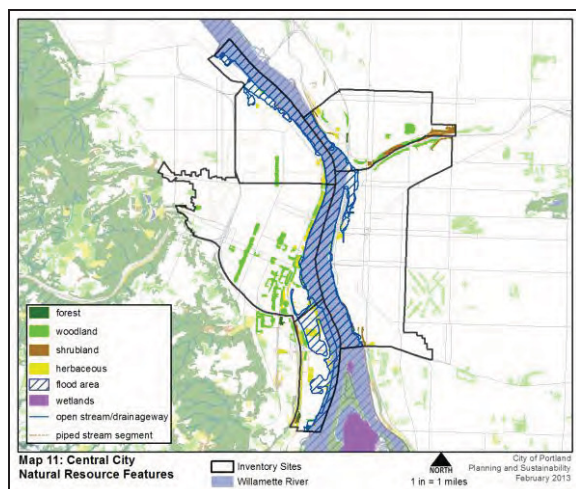
Regionally situated in the Lower Columbia River Basin, the Willamette River Basin drains an 11,500 square mile watershed located between the Cascade Mountains to the east and the Coast Range to the west. The flows in the Willamette River are highest between December and February.

Flow patterns in both the Willamette and Columbia basins have been dramatically altered over time, largely due to dam and reservoir operations. Following floods in 1943 and 1945, the U.S. Army Corps of Engineers constructed 13 reservoirs, 11 of which have flood control functions. Operation of the reservoirs reduces winter peak flows in the Willamette River by as much as 30 to 50 percent, and augments summer flows to approximately double historical low-flow levels.

However, flooding still occurs. Very notable river floods in the Central City include:

- 1964: Record-breaking precipitation on top of snow in the Cascades cause a December flood event that resulted in bridge failures and road and train closures. The lower deck of the Steel Bridge was underway and log and debris severely damaged the Hawthorne Bridge.
- 1996: Flooding resulted from heavy snowfall followed by warm temperatures and four days of heavy rain across a large area of Oregon, Washington and Idaho. The Willamette River nearly crested the downtown seawall. Many roads were closed due to water and landslides. This flood cause millions of dollars of damages.

Map 1 is the current 100-year floodplain (Federal Emergency Management Agency) and the 1996 flood inundation area (US Army Corps of Engineers) in the Central City.



Map will be replaced

Climate change may affect the frequency and duration of precipitation events and risk of riverine flooding due to warmer, wetter winters. In addition, the Willamette and Columbia Rivers are tidally influenced, so sea level rise may affect flooding as well. Based on predictive models, flood risks are likely to increase, particularly in Portland's urbanized environment.

To address existing flood risks and future changes to flood events due to climate change, the Central City 2035 plan proposes the following actions

EN12: Work with FEMA to expedite remapping the Willamette River 100-year floodplain to reflect the consideration of climate change.

- 1) The Federal Emergency Management Agency (FEMA) and the National Oceanic and Atmospheric Agency (NOAA) are currently working toward an agreement in response to a lawsuit related to the Endangered Species Act and development in the floodplain. Revised City regulations will need to comply with the outcome of that case. There is a need to review the 25' greenway setback requirement to determine if it is appropriate to increase it in the Central City such as was done in South Waterfront.
- 2) The 100-year floodplain will be remapped to consider climate change and identified concerns. The work will be completed by FEMA and the city will participate by providing data and help to expedite the process.

EN13: Amend the flood related regulations and other guidelines to minimize and mitigate the risk of flood damage to new, redeveloped and rehabilitated buildings located in the 100-year floodplain, and the impacts of such development on floodplain functions.

- 1) The City's flood related regulations, located in Title 24, will be reviewed and updated as needed to address flood risks within the remapped 100-year floodplain.
- 2) The current Greenway Design Guidelines illustrate riverbank designs that do not meet today's aspirations for the riverfront, including reducing risks from flooding. Continue to work with city, state and federal partners to develop guidance for applicants. (See also WR2)
- 3) Coordinated City, state and federal permitting, such as is being done through the City's Streamlining team, could benefit private applicants that need permits for work in and near the river. (See also WR2)
- 4) Develop new regulatory and incentive tools to increase the use of green building technologies, such as ecoroofs, green walls and innovative stormwater management techniques (e.g., impervious surface-related standards), to reduce the impacts of localized flooding.
- 5) Identify tree preservation and planting opportunities and implementation strategies (e.g., street tree planting and maintenance programs) to meet multiple objectives including storing stormwater and mitigating localized flooding, as well as reducing urban heat island, improving local air quality, and providing habitat.
- 6) Monitor and address requirements as needed to maintain compliance with the ESA and other applicable regulations.

Attachment 3: Tree Canopy Target

Central City 2035

Updated 10-01-14

As part of the Central City 2035 plan, targets related to many topics (e.g., jobs, parking, tree canopy) are being proposed. City Council will adopt these targets by resolution, and the targets will serve to help the city know if the plan is being achieved as envisioned. The targets are non-binding. However, measuring how we are doing after 5, 10 or 15 years of plan implementation will help the city adjust its course. For example, the city could choose to fund additional street tree plantings in areas not meeting the targets.

Work Plan

A technical team with staff from Bureau of Planning and Sustainability (BPS), Bureau of Environmental Services (BES), Portland Parks (Parks) and Bureau of Transportation (PBOT) are working together to update the methodology for setting tree canopy targets. This memo includes work done to-date and proposals for bring more information into the analysis. The targets are expected to be updated early in 2016.

Introduction

The Urban Forestry Management Plan (UFMP), adopted in 2004, set a 15% tree canopy coverage target for commercial/industrial/institutional areas and a 35% tree canopy coverage target for rights-of-way. The Portland Plan, adopted in 2012, includes Central City tree canopy target of 10 – 15% as a measure of success. These targets are lower than for residential areas, where the UFMP and Portland Plan target is 35-40%. This is because the Central City is much more urbanized and development generally covers lot line to lot line; as compared to residential where there is room for trees in yards. There is not a city-wide target in the UFMP; however, when the different targets for development types are aggregated and applied across the entire area of the city, the average is 33%. (Note – Per the Portland Plan, all of these targets have a schedule of being met by 2035.)

The following Central City wide goals, policies and actions pertain to tree canopy. There are specific district actions in some cases; however, the overall intention is that increasing tree canopy occurs throughout the Central City.

CC2035 Goal G. Support the ability to meet human and health service needs of at-risk populations concentrated within the Central City.

CC2035 Policy 15 Promote healthy active living. Design and develop Central City neighborhoods to support physically and socially active healthy lifestyles for all people through inclusion of plazas, parks and open spaces, a safe and inviting public realm, access to healthy food and active transportation and the density of development need to support these economically.

Proposed CC2035 Policy Streetscape. Improve street environment and pedestrian experience by providing urban greenery and community uses of the right-of-way and by integrating high-density uses.

Proposed CC2035 Policy Green Infrastructure. Increase the use of ecoroofs, vertical gardens, sustainable site development, landscaped setbacks and courtyards, living walls and other vegetated facilities to manage stormwater, improve pedestrian environment, reduce the heat island effect, improve air and water quality and create habitat for birds and pollinators on new buildings.

Proposed CC2035 Policy Urban Habitat Connections. Create an upland wildlife habitat connections using street trees, native vegetation in landscaping, public open spaces and ecoroofs that provides a connection for avian and pollinator species between the West Hills and Willamette River.

Proposed CC2035 Policy Climate Change Preparation. Reduce the adverse impacts of urban heat island effects on public health, especially in underserved and under-represented communities.

Proposed CC2035 Policy Climate Change Preparation. Protect and improve terrestrial and aquatic wildlife movement corridors.

Existing Conditions

Existing tree canopy was calculated using data produced by Metro that maps high and low structure vegetation. High structure vegetation includes trees and large shrubs. Low structure vegetation includes ground cover and small shrubs. High structure vegetation functions as tree canopy. Table 1 is a summary of the existing tree canopy in the Central City, and maps 1 shows high and low structure vegetation in each quadrant.

Central City District	District Size (acre)*	Tree Canopy (%)
Lloyd	407	7
Lower Albina	201	5
Downtown	261	13
West End	95	7
Goose Hollow	175	13
Pearl	349	4
Old Town/Chinatown	178	7
South Waterfront	243	6
University	243	20
Central Eastside	802	3
Total	2,954	8

*Does not include water

High Structure Tree Canopy Analysis

Central City Subdistricts



August 6, 2014

City of Portland, Oregon // Bureau of Planning & Sustainability // Geographic Information System

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Charles Staley, Mayor // Susan Anderson, Director



Methodology

To-date, staff have looked at the existing tree canopy data, zoning and expected redevelopment within each district and which streets that are expected to be redesigned to incorporate green infrastructure. Using professional judgment, staff proposed targets that seemed feasible and appropriate given the amount of redevelopment expected in each district.

