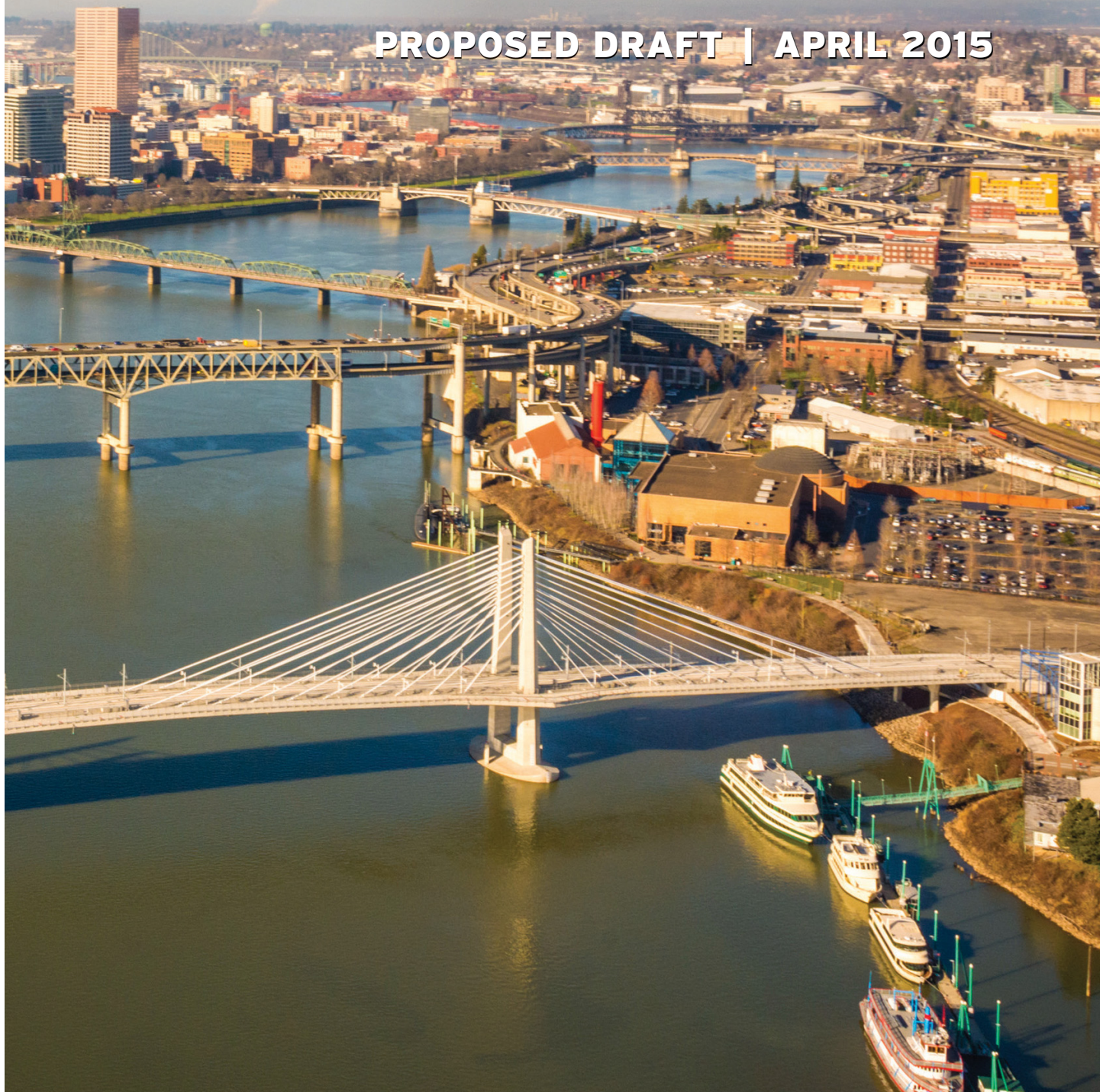


CENTRAL CITY 2035

# SOUTHEAST QUADRANT PLAN

PROPOSED DRAFT | APRIL 2015



Bureau of Planning and Sustainability

Innovation. Collaboration. Practical Solutions.

City of Portland, Oregon  
Charlie Hales, Mayor • Susan Anderson, Director



# ACKNOWLEDGEMENTS

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## SE Quadrant Stakeholder Advisory Committee

**Debbie Kitchin**, Co-Chair – Central Eastside Industrial Council  
**Don Hanson**, Co-Chair – Portland Planning and Sustainability Commission

<b>Bruce Burns</b> – Burns Brothers	<b>David Nemarnick</b> – Pacific Coast Fruit
<b>Farhad Ghafarzade</b> – Green Drop Garage	<b>Skip Newberry</b> – Technology Association of Oregon
<b>Leah Greenwood</b> – REACH (former)	<b>Ben Ngan</b> – Nevue Ngan Associates
<b>Carol Gossett</b> – OMSI	<b>Susan Pearce</b> – HAND Neighborhood Association
<b>Bob Hanks</b> – PCC CLIMB Center	<b>Valeria Ramirez</b> – Portland Opera
<b>Bill Hart</b> – Carlton Hart Architects	<b>Steve Russell</b> – Kerns Neighborhood Association
<b>Deek Heykamp</b> – Next Adventure	<b>Shawn Small</b> – Ruckus Composites
<b>Stacy Johnson</b> – Brooklyn Action Corps	<b>Romeo Sosa</b> – VOZ Workers Rights
<b>Doug Klotz</b> – Pedestrian Advisory Committee	<b>Peter Stark</b> – CEIC Transportation Parking Advisory Committee
<b>Susan Lindsay</b> – Buckman Community Association	<b>Carrie Strickland</b> – Works Partnership
<b>Lori Livingston</b> – Transfer Online	<b>Michael Tevis</b> – Intrinsic Ventures
<b>David Lorati</b> – School Specialty Supply	<b>Travis Williams</b> – Willamette Riverkeeper
<b>Juliana Lukasik</b> – @Large Films	<b>Daniel Yates</b> – Portland Spirit
<b>Jonathan Malsin</b> – Beam Development	
<b>Rick Michaelson</b> – Bosco Milligan Foundation	

**SAC Alternates** Julie Bennett, Paul Carlson, Lillian Karabaic, Kevin Kearns, Wayne Kingsley, Daniel Lee, and Former Wendy Miller, Linda Nettekoven, Bo Nevue, Lauren Norris, Craig Switzer, Dan Valliere,  
**Members:** Brad Malsin, LeAnn Raschke, James Robbins, Tammy Marquez-Oldman, Eric Wieland, Steve Dotterer

*And special thanks to the many property owners, community groups, individuals, businesses and public agencies who participated in the process, and whose input helped to shape this plan.*

## **Project Staff**

### **Portland Bureau of Planning and Sustainability**

Susan Anderson, Director  
Joe Zehnder, Chief Planner  
Sallie Edmunds, Central City Manager  
Steve Iwata, Central City Manager (past)

### **SE Quadrant Team**

Troy Doss, Senior Planner, Project Manager  
Marc Asnis, Assistant Program Specialist-Urban Design  
Stephanie Beckman, Senior Planner (past)  
Debbie Bischoff, Senior Planner  
Tyler Bump, City Planner II  
Mindy Brooks, Environmental Tech II  
Derek Dauphin, Associate Planner  
Rachael Hoy, Senior Planner  
Lora Lillard, Urban Designer II  
Grant Morehead, City Planner II, Bureau of Transportation  
Geraldene Moyle, Senior Project Program Coordinator, PDC

### **Additional Assistance**

Eden Dabbs, Communications/Public Affairs  
Courtney Ferris, Community Service Aid II  
Derek Miller, GIS Analyst  
Darwin Moosavi, Community Service Aide (past)  
Carmen Piekarski, GIS Analyst  
Mark Raggett, Senior Planner – Urban Design Studio  
Ralph Sanders, Graphic Designer III

### **Consultant Team Leads**

Eryn Deeming Kehe, JLA Public Involvement  
David Hyman, DECA Architecture  
Jerry Johnson, Johnson Economics  
Chris Yake, Nelson\Nygaard  
Alan Hart, VIA Architecture  
Max Young, Max Young Cartoonist

Cover image of Tilikum Crossing *Bridge of the People* courtesy of TriMet.

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# Executive Summary



The Southeast Quadrant is currently the most dynamic and evolving part of Portland’s Central City. Over the past decade, the Central Eastside has been an economic development success story, playing an important role in the city’s economic and job growth.

Success has revitalized the district as new businesses set up shop alongside well-established enterprises in the area’s distinctive warehouses and industrial buildings. Cruise along any street in the inner eastside, and the energy and change is palpable. Historic warehouses are being rehabbed across the street from new commercial buildings going up seemingly overnight. Pedestrians and cyclists are just as likely to travel the streets as a variety of freight vehicles. And the new light rail line taking shape across the river and down to Milwaukie will soon connect with the streetcar loop and provide additional opportunities for development around new station areas.

***The goal of the SE Quadrant Plan is to increase the number of jobs per acre and new industrial types in the Central City, while preserving traditional industrial uses, activating increasing accessibility to the waterfront, providing parking solutions and managing increased activity in this emerging area of economic creativity and growth.***

The SE Quadrant Plan includes a series of new policies and action items to support the Central Eastside’s role as the primary location for industrial services in the Central City. It identifies ways to enhance the district’s riverfront, environmental health and overall urban form. The plan also provides direction for managing growth of residential uses along main street corridors, especially when new development is located close to industrial uses.

The plan lays out a 20-year road map for the long-term growth and development of the area. The plan identifies zoning amendments and transportation system enhancements intended to increase employment densities, serve a broader range of industrial sectors, and proactively manage potential impacts of growth over time. Finally, it is intended to strengthen what is already there in this industrious employment district.

## District Features and Attractions

Widely known as an industrial district, the Central Eastside (CES) is home to more than 1,100 businesses and 18,000 jobs — more than any other district in the Central City outside of the downtown core. Industrial uses and creative businesses sit side-by-side, as the area becomes an emerging location for cross-industry exchange, from film and digital enterprises to food, creative services and craft industries. While employment in other areas in the city center decreased during the recent economic downturn, jobs increased in this district in part because of a growing presence of traded sector industries.

But the district also comprises 1,000 households, and another 1,400 housing units that are now being developed or are in planning stages. Regional visitor attractors and institutions such as the Oregon Museum of Science and Industry (OMSI), Oregon Rail Heritage Foundation, Portland Spirit, Portland Opera, Oregon Ballet and Portland Community College’s CLIMB Center (PCC) also call the Central Eastside home.

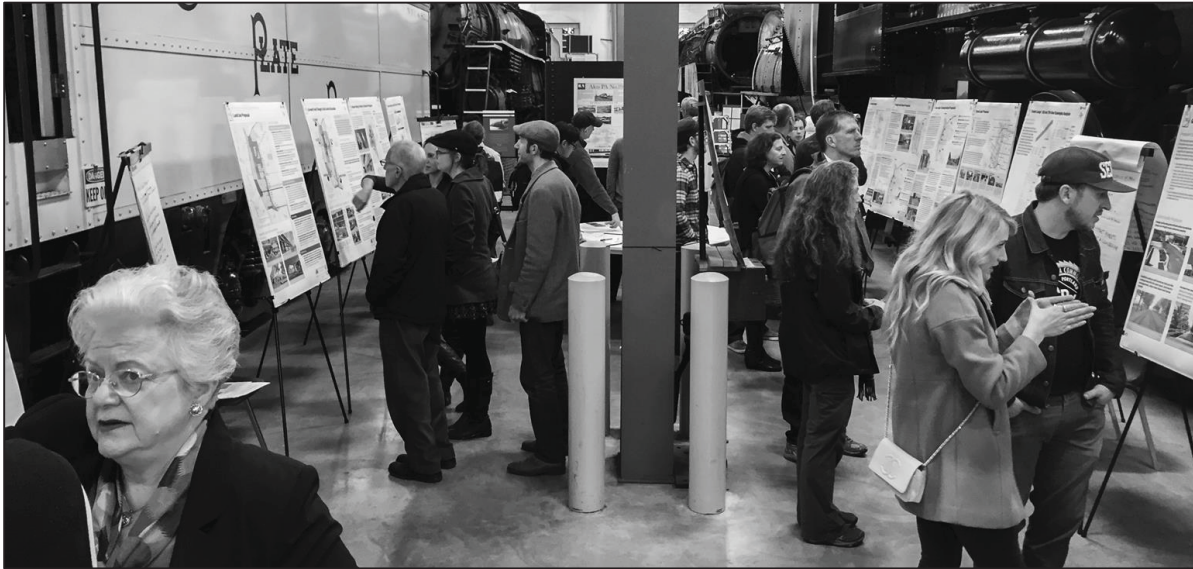
The CES contains one of the best places to experience the Willamette River on the eastside of the Central City. The district boasts the Eastbank Esplanade, Willamette Greenway Trail and a series of public docks providing opportunities for employees, residents and visitors to access the river. Conceptual plans by various waterfront entities such as OMSI, Portland Spirit, PCC and Portland Opera present an opportunity to create a one-of-a-kind waterfront district that would be a regional attractor.

The development of the Portland-Milwaukie Max Light Rail alignment and new OMSI and Clinton stations, as well as the opening of the new Tilikum Crossing Bridge (which will make the final connection in the Portland Streetcar Loop), promises significant new development in the southernmost part of district. The “Southern Triangle” contains large parcels, many of which are vacant or underutilized. This land will soon be connected to industrial services in the northern part of the district and the institutional and research and development activities occurring at OHSU and PSU in South Waterfront.

Lastly, over the last decade the CES has attracted a variety of new businesses and emerging industrial sectors that were unimaginable when the district and Industrial Sanctuary Policy were first created decades ago. Job growth in the CES outperforms other city employment districts thanks to a unique collection of historic industrial buildings, affordable space and a centralized location near Portland’s business core. In addition, Grand Avenue and Martin Luther King Boulevard and other mixed use corridors in the district have been zoned for high density, mixed use development since the 1980s.

*A major component of the SE Quadrant planning effort is defining the future character of the Central Eastside and developing strategies to balance the needs of traditional and new industrial uses.*

## Process



Members of the public learn about staff proposals on a variety of topics at the February 19, 2015 open house in the Rail Heritage Center near the new OMSI MAX light rail station.

The Central Eastside is unique in Portland. It is the only district in the Central City with a diverse mix of industrial employment and high density, mixed use corridors and station areas. Preserving this successful blend of industry, commerce and housing presents challenges and opportunities. Located in the center of the Portland metropolitan region, between where many Portlanders live and where they work, the Central Eastside must accommodate two very different land use directions. As a result the SE Quadrant Plan is as much about managing current conditions as future growth.

Work on the plan began with station area planning in the summer of 2013, followed by the formation of a 30-member Stakeholder Advisory Committee. Through a series of design charrettes, open houses, community walks, building tours, business forums and Transportation Working Group meetings, the public was able to help shape the plan. Staff also solicited feedback from neighborhood associations, the Central Eastside Industrial Council and the Portland Business Alliance. Finally, the SE Quadrant planning effort was aided by the Urban Land Institute's 2014 Daniel Rose Fellowship program, whose contingency visited and provided invaluable feedback in February of 2014.

**Stakeholders were primarily concerned with two things: protecting industrial land and providing transportation options and parking solutions.** They didn't want to see the Central Eastside become another Pearl District, where industry was eclipsed by residential and commercial uses and rents became unaffordable. They also wanted to ensure that trucks and freight movement would be accommodated even as more people walking and biking traveled through the area.

## Big Ideas

In setting the framework for the physical development of the city over the next 20 years, a long-range plan encourages creativity and aspirational thinking. Numerous "big ideas" for the future of the CES and the Central City emerged from the planning process. These aspirational concepts helped inform the land use, transportation and economic development strategies, which were subsequently knit together with an urban design approach.

**Pursue the Innovation Quadrant.** Support the unique opportunity that exists around the growing momentum in South Waterfront associated with OHSU’s and PSU’s new partnerships and the economic development potential embedded in the \$1 billion Knight Cancer Research Challenge. Recognize manufacturing, industrial services and other Central Eastside sectors as part of the Innovation Quadrant.

**Activate the Mixed Use Corridors.** Utilize the development potential along main street corridors already zoned for high density, mixed use development, such as MLK/Grand, East Burnside, SE Morrison and Belmont.

**Create a Regional Waterfront Destination.** Focus on creating a vibrant riverfront destination that includes improved habitat as well as attractors for people such as parks, beaches, retail, river transportation and visitor amenities.

**Maintain the Industrial Sanctuary.** Preserve the highly successful industrial sanctuary while allowing for higher employment densities by increasing flexibility for industrial and industrial office users.

## Implementation Strategies

The SE Quadrant Plan proposes a number of new *land use strategies and tools* to address long-standing conditions in the district that can cause conflicts between industrial and non-industrial uses. Methods to broaden the diversity of industrial employment uses as well as the means to proactively manage potential impact of higher density employment in the area are also proposed.

As a designated Freight District, the Central Eastside must handle high truck volume as well as auto, pedestrian and bike traffic. More growth will increase the need to address freight mobility, parking, active transportation and congestion. *Transportation strategies* in the plan will ensure impacts from local and regional growth will be managed over time.

*Economic development strategies* seek to strengthen the partnerships and networks required to address impediments to widely shared prosperity: education, workforce development, neighborhood affordability and infrastructure. The nature of these challenges requires broad-based partnerships to increase the industrial employment workforce, leverage the Innovation Quadrant and optimize the tools in the urban renewal toolbox.

## Urban Design Principles

From the start of the planning process, it was clear the Central Eastside already had a strong sense of place — even a “brand,” if you will. Urban design solutions were developed to help organize land use functions as well as transportation and street character hierarchy. The urban design principles in the plan knit the tough issues in the CEID together. They optimize the performance of both employment land and mixed use centers and corridors to support the role of the Central Eastside as the Central City’s preeminent employment district.

## Conclusion

As with any long-range land use plan, the SE Quadrant Plan represents the collective input from stakeholders, businesses and community members. It proposes actions and measures that address the needs, concerns and desires expressed throughout the development of the plan and ensures that the Central Eastside continues to be a strong center for industrial employment in the decades ahead.



# Chapter I: Introduction

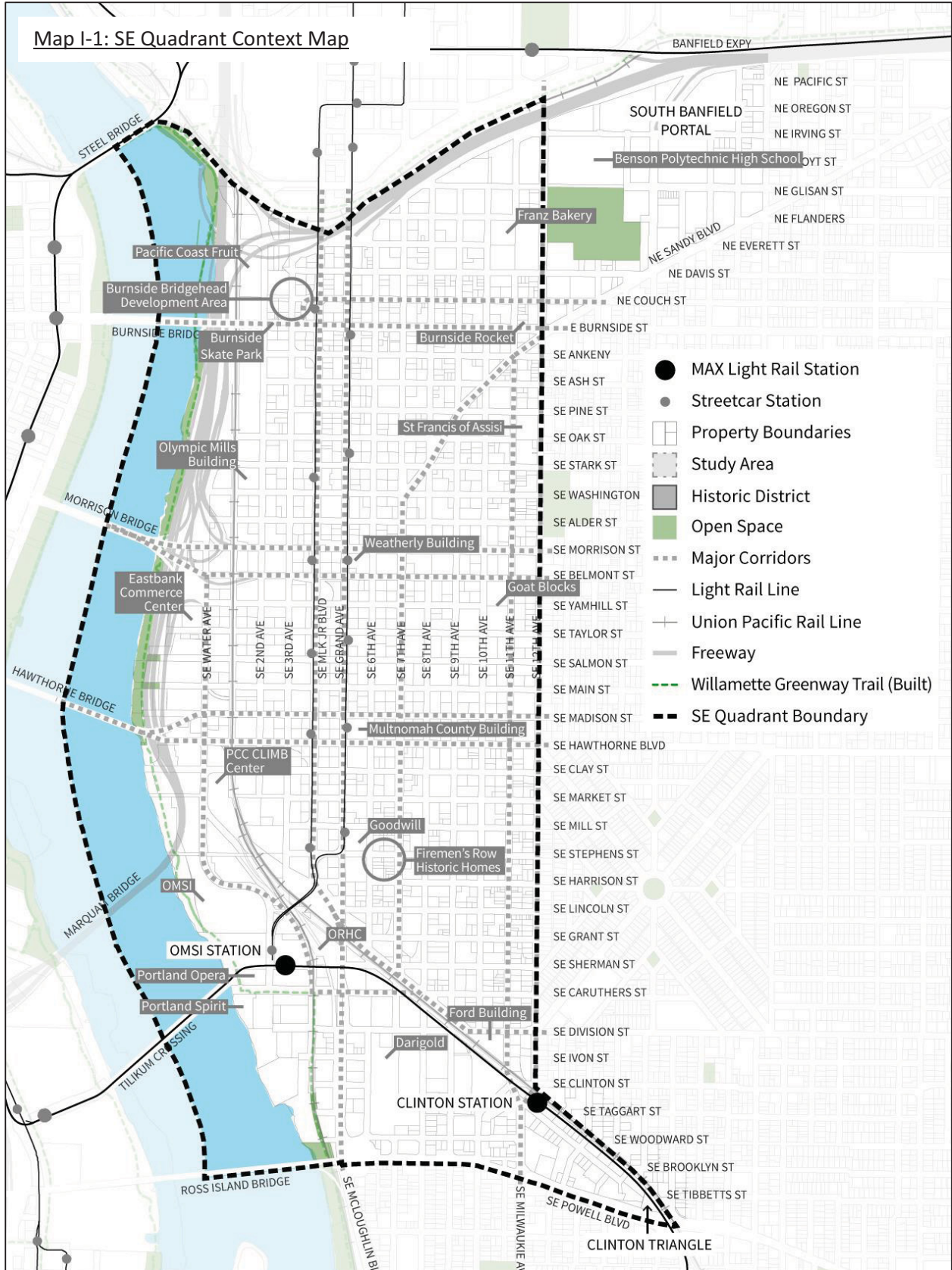
The vitality of the Central City is key to the state, region and City of Portland. Policies for growth management and economic development — and for addressing new directives that have emerged since 1988, such as sustainable development and addressing climate change — come to life in the city center.

The SE Quadrant Plan is an element of the broader Central City 2035 (CC2035) project to update the 1988 Central City Plan. The CC2035 Plan will include new guiding policies, updated land use and urban design plans, and more detailed plans for specific Central City districts. The Plan will replace the 1988 Central City Plan as the primary guiding policy document for the Central City and will update the Comprehensive Plan for this geography.

The SE Quadrant is the last of three quadrant plans addressing land use and development entitlements, transportation, urban design, parks, open space, and recreation opportunities, the Willamette River and the environment. As shown in the map on the following page, the planning area includes one district and two “study areas” outside of the Central City. These areas were included in the project boundary because of their importance for land use and transportation proposals within the quadrant. The study areas include the Banfield Portal bordered by I-84 and Sandy Boulevard (no changes being proposed) and the Clinton Triangle to the south, bordered by SE Powell Boulevard.

## Features of the Central Eastside

- **Growth:** The SE Quadrant is projected to grow by 2,500 households and 9,000 jobs by 2035, for a total of 3,500 households and 26,000 jobs.
- **Residential Development:** There is ample room for residential growth along the mixed use corridors in the area.
- **Central Location:** The district’s proximity to downtown and industrial, institutional, cultural and other urban amenities makes it attractive to new and established businesses.
- **New Industrial Users:** A cadre of “doers and makers” is establishing new workspaces in this district alongside longstanding manufacturers, creating synergy among old and new industrial operations.
- **Improved Access:** With the completion of the new transit bridge and associated infrastructure improvements, the inner transportation circle around the Willamette River will be complete.
- **Innovation:** New development indicates the SE Quadrant is poised to become a major contributor to the Central City as a center for innovation and exchange.
- **Diverse Needs:** The challenge will be to protect traditional industries that serve the region while creating new spaces for emerging industries and prototypes — as well as defining new places for residents, workers and visitors to enjoy.



## Planning Process and Public Involvement

The SE Quadrant Plan was developed over a period of 18 months. A diverse set of stakeholders contributed to the development of this plan, including a dedicated group of 30 volunteers who served on a Stakeholder Advisory Committee, meeting a total of 15 times. Organizations such as the Central Eastside Industrial Council, Portland Business Alliance, and Kerns, Buckman, Hosford-Abernathy, and Brooklyn Neighborhood Associations also contributed to the plan. The plan was additionally shaped by input received from businesses, residents and interest groups through interview focus groups, open house events, a design charrette and other public events organized throughout the development of the plan.

Numerous public events were held at key milestones in the process to encourage broad participation and input, including two open houses attended by more than 250 people. Two online “virtual” open houses were launched to coincide with these events and were visited by over 5,000 attendees. Both physical and virtual open houses included a web-based mapping tool which allowed community members to explore various aspects of the district and offer feedback. The project team also attended numerous community, neighborhood and business association meetings in addition to individual meetings with stakeholders.

Plan content was additionally guided by the advice of a 23-member joint West Quadrant/SE Quadrant Technical Advisory Committee (TAC), which included members from partner City bureaus, the Portland Development Commission, the Oregon Department of Transportation, Multnomah County, Portland Public Schools, TriMet and Metro.

**The result of this planning process is a careful balance of land use, urban design, transportation, environmental and economic development policies and actions, which has received broad support from the SAC and community at large.** Additional information about the planning process is contained in Appendix A: Public Involvement Summary.

Phase	Work Scope	Public Involvement
Phase I: Fall 2013	Kick Off and Orientation	Stakeholder Advisory Committee
Phase II: Winter – Spring 2014	Issue Identification and Analysis	Published Primer: <i>Portland’s Central Eastside</i> Central Reach Committee
Phase III: Spring – Summer 2014	Scenarios Development	Charrette/Workshop Open House
Phase IV: Summer – Fall 2014	Plan Development	Stakeholder Policy Meetings Open House
Phase V: Winter – Spring 2015	Public Review	Stakeholder Meetings Open House
Phase VI: Spring – Summer 2015	Public hearings and approval process	Planning and Sustainability Commission City Council

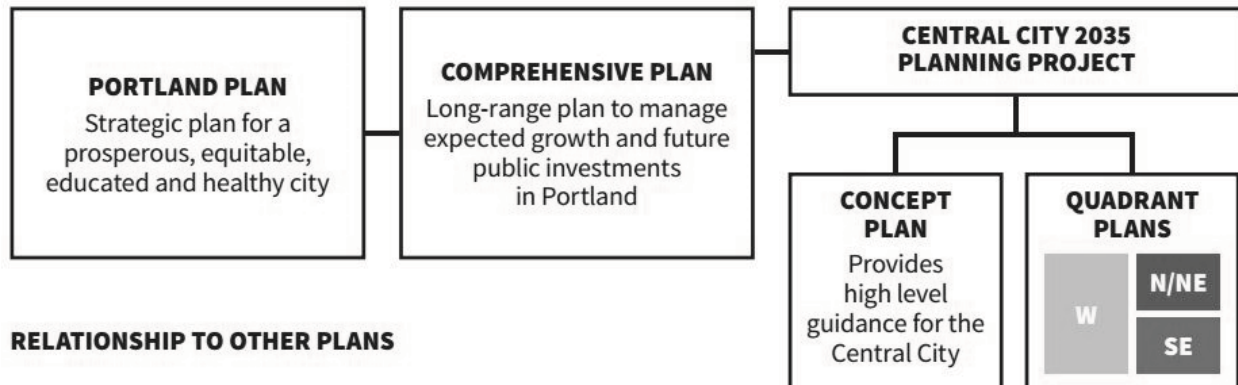
## Relationship to the Other Planning Efforts

### Central City 2035 Concept Plan

In October 2012, City Council adopted the Central City 2035 Concept Plan to guide the update of the 1988 Central City Plan. The Concept Plan established a vision for a growing Central City that is a "Center for Innovation and Exchange." It posits that a great central city has the concentration of businesses, people and activities and the quality of design, development and connections that are uniquely able to support creative energy and economic productivity. This type of central city is not only critical to the health and vitality of Portland, but also the whole region and entire state.

The Central City 2035 Concept Plan was intended to guide preparation of the more detailed quadrant plans and provide a foundation for Central City-wide goals and policies. Additional items identified through the quadrant processes which apply Central City-wide will be added to this foundation and incorporated into the final Central City 2035 Plan.

The N/NE Quadrant Plan, which covered the Lloyd District, Rose Quarter and Lower Albina, was adopted by City Council in October 2012. The West Quadrant Plan, which covered Downtown, the West End, Goose Hollow, Pearl, Old Town/Chinatown, South Waterfront and South Downtown/University, was adopted by City Council in March 2015. The SE Quadrant Plan covers the Central Eastside, and the larger CC2035 process will also include an update to the 1987 Willamette Greenway Plan for the Central Reach portion of the Willamette River.



### Portland Plan and the Comprehensive Plan

Portland’s Comprehensive Plan is the long-range growth, land use and development plan for the city as a whole. The final Central City 2035 Plan will be incorporated into the Comprehensive Plan, which also is currently being updated. Both of these plans are guided by the Portland Plan, which was adopted by City Council in April 2012 as a strategic plan for the City of Portland. The Portland Plan covered topics broader than growth, land use and development. It established a foundational goal to improve equity for Portland’s communities of color and other under-served groups. The Plan proposed three strategies for improving equity: i) focus on improving educational outcomes for youth; ii) improve economic prosperity and affordability for businesses and households; and iii) enhance opportunities for healthy living through the design and development of a healthy connected city. The equity framework and the intent of these three strategies are reflected in the CC2035 Concept Plan and the SE Quadrant Plan.

### **Framework for Equity**

Broad outreach and engagement have been central to the SE Quadrant Plan process. A 30-member Stakeholder Advisory Committee (SAC) advised staff throughout the development of the plan. This committee included representatives from social service agencies, Central Eastside industrial businesses, property owners, transportation advocates, environmental advocates, neighborhood organizations and others offering different perspectives. In addition, a range of public events and outreach activities including open houses, design charrettes and walking tours provided opportunities for input from a broad constituency. Staff also attended more than 350 individual meetings on the project with area groups and interested individuals.

The goals, policies and actions in the plan are intended to build upon the previous success of the area while fostering a more inclusive, diverse Central City with a range of opportunities for all members of the community. Core to the plan are the goals of i) increasing employment densities while protecting industrial businesses and creating and preserving living wage jobs; ii) activating the station areas and encouraging affordable housing in and around the Clinton station; iii) encouraging vibrant mixed use corridors along MLK/Grand Avenues; and maintaining and growing essential public services to support employees, residents and visitors to the district. The plan recognizes that these things must be accomplished in concert with the preservation and enhancement of the area's historic and cultural resources, existing neighborhoods, communities and environmental assets.

### **Economic Prosperity and Affordability**

The Central Eastside is experiencing a period of extensive growth and renewal. The district has become attractive to small scale manufacturing, creative services, and new businesses in various industrial design and technology sectors, contributing to substantial job growth over the last decade. Importantly, the Central Eastside was the only Central City district to increase employment during the last recession.

At the same time, the mixed-use corridors of the district and proximity to employment opportunities and Central City amenities, have made the area an attractive location for new apartment development. The zoning for residential uses along these corridors has been in place since the 1980s. The plan is not proposing to expand zoning in the district to allow for additional housing opportunities except in the area around the Clinton Station. Within the Central City, a range of housing options and affordability levels including affordable units are proposed. As part of the Central City 2035 process, new resources and tools are being identified in order to achieve affordability goals.

### **Healthy Connected City**

In late 2015, the new Orange Line will open, connecting the Central Eastside south to Milwaukie and Clackamas County; west to South Waterfront and the emerging Schnitzer Campus of OHSU; and northwest to Portland State University. This, along with the completion of the Portland Streetcar loop will make the Southern Triangle, and district as a whole, far more visible, accessible and attractive for significant new investment over the next decade.

The Central City Concept Plan also articulates a vision for a Green Loop around the entire Central City, circling both sides of the river and providing people of all ages and abilities a way of walking, biking, and strolling on a continuous, safe route. A community amenity such as this would further enhance the Central Eastside as a destination point for recreation, cultural attractions, restaurants, tourism and other amenities that enliven an area and create a sense of place.

With residential and employment growth comes an increased demand for parks, open space, and recreation opportunities to serve the needs of both residents and workers. The area is currently underserved by parks and open space, and additional growth will further exacerbate this problem.

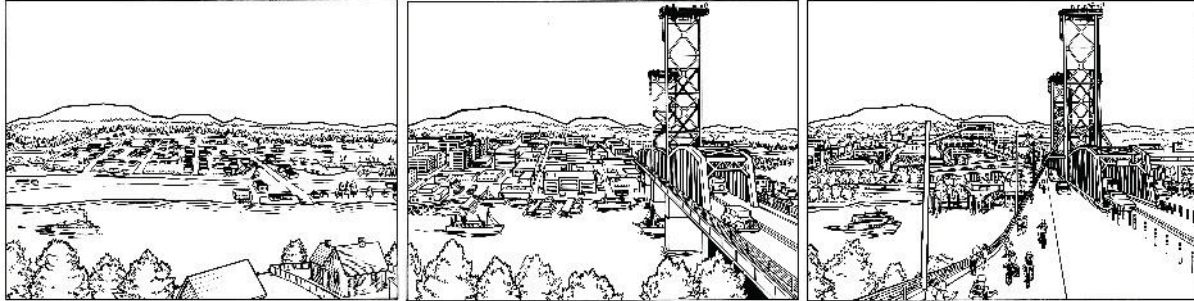
Parks and open spaces provide opportunities for respite, recreation, community gathering, and can also provide important environmental functions. The Willamette riverfront is a primary open space and environmental resource. The provision of such open space amenities, and active and passive recreational opportunities is as important for the health and wellbeing of district employees as it is for residents.

### **Thriving Educated Youth**

The Central Eastside is home to institutions such as Benson High School, Portland Community College's CLIMB Center, Portland Opera, Oregon Museum of Science and Industry (OMSI), and others that have unique roles in educating Portlanders of all age groups. Each strives to improve the region's workforce through programs and partnerships that prepare Portlanders at different education and skill levels for employment. This district also benefits from the physical connections created by the Tilikum Crossing to join Central Eastside industries with west side institutional assets such as Oregon Health Sciences University (OHSU) and Portland State University (PSU). The Central Eastside is well positioned to facilitate the growth of traditional and emerging industries in service to the Innovation Quadrant and encourage venues such as OMSI to showcase the diversity of research, economic development, and educational activities occurring within the quadrant.

# Chapter II: Background

## History and Timeline



Illustrations showing the Hawthorne Bridge area in the 1880s (left), 1930s (center), and today (right).

### Native Americans

For thousands of years prior to the first sustained contact with Europeans and Americans in the early nineteenth century, Chinookan-speaking peoples, including the Clackamas, Cascades and Multnomah, inhabited the lower Columbia basin in the vicinity of the area now known as Portland. Chinookan villages, characterized by large, multi-household plank houses, were located on both sides of the Columbia River and on Sauvie Island near the mouth of the Willamette. Additional villages, resource areas, and trade routes were located along the lower Willamette. The rivers were important for transportation, subsistence and trade.

### Early European American Settlement

The Central Eastside has been an important part of Portland’s economy since the city’s earliest European American settlement. Originally settled in 1845 as part of a 640-acre land claim, the area was once largely planted with orchards and hay. At the time, the east bank of the river was an area that flooded frequently and thus was dominated by marshes, creeks and sloughs. These areas were important habitat for wildlife and fish, in particular ocean-going fish that depend on these areas for resting and feeding. However, these frequently flooded areas also made development near the river’s edge difficult and resulted in streets needing to be built upon an expansive series of trestles. James B. Stephens created the first land plat on the Central Eastside in 1861, following the 200-foot square grid of the west side of Portland.

In 1869 the East-Side Oregon Central Railroad connected the area with Salem, and an industrial economy based on the shipment of agricultural products began to take hold. In 1870 the City of East Portland was incorporated, with the district now known as the Central Eastside at its core, and Grand Avenue as its commercial “main street.” The area (then part of the City of East Portland) was directly connected to the City of Portland when the Morrison Bridge opened in 1887.

The Morrison Bridge — the first to connect the east and west sides of the Willamette River — and the new rail lines to California and eastern states had a significant economic impact on the district and the entire Portland region. Portland was now a center of agricultural trade, and in 1891, the cities of Albina and East Portland were consolidated with the City of Portland, making the city the Pacific Northwest’s biggest port.

By the end of the 19th century the east side was a thriving commercial district, its riverbank lined with double-decker docks that allowed the loading and unloading of ships both in low and high tide. Produce distribution and industrial service businesses lined the railroad tracks and Union Avenue (now Martin Luther King Blvd). Commerce spanned Grand Avenue, and vacant lots throughout the area filled in with a mix of industrial, commercial and residential uses.

## Willamette River

Historically, the Willamette River was a dynamic system with a large floodplain and channel migration zone. In Portland and the Central Eastside, there were wetlands, lakes and side channels. All of the river and riverbanks once provided high quality habitat for fish and wildlife.

In the 1860s, extensive efforts to deepen the Willamette River's shipping channel began. In 1875 a 17-foot channel was established; by the mid-1890s the channel had reached a depth of 23 feet. Today it is maintained at 40 feet. In addition to deepening the river, the floodplain was filled in, the riverbanks steepened and hardened, and docks, pilings and piers added. While all of this supported Portland's maritime trade economy, the loss of shallow water habitat, floodplain and riparian vegetation, along with dams on the Willamette River and impacts to tributary streams, have contributed to the decline of salmon and steelhead runs in the river. The dumping of manmade debris and other waste also caused a decline in river health and habitat.

Combined sewer overflows into the Willamette River were once a significant source of river pollution and was mostly curtailed through a large capital improvement project called the Big Pipe, completed by the City in 2011.

## The Era of the National Highway System



Construction of I-5 and the Morrison Bridge Eastbank Interchange in 1963.



Entering the 20th Century, trucks began to challenge rail and waterborne freight movement, and Central Eastside docks and rail transfer facilities declined. During the 1950s and '60s, these car-oriented changes continued to occur in the Central Eastside, bringing ever greater scale and speed of travel as they sliced through the area. New interstate freeways were built: I-5 north/south along the river; I-84 at the northern edge (in Sullivan's Gulch). New bridges replaced older ones with greater height, width, and the related on and off ramps that shadow parts of the district.

Interstate 5, which opened in 1963, had an especially dramatic effect on the Central Eastside. The Marquam Bridge portion was completed in 1966. The double deck four lane bridge swoops from the southwest to cross the Willamette and continues up the eastside riverbank, elevated over a mile of the Central Eastside.