Going forward, the technical team is proposing to update the CC2035 tree canopy targets using the following information:

- a. **Available space within rights-of-way that could be planted with trees.** BES and Parks have inventory data for some of the districts. The data includes existing street trees and availability of space for additional street trees. That data cannot be extrapolated to all the districts because the data is specific. Instead, for the other districts staff used aerial photographs to estimate space available for street trees. Staff considered street designations, such as freight routes, and priorities for future use, such as bike commuting and/or green infrastructure.
- b. **View Corridors.** Through the quadrant planning work, staff working with the advisory committees have identified specific streets and rights-of-way that are priorities as view corridors. These view corridors will have design guidelines developed that maintain the view. It is assumed that tree canopy coverage on these streets may be less due to use of columnar tree species and lower structure vegetation instead of trees that produce a wide canopy.
- c. **Available tree planting space within public parks.** Public parks in the Central City serve a variety of uses and not all include vegetation (e.g., Pioneer Courthouse Square). However, there may be opportunities in places like Tom McCall Waterfront Park to include new trees.
- d. **Redevelopment opportunities.** Much of the Central City has zoning that allows 100% lot coverage by structures including buildings and parking. There are some zones, residential and industrial, that have landscaping or screening requirements. If a site is expected to redevelop by 2035 and there is a landscaping or screening requirement it is reasonable to assume that some additional tree canopy will be included on those sites. There may also be opportunity to add street trees in front of redevelopment sites.

To-be-added - Map 2: High structure vegetation, street priorities (e.g., freight routes, transit routes), parks, zoning, and redevelopment opportunities.

Staff understand that trees planted near the end of the 2035 time horizon will be immature and provide little canopy function. However, it is assumed that any tree planted within by 2035 will grow to provide, on average, X sq ft of canopy coverage. That is based on the standard street tree species currently used within the Central City. Those species include: *LIST*.

It is also assumed that any trees that die during the time horizon will be replaced. Staff understand that the species may change. In particular, some of the older large elms will be replaced with species that have a smaller mature canopy coverage. However, for the purpose

of producing a general target for each quadrant, staff assumed existing tree canopy will remain or be replaced resulting in equivalent canopy coverage over time.

Tree Canopy Targets

Table 2 includes the tree canopy targets as of October 01, 2014. This information will be updated with the results of the analysis as described above.

Table 2: Central City 2035 Tree Canopy Targets			
Central City District	Existing Tree Canopy (%)	Tree Canopy Target (%)	Increased Canopy (acres)
Lloyd	7	18	
Lower Albina	5	10	
Downtown	13	25	
West End	7	20	
Goose Hollow	13	20	
Pearl	4	20	
Old Town/Chinatown	7	10	
South Waterfront	6	20	
University	20	30	
Central Eastside*	3		
Total	8		

*The Central Eastside district work is underway.

Based on the staff analysis, the recommended overall tree canopy target for the Central City is X%. The largest increase in canopy is expected in the Pearl District because the amount of recent development and expected additional development during the next 20 years. Much of this tree canopy is expected to come from young trees that have already been planted and will mature during this timeframe. The South Waterfront has a similar situation. The lowest increase in tree canopy is expected in the [probably Lower Albina or Central Eastside] because these areas have industrial uses and freight routes that make it more difficult to add street trees.

Attachment 4: Riverbank Enhancement Target Central City 2035 Updated 10-01-14

As part of the Central City 2035 plan, targets related to many topics (e.g., jobs, parking, tree canopy) are being proposed. City Council will adopt these targets by resolution and the targets will serve to help the city evaluate if the plan is being achieved as envisioned. The targets are non-binding. However, measuring how we are doing after 5, 10 or 15 years of plan implementation will help the city adjust its course. For example, the city could choose to fund additional street tree plantings in areas not meeting the tree canopy target.

Work Plan

A technical team with staff from Bureau of Planning and Sustainability (BPS), Bureau of Environmental Services (BES), and Portland Parks (Parks) are working together to update the methodology for setting riverbank targets. This memo includes work done to-date and next steps. The targets are expected to be updated early in 2016.

Definitions

River enhancement is a process to improve/enhance/heighten functions of *existing habitat*. Enhancement does not increase the size of a habitat area.

For example, a site includes shallow water with no in-water structure and a river bank that has a 30% slope and vegetated with invasive plants. Enhancement actions would include installing root wads, large wood and other beneficial structure in the shallow water and revegetating the bank with a mix of native riparian plants.

River restoration is when habitat is re-established on a site or a portion of a site. Restoration increases the size of the habitat area or reintroduces habitat functions that are currently absent.

For example, taking the same site as above, restoration actions would include laying back the river bank to make it less steep, moving non-habitat uses (e.g., a trail) further from the river and vegetating the bank with native plants. The size of the habitat area would be increased.

In both enhancement and restoration areas, long-term maintenance is a vital component to ensure the actions are successful.

Introduction

The following Central City wide goals, policies and actions pertain to in-water and riverbank enhancement. There are specific district actions in some case; however, the overall intention is that riverbank enhancement occur everywhere there is an opportunity.

CC2035 Goal I: Protect and improve in-water and riverbank habitat, water quality and flood storage capacity to make and keep the river healthy for fish, wildlife and people.

CC2035 Policy In-water Habitat: Maintain and enhance in-water habitat throughout the Central Reach and focus on two-three specific shallow water habitat restoration areas to promote the conservation and restoration of fish and wildlife populations.

CC2035 Action WR4: Enhance and create connectivity between in-water, river bank and upland areas to maintain and improve fish and wildlife habitat.

Examples of riverbank enhancement actions include:

- Removing invasive, non-native plants and installing native or appropriate climate-adaptive vegetation. A mix of trees, shrubs and ground cover is appropriate; however, an enhancement action does not have to include large structure vegetation. For example, along the Greenway Trail there are developed viewpoints at which people can stop and enjoy views of the river, bridges and the city skyline. An enhancement action in front of a developed viewpoint could include removing Himalayan blackberries and planting native spirea, nokta rose and snow berry shrubs that will not grow tall and block the view. That said, enhancement actions that include large structure vegetation will result in additional functional improvements to the habitat. Therefore, trees should be included in enhancement areas to the maximum extent practicable.
- In some sections riverbank the soil type, amount of moisture and steepness of slope may make it difficult to establish vegetation. There are bioengineering techniques that could be used in these situations. Installing small terraces or planting wells creates less steep locations where soil can be brought in and then planted. These types of enhancement actions do not constitute restoration unless the overall habitat footprint is increased.
- Removing rip rap or other materials that are no longer necessary to stabilize the riverbank and planting native, or appropriate climate-adaptive vegetation. Some locations along the Central Reach riverbank are less steep and include a mix of rip rap and other unconsolidated fill (e.g., broken concrete or asphalt). For a variety of reasons, that material may no longer be necessary to stabilize the riverbank and could be removed and the bank planted. Removal of the rip rap may require re-engineering or grading the riverbank. Re-engineering the riverbank does not constitute restoration until either the overall footprint of the habitat is increased and/or a function that is not currently present at the site is re-established (e.g., flooding).

Riverbank restoration includes the same actions as enhancement; however, there would be additional actions that either increase the footprint or width of the habitat area or re-establish a function not currently present at the site (e.g., flooding). Examples of riverbank restoration actions include:

- Laying back the riverbank to reduce its steepness while simultaneously moving non-habitat uses and development further away from the river. The riverbank would also be revegetated with

native or appropriate climate-adaptive vegetation. This action would increase the width of the functioning riparian area.

- Removing or breaching a levee or other flood control structure and/or removing fill to re-establish flooding within the historic floodplain of the river. Flooding contributes to a number of important riparian functions including nutrient cycling, sediment transfer, habitat creation and maintenance and water storage.

The Central City 2035 Plan identifies opportunity areas for riverbank restoration:

- Centennial Mills
- McCormick Pier
- I84/I5 Interchange Area (near Duckworth Dock)
- Hawthorne Bowl
- Eastbank Crescent (near Hollman Dock)
- Ivon Street Area

Portions of these restoration opportunity areas overlap with areas counted in this memo towards riverbank enhancement. A separate memo is being produced that explores restoration concepts. If restored, the linear feet of restoration should be counted towards meeting the riverbank enhancement target.

Existing Conditions

The existing riverbank conditions are presented below. The riverbank data was produced by the Bureau of Environment Services and is maintained by Bureau of Planning and Sustainability. The riverbank data is divided into these six categories:

- 1) Vegetated with any mix of native or non-native/invasive plants
- 2) Non-vegetated and stabilized with rip rap or unconsolidated fill with an estimated slope less than 30% steep
- 3) Non-vegetated and stabilized with rip rap or unconsolidated fill with an estimated slope 30% or greater (steeper)
- 4) Stabilized with pilings,
- 5) Stabilized with seawall
- 6) Beach

Table 1 presents the linear feet of existing riverbank by ownership of the land.

Table 1: Central City Existing Riverbank Conditions					
Riverbank	Ownership	North/Northeast Quadrant (In ft)	West Quadrant (In ft)	Southeast Quadrant (In ft)	Total (In ft)
Vegetated	Public	1,019	3,959	3,344	8,321
	Private	1,607	8,141	2,349	12,098
Beaches	Public	0	455	186	642
	Private	0	899	0	899
Non-vegetated; rip rap; unconsolidated fill less than 30% slope	Public	337	24	524	886
	Private	184	970	259	1,414
Non-vegetated; rip rap; unconsolidated fill 30% or greater slope	Public	135	0	1,527	1,663
	Private	3,224	1,186	572	4,982
Pilings	Public	0	960	159	1,119
	Private	552	545	0	1,097
Seawall	Public	0	5,193	451	5,644
	Private	0	451	0	451
Sub-Total	Public	1,492	10,592	6,191	18,275
	Private	5,567	12,192	3,180	20,940
Total		7,058	22,785	9,372	39,215

Of the total riverbank in the Central City, 39,270 linear feet, 53% is privately owned and 47% is owned by the City of Portland or other public entities such as Oregon Department of Transportation (ODOT). The Eastbank Esplanade, which represents nearly 6,000 linear ft of riverbank, is located almost entirely on ODOT right-of-way but is managed by Portland Parks and Recreation.

Based on the *Central City Development Capacity Study* (2011), approximately 4,960 linear feet of private property, 13% of the riverbank, is likely to redevelop by 2035.¹ The remaining 15,980 linear feet is not expected to redevelop by 2035. This is important because the Greenway requirements apply during redevelopment; outside of redevelopment there is no requirement to enhance the riverbank.

The map below shows the public and private ownership of land, parcels that are likely to redevelop by 2035 and riverbank conditions.

Next step: Identify any caps that have been installed as part of clean-up actions. Areas that have been capped cannot be enhanced because the roots could undermine the effectiveness of the cap.

¹ Portions of South Waterfront are subject to a development agreement. As part of that agreement riverbank enhancement has already been completed and redevelopment of the parcels is underway. In addition, clean-up activities have been completed at the Zidell property. These areas are not included in the linear feet of parcels likely to redevelop by 2035.

Methodology

In order to set a target, reasonable assumptions must be made about how much of the riverbank that can support a mix of native vegetation will be enhanced by 2035.

Below are assumptions regarding the types of riverbank that could be enhanced using a mix of native and appropriate climate-adaptive vegetation:

Vegetated Riverbanks

It is assumed that any riverbank with existing vegetation can be enhanced because these areas, through on-going maintenance, can support a mix of native vegetation. The underlining riverbank treatment may be riprap or other fill material.

Riverbank with an existing condition of “bioengineered” are vegetated but are assumed to have already been enhanced.

Next Step: Remove recently completed enhancement projects.

Beaches

Areas that are beach also tend to have less steep slopes, allowing for accumulation of sand and silt to maintain the beach. It is assumed that the riverbank above beach can be enhanced to support a mix of native vegetation. Beaches also represent opportunity areas for in-water enhancement; however, in-water enhancement is not included in the target for riverbank enhancement.

Non-vegetated, Rip Rap, or Unconsolidated Fill Less than 30% Slope

It is assumed that riverbanks that are not currently vegetated with an underlying treatment of rip rap or unconsolidated fill and have a slope less than 30% can be enhanced. Through bioengineering and on-going maintenance, these banks should support a mix of native vegetation.

Non-vegetated, Rip Rap, or Unconsolidated Fill 30% or Greater Slope

It is assumed that riverbanks that are not vegetated with an underlying treatment of rip rap or unconsolidated fill and have a slope of 30% or greater cannot support a mix of native vegetation because the soil will not retain the necessary moisture to support native species.

Pilings and Seawall

Riverbanks stabilized with pilings or seawall cannot be planted with native vegetation. However, there are innovative approaches to installing habitat along seawalls that are being tested in other locations. Such approaches include floating habitat mats and under water planted habitat walls.

In summary, the riverbanks that are assumed to have the potential for successful enhancement actions are those that are:

- 1) vegetated**
- 2) beaches**
- 3) non-vegetated, rip rap or unconsolidated fill with less than 30% slope, and**
- 4) a few, small innovative approaches along a seawall.**

All other riverbanks types are assumed to not support riverbank enhancement actions; restoration actions may be appropriate.

Below are assumptions about the amount of enhancement likely to occur based on property ownership. The assumptions are applied to only the riverbank types that have the potential to support enhancement actions.

Publicly Owned

Publicly owned riverbank can be enhanced. The City of Portland owns or manages parks and recreational facilities, such as the Eastbank Esplanade and Hawthorne Bowl. Other riverbank that is publically owned includes Oregon Department of Transportation, Multnomah County, Metro and public rights-of-way.

Considering the existing uses of these properties and how much land is available for habitat enhancement actions, staff assumes that:

- 70% of river banks owned by the City of Portland will be enhanced, and
- 70% of the riverbanks owned by other public entities will be enhanced.

There are many current and desired uses on public property including events (e.g., Blues Festival), boating, swimming, walking and biking. Those activities can have negative impacts on habitat. There are ways to design or program a site to reduce the impacts; however, staff were conservative regarding how much area could be dedicated to habitat.

It is assumed that some habitat enhancement will occur along the Tom McCall Waterfront Park seawall. Being conservative, staff assume that 200 linear feet of enhancement will occur along some portions of the seawall.

Centennial Mills is owned by the City of Portland. Although most of the riverbank at the site is pilings or two steep for enhancement, it is assumed that if the pilings are removed, the riverbank behind the pilings would be enhanced. Staff assume that 200 linear feet of enhancement will occur at the Centennial Mills site. Additional restoration actions may also be appropriate for this site.

Privately Owned Parcels that are Likely to Redevelop

Based on the *Central City Development Capacity Study* (2011), 4,960 linear feet of private property, 13% of the riverbank, is likely to redevelop by 2035, excluding portions of South Waterfront that have already been enhanced. Staff looked at those properties, considered the desired uses, such as connecting the Greenway Trail, and how much land may be available for habitat enhancement or restoration actions.

Staff assumed that, through compliance with the Willamette Greenway Plan, the riverbanks of private property will be enhanced during redevelopment. Sites with river-dependent uses, such as a dock that is required for loading/unloading goods and services, would retain some riverbank for that

purpose; however, through redevelopment much of the riverbank would be enhanced. Sites without river-dependent uses could be fully enhanced.

There are 4,960 linear feet of riverbank likely to redevelop in the Central City. Of that 4,630 linear feet is vegetated, beach or non-vegetated, rip rap or unconsolidated fill and less than 30% slope. It is assumed that 90% of the 4,630 linear feet will be enhanced by 2035.

Partnerships with Private Property

There are 15,980 linear feet of privately owned riverbank that are not likely to redevelop by 2035; 11,460 of which is vegetated, beach, or non-vegetated, rip rap or unconsolidated fill and less than 30% slope. The City and property owners could proactively partner to enhance the riverbanks. There are some grants available riparian enhancement. Staff assume that 1,800 linear feet of enhancement could be accomplished through partnerships with private property.

Riverbank Enhancement Targets

Based on the methodology above, including which riverbanks can support enhancement actions and assumptions about property ownership, the targets for riverbank enhancement in the Central City are:

City or Portland Ownership

Vegetated/Beach/<30%	Total = 3,550 ln ft	Target = 2,490 ln ft
Tom McCall Waterfront Park Seawall	Total = 5,200 ln ft	Target = 200 ln ft
Centennial Mills	Total = 690 ln ft	Target = 200 ln ft

Other Public Ownership

Vegetated/Beach/<30%	Total = 5,340 ln ft	Target = 3,740 ln ft*
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*Note – This includes the Eastbank Esplanade, which is on ODOT right-of-way but managed by City of Portland.

Private Redevelopment

Vegetated/Beach/<30%	Total = 4,630 ln ft	Target = 4,170 ln ft
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City/Private Partnerships

Total = 11,460 ln ft	Target = 1,800 ln ft
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Riverbank Enhancement Target = 12,600 linear feet (41% of riverbanks that meet the criteria for enhancement; 32% of all Central City riverbanks, regardless of bank type or likeliness to redevelop)

Implementation Cost Estimates

Estimating enhancement costs is difficult because each site will require different actions. Without specific project sites and knowing details about underlying soil, amount of overbuild and armoring, structures and other information, many assumptions must be made. What is presented below is intended to give a ball-park estimate regarding riverbank enhancement costs in the Central City.

Some general assumptions have been made about enhancement sites in the Central City:

1. Enhancement sites would be clean; no contamination clean up would be necessary.
2. No real estate acquisition is necessary. The owner of the property would perform the enhancement work on-site.
3. No utility movement or relocation would be necessary.
4. All actions will require long term managements and maintenance.

Much research has been done over the years to estimate the cost of riverbank enhancement actions. The primary source of information use here is the *River Plan/North Reach Willamette River Mitigation In-Lieu Fees Technical Report* produced by Tetra Tech, Inc. (October 2010). The in-lieu fees report evaluated three sites in the Portland Harbor and broke out costs by the actions taken to restore the site. The costs are based primarily on prior US Army Corps of Engineer or City of Portland Environmental Services and Portland Transportation projects.