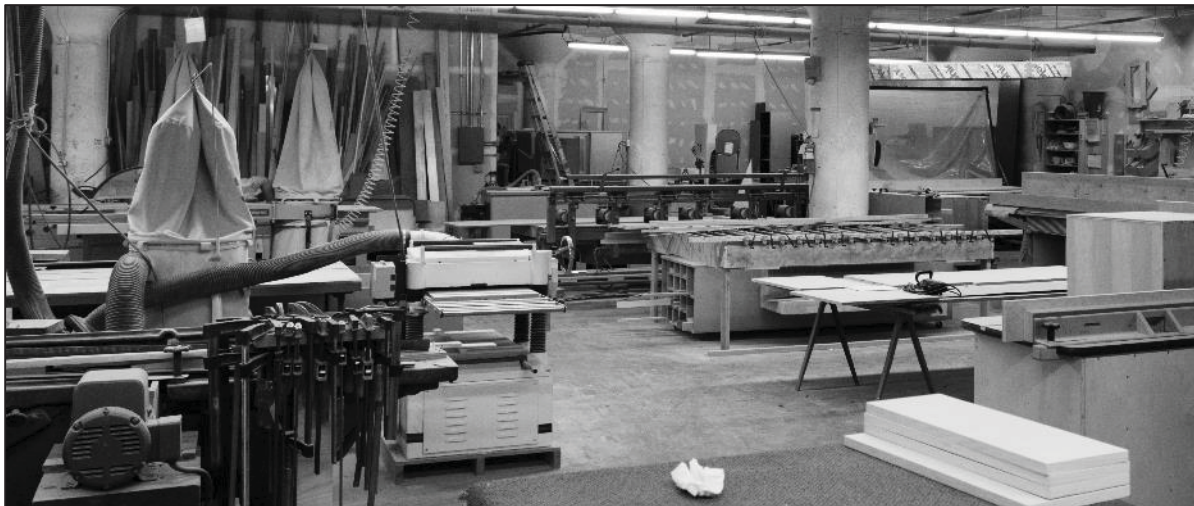
The effects of the automobile era and resulting suburbanization of the Portland region took their toll on many Central Eastside businesses. During the 1960s and 70s, many warehouse and distribution businesses (such as Fred Meyer, Safeway, United Grocers, and Northwest Transfer Distribution) left the Central Eastside. The older multi-story warehouses could not compete with the new single-story warehouses that were constructed in other parts of Portland and in the suburbs.

### An Inner-City Industrial Sanctuary

By the late 1970s the City of Portland partnered with the newly formed Central Eastside Industrial Council to develop economic development strategies to strengthen the health of the area. The City's 1980 Comprehensive Plan established it as one of several Industrial Sanctuaries in the Central City. The Central Eastside Urban Renewal Area was established in 1986 to fund redevelopment projects such as the seven blocks of Produce Row warehouses.

Part of protecting the industrial heritage of the Central Eastside has been to allow slow changes in the area and to maintain the existing industrial businesses. The Central Eastside has welcomed compatible "new economy/new urban industrial" uses, especially creative/design oriented businesses. An example of this special consideration is the employment opportunity subarea (EOS) created in 2006 for several blocks in the heart of the Industrial Sanctuary. The subarea allows more office and retail than is typical for industrial zones. The Central Eastside has over past years been adding new businesses while keeping the old, and provides a mix of uses unique in the Central City and in Portland as a whole.

### Businesses Today



One of many furniture and cabinetry design and construction companies thriving in the Central Eastside.

The slow evolution of the Central Eastside into an industrial area has shaped the urban form we see today. The types of buildings and transportation infrastructure in the district have changed with each successive era to meet the business needs. This evolution is most evident in the area between Water Avenue and Martin Luther King Blvd. Here older buildings that used to house a single produce distribution company now host numerous small scale manufacturing, industrial service and industrial office users.

The number of business sectors co-existing in the district has expanded while the character and types of businesses in the district have not changed significantly. And although some companies such as large-scale manufacturers and distribution companies have relocated to other industrial areas in the city and region for more space or direct access to port facilities, many new businesses find the district's buildings meet their needs.

In addition, the district is now served by a dynamic and growing multi-modal system that includes the return of the streetcar, as well as bus, trucks, freight trains, light rail, bikes, pedestrians and cars. In 2015, new connections will be formed between the Central Eastside and the west side of the river as the Portland Milwaukie light rail and the streetcar loop are completed. There is a desire to see new river transportation in the Central Eastside such as commuter ferry and other river transit. All of these create a unique opportunity to envision how the district will evolve and to determine what influences these transportation improvements will have on the district.

## Planning History

Central Eastside planning history focuses on two major policy themes: economic revitalization and transportation access. A key feature that shaped the Central Eastside is the I-5/Eastbank Freeway. The decision in the mid-20th Century to locate the I-5 Freeway along the east bank of the Willamette River has been both an asset and an issue for the Central Eastside. Public policy makers and the community have had to consider the freeway in land use, economic revitalization, and access issues.

A key planning effort was the Central Eastside Industrial Revitalization Study in 1978. This was a joint effort between the City of Portland and the Central Eastside Industrial Council, which was formally established in 1980 as an effort to identify strategies to revitalize the Central Eastside Industrial District's economy. At that time, the Central Eastside had nearly 11,000 workers and 800 firms, with the highest industrial employment densities at 34 employees per acre (compared to the citywide average of 11 employees per acre in other industrial areas).

At that time, wholesale activities were the dominant economic activity in the district, followed by general manufacturing of food, machinery, and textiles. The Revitalization Study was initiated in response to concerns that:

- Manufacturing firms were leaving the area, and other firms are likely to seek suburban locations;
- The area had extensive traffic and parking constraints, as well as inadequate freeway connections;
- Many buildings in the area were considered obsolete for modern industrial uses.
- Employment in the area was starting to decline;
- There were deficiencies in existing public services (such as streets and sewers); and
- The dominant 200 ft by 200 ft block pattern presented a significant constraint to locating major modern industrial development in the district.

The study was also initiated because: industrially-zoned land was being converted to commercial uses throughout the city; new land being annexed into the City was not likely to remain industrial; and that businesses were either leaving or ignoring Portland as a place to locate due to a significant shortage of developable industrial land.

As a result of the 1978 Revitalization Study, the City of Portland established its citywide Industrial Sanctuary Policy in 1981 to encourage industrial activity by preserving land for manufacturing purposes. The policy was primarily implemented through the City's zoning code (e.g. restrictions on commercial activity and prohibition of housing in industrial zones). The Central Eastside is one of two areas in the Central City that have significant area categorized as industrial sanctuary; the other is Lower Albina.

The Central Eastside Industrial Council (CEIC) contracted with 1000 Friends of Oregon and produced a report, *Central Eastside: Benefactor to Portland's Economy*, in June 1984. The report reinforced the importance of the Central Eastside to the Portland economy and the Industrial Sanctuary Policy to maintain that role. The study concluded that the CEID generated roughly \$500M in gross annual sales and \$15M in taxes.

At the same time, the City of Portland was updating the 1978 Central Eastside Revitalization Study, producing the 1984 Central Eastside Revitalization Program. Following this effort, the City formed the Central Eastside Urban Renewal area in 1986 and included the Central Eastside as part of the 1988 Central City Plan.

During the spring of 1999 the Portland Development Commission (PDC) collaborated with the CEIC to develop strategies to address new employment growth by incorporating “new urban economy” businesses that would complement existing uses in the Central Eastside. The PDC completed the Central Eastside Development Opportunity Strategy (DOS) in April 2002 for the area between the Willamette River, Morrison Bridge, Grand Avenue, and SE Caruthers. The goals were to create broader and denser employment, improve access, add new development and strengthen the character of the area.

In most respects the planning efforts and zoning tools that have focused on the Central Eastside have been a response to the changing character, nature, and need of industrial uses as they were defined during the time each plan was created. These plans have typically addressed the needs of pre-existing industrial sectors, while being mindful that older industrial sectors were evolving to operate differently due to a need to be efficient and competitive.

Meanwhile, these plans recognized that new industries were always emerging, may have additional needs, and could help to support the larger economy of the city. Although each plan may have had a different focus, the one thing they each have had is a primary objective of preserving the Central Eastside as a major employment district with an eye toward preserving the ability of existing and emerging industrial sectors to flourish in a centralized location.

## Central Eastside Plans

The following is a list of the previous planning efforts that have helped shape the Central Eastside.

- Industrial Revitalization Study, 1978 (BOP)
- Central Eastside Industrial District Industrial Access Study, 1979 (BOP)
- Central Eastside Urban Renewal Area Plan, 1986 (PDC)
- Willamette Greenway Plan, 1987 (BOP)
- Central City Plan, 1988 (BOP)
- Central Eastside Transportation Study, 1990 (PBOT and PDC)
- Special Design Guidelines for the Design Zone of the Central Eastside District ,1991 (BOP)
- Design Guidelines: East Portland/Grand Avenue Historic Design Zone, 1994 (BOP)
- Eastbank Riverfront Master Plan, 1994 (PDC and Parks)
- Eastbank at Burnside: Lower Eastside Burnside Redevelopment Plan, 1999 (PDC)
- Vision 2020 Plan, 2001, (Parks)
- Central Eastside Development Opportunity Strategy, 2002 (PDC)
- Central Eastside Industrial Zoning Study, 2003 (PDC)
- Central Eastside Urban Renewal Area Housing Strategy, 2003 (PDC)
- Central Eastside Commercial Corridor Strategy, 2005 (PDC)
- Employment Opportunity Subarea (EOS) overlay, 2005 (BOP)
- Central Eastside Urban Renewal Study, 2006 (PDC and BOP)
- The River Concept, 2006 (BOP)
- Recreational Trail Strategy, 2006 (Parks)
- Central Eastside Urban Renewal Area Plans, 2007 (PDC)
- Central Eastside Industrial District Vision and Strategic Plan, 2008 (CEIC)
- Central Eastside Street Plan, 2009 (PBOT)
- CC2035 River Plan/Central Reach Existing Policies and Conditions, 2011 (BPS)
- Natural Resources Inventory: Riparian Corridors and Wildlife Habitat, 2012 (BPS)
- River Recreation Strategy, 2012 (Office of Healthy Working Rivers and Parks)
- Central Eastside Parking Management Plan, 2012 (PBOT)
- Central City 2035 Concept Plan, 2012 (BPS)

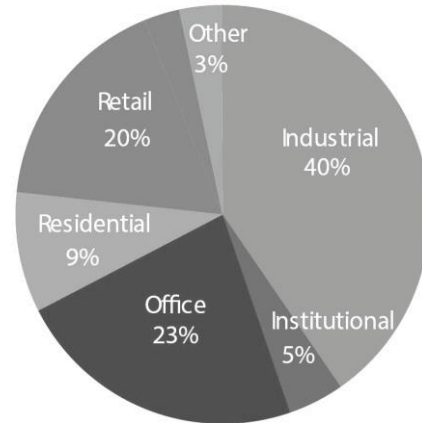
## Existing Conditions

The information provided in this section offers a snapshot of existing conditions in the district and begins to daylight issues and problems being addressed by this plan. Staff have more detailed research on specific topics and produced Bulletins to inform discussions with our stakeholder advisory committee to support policy and action development for this plan. These bulletins can all be found on the project website at <http://www.portlandoregon.gov/bps/62131>.

### Land Uses

The Central Eastside is generally known as being an industrial/employment district; however, the 588 acres that comprise the district contain a broad mix of industrial, office, retail, residential, visitor attraction, and institutional.

**Central Eastside  
Existing Building Uses**



### Zoning Pattern

The Central Eastside has been primarily zoned to serve as an employment district. Thus, the General Industrial zone (IG1), which is focused on light industrial uses, is the most commonly applied zone in the district at 64.8% of the land area. The Central Employment (EX) is the next most common zone with 22.2% of the district being zoned as such. The EX zone allows for taller and denser development than the IG1 zone. These zone also allows a broadest mix of uses of all zones applied in Portland, including residential, commercial office, retail, institutional, as well as light industrial uses. Due to the intensity and diversity of uses allowed by this zone it is currently applied primarily along main street corridors with good access to transit and the regional transportation system. The current zoning map including existing Comprehensive Plan map designations is presented at the end of this section.

Various zones originally intended to incent and in some cases protect industrial and industry supporting employment uses have been adopted for this area. These zones include the General Industrial (IG1) zone, General Employment (EG1 and EG2) zones, Heavy Industrial (IH) and Central Employment (EX) zone. In total, 97.3 percent of the district is zoned for these purposes. The intended character of each of these, as described by the Zoning Code, is summarized below:

**General Industrial (IG1):** The IG1 zone is one of three zones that implement the Industrial Sanctuary map designation and policy of Portland’s Comprehensive Plan (the other two being the IG2 and IH zones). In this zone most industrial uses are allowed while uses that might present potential conflicts with industrial uses are restricted (such as office and retail uses) and others are prohibited (such as residential development). The IG1 zone is intended for areas with small lots within a grid pattern. Approximately 64.8% of the Central Eastside is zoned as IG1 and the zone has been applied districtwide, including in some areas that have larger block sizes (most notably the areas between SE Division and SE Powell).

**General Employment (EG1 and EG2):** The General Employment zones are intended to implement the Mixed Use Employment map designation of Portland’s Comprehensive Plan and allow for a wide range of employment opportunities without potential conflicts from interspersed residential uses. The zones were intended to promote industrial and industrially related land uses and there are provisions associated with both zones to allow residential development only as a conditional use and retail and office uses as a limited and/or conditional use. Approximately 1.9% of the district is zoned EG1 and

3.6% of the district is zoned EG2. Both zones are predominately applied near the new OMSI station area.

**Heavy Industrial (IH):** The IH zone is intended to accommodate a wide range of industrial uses, especially those that may have impacts associated with light, noise, smell, or other characteristics not desirable in a more mixed use environment. Only 4.8% of the district is zoned as IH and all of that exists along the southwest edge of the district around Ross Island Sand and Gravel’s concrete plant.

**Central Employment (EX):** The EX zone is described by the Zoning Code as a mixed-use zone “intended for areas in the center of the City that have predominately industrial type development” and is intended “to allow industrial and commercial uses which need a central location” and residential uses “are allowed, but are not intended to predominate or set development standards for other uses in the area.” Despite this stated intent, the development entitlements associated with the zone have tended to encourage more residential development than any other uses within this zone.

## Employment Opportunity Subarea

In 2006 the Portland City Council adopted the Employment Opportunity Subarea (EOS) over portions of the Central Eastside generally located west of MLK between SE 3rd and Water Avenues. Within this subarea zoning provisions were adopted that provided more flexibility in terms of the maximum amount of retail, and office allowed in the IG1 zone. Most importantly, these regulation were intended to protect existing industrial operations in the district, while providing more flexibility for new emerging industrial sectors seeking “incubator” space to start their businesses in the district.

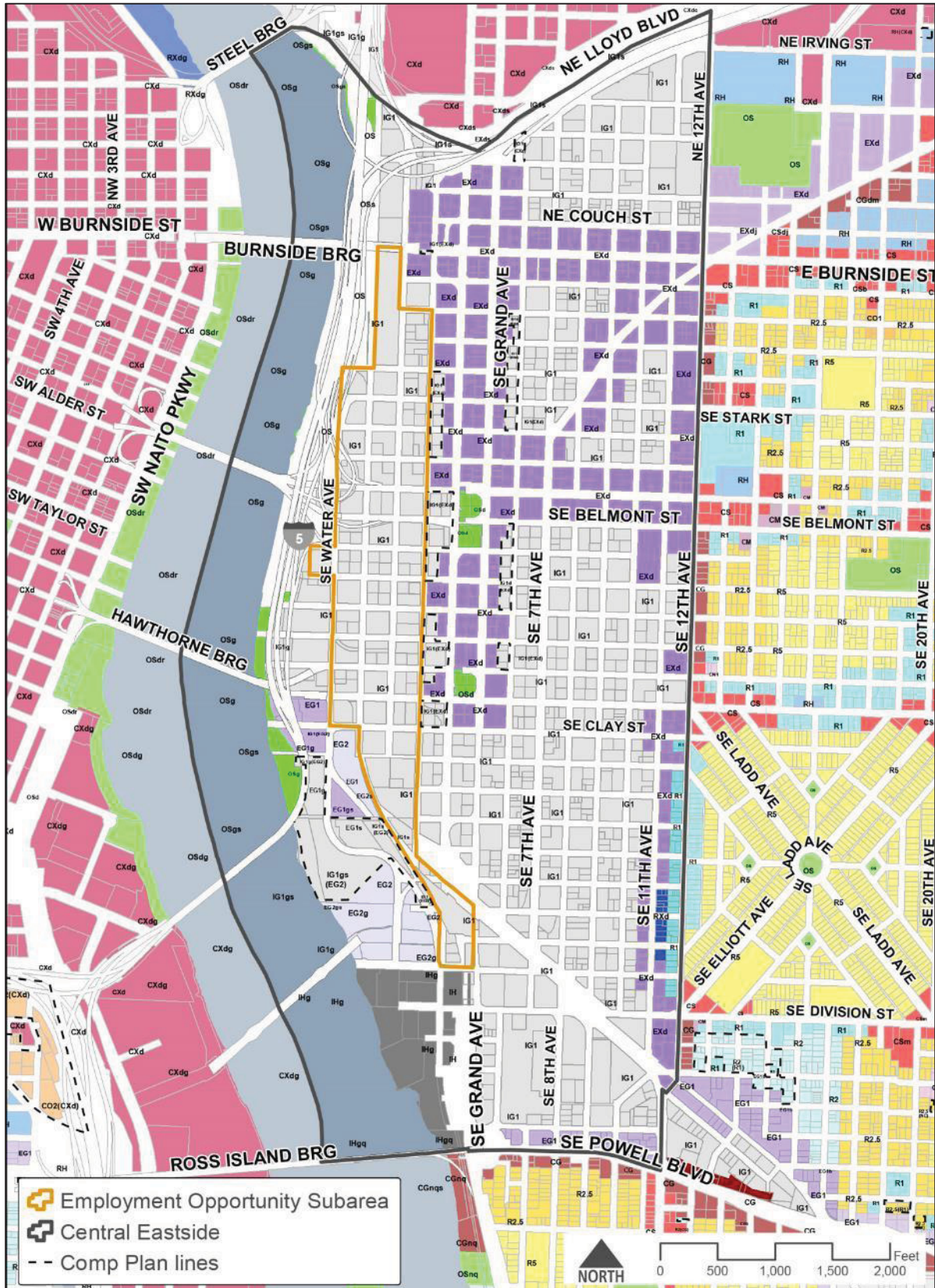
This is done by allowing “industrial office” uses to be located in rehabilitated older multistory industrial buildings that are no longer efficient or desired for the use they were originally intended to house. Although industrial office uses are also allowed to be located in newly constructed buildings within the subarea, these provisions have been very successful at restoring employment to older buildings of a historic character that were previously vacant and awaiting an uncertain future.

The EOS accounts for 48.4 acres, or 13%, of the district’s area, and 19.5% of the total portion of the district zoned as IG1. Key features of the zone include:

- **Industrial Office.** The current provisions allow up to 60,000 square feet of industrial office uses per site, with the ability to develop up to 60,000 square feet as a conditional use. Industrial office uses are defined as those that focus on the development, testing, production, processing, or assembly of goods and products, which may include digital products. Examples of industrial office uses include computer related design and software development, graphic design, telecommunications, data processing, science and technical services, and medical and dental labs.
- **Traditional Office.** Up to 5,000 square feet of traditional office is allowed per site, with the ability to develop up to 60,000 square feet through conditional use process.
- **Retail Sales.** The provisions also allow up to 5,000 square feet of retail uses per site.

Proposed updates to these provisions can be found in Chapters V and VI.

Map II-1: Existing Zoning and Comprehensive Plan Designations for the Central Eastside

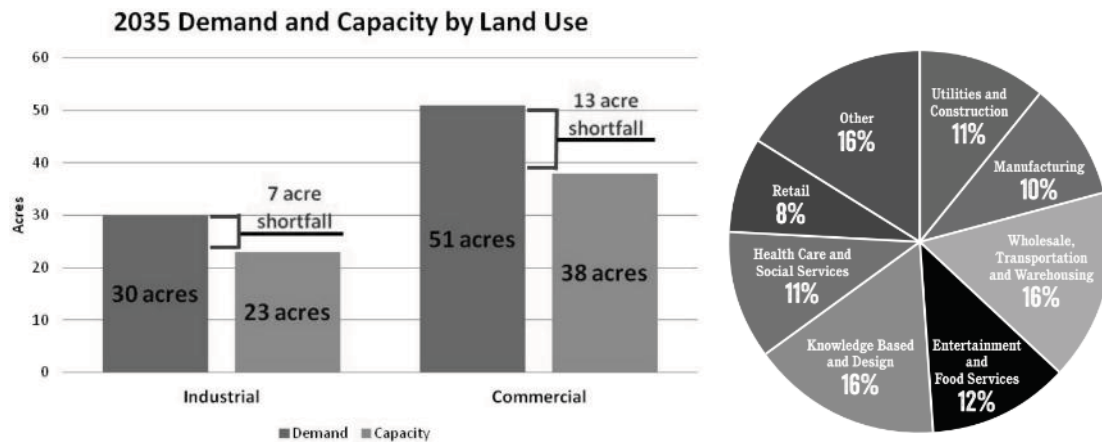


## Economic Conditions and Trends

In 2013 the Central Eastside contained approximately 18,018 jobs. When divided by the tenant type (the type of building or work space these jobs are most likely to be located within) it was found that 7,005 jobs, or 37%, were located in more traditional industrial buildings, 6,569 jobs, or 36%, were in office buildings (traditional and industrial office space). Lastly, 4,443 jobs, or 25%, were located in space developed for retail and food service uses. Analysis of recent employment trends found that employment within some industrial sectors such as manufacturing, transportation and warehousing declined, whereas construction and wholesale trade grew slightly, or held steady and information technologies have experienced significant growth. As employment densities in the district grow the district is also experiencing a growth in retail, food service, and professional services.

This data demonstrates that the CES remains an important center for employment, and much of this success can be attributed to Industrial Sanctuary Policy (ISP) adopted in 1981. The ISP and implementing zoning tools were intended to protect the district primarily for manufacturing purposes; however, because there have been tremendous changes in how industries operate as well as the emergence of entire new industrial sectors in the decades since the ISP was adopted, the ISP and associated zoning tools do not adequately address the needs of industry today, nor do they recognize new industrial sectors that are important to Portland’s economy, but which are restricted from locating within the district.

Employment projections for the CES noted that there will be a need to accommodate the growth of 9,000 jobs by 2035. Further, employment projections combined with an analysis of available land capacity in the Central City, finds that **80 percent of the Central City’s demand for industrial space through 2035 is located within the Central Eastside. However, there is less land available in the district than required to meet projected employment demand**, with a shortfall of 7 acres for industrial land and 13 acres for commercial uses.



Therefore, the policies and zoning tools that protect the CES as an industrial employment district will need to be modified to allow increased employment densities in the district. Expanded utilization of the existing EOS tool, along with modifications in how this tool is applied, would help to increase employment densities while continuing to extend protections already in place.



## Housing and Neighborhoods:

In 2014 approximately 1,465 units were located in the district, as compared to 34,772 units in the Central City as a whole. Most of these units in the Central Eastside are rental units vs. owner occupied units (Table 1). Most of this housing is 50 to 100 years old and precedes the creation of the Industrial Sanctuary Policy. A mix of pre-existing single- and multi-family units can be found in the portions of the district east of SE 6<sup>th</sup> Avenue, with the highest concentrations south of SE Hawthorne within an area that was more residential than industrial until World War II.

Only a handful of housing units were developed in the Central Eastside between 1988 and 2010, the period following adoption of the Central City Plan which resulted in approximately 100 acres being zoned to allow residential uses. At present, there are at least 1,700 new residential units proposed, under construction or recently completed in the district, approximately 50% of which are at the Burnside Bridgehead and surrounding properties and split between the Buckman and Kerns neighborhoods.

Table II-1: Existing Housing Occupancy in the SE Quadrant

Housing Characteristics (2014)	SE Quadrant (including Clinton Triangle)	Central City
	2014	2014
Total Housing Units	1,465	34,772
Owner Occupied Housing Units	10%	21%
Renter Occupied Housing Units	90%	79%

Source: U.S. Census Bureau, Census 2010; ESRI forecasts for 2014

## Neighborhood Associations and Community Services

The Central Eastside has parts of three neighborhoods within its boundaries: Buckman Community Association, Hosford-Abernethy Neighborhood District Association, and Kerns Neighborhood Association. There are a number of social services in the Central Eastside including national organizations such as Volunteers of America, City Team Ministries, and Catholic Charities. Local organizations include Central City Concern, Oregon Commission for the Blind, VOZ Workers Education Project, Potluck in the Park, Insights Teen Parent Program, and the St. Francis Dining Hall. In addition there are select community organizations in the Central Eastside including the Zimbabwe Artists Project, the Lee On Dong Association, Independent Publishing Resources Center, and the Oregon Bus Project.

## Parks, Open Space, Recreation Opportunities, and Green Systems

The Central Eastside was first identified as “park deficient” in the 1988 Central City Plan. There are few public gathering spaces, green spaces or tree canopy cover compared to the rest of the Central City. The key feature in the area is the Eastbank Esplanade that is part of the Willamette Greenway trail system.

The Esplanade is 1.5 miles long, extending north from the Hawthorne Bridge, to the Steel Bridge with connections to eastside neighborhoods as well as across the River to Gov. Tom McCall Waterfront Park. Just outside of the district, facilities such as the future Washington-Monroe site (currently undeveloped but planned as a future community center), Colonel Summers Park, Governor Tom McCall Waterfront Park, Ladd’s Circle and Squares and Buckman Field have ½ mile service areas that extend into the Central Eastside; however, there are areas that remain unserved or underserved by parks, open space, and recreation opportunities. The strategies for this district will need to serve multiple functions for multiple users given the growing employment and residential densities in the district and the anticipated increased need for recreational opportunities.

There is little green infrastructure within the Central Eastside district, but there is growing interest in developing green infrastructure and systems to help reduce parks, open space, and recreation opportunities deficiencies and heat island effects and improve stormwater management systems. This is a priority in areas of the district where the combined sewer/stormwater system lacks capacity to handle all stormwater runoff. A number of green infrastructure features help meet the SWMM requirements including, but not limited to street trees, bioswales, surface infiltration systems, ecoroofs, green walls, and various forms of landscaping.

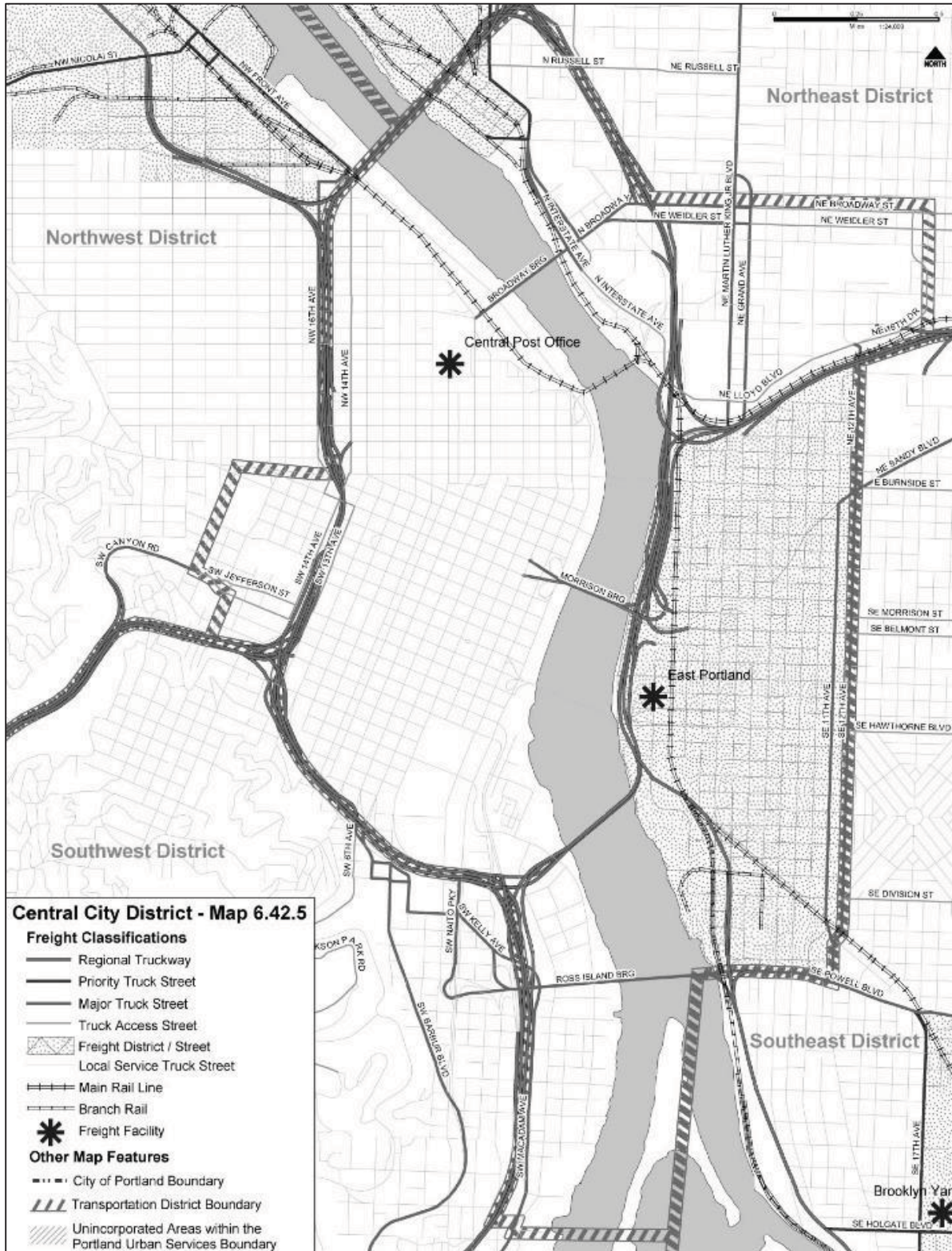
## Transportation



Trucks loading and unloading at the Pacific Coast Fruit location on 2nd Ave adjacent to a mixed use tower being constructed across the street and the Eastside Exchange industrial office building.

The City’s Transportation System Plan (TSP) defines the Central Eastside as a “Freight District” meaning the transportation system supporting the district is intended to provide for safe and convenient truck mobility and access to industrial businesses and allow for high levels of truck traffic and to accommodate the needs of intermodal freight movement. The TSP further notes that Freight Streets should be designed to facilitate the movement of all truck types and over-dimensional loads, as practicable.

Map II-2: Current Transportation System Plan Freight Hierarchy for the Central City Plan District



The current freight street hierarchy map for the Central City Plan District in the Transportation System Plan. Within the Central Eastside Industrial District, the TSP makes no distinction between streets with functions as different as Grand/MLK (Highway 99) and SE Salmon Street.

This guidance is very helpful in developing and locating newer industrial areas, especially those located in more suburban locations dominated by large parcels with better access to regional transportation and port facilities. However, because the Central Eastside is located in the center of the Portland metropolitan region, is directly between inner eastside neighborhoods where many people live and the Central Business District where many people work, and was platted and developed mainly as a 200 ft by 200 ft grid pattern in the late 1800's, there are many unique challenges to managing this area and any other freight district in the city.

This classification also assumes that all streets serve the same function within the district. It does not recognize the various operational characteristics streets have, or their role in the larger network. MLK and Grand, Sandy Blvd, and Water Ave are important to freight movement through the district and through the region, connecting trucks to I-84, I-5, Highway 99 and Highway 26. Today, these streets have the same “Freight District Street” functional classification in the Transportation System Plan as streets such as Salmon, Mill and Ankeny which mostly serve the freight needs of local businesses.

There are several areas within the district that see traffic congestion during peak travel times. In particular, crossing MLK/Grand can be problematic for trucks, automobiles, cyclists, and pedestrians alike. One primary cause is the conflict between “through traffic”, vehicles passing straight through an intersection, and those vehicles trying to make a left turn. In some cases, only one vehicle can make a left turn during a signal cycle due to the number of vehicles heading through the intersection in the opposite direction. Exacerbating the problem is the Central Eastside’s relatively small block size, which provides minimal storage space for left turning vehicles. This frequently happens both at Clay St and Stark St. Traffic from the west has limited options to cross MLK/Grand, as there are only three traffic signals (the third is at Taylor).



Common rush hour conditions on MLK looking south.

Exacerbating these problems is insufficient signage and basic wayfinding that creates unnecessary circulation conflicts within the district. This includes inadequate signage for visitors making their way to the district’s attractions as well as signage that helps reduce bicycle and freight conflicts.

In the Central Eastside, the lack of available parking has become a major issue. Many buildings in the Central Eastside were built prior to the automobile age, and those that were built since have minimal parking. Many of these buildings are being converted to smaller manufacturing and industrial office spaces, resulting in more employees but not more parking. Some businesses have more parking than they need, while others have none at all. The Zoning Code currently prohibits shared parking between landowners and businesses in the Central Eastside. This policy was instituted decades ago when it was common for people to park in the Central Eastside cross the bridges to the Central Business District.

The on-street parking problem is largely a result of limited off-street parking. Businesses with little or no off-street parking are forced to have their employees use on-street parking that would normally be available for customers. In the Central Eastside, on-street parking is regulated through the Zone G permit program and managed by the Central Eastside Industrial Council's Transportation and Parking Advisory Committee (TPAC). The TPAC issues parking permits throughout the district. Facing to pressure to provide parking passes for all employees, the TPAC issued nearly twice as many permits in 2013-2014 as there were spaces. The only other permit zone to reach this level of saturation is in Northwest Portland. With more development expected throughout the district, there is an urgent need to make more efficient use of the parking supply in the district.

The Central Eastside is also at the center of citywide system of bikeways that bring people to and through the district to work and to activities in the Central City. The Kerns, Buckman and Hosford-Abernethy neighborhoods that comprise the district have bicycle commute rates as high as 22% according to the 2013 American Community Survey conducted by the US Census Bureau. Every weekday between 5,000 (winter) and 10,000 (summer) people cross the Hawthorne Bridge on bicycles into or out of the district. The number of cars, freight trucks and bicycles traveling on Central Eastside streets is growing primarily as a result of the regional growth surrounding it, but also business and residential development is beginning to increase local traffic. The result is increased conflicts. For example, as trucks load or unload goods, they often block through access on streets busy with cars and bikes who may dart into oncoming traffic to get around the trucks creating safety concerns.

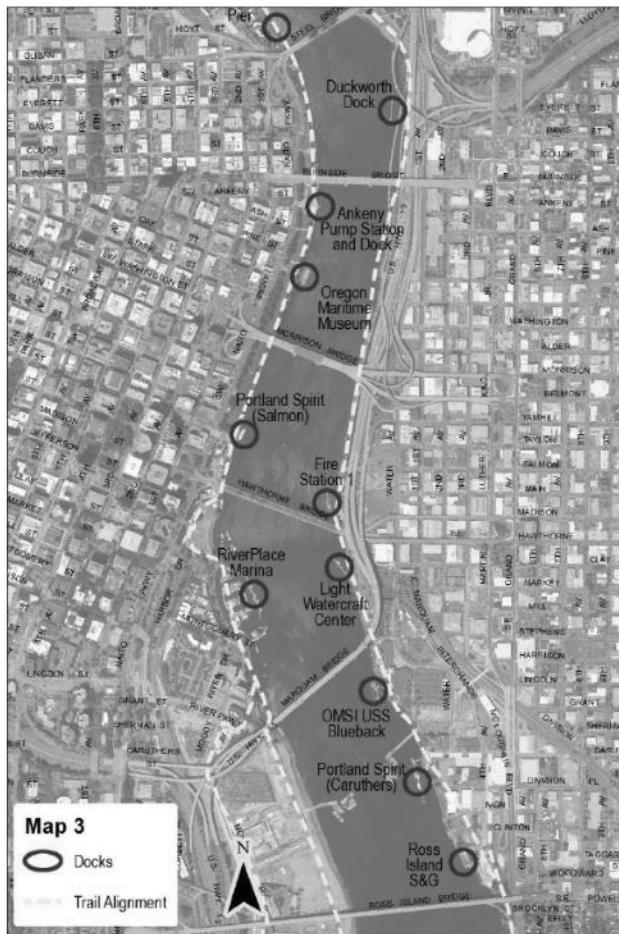


A family walks away from the OMSI area along SE Water Ave next to a cyclist.

The district is increasingly a hub of the regional public transportation systems. The new Central Loop streetcar line connects the Central Eastside to the Lloyd District currently, and will soon connect to South Waterfront and Downtown when the Tilikum Crossing bridge is completed. The bridge completion will also coincide with the opening of the new Portland-Milwaukie Light Rail line, connecting the district to the regional rail system. These systems add to the existing regional bus system that permeates the district and will soon be expanded through the new Powell-Division system, likely to result in a bus rapid transit line between the Tilikum Crossing and Gresham.

Finally, water-based transportation to and within the Central City remains underdeveloped. A handful of docks provide public access for small watercraft, kayaks, and other leisure boats, but these docks are aging and were not constructed for long-term use. The concept of a regional river transportation, though articulated in the 1988 Central City Plan, and studied numerous times over the last three decades, remains unrealized. The services called out in past reports include “water taxi” service and “regional ferry” service. From an operational perspective, these are very different concepts, with a water taxi service providing a local circulator function similar to the streetcar, while a regional ferry would be targeted toward commuters similar to light rail. However, there remains interest in both services especially as riverfront districts and attractions in the Central City are emerging, and new riverfront districts in regional cities such as Vancouver, Lake Oswego and Oregon City.

## Willamette River



The Willamette River and its adjacent riverfront are a significant asset in the Central Eastside. There are amenities like the Eastbank Esplanade and docks for public use. However, there are also existing conditions, such as hardened and steep riverbanks, that provide limited habitat but offer opportunities for improvement. Below is a snapshot riverfront conditions.

The Willamette River is the only route fish can take between tributary streams to the Columbia River and Pacific Ocean. Shallow water habitat and riparian vegetation is critically important to juvenile (baby) fish as they migrate because these small fish need to escape the swift flows of the river, and rest and feed before moving on downstream. In the Central City there are very few remaining shallow water habitats and the few remaining habitats are constrained and degraded. Important remaining habitat areas in the Central Eastside are found near Duckworth Dock (I-5/I-84 Interchange), some places along the Eastbank Esplanade and Eastbank Crescent/Holman Dock. The river and its banks, the remaining floodplain and riparian vegetation also support over 200 species of birds and wildlife that live or migrate through Portland each year.

There is a mix of land uses in the Central Eastside riverfront area: industrial, commercial, institutional, open space and infrastructure. A number of these use the river directly such as Ross Island Sand and Gravel, Portland Spirit and Fire Station 21; while others like OMSI have a strong relationship to the river. Due to the location of Interstate 5, connections between the riverbank and upland areas are very limited. The recently completed Clay Street improvements created a safe and attractive bicycle and pedestrian east-west connection between residential and employment areas and the riverfront. Salmon Street is another opportunity for a connection to the Eastbank Esplanade. These improved connections are not only important for human access, but also provide stormwater management, help reduce air temperatures and provide a vegetated corridor that connects habitat areas.

The Willamette River is the largest natural resource feature and recreational asset in the Central City. There is 25-foot Greenway setback from the river that is intended to protect the riverbank and allow space for public access and enjoyment of the Greenway trail and river. In the Central Eastside most of the Greenway trail has been developed. Gaps exist at the southern end of the greenway corridor near OMSI, by the Portland Spirit and southward to Ross Island Sand and Gravel.

Riverfront open spaces are some of the few existing open spaces and active recreation opportunities in the Central Eastside. While the trail and esplanade are widely used, some spaces like Madison Plaza are underutilized and in this case impacted by freeway and bridge noise.

Five of the 11 existing boat mooring locations in the Central City are located in the Central Eastside. The publicly owned and at least partially accessible ones are the Duckworth Dock, the Madison Dock and the Holman Dock. Additionally, there are privately owned docks by OMSI, the Portland Spirit and Ross Island Sand and Gravel. The adopted trail alignment and docks is shown on the map above. As the demand for boating increases in the Central City negative impacts to fish and wildlife habitat in the Ross Island area by boats traveling to and mooring at Holgate Channel and the Ross Island lagoon is of concern.

Swimming in the river is becoming a more popular recreational activity with recent improvements to water quality in the Willamette River. The City of Portland does not currently have a program dedicated to swimming in the river and no official swimming sites are designated in the Central City. There are several areas where people swim at their own risk including off of Holman and Madison docks and under the Hawthorne Bridge in the Central Eastside.

Some fishing occurs off docks in the Central Reach. The Duckworth Dock in the Central Eastside was a popular fishing location until it was recently closed. There is a health advisory for eating fish caught in the North Reach of the Willamette River; the advisory does not extend to the Central Reach.



The Eastbank Esplanade provides many opportunities to view the river, but few ways to get down to the waterfront and few places where habitat has been enhanced.

# Chapter III: The Plan

This chapter describes how public involvement shaped the plan and includes key strategies developed to address the goals and priorities identified through public input. Policies and actions for each proposal can be found in the chapters that follow. Urban design principles at the end of this chapter blend the land use and transportation approaches together with aspirations for the future of the district.

## Planning Process

Plans are only as strong as the public involvement processes that create them. Beginning with station area planning work in the summer of 2013, the process later transitioned into a much broader effort to engage district-wide stakeholders later that fall, continuing into spring 2015.

A Stakeholder Advisory Committee (SAC) of 30 representatives was established to help advise bureau staff on the development of the plan. Many of these representatives also participated in a Policy Working Group that guided the development of the goals, priorities and actions presented in Chapters IV, V and VI of this plan. Additionally, a series of design charrettes, open houses, community walks, building tours, business forums, and Transportation Working Group meetings were held to provide members of the general public with opportunities to provide feedback, helping shape the plan. Staff and members of the SAC also participated in a number of presentations before neighborhood associations, the Central Eastside Industrial Council, and Portland Business Alliance.

The SE Quadrant is a unique part of the Central City and required a unique approach, different from that utilized by previous quadrant planning efforts. The Central Eastside is intended to be preserved for a diverse mix of industrial employment, while also facilitating the growth of high-density mix-use corridors and station areas, the plan must balance the needs of these two very different land use directions. At the same time, the district is located in the center of the Portland metropolitan region. Central Eastside streets must support those traveling to work and home in the district as well as those traveling through the district from where they live to where they work. As a result, developing the SE Quadrant Plan has been as much about managing future growth as it was addressing current conditions.

Staff started by working with the SAC in small and large group discussions and holding charrettes, open houses, and working group meetings to identify project goals, priorities and concerns, and developing early concepts to address them. Data and projections about future demands on the district were incorporated to refine these proposals into bulletins that were reviewed and improved upon through SAC discussion at a series of six meetings from September 2014 through February 2015. Bulletins covered land use, transportation, parks and open space, green systems, urban design and the Willamette River and riverfront. Discussion of the bulletins further informed the staff proposals in this plan.





## Project Goals and How the Plan Addresses Them

The Stakeholder Advisory Committee and other stakeholder input resulted in the set of goals for the SE Quadrant Plan presented below. For ease of reference, the policies and actions that address them are also included.

**Expand Employment Opportunities:** Increase the density of employment in the district by 9,000 jobs by the year 2035 through protecting established industrial sectors, expanding the diversity of industrial uses allowed in the Central Eastside, and maximizing the potential of mixed-use corridors and emerging station areas. Manage and monitor potential impacts of increased employment densities. This goal is addressed in the following ways:

- Maintain the industrial sanctuary (pg. V-4) and establish an Industrial Ground Floor bonus that incentivizes the creation of new traditional industrial space in new building projects (pg. V-6).
- Increase employment densities by expanding EOS throughout the district. Better define the Industrial Office use category in the Zoning Code (pg. V-6).
- Convert the new MAX light rail station areas to Commercial Employment (EXd) zoning (pg. V-6).
- Establish Central Citywide ground floor design standards (pg. V-6).

**Protect Industrial Businesses from Incompatible Uses:** Manage conflicts between uses and impacts that could minimize the ability for district businesses to thrive. This goal is addressed in the following ways:

- Establish an industrial disclosure statement for those moving into the district (pg. V-7).
- Create building design standards for transition areas between industrial and mixed-use zones (pg. V-15).

**Foster Safe and Vibrant Station Areas:** Support the creation of safe, attractive, and vibrant station areas with higher density development that includes new employment opportunities and uses that serve employees and visitors of the district. This goal is addressed in the following ways:

- Convert the new MAX light rail station areas to Commercial Employment (EXd) zoning (pg. V-6).
- Establish Central Citywide ground floor design guidelines (pg. V-6).
- Update the Central Eastside Design Zone Guidelines and add guidance for the new MAX light rail station areas (pg. V-19).

**Create a Regional Waterfront Destination:** Focus on creating a vibrant riverfront destination that includes improved habitat as well as attractors for people such as park, beaches, retail, river transportation, and visitor-serving amenities. This goal is addressed in the following ways:

- Amend the Zoning Code to allow desired riverfront uses (pg. V-19 and V-22)
- Work with OMSI and other riverfront property owners to facilitate parks, open space, recreation opportunities and habitat improvement plans (pg. V-22).
- Better utilize existing docks and waterfront facilities (pg. V-22).
- Support economic activity along the waterfront including riverfront retail and recreation opportunities (pg. V-7 and V-23).
- Support east-west connectivity to the river for bicycles and pedestrians (pg. V-15).

## Stakeholder Priorities and How the Plan Addresses Them

The City engaged members of the SAC, property owners, and other members of the public with an interest in the Central Eastside through meetings, charrettes, and walking tours and identified the following key issues impacting the district today that need to be addressed in the SE Quadrant Plan. These issues are listed below along with the policies that address them.

1. **Expand Industrial Protections.** Protect the ability for industrial businesses to operate and invest by ensuring that new residential and industrial office development does not have the ability to file actionable complaints regarding noise, fumes, light, hours of operation, truck traffic, or other aspects of industrial operations that are conducted in a lawful manner under city code.
  - Establish an industrial disclosure statement and require those moving into the district to read and sign it (Action RC12, pg. V-7).
2. **Maintain Parking Supply and Management.** Better manage the limited supply of on- and off-street parking with a focus on supporting customer and employee parking demand, while encouraging residential development to provide its own parking or facilitate increased access to non-auto modes of transportation.
  - Amend the Parking Code to allow businesses to share off-street parking, opening up 3,000-4,000 currently underused parking spaces (Action T1, pg. V-13).
  - Continue to work with the Central Eastside Industrial Council Transportation and Parking Advisory Council (TPAC) on managing the parking permit system for the district.
3. **Enhance Freight Mobility.** Enhance the ability of freight to serve district businesses by providing prioritized routes and infrastructure that enhances truck circulation and loading operations, and minimizes conflicts with active transportation modes such as bicycles.
  - Increase the classification of the most important freight routes from Freight District Street to Major Truck Street or Priority Truck Street in the Transportation System Plan (Action T21, pg. V-15).
  - Convert key east-west freight routes to one-way streets and provide signals to make it easier to cross MLK and Grand (multiple actions, pg. V-14).
  - Remove left turns onto MLK to reduce westbound backups at key intersections (Action T22, pg. V-15).
  - Add new protected left turns for Powell Blvd. into the district at intersections between Milwaukie and the Ross Island Bridge (Action T8, pg. V-14).
4. **Balance the Needs of Multi-Modal Transportation.** Support the growth of multimodal transportation options (pedestrians, cyclists, transit users, and carpoolers) through infrastructure that supports and encourages the use of these modes and reduces single-occupancy vehicle use. Provide safe and easily identifiable routes that accommodate local freight service but prioritize and promote active transportation options.
  - Enhance east-west bike routes and pursue the Green Loop to provide a bicycle and pedestrian friendly north-south route that separates bikes from freight users (multiple actions, pg. V-13).
  - Improve signage and wayfinding throughout the district to orient pedestrians, cyclists, autos and freight to the best routes through the district and to specific destinations to reduce

conflicts and make movements more efficient (Action T23, pg. V-15).

- Establish safe, active and well-utilized streetcar and MAX station areas (Action UD1, pg. V-18).
- Build new pedestrian and bicycle bridges over I-84, and the rail and MAX rail lines (multiple actions, pg. V-15).

**5. Pursue the Innovation Quadrant.** Support the unique opportunity that exists to build off the growing momentum in South Waterfront associated with OHSU's and PSU's new partnerships and the potential embedded in the \$1 billion Knight Cancer Research Challenge.

- Encourage redevelopment in the Southern Triangle and promote bioscience and high technology sectors in the Central Eastside (Policy 5, pg. V-4).
- Apply mixed use (EXd) zoning to the OMSI Station area (Action RC3, pg. V-6).
- Apply EOS to IG1 zoned properties the Southern Triangle (Action RC5, pg. V-6).

**6. Activate the Mixed-Use Corridors.** Utilize the existing development potential along main street corridors already zoned for high-density, mixed-use development, such as East Burnside, SE Morrison, and SE Belmont. Emphasize MLK/Grand Corridor as the premier mixed-use spine of the Central Eastside.

- Enhance the MLK and Grand corridors with increased tree canopy to cultivate a more livable pedestrian environment (multiple actions, pg. V-24).
- Increase the employment opportunities along major corridors zoned IG1 by expanding EOS within these areas (Action RC5, pg. V-6).
- Explore the potential opportunities for spaces along historic main streets under the viaducts (Policy 9, pg. V-17).

**7. Enhance the Livability of the District.** Support quality of life and positive health outcomes by increasing the variety of public amenities in the Central Eastside that will enhance its livability for new and existing businesses, residents, and visitors.

- Pursue opportunities to provide a variety of open space and recreational experiences for workers, residents, and visitors in the Central Eastside, focusing in high density locations. Expand the definition of open spaces to include a multitude of context-specific options (multiple policies and actions starting on pg. V-17).
- Increase the opportunities for active recreation in the district through parks and open spaces, connections to the river and, and the Green Loop (multiple actions, pg. V-19).
- Where possible, increase the amount of tree canopy and green infrastructure to help alleviate the effects of Heat Island and combined sewer backup risk in the district (multiple actions starting on pg. V-24).
- Work with property owners to establish publicly accessible parks, open space, and recreation opportunities including activating the space under I-5 (multiple actions, pg. V-19).

## Land Use Strategies

The Central Eastside is the largest of the Central City’s ten districts. Although the area is known largely as an industrial district, with 75 percent of the district zoned specifically for industrial employment, the reality is that 40 percent of the district is used for industrial operations. This is due to numerous housing, retail, office, institutional, and community service uses that exist throughout the industrially zoned portions of the district.

The district’s dominant zone designation, General Industrial 1 (IG1), has long allowed a minimum amount of office and retail uses by right, with the ability to earn substantially more floor area through conditional use procedures. These conditions and zoning allowances have been slowly reshaping the district for the last 25 years.

The following overarching land use objectives are proposed for the Central Eastside. Proposed zoning changes are summarized on the map that follows.

**Industrial Lands.** Maintain the viability of industrially zoned lands in the Central Eastside as a place where existing operations are protected from non-compatible land uses, where industrial operators can feel secure about investing in their businesses, and where all industrial sectors as well as those yet to emerge find a place to operate. The plan includes a new ground floor industrial bonus to incent the inclusion of traditional manufacturing spaces into redevelopment projects in a part of the district some refer to as the “industrial heartland” or “industrial core”.

**Managing Growth.** The plan proposes a delicate balance between protecting existing industrial uses, while extending these protections to new emerging industrial sectors and businesses, and encouraging higher density mixed use development in the portions of the district best served by transit and active transportation. In the end this plan proposes a modest amount of growth district wide, while promoting a higher degree of change in areas where existing industrial uses are either not located or are not the dominant land use pattern. The plan seeks to accomplish this by adding the employment opportunity subarea (EOS) to IG1 zoned areas North of Davis St, in the Southern Triangle, and along key corridors.

**Station Areas.** Establish active and safe station areas with higher-density employment and support transit ridership. Station areas should have a mix of uses, including industrial, commercial office, retail, community service, and institutional uses, and buildings that activate the station areas and accessways to and from the station with vibrant ground floor uses. Publicly accessible parks, open space, and recreation opportunities and strong connections to adjacent areas and attractions near each station will be a key feature of these station areas. The plan proposes mixed use (EXd) zoning and allows for residential development at the Clinton Station area. More details can be found in the Urban Design Principles at the end of this chapter and in the chapters that follow.



With five regional destinations and counting, the OMSI Station Area will be a regional cultural center. Examples for this station include Denver's Colorado Convention Center (left) and Vancouver's Granville Island (right) where an active waterfront and industrial uses coexist with attractions and transportation infrastructure.



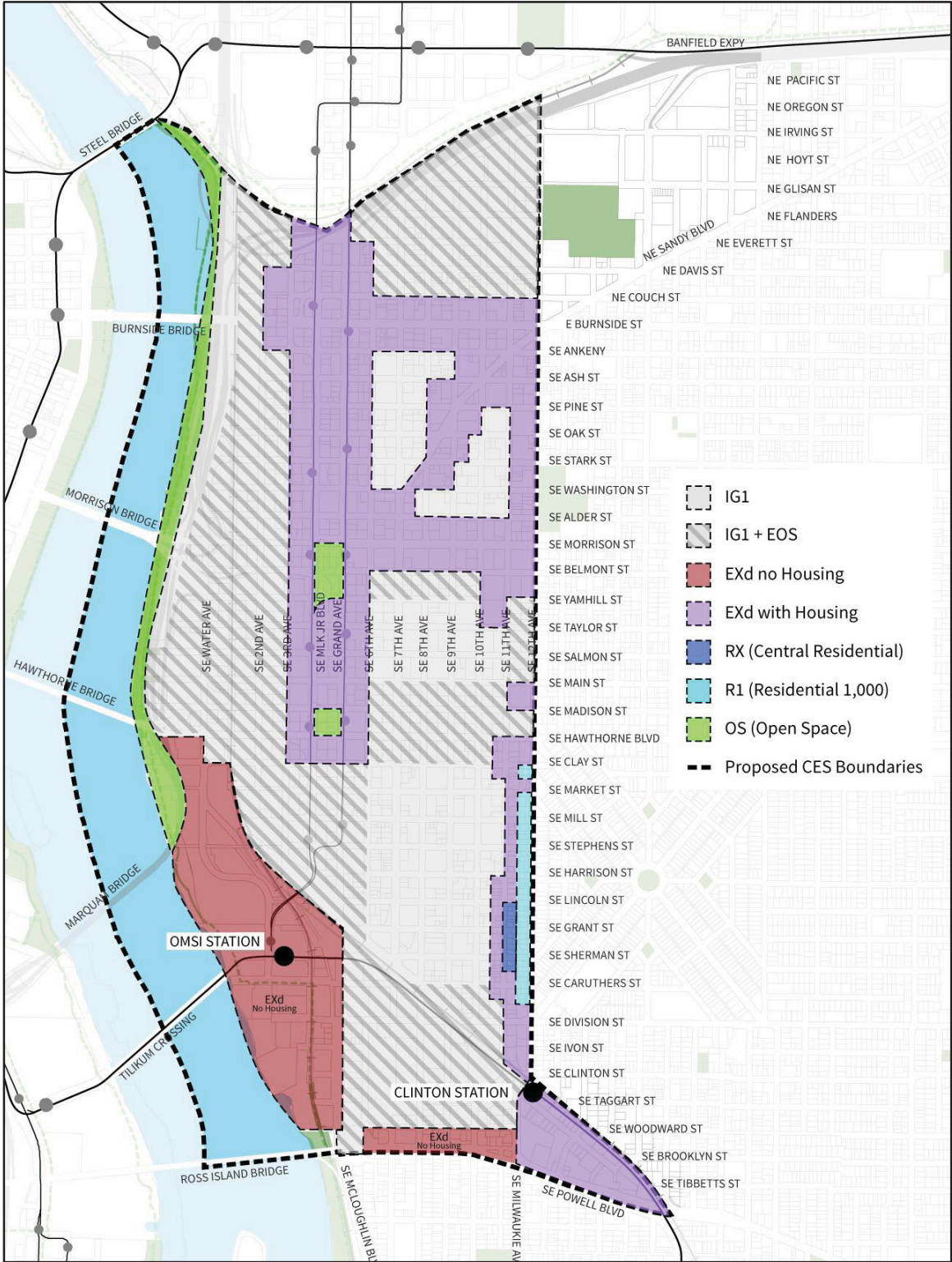
Development at the Clinton Station is likely to include mixed use employment and residential buildings (left) and may include amenities for the surrounding residential areas such as a community center (right).

**Main Street Corridors.** Incent the most intense and dense mix of uses and development along main street corridors such as MLK/Grand, SE Morrison and Belmont, and East Burnside. Utilize the full building potential of these areas to provide a mix of services and housing that can support the rest of the district. Ensure that mixed-use development along the interface with industrially zoned areas is designed and developed to minimize conflicts between often non-compatible uses and to not cause adverse impacts to industrial businesses in the district. More details can be found in the Urban Design Principles at the end of this chapter and in the chapters that follow.

**Riverfront.** Establish a new riverfront district that builds off of existing assets such as OMSI, Portland Spirit, and the Eastbank Esplanade, by expanding services and attractions provided at these and other riverfront sites, including new river-dependent and river-related commercial activities and visitor attractions. Develop a riverfront that reduces or mitigates risks associated with climate change, and protects and enhances shallow water habitat. And, support increased river transportation and active use of the river for a diverse mix of uses, in some cases by adding new infrastructure, such as docks and trails, but while also reducing and mitigating impacts between different uses and activities. More details can be found in the Willamette River strategies section in this chapter and in those that follow.

More background on this topic can be found in Bulletin 3 and related handout online at: <https://www.portlandoregon.gov/bps/article/516188> and <https://www.portlandoregon.gov/bps/article/516189>.

Map III-1: Land Use Proposals



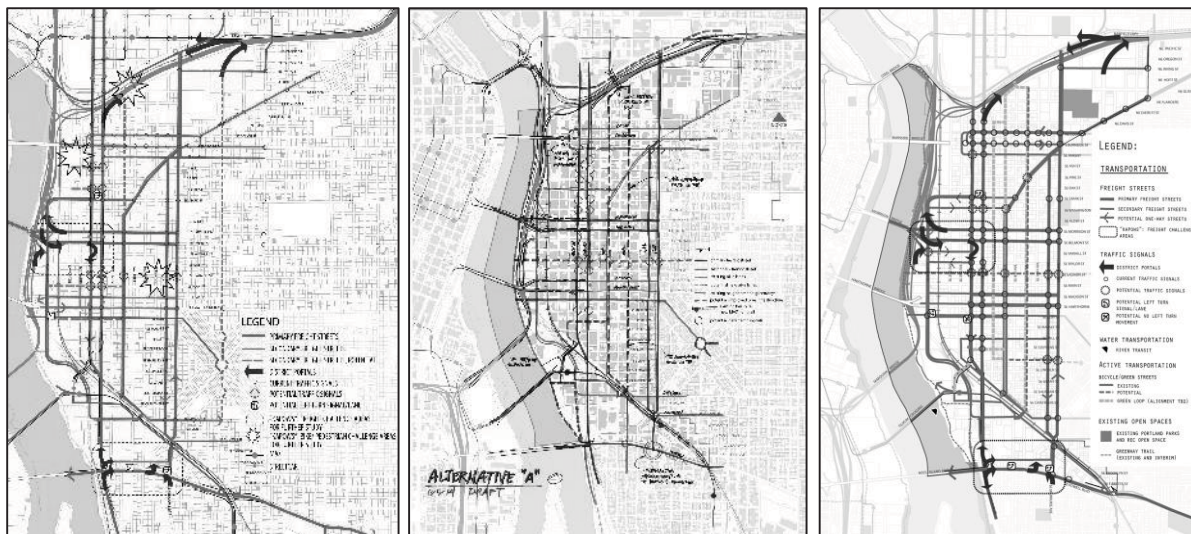
This map shows the land use proposals for the SE Quadrant area. Nearly all existing IG1 zoning is retained, and receives additional flexibility for new industrial uses.

## Transportation Strategies

Concepts developed at the SAC and Transportation Working Group meetings were presented and discussed at the June 2014 design charrette. This resulted in the further refinement of concepts. The Transportation Working Group summary map became two transportation alternatives. Further analysis and discussion resulted in staff proposals processed by the SAC at meetings in November 2014 and February 2015. This iterative process allowed for multiple rounds of input and captured a diverse range of ideas and views.

Early in the planning process, the SAC was offered the opportunity to join the Transportation Working Group – a sub-committee of the SAC focusing on transportation issues. Three well-attended meetings were held, the first focusing on parking, the second on freight and auto circulation, and the third on bicycle and pedestrian circulation. It became clear that focusing pedestrian and bicycle amenities along specific corridors could benefit these users as well as freight movement by providing different routes that better serve the different modes. Research shows that current parking needs and projected growth may be accommodated through more efficient use of existing space. Staff proposals summarized below and detailed in the chapters that follow seek to create a predictable environment.

### Maps III-2-4: Developing the Transportation Proposals through Maps



At the June 2014 charrette, the Transportation Working Group map (left) was refined into two transportation alternatives (Alternative A is shown center). Traffic modeling and other analyses informed the creation of a proposed improvements map (right) presented to the SAC at the November 2014 meeting. Further input at the November 2014 and February 2015 SAC meetings informed the creation of the proposals in this plan.

## Parking Strategies

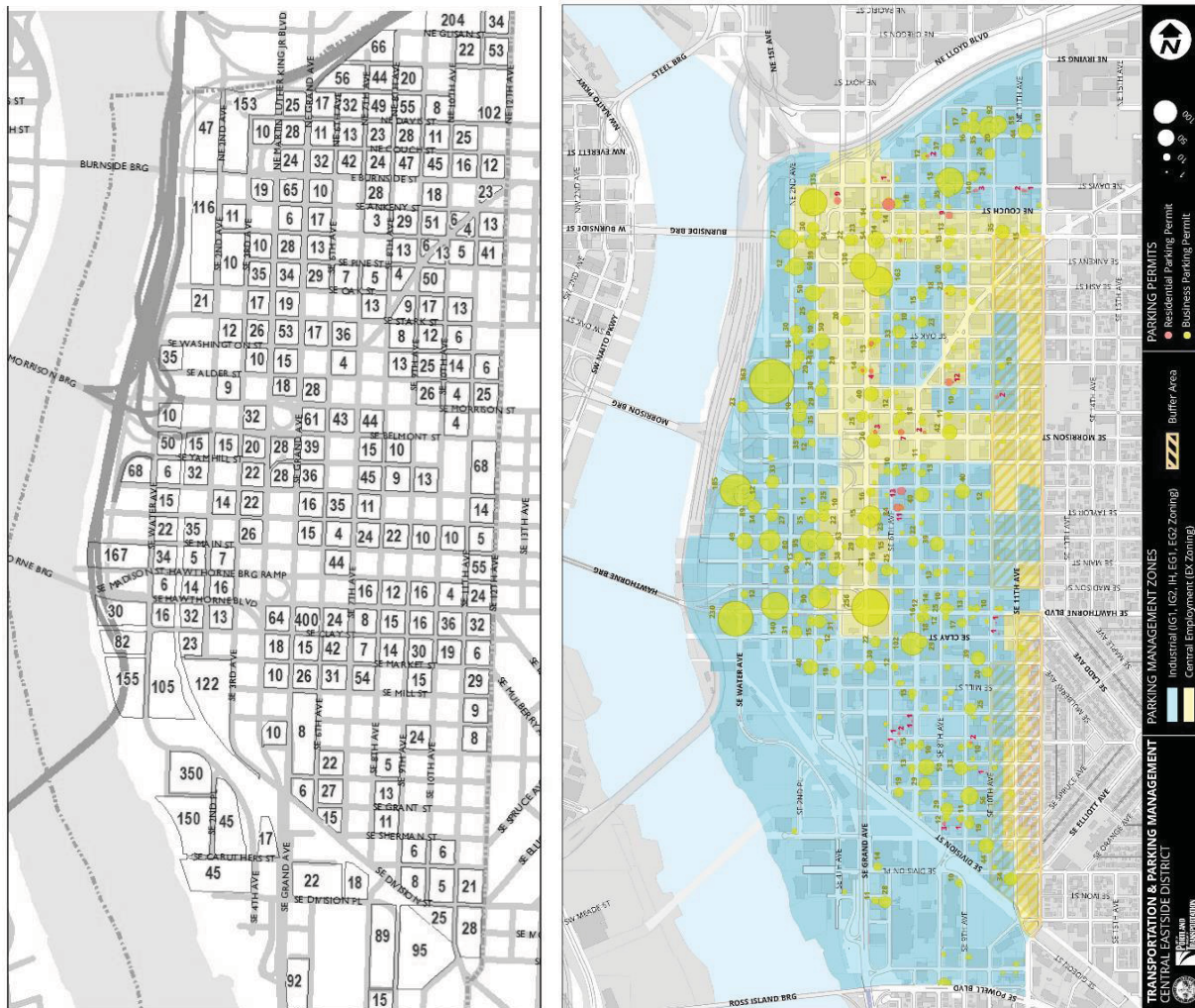
Existing policies and conditions in the Central Eastside have resulted in an inefficient use of parking. On-street parking is heavily utilized, whereas off-street parking is significantly underutilized. For instance, a fall 2014 survey of parking occupancy identified that 100% percent of on-street spaces are being utilized at peak hours, while only 60% of off-street spaces were occupied. This means that nearly 4,000 off-street parking spaces remain vacant throughout the average workday in the district.

The SE Quadrant Plan proposes the following strategies:

**Off-Street Parking:** Amend the Zoning Code to allow for shared parking under certain conditions, and regulate shared parking to ensure that spaces remain available for district employees.

**On-Street Parking:** The Central Eastside Industrial Council’s Transportation and Parking Advisory Committee (TPAC) manages on street parking permits in the Central Eastside and is considering amendments to the annual on-street permit allocation process. Their current proposal would create two permit areas: one for the EX zoned areas, and one of the industrial employment zoned areas. The TPAC is also considering phasing out the issuing of permits within the EX zoned area by the year 2017, as all on-street parking in these areas would be managed by parking meters by that date. An existing “buffer zone” between 10th and 12th Avenues where no permit is required would remain unchanged. This area was established so that those visiting the Central Eastside without a permit could park inside the district without spilling into residential areas east of 12th Ave.

Maps III-5 and III-6: Current Off-Street Parking Availability and Permit Applications



Off-street parking spaces by block are shown in the map on the left. On the map to the right, circle diameters correspond to the number of permits requested in that area. Underlying this map, the colored map areas show TPAC’s plan to remove the mixed use zoned areas from the Zone G permit area.



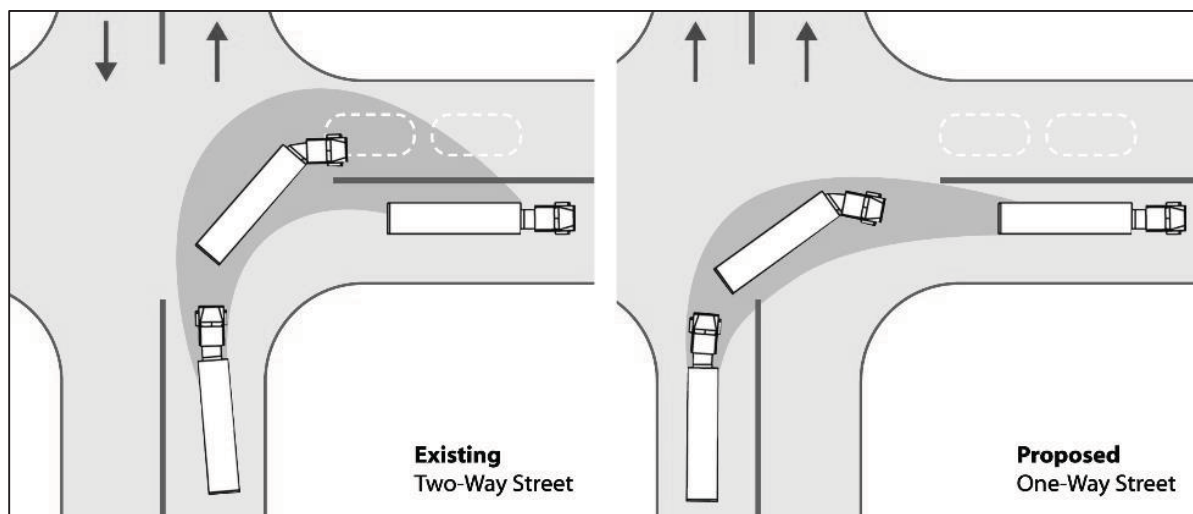
More background on this topic can be found in Bulletin 4 and associated handout online at: <https://www.portlandoregon.gov/bps/article/516191> and <https://www.portlandoregon.gov/bps/article/518655>.

## Freight Mobility

The Central Eastside is designated as a Freight District, meaning the transportation system supporting the district is intended to provide safe and convenient truck mobility and access to industrial businesses. Despite the high number of east-west trips made by all transportation modes through the district, there are very few signalized intersections on the MLK/Grand and 11th/12th corridors, the district's most heavily traveled north-south thoroughfares. This causes all modes to collect at the few intersections allowing east-west travel, which impacts freight mobility significantly. Lastly, the street network in the Central Eastside is dominated by narrow 60 ft wide two-way streets that make it difficult for large trucks to safely and efficiently turn, load and unload.

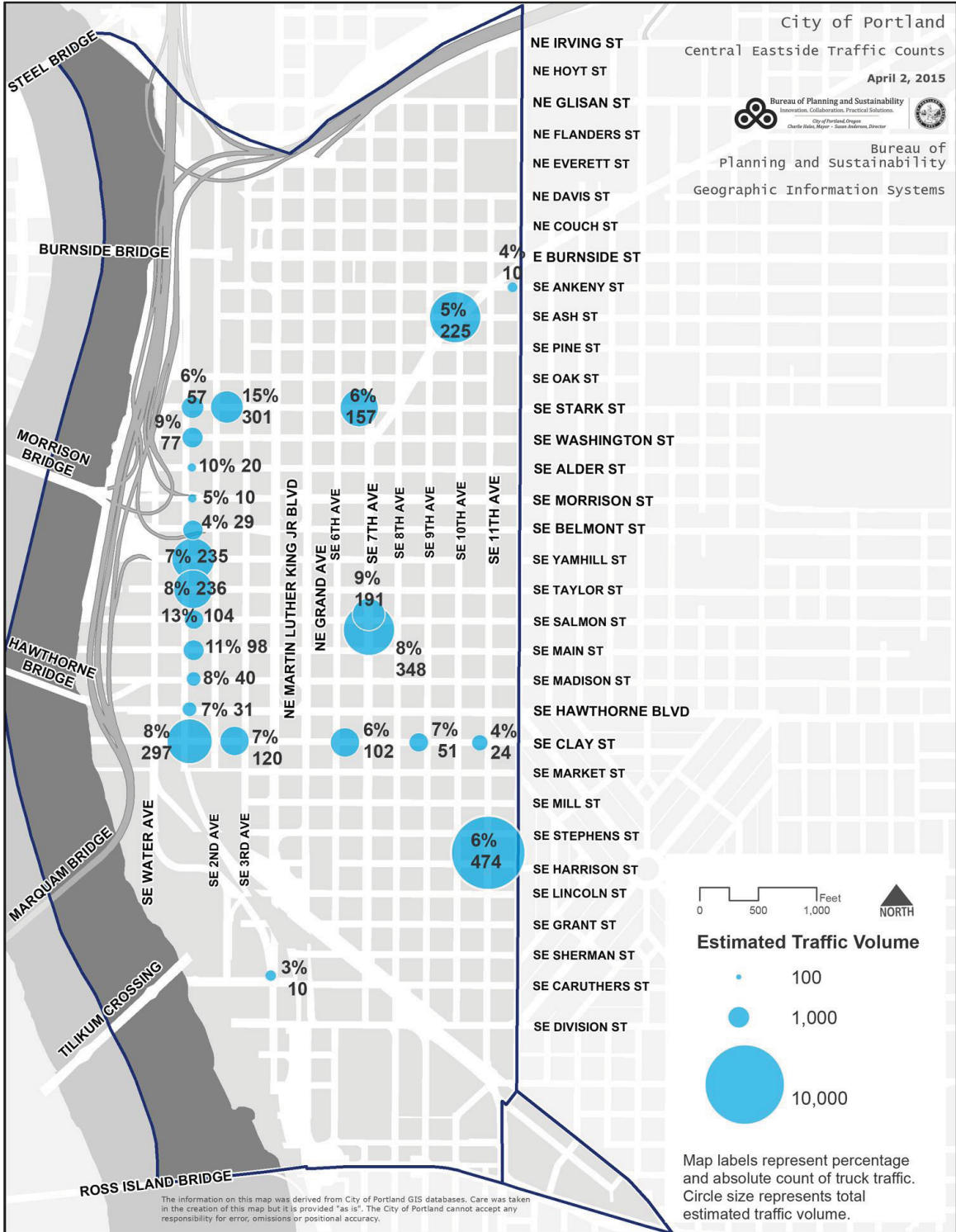
To enhance the ability of the Central Eastside to work better as an "inner-city" freight district, the following strategies and illustrative maps are proposed by the SE Quadrant Plan. More details are found in the chapters that follow.

- Increase the level of Transportation System Plan classification for freight routes of regional importance to emphasize their importance to the freight network.
- Convert select east-west routes to one-way streets.
- Increase the number of traffic signals on MLK and Grand.
- Improve signage to reduce conflicts between vehicles traveling through the district and freight.
- Study improvements for freight loading and unloading.



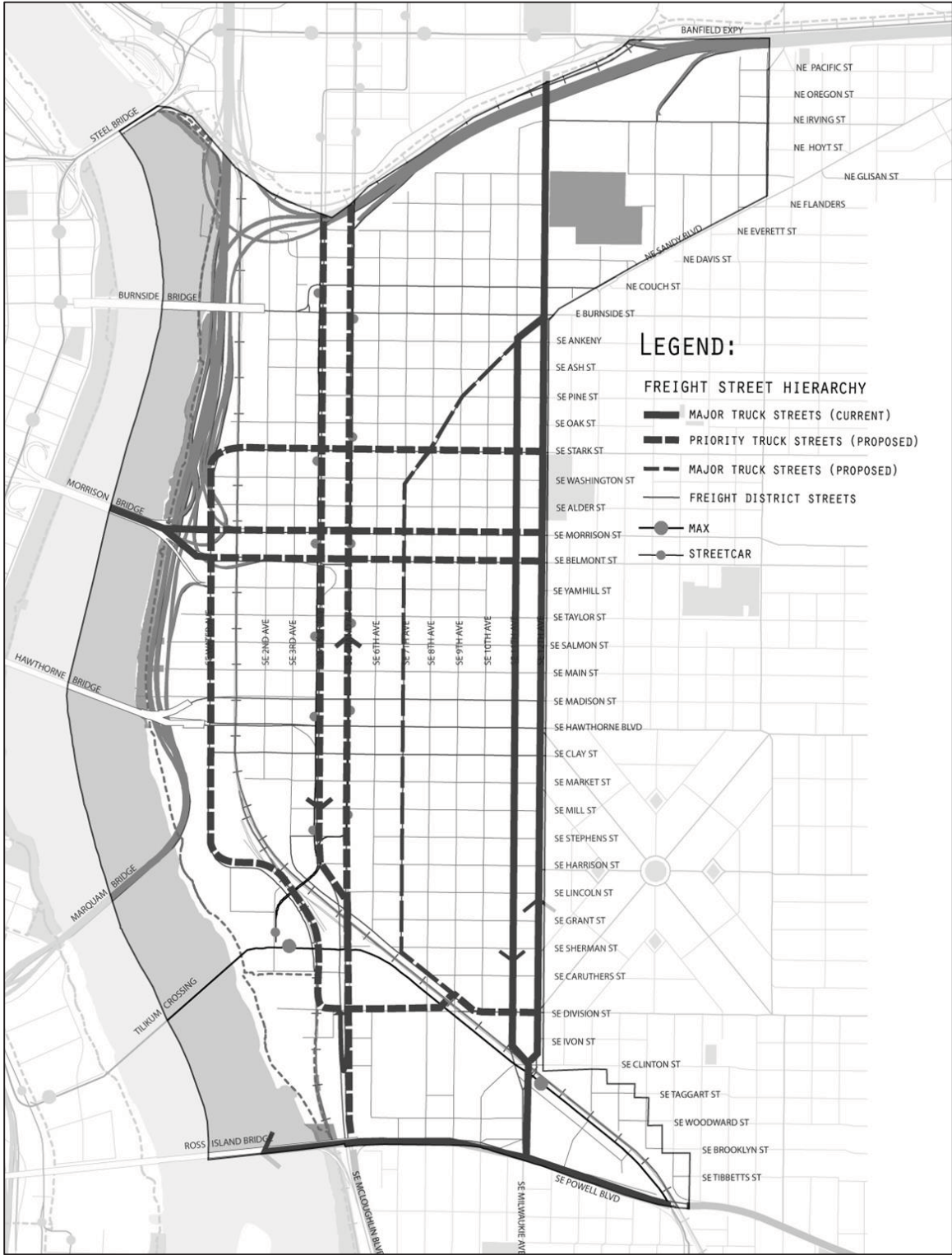
One-way streets provide multiple benefits to trucks including increased through capacity and the ability to use both lanes to make difficult 90 degree turns. (Diagram modified from an original image by NACTO.)

Map III-7: Freight Counts, 2008-2015



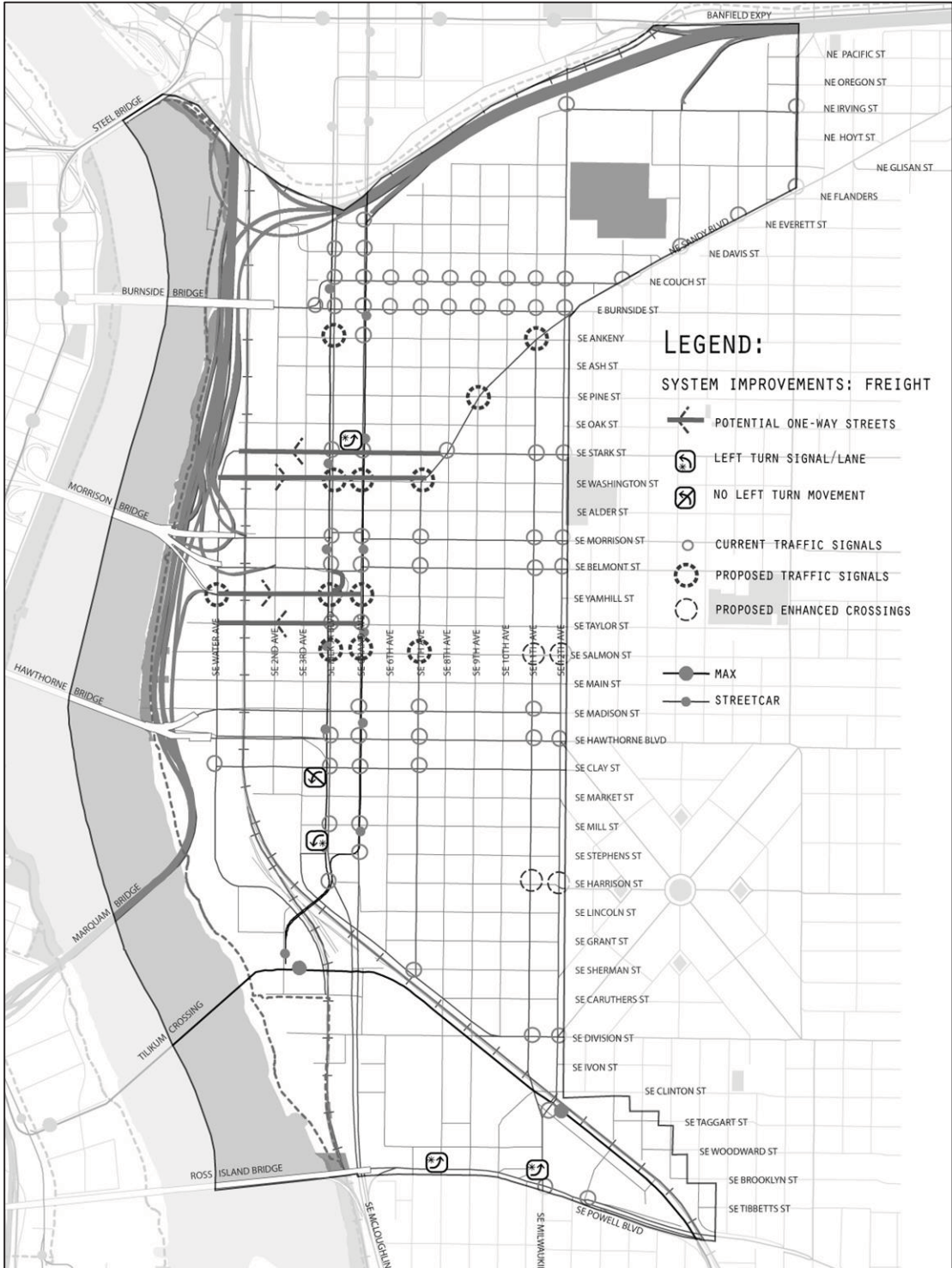
This map combines vehicle counts taken between 2008 to 2015. Dot size represents the average daily number of vehicles of all types recorded at the location. The percent and count numbers for each dot are for freight traffic only. This data informed the selection of the routes chosen for increase TSP designations on the following page.