Riverbank enhancement in other documents is known as riparian enhancement. The riparian area is the land adjacent to a river, stream, drainageway or wetland. Riparian areas in the Central City include a mix of habitat types: floodplain, sparsely vegetated, grassland, shrubland (includes blackberries) and woodland. The estimated costs in the Tetra Tech memo considered all habitat within the riparian area together, which results in a wide range of costs. For example, in some cases bioengineering or grading to create terraces or planting wells would be necessary and some case not.

The total costs for enhancement actions within the riparian area for the three Portland Harbor sites researched in the Tetra Tech memo was \$10 to \$97 per square foot; an average of \$45 per square foot.

Line Item	Average Unit Costs
Site Preparation	\$380,000 - \$2.1M
Erosion Control	\$3.50 / square foot
Structure Removal	\$200 / ton
Grading	\$35 / ton
Revegetation	\$22,000 / acre
Markups	\$4.6M - \$16M

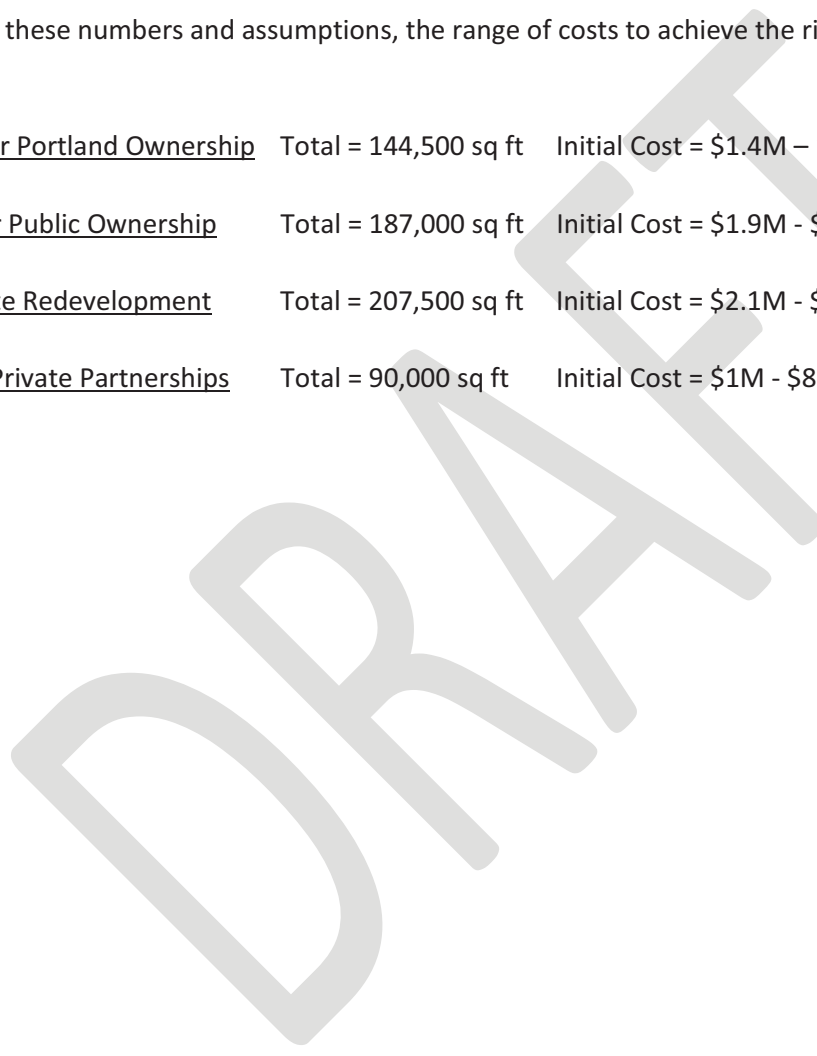
Long-term maintenance is also a requirement for any enhancement action to be successful. As part of the West Hayden Island project, the City of Portland Bureau of Environmental Services estimated the long-term maintenance costs for a riparian forest. The cost was based on their experience with multiple enhancement and restoration actions throughout Portland. Again, there is a mix of habitat types in the Central City, not just forest; however, this estimate provides a conservative ball-park estimate. The

estimate is \$230/acre; however, the first 5 years will cost more and the out years will cost less. Maintenance is calculated for 100 years, discounted every year, and then reported in 2012 dollars.

Note, all of these estimates are per unit, such a square footage or ton. It is not possible to do a direct calculation without knowing how large each enhancement site is. Therefore, the purposes of coming up with an estimate, it is assumed that the width of any given enhancement area in the Central City is 50 feet. There are wider enhancement areas, such as the Hawthorne Bowl, and narrow enhancement areas, such as portions of the Eastbank Esplanade.

Using these numbers and assumptions, the range of costs to achieve the riverbank enhancement targets are:

<u>City or Portland Ownership</u>	Total = 144,500 sq ft	Initial Cost = \$1.4M – 14M	Maintenance = \$1M
<u>Other Public Ownership</u>	Total = 187,000 sq ft	Initial Cost = \$1.9M - \$18M	Maintenance = \$1.1M
<u>Private Redevelopment</u>	Total = 207,500 sq ft	Initial Cost = \$2.1M - \$20M	Maintenance = \$1.4M
<u>City/Private Partnerships</u>	Total = 90,000 sq ft	Initial Cost = \$1M - \$8.7M	Maintenance = \$0.5M



Attachment 5

Ross Island Issues and Potential Solutions

Issues

- A. The problem: Boating, camping and other activities are negatively impacting fish and wildlife habitat especially on publicly owned property. This situation will worsen if intervention is not taken as human access on the Willamette River is increasing.
- B. Short term enforcement: Enforcement is hindered by multiple ownerships (Ross Island Sand and Gravel, City of Portland, Port of Portland, Department of State Lands), jurisdictions (US Coast Guard, State of Oregon, Multnomah County and City of Portland) and a lack of consistent regulations and enforcement.
- C. Long Term management: There is no long-term management plan for the Ross Island, as part of the Oaks Bottom Complex. The City anticipates long-term management of the island when it has full ownership over it.
- D. Property acquisition or donation: Large portion of the island is in private control and is used as a sorting operation. Also, the Port's property is not developed. Restoration and management will best be accomplished when under one public ownership.

Possible Solutions

Enforcement

- 1. Convene property owners and jurisdictional representatives to identify short and long term actions to address enforcement. Potential actions already identified include:
 - a. Petition the DSL Director and Land Board to prohibit Ross Island camping/trespassing on lands governed by DSL.
 - b. Review, develop and enact if necessary, policies and rules regarding human activity in the Ross Island area through an update to the *Willamette Greenway Plan*.
 - c. Identify actions that Ross Island Sand and Gravel and the Port of Portland can take to address the issue on their lands.

Long term management and Property Acquisition/Donation

- 2. Fund the development of a Natural Resources Management Plan for the Oaks Bottom Complex that includes Ross Island. The plan should be a multi-property owner plan or accomplished when the island is all under public ownership. It would include actions to maintain and restore the island and clarify public access use and restrictions. In 2002 the Department of State Lands completed a management plan for Ross Island restoration that became optional in a permit. It could be implemented in the interim.
- 3. Portland Parks and Recreation is exploring with the Port of Portland, a donation of the Port's property to the City.

Background

Environmental Conditions

Ross Island, the main island of a four-island cluster (includes Hardtack, East Island and Toe Island) and is part of the Holgate Channel and Oaks Bottom Wildlife Refuge complex.

The Holgate Channel provides quality shallow water habitat for migrating and resident fish including 7 federally listed endangered or threatened fish species and is used by at least 50 species of migratory and resident birds including ospreys, eagles and herons. The majority of Holgate Channel is designated No Wake, from the tip of Ross Island to the northern entry into and including the lagoon, by the Oregon State Marine Board.

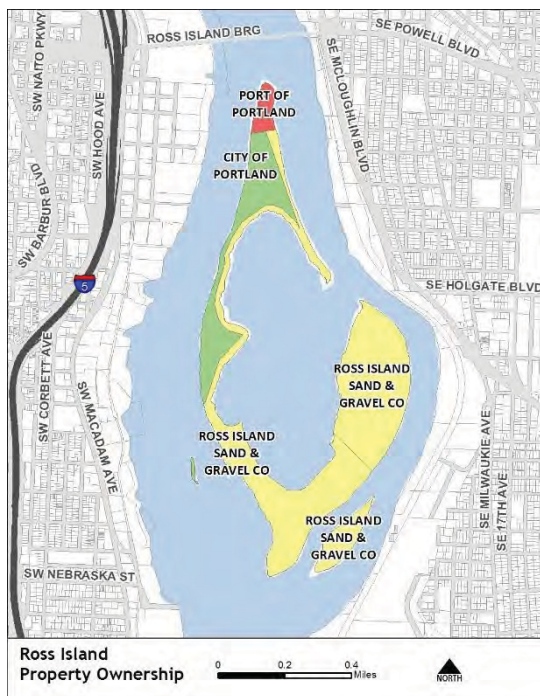
The City's Natural Resources Inventory Update (2012) showed a good portion of the island has high ranking resources (City of Portland and Port of Portland owned properties).