Map III-8: Proposed Network for Regionally Significant Freight Routes



All streets in the Central Eastside Industrial District are already Freight District Streets (thin solid lines) in the Transportation System Plan (TSP). This plan proposes elevating significant freight routes to either Priority Truck Street (thick dotted lines) or Major Truck Streets (thin dotted lines) status in the TSP. 11th and 12th Avenues are already Major Truck Streets.

Map III-9: Proposed Freight and Auto Circulation Improvements

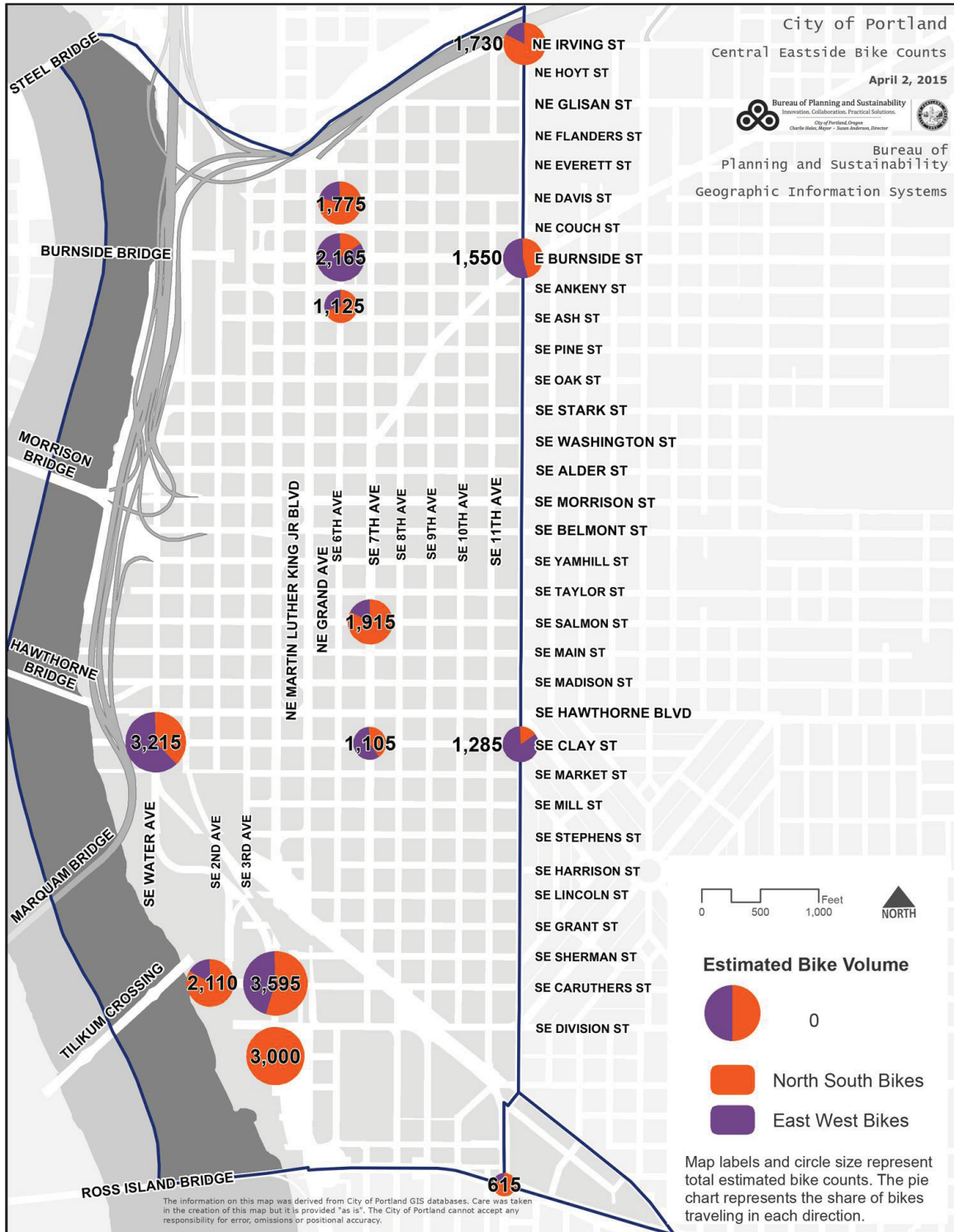


This map shows improvements designed to enhance freight and auto movement through the district.

More background on this topic can be found in Bulletin 5 and associated handout online at: <https://www.portlandoregon.gov/bps/article/516192> and <https://www.portlandoregon.gov/bps/article/518655>.

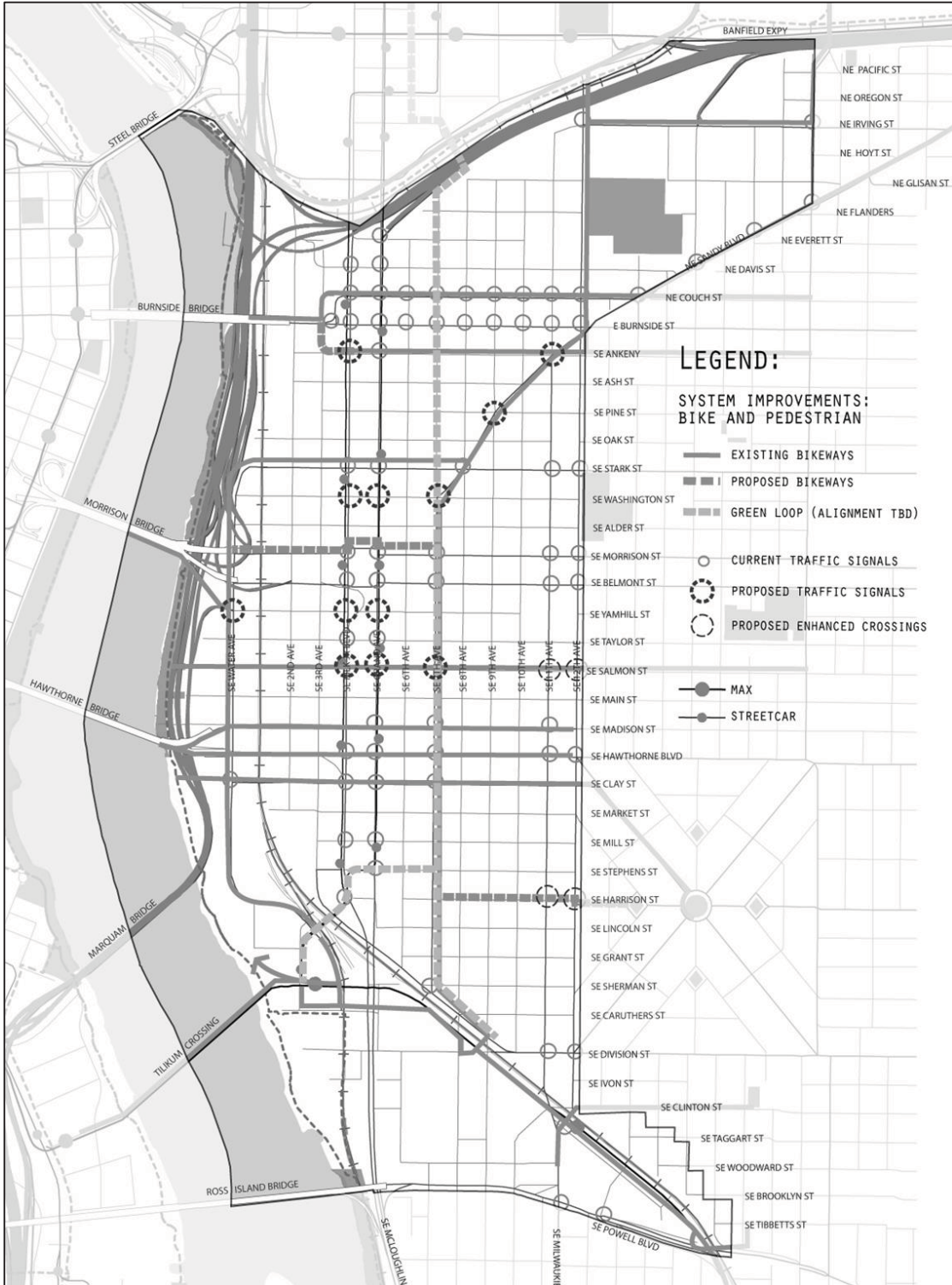


Map III-11: Estimated Daily Bicycle Counts, 2014



This map shows estimated daily bicycle traffic recorded in 2014 at key points throughout the Central Eastside. Pie chart size and the number labels show the estimated daily traffic at that point. The colored wedges of the pie charts represent the share of traffic that was headed east-west or north-south at that location. This data informed the creation of the non-auto proposals on the next page.

Map III-12: Non-Auto Transportation Proposals



This map summarizes many of the non-auto proposals included in this plan that seek to enhance key east-west bikeways and establish a new north-south route from the Lloyd District to the Tilikum Crossing bridge.

More background on this topic can be found in Bulletin 5 and associated handout online at: <https://www.portlandoregon.gov/bps/article/516192> and <https://www.portlandoregon.gov/bps/article/518655>.

## Green Loop

The Central City 2035 Concept Plan approved by City Council in 2012 included the proposal for a new pedestrian and bicycle loop referred to as the “Green Loop” that would connect existing attractions, open space and recreational amenities and Central City districts with a continuous comfortable bicycle and pedestrian pathway.

The Green Loop would provide a way to better link Central City businesses, institutions, open space features, neighborhoods, and other features through a series of infrastructure improvements. Amenities will focus on the “interested but concerned” cyclist who may feel existing ways to navigate the Central City are not safely separated from auto traffic or well connected, due to a lack of adequate wayfinding tools. Getting these riders to choose cycling for more trips will reduce auto congestion, improve public health, and help the City meet its carbon reduction goals. In addition, the Green Loop will strengthen pedestrian amenities for people to interact with the streets, and where possible, encourage small green spaces and seating areas.

Because every district in the Central City is different, and is shaped by uses, constraints, opportunities, and the unique role each of each district, the Green Loop similarly will need to be designed and implemented to be responsive to these individual conditions. In short, the Green Loop cannot have a “one-size fits all” design approach if it is to be successful.



A staff rendering showing one possibility for accommodating the Green Loop on 6th Avenue. In this example, the Green Loop is linked to the mixed use development on the right edge of the image, but through rolled curbs and other design elements, does not impact freight activities on the street.



The City is working with the NW Economic Research Center (NERC) to undergo research on a cost-benefit analysis that will help quantify financial and market effects of implementation of the Green Loop throughout the Central City. In exploring a Green Loop alignment in the Central Eastside, the City will work with adjacent property owners to minimize impacts to businesses for freight access and loading while creating a safe system that reduces conflicts for all modes.

Because additional analysis and outreach to district stakeholders will be required beyond the duration of the SE Quadrant plan timeline, the plan is not proposing to identify a preferred route through the Central Eastside. However, to ensure that the Green Loop will be sensitive to the unique functions and role the Central Eastside plays as an industrial/employment district, the following evaluation criteria will be used.

- Impact of the route on freight movement and loading.
- Opportunities to connect new or potential parks, open space, and recreation opportunities.
- Ability of the street to accommodate a 2-way cycle track.
- Proximity of the route to retail, commercial, and residential Development.
- Ease of implementation and whether the street conditions allow for phasing in improvements.
- Directness and the grade of the route so that it represents the most comfortable choice.

More details can be found in the chapters that follow. Background on this topic can be found in Appendix E of this document and in Bulletin 5 and the associated handout online at:

<https://www.portlandoregon.gov/bps/article/518656>.

## Willamette Riverfront Strategies

The Central Eastside presents a tremendous opportunity to establish a new riverfront district that builds off of existing assets such as OMSI, Portland Spirit, and the Eastbank Esplanade, by expanding the riverfront services and attractions provided at these and other riverfront sites, including new river-dependent and river-related commercial activities, recreational opportunities and visitor attractions. Development here could create a new type of waterfront district and urban form that reduces or mitigates risks associated with climate change, and protects and enhances shallow water habitat.

Specifically, the area located from SE Salmon Street south to SE Ivon Street, and from roughly SE Water Avenue/SE 4<sup>th</sup> to the Willamette River is a unique area that could create a new relationship between riverfront land use and the river. This transition area from commercial and industrial uses to recreational and fish and wildlife uses could present an opportunity to meet multiple objectives.

Further, the redevelopment of key sites such as the ODOT Blocks, OMSI, Portland Spirit and Ivon Street Property offer opportunities for the community to reconnect with the Willamette River. Improved trails, parks, open space, and recreation opportunities, better access to the river, enhanced and restored riverbank and in-water habitat would benefit employees, residents, visitors and the environment. This location could also support increased river transportation and active use of the river for a diverse mix of uses, in some cases by adding new infrastructure, such as docks and trails, while also reducing impacts between different uses and activities.

The concept of water-based transportation to and within the Central City was articulated in the 1988 Central City Plan and has been studied numerous times over the last three decades. The N/NE and West Quadrant Plans include transportation policies that further support river transit activities and actions that call for studying river transit and other passenger vehicles, particularly those that have a lower impact on the river.

There is an opportunity and private sector interest in developing a passenger terminal in the Central Eastside adjacent to the OMSI light rail station. Such a facility at the OMSI waterfront could create a riverfront destination and provide new transit and transportation options to better connect the Central City to the region. There are federal funds available for the development of water-based transportation systems; however, to be eligible for this funding, transportation projects must be in the Regional Transportation Plan. The SE Quadrant Plan proposes that a feasibility analysis focusing river transit and river transportation options and infrastructure be included as part of the 2016-2018 update to the Regional Transportation Plan.

More background on Willamette River and riverfront strategies can be found in Bulletin 7 online at: <https://www.portlandoregon.gov/bps/article/516194>.

More background specific to river transportation can also be found in Bulletin 5 and the associated handout online at: <https://www.portlandoregon.gov/bps/article/516192> and <https://www.portlandoregon.gov/bps/article/518655>.

## Economic Development Strategies

This plan seeks to strengthen the partnerships and networks required to address the most pressing economic development issues – education, workforce development, neighborhood affordability and infrastructure – that serve as impediments to widely shared prosperity. The nature of these challenges requires responses from broad based partnerships that extend far beyond the capacity of any single institution or organization.

### Industrial Employment Workforce Development

Actions seek to improve connections between the institutions, employers and job seekers in the SE Quadrant by developing internship and apprentice programs, linking industry needs to higher-education curriculum, and targeting skill development programs to underserved populations.

### Innovation Quadrant

Actions seek to align public sector programs, financial tools and physical assets to leverage city-wide innovation priorities that support the economic opportunities associated with the growth and physical connections between institutions such as PSU, OHSU, PCC and OMSI and private development opportunities in the Innovation Quadrant.

### Role of Urban Renewal

The SE Quadrant includes the Central Eastside Urban Renewal Area. The URA has strategies in place that focus on three areas:

- **Infrastructure:** Actions focus on facilitating catalytic redevelopment projects along the Portland

Milwaukie Light Rail line and to complement adjacent institutional and industry growth through infrastructure and other urban public facilities and service improvements.

- **Economic Development Strategies:** Actions focus on supporting high quality employment by supporting traded sector and high-growth businesses and providing redevelopment and upgrade incentives for long-term property owners.
- **Affordable Housing:** Actions seek to prioritize projects in locations that leverage investments made to date in public transit and other services.

## Urban Design Principles

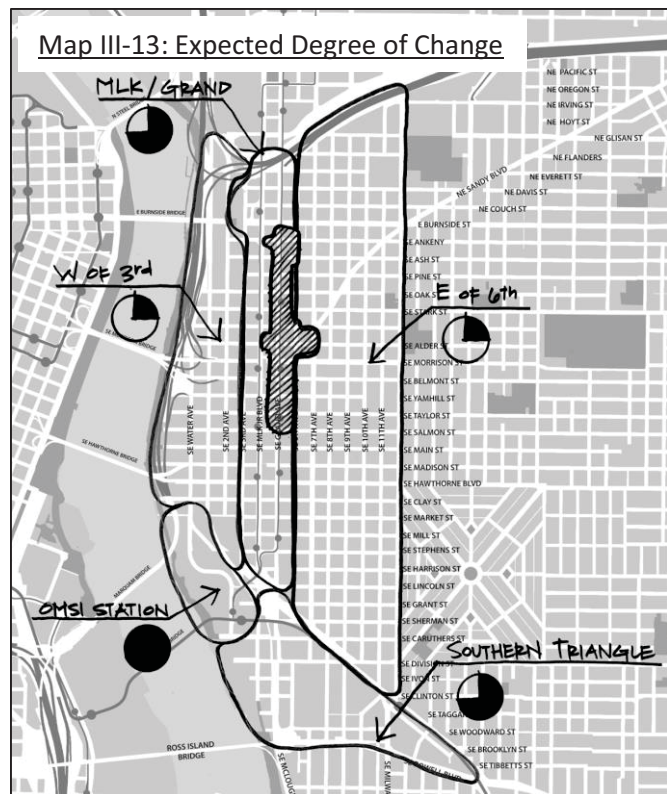
The following urban design principles have been developed to inform and support the implementation of zoning tools, design guidelines, transportation system enhancements, and other measures. These principles focus on addressing a number of existing conditions, managing the impact of development and uses both already allowed and those associated with proposed changes, and to create better places and access through the district for residents, workers, and visitors. They represent an overview of the key ideas with more details found in the chapters that follow.

### Strengthen Places

While the Central Eastside is a robust, unified district within the Central City, it contains five unique geographies each with their own characteristics and opportunities resulting from the blend of uses, the general age of the development, the potential for change, and different levels of access to surrounding residential neighborhoods, the Willamette River, and major transportation infrastructure. These areas are shown in the map below along with the expected degree of change (shown as pie charts) and are briefly described in the text that follows.

**West of SE 3<sup>rd</sup> Avenue:** This area contains some of the oldest industrial structures in the district and the majority of its multi-story building stock. These buildings, the existing rail line on 1<sup>st</sup> Avenue, numerous loading docks, and portions of cobble stone streets contribute to the unique character of this area. There is a unique opportunity to develop the long-vacant ODOT-owned blocks along Water Avenue with uses that further activate Water Avenue and facilitate access to the Willamette River.

**East of 6<sup>th</sup> Avenue:** This area is the most connected, and visible to the rest of the city, especially through its east-west main streets of E Burnside, SE Sandy, SE Morrison, SE Belmont, SE Hawthorne, SE Madison and SE Division. The eclectic mix of buildings and businesses presents benefits and challenges. The



interface between new development within the mixed-use zoning areas and adjacent industrial uses needs to be addressed so that both areas can function successfully.

**MLK/Grand Corridor:** These streets are the mixed use “bones” of the Central Eastside and were established as East Portland’s main commercial streets over 100 years ago. MLK and Grand not only have great capacity for increased employment, residential, and retail development, but also serve as the primary streets carrying auto, freight and transit north-south through the district. As the area develops, MLK and Grand warrant a stronger priority for tree canopy, parks, open space, and recreation opportunities to increase the area’s livability long-term and overcome long-standing deficiencies in these areas.

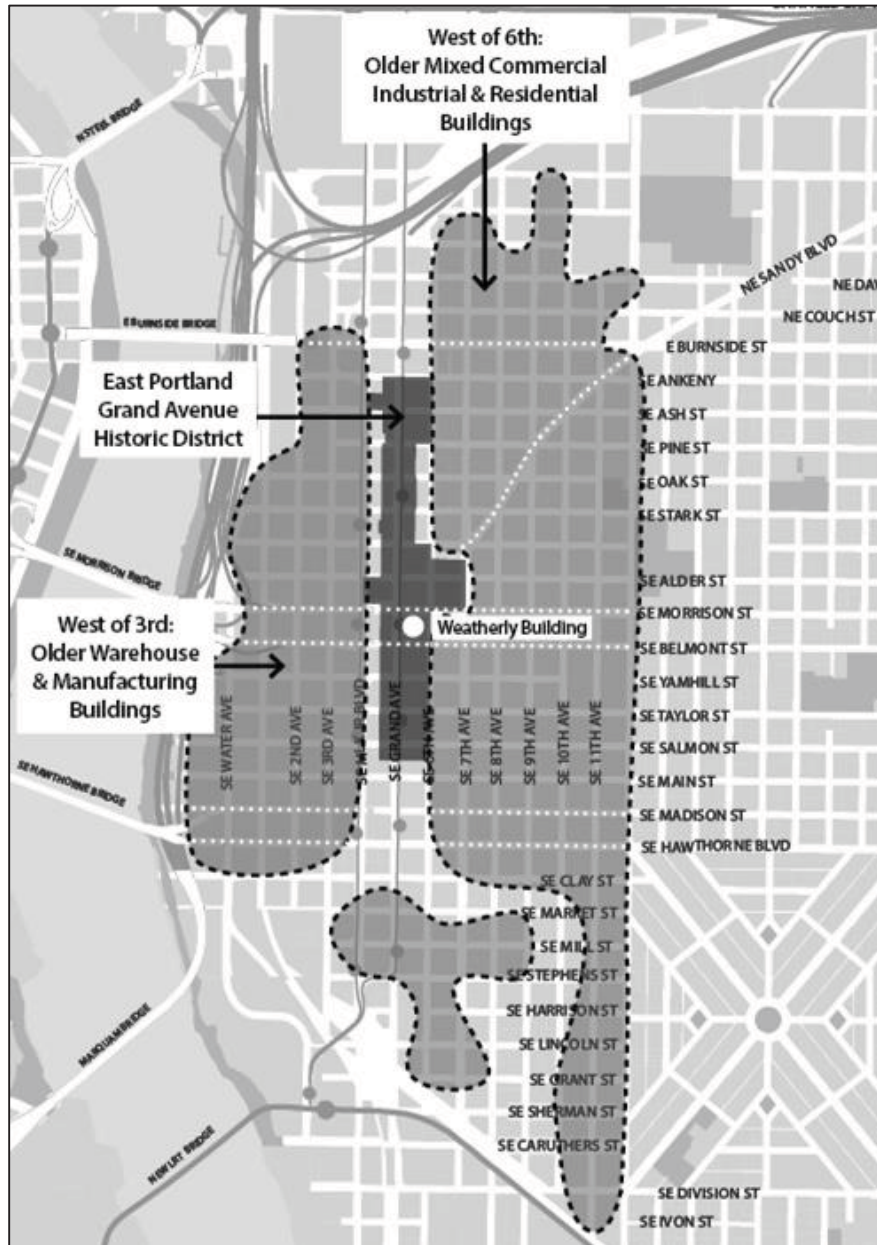
**Southern Triangle:** This area, located primarily between SE Division and SE Powell, is characterized by its large blocks and parcels, many of which are vacant or underutilized. The largest industrial use is Darigold, but there is also a small collection of industrial businesses dispersed throughout the area. These large blocks are likely to continue to attract industrial uses, but may also represent a unique opportunity in the Central City for institutions and businesses seeking to establish a multiple building campus within a stone’s throw of the Willamette River and downtown.

**OMSI Station Area:** The OMSI Station Area includes attractions such as the Oregon Museum of Science and Industry (OMSI), Portland Community College’s CLIMB Center (PCC), the Oregon Rail Heritage Foundation (ORHF), Portland Spirit, and the main office and practice facilities for Portland Opera. The opening of the Tilikum Crossing and Orange Line through the OMSI station will increase the visibility of these attractions for thousands of daily riders. During the SE Quadrant Plan process, Portland Opera described a desire to locate a performance theater at their site in collaboration with the Oregon Ballet, the Maritime History Museum announced their interest in relocating to the eastside waterfront, and OMSI, ORHF and PCC all discussed expanding their respective operations. Finally, Portland Spirit is considering the feasibility of developing a terminal on its current site to establish a regional ferry service.

## Strengthen Historic Character

Within the Central Eastside, there are three main groupings of historic areas: the historic warehouse area west of 3rd, the East Portland Grand Avenue Historic District, and the mixed use mosaic of historic buildings east of 6<sup>th</sup>. New provisions allowing extensive adaptive reuse in these areas will encourage historic buildings to remain while increasing jobs and attracting new businesses. Within areas of change, particularly along Grand Avenue, development should sensitively integrate into the historic context of the area.

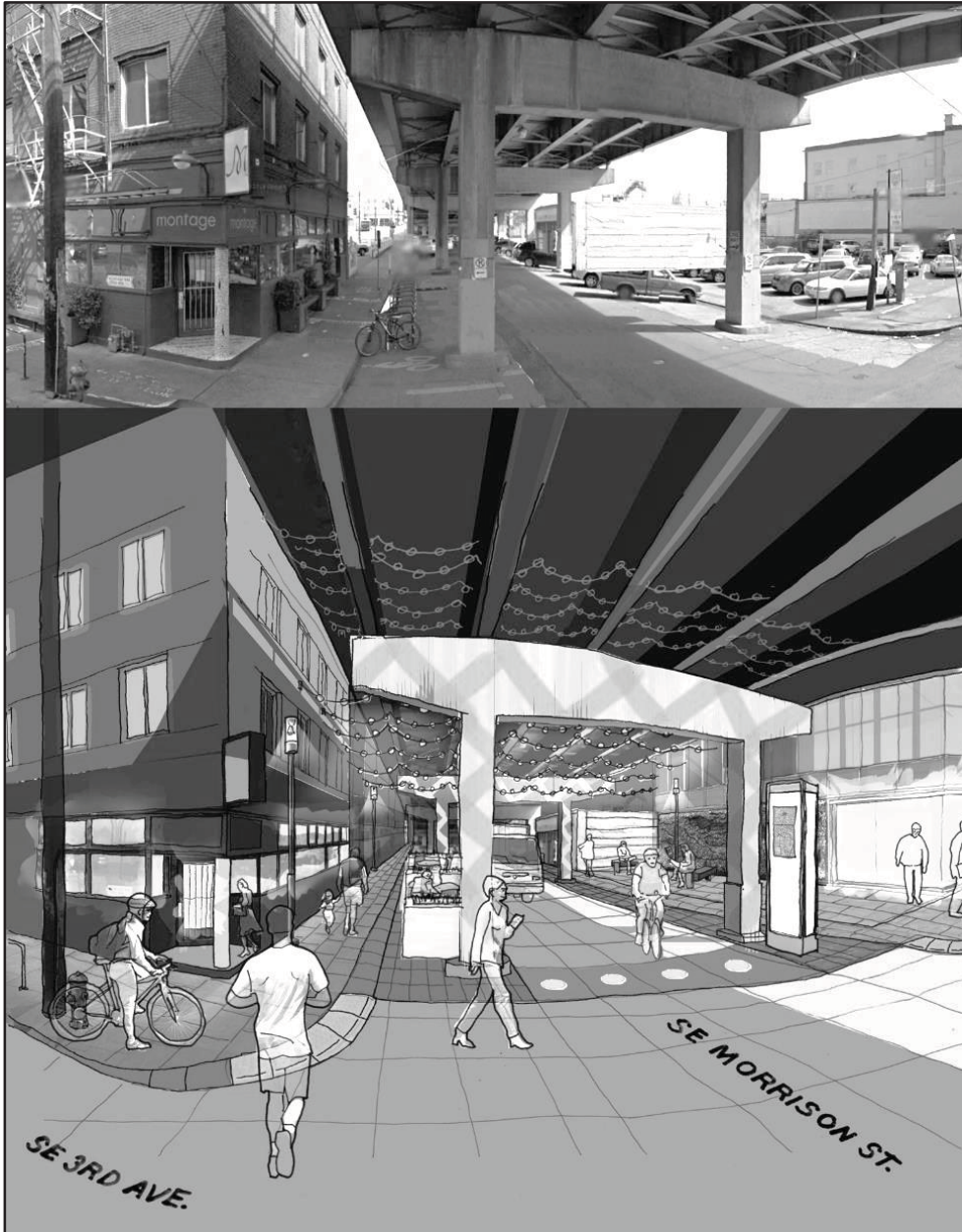
Map III-14: The Three Areas of Historic Buildings in the Central Eastside



The historic character of the Central Eastside can be divided into three areas: The largely intact historic warehouse and manufacturing district west of 3<sup>rd</sup> Ave, the late 19th century East Portland Grand Avenue Historic District along Grand and MLK, and the diverse mix of industrial, commercial, and residential buildings mostly from the 20<sup>th</sup> century east of 6<sup>th</sup> Ave.

**Historic Warehouse Area:** Within the area west of 3<sup>rd</sup>, many historic structures and buildings have remained intact even though the area has not received a specific historic designation. Often overlooked historic main streets, such as SE Morrison and Hawthorne, are buried under viaducts that bisect the area, but contain a rich collection of buildings with intact detailing, windows, main entrances, and in some cases interior staircases and other original interior features and materials. This rich architectural heritage could be restored and populated with active ground floor uses that open onto improved

streetscapes protected from weather and lit from overhead for uses such a nighttime markets that showcase the manufacturers in the district and provide amenities to employees and residents. This activity would return the historic main streets to their original roles as centers of commerce, community, and connections between MLK/Grand and the riverfront.



The historic main street under the Morrison Bridge viaduct as it exists today (top) and a rendering (bottom) showing how the space could be activated by additional uses at night.

**East Portland Grand Avenue Historic District:** Grand Avenue has historically served as the district’s primary commercial main street and many architecturally significant structures that reflect this character remain intact. Though the area has tremendous development potential, new development has tended to occur on the east-west streets that cross it. Increasingly, this new development is beginning to abut and will eventually enter into the historic district. As new mixed use and residential

buildings are built, it will be increasingly important that guidelines identify appropriate new forms of development, particularly around the iconic Weatherly Building.

**Mixed Use Mosaic:** This is a large and diverse area with a mixture of industrial, commercial and residential buildings connected by numerous historic main streets. East Burnside and SE Sandy Boulevard have distinct characters and unique histories. Arcaded buildings that extend over public sidewalks, which were a response to the widening of Burnside in the 1920s, characterize the urban form of the section of East Burnside extending between SE 6<sup>th</sup> and SE 12<sup>th</sup> Avenues. They provide pedestrian protection from the weather and help to narrow the width of the street and lessen the effect of heavy traffic. SE Sandy Boulevard, the historic Sandy River Wagon Road which traces its origins to an Indian trail, diagonally bisects the area with mixed use zoning and results in oddly shaped parcels and underutilized street segments that offer opportunities for pedestrian amenities. Finally, SE Morrison and Belmont have mixed use zoning but lack design guidance that references their historic character.

### Connect to the River



There are opportunities and barriers for people to access the riverfront. Large blocks along the southern and western edges of the Central Eastside restrict east-west movement to the riverfront from neighboring areas to the east. While these blocks represent considerable development potential, there is a lack of design standards or guidance to a) create passageways or other design elements to improve public access, b) reinforce physical connections to the river, and c) orient riverfront buildings towards the river, including entries and windows, and outdoor gathering amenities and opens spaces. A design framework can facilitate greater access to and a relationship with the riverfront.

SE Salmon is an example of a street that already connects the district and adjacent neighborhoods to the riverfront. New development and redevelopment building features and special right-of-way treatments are desired to make this corridor and the few other primary connectors to the riverfront an enjoyable experience for all. Additionally, there are opportunities to activate spaces under the I-5 freeway to connect landward development with riverfront amenities and activities.

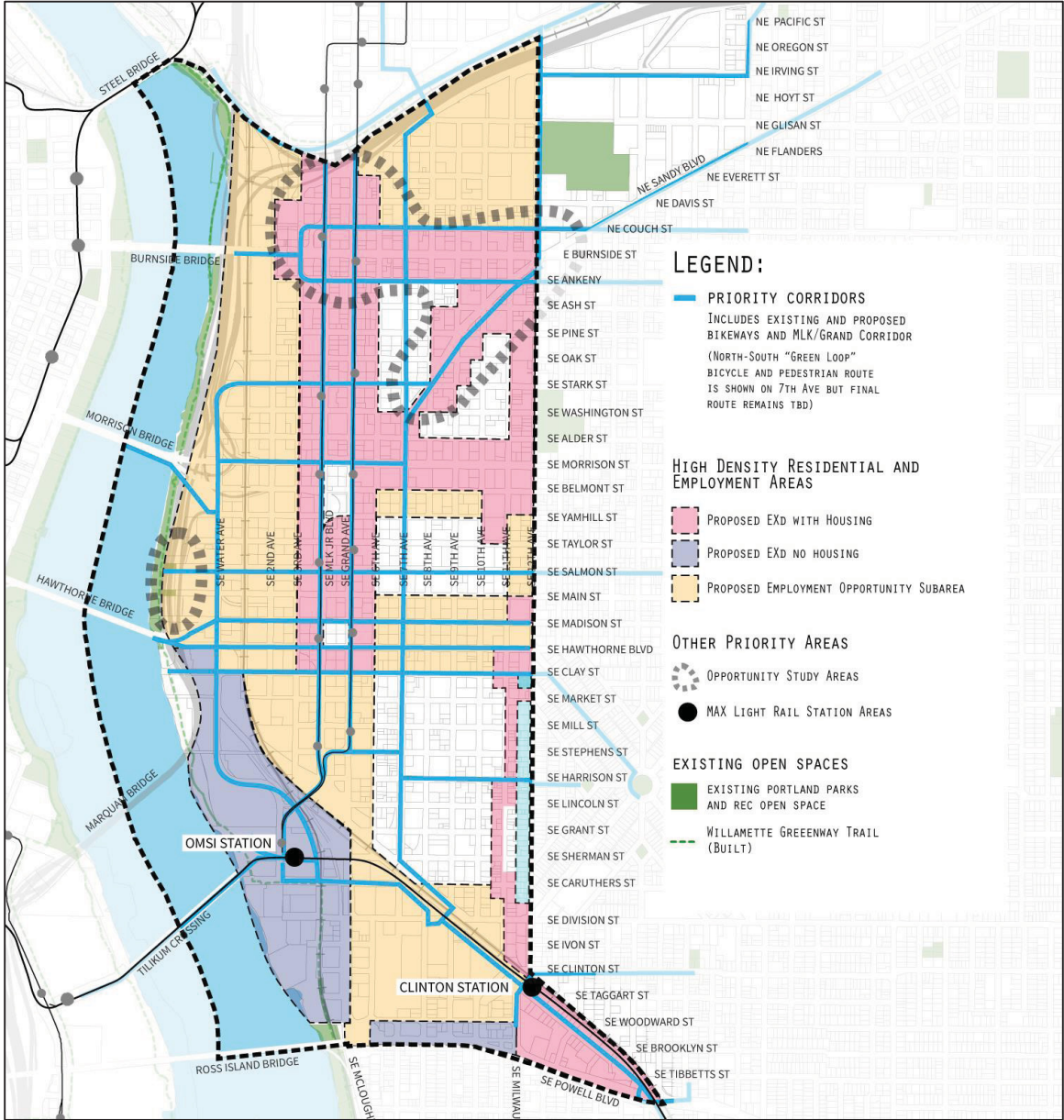
### Integrate Open Spaces and Green Systems

The Central Eastside has long been park deficient, lacking even basic areas where employees can find respite and eat their lunch. With the district's current and growing population of residents and workers, demands for increased access to fresh air and places to gather has increased. The district's only large open space is the Eastbank Esplanade which mostly serves as a busy pedestrian and bicycle corridor and is not accessible to the district north of Salmon. Development projects in planning or construction phases will replace many of the smaller makeshift open spaces the district once had such as the Goat Blocks and St. Francis Park. New public and private parks, open space, and recreation opportunities

should be targeted within areas of activity and density, especially along the river, within mixed-use areas, transit station areas and other places where pedestrians are likely to congregate.

Tree canopy, stormwater infrastructure, green walls, and other green systems can be integrated into areas of activity and within pedestrian-oriented open spaces throughout the district to enhance the area’s livability and mitigate the effects of heat island, air pollution, and noise where possible.

Map III-15: Priority Areas for Parks, Open Space, Recreation Opportunities and Green System Improvements



This map summarizes the features of the district and proposals where parks, open space, recreation opportunities and green systems will be prioritized.



## Improve Connections across Barriers

There are existing barriers to pedestrian access to the district and to specific areas of activity that need to be addressed. New or enhanced connections are needed between the Central Eastside and Lloyd District over I-84, over the rail lines at the Clinton Station area and across the rail lines between MLK/Grand and the OMSI Station Area parallel to the streetcar bridge. Bicycle and pedestrian enhancements should also be developed under the Morrison and Hawthorne Bridge viaducts to provide needed connections between Grand/MLK and the riverfront. Finally, an enhanced pedestrian crossing at intersection of SE Milwaukie and SE Powell would better connect the Brooklyn neighborhood to amenities in the Central Eastside and the Hosford-Abernethy neighborhood.

## Strengthen Ground Floor Edges

Throughout the Central City a combination of use allowance, development standards and design guidelines are used to shape the character of the streetscape. In the Central Eastside, there are many mixed-use zoned parcels located across the street from industrially zoned parcels, creating a unique problem where the character of one side of the street is regulated completely differently than the other. Beyond potential aesthetic or character issues, in extreme cases this can result in mixed use development being designed and programmed in such a way that it impacts adjacent freight and industrial operations. The following two principles are proposed to address these conditions.

**Ground Floor Character.** The way buildings are oriented, programmed and designed in relation to adjacent streets has a significant impact on how one experiences the street and pedestrian environment, and how the street functions in carrying the travel modes it is designed to accommodate. Although every street in the Central Eastside is a freight district street, this does not mean that the design of buildings and the pedestrian environment on all streets should ignore the desires and needs to enhance the pedestrian character of important streets. The goal in the Central Eastside, instead, must be that necessary enhancements have minimal impact on freight mobility. As in the N/NE and West Quadrant Plans, this plan proposes to establish a streetscape hierarchy that addresses these principles. (In prior Central City plans these designations were known as “street and development character”.) Three character types are discussed below and a map is provided showing the proposed designations for streets in the Central Eastside. Details about what is proposed for each street are in Chapters V and VI.



Ground Floor Type Examples

Retail Ground Floor Example



These are highly visible, continuous streets with an active ground floor retail focus or nodes of activity where active ground floors are desired.

Retail/commercial uses have large numbers of windows, signage, and entrances. Tree canopy should offer a pleasant pedestrian environment while allowing storefront visibility. Benches, public art, and pedestrian scaled lighting should be incorporated into the design of these active ground floors.

Boulevard Ground Floor Example



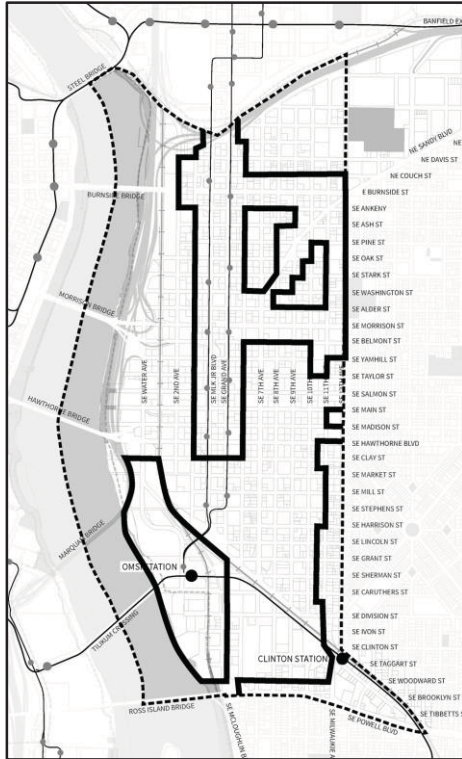
These streets have a less continuous retail presence than the Retail Type. Retail should be allowed in most locations, though the construction of active use space should not be required. Ground floor windows should be required, but to a lesser standard than Retail Streets. Ground floor residential or commercial building lobbies where those uses are allowed, as well as landscaping and pedestrian amenities, can also provide active building faces and access. Boulevards could offer more flexibility for the ground floor to respond to functions on both sides of the street with emphasis on the pedestrian.

Flexible Ground Floor Example



Ground floors of these streets should offer wayfinding as primary connections to and across the river and district through signage and visible green features where possible. Conflicts between transportation modes should be mitigated through signage, raised pavement and other design elements.





**Edges of Zones.** The district’s zoning pattern often results in mixed-use zoning located directly across the street from industrially zoned blocks. City policy and development guidance seeks to orient mixed use projects toward main street corridors through active ground floor uses and by requiring high levels of design quality on these building faces. The goal with this policy is to create attractive and safe mixed use corridors, however, there is little guidance for the design of buildings faces adjacent to industrial uses. Buildings that seek to establish the same pedestrian oriented environment on streets facing industrial uses may end up impacting loading and other industrial functions. The map to the left shows the boundary between mixed use (EXd) and industrially zoned (IG1) parcels that will exist based on the land use proposals. The SE Quadrant Plan proposes that an updated urban design approach be taken to address the conditions and potential impacts that are likely to occur along this unique interface. Where possible, the Retail/Commercial Type will not occur along the edges of zones in order to avoid conflict between uses on the same street, especially where it impacts freight access and loading.



The Multnomah County Building on SE 6th Ave is EXd zoned while the buildings across the street have IG1 zoning. The County Building has oriented its loading and other service functions towards the IG1 zoned parcel across the street, because it has focused its entry on SE Grand Avenue. This plan proposes to create design guidance to prioritize the orientation of buildings towards some streets so that it minimizes conflicts between uses, especially between industrial and high density mixed use zoning.

More background on this topic can be found in the Urban Design Proposal handout online at: <http://www.portlandoregon.gov/bps/article/516190>.

# Chapter IV: Central City 2035 Policies and Actions

In October 2012, the Portland City Council adopted the Central City 2035 Concept Plan. This plan contained a Strategic Direction for the City which reflects the desired direction for the Central City over the next two decades (see below), as well as establishing an integrated framework of Central City-wide goals and policies intended to guide the development of the subsequent quadrant plans. City Council also intended for this policy framework to be amended by the quadrant plans such that new policies applicable to the entire Central City could be added as a result of issues discovered by the quadrant plans. For example, during the development of the West Quadrant Plan a number of additional goals, policies and actions were developed that were added to the Central City-wide policies and actions. The West Quadrant process also proposed the addition of two new policy areas: equity, and transportation. Through the SE Quadrant plan process additional policies and actions have been added to the Central Citywide framework. These are highlighted in gray in the section that follows. Following adoption of the quadrant plans the framework will be refined and adopted by City Council as part of CC 2035 plan as the Comprehensive Plan's goals and policies for the Central City Plan District.

Strategic Direction:

## A Center of Innovation and Exchange

**Central City 2035 is focused on establishing the Central City as a center of Innovation and Exchange. What does this mean, and how is it achieved?**



The Innovation Quadrant concept leverages academic and private sector research and development activities on both sides of the Willamette River linked by the new Tilikum Crossing multi-modal bridge.

It can be easy to overlook a city center, to consider it merely as a dense concentration of businesses, facilities and housing. But a successful urban core is more than that, leveraging its ability to support efficient, opportunistic and synergistic interaction and exchange among people, businesses and institutions to a competitive advantage. This is why cities and downtowns everywhere have been centers of commerce, civic and cultural life, creativity and innovation.

CC2035 aims to use Portland’s intellectual, institutional and development assets to transform the Central City into an exceptional and unique center for this interaction. The Central City is already well positioned for this transformation; its sheer number of uses, activities and people establishes an environment rich with potential. This density of activity cannot be generated elsewhere in the state and, therefore, the Central City’s positive impact on economic development, creativity, civic engagement and livability of the region is significant.

Portland has a growing number of creative firms and businesses that are changing how the world operates, looks and functions. In the nurturing of local talent and creative energy, these businesses have both benefitted from and support the various universities and colleges located in the Central City.

Portland State University, Oregon Health Science University, the Pacific Northwest College of Art, Le Cordon Bleu College of Culinary Arts, the University of Oregon, Oregon State University and Oregon College of Oriental Medicine have all made the Central City the regional center for higher education. While educating future entrepreneurs, scientists, researchers and other workers, these institutions support a culture of lifelong education.

This didn’t just happen by accident. Forty years of planning, partnerships and investments have led us here. The recently adopted *Portland Plan* establishes a framework that builds on past success, while providing a new lens for how to view ourselves as a people and the desired future city. Ultimately, CC2035 seeks to leverage all of this to position Portland’s Central City as a globally recognized center of equity, innovation and exchange.

The following section presents the Central City-wide policy framework as it stands in April 2015. Areas highlighted in grey indicate new action statements proposed by the Southeast Quadrant Plan.

## Regional Center: Economy and Innovation

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

Policies to reach these goals:

1. **Traded sector growth.** Focus business development efforts and assistance on targeted industry clusters and high growth sector companies.
2. **Center of higher education.** Support the ability of the major universities in the Central City (e.g., Portland State University, Oregon Health Science University) and other higher education institutions to strengthen the Central City as a center of learning, business and innovation.

3. **Center of urban innovation.** Increase the role and stature of the Central City as a laboratory and showcase for innovative urban development and a regional leader in the development of businesses related to clean technology, green practices and design, and resource conservation.
4. **Entrepreneurship and business innovation.** Strengthen the Central City as a location for job creation by addressing development issues that affect businesses and supporting economic development strategies and programs intended to facilitate economic growth in the Central City.
5. **Next generation of industrial/employment sanctuaries.** Preserve and provide for the long-term success of Central City industrial districts, while supporting their evolution into places with a broader mix of businesses with higher employment densities.
6. **Tourism, retail and entertainment.** Maintain and expand upon activities in the Central City that support tourism and complement economic success, and vibrancy and livability, with an especial focus on retail, cultural events and institutions, arts and entertainment, urban design and transportation.
7. **Safe and secure Central City.** Maintain adequate public safety and security services and reduce sources of conflict and nuisance crime through design, regulation and management.
8. **Resilient Central City.** Use planning and design in the Central City to help prevent or minimize mitigate the impacts of natural hazards.
9. **Affordability.** Support efforts to make the Central City a competitive location for development and for businesses to locate and operate.
10. **Equity and the economy.** Support greater access to and expansion of economic opportunities in the Central City for all groups facing barriers to education and employment and longstanding disparities so that they can share in employment and economic prosperity.

### Implementing Actions

#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
<b>Central City</b>						
RC1	Consider requiring development projects that include public investment, pre-development and development assistance to include some level of seismic upgrading.		X			<b>City, PDC</b>
RC2	As development occurs and density increases, ensure that new construction and rehabilitation projects include both early warning systems (e.g., alarms and CO detectors) and fire protection equipment. Fire sprinklers help minimize the size, reducing the spread, therefore reducing the loss of life.				X	<b>PFR, BDS</b>

#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
RC3	Complete the Central City-wide bonus and transfer study and identify options to prioritize affordable housing development, historic preservation, seismic upgrades and publicly-accessible parks, open space, and recreation opportunities. Present options to City Council along with the results of the bonus study. Amend the zoning code with specific tools to maximize benefits from FAR and height bonus and transfer programs based on council guidance.	X				<b>BPS</b>



## Equity

The Central City 2035 Concept Plan did not contain goals, policies, or actions specifically addressing equity. This new section of the policy framework was proposed to be added during the West Quadrant Plan process. It is likely this section will go through further review and that specific policies and actions be developed to allow further direction of how these goals are expected to be accomplished in the Central City.

Policies to reach these goals:

- Goal E**     **Equitable Benefits.** Ensure that the benefits associated with the Central City are accessible to communities of color, low-income populations, and other under-served or under-represented groups who reside both in and outside the Central City. These benefits include access to employment, housing, education, civic and cultural activities, and transit.
- Goal F**     **Minimize Adverse Impacts.** Eliminate disproportionate burdens such as adverse environmental, economic or community impacts associated with land use and public investments for communities of color, low-income populations, and other affected under-served or under-represented groups. In cases where disproportionate burdens cannot be eliminated, they should be minimized or mitigated.
- Goal G**     **Inclusive Public Involvement.** Include affected communities effectively and meaningfully in decision-making processes.

## Housing and Neighborhoods

- Goal H:**     Make the Central City a successful dense mixed-use center by supporting growth of more livable neighborhoods with a mix of housing, services and amenities that support the needs of people of all ages, incomes and abilities.
- Goal I:**     Support the ability to meet human and health service needs of at-risk populations concentrated within the Central City.
- Goal J:**     Add to the affordable housing supply of the Central City to maintain and grow the racial, ethnic and economic diversity of the Central City.

Policies to reach these goals:

- 11. 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.
- 12. 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, open space, and recreation opportunities, a safe and inviting public realm, access to healthy food and active transportation and the density of development needed to support these economically.

- 13. 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.
- 14. Housing diversity.** Create attractive, dense, high-quality affordable housing throughout the Central City that accommodates a broad range of needs, preferences, and financial capability in terms of different types, tenures, sizes, costs and locations.
- 15. 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.
- 16. Transitional housing and services.** Provide housing and services that directly assist at-risk populations and allow people to transition to more stable living conditions.
- 17. 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.
- 18. Livable mixed-use environment.** Promote design solutions and construction techniques to ensure that new development is compatible with existing uses, including noise and other pre-existing conditions.
- 19. Housing Affordability.** In accordance with the City’s No Net Loss policy for affordable housing in the Central City, the City will retain at least the current number, type, and affordability levels of housing units home to people at or below 60% of the median family income either through preservation or replacement. The preservation of these units will be monitored by the Portland Housing Bureau through the Central City Housing Inventory. Continue to develop new affordable housing in the Central City so that approximately 30% of the total housing in the Central City is affordable to households between 0% and 80% MFI. Increase the supply of housing affordable to working households in the 50% to 80% MFI bracket, households for whom the Central City’s access to jobs and transit can be particularly beneficial.
- 20. Public Investment in Affordable Housing.** For public affordable housing resources, prioritize funding for housing programs and investment to meet the unmet needs of extremely low and very low-income households (0-50% MFI).
- 21. Affordable Homeownership.** Align plans, investments and other policy tools to support improving homeownership rates and location choice for people of color and other groups who have been historically under-served and under-represented in the Central City.
- 22. Climate Change Preparedness.** Support Central City residents and businesses by planning and preparing for climate change emergency response situations, such as floods and droughts.

### 2035 Performance Target: Housing

30 percent of all housing in the Central City will be affordable to households in the 0% to 80% MFI bracket.

## Implementing Actions

#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
<b>Central City</b>						
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.				X	<b>ONI</b> , PHB, County, Private
HN2	Develop tools to expand the ability to provide public support for units affordable to 0 to 50% MFI and increase the supply of units affordable to 50-80% MFI. This should include tools that enable partnering with the private development community in new and innovative ways to meet these affordable housing production goals.	X				<b>PHB, BPS,</b> <b>Private</b>
HN3	Create tools to help bridge the minority homeownership gap in the Central City.	X				PHB
HN4	Advocate for state-wide legislation that would allow local jurisdictions to adopt inclusionary zoning provisions to increase the supply of affordable housing.				X	<b>City</b>
HN5	Develop a strategy for accommodating food cart pods as infill development displaces them.		X			<b>BPS, Parks,</b> Private
HN6	Improve safety through programming and CPTED (Crime Prevention Through Environmental Design) improvements, including better street lighting.				X	<b>Parks, PBOT,</b> <b>PPB, GHFL,</b> <b>Private</b>
HN7	For residential areas, explore options to mitigate noise and air pollution from surrounding large transportation infrastructure.		X			<b>ODOT, BPS</b>
HN8	Explore options for new community center to serve entire Central City.			X		<b>Parks, BPS</b>

## Transportation

The Central City 2035 Concept Plan did not contain goals, policies, or actions specifically addressing transportation as a standalone section in the framework. During the West Quadrant Plan process the following new section specific to transportation issues was established. The goals and policies of this section present transportation-related goals and policies that previously appeared in other sections of the frame. The highlighted policies indicate new policies proposed by the West Quadrant Plan.

**Goal K:** 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.

Policies to reach these goals:

- 23. Regional transportation hub.** Strengthen the Central City as the hub for moving people and goods, reinforcing its regional center roles, enabling successful high density employment and housing development, and thereby affirming its role in Metro’s Region 2040 Framework Plan.
- 24. 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.
- 25. Parking.** Update parking management strategies to support commercial and housing development while optimizing the use of the limited parking supply, encouraging the use of alternative transportation and simplifying the parking regulations.
- 26. 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.
- 27. Street diversity.** Differentiate the character of key streets to offer a diversity of urban experiences and connections, reflect the character of unique districts and expand parks, open space, and recreation functions.
- 28. Streetscape.** Improve the street environment and pedestrian experience by providing urban greenery and community uses of the right-of-way and by integrating high-density uses.
- 29. 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.
- 30. Transit.** Continue to strengthen the regional role of transit in the Central City. Work with TriMet to increase frequency, reliability and safety, expansion of the rail, bus and streetcar system.
- 31. Transportation Demand Management.** Foster the development of business and property owner-supported programs, incentives and activities that encourage employees, residents, students and visitors to use walking, cycling, transit, carpool and car-share.
- 32. Regional access.** Work with the Oregon Department of Transportation on improvements to I-405, I-5 and US26 to enhance regional access to the Central City, minimize through traffic on central city streets, improve pedestrian and bicycle connectivity across the freeways and create opportunities for capping or undergrounding to lessen the barrier effect of the freeway and open new areas for potential development and/or parks, open space, and recreation opportunities.

- 33. Portals.** Manage entry points into the district to provide a balanced multimodal access to efficiently accommodate the increases in person trips and the delivery of goods to and from the district as a result of growth and development. Discourage through trips from using district streets.
- 34. Transportation System Management.** Manage access and circulation to reduce traffic speeds and provide for safe crossings, while balancing the need for vehicle and freight access to and from the district.
- 35. Parking.** Update policies and zoning regulations related to parking in the Central City to better support the needs of the quadrant, particularly retail, employment and residential growth, as well as access to major attractions such as universities and event venues. Continue to limit the growth of the overall parking supply, and encourage the increase in use and sharing of existing stalls to manage parking in a more efficient and dynamic manner, lower the costs of construction and meet mode split and climate action goals for the quadrant and city.
- 36. Loading.** Pursue strategies that bring new ways of delivering goods to the Central City in a way that optimizes the need for loading and freight access. Explore new opportunities, including central delivery and pick up centers, as well as the use of smaller and more sustainable delivery vehicles.
- 37. Larger transportation system.** Integrate as part of the TSP update changes to policies, street classifications and project list that reflect the goals, policies, action items and street maps called for in the plan.
- 38. Willamette River Transportation.** Improve opportunities for and promote river transportation to and within the Central City.
- 39. “Green Loop” Concept.** Create a “Green Loop” within Central City that connects east and west side neighborhoods to parks, open space, and recreation opportunities and the Willamette River, with high quality bicycle accommodations and innovative, park-like pedestrian environments and wildlife habitat connections.

## Implementing Actions

#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
<b>Central City</b>						
TR1	Pursue streetscape projects that enhance walking, urban greenery, community uses of the right-of-way and place-making.		X			<b>PBOT, BES</b>
TR2	Improve bicycle and pedestrian access and connectivity throughout and complement access to transit and Bike Share systems.		X		X	<b>PBOT</b>
TR3	As the bicycle network improves, expand the area of the Central City in which bicyclists are not allowed to ride on the sidewalk.				X	<b>PBOT</b>
TR4	Develop regulatory and financial incentives for building on-site parking underground with new development.	X				<b>BPS</b>
TR5	Explore funding mechanisms, phasing and the implementation of river transit in Central City.			X		<b>BPS, PBOT, private</b>
TR6	Study and encourage green passenger vessel technologies including low impact and restorative propulsion for river transit and other passenger vessels.			X		<b>Private, PBOT, BPS</b>
<b>Southeast Quadrant Additions</b>						
TR7	Coordinate system planning efforts among city bureaus and potential private investors for green infrastructure improvements.				X	<b>BES, PBOT</b>

## Willamette River

- Goal L:** Enhance the role the Willamette River plays as a significant part of the environmental health, economy, recreation, urban form and character of the Central City.
- Goal M:** Improve the health of the Willamette River for fish, wildlife and people.
- Goal N:** Increase public access to and along the Willamette River

### Policies to reach these goals:

- 40. 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.
- 41. 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.
- 42. Prosperous and vibrant Willamette River waterfront.** Support uses that capitalize on waterfront locations, and reinforce the distinctive character of the different waterfront districts.
- 43. Willamette river tourism and commercial use.** Increase opportunities for tourism and commercial use on and along the Willamette River in the Central City.
- 44. Habitat.** Maintain and enhance in-water and riparian habitat throughout the Central Reach and focus on restoring specific shallow water sites to support the conservation and restoration of fish and wildlife populations.
- 45. Water Quality.** Improve the quality of stormwater runoff from the street using stormwater management tools such as bioswales and other green infrastructure. Increase the use of eeroofs, green walls and rain gardens with redevelopment.
- 46. Willamette river recreation and appreciation.** Increase the community's enjoyment of, and direct experience with the Willamette River. Bring people closer to the Willamette River to foster an improved understanding of river history, economy and ecology. Provide for safe, enjoyable and valuable water-based recreational experiences for all users.

**Riverbank Restoration and Enhancement Target:** Enhance 2.4 miles of riverbank habitat and restore at least 5 shallow water sites in the Central Reach, with at least 2 sites on each side of the Willamette River.

## Implementing Actions

#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
<b>Central City</b>						
WR1	Improve the Willamette Greenway Trail to facilitate continuity for bike and pedestrian access, reduce user conflicts and provide access to the river.				X	<b>Parks, PBOT,</b>
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.	X				<b>BPS, BDS, BES,</b> PBOT, Parks
WR3	Improve water quality in the Willamette River by integrating green infrastructure and urban design.				X	<b>BES, BPS, PBOT,</b> Parks
WR4	Enhance and create connectivity between in-water, river bank and upland areas to maintain and improve fish and wildlife habitat.				X	<b>BES,</b> private
WR5	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.				X	<b>BPS, BES, Parks,</b> BDS, PDC, PBOT
WR6	Increase the efficient use of existing docks and river access points to avoid and minimize environmental impacts.				X	<b>Parks, PBOT,</b> PDC, Private
WR7	Pursue locating and installing art, play areas, signage and attractions along the riverfront to showcase the river's past and present.				X	<b>Parks, RACC,</b> Public, Private
WR8	Develop a strategy to address impacts on habitat and fish and wildlife within the Ross Island complex and Holgate Channel as part of River Plan/South Reach.		X			<b>BPS, Parks, BES</b>
WR9	Develop an action plan to enhance and restore fish and wildlife habitat throughout the Central Reach.		X			<b>BPS, BES, Parks,</b> Private
WR10	Seek funding to and investigate the feasibility of restoring fish and wildlife habitat in two locations in the Central Reach.	X				<b>BPS, BES, Parks,</b> PDC, Private



#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
WR11	Seek funding to and develop a concept plan for the most feasible restoration site in the Central Reach (see Action #10). Then, take the project through pre-design and implementation.		X			<b>BPS</b> , BES, Parks, PDC, Private
WR12	Create an inter-bureau, inter-agency team, modelled after the BES Streamlining Team, to provide coordinated environmental permit review for private development projects. This may require a fee-for-services in addition to individual permit fees.		X			<b>BPS</b> , BES, BDS,DSL, USACE, NOAA, ODFW, Private
<b>Southeast Quadrant Additions</b>						
WR13	Study the most feasible and safe locations in the Central City for formal public access and swimming in the Willamette River. Consider accessibility, hydrology, currents, underwater obstacles and conflicts with other uses such as habitat and boating. Recommend a long-term strategy.		X			<b>Parks</b> , BPS, BES, DSL, Private
WR14	If necessary, update the Willamette Greenway code to recognize and address development that is subject to the Maritime Transportation Security Act.	X				<b>BPS</b>

## Urban Design

- Goal O:** Highlight the Willamette River as the Central City’s defining feature by framing it with a well-designed built environment, celebrating views to the larger surrounding landscape, improving east-west access and orientation and encouraging a range of river-supportive uses.
- Goal P:** Strengthen the quality of existing places and encourage the development of diverse, high-density districts that feature spaces and a character that facilitate social interaction and expand activities unique to the Central City.
- Goal Q:** Enhance the public realm with human-scaled accessible streets, connections, parks, open space, and recreation opportunities that offer a range of different experiences for public interaction.

### Policies to reach these goals:

- 47. Experimentation and Innovation.** Support the design of new places and uses, both permanent and temporary that promote innovation, experimentation and exchange in the Central City.
- 48. Bridgehead Redevelopment.** Redevelop bridgehead sites to elevate the importance of these locations, link east- and west side districts of the Central City, and create dynamic places that bring a diversity of residents, workers and visitors to the riverfront.
- 49. 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.
- 50. Historic Resources and Districts.** Enhance the identity of historically, culturally and architecturally significant buildings and places, while promoting infill development that builds upon the character of established areas.
- 51. Neighborhood Transitions.** Establish transitions between the Central City’s denser, taller and more commercial and industrial land uses and adjacent neighborhoods, while highlighting key gateway locations.
- 52. Renovation and Rehabilitation.** Encourage the preservation, renovation and rehabilitation of historic buildings.
- 53. Streetcar Lines.** Require active uses near streetcar stations and limit auto-oriented development.
- 54. Relationship to the River.** Encourage development adjacent to the Willamette River Greenway to orient buildings towards the river, at appropriate set-back distances, in order to create a relationship between the built environment and activities along the river.
- 55. Views.** Elevate the presence, character and role of significant public viewpoints and corridors such as the Vista Bridge and West Hills, which define the Central City and help connect residents, employees and visitors to Portland’s varied and unique landscape.

## Implementing Actions

#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
<b>Central City</b>						
UD1	Develop incentives to encourage publicly accessible, private plazas, ecoroofs and pocket parks as new development occurs.	X				<b>BPS</b>
UD2	Update the Central City Fundamental Design Guidelines to incorporate Crime Prevention Through Environmental Design (CPTED) principles, wind-mitigating design principles for tall buildings, as well as pedestrian scale and livability considerations.		X			<b>BPS</b>
UD3	Advocate for the passage of a state historic rehabilitation tax credit.				X	<b>City, Non-profit, Private</b>
UD4	Review height regulations and design review requirements adjacent to open spaces.	X				<b>BPS</b>
UD5	Develop a strategy to implement the “Green Loop” through the Central City.		X			<b>BPS, PBOT, Parks, BES</b>
UD6	Evaluate existing and potential new scenic view resources in the Central City, revise the scenic resources inventory and related regulatory tools and management, as appropriate.	X				<b>BPS, Parks</b>
UD7	Update the Historic Resources Inventory for the Central City, prioritizing the West End and Goose Hollow.		X			<b>BPS</b>
<b>Southeast Quadrant Additions</b>						
UD8	Encourage the development of public art in the Central City, as well as cultural and ecological displays and attractions.				X	<b>City, Non-profit, Private</b>
UD9	Identify remnant parcels or portions of publicly owned right-of-way (City, County, and State owned lands) that could be used for publicly accessible parks, open space, recreation opportunities and stormwater management.		X			<b>PBOT, Parks, BES</b>
U10	Study potential incentives to develop passive recreation and gathering spaces incorporated into ecoroofs, including those that are publicly accessible.		X			<b>BPS, Private</b>

## Health and the Environment

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

Policies to reach these goals:

- 56. Buildings and energy.** Increase the energy efficiency of buildings, the use of onsite renewable energy systems, and the development of low-carbon district energy systems. Conserve resources by encouraging the reuse of existing building stock and recycling materials from construction and demolition.
- 57. Green infrastructure.** Expand the use of green infrastructure, such as trees, vegetation, swales and ecoroofs, as a component of the Central City’s overall infrastructure system.
- 58. 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.
- 59. 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.
- 60. 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.
- 61. Bird-friendly Development.** Encourage bird-friendly building and lighting design and management practices, to reduce hazards to resident and migrating birds.
- 62. Upland Habitat Connections.** 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.
- 63. Periodic Flooding.** 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.
- 64. Adaptation to Future Climate Change.** Increase the resilience of the natural and built environment to more heat extremes and intense rain events.
- 65. Climate Change Preparation.** Assess, monitor and update plans, services and infrastructure in the Central City to anticipate and respond to evolving climate change conditions.
  - a. Flooding.** Monitor and adapt to changes in hydrology, including future river levels, changes in flood frequency and duration, and changes in stormwater runoff rates.
  - b. Heat Island.** Reduce the adverse impacts of urban heat island effects on public health, especially in underserved and under-represented communities.

- c. **Wildlife Movement.** Protect and improve terrestrial and aquatic wildlife movement corridors.
- 66. Low-Carbon Development.** Reduce carbon emissions from existing and new buildings, transportation systems and infrastructure.
- a. **Building Retrofits.** Support retrofits to existing buildings to reduce energy use, improve indoor air quality, preserve historic resources, and improve seismic resilience.
  - b. **Green Building.** Require high-performance new buildings that meet the energy targets of Architecture 2030, including net-zero energy use in new buildings by 2030.
  - c. **High Performance Areas.** Encourage “high performance areas” that conserve energy and water; use renewable energy sources; reduce waste and recycle; manage stormwater; improve occupant health; and enhance the character of the neighborhood, particularly in areas with large amounts of planned new development or redevelopment.
  - d. **Solar Energy.** Encourage the installation of on-site solar photovoltaic systems.
  - e. **Clean District Energy.** Enable the expansion and establishment of district energy systems that reduce carbon emissions.
  - f. **Low-Carbon Transportation.** Reduce carbon emissions from transportation systems, including supporting electric vehicle infrastructure.
  - g. **Carbon Sequestration.** Maintain and enhance green infrastructure to increase carbon sequestration and reduce energy needed to cool buildings in summer.

**2035 Performance Target: Tree Canopy**

BPS will work with technical staff to establish an overall tree canopy target for the Central City. Each quadrant/district will have specific targets that add up to reach the total. See Appendix D for a draft methodology for this work.

**2035 Performance Target: Vegetated Cover**

BPS will work with technical staff to establish an overall target for vegetated surfaces for the Central City. Vegetated surfaces are any spaces that are impervious and could be vegetated including ecoroofs, bioswales, public open spaces, tree canopy, etc.

**2035 Performance Target: Energy Conservation**

Net-zero energy in new construction, 30% reduction in existing building energy use, 5 MW of installed solar.

**2035 Performance Target: Tree Canopy**

Under Development

**2035 Performance Target: Ecoroofs**

Under Development

## Implementing Actions

#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
<b>Central City</b>						
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, trees on private property, impervious surface standards), renewable energy and energy efficiency in both new development and rehabilitations.	X	X			<b>BPS, BES</b>
EN2	Continue to monitor air quality and ambient air temperature and develop strategies to reduce people’s vulnerability to urban heat island effects.				X	<b>Oregon DEQ</b>
EN3	Update the Central City Fundamental Design Guidelines to incorporate guidance for bird-friendly building design and building reflectivity.		X			<b>BPS</b>
EN4	Identify tree preservation and planting opportunities and implementation strategies (e.g., street tree planting and maintenance programs) that meet multiple objectives, including reducing urban heat island, improving local air quality, intercepting rainfall to reduce stormwater runoff and providing habitat.				X	<b>Parks, BES</b>
EN5	Encourage the planting of street trees in front of residential and mixed use buildings and around surface parking lots.		X			<b>Parks/Urban Forestry, Private</b>
EN6	Explore implementation alternatives for an ecoroof requirement and/or consider a requirement for “Green Factor.”	X				<b>BPS, BES</b>
EN7	Identify upland wildlife corridors between the Willamette River and Central City existing and planned open space.	X				<b>BES, BPS, PBOT, private</b>
EN8	Implement projects that increase habitat in public rights-of-ways and development.		X			<b>BES, PBOT, private</b>
EN9	Consider new regulatory tools that would encourage or require large multi-family and commercial development projects to include charging facilities for electric vehicles.	X				<b>BPS</b>

#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
EN10	Develop a program to encourage solar energy on existing rooftops, including in combination with ecoroofs.		X			<b>BPS, BES</b>
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.		X			<b>BES, PBOT</b>
EN12	Work with FEMA to remap the Willamette River 100-year floodplain to include the consideration of climate change.		X			<b>FEMA, BPS, BES</b>
EN13	Amend the flood related regulations and other guidelines to a) help prevent or minimize the risk of flood damage to new, redeveloped and rehabilitated buildings located in the revised 100-year floodplain, and b) avoid, minimize and mitigate the impacts of such development on floodplain functions.		X			<b>BPS, BES</b>
EN14	Explore opportunities for new multi-family and commercial development to create provisions for community gardens and food gardening.				X	<b>BPS, Private</b>
EN15	Explore opportunities for new multi-family and commercial property developments to consider building designs that allow for the capturing and reuse of water.				X	<b>BPS, Private</b>
<b>Southeast Quadrant Additions</b>						
EN16	Develop strategies to increase the amount of green-infrastructure in combined sewer backup risk areas and in areas where stormwater discharges directly to the river.		X			<b>BES</b>
EN17	Explore opportunities for new multi-family and commercial development to create provisions for community gardens and food gardening.				X	<b>BPS, Private</b>
EN18	Explore opportunities for new multi-family and commercial property developments to consider building designs that allow for the capturing and reuse of water.				X	<b>BPS, Private</b>

#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
EN19	Explore strategies to reduce nighttime lighting and sky glare to reduce impacts of building lighting on human health, wildlife and energy consumption.		X			<b>BPS, Private</b>



# Chapter V: SE Quadrant Vision, Goal, Policies and Actions

## Purpose

This policy framework provides an integrated set of policies and actions to guide future decisions, development and investments in the Central Eastside District for the coming decades. The vision, policies and actions will guide decision-making on how to implement the land use, urban design, transportation, environmental, and other directions outlined in the SE Quadrant Plan.

At the conclusion of the CC2035 planning effort, a final version of this framework will be combined with the frameworks that emerged from the N/NE and West Quadrant Plans, as well as updated CC2035 Central City-wide framework of policies. Together this complete policy framework will be formally adopted as amendments to Portland’s new Comprehensive Plan.

## District Vision for the Central Eastside District

*The Central Eastside is the Central City’s largest and most vibrant industrial employment district. A center for industrial employment since its formation, through the decades the character and complexity of the industries calling the district home have and continue to evolve. Existing industrial and distribution businesses continue to thrive while the district’s job base grows and diversifies to attract new and emerging industries. The Central Eastside is a prime location for those seeking a central location close to their customer base and workforce with strong connections to local and regional markets. Bridges and other connections between industry in the district and academic partners west of the river support collaboration, innovation and business development activities.*

*Mixed-use development, such as retail, commercial office, and residential uses, is located along main street corridors that support the rest of the district and the inner Southeast Portland neighborhoods, while industrially zoned areas are places where businesses can be assured that their investments and ability to operate are protected. These protections include a continuing commitment to freight access and movement through the district.*

*The district’s riverfront is a regional amenity and destination for employees, residents and visitors, with a variety of attractions and activities that bring people to, along and in the river. The riverfront by the OMSI light rail transit station area is a major hub for a variety of commercial, educational, and other uses. River recreation and transportation flourish along the riverfront, supported by docks and other amenities. A system of parks, open space, and recreation opportunities and pedestrian-friendly streets provide vital community gathering areas across the district and enhance access to the riverfront for residents, employees and visitors. User conflicts along the Eastbank Esplanade and Willamette Greenway Trail are addressed over time with its increased usage by pedestrians and bicyclists. Where opportunities exist, river health and habitat are improved by restoring shallow water areas and planting native vegetation on the riverbanks.*

## Central Eastside District Goal

Preserve and promote the Central Eastside as a regional employment center for a diverse range of industrial businesses and sectors. Public and private investments in the district will:

- Support existing and emerging businesses with essential infrastructure that enhance freight access, movement, and loading,
- Develop mixed-use, high-density, vibrant and safe station areas and main street corridors, that complement, but do not conflict with industrial operations, and
- Establish a southeast Willamette riverfront as a major attractor for visitors, residents and employees with parks, open space, and recreation opportunities and in-water and riverbank habitat improvements.



Sunrise over the Central Eastside as viewed from the Hawthorne Bridge's western bridgehead.

## Regional Center: Economy and Innovation



Design-build spaces are increasingly common in the Central Eastside.

The Central Eastside is the larger of the Central City's two industrial districts. The district has long served as a centralized location for the industrial sectors of the day. Once relying on ships and then trains to supply and distribute the goods its businesses produced, the district now relies on freight and digital means to transfer the goods to its customers.

The district contains a mix of manufacturing, warehouse and distribution, industrial service and wholesale businesses that rely on a centralized location to be in proximity to their customer base and suppliers. The district also contains a growing diversity of new industrial businesses that are in high tech and creative industrial sectors, including industrial and graphic design firms, software and web design and management, research and development, architecture and engineering, and others.

These business owners are attracted to the older industrial buildings of the district that are no longer efficient for larger industrial operations. Many industrial businesses today are attracted to larger industrial sites with better access to port facilities and regional transportation infrastructure in order to remain efficient and competitive in today's market.

Over the next 25 years as employment densities increase in the district it will be important to promote the growth of major institutions such as OMSI, OHSU, PCC, and Benson Polytechnic High School. It will also be important to support entities such as VOZ Worker's Rights Education Project to make safer and stronger connections to employment for day laborers and immigrants. All of these entities strive to build and expand partnerships and collaborate with businesses to support a growing work force.

The policies of this section reflect the need to maintain the Central Eastside as a location for industries that desire a central location, as well as the constantly evolving character and need of different industrial sectors. These policies are intended to preserve the district as a center for employment, while allowing it to keep pace with the needs of existing, as well as emerging industrial sectors, important to Portland's growing economy and global presence.

## Policies

1. **Central Eastside Industrial / Employment Sanctuary.** Maintain and enhance zoning tools, supportive infrastructure and other services that support the continuation of the Central Eastside as a prime location for investment in existing and new industrial businesses.
2. **Central Industrial Diversification.** Support growth of new industrial sectors, protect existing sectors, and protect the Central Eastside as a place where startups and incubators can transition to mature and established businesses and sectors.
3. **Workforce Development.** Support institutions such as Benson High School, Portland Community College’s CLIMB Center, OMSI, and others in their unique roles associated with workforce development through programs and partnerships that prepare Portlanders at different education and skill levels for employment in Central Eastside industries.
4. **Innovation Quadrant.** Build upon the physical connections created by the Tilikum Crossing to connect Central Eastside industries with west side institutional assets such as Oregon Health Science University (OHSU) and Portland State University (PSU). Facilitate the growth of traditional and emerging industries in service to the Innovation Quadrant and encourage venues such as the Oregon Museum of Science and Industry (OMSI) to showcase the diversity of research, economic development, and educational activities occurring within the quadrant.
5. **Southern Triangle.** Encourage redevelopment of large sites to include employment opportunities such as industrial office, headquarters, and creative office opportunities, and invest in new infrastructure to address transportation constraints in the area. Promote bioscience and high technology sectors in the district, facilitated by the connection of the Tilikum Crossing to South Waterfront and Downtown.
  - a. **Clinton Station Area.** Facilitate the development of employment and residential, as well as neighborhood serving retail and community service at the Clinton Station that serve the Central Eastside and Inner SE Portland neighborhoods.
  - b. **OMSI Station Area.** Create a major and active riverfront station area that includes land and water based transportation, educational and recreational opportunities. Promote visitor-serving attractions, amenities, and retail, as well as a mix of high-density commercial office, institutional, and industrial employment uses.
6. **Mixed-Use Corridors.** Enhance the vibrancy of major mixed-use corridors to optimize their potential to attract investment and the development of new retail, commercial office, and residential uses that complement and serve employees and businesses in the Central Eastside.
7. **The East Portland Grand Avenue Historic District.** Promote the rehabilitation of existing and historic buildings in the Grand Avenue Historic District through enhanced design guidelines and regulations that incent rehabilitation and reuse over demolition. Protect the historic character and architecturally significant resources within the district by encouraging adaptive reuse of existing structures.
8. **River Economy.** Leverage the Willamette River as an important component of the Southeast Quadrant’s local economy by supporting river dependent and river related commercial and mixed uses that bring more people to and on the river.

- 9. **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, ecological and maritime tourism, retail kiosks, restaurants and river transportation.
- 10. **Day Laborer Organization & Education.** Continue efforts and initiatives within the Central City that organize and centralize day laborer services and provide for worker rights education, outreach, and protect the rights of laborers.
- 11. **Regional Industrial Hub.** Protect the Central Eastside as a centralized hub of industrial businesses and services that support the regional economy by serving other industrial districts and businesses located throughout the Portland metropolitan area.
- 12. **Compatible Development and Redevelopment.** Protect the existing industrial businesses and the livability of new employment and residential uses through development designed and constructed to insulate non-industrial uses from the characteristics common to industrial operations such as noise, fumes, and freight operations.