All of the island is within the 100 year flood plain and 1996 flood inundation area.

Recreation

This is a popular destination for boaters to view natural resources including wildlife and/or visit the island's beach and upland areas. Most are daytime visitors, but increasingly, the number of boaters are coming to the island to camp. Some of these campers may be homeless. Overnight camping, fires or access to City property is not allowed without prior approval. Signage on the shoreline communicates this information.

Ownership & Land Uses



Ross Island Sand and Gravel owns Hardtack and East Island, for a total 50.7 acres of which 47 acres is above Ordinary High Water (OHW). Mined extensively until 2001. Timber logging took place.

Port of Portland owns 4.7 acres at the northern tip of which 2.6 acres is above OHW.

City of Portland owns 29 acres all of which is above OHW (donated by RISC in 2007 for a natural area) including Toe Island.

Zoning for island cluster is Open Space with River Natural and River Water Quality Overlay zones.

Jurisdictions

Portland Parks and Recreation has jurisdiction manages city-owned property on Ross Island. The City of Portland provides emergency fire and rescue response, and assists with law enforcement.

Multnomah County provides river patrol including emergency response, boat safety inspections and education.

The Oregon Department of State Lands (DSL) has jurisdiction over the beach areas that are below Ordinary High Water (OHW) and allows overnight camping for up to 30 days.

The Oregon State Marine Board establishes statewide boating regulations and funds/contracts with law enforcement such as with Multnomah County River Patrol. They also establish area for No Wake zones.

The US Coast Guard provides search and rescue and homeland security.

Additionally, a number of federal and state regulatory agencies have permitting and monitoring responsibilities depending on the activity being conducted.

Activities and Coordination

Between 1992 and 1998 the Port of Portland received state and federal authorization to bury contaminated dredge materials from the Portland shipyard and Port terminals in the Ross Island Lagoon.

A subsequent study to determine the environmental impacts of this action was completed as in 1998 after a gravel mining shovel breached one of the containment cells.

This contamination has been addressed through a remediation plan between RISC, the Port, the State Department of Environmental Quality (DEQ). The desired clean-up is completed and long-term monitoring and maintenance will continue.

Attachment 6: River Transit

M E M O

Date: April 30, 2012

To: Sallie Edmunds and Steve Iwata

From: Diane Hale

Cc: Shannon Buono, Nan Stark, Troy Doss, Stephanie Beckman, Karl Lisle

Subject: River Transportation Study Summary

Developing a river transportation system in Portland has long been discussed as a potential local tourist attraction and as a potential transportation system connecting neighboring communities along the river. The idea was discussed in the 1971 Lower Willamette River Management Plan, the 1980 Analysis of River Transit System Alternatives and the 1992 River Access and Transportation Plan.

This memo summarizes 1) general characteristics of successful river transportation operations, 2) two key studies that have been completed for the Portland market since 2000, and 3) options to incorporate river transportation into the Central City 2035 Concept Plan, Quadrant Plans and the River Plan / Central Reach.

I. Characteristics of Successful River Transportation Services

A 2006 Nelson/Nygaard Study, summarized in detail in section II.B. below, included a survey of successful river transportation systems operating around North America and identified the following characteristics as necessary features of a viable operation:

- Existing market demand: Service areas that can only be served by water-based transportation; system routes that provide a competitive advantage for water-based modes due to a more direct route, land transportation congestion or other reasons; attractions at each stop that help stabilize ridership along the route and throughout the service period.
- Adequate physical infrastructure: ADA accessible docks and land/water connections; passenger amenities such as covered waiting areas and walkways; stop locations that are close to intermodal transit terminals; and park and ride facilities in outlying service areas.
- Level of service: Reliability, speed, frequency and quality of experience need to be satisfactory, especially for a commuter service.
- Economic benefit: Service must be economically competitive with other regional transportation options to maintain viability; river transportation may provide economic development benefits such as spurring riverfront development and supporting tourism.

II. Portland Specific Studies/Decisions of River Transportation

A) South Corridor Evaluation Report (2000, Metro)

The *South Corridor Transportation Alternatives Study* was conducted in 1998 to evaluate a range of potential transit alternatives between Portland and Oregon City (the South Corridor). The river alternative included the following elements:

- Operations between Portland and Oregon City with stops located at River District, Burnside St, Salmon St, South Waterfront, Milwaukie, Lake Oswego and Oregon City. During peak travel times, every other vessel would only serve major stops at Oregon City, Lake Oswego, Milwaukie and Salmon Street.
- Stops would be served at 5 minute intervals during peak travel times and at 10 minute intervals during off-peak hours.
- 80-foot long vessels that could travel at ~35 mph, have low clearance heights and wake levels, and accommodate approximately 150 passengers each.
- Park and ride facilities would be built at the Oregon City, Lake Oswego and Milwaukie landings, and connections between river transit vessels and other modes would be accommodated throughout the corridor.

Alternative transit modes were evaluated based on cost effectiveness, design, land use, environmental impacts and other factors. The study found the following advantages and disadvantages for the river transit alternative:

Advantages

- River transit would have reliable service and fast in-water travel times from Oregon City to Salmon Street.
- There would be minimal right-of-way impacts because most of the new infrastructure would be at the river's edge, on undeveloped property.
- The novelty of river transit could attract additional riders and provide recreational benefits.
- Using the river corridor to accommodate additional commuters would minimize impacts on the capacity of the existing transit mall.

Disadvantages

- Transferring from the river stops in downtown Portland to other transit modes could be time consuming because the transit mall is ~ 6 blocks away from the river.
- The river transit alternative has high capital costs relative to other alternatives at ~93.4 million in 2000 dollars.
- There would be environmental impacts on river flora and fauna due to new in-water infrastructure and decreased water quality.
- The constraints on building transportation infrastructure in the Greenway is unknown and may be a barrier to developing the river transit alternative.

After public comment and evaluation of the study's results by regional policy makers, the river transit option was not advanced. The river transit option was also eliminated from consideration in 2006 by Metro during the Lake Oswego to Portland alternatives analysis process.

B) Willamette River Ferry Feasibility Study (2006, Nelson Nygaard - contracted by BOP, PDOT and River Renaissance)

The *Willamette River Ferry Feasibility Study*, completed in 2006, evaluated the feasibility of two types of river transportation: regional commuter service (similar to the river transit option evaluated in the 2000 Metro study) and a local circulation service (a more tourist focused

alternative). The study found that both services could help fulfill river-related goals, including drawing people and activity to the river, promoting sustainable economic development and promoting river education, but ultimately the report concludes that neither option is viable due to cost. Details about the two options are summarized below.

Commuter service

- Commuter ferries operating on two routes during peak commute times. One route travels between Milwaukie, Oregon City and Salmon Springs Fountain in Portland and another route travels between Lake Oswego and Salmon Springs Fountain.
- Service includes one-way trips at 30 minute intervals during the peak commute times (6:00 to 9:00 am and 4:00 to 7:00 pm). Travel would be northbound in the morning and southbound in the afternoon. Two mid-day trips in each direction are included as a “safety net” for commuters and other users.
- The travel time between Lake Oswego and Salmon Springs Fountain is estimated at ~25 minutes, and Oregon City to Salmon Springs is estimated at ~50 minutes, including passenger loading and unloading.
- Service includes five low-wake catamaran vessels with a capacity of 100 passengers each. One extra vessel would be needed to accommodate repair and maintenance.
- Capital improvements to support the new service include structured parking at Lake Oswego and Milwaukie, surface parking at Oregon City, new docks and ramp facilities at all locations and other construction elements such as lighting. Total capital costs for dock, upland and parking facilities for the system are estimated at ~ \$24 million.
- Annual operating costs are estimated at ~3.4 million, including maintenance. With a proposed one-way fare of \$4, commuter ferry operations would require a public subsidy ranging from \$9 to \$19 per passenger, which is 2 to 4 times higher than other transit modes. The study suggests that a system with public ownership and private management would be the most feasible management model.

The study concludes that commuter ferry service should not be pursued because of prohibitive capital and operating costs. One or more of the following would need to occur for a commuter ferry service to be feasible:

- Water transit times would need to be competitive with vehicular traffic times.
- There would need to be a significant population increase or change in development patterns in Milwaukie, Lake Oswego, Oregon City, or St. Johns (e.g. high-density residential or mixed use development) to increase demand.
- The cost structure would need to change to make river transit more competitive with bus and rail transit modes.

Local Circulation Service (Central City)

The study evaluated year-round and seasonal service targeted to local residents and visitors as an excursion attraction, and determined that a seasonal service model (mid-May to mid-October) is the most feasible option, with the following details:

- Operates Thursday through Sunday with service every 30 minutes from 11:00 am to 4:00 pm on weekdays and every 15 minutes from 11:00 am to 6:00 pm on weekends. As a service that is primarily targeted toward tourists and excursion users, the travel speed is less important than the frequency of service.