**2035 Performance Target:**

**Employment:** *Create an additional 9,000 jobs, most within industrial employment sectors, to create a district-wide job total of 26,000 jobs by 2035.*

Implementation Actions: Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
Zoning Map and Code Amendments						
RC1*	Adjust the boundaries of the Central Eastside District to include the Clinton Station Area.	X				<b>BPS</b>
RC2*	Adjust the boundaries of the Central Eastside District to include the Union Pacific Railroad parcel (located at the intersection of Interstate 5 and 84), as proposed by the N/NE Quadrant Plan.	X				<b>BPS</b>

Implementation Actions: Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
RC3*	Rezone the Clinton and OMSI station areas from a mix of industrial, employment, and commercial zones to Central Employment (EXd) and set a base entitlement of 1:1 FAR and a maximum height of 65 feet. Require a master plan process for development on parcels larger than 40,000 sq. ft. or for development in excess of 60,000 sq. ft. as a means to address urban design and site programming, including publically accessible open space, street connectivity and as a means to earn additional FAR and height when specific criteria are met.	X				<b>BPS</b>
RC4*	Amend the existing use allowances and development standards of the Employment Opportunity Overlay (EOS) to allow increased employment densities.	X				<b>BPS</b>
RC5*	Expand the EOS to specified portions of the Central Eastside District to provide opportunities to increase employment densities.	X				<b>BPS</b>
RC6*	Amend the Zoning Map Designations of the General Industrial 1 (IG1) zoned properties between SE 3 <sup>rd</sup> and 6 <sup>th</sup> to match their existing Comprehensive Plan Map designation of Central Employment (EXd).	X				<b>BPS</b>
RC7*	Establish new Industrial Ground Floor/Industrial Office Bonus that will be applied to the IG1 zoned portions of the Central Eastside that are not within the EOS.	X				<b>BPS</b>
RC8	Update the definition for Industrial Office uses to be more explicit in describing what uses are prohibited within industrial office buildings. Additional updates will be made to add clarity to the allowed uses and the differences between various uses, specifically in the industrial and commercial use categories.	X				<b>BPS</b>
RC9	Apply the EX zone with a no housing provision, to Powell-Woodward area.	X				<b>BPS</b>

<b>Implementation Actions: Regional Center: Economy and Innovation</b>						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
RC10*	Review and consider amendments to development standards and design guidelines applicable to development along the IG1/EXd Interface throughout the district.	X	X			<b>BPS, BDS</b>
RC11*	Review and consider amendments to building code requirements applicable to non-industrial development along the IG1/EXd Interface throughout the district.	X	X			<b>BPS, BDS</b>
RC12*	Adopt an Industrial Disclosure Statement provision requiring such a statement to be recorded as a covenant when new buildings are developed, or existing buildings are rehabilitated.	X				<b>BPS, BDS</b>
RC13	Amend the Zoning Code to allow desired riverfront uses in the Southeast Quadrant.	X				<b>BPS</b>
RC14	Develop incentives for riverfront properties that grow the riverfront economy with related activities and uses that bring a lot of people to the riverfront.	X				<b>BPS</b>
RC15*	Review and consider amendments to development standards and/or allowed uses in the district that are related to: retail area limits, size of accessory uses, and use of the headquarters provision.	X				<b>BPS, BDS</b>
<b>Programs, Projects, and Strategies</b>						
RC16	Continue efforts and initiatives within the Central City to organize and locate day laborer services, such as VOZ, that provide safe places for worker rights, education, and outreach and that protect the rights of laborers.		X			<b>PDC, VOZ</b>
RC17	Initiate catalytic redevelopment projects along the Portland-Milwaukie light rail alignment to complement institutional growth and employment in research and development and other high tech industrial sectors.		X			<b>PDC, Private</b>

Implementation Actions: Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
RC18	Support the growth and expansion of the Innovation Quadrant and economic opportunities associated with the growth of major institutions (such as OMSI, OHSU, PCC, and PSU), with an emphasis on partnerships and collaborations that facilitate economic development that supports the quadrant and city as a whole.				X	<b>PDC, BPS,</b> Institutions
RC19	Align public sector programs, financing tools, and physical assets to leverage city-wide innovation priorities such as the Innovation Quadrant, OHSU’s Knight Cancer Challenge, and emerging cross-sector opportunities like “Internet of Things” and Health Technology.				X	<b>PDC,</b> Institutions, Private
RC20	Address skill gaps within high-growth, high-demand occupations and support individual career development through partnerships between CES employers and institutions such as CEIC, PCC, and PPS to provide support on the job training for new employees and training for incumbent workers to advance to higher skilled, higher wage jobs.				X	<b>PDC, CEIC,</b> OMSI, PPS, PCC, CEIC
RC21	Identify and support opportunities and partnerships that bring major riverfront uses and attractions to the Southeast Quadrant.				X	<b>Private, BPS,</b> PDC, PBOT

\*More detail regarding these actions in Chapter VI



## Housing and Neighborhoods



A Victorian home from the district’s past (left) and an illustration of the Block 67 mixed use residential project under construction at the Burnside Bridgehead (right).

Housing has long been part of the urban fabric of the Central Eastside. Although much of the district has historically been used for industry, in the early days of the district it was very common for housing to sit next to or on the same parcel of land as an industrial operation. It was not until local zoning patterns that sought to segregate such operations were adopted in the 1950’s, mostly for the health and safety of residents, that industrial and other employment uses became the primary land use in the Central Eastside.

A mix of single- and multi-family dwellings from this earlier era can still be found throughout the district, with several clusters of such housing remaining in the portion of the district east of SE 6<sup>th</sup> Avenue and south of SE Hawthorne Avenue. Those units that are located within industrially zoned areas are considered as “legal, non-conforming uses” by the City, and may be used as housing. However, stakeholders and experts have expressed concern that property owners are struggling to find buyers who are able to secure a mortgage for such a property.

Although the Central Eastside is mostly known as an industrial district, in 1990 over 85-acres of the district was zoned to accommodate a high-density mix of housing, retail, and office uses. This zoning is most prevalent along the MLK/Grand corridor, East Burnside, and along SE Morrison and Belmont. Also, significant portions of SE 11<sup>th</sup> and 12<sup>th</sup> Avenues are zoned to allow a medium density mix of these same uses, with a segment of both streets south of SE Hawthorne zoned for multi-family residential uses.

Despite this long-standing potential, only sporadic housing development has occurred along these corridors until recently. Now projects at the Burnside Bridgehead, along the MLK/Grand Corridor, and along the Morrison/Belmont couplet are proposing a significant increase in housing as well as some new office and retail development. The completion of the Portland Streetcar loop, which will allow direct connection between the MLK/Grand corridor and South Waterfront, will likely increase visibility and development interest in this area.

Housing projections show there could be 3,500 units by 2035. At present, there are approximately 1,500 units in the district and at least 1,700 new residential units proposed, under construction or recently completed. Approximately 50% of this housing is at the Burnside Bridgehead and surrounding properties. Although some of the proposed housing will be developed as affordable housing, and approximately 30 percent of all housing in the district remains affordable to those earning less than 80%

of Portland’s median family income, this trend is not likely to continue unless new tools to help create affordable housing are created.

Lastly, although the ability to develop housing in the Central Eastside has existed for decades, increases in residential and employment densities will require that new design and development tools be established to ensure these uses will be compatible, and new residents have access to public services and amenities that make residing in the Central City a livable and sustainable experience.

**Policies:**

1. **Housing Compatibility.** Ensure that new housing in the Central Eastside is designed and constructed to minimize conflicts with adjacent industrial operations and provide a living environment for residents by reducing impacts related to noise, glare, and other characteristics common throughout this industrial district.
2. **Essential Public Services.** As the residential population of the Central Eastside grows, periodically assess the needs of residents to ensure they have access to essential public services such as parks, schools, community centers, and other amenities that support the establishment of stable and complete communities in and around the Central City.

**Draft: 2035 Performance Target**

**Housing:** *Maintain the existing housing potential of the Central Eastside for all. The housing projection by 2035 is approximately 3,500 units.*

Implementation Actions: Housing and Neighborhoods						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
Programs, Projects, and Strategies						
HN1*	Explore options to protect/preserve existing, legal non-conforming housing in the Central Eastside.	X				<b>BPS</b>
HN2	Update the Central City Housing Inventory by 2016 and conduct periodic updates on a regular basis.				X	<b>PHB, BPS</b>
HN3	Pursue opportunities for affordable housing and well as mixed-income housing projects within the Clinton Station area, with a focus on lands currently owned by the City of Portland.			X		<b>PHB, PDC, BPS</b>
HN4	Explore opportunities for new publicly accessible parks and recreation facilities that foster community interaction and exchange.				X	<b>Private, Parks, BPS</b>

\*More detail regarding these actions in Chapter VI.

## Transportation



Central Eastside streets are used by a diverse group of Portlanders on every mode imaginable. This can result in the conflicts between modes such as bikes and trucks that this plan seeks to address.

The Central Eastside has always been a mixed use area where industrial businesses are interspersed with shops and residences. Today, the district continues to serve as a key incubator for makers and doers, where companies can find spaces to start small and grow their businesses in a supportive community of suppliers and distributors. It is a measure of the district's success that many of its companies have outgrown the district and moved to larger sites outside the Central City with no shortage of new companies filling in behind them. In addition to the industrial areas, the MLK and Grand corridor, part of a regional freight system, continues to house a sizable residential community and along with East Burnside and other major arterials, are sites of dense new residential development. These two elements of the district, combined with its location at the center of a rapidly growing metropolitan region, result in many demands on the transportation system.

The Central Eastside is served by a multi-modal transportation system that supports its role as a regional center for industry, retail, business, and government. The district has unique regional transportation advantages, including direct connections to the interstate freeway system via I-5, I-84 and regional freight routes including Highway 99 (MLK/Grand), and Highway 26 (Powell Blvd). A new streetcar loop, new Portland-Milwaukie Light Rail Line, and extensive bus system connects it to the rest of the city and region via transit. The Central Eastside is also at the center of citywide system of bikeways that bring people to and through the district to work and to activities in the Central City. The Kerns, Buckman and Hosford-Abernethy neighborhoods that comprise the district have bicycle commute rates as high as 22% (ACS 2013). Every weekday between 5,000 (winter) and 10,000 (summer) people cross the Hawthorne Bridge on bicycles into or out of the district. There are opportunities for river transportation that bring people to and from the district including river transit and access via individual watercraft.

With continued growth in the city surrounding the district and increasing employment and residential densities in the district, more people will be using Central Eastside streets. The policies and actions in this section seek to retain the existing industrial businesses while supporting future generations of businesses, shops and residential developments.

## Policies:

1. **Freight system.** Emphasize freight movement in and through the district and maintain and improve access to and from the district and regional freeway system.
2. **Parking.** Establish an efficient parking system to meet existing demand and create new parking strategies to share and manage parking across the district to meet the needs of employment and residential growth and major attractors in the district.
3. **Circulation and Connectivity.** Improve connectivity throughout the district for all modes, designating Priority Truck Streets and making safe, accessible and convenient bike and pedestrian routes with improved signalization and clear signage to link landward portions of the district with major attractors and the riverfront.
4. **Multi-Modal Access.** Improve access for all users to and through the district, increasing the share of trips made by non-automotive modes.
5. **River Transportation.** Improve infrastructure that supports commercial, river transit, individual watercraft, tourist and recreational boating uses. In support of new river transportation options, ensure terminals and docks are supported by streets and trails that provide direct access to transit from points throughout the Central Eastside.
6. **Green Loop.** Explore a Central Eastside segment of the Central City Green Loop through the district to create an attractive north-south pedestrian and bicycle route that is safe and comfortable for all ages and abilities and connects the Lloyd district through the Central Eastside to the Tilikum Crossing Bridge.
7. **Green Streets.** Strategically support the enhancement of identified east-west pedestrian and bicycle oriented streets at regular intervals through the district that serve the multiple objectives of travel, stormwater management, open space and recreation, and place making. Routes should also strengthen connections to the river and riverfront. Green Streets should be identified based on the freight district hierarchy to avoid significantly impacting freight movement.
8. **Reduce Trail Conflicts.** Explore approaches to address bicycle and pedestrian conflicts on the Eastbank Esplanade and the greenway trail through design modifications like separating bicycle and pedestrian facilities, education, signage and other means.

## Draft: 2035 Performance Target

At least 60 percent of commute trips to and from the district are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

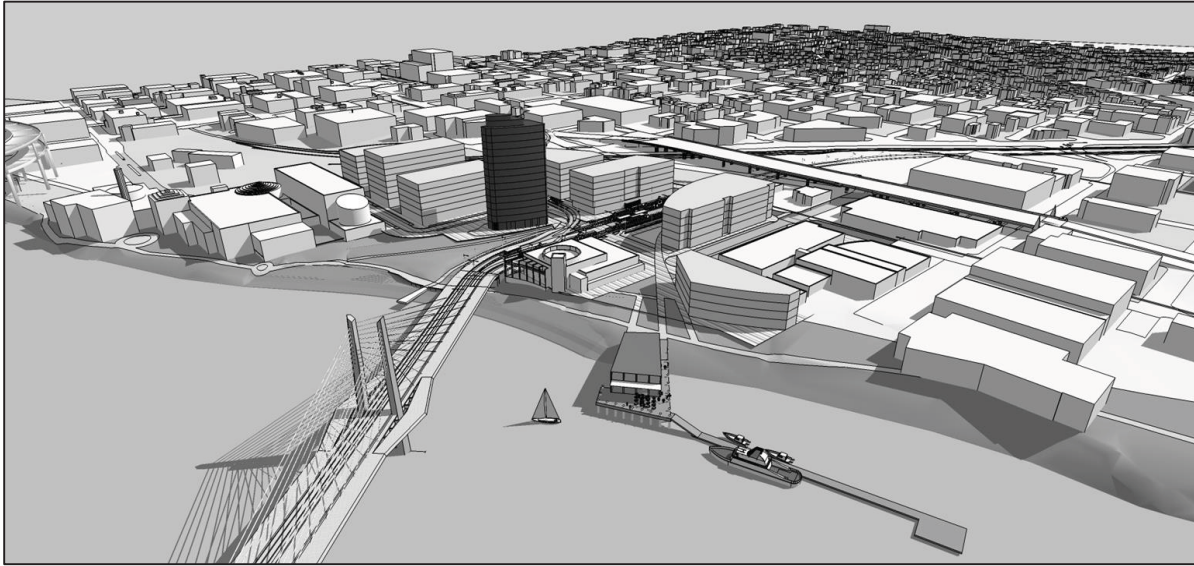
Implementation Actions: Transportation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
<b>Zoning Map and Code Amendments</b>						
T1*	Amend the Zoning Code to allow for shared use of off-street parking facilities for employees and residents of the Central Eastside District. Investigate potential for parking for customers.	X				<b>BPS, PBOT</b>
T2*	Explore tools that developers can use to pay for the construction of centralized structured parking where projects cannot feasibly provide on-site parking.		X			<b>PDC, BPS, PBOT</b>
<b>Infrastructure</b>						
T3*	Alleviate congestion and improve freight, auto and non-auto mobility and accessibility by installing traffic control devices on Sandy at Ankeny St., MLK at Ankeny St., on MLK/Grand at Salmon St., on Water Ave at the I-5 off ramp.		X			<b>PBOT, PDC</b>
T4*	Create one-way couplets on Stark/Washington and Yamhill/Taylor to alleviate congestion at signalized intersections.		X			<b>PBOT, PDC</b>
T5*	Enhance existing east-west pedestrian and bicycle access by installing traffic signals or other traffic control devices at key crossings of 11th/12th such as Ankeny St., Salmon St., Clay St., and Harrison St.		X			<b>PBOT, PDC</b>
T6	Provide pedestrian and bicycle access between Grand/MLK and the Tilikum Crossing in the vicinity of the streetcar bridge.			X		<b>PBOT, PDC</b>
T7	Coordinate planning and implementation of green infrastructure and active transportation improvements on east-west streets and the “Green Loop”.			X		<b>PBOT, BES</b>
T8	Improve auto/freight access to the district from Powell Blvd through protected turns between the Ross Island Bridge and Milwaukie.		X			<b>PBOT, PDC, TriMet</b>
T9	Build a bicycle/pedestrian bridge that connects the Central Eastside to the Lloyd District across I-84.			X		<b>PBOT, PDC</b>
T10	Improve access for cyclists traveling west from the Central Eastside to the Burnside and Morrison Bridges.		X			<b>PBOT</b>

Implementation Actions: Transportation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
<b>Programs, Projects and Strategies</b>						
T11	Improve connections between the Springwater Corridor Trail and the Greenway Trail/Eastbank Esplanade.				X	<b>Parks, PBOT</b>
T12	Develop and implement strategies to reduce bicycle and pedestrian conflicts as needed along the Willamette Greenway Trail and the Eastbank Esplanade.				X	<b>Parks, PBOT, Private</b>
T13	Analyze loading needs and develop new loading guidelines.		X			<b>BPS, PBOT</b>
T14	Explore ways to adopt the Ground Floor Edge Concept, including three street types: retail, boulevard and flexible. Create design standards that result in more practical building designs in transition areas between different base zones. This may include updates to the Transportation System Plan Street Design Classifications.		X			<b>PBOT</b>
T15	Support the creation of a privately operated river transit operation in the Central Eastside.		X			<b>Private, BPS, PBOT, Metro</b>
T16	Include an analysis of the feasibility for river transit service in the 2016-2018 update to the Regional Transportation Plan.		X			<b>PBOT, Metro</b>
T17	Establish criteria for further deployment of parking meters in the district and establish pricing for parking necessary to facilitate future structured parking facilities.				X	<b>PBOT, Private</b>
T18	Establish a regular study to be conducted every 2 years to ensure parking capacity is meeting needs as the district continues to grow and evolve. This would include studying opportunities for the provision of structured parking.				X	<b>PBOT</b>
T19	Identify opportunities to creatively use public rights-of-way to meet open space, recreation and retail needs, especially along designated green or flexible streets.				X	<b>PBOT, Parks</b>

Implementation Actions: Transportation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
T20	Study feasibility of realigning the Morrison Bridge off ramp to MLK to allow for through eastbound traffic on Yamhill.		X			<b>PBOT, PDC</b>
T21	Update Transportation System Plan functional classifications by reclassifying SE Martin Luther King, Jr. Blvd., SE Grand Ave., SE Stark St., SE Morrison St., SE Belmont St., SE Division Pl., and SE Water Ave. to Priority Truck Streets. Reclassify SE Sandy and SE 7th Ave to Major Truck Streets. All other streets in the CEID would remain Freight District Streets.		X			<b>PBOT</b>
T22	Remove left turn from westbound SE Clay St onto southbound SE MLK Blvd and direct traffic to SE Mill St to reduce backups on Clay.		X			<b>PBOT</b>
T23*	Establish wayfinding system for district that directs preferred routes for specific modes.		X			<b>PDC, PBOT</b>
T24	Explore the feasibility of implementing a Railroad Quiet Zone along SE 1st Ave.		X			<b>PBOT, PDC, Private</b>
T25	Improve pedestrian and bicycle connections from the Morrison and Burnside Bridges to the Eastbank Esplanade to make it safer, accessible and more direct.			X		<b>County, BPS, Parks, PBOT</b>

\*More detail regarding these actions in Chapter VI.

## Urban Design



A 3D illustration showing potential building massing for the OMSI Station area including a new Portland Spirit regional water transit facility.

The Central Eastside is an active industrial district supported by several mixed use main street corridors that connect it to the rest of the Central City, the Willamette River, and eastside neighborhoods. The Urban Design policies and actions below are intended to build on the rich context of the district, while providing great places and experiences for all workers, residents, students, and visitors. Policies call for preserving the existing industrial character while sensitively integrating new development within the historic, geographic, and functional makeup of the Central Eastside. On the ground, policies support the creation of a welcoming public realm with parks, open space, and recreation opportunities and strengthened connections to the river, across barriers such as the freeways, bridge ramps, and heavy rail lines.

The district benefits from a resilient urban fabric of industrial warehouse and mixed commercial and residential buildings. Although only a portion of the district falls within a designated historic district (the East Portland/Grand Avenue Historic District), it retains numerous historic industrial buildings, some of which are designated historic landmark structures. The Employment Opportunity Subarea (EOS), established in 2006, allowed newer industrial employment sectors that use smaller open floor plates. The intended outcome was both increased employment opportunities and the preservation of many vacant older multi-story industrial structures, valued for the flexibility and character these buildings provide. Urban design policy in the district will continue to focus on preservation of the older established industrial areas, maintaining the character of the Central Eastside, while continuing to target active uses, higher densities, and a vibrant streetscape within its mixed use main street corridors.

The Southern Triangle, an area relatively lacking in established character and identity, is poised for transformation within the station areas. The urban design policy promotes the development of higher density employment that supports transit ridership, helps to connect neighborhoods, and facilitates access to the Willamette River, taking advantage of the district's unique location along the riverfront, especially near the OMSI station area. The policy also promotes development of large sites between the



station areas that can accommodate much higher employment densities, while reflecting the urban form of Central Eastside industrial areas.

At the macro scale, the need to strengthen the pedestrian and bicycle connections across the district has been expressed throughout the SE Quadrant planning process as well as providing parks, open space, and recreation opportunities to a district that is currently underserved by these amenities. These facilities provide opportunities for respite, recreation and community gathering. They contribute to the vitality and well-being of an area for residents, employees and visitors and provide needed urban habitat areas.

The opening of Tilikum Crossing will provide opportunities to connect to South Waterfront and downtown, and a potential new bridge across I-84 will connect people on foot and on bike from the Lloyd District. At the street level, a more hospitable public realm with opportunities for gathering spaces and active ground floor uses where appropriate will help to create places for people that align with these important connections, while reducing conflict with freight truck access and loading.

## Policies

1. **Southeast Riverfront.** Create a relationship of physical form, orientation, activities and access between Central Eastside development and the Willamette River. Utilize building design, active ground floors facing the river, new uses and open areas that encourage people's enjoyment of the river in both public and private spaces.
2. **Historic Industrial Character.** Maintain and celebrate the historic industrial character of the Central Eastside through the preservation and enhancement of historic buildings and infrastructure that reflect past uses and architectural styles while serving existing and emerging industrial employment uses.
3. **Public Realm.** Enhance the character and function of the public realm through design standards, guidelines, and land uses that activate the pedestrian environment.
4. **Variety in Street and Ground Floor Character.** Expand the diversity of street and ground floor characters in Central Eastside, creating transitions between industrial and mixed use areas and distinguishing three main types: retail, boulevard and flexible.
5. **Large Block Development.** Develop large blocks and sites with an urban form that use building massing and orientation, accessways, and open spaces to allow sites to be integrated into the form and block configuration common throughout the Central Eastside.
6. **Enhanced Circulation and Connectivity.** Establish new, as well as maintain existing, accessways that provide active transportation and vehicular connections through large sites, across barriers, and between key attractions of regional significance, including the Willamette River.
7. **Open Space.** Increase parks, open space, and recreation opportunities in the district and encourage the provision of publicly accessible private plazas and pocket parks with new development, redevelopment and building rehabilitation projects, especially in areas zoned for high density, mixed-use development. Broaden the number and range of available recreation experiences accessible to all district users.
8. **Wayfinding.** Develop and maintain wayfinding strategies and tools that allow visitors and customers of the Central Eastside to navigate the district and locate key attractions, businesses, institutions, the riverfront and other destinations in a safe, intuitive and enjoyable manner.

- 9. **Historic Main Streets.** Enhance the character and visibility of historic streets throughout the district, including under the district’s viaducts, through public realm improvements and building rehabilitations that acknowledge their historic role in shaping the district, while elevating their current status as important streets for commerce and employment.
- 10. **Public Views.** Maintain public views of key landmarks and regional scenic features by ensuring new development is designed to incorporate building massing, placement on the site, and heights that do not block established significant views.
- 11. **OMSI Station Area.** Create an urban form at the OMSI station area that facilitates public access from the streetcar and light rail stations to the greenway trail and riverfront, PCC, OMSI, Portland Opera, Portland Spirit, the Oregon Rail Heritage Foundation sites, through public realm enhancements and ground floor active uses that create a safe and vibrant environment.
- 12. **Clinton Station Area.** Establish an urban form at the Clinton station area that creates a safe and active environment by incorporating a mix of uses that serve transit riders as well as residents and employees of the station area, Central Eastside, and inner Southeast Portland neighborhoods.

Implementation Actions: Urban Design						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
Zoning Map and Code Amendments						
UD1*	Update existing Central Eastside Design Guidelines and adopt new guidelines specific to the OMSI and Clinton station areas, mixed-use development along the IG1/EX interface, and recognition of the historic Morrison and Belmont main streets.	X				<b>BPS, BDS</b>
UD2	Update existing East Portland Grand Avenue Historic Design Guidelines.		X			<b>BPS, BDS</b>
UD3	Explore development bonus or transfer provisions in exchange for the development of publicly accessible parks, open space, and recreation features.	X				<b>BPS/Parks</b>
UD4	Explore development standards, design guidelines, or master plan provisions applicable to “superblocks” to ensure strengthened accessible pedestrian connections, parks, open space, and recreation opportunities are incorporated into the development of these large sites.	X				<b>BPS, PBOT</b>
UD5	Update development regulations to support the Ground Floor Character Concept, including active use requirements and design guidelines.		X			<b>BPS</b>
Programs, Projects, and Strategies						

Implementation Actions: Urban Design						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
UD6*	Work with property owners to establish publicly accessible parks, open space, and recreation opportunities throughout the district.		X			<b>BES, Parks,</b> PDC, BPS
UD7*	Develop an urban design concept and implementation strategy to enhance the role, use, and character of the historic main streets under the Morrison, Belmont, Madison, and Hawthorne Street viaducts, and the area under I-5.		X			<b>BPS/PBOT,</b> PDC
UD8	Develop a districtwide strategy to implement features, including opportunities for public-private partnerships, that address the need for new open spaces, connections and access to existing open spaces and other amenities as residential and employment densities grow over time.		X		X	<b>Parks, BPS,</b> PBOT, PDC, BES, State
UD9	Increase public parks, open space, and recreation opportunities in the district to meet Portland Parks and Recreation level of service targets. Look for opportunities to acquire and develop additional open spaces leveraging public-private partnerships.				X	<b>Parks, Private</b>
UD10	Identify and pursue opportunities to create publicly accessible riverfront parks, open space, and recreation opportunities and east-west access ways as part of the redevelopment of the ODOT Blocks located west of SE Water Avenue.				X	<b>PDC,</b> Parks, PBOT, BPS
UD11	Develop strategy to incorporate green-infrastructure, furnishings, wayfinding tools, and other elements to draw people to the river on key east-west routes leading to the Willamette River.		X			<b>BPS,</b> PBOT, BES
UD12*	Explore a Green Loop alignment in the Central Eastside based on its ability to meet criteria developed for the district, especially those that address impacts to freight mobility.		X			<b>BPS,</b> PBOT
UD13	Update the Historic Resource Inventory for structures in the Central Eastside.		X			<b>BPS</b>

\*More detail regarding these actions in Chapter VI.

## Willamette River



While the Willamette River is the heart of the Central City, development over the past century (such as relocation of Interstate 5) has created physical separation between the Central Eastside and the riverfront. It has resulted in a lack of riverfront-oriented development and uses that integrate the riverfront with the greater district. The Eastbank Esplanade and greenway trail increased public recreation and non-motorized transportation along the riverfront but open spaces along the trail are not always hospitable for public enjoyment (e.g. the highway noise at Madison Plaza near the Hawthorne Bridge and I-5). In addition many of the open spaces are difficult to access from the district.

The Willamette River is also home to fish and wildlife. Filling of the historic floodplain and hardening of the riverbanks to support development has removed critical shallow water habitat and riparian vegetation. Today, fish and wildlife struggle to find places to rest, feed and nest.

Riverfront activation through uses and activities, public access to, along and in the river, the protection and enhancement of habitat and adaptation to climate change are important for meeting the central riverfront's aspirations as the City's and region's "living room". These goals are not mutually exclusive. It will be important to prioritize spaces along and within the river to reduce conflicts between uses.

Most of the river-related policies and actions are included in other topical sections: Regional Center: Economy and Innovation, Transportation, Land Use, Urban Design and Health and the Environment. They are also found in the Central City-wide Policies and Actions in Chapter 4.

## Policies

1. **Active River Recreation.** Promote active river recreation along the southeast riverfront by maximizing the use of existing docks and trails, and by adding new infrastructure and amenities that support these uses.

Implementation Actions: Willamette River						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
<b>Zoning Code and Zoning Map Amendments</b>						
WR1	Explore the potential for an OMSI mixed use development that brings together a variety of complementary riverfront uses and activities, increases public access to/from the river and celebrates it.	X				<b>OMSI, BPS, PDC, Public</b>
WR2	Evaluate the width of the Greenway setback south of the Hawthorne Bridge and widen the setback as needed to support restored fish and wildlife habitat as well as increase trail and recreational uses.	X				<b>BPS, Parks, Public</b>
WR3	Allow small commercial uses along or near the riverfront including food kiosks, bicycle and boat rentals and other retail that support an active riverfront in the Southeast Quadrant.	X			X	
WR4	Increase the width of the greenway trail including possible separation of bicyclists and pedestrians especially north of the Tilikum Bridge area by OMSI as redevelopment happens.			X		
<b>Projects, Programs, and Strategies</b>						
WR6	Explore concepts and partnerships to implement an active waterfront with a mix of fish and wildlife habitat, boating, swimming, educational opportunities and enhanced greenway trail between the Morrison Bridge and Tilikum Crossing.		X			<b>BPS, OMSI, BES, Parks, ODOT, PGE</b>
WR7	Encourage more year round events and activities around the Madison Dock plaza and OMSI riverfront areas.				X	<b>Private, Parks, Public</b>
WR8	Continue to enhance the riverfront greenway trail and open space system in the Central Eastside by providing amenities such as light water craft storage, bicycle parking, and public restrooms.				X	<b>Private, Parks, PBOT</b>

## Health and the Environment



The ecoroof on the Central Eastside’s Multnomah County Building provides a publicly accessible open space and enhances building performance.

The Central Eastside is experiencing a period of extensive growth and renewal. The combination of potential for new development, new transit station areas, defined pedestrian and bicycle networks with better access to the Willamette River, all present an opportunity to improve environmental conditions in the district. This plan and policies capitalize on the potential to improve air quality, water quality, watershed health, and heat island effects with calls for additional parks, open space, and recreation opportunities, green infrastructure, increased tree canopy and creative utilization of underutilized rights-of-way in sustainable designs for new developments and building restorations across the district. Additional goals and policies in the Willamette River chapter address improvements to fish and wildlife habitat.

During the summer the Central Eastside experiences “urban heat island effect” which causes the built surfaces, roads, parking lots and buildings to retain and radiate heat from the sun. Heat can affect the health of employees, residents and visitors. Several heat waves across the country have resulted in loss of life. In addition to heat itself, warmer ambient air increases air pollution and pollen counts, contributing to respiratory illnesses and allergies. Heat island also increases the need to cool buildings in the summer, resulting in increased energy consumption. Solutions to reducing the heat island effect include planting trees and other vegetation, and adding building improvements such as ecoroofs, green or “living” walls and landscaped open spaces. Vegetation absorbs and uses heat from the sun and releases moisture into the air which making it cooler. Green or “living” walls can provide some of the same cooling benefits as trees and may also provide energy efficiency benefits to building users.

This district has a combined sewer/stormwater system that lacks sufficient capacity to handle all of the stormwater runoff from roads, parking lots and roof tops. When there are heavy rains, the water flows off of these surfaces and into the combined system. Pipes that are not large enough to effectively

move peak flow from these surfaces are predicted to surcharge, which could lead to basement sewer backups or flooding out of manholes. There are public investment projects planned for two combined sewer basins in the Central Eastside, the Oak and Alder basins. These projects will upsize pipes and add green infrastructure to help better manage sewer and stormwater flows. Additional public and private investment in green infrastructure throughout the district will also be needed to reduce the flows into the piped system.

### Policies

1. **Green Infrastructure.** Plan for the development of green infrastructure, in the public right-of-way and on private property, taking into account freight street hierarchy by prioritizing bike and pedestrian routes and mixed-use corridors for improvements such as trees and living walls throughout the district.
2. **Tree Canopy.** Plant and preserve trees, where appropriate, throughout the district. Prioritize planting along mixed use commercial corridors with higher employment densities and residential uses. Also, encourage plantings along pedestrian and bike corridors. Select trees and locations that provide adequate clearance for freight movement on streets prioritized for freight mobility.
3. **Ecoroofs.** Encourage ecoroofs on new development and retrofits on existing development to improve air quality, ambient air temperatures and stormwater management throughout the district.
4. **Multiple Functions.** Encourage green infrastructure, parks, open space, and recreation opportunities in the district that serves multiple functions to improve stormwater management, reduce heat island effects, create pockets of refuge and habitat, and provide places of respite and recreation for employees, residents and visitors to the district.

#### Draft: 2035 Performance Target

Performance targets still under development.

Implementation Actions: Health and the Environment						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
<b>Regulatory Amendments and Studies</b>						
<b>Programs, Projects, and Strategies</b>						
HE1*	Develop tree canopy targets specific to the Central Eastside and the industrial function of the district.	X				<b>BPS, BES, PBOT</b>
HE2	Develop a street tree typology approach that is appropriate for industrial districts with a high degree of freight mobility.	X				<b>Parks, BES, PBOT</b>
HE3	Develop ecoroof targets specific to the Central Eastside.	X				<b>BPS, BES, PDC</b>

Implementation Actions: Health and the Environment						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2016)	2 – 5 Years	6 – 20 Years	Ongoing	
HE4	Develop an ecoroof strategy to meet the ecoroof target within the district.	X				<b>BPS, BES, PDC,</b> Private

\*More detail regarding these actions in Chapter VI.



# Chapter VI: Specific Implementation Details

## Introduction

This chapter highlights some of the key implementing actions proposed by the SE Quadrant Plan in Chapters IV and V. These actions are further described in this chapter as they represent those that most directly responded to major issues raised by the Stakeholder Advisory Committee, business and neighborhood organizations, and other stakeholders actively involved in the development of the SE Quadrant Plan. Some of these actions are also key to the implementation of this plan.

These actions are listed under the main policy areas of the evolving Central City and SE Quadrant plan policy framework, which are: Regional Center; Housing and Neighborhoods; Transportation; Urban Design; Willamette River; and, Health and the Environment. This is intended to demonstrate how the SE Quadrant Plan responds to these larger policy areas and is shaped by and furthers the larger Central City 2035 policy direction. However, this chapter provides insight as to into the unique role the Central Eastside plays as the Central City's largest industrial employment district.

It is worth repeating that the SE Quadrant Plan is focused on managing the growth of two often-competing land use directions: industrial employment and residential/commercial mixed-use development. The plan prescribes a number of actions, be they zoning code amendments, or transportation projects, to address existing conditions resulting from the districts central location in the city and land use and transportation directions made decades ago. It addressed the actions of the plan reflect different means to implement the proposed policy direction for the district, while also highlighting the district's role in supporting the larger policy direction being developed for the Central City over the next two decades.

Again, a detailed description of each action proposed by the SE Quadrant Plan is not listed here. Although every action proposed by the plan will play an important role in the implementation of the SE Quadrant Plan and Central City 2035 Plan, the intent of this chapter is to provide more detail about the most critical actions and how they address the primary goals and issues identified during plan development.

## Regional Center: Economy and Innovation

The Central Eastside plays a unique role in the Central City. It is home to a vast number of industrial businesses focused on manufacturing and production, warehousing and distribution, wholesale sales, and industrial services. The district is also attractive to new and emerging industrial businesses associated with design, research and development, software and web applications, high tech, and other industries important to Portland's economy. All of these businesses are attracted to the Central Eastside because the district provides a centralized location, access to other businesses individual businesses depend upon, and the fact that there are land use protections in place that preserve the majority of the district for employment purposes.

However, existing policies and zoning provisions intended to protect the district as an industrial sanctuary have had the effect of locking in protections to the range of industries and industrial sectors that existed when the Industrial Sanctuary Policy was developed almost four decades ago. Further, the centralized location the district enjoys means that businesses in the district must contend with the realities of any centralized location in the city: traffic congestion and safety concerns associated with all modes of travel, competition for space

(land values and lease rates), and potential conflicts between existing and new development and uses locating in the district as the full development potential of the district is realized.

The following actions are proposed by the SE Quadrant Plan to address existing conditions already affecting the district as well as potential impacts that could arise without the implementation of better growth management strategies. These recommendations and actions are intended to maintain the Central Eastside as a center for ever evolving and diversifying industrial employment district, supported by existing mixed-use corridors and station areas that support and complement the larger economic role the district plays for the Central City and Portland as a whole.

## Proposed Comprehensive Plan and Zoning Map Amendments

During the development of the SE Quadrant Plan a number of amendments to existing Zoning Code provisions were proposed to either improve upon the intent of existing regulations or to mitigate impacts that can arise from some existing use allowances. New Zoning Code provisions were also proposed to address some of these issues as well as new land use direction proposed for the two new station areas. The following section summarizes some of the major amendments proposed by the plan.

### New Light Rail Station Areas

There is a high expectation from property owners, SE Quadrant Stakeholders, TriMet and other stakeholders of the new Portland-Milwaukie Max Light Rail alignment, that the Clinton and OMSI station areas maximize the development opportunity presented by new transit. There is an expectation that the stations will have higher employment densities, a diverse mix of uses, and urban form and character that feel safe, active and inviting to transit users, employees and visitors.

The majority of properties immediately within these station areas are large sites of 2 to as many as 20 acres in size. These sites contain tremendous development opportunity. Therefore, site planning and design for these parcels needs to extend beyond individual buildings and consider the programming of uses, transportation, open space, internal site access, over-all building massing, and other considerations.

The SE Quadrant Plan proposes that the EX zone be applied at both station areas to allow a broad mix of uses. This would mean that uses including commercial office, retail, institutional, community service, light industrial, and residential uses could be developed at the Clinton Station. Such an approach will help to better tie this area to the HAND and Brooklyn Neighborhoods and any housing at this station would have immediate access to essential services and amenities that already exist within and serve these areas.

However, because the OMSI station is within the middle of an area dominated by industrial zoning housing would remain a prohibited use at this station area. This will protect adjacent industrial operations in the district, and avoid placing new residents in a location not suitable because of potential hazards associated with industrial operations, lack of access to essential public services and neighborhood serving amenities, and the inability to develop enough housing and supportive amenities within the station area to make it a complete and livable community for all residents. In response, the SE Quadrant Plan proposes the following actions:

**Clinton Station Area:** Clinton Station Area is currently just east of the southeast boundary of the Central City Plan District, even though the zoning pattern it contains more closely represents the adjacent Central Eastside District, rather than the HAND and Brooklyn Neighborhoods that surround the station area. Because the station area is proposed to have a higher density mix of uses, and adjacent neighborhoods and other stakeholders want an attractive and vibrant urban form at this location, the SE Quadrant Plan proposes the following action which would result in the inclusion of parcels indicated on the map below in the Central Eastside District of the Central City Plan District.

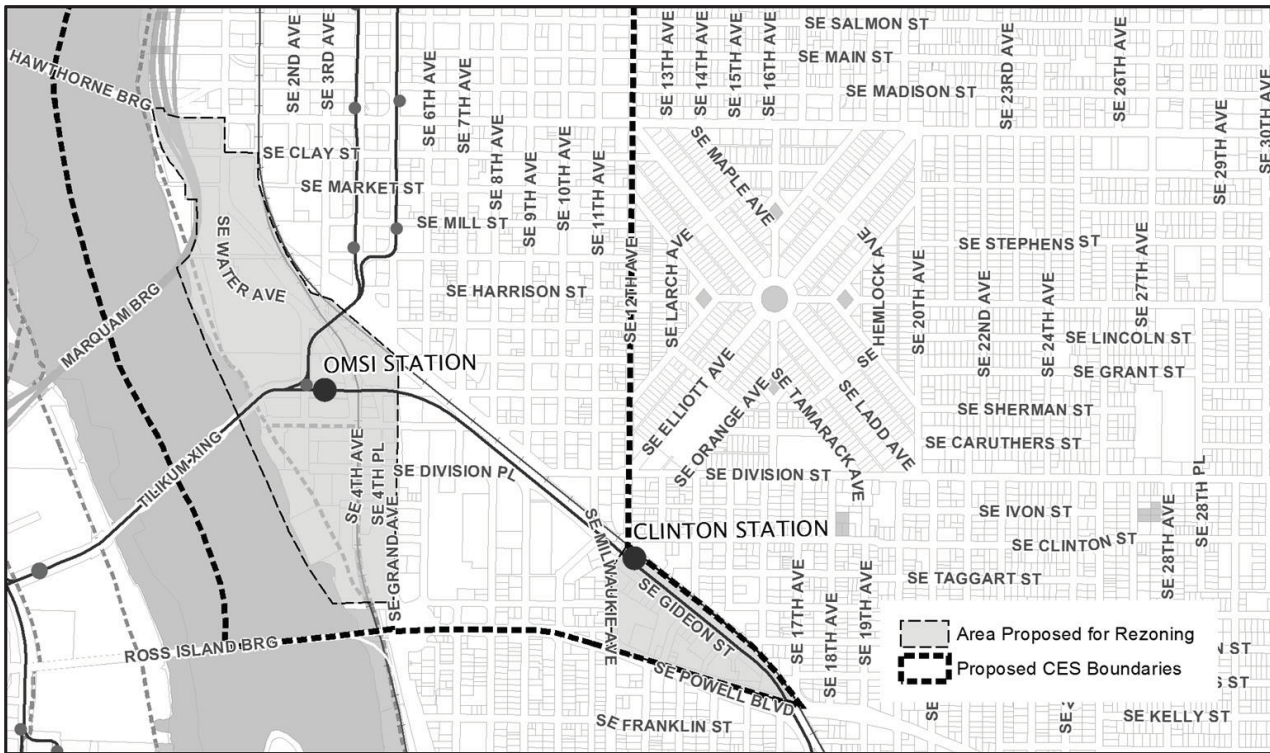


- Development that includes a variety of uses, but retains the EX zone focus on employment uses that need a central location;
- High quality design appropriate to an urban setting;
- The creation of an urban form (mix of uses, building massing and site design, etc.) that encourage new development and private investment at the station areas;
- Active uses on the ground floor of buildings along designated transit streets and pedestrian routes;
- A circulation pattern that provides for frequent, convenient pedestrian and vehicle connections (including freight) and supports and enhances levels of connectivity consistent with those that already support the area;
- Transportation and parking demand management strategies that decrease congestion and reliance on the single-occupancy vehicle trips;
- Development that is integrated into the broader urban fabric and oriented towards special assets such as the Willamette riverfront;
- Transitions to adjacent areas with different uses and intensities through use, height, and massing of new development, considering historic resources, and the character of the station areas as envisioned by the SE Quadrant Plan; and
- Consideration of opportunities to provide publicly accessible parks, open space, and recreation opportunities that can be used by those working, visiting, and/or living in the neighborhood.

These provisions would apply to new development on sites larger than 40,000 square feet or development of buildings 60,000 square feet or larger within a designated area around each station area.

The next phase of the Central City 2035 planning process focuses on the development of new zoning tools, including master plan provisions. During this phase BPS will work with the property owners of these two station areas and other stakeholders to develop a clear vision regarding the mix of uses and urban form to be pursued at each station area and then develop appropriate master plan provisions and design guidelines. It should be noted that a master plan provision was adopted by the N/NE and West Quadrant Plans and will be applicable to key sites within those two plan areas.

Map VI-4: MAX Station Areas Where Zone Changes are Proposed



Sites within the SE Quadrant Plan Area that could be subject to new master planning requirements

### Improve Existing Employment Opportunity Subarea Provisions

The Employment Opportunity Subarea (EOS) adopted in 2006 broadened the category of industrial uses allowed for a 48-acre portion of the district located between SE Water and SE 3<sup>rd</sup> Avenue. The provisions of the EOS allow for “industrial office” uses, such as firms involved in software and internet design and production, graphic, architectural, engineering, and industrial design, data processing, studios for broadcasting and recording, and research and development in science and high tech.

The existing EOS provisions limit the total amount of Industrial Office uses allowed on any one site to 60,000 sq. ft. per site. The provisions also allow up to 5,000 sq. ft. of retail and traditional office uses per site, with the ability to create up to 60,000 sq. ft. of traditional office uses, and more than 60,000 sq. ft. of industrial office uses as a conditional use.

However, based on analysis and stakeholder interviews it appears that the 60,000 sq. ft. limitation per site makes it difficult to fully rehabilitate existing structures in excess of 60,000 sq. ft. without undergoing an uncertain and costly conditional use process. Further, because “site” is defined as ownership, limiting development to 60,000 sq. ft. made new development on sites larger than 20,000 sq. ft. less likely to occur due to the limited return on investment. Therefore, the SE Quadrant Plan proposes the following action to improve the performance of the EOS provisions:

- RC4 Amend the existing use allowances and development standards of the Employment Opportunity Overlay (EOS) to allow increased employment densities in industrial employment.**

This action would result in the use allowance for the EOS to be amended to read as follows:

- Retail Sales and Service & Office Uses: Up to 5,000 square feet of the floor area plus the exterior display and storage area on a site may be in Retail Sales and Service or a Traditional Office use. More than 5,000 square feet of either or both of these uses on a site would be prohibited.
- Industrial Office: Industrial Office uses are allowed per each site as regulated below:
  - Building rehabilitations: The entire existing shell of buildings may be rehabilitated/redeveloped to contain industrial office uses.
  - Sites less than 20,000 square feet in area: Sites less than 20,000 square feet in area may have up to 60,000 square feet of Industrial Office use. More than 60,000 square feet is prohibited.
  - Sites 20,000 square feet in area or larger: On sites 20,000 square feet in area or larger, Industrial Office uses are limited to a maximum floor area ratio of 3 to 1.
- Use Allowances of IG1 Zone: All other allowed, prohibited, conditional, and limited use provisions applicable to the IG1 zone, other than noted above, would remain in effect.

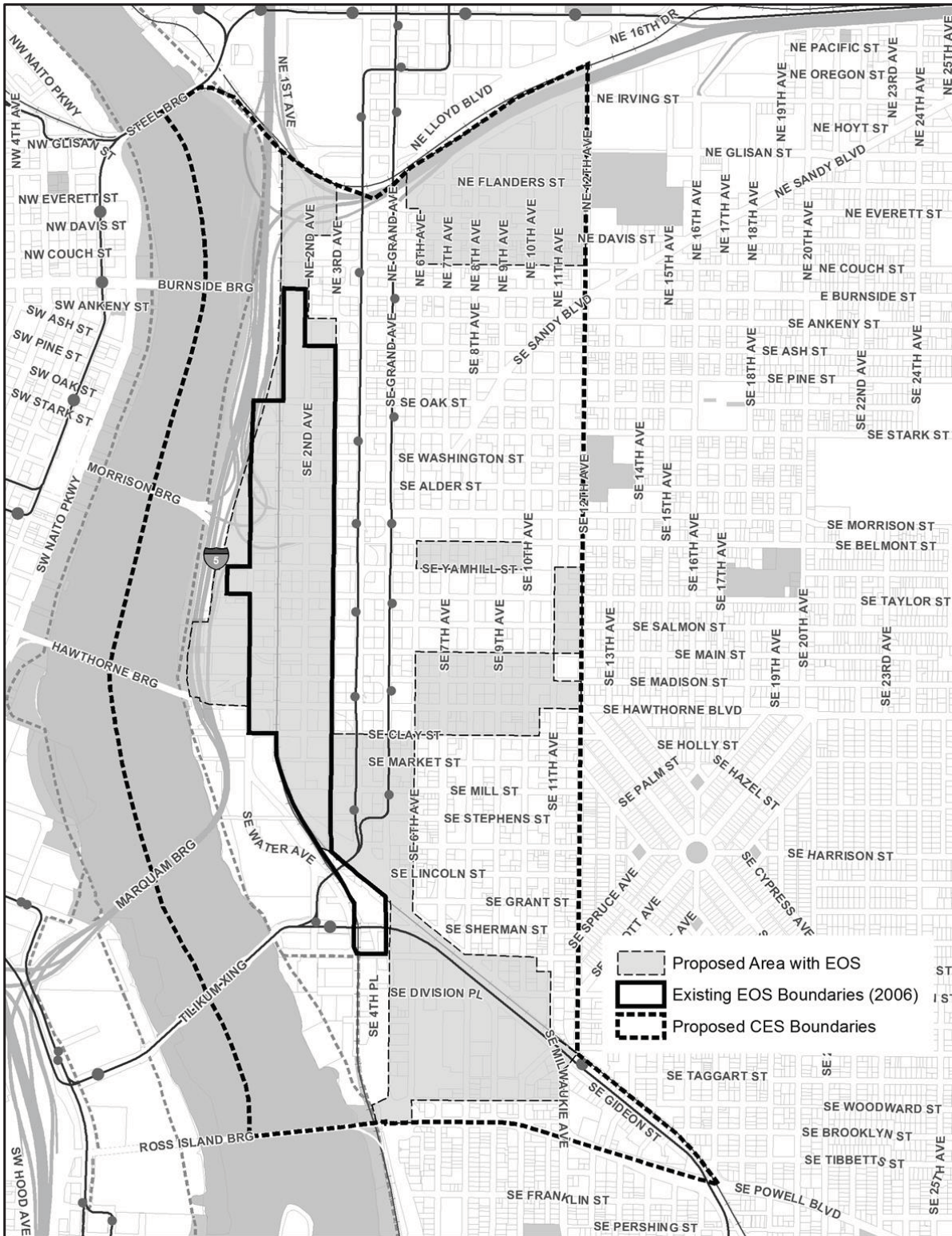
### Expand Employment Opportunity Subarea

The EOS has been very successful at increasing employment densities, especially those in industrial office space, while not resulting in displacement of existing industrial operations. During the “Great Recession” between 2007 and 2010 over 1,000 new jobs were created in the EOS that contributed to the district’s 7% annual employment growth. More recent analyses shows continued growth in the district between 2010 and 2013, when approximately 150 industrial, 1,000 industrial office, 270 traditional office, and 240 retail and food services jobs were added. Metro projects that the Central Eastside will need to accommodate up to 9,000 new jobs by the year 2035. However, a zoned capacity and buildable/vacant lands analysis of the district finds that the current use of the IG1 zone, as well as the mixed-use zoning already in place along main street corridors and that proposed for the OMSI and Clinton Station Areas, will not be sufficient to meet these employment projections. Therefore, the SE Quadrant Plan recommends the expansion of the EOS to the areas indicated on the map below:

**RC5 Expand the EOS to specified portions of the Central Eastside District to provide opportunities to increase employment densities.**

The map on the following page shows the area identified for EOS expansion.

Map VI-1: Proposed EOS Expansion



## **Ground Floor Industrial Bonus**

During the development of the SE Quadrant Plan there was interest from the Stakeholder Advisory Committee in developing an incentive to create additional capacity for the development of industrial space for Manufacturing and Production, Warehouse and Freight Movement, Wholesale Sales, and Industrial Service uses. Although many of these uses on a larger scale often choose to locate to parts of the city that have a large block and parcel structure, and where they have better access to the regional transportation system and Port of Portland, many smaller-scale operations in these use categories would like to remain within the Central Eastside.

Because there is less financial benefit to build stand-alone single-story buildings for these purposes, and there is growing demand for multi-story Industrial Office space, this action proposes the development of an incentive or bonus, that would allow the development of upper-story Industrial Office uses when the ground floor of the building is designed to accommodate and be used to house businesses in the Manufacturing and Production, Warehouse and Freight Movement, Wholesale Sales, and Industrial Service uses categories. The areas that would be subject to these provisions are noted on the map below. This work will be performed in the next and final stage of the development of the Central City 2035 Plan, which includes Zoning Code and Zoning Map amendments.

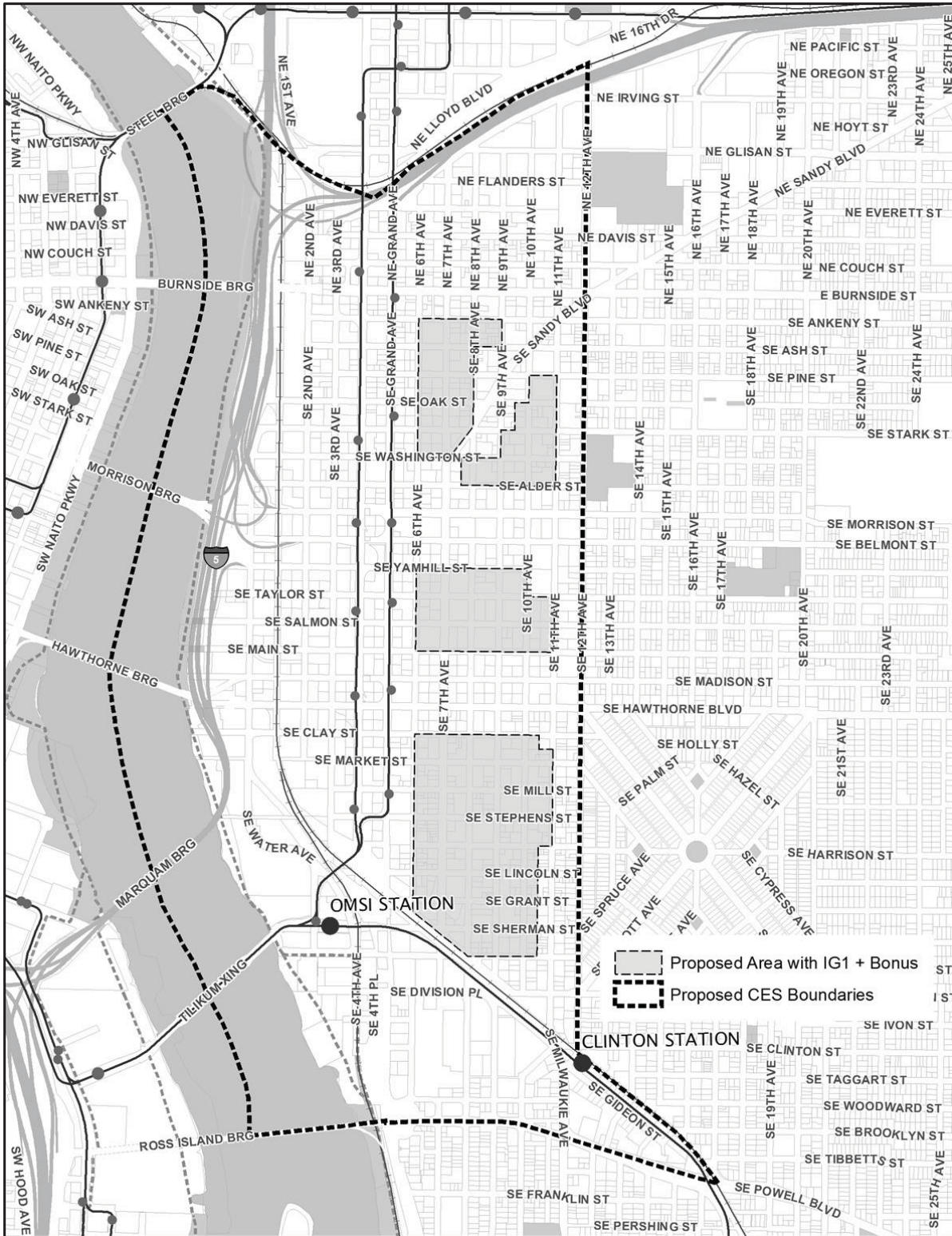
In response, the SE Quadrant Plan proposes the following action to create this bonus (which would be applicable to the areas indicated on the map below):

**RC7    Establish new Industrial Ground Floor/Industrial Office Bonus that will be applied to the IG1 zoned portions of the Central Eastside that are not within the EOS.**

The map on the following page depicts areas where the new ground floor bonus would be applied.



Map VI-2: Proposed Bonus Area



## Mixed-Use / Industrial Lands Interface

Although housing and higher density retail and commercial office uses have been allowed along several major corridors in the district for the last 25-years, only recently have these allowances been utilized for new development. For instance, in 2010 there were approximately 960 housing units in the entire district. In 2014, over 1,400 new housing units were either being developed or in early planning and design stage. Most of this development is either along the interface between the IG1 and EX zoned areas, or within a single block of this interface.

Stakeholders have asked that new tools be prepared to ensure that new mixed-use development is aware of the potential impacts and characteristics of locating close to industrial operations, and that new regulations, standards, and guidelines be developed to ensure potential conflicts between non-compatible land uses are mitigated or eliminated. Thus, the SE Quadrant Plan proposes the following actions to address these concerns:

**Development Standards and Design Guidelines:** The development standards and design guidelines for new uses and buildings in the IG1 zone differ from than those applicable to the EX zone. This is because the IG1 standards are intended to shape low-density light industrial uses, whereas the EX standards are intended to guide the development of high-density mixed-use development.

However, a series of potential problems arise when the boundary between these two zones occurs down the middle of the street (or right-of-way) and development applicable to one set of standards faces directly on development applicable to a different set of standards and expectations. Although these conditions have long existed in the Central Eastside, not until recently have these tensions been realized. In response to these existing conditions, this plan proposes the following action:

**RC10 Review and consider amendments to development standards and design guidelines applicable to development along the IG1/EXd interface throughout the district.**

This action proposes further analysis of how development standards and design guidelines associated with parking, loading, sidewalks, active ground floor uses, building setbacks, and other provisions typically applied on development in the EX zone should potentially be modified to reduce or remove impacts on adjacent development located in the IG1 zone.

**Potential Building Code Amendments:** The Stakeholder Advisory Committee has stressed the importance of protecting industrial operations in the district from complaints originating from new residential and office development. Although the disclosure statement discussed above can help with this, there may be ways to change how new development is constructed to prevent impacts from being felt in the first place. The SE Quadrant Plan proposes a study of potential building code amendments that focus on the potential to require a higher level of sound insulation for new residential developments within 1000 feet of the industrial uses. Therefore, the SE Quadrant Plan proposes the following action:

**RC11 Review and consider amendments to building code requirements applicable to non-industrial development along the IG1/EXd interface throughout the district.**

There is a similar requirement for residential structures near the Portland Airport as well as more recent code language (still in draft form, not adopted) for this type of requirement in the St. Johns, Cathedral Park area adjacent to industrial operations. Additional requirements for sound insulation for new construction has the potential to increase cost of construction, however the benefits to residents and/or employees in

these buildings, protecting them impacts from noise, may help reduce the possible conflicts between industrial operations and other uses. This research and consultation with the building code staff at BDS will be performed in the next and final stage of the development of the Central City 2035 Plan.

**Industrial Lands Disclosure Statement:** In the Central Eastside there is a concern that some businesses and residents may complain about noise, glare, fumes, truck operations, and other impacts that may be part of the day-to-day characteristics of operations in an industrial district. Recognizing that potential conflicts between industrial and non-industrial users in the district are likely to grow in the years ahead, staff proposes the following action that calls for the adoption of an industrial disclosure statement as an educational tool for non-industrial businesses and residents considering locating in the Central Eastside.

**RC12 Adopt an Industrial Disclosure Statement provision requiring such a statement to be recorded as a covenant when new buildings are developed, or existing buildings are rehabilitated.**

The goal of the industrial disclosure statement is to make sure that landowners and tenants acknowledge that there are various impacts associated with locating in an industrial district. Staff recommends that all uses in the district, except those listed in the industrial category in the zoning code be required to complete and record a covenant prior to issuance of a building permit. The industrial category includes wholesale sales, warehouse and freight movement, industrial services, and manufacturing and production. It is important to note that industrial office is considered an office use and would be required to complete the covenant.

Staff shared existing industrial disclosure code language from the Guild’s Lake Plan District with the Stakeholder Advisory Committee as a starting point for crafting appropriate language for the Central Eastside (CES). Below is the existing code language with potential edits that could accommodate the needs of CES. This language will be finalized as part of the Central City 2035 plan update. In addition, the statement will have a detailed list of the types of businesses that are found in the industrial categories, and activities as well as allowed uses in the district. The statement will be created, reviewed and approved by the City Attorney’s office as part of the CC2035 process and made available in the Development Services Center.

Draft Disclosure Statement:

*Before a building permit is issued for any use in the district, except those in the industrial category in the zoning code 33.920.300, the applicant must record a disclosure statement with the County. In addition, the owner must provide a copy of the disclosure statement to all prospective tenants and buyers. The disclosure statement must state that the use is located in an industrial area where impacts from industrial uses are present, such as noise, vibrations, fumes, odors, glare, traffic, and freight movement. The statement is available at the Development Services Center.*

## Zoning Map and Zoning Code Updates

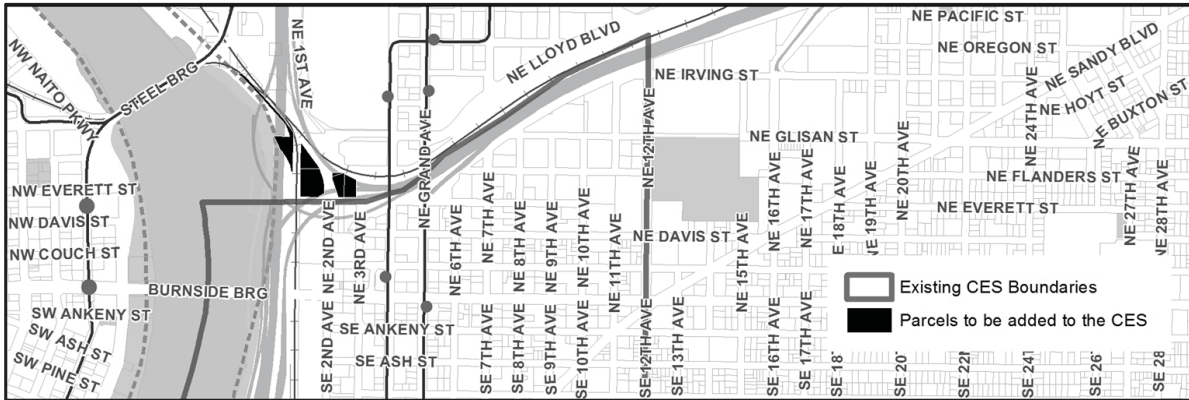
During the development of the SE Quadrant Plan, BDS and other stakeholders noted inconsistencies in the Zoning Map and Zoning Code applicable to the Central Eastside District that should be reviewed and/or amended as part of implementation of the SE Quadrant Plan. These are explained as follows:

**District Boundary Extension:** There are a few parcels currently located under the Interstate 5/84 interchange that are mapped as part of the Lloyd District, but are zoned IG1 and are only accessible from the Central

Eastside. This action proposes bringing these parcels into the Central Eastside as they are developed and proposed to be used in the future as industrial lands, consistent with the direction of the SE Quadrant. Therefore, the SE Quadrant Plan proposes the following action applicable to the area indicated on the map below:

**RC2 Adjust the boundaries of the Central Eastside District to include the Union Pacific Railroad parcel (located at the intersection of Interstate 5 and 84), as proposed by the N/NE Quadrant Plan.**

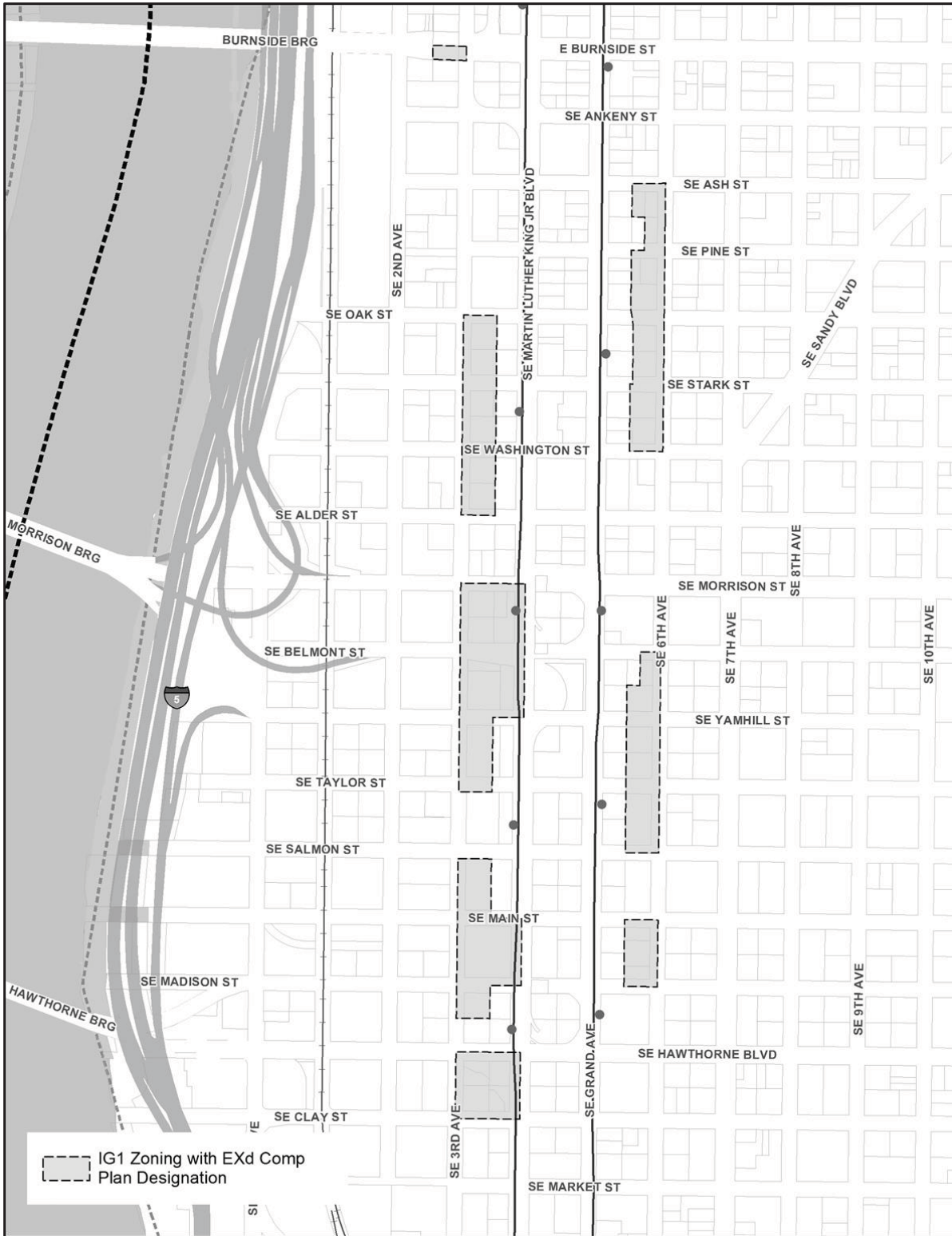
Map VI-5: Parcels to Be Incorporated Into the Central Eastside District



**Amend Zoning Map to be Consistent with Comprehensive Plan Map:** There are 44 parcels located between SE 3<sup>rd</sup> and SE 6<sup>th</sup> Avenues that are zoned IG1 with an underlying Comprehensive Plan designation of Central Employment – EXd. There is support through the SAC process to rezone these parcels to EXd as part of this plan. In total approximately 10 acres would be affected by this proposal. The amendments proposed are indicated on the map below, and work will be performed in the next and final stage of the development of the Central City 2035 Plan, which includes Zoning Code and Zoning Map amendments. Therefore, the SE Quadrant Plan proposes the following action that would be applicable to the parcels indicated on the map below:

**RC6 Amend the Zoning Map Designations of the General Industrial 1 (IG1) zoned properties between SE 3<sup>rd</sup> and 6<sup>th</sup> to match their existing Comprehensive Plan Map designation of Central Employment (EXd).**

Map VI-6: Parcels Where Existing Comprehensive Plan EXd Designations Would be Confirmed



**Development Standards for Retail, Accessory Uses, and Headquarter:** With increased development in the Central Eastside, BDS and BPS staff have noted a few key areas in the zoning code that may need review and potential updating, these include:

- Clarification of the size of accessory uses (i.e. how large can an accessory brew pub or tasting room be to the primary manufacturing use?);
- Clarification of whether exterior uses (like exterior eating areas) are included in the retail area limits; and
- Clarification on whether a headquarters office would be considered accessory to the primary business use even if the primary business were located out of the plan district.

Therefore, the SE Quadrant Plan proposes the following action:

**RC15 Review and consider amendments to development standards and/or allowed uses in the district that related to: retail area limits, size of accessory uses, and use of the headquarters provision.**

## Housing and Neighborhoods

Although not often thought of as a place for housing, many existing multi- and single-family units are located in the Central Eastside, especially in the parts of the district located east of SE 6<sup>th</sup> Avenue. Up until the years following World War II much of the southeastern part of the district was developed with residential rather than industrial uses. By the 1970's much of this housing had been replaced with new mid-century industrial single-story buildings and by the 1990's those residential structures remaining were located on parcels rezoned for industrial use. Although some of these structures were repurposed for uses allowed in the IG1 zone, such as small office and retail space, a number are still in use as housing and are considered "legal, non-conforming uses" by the Zoning Code.

### Legal Non-Conforming Housing

Although legally-existing non-conforming housing may continue to be used for such purposes, new financing requirements make it difficult to sell these residents unless through a cash transaction, and structures lost to fire or other natural disasters and unable to rebuild in industrially zoned areas. Thus, as part of the SE Quadrant Plan, the following action is proposed:

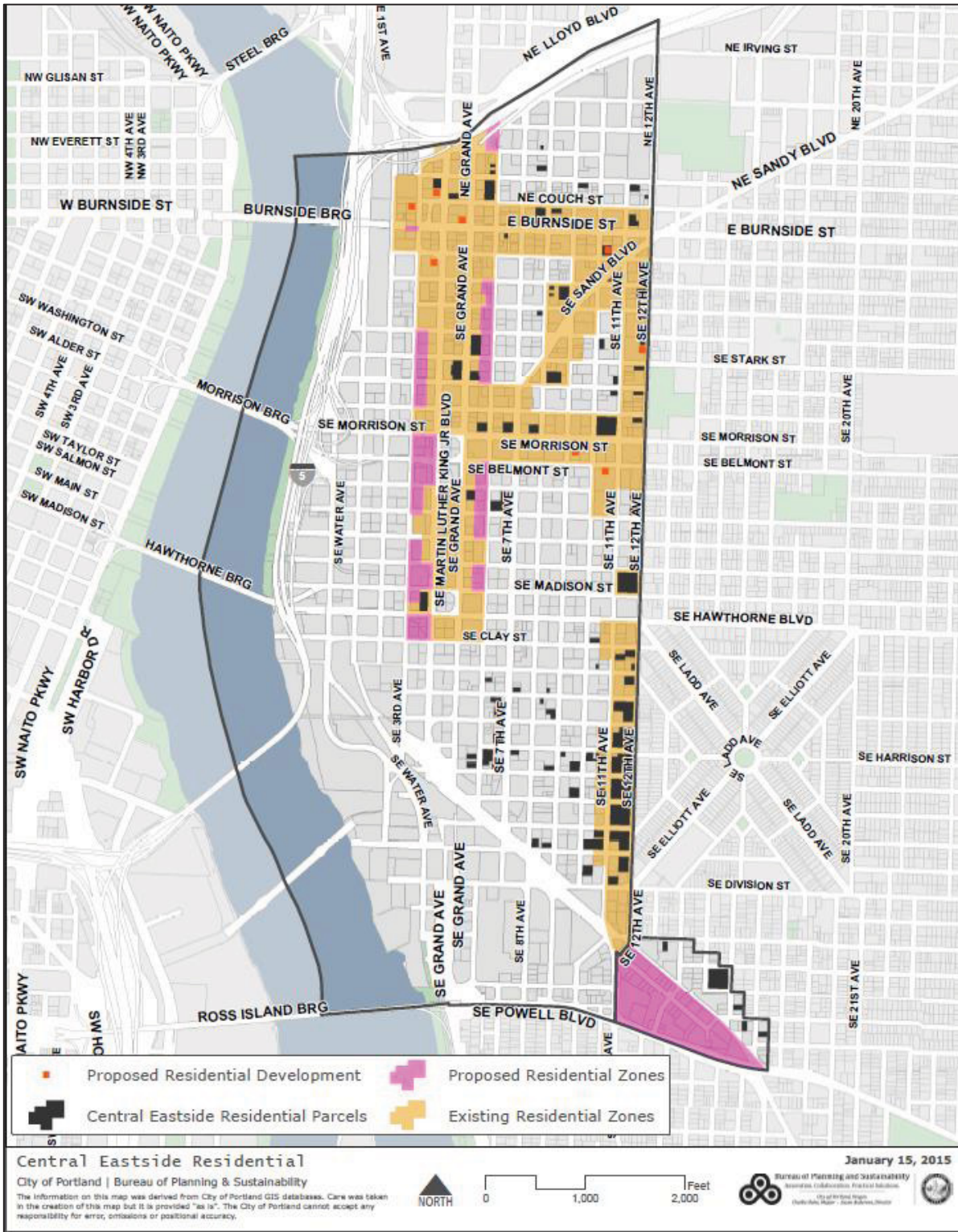
**HN1 Explore options to protect/preserve existing, legal non-conforming housing in the Central Eastside.**

It should be noted that this issue is not isolated to the Central Eastside, as there are existing residential uses in IG1 areas in other parts of City. Further, this issue has connections to other policy discussions currently taking place at BPS as part of the update to the Comprehensive Plan, with regard to historic preservation, no housing in employment areas, and preservation of industrial sanctuaries. Therefore, additional research will be conducted and recommendations will be made as it relates to the potential to offer further protection to the residential uses in the IG1 zone in the Central Eastside.



One of many houses that predate the industrial zoning found throughout much of the district.

Map VI-7: Existing Housing, Zoning that Allows Housing and Proposed Zone Changes to Allow Housing





## Transportation

The Central Eastside is designated as a Freight District, but because it is located in the Central City and is bisected or bordered by regional transportation facilities, the district must cope with handling high levels of bike, pedestrian, auto, and transit trips, as well as freight. Increased growth at the regional, city-wide, and district level will likely increase the need to address issues associated with freight mobility, parking, active transportation, and congestion. The following transportation actions are proposed by the SE Quadrant Plan to address existing conditions and to ensure that the impacts of local and regional growth on the transportation system supporting the Central Eastside are managed overtime.

### Parking

**Off-Street Parking Supply:** Parking is an important but limited resource in the Central Eastside. Currently, City code and policies treat on-street parking and off-street parking differently, but in reality they need to be viewed as a single integrated system supporting a variety of land uses and trips.

Current policies have resulted in an inefficient use of parking. On-street parking is heavily utilized, while off-street parking is significantly underutilized. This is due in large part to a prohibition in the parking code on the sharing of surface parking lot spaces between users. As a result, many district employees must park on the street even though nearby lots may have unused spaces. More efficient management of the parking system will be necessary to support projected job growth in the district. Without some intervention, these existing conditions will only become worse as the district grows. The SE Quadrant Plan proposes the following action:

**T1 Amend the Zoning Code to allow for shared use of off-street parking facilities for employees and residents of the Central Eastside District. Investigate potential for parking for customers.**

This action will amend the zoning code to allow for Shared Parking under certain circumstances. To ensure that parking remains available for district employees, the following parameters are proposed:

- Shared Parking will be licensed and monitored by a local Transportation Management Association.
- Shared Parking may be limited to monthly arrangements.
- Shared Parking for short-term and daily use will be prohibited.
- An application and review process will be established before Shared Parking is approved.

Investigate if afterhours shared parking for residents is possible.

**Incentives to Create Off-Street Parking:** Many of the older multi-story industrial buildings in the Central Eastside were built prior to the automobile age, and those that were built since have minimal parking. Although the proposed expansion of the Employment Opportunity Subarea would increase the amount of the development allowed on any site, the cost of providing off-street structured parking as part of new development will be constrained by the high cost of providing structured parking. Also, because poor soil conditions will often require structured parking to be developed above-grade in this district, FAR that otherwise would be used to create employment space would be used to creating parking. Therefore, the SE Quadrant Plan proposes the following action to study the potential to create incentives for the private sector to increase the supply of off-street parking in the district:

**T2 Explore tools that developers can use to pay for the construction of centralized structured parking where projects cannot feasibly provide on-site parking.**

## Freight Mobility

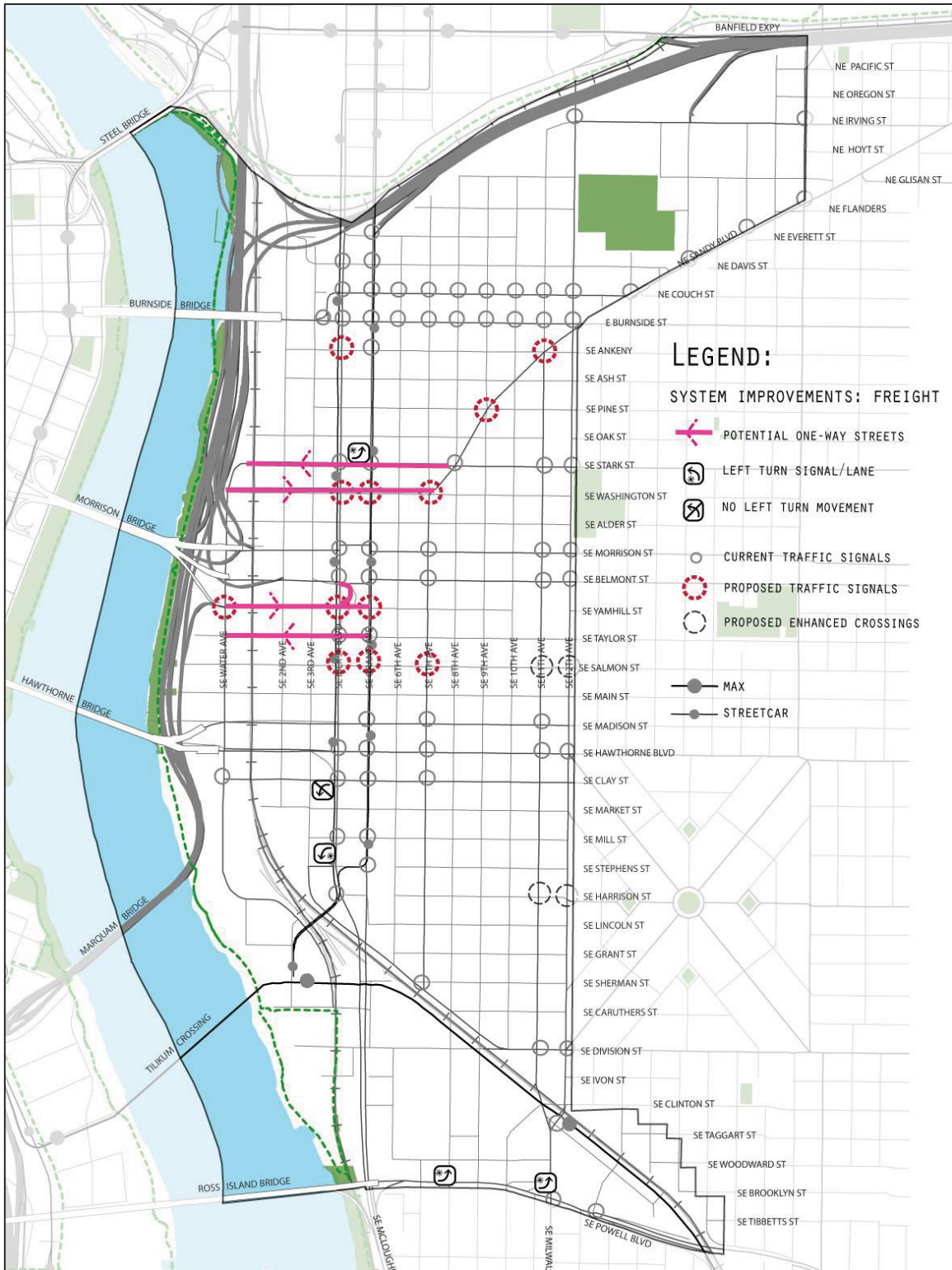
The Central Eastside is designated as a Freight District, meaning the transportation system supporting the district is intended to provide for safe and convenient truck mobility, access to industrial businesses and allow for high levels of truck traffic and to accommodate the needs of intermodal freight movement. The City's Transportation System Plan (TSP) further notes that Freight Streets should be designed to facilitate the movement of all truck types and over-dimensional loads, as practicable.