- Circulatory stops are located at the River District, Ankeny St, Salmon Springs Fountain, River Place, OMSI and South Waterfront. The Eastbank Fire Station Dock (Holman Dock) could be an additional location during major events, but it does not have enough projected demand to merit full-time service. The Convention Center Dock (Duckworth Dock) has potential as a future stop if the connection to the Convention Center is improved. Sites in N Portland were eliminated after initial evaluation.
- The vessels should have “character” and provide shelter from the elements to attract tourists and excursion users, be able to accommodate 20 to 25 passengers, and be equipped for accessibility, quick loading/unloading and bike storage.
- The estimated total capital cost for the system is approximately \$3.8 million, which includes docks and ADA pedestrian connections to existing, but does not include parking facilities or land acquisition; it is assumed that access would be via transit, bicycle or pedestrian modes.
- Total annual operating costs for seasonal service is estimated at approximately \$228,000, with a public subsidy of approximately \$37,000 per year. The service would be best provided through a private company, which may be able to generate additional revenue through advertising or private charter services.

III. Incorporating River Transportation into City Plans and Policies

Although recent studies found that river transportation is not economically viable for the Portland market at this time, the community is interested in continuing to explore the option in the future. Central City 2035 (CC2035) is a multi-year plan for the Central City that is currently underway. The plan will include a broad concept plan that defines the desired overall direction for the Central City, detailed plans for each quadrant of the Central City to identify policies and implantation items, and the River Plan/Central Reach, which will update the 1988 Willamette Greenway Plan. The concept plan and N/NE Quadrant Plan are currently underway.

River transportation is not specifically mentioned in the draft concept plan, but the idea is incorporated into a variety of policies calling for increased connections to the river, activity on the riverfront and uses that capitalize on waterfront locations. The N/NE Draft Quadrant Plan contains action items to pursue a Willamette River water taxi and investigate the feasibility of landing in the Lloyd District and Lower Albina, with safe and direct pedestrian connections to upland attractions and transit connections, including the Rose Quarter and MAX lines. The NW, SW and SE Quadrant Plans will address river transportation as needed during subsequent processes.

V. PARKS, BIKES, GREEN LOOP

What we heard

1. How are we addressing O'Bryant Square? How will the plan address activation and security? Will it be tied in with the "Green Loop?"
2. If we are planning for a bridge across the railroad tracks to Naito (Pearl TR7), should we look at connecting it to the Broadway Bridge to allow westbound cyclists easier access to Marshall?
3. Green Loop: How do you plan to address separation of bicycles and pedestrians? Are there segments where the different modes might run on parallel streets (e.g., SPB, Naito)?
4. Is it possible to identify where wildlife corridors might be?

Proposed revisions

Who	Reference	Request/Question	Revision
Smith	p. 70/Downtown UD15	How are we addressing O'Bryant Square? How will the plan address activation and security?	Rehabilitate/redesign O'Bryant Square. <u>Explore design and management alternatives for developing the space as a signature stop on the "Green Loop."</u>
Smith	p. 102/Pearl TR7	Look at potential connections to NW Marshall with action TR7	Enhance connectivity across railroad tracks and Naito Parkway to access the River. Build new pedestrian bridges over the tracks at Marshall, connecting the Fields Park to Centennial Mills and explore a possible bridge that extends NW 13 th to the River. <u>Explore the feasibility of connecting this future bridge to the Broadway Bridge to directly connect cyclists to the Marshall bikeway and pedestrians to Naito Parkway.</u>

Attachments

None

Discussion

O'Bryant Square

See first proposed revision.

Marshall Connections

See second proposed revision.

“Green Loop” mode alignments

For the “Green Loop” to be most attractive to new groups of walkers, joggers and bicyclists, safety, clarity and predictability are important. Keeping these groups on the same alignment, where feasible, is desirable because:

- it reduces confusion between the “going” and the “returning” trips
- puts more eyes on the pathways for indirect surveillance and safety
- simplifies connections to other green amenities and streets,
- reduces area impacted by construction and changes to local circulation and parking, and
- provides more certainty for the growth of development of adjacent businesses and attractions.

Regardless, safety and protection – through physical separation – from motorized vehicles is critical to make the facilities successful for the new “interested but concerned” user groups.

There are some existing models for pedestrian and bicycle separation that may be useful to consider. SW Broadway near Portland State University uses a row of on-street parking and NE Multnomah in the Lloyd District uses a combination of landscaped planters and trees to separate bicycle traffic from vehicle travel lanes. SW Moody in South Waterfront uses combinations of paving patterns, materials and striping to help identify separate pedestrian and bicycle movement areas on a wide sidewalk area. These details will be examined in the near future as PBOT looks at bike improvements in the Central City.

A more comprehensive, multi-bureau “Green Loop” design and implementation process is yet to come. Through this process, many of the more formal details - alignment, design, separation, and funding will be discussed.

Wildlife Corridors

The “Green Loop” could provide habitat connections for some level of wildlife movement. Portland is part of the Pacific Flyway for migratory birds. Hundreds of species move through the city every year. Butterflies, bees, bats and other wildlife also live in and migrate through central Portland. There are anchor habitats like Oaks Bottom, Ross Island, Forest Park, east buttes and the Willamette River, where wildlife rest, feed and sometimes nest. In order to provide ways for wildlife to move across developed lands between habitat areas, we can incorporate multi-layers of vegetation (trees, shrubs and ground cover) and native vegetation that fruits and flowers in street design and landscaping. The “Green Loop,” as well as other green streets and green infrastructure like eco-roofs and green walls, can be designed to provide habitat connections.

VI. PARKING

What we heard

1. Please review the issues around parking, particularly in Skidmore.

Proposed revisions

None

Attachments

1. List of policies/actions related to surface parking in Old Town/Chinatown
2. John Russell amendments proposed to Stakeholder Advisory Committee
3. Portland Business Alliance letter opposing taxation of surface parking lots
4. Excerpt from the Skidmore/Old Town/Chinatown Task Force Final Recommendations Report (June, 2014) regarding parking

Discussion

Parking in Old Town/Chinatown and the Skidmore/Old Town Historic District

Old Town/Chinatown and the Skidmore/Old Town Historic District experienced many building demolitions between the 1920s and 60s, resulting in the creation of numerous surface parking lots. Many of these lots remain today, providing necessary parking for a district in which most buildings do not have their own parking supply, while other lots have redeveloped with new buildings. The West Quadrant Plan strongly encourages continued infill development on these lots to “fill in the missing teeth” and bring increased vitality to the neighborhood.

In the 1970s, the demolition of buildings to create surface parking lots for commercial use was prohibited and the number of spaces in surface parking lots has declined steadily since. In the mid-1990s, there were approximately 4,600 surface parking spaces in the Central City. The coordination of strategies involving land use, economic development and transportation has resulted in that number being reduced by half.

The goals, policies and actions in the West Quadrant Plan support the continued growth and redevelopment of Old Town/Chinatown/Skidmore and the redevelopment of surface parking lots. It is recognized that the district cannot achieve its full potential unless these lots are developed. However, development conditions in Old Town/Chinatown are challenging.

Small parcels, low maximum height limits on key redevelopment sites and a high water-table place significant restraints on what can realistically be built there. In addition, the area suffers from low average rents in relation to other areas of the city, often making redevelopment financially infeasible without subsidies.

Providing parking for a project makes projects either more expensive, (especially underground) or significantly limits the amount of square footage that can be used for active uses within the building. Both options result in a lower return on investment. If a site is currently in use as a surface parking lot, that return also needs to account for the opportunity costs of the net

revenue from operating as a commercial parking lot. In addition, the impact on existing, often historic, buildings in the district that depend on those surface parking lots should be considered.

The policies and actions in the plan reflect the need for continued exploration of parking management tools that address the area's unique issues and combine to improve development feasibility and investment in the district. Later this year, PBOT is embarking on a Citywide Parking Strategy with a special focus on the Central City. This effort will address, among other issues, ways to make parking policy support the redevelopment of surface parking lots.

Ideas identified to explore include:

- allowing shared use of existing parking by different types of users; and
- exploring concepts for district parking, including public parking, so that parking on one site can be used to support development on other sites, especially those where the provision of dedicated, private parking makes development infeasible or unprofitable.

The idea of taxing existing surface parking lots was identified as a potential strategy to promote the redevelopment of surface parking lots (see Attachment 2) by increasing the costs of business operations, lowering profits and incentivizing redevelopment. The Stakeholder Advisory Committee and other area stakeholders thought that this strategy was punitive and counterproductive (see Attachments 3 and 4). They believed that the cost of the tax would be passed on to consumers in the form of higher parking prices, further disincentivating Portlanders to live/work/invest in the area.

Attachment 1: Policies/actions related to surface parking in Old Town/Chinatown

Old Town/Chinatown Regional Center: Economy and Innovation

Policy 4. Redevelopment

Encourage renovation and seismic upgrades to underutilized buildings to increase usable space and economic activity in the district. Encourage new mixed-use infill development on vacant lots and surface parking lots while supporting existing businesses. (p. 110)

RC2* Develop and implement an on- and off-street parking strategy for OT/CT that encourages the redevelopment of surface parking lots, sharing of parking stalls and maintains sufficient parking to meet the districts' present and future needs. (p. 111)

RC4* Study preservation zoning transfer incentives that would allow additional height for new construct on non-contributing (non-historic) properties in exchange for preservation/rehabilitation of contributing historic properties in the New Chinatown/Japantown Historic District. The area eligible for the potential increased height allowance is south of NW Everett and west of NW 4th, where the maximum height is currently 100'. Projects that use the preservation incentive could potentially build up to a maximum of 175'. (p. 111)

RC20 Pursue development of one or more new shared parking structures to serve various users in the district and replace lost parking as surface lots redevelop.

Old Town/Chinatown Transportation

Policy 4. Parking.

Meet existing and future parking needs in a way that supports historic properties, limits the growth of parking as redevelopment occurs, and encourages the use of alternative modes, the sharing and efficient use of parking stalls within the district's existing and future uses and the redevelopment of existing surface parking lots.

Appendix A Entries for RC2 and RC 4

RC2 **Develop and implement an on- and off-street parking strategy for OT/CT that encourages the redevelopment of surface parking lots, sharing of parking stalls and maintains sufficient parking to meet the districts' present and future needs. 2-5 Years.** (p. 157)

Most of the buildings in Old Town/Chinatown were built before or during the streetcar era and rely on the area's existing surface parking lots and on-street parking. At the same time, stakeholders have consistently expressed the desire for infill development on the district's surface lots to bring additional activity and vitality to the area. However, future

development on surface lots could potentially further reduce the supply of parking to serve the district's historic buildings. A comprehensive strategy is needed to both encourage infill development and maintain a supply of parking that meets the needs of existing buildings and future development.

A number of approaches have been suggested for further exploration as part of a parking strategy for Old Town/Chinatown. Some, but not all of the tools that could potentially be used include:

- Allow and promote the sharing of existing and future parking stalls between multiple buildings and uses
- Develop one or more publicly-owned parking structures to serve the district
- Provide public subsidies to support construction of parking facilities in new development that could serve nearby buildings
- Allow and encourage the use of existing underutilized or new parking facilities just outside the district by businesses and buildings within the district

RC4 Study preservation zoning transfer incentives that would allow additional height for new construction on non-contributing (non-historic) properties in exchange for preservation/rehabilitation of contributing historic properties in the New Chinatown/Japantown Historic District. The area eligible for the potential increased height allowance is south of NW Everett and west of NW 4th, where the maximum height is currently 100'. Projects that use the preservation incentive could potentially build up to a maximum of 175'. Adopt with CC2035. (p. 158)

This potential zoning incentive is intended to encourage new development in a part of the New Chinatown/Japantown Historic District, including Block 33, that could add vitality and catalyze additional investment in the district. Concerns regarding the scale and design of new infill development will need to be addressed. Potential approaches include new historic design guidelines and development standards, such as building wall step-back requirements along NW 4th Ave., that help integrate new development with the historic character of the district.

Attachment 2: John Russell proposed amendments

Implementation Actions: Skidmore District Parking						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2015)	2-5 Years	6-20 Years	Ongoing	
SP1	Adopt code amendments that require the phased closing of all surface parking lots starting in 2015 and completed by 2025	X				BPS, PBOT
SP2	Adopt Skidmore parking fee to help pay for infill development and/or structured parking in the District	X				PBOT, PRB. PDC
SP3	Create sufficient structured parking to serve today's District needs and to serve future growth in the district, with the first facility open by 2020.		X	X		PDC, PBOT, BMF

March 24, 2014

Susan Anderson
Bureau of Planning and Sustainability
1900 SW 4th Avenue
Portland, OR 97204

Dear Ms. Anderson,

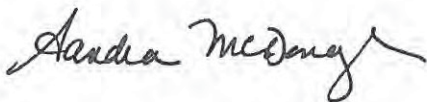
The Alliance would like to take this opportunity to provide initial comments regarding the Skidmore/Old Town/Chinatown area as Bureau of Planning and Sustainability staff work on refining policies for the West Quadrant as part of the Central City 2035 Plan. The Alliance anticipates providing further comment after the completion of the work currently underway by our broad based Skidmore/Old Town/Chinatown task force.

The Skidmore/Old Town/Chinatown area presents unique challenges and opportunities for redevelopment. For too long, it has been ignored and underinvested in. In coordination with a group of property owners, historic preservation experts, architects and others, we developed the attached strategies to spur investment in the area, while enhancing and complementing its historic and cultural qualities.

The Alliance would like to express its strong opposition to imposing punitive taxes on, or mandate the closure of, surface parking lots in the area. These proposed policy items were reviewed by our central city committee, executive committee, and our board of directors and all agreed overwhelmingly to oppose them. We believe both actions would constitute an unfair and potentially illegal exercise of city powers. We are also convinced that these actions would have a significant negative impact on the ability to draw new construction or redevelopment to the area. It is difficult to attract investment in the area because achievable rents do not cover the costs of new construction or significant rehabilitation. Reducing the availability or increasing the cost of parking will have the effect of depressing rents still further, making projects in the area even less financially viable. We do not believe a tax on parking to provide reinvestment funds can be successful given the gap between rents and costs.

The use of punitive taxes or heavy-handed regulatory authority is not an appropriate economic development tool. Instead, we recommend the committee consider the attached strategies to help promote investment and improvements in the area. We will forward additional recommendations after completion of the work of the current Skidmore/Old Town/Chinatown task force. Thank you for your consideration.

Sincerely,



Sandra McDonough
President & CEO

cc: Mayor Charlie Hales,
Portland City Council

Skidmore District Task Force Policy Recommendations

A working group of stakeholders, including property owners, historic preservation experts, architects, and others, have developed a range of recommended strategies to spur investment and development in the Skidmore portion of the Skidmore / Old Town Historic District. The recommended strategies will increase economic activity in the district, while enhancing and complimenting the historic qualities of the area. No one strategy will be sufficient to catalyze change in the area; the gap between rents and construction costs is too large to be overcome by a single strategy. It will take multiple overlapping strategies implemented by the City to overcome the differential between current construction costs and the limitations related to historic designation.

Increasing the significance of historic incentives to district goals: Enhance the value of the existing historic designation incentives while at the same time tying that increased value to improvements in the district.

- Increase Floor Area Ratio transfer right for historic structures in the district to 1.5 : 1 to any other location in the Central City. Require that if FAR from the district is sold, the proceeds from the sale must be reinvested in the seller's building within 5 years or paid into a city fund dedicated to paying for improvements in the district. Include Bonus FAR in the calculation.
- Explore possible increases in other city tax incentives related to historic designation.
- Reduce or eliminate the city's existing Systems Development Charges for housing development in the district. The city's current SDCs for housing, particularly low income or workforce housing, add significant costs to projects that are already unsupported by rents in the district.
- Support strategies to change state law to increase benefits of historic designation and increase property tax deferral while incentivizing reinvestment in the district.
- Advocate for State Rehabilitation Tax Credits. This is currently done in 34 states around the country but not in Oregon.
- Explore strategies to require historic designation incentives to be reinvested inside the district within a short period of time (e.g. 5 years) or forfeit the incentive to a city fund that is dedicated to underwriting improvements in the district.

Build connections to the waterfront: Proximity and access to Tom McCall Park and the waterfront are important positive attributes of the district. However, Naito Parkway and the lack of pedestrian facilities across and on the west side of the park significantly limit the ability to leverage the value of proximity to these great amenities.

- Provide curb extensions, pedestrian refuge islands, stripe or otherwise increase visibility of pedestrian crossings of Naito.
- Provide east-west bike and pedestrian connections from the seawall pathway across McCall park to key corridors such as the bike lanes on S.W. Oak and S.W. Stark.
- Improve and expand pedestrian facilities on the east side of Naito/west side of McCall Park by installing a "meander" pathway or sidewalk.

- Widen the seawall sidewalk and provide segregated lanes for bikes and pedestrians to address capacity needs and reduce conflicts.
- Install more permanent attractions in McCall Park to encourage year-round use, such as a parcourse exercise facility.
- Increase view corridors from the district to the park and the river by reducing or re-shaping tree canopy. At the current height limit of 75', office and residential views of the park or river are obscured by the tree canopy.

Parking strategies: The historic structures in the district were built during the streetcar era when parking was not a consideration. The existing surface parking lots provide an essential service to the current and future office and residential uses in the district and to support retail customer access. Infill construction faces the double challenge of providing parking for its own tenants and replacing the surface parking that has served surrounding buildings. Constructing underground parking in conjunction with new development is the preferred strategy, however the cost is prohibitive and there are additional challenges such as high groundwater and small parcel sizes and divided ownership that make financing impossible without public assistance.

- Provide public assistance through Portland Development Commission or other mechanisms to subsidize the cost of underground parking in new development and to incorporate additional parking for district businesses and residences to take the place of lost surface parking as the surface parking lots redevelop.
- Leverage existing parking garages outside the district that have excess capacity to serve in district parking needs (i.e. potential agreements with U.S. Bank and Embassy Suites to use their garages for in district needs during off hours) and adopt joint use parking strategies;
- In circumstances where underground parking inside the district is not feasible even with public assistance, consider strategies to promote the construction of parking just outside the district in mixed-use projects that would serve tenants and customers inside the district.

Public support to offset development and redevelopment costs: Rehabilitation of buildings in the district face significant cost challenges given achievable rents. The historic buildings are unreinforced masonry, constructed decades before passage of the Americans with Disabilities Act and prior to adoption of modern fire and life safety regulations. Rehabilitation projects trigger requirements for seismic retrofitting, ADA compliance and fire and safety compliance. These improvements result in little if any additional rent, but significantly increase the cost to the property owner. Public assistance in offsetting these additional costs is essential to any strategy to revitalize the area.

- Use the remaining allowance for urban renewal district boundary amendments in the River District to extend the district's boundary south between Naito and SW 3rd.
- Allocate all or a significant portion of the remaining approximately \$8 million available in the Downtown Waterfront URA to implement strategies in the Skidmore district.
- Explore reductions in city fees or taxes to help offset the cost of seismic, ADA and fire and life safety investments.
- Increase thresholds within the district that trigger seismic, ADA or fire and life safety compliance.

- PDC should implement a low-interest loan program for seismic improvements in the Skidmore area that defers payment of principal and interest until specified returns on investment or rent thresholds are achieved.
- Provide public assistance to offset the costs of ADA compliance, address ADA compliance triggers that make projects unaffordable.

Security and social services: Attracting investment and higher paying tenants to the Skidmore district is made more difficult by both the reality and perception of law enforcement and security issues in the area. The area is well known for the presence of intimidating panhandlers, drug dealing and a range of disorderly conduct associated with drug and alcohol consumption and mental illness. The concentration of social service providers and sidewalk queuing for services add to the perception, if not the reality, of security and personal safety concerns in the area. A concerted and focused effort to address these issues will help attract tenants and customers to the area and allow for higher rents.

- Implement a focused and consistent public safety/law enforcement strategy for the area including pro-active sidewalk management and drug and alcohol enforcement.
- Implement and honor policies that discourage future location of additional social services in area;
- Work with existing social service providers on strategies that eliminate or discourage outdoor queuing.

Design elements: The development and implementation of the Downtown Retail Strategy has proven to be a successful model along S.W. Morrison and Yamhill. A similar concerted effort to develop a plan and implementation strategy along 1st and 2nd in the district could produce dramatic improvement in the sidewalk level environment, improve safety and security and attract construction of both commercial and residential projects in the district. The strategy has been successful by providing incentives, technical assistance and leadership rather than through proscriptive measures. The implementation of the strategy requires both public assistance and the cooperation of area tenants and owners.

- In coordination with the property owners and retail and office tenants, develop a retail strategy similar to Yamhill/Morrison spine in Pioneer District.
- Develop and implement a design theme for the area, including sidewalk amenities such as planters, distinctive lamp post paint and banners, street tree management, consistent storefront treatments, and strategies to attract supportive retail.
- Develop incentives to encourage retail use of ground floor space while moving non-retail uses such as offices and social services to upper floors and non-retail spaces.

Catalytic projects: There are numerous examples of catalytic projects in or near struggling areas that spur investment in adjacent blocks. A catalytic project inside or on the near fringes of the district could provide a significant boost to development and redevelopment, particularly if the project provides critical residential services.

- Allocate PDC funds, other resources, tax incentives, and/or other incentives to attract essential neighborhood services such as a grocery, cleaners, etc.
- Implement a program to attract one or more signature projects, in addition to the James Beard Market, that can catalyze growth within the district.
- Seek a development for the City property at SW 3rd and Oak that, while outside the district, can foster development within the district.
- Implement strategies that extend the positive impacts of catalytic projects (such as the Beard Market) throughout the district, such as linked branding and marketing, complimentary street treatment, way-finding, and complimentary retail.

Encourage and leverage development: Despite the challenges of developing in the Skidmore area, a number of new facilities and tenants have located in the area, including the Pacific Northwest College of Art, University of Oregon Portland campus and Oregon College of Oriental Medicine. At the same time, new developments outside the district could add vitality to the district if existing height limitations are modified to allow taller buildings adjacent to the district. .

- Encourage connections to PNCA, U of O and OCOM with strategies such as way-finding, signage and complimentary retail.
- Increased heights for areas adjacent to but outside of historic district to allow buildings that frame and define the edges of the historic area.
- Increase building height limitations outside the district around bridgeheads.
- Expand entertainment district programming and activities beyond the bar scene to daytime and weekends through programming, marketing and communications.

RECOMMENDATION 3

PROVIDE PARKING REQUIRED TO REVITALIZE SKIDMORE-OLD TOWN-CHINATOWN

THE PROBLEM

The historic buildings in Skidmore-Old Town-Chinatown were built during the streetcar era when parking was not a consideration. Existing surface parking lots in the district serve the parking needs of district businesses, residents, employees, and visitors. City parking studies show that parking demand in the area exceeds practical capacity. A 2008 PBOT parking study showed on-street parking in the Old Town district was 78% full at mid-day and 90% full in the evening, and parking in the entertainment district was 89% full at mid-day and 94% full in evenings. Eighty five percent is considered the ideal capacity. A small sample of two off-street commercial surface lots in the Skidmore area showed they were 93%-97% full during the day. PDCB 2008 North Old Town/Chinatown Redevelopment Strategy identified parking as a “primary specific challenge” and recommended parking as a “priority” use for limited future public funding available to assist developments.

It is hoped that the infill development will provide parking to serve its own tenants and replace the surface parking that serves surrounding buildings in underground parking structures. However, given the small parcel sizes, divided ownerships, and the high cost of underground parking, it may not be feasible to finance the costs of the additional parking. Absent a proactive program of public and private investment in parking, the district will lose parking as the existing surface parking lots redevelop. There will not be sufficient new parking to serve the new uses in combination with the former customers of the surface parking lot. Studies prepared for PDC of potential parking structure sites in the neighborhood found limited possibilities; of the options considered, expansion of the Old Town Parking Garage was found to be most cost effective.

PROPOSED SOLUTIONS

Oppose Proposals to Tax or Phase-out Surface Parking Lots in Skidmore-Old Town-Chinatown

1. The City Council should reject proposals to tax and/or phase-out surface parking lots in in Skidmore-Old Town-Chinatown because: (a) redevelopment of surface lots in Skidmore-Old Town-Chinatown is stalled because commercial and residential rents in the area are insufficient to make new development financially viable and not due to parking lot operations; (b) surface parking lots serve a critical parking need for the district, buildings in the district are generally without their own parking; (c) little structured commercial parking is proximate to the district; and (d) a tax on parking would be passed-on to businesses, tenants and employees in the district, eroding the already low demand for the district. A minority report on this issue is provided in the appendix to this report.

Facilitate the Interim Use of Existing Public Parking to Support New Development in the District

1. BPS in concert with PBOT should seek to amend city policy to facilitate the conversion of parking spaces in the Old Town Garage to preservation parking.
2. PDC should assemble a reserve of preservation parking rights that could be used to entitle parking spaces for commercial or residential buildings with inadequate parking and/or short-term parking for district visitors.
3. PDC should work with the Facilities Division and PBOT to allow a floor of parking (124 stalls) in the Old Town Garage to be used for Preservation Parking when needed to support new development or retain existing businesses until new additional parking is constructed.

Replace Parking as Surface Lots Redevelop

1. PDC should dedicate funds to help make financially feasible the construction of additional parking in new development in the district that is dedicated to serve district needs. The changes to the urban renewal district boundaries described in Section 4 are required to successfully implement this strategy.
2. When needed to implement the Skidmore-Old Town-Chinatown plan, PDC in concert with the Facilities Services Division should undertake a two-prong strategy for developing new spaces in the area for short-term visitor parking and/or preservation parking as the need may exist. The strategy should:
 - Expand to the extent cost-effective the 1st and Davis Old Town Garage.
 - Eliminate the helipad to maximize parking spaces in the Garage and eliminate a noise impediment to residential development in the area.
 - Fund the construction of additional parking spaces (i.e.; in excess of those privately owned) for short-term district visitor parking and/or preservation parking for nearby buildings, as most needed, within the parking garages of new development projects receiving financial assistance from PDC.
3. PDC in cooperation with district businesses should develop a shared-use parking program with owners of parking structures in close proximity to the district (such as US Bank and Embassy Suites) to help meet district parking requirements.
4. If new development in the district cannot incorporate sufficient additional parking to meet district needs, allow PDC funds allocated for Skidmore-Old Town-Chinatown parking to be used for additional parking in new development in close proximity to the district □ provided that the additional parking is dedicated to meet district needs.



The parking garage at 1st & Davis may be expanded to accommodate additional district parking capacity.