However, there are unique challenges to managing the district for freight. For instance, the Central Eastside is located in the center of the Portland metropolitan region and is directly between inner eastside neighborhoods where many people live and the Central Business District where many people work. Thus, a high number of multi-modal trips are made daily through the district. Further, in the late 1800's the district was developed as a 200' by 200' grid pattern. This pattern is not typical of most modern freight districts and can constrain the movement of large trucks. Lastly, because there are very few signalized intersections on the heaviest traveled north-south thoroughfares through the district, freight and other modes are forced to collect at the few intersections that allow east-west travel through the district. This impacts freight mobility significantly. In response to these existing conditions, the SE Quadrant Plan proposes the follow two actions:

- |           |  |
|-----------|--|
| <b>T3</b> | <b>Alleviate congestion and improve freight, auto and non-auto mobility and accessibility by installing traffic control devices on Sandy at Ankeny St., MLK at Ankeny St., on MLK/Grand at Salmon St., on Water Ave at the I-5 off ramp.</b> |
| <b>T4</b> | <b>Create one-way couplets on Stark/Washington and Yamhill/Taylor to alleviate congestion at signalized intersections.</b>   |

The map on the following page depicts these freight and auto circulation improvements.

Map VI-8: Freight and Auto Circulation Improvements



## Active Transportation Options

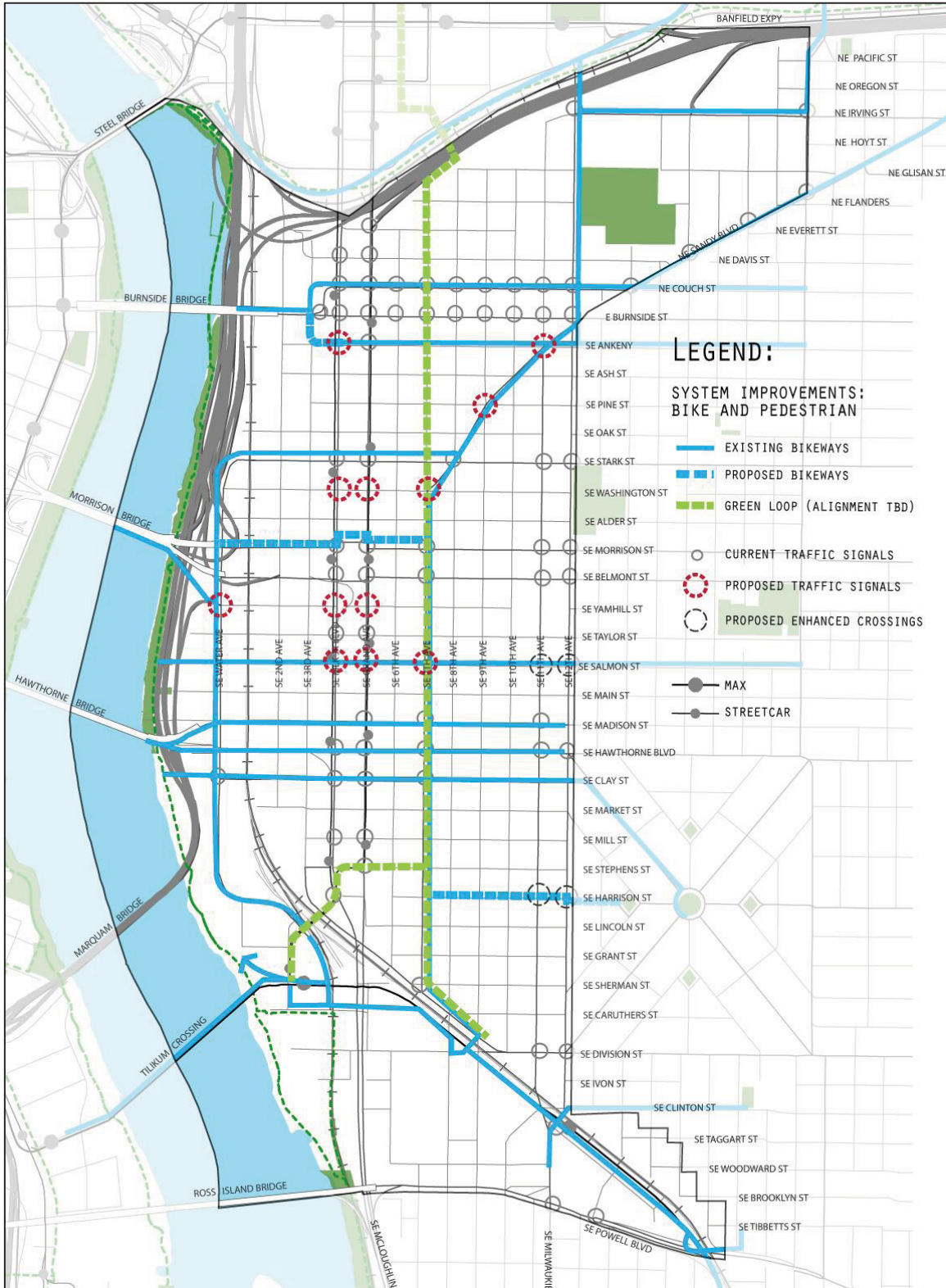
The Central Eastside is located in the middle of the commute route for thousands of Central City workers and many Central Eastside employees commute by bike. However, a lack of clearly defined routes, identified by bike supportive infrastructure and signage, results in many cyclists dispersing on multiple routes through the district. This increases conflicts with freight activities and raises significant safety concerns for cyclists. During the development of the SE Quadrant Plan stakeholders identified four east-west bicycle and pedestrian routes that should be improved to incent cyclists to stay on these routes as a means to reduce conflicts with other modes, especially freight:

- **Salmon Street.** This designated bikeway provides the only direct connection between Mt. Tabor and the Eastbank Esplanade. Adding signalization on Salmon at key intersections (12th, 11th, 7th, Grand and MLK) will provide protected crossings for bicyclists and pedestrians at streets with high traffic volumes, reinforce the role of Salmon as a major bike route, and provide a more predictable route for all road users.
- **Harrison Street.** Many stakeholders have expressed concern about the lack of signals on 11th/12th between Hawthorne and Division. A new signal at Harrison would be about halfway between Clay and Division, while serving to slow traffic through this exclusively residential area.
- **Clay Street.** This east-west bikeway connects Ladd’s Addition to destinations such as the PCC CLIMB Center, RiverEast Center, and the Eastbank Esplanade. Recent stormwater-related improvements including swales, benches, new street trees, and small plazas have resulted in Clay becoming an important pedestrian route through the district as well. New bicycle and pedestrian signals at 11th and 12th, possibly rectangular rapid flashing beacons, would improve the safety for those crossing these busy streets.
- **Ankeny Street.** Ankeny is an east-west bikeway that does not have a good connection to the Burnside Bridge. A new signal at MLK would provide a protected crossing, and minor access improvements between 3rd and Couch would provide a direct connection to the Burnside Bridge.

In addition to the improvements listed above, the implementation of new wayfinding tools, including signage, was suggests a necessary means to better direct all modes to key attractions and preferred routes for different travel modes. In response to these suggestions the SE Quadrant Plan proposes the actions below. Also, Map VI-9 illustrates some of the improvements suggested by these actions.

<b>T5</b>	<b>Enhance existing east-west bikeways by installing traffic signals or other traffic control devices at key crossings of 11th/12th such as Ankeny St., Salmon St., Clay St., and Harrison St.</b>
<b>T23</b>	<b>Establish wayfinding system for district that directs preferred routes for specific modes.</b>

Map VI-9: Non-Auto Circulation Improvements



## Urban Design

### Update Design Guidelines

The Special Design Guidelines for the Design Zone of the Central Eastside of the Central City Plan, adopted in 1991, provide design review guidance, in addition to those contained in the Central City Fundamental Design Guidelines, for development in the EXd zoned portions of the district. These guidelines have not been updated in 24 years and there is interest from BPS, BDS, the Portland Design Commission, and Portland Landmarks Commission, in updating these guidelines to make the package easier to use for applicants, the Design Commission, and staff, but also to ensure the guidelines reflect current urban design direction of the district.

Furthermore, because the SE Quadrant Plan proposes to apply EXd zoning at the OMSI and Clinton Station Areas, these guidelines would need to be updated anyway to allow the review of projects at these areas because there are no specific guidelines addressing these two area and those contained in the existing set are not adequate to address the urban form desired for these important areas. Thus, the SE Quadrant Plan proposes the following action to address these concerns:

**UD1 Update existing Central Eastside Design Guidelines and adopt new guidelines specific to the OMSI and Clinton station areas, mixed-use development along the IG1/EX interface, and recognition of the historic Morrison and Belmont main streets.**

### Incent Creation of Publicly Accessible Parks, Open Space, and Recreation Opportunities

Because the Central Eastside is park-deficient there is significant interest from district residents and businesses alike to see more parks, open space, and recreation opportunities established as the district grows. There have been recent discussions among city bureaus and members of the Pelett Family, a long standing property owner in the district, about creating new open space amenities on sites they own.

Specifically, this family has approached the City about converting a quarter block parcel on the northwestern corner of Block 84 (parcels 1 and 2) between SE 3rd Ave, MLK, SE Alder St, and SE Morrison St to publicly accessible open space. This part of the Central Eastside has been identified by Portland Parks and Recreation as park deficient. This area is also within an EXd zoned mixed-use corridor where the highest residential and commercial office densities are already allowed. Therefore, it is likely an increased demand for parks, open space, and recreation amenities will arise in this area in the years ahead.

In response, the SE Quadrant Plan proposes the following action:

**UD6 Work with property owners to establish publicly accessible parks, open space, and recreation opportunities throughout the district.**

In response to this action, City bureaus will provide information and assistance to the Pelett Family to establish a privately owned public space, connect them with relevant organizations, and potentially use a Development Opportunity Study (DOS) coordinated by the Portland Development Commission. Such an open space would require careful programming to ensure safety and access is maintained during the day and early evening hours. City access to the big pipe shaft must be maintained, but the City should work with the Pelett Family and other partners on identifying creative solutions that meet the needs of park users, property owners, as well as City infrastructure maintenance.

## Enhance Space under Viaducts

Significant portions of the area west of 3rd Avenue are hidden under the viaducts connecting MLK and Grand to the Hawthorne and Morrison bridges and carrying I-5 along the waterfront. Stakeholders often consider these spaces unsafe barriers between more active spaces. These areas are dark, feel isolated, and often attract homeless camping and pan handling activities. Local businesses complain that the character of these places make customers and employees want to avoid them, and businesses that are large enough to have main entrances on adjacent streets often reorient towards these streets, abandoning grand entrances that once fronted the Morrison and Hawthorne main streets that lead down to the Willamette River.

During the development of the SE Quadrant Plan, stakeholders such as the Portland Landmarks Commission, Bosco-Mulligan Foundation, and the Pellet Family who own City Liquidators and other properties under the Morrison Viaduct, became interested in the concept of improving these street environments under the viaducts by hosting nighttime markets that showcase locally produced goods, allowing for outdoor restaurant seating, and bring the community of makers and doers together in a shared space that showcase the products produced in the Central Eastside.

These strategies could also include infrastructure improvements such as new sidewalks, stormwater treatment, lighting, signage and other wayfinding tools such as pavement markings, and potentially removable bollards that restrict vehicle access during events. These elements could be publicly funded, but should be tied to investments by property owners of existing and new buildings. Such buildings could open onto these spaces with active ground floor uses, and activity that “spills” into the shared space for events. The rehabilitation of under-utilized multi-story buildings along the viaducts, including the restoration of facades and main entrances of some of the grandest buildings, would help to reactivate these streets.



Former John Deere Headquarters, now Portland Storage building under the Morrison Bridge viaduct.

Similarly, the area under I-5 is often considered underutilized because it provides only a small amount of parking in an area that many feel should provide more park-like amenities or river-related recreation opportunities. The area under I-5 represents a tremendous open space and recreation opportunity along the riverfront that could connect the district to the Willamette River through more active uses.

In support of this input, the SE Quadrant proposes the following action:

**UD7** Develop an urban design concept and implementation strategy to enhance the role, use, and character of the historic main streets under the Morrison, Belmont, Madison, and Hawthorne Street viaducts, and the area under I-5.

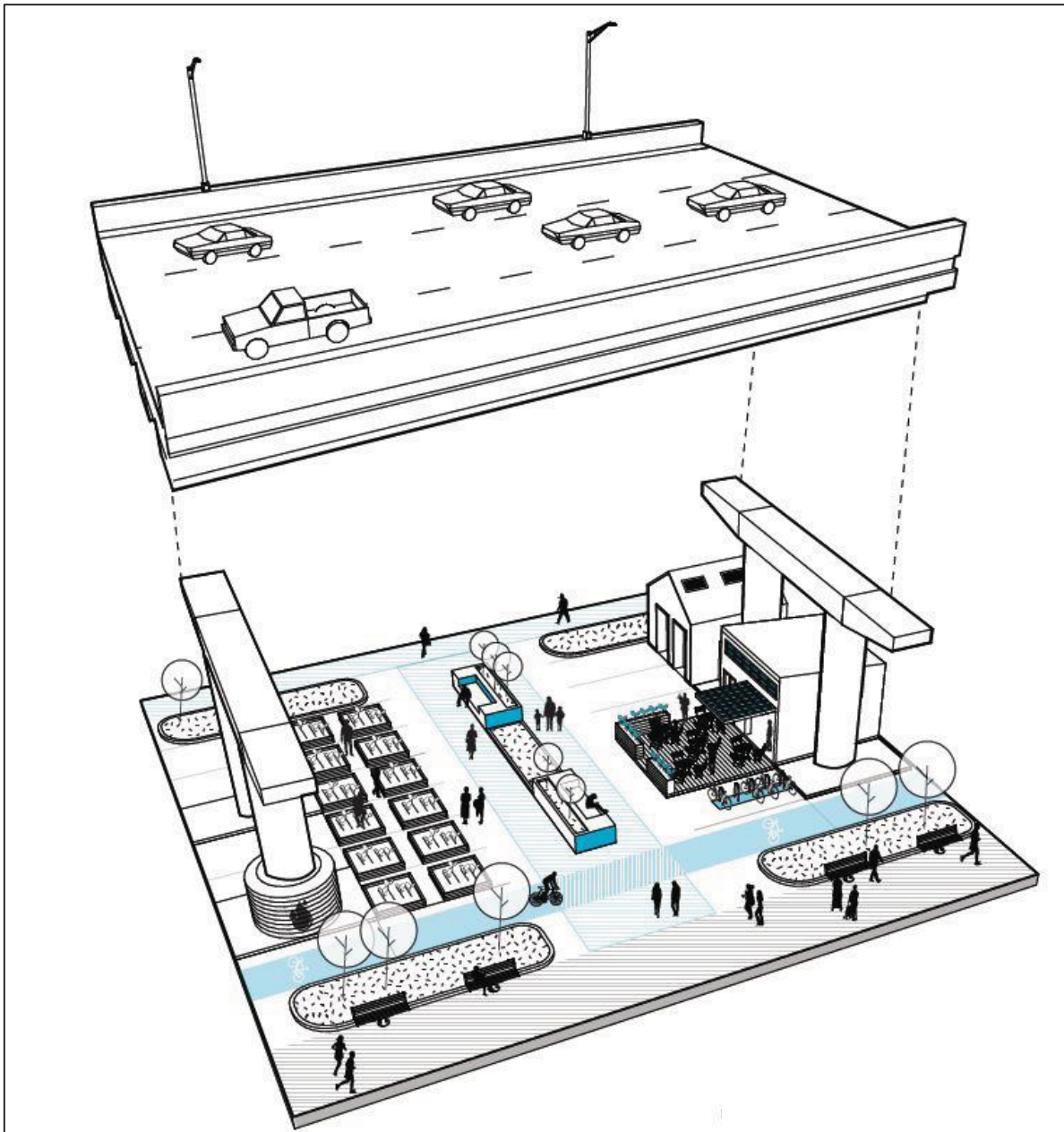


Illustration showing activity under the area under the I-5 viaduct using small and inexpensive modular structures.  
By Chris Kline, School of Architecture, Portland State University.



## Green Loop

The Central City 2035 Concept Plan approved by City Council in 2012 included the proposal for a new pedestrian and bicycle loop referred to as the “Green Loop” that would connect existing attractions, open space amenities and districts with a continuous comfortable bicycle and pedestrian pathway. The need for such infrastructure is likely to increase in the decades ahead as projected development in the Central City and the surrounding region take place.

The Central Eastside has long been at the center of citywide and regional growth and is predicted to add 9,000 new jobs and 3,500 new households by 2035. Furthermore, it lies between two bridges: the Tilikum Crossing Bridge, scheduled to open in September 2015 connecting it to OHSU and South Waterfront, and the new pedestrian/bicycle bridge over I-84, identified on PBOT’s Transportation System Plan (TSP) which will connect it to the Lloyd District.

With more people working and living in the Central Eastside and increased access to adjacent areas, there will be further demands for its roads. While the Portland Plan and other City of Portland goals seek to meet growing demands by increasing the share of those using active transportation, the lack of clear routes with good infrastructure and wayfinding today results in cyclists dispersing throughout the district once they enter from surrounding areas. This causes conflicts between cyclists and freight operations and raises significant safety concerns. In response to these existing conditions the SE Quadrant Plan proposes the following action:

**UD12 Explore a Green Loop alignment in the Central Eastside based on its ability to meet criteria developed for the district, especially those that address impacts to freight mobility.**



Staff rendering depicting a potential Green Loop on 7th Ave.

This action would require the study of potential Green Loop alignments that could serve as a north-south spine to the existing east-west bikeways into and through the district, while providing open space, recreation opportunities and pedestrian amenities for employees and residents. Improving active transportation options is essential to maintaining the district's freight movement and other core functions. The Green Loop will help channel cyclists onto one path, reducing dispersion and increasing predictability for all modes.

The Green Loop and proposals to improve and concentrate existing east-west bicycle routes are practical solutions to respond to ever-increasing demand. They are based on a strategy developed with the SE Quadrant SAC's Transportation Working Group that seeks to identify existing priority freight routes that could be further enhanced for trucks through new signals, one-way streets, and signage; and improve a small number of lower priority streets to make them attractive for pedestrian and bicycle movement in the district. The strategy would focus seating and other furnishings, tree canopy or stormwater treatment on these streets where they will have the least impact on freight.

The SE Quadrant Plan is not proposing to identify a preferred route through the Central Eastside, because additional analysis and outreach to district stakeholders will be required. However, to ensure the Green Loop will be sensitive to the unique functions and role the Central Eastside plays as an industrial/employment district, the following evaluation criteria are proposed to be used to identify the best route the loop might take as it transverses north-south through the district between the new Tilikum Crossing and a new pedestrian/bike bridge proposed to connect the Central Eastside and Lloyd Districts over Interstate 84.

The route for the Green Loop in the Central Eastside will be based on evaluating different options against criteria identified through the SE Quadrant Plan process:

- **Avoid Freight Impacts:** Freight movement may be impacted by the loss of travel lanes, reduced lane widths and potential loading conflicts with bicycles. Analysis will prioritize alignments with the least negative impact to freight. Where cycle-tracks cross driveways used by businesses, design elements will be included such as colored and textured surfaces, signage, and maintaining sight triangles.
- **Facilitate 2-Way Cycle Track:** When fully built out, the Green Loop concept envisions physically separated paths to minimize conflicts between cyclists, pedestrians and freight vehicles.
- **Adequate Right-of-Way:** The right-of-way required to meet these needs can be accommodated by taking up a large portion of a narrow street or a smaller portion of a wide street. Pros and cons for each approach will be considered.
- **Proximity to Retail, Commercial, and Residential Development:** In the Central Eastside, many stakeholders have expressed that proximity to Grand and MLK and other mixed-use zoned areas is desired over an alignment that diverts cyclists through industrial areas.
- **Open Space Opportunities:** Where available, stakeholders have made it clear that areas adjacent to the Green Loop should accommodate pedestrians and bicyclists with amenities such as gathering spaces and seating. Throughout the SE Quadrant planning process, participants preferred that these opportunities be within the mixed-use areas of the district.
- **Ease of Implementation:** The Green Loop will likely be implemented in steps. Therefore, the ability for a street to accommodate bicycles more readily and the direct benefit for pedestrians as the project is built out over time should be considered as alignment options are studied.
- **Directness:** The Green Loop in the Central Eastside must connect the future pedestrian/bicycle bridge over I-84 to the new Tilikum Crossing Bridge in the most direct and flat route possible so that cyclists will choose it over other streets. The number of turns and grade changes the route requires will be considered.

Map VI-10: Green Loop Routes Proposed for Further Study



## Willamette River

The Central Eastside presents a tremendous opportunity to establish a new waterfront district that builds off of existing assets such as OMSI, Portland Spirit, and the Eastbank Esplanade, by expanding the riverfront services and attractions provided at these and other riverfront sites, including new river-dependent and river-related commercial activities and visitor attractions. Development here could create a new type of riverfront district and urban form that reduces or mitigates risks associated with climate change, and protects and enhances shallow water habitat. This location could also support increased river transportation, bicycle and pedestrian transportation and recreation, and active use of the river for a diverse mix of uses, in some cases by adding new infrastructure, such as docks and trails, while also reducing and mitigating impacts among different uses and activities.

During the development of the SE Quadrant Plan a number of Willamette River related issues, actions and strategies were identified, that are identified in Chapter V of this plan. However, a number of actions applicable to the SE Quadrant and Central City as a whole were also identified, these key actions are described in more detail in this section.

### Update the Willamette Greenway Plan

While the Central City Plan District (33.510) regulates much of the Central City, Chapter 33.440, Greenway Overlay Zones, applies to the land along the river. Those regulations were adopted over 25 years ago, and much has changed in the physical, regulatory, legal and economic and social landscape since that time. This update to the Willamette Greenway Plan and the associated regulations in Chapter 33.440 will need to consider/address issues such as:

1. The greenway overlay zone regulations are unclear and out-of-date.
2. The regulations do not include standards for common development types, which means that a land use review is required for all development.
3. The Willamette has seven species listed under the Endangered Species Act including spring Chinook salmon, Steelhead trout and Coho salmon. Protection of existing habitat and improved in-water, riparian/riverbank and upland habitat could assist in the recovery of these species and avoid new listings. Utilize the recently update Willamette River Natural Resource Inventory to help identify these key areas. Develop a mitigation strategy for in-water and riparian impacts.
4. The current Greenway Design Guidelines illustrate riverbank designs that do not meet today's aspirations for the riverfront. Continue to work with city, state and federal partners to develop guidance for applicants.
5. Coordinated City, state and federal permitting, such as is being done though the City's Streamlining team, could benefit private applicants that need permits for work in and near the river.
6. The US Maritime Transportation Security Act regulates certain activities and development for homeland security purposes. This has implications for the Greenway trail design and alignment.
7. There is a desire to allow new and different on-land and in-water uses and activities to activate the central riverfront area. These include small retail opportunities at strategic locations, overnight docking of regional cruise ships along the Tom McCall Waterfront Park seawall, commuter ferry and river transit. The existing regulations may need modifications to address these.
8. 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 regulations will need to comply with the outcome of that case.

9. 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.
10. Develop a Central City-wide strategy for protection and enhancement of aquatic species. Develop approaches to avoid, minimize and mitigate the effects of increased boating on habitat.

In response to these issues, the SE Quadrant Plan highlights the following Central Citywide actions:

**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.**

This action will be implemented as part of CC2035 Plan development over the next year. The work plan includes developing code solutions and other strategies that promote the types of activities and uses desired; addressing mandates such as those mentioned above; and ensuring consistency with the overall Central City-wide goals, policies and actions and those of the Southeast Quadrant and other quadrant plans.

## Willamette River and Riverbank Enhancement and Restoration

The approach to improving the Willamette River and riverbank conditions for fish and wildlife in the Central Reach is to identify existing riverbank types where improvements could occur by 2035. There are two different strategies that can be used:

- 1) **Enhancement** – actions, such as removing invasive plants and planting natives, that improve existing habitat; enhancement typically doesn't require much engineering or permitting
- 2) **Restoration** – actions, such as laying back the bank, that improve existing habitat and expand the habitat area or return a function, like flooding, to the area; restoration typically requires more engineering and permitting than enhancement and limiting public access

Appendix C describes the methodology used to identify locations and set targets for enhancement and restoration.

### Riverbank Enhancement

In order to support vegetation banks would need to currently be vegetated or have a slope of less than 30%. In addition, some innovative approaches along the Tom McCall Waterfront Park seawall (5,644 linear feet long), such as floating habitat mats, could be installed. Based on bank type, ownership (City of Portland, other public or private) and likelihood of redevelopment by 2035, the riverbank enhancement target is **12,600 linear feet (2.4 miles)**.

Riverbank enhancement would occur on private property through redevelopment or public/private partnerships. On public property, riverbank enhancements would occur through implementation of master plans for different properties such as the Eastbank Esplanade or Tom McCall Waterfront Park.

### Riverbank and In-water Restoration

Restoring riverbanks and in-water habitat will be most successful where the existing conditions include relatively shallow water, which is critical factor for ESA-listed fish species. It would be very difficult to attempt to create a new shallow water areas without the river washing it away. There are seven (7) locations in the Central City with existing shallow water where restoration might occur:

- Centennial Mills
- McCormick Pier
- I-5/I-84 Interchange
- Eastbank Esplanade
- Hawthorne Bowl
- Eastbank Crescent
- Cottonwood Bay

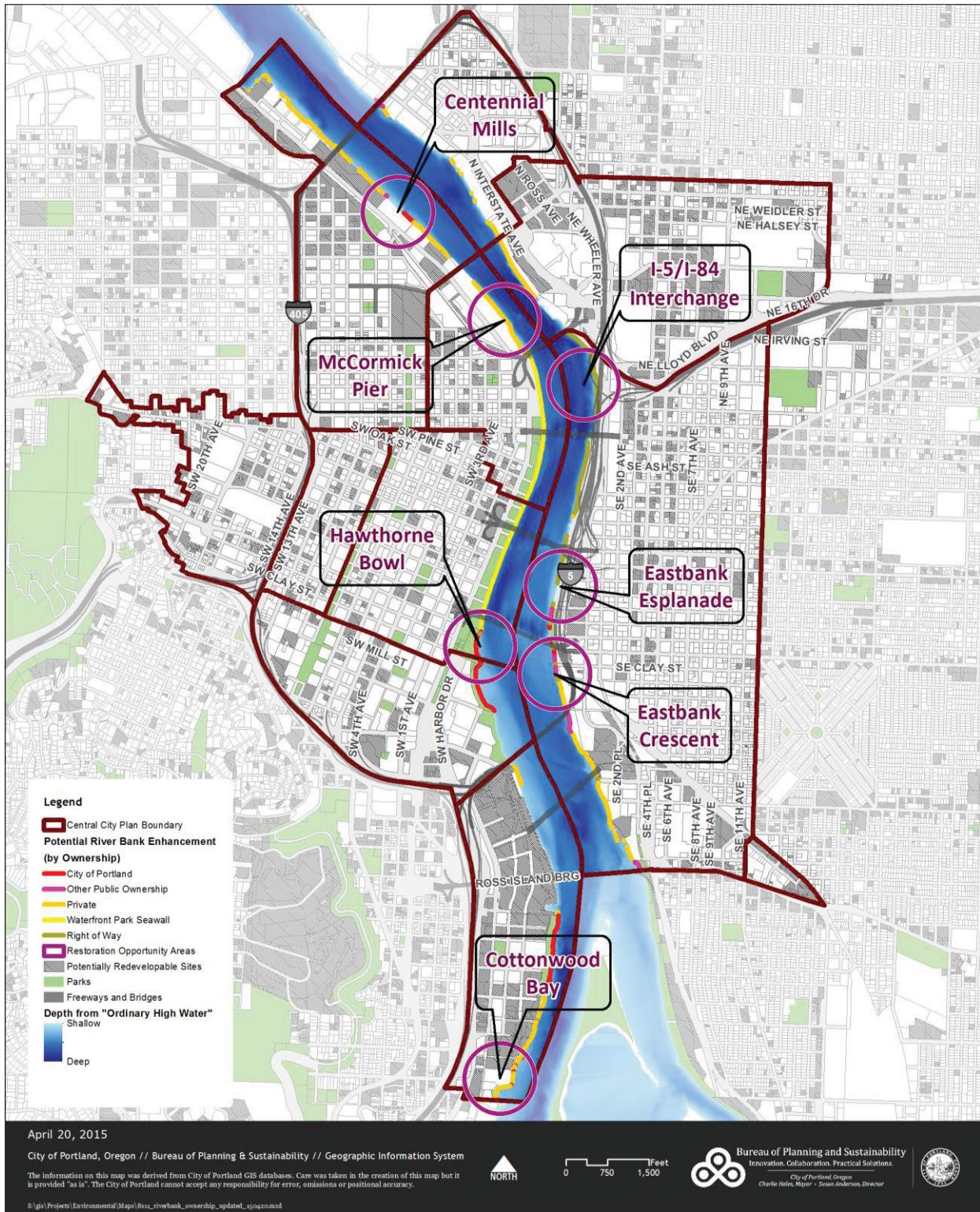
There are other goals and priorities for each of these sites including boating, commerce, swimming, events, etc. For restoration to be successful, public access to the restoration area must be limited, thus uses within a site will be need to be split. In addition, no feasibility study has been completed to determine what restoration actions can occur or the cost to restore (note – some areas may require contamination clean-up prior to restoration). For all of these reasons, the riverbank restoration target is **at least five (5)** shallow water areas restored by 2035.

Determining the implementation tools and priority locations for enhancement and restoration will take additional planning. Therefore, the following three actions are included in the plan:

- WR9** Develop an action plan to enhance and restore fish and wildlife habitat throughout the Central Reach.
- WR10** Seek funding to and investigate the feasibility of restoring fish and wildlife habitat in two locations in the Central Reach.
- WR11** Seek funding to and develop a concept plan for the most feasible restoration site in the Central Reach (see Action #10). Then, take the project through pre-design and implementation.

The action plan will occur over the next 2-5 years. However, with adoption of the CC2025 Plan, the City will identify two of the restoration locations located on public property and conduct feasibility studies to determine which site can be restored. Implementation of the restoration site will occur within 2-5 years. Additional restoration will depending on funding and public/private partnerships.

VI-11: Willamette River/Central Reach Riverbank and In-water Enhancement and Restoration



**WR6 Explore concepts and partnerships to implement an active waterfront with a mix of fish and wildlife habitat, boating, swimming, educational opportunities and enhanced greenway trail between the Morrison Bridge and Tilikum Crossing.**

The Eastbank Crescent is located on the east bank of the Willamette River and stretches from under the Hawthorne Bridge to the Marquam Bridge. This location has existing shallow water and riverbank habitat and is identified as one of seven potential restoration and enhancement sites in the Central City. This location also has existing recreational activities including the Holman Dock, which is used for non-motorized boating and swimming, the beach under the Hawthorne Bridge, which is used for swimming, and the Greenway Trail and Eastbank Esplanade, which is a heavily used section of the trail for commuting. In addition, the Portland Boathouse has a limited term lease for use of the Holman Dock and multiple rowing clubs as well as boat rental outfits operate out of the boathouse.

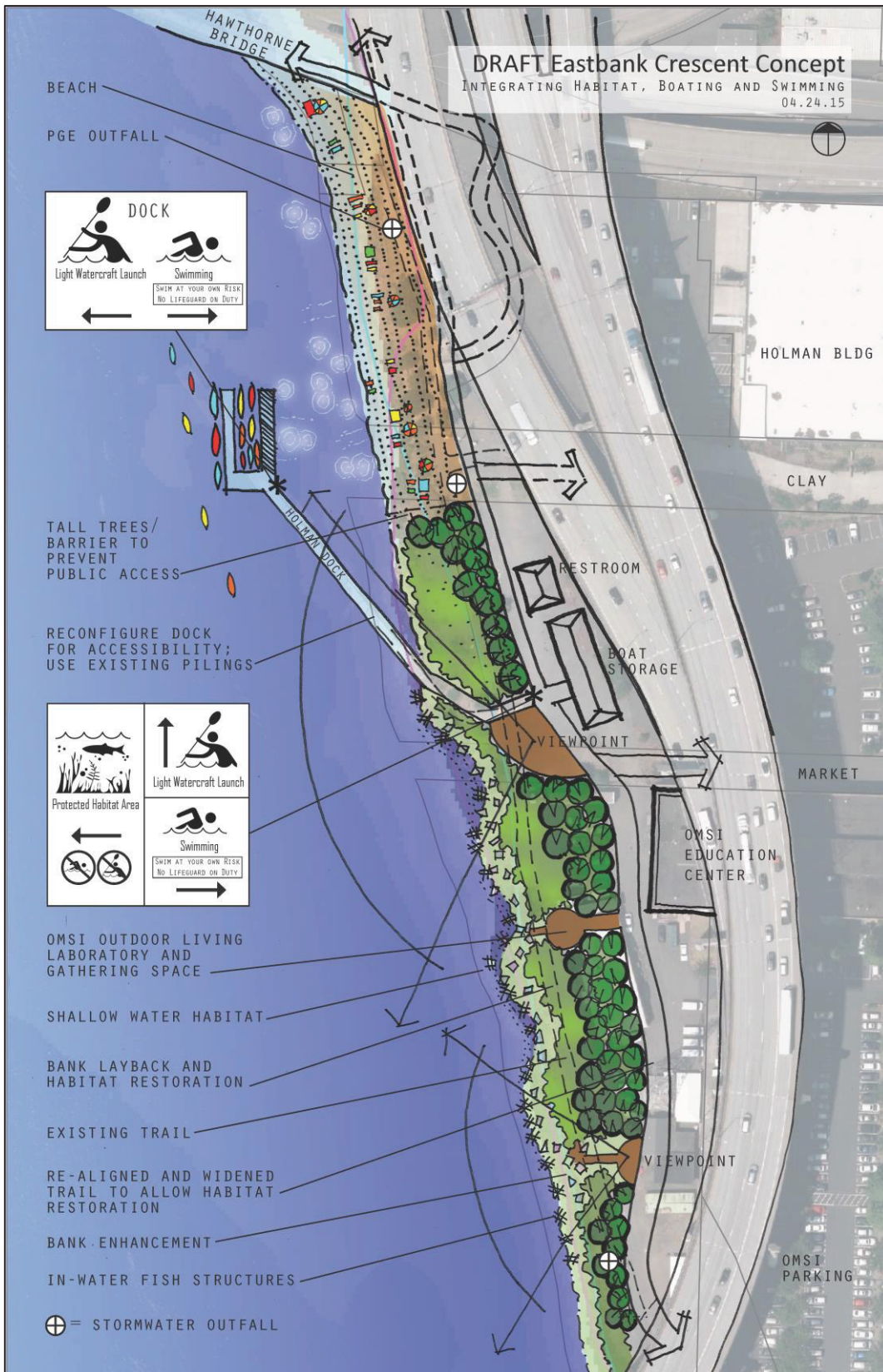
The goals for the Eastbank Crescent are to restore fish and wildlife habitat, improve public access into the Willamette River, reduce user conflicts along the Greenway Trail and create an area for learning about the river.

For all of these uses to be successful, the area must be strategically designed. Design considerations include:

- Direct active public uses downstream and away from shallow and riverbank restoration;
- Replace the existing Holman Dock with a dock that has less impacts on fish habitat and reorient and design it to facilitate easier dock landings and keep personal water craft (kayaks, canoes, paddle boards, etc.) on the outer edge of the dock in deeper water;
- Lay back the riverbank upstream of the dock to reduce the steepness and create more shallow water habitat;
- Revegetate the riverbank with native plants and root wads and install driftwood in the shallow water.
- Maintain two viewpoints and additional access to the edges of the restoration area to facilitate education.
- Move the Greenway Trail back from the bank and redesign to reduce conflicts between cyclists and pedestrians.



VI-12: Draft Eastbank Crescent Concept Map



## Health and the Environment

The urban form of the Central Eastside as well as its proximity to the Willamette River results in the district being vulnerable to different impacts directly associated with climate change, including increased precipitation, river-flooding, heat island effect, and other issues.

### Green Infrastructure and Building Energy Efficiency

The urban form of the Central Eastside as well as its proximity to the Willamette River results in the district being vulnerable to different impacts directly associated with climate change, including increased precipitation, river-flooding, heat island effect, and other issues. Addressing stormwater management is challenging in the Central City because most of the area is already built. In addition, in the Central City, there are no building setbacks from property lines required where on-site landscaping or stormwater management can occur; sites can be developed lot-line to lot-line. However, innovative techniques with new development and retrofitting existing development can occur using a mix of regulatory and incentive-based tools.

The operation and construction of buildings are the source of nearly half of the City's carbon emissions. Low-carbon development strategies in the Central City include high performance net-zero energy targets for new construction, installation of solar energy systems, deep energy retrofits of existing buildings, the preservation of historic resources, and the reduction of waste.

The SE Quadrant Plan proposes the following actions to reduce carbon emissions and address potential climate change impacts to the district.

**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, trees on private property, impervious surface standards), renewable energy and energy efficiency in both new development and rehabilitations.**

The intent of this action is to consider tools that may be implemented with the CC2035 Plan, including:

- Requiring ecoroofs and/or solar panels on new buildings over a certain size and on existing buildings with improvements to rooftops over a certain size;
- Creating an incentive to include dual-use open space within private development where green infrastructure and public amenities can be co-located; and
- Developing incentives for deep energy retrofits of existing buildings and the development of net-zero energy use for new construction.

### Flood Plain Management

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 caused a December flood event that resulted in bridge failures and road and train closures. The lower deck of the Steel Bridge was underwater and logs 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.

During these events many roads were closed due to water and landslides and the flood caused millions of dollars in damages. Climate change may exacerbate 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.

Lastly, 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. As part of this process 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 helping to expedite the process.

To address these issues, the SE Quadrant Plan proposes adding the following Central Citywide actions:

- 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 a) help prevent or minimize the risk of flood damage to new, redeveloped and rehabilitated buildings located in the 100-year floodplain; and b) avoid, minimize and mitigate the impacts of such development on floodplain functions.**

## Increase Tree Canopy

The North/Northeast and West Quadrant Plans included preliminary targets for tree canopy within each district. Since development of these targets additional data and information has become available. Appendix B presents the updated methodology for setting tree canopy targets throughout the Central City and is applicable to the Central Eastside District.

In support of this work, new satellite imagery data, anticipated to be available in spring 2015, will be necessary. Once this data is available, staff will update the North/Northeast and West Quadrant tree canopy targets and set the Southeast Quadrant tree canopy target.

In the meantime, there is a placeholder for the Southeast Quadrant in Appendix B of 10%, which is the same target used for Lower Albina District in the North/Northeast Quadrant. Including a placeholder allows staff to produce a draft Central City-wide tree canopy target to be used as a point of discussion. All of the targets will change when the new data becomes available.

Thus, the SE Quadrant Plan proposes the following action:

- HE1 Develop tree canopy targets specific to the Central Eastside and the industrial function of the district.**

# Appendix A: Public Involvement Summary

## Public Involvement Goals

The Bureau of Planning and Sustainability, working with the other project partners, involved a variety of stakeholders and interested parties in the SE Quadrant Plan process. Stakeholders had diverse interests in the project, ranging from property owners and businesses that will be directly impacted by the plan outcomes to members of the general public who wanted to stay informed about what is happening in the study area. The level of interest in this project and its outcomes among key stakeholders and community members was fairly high. The process was designed to be inclusive, thoughtful and responsive to public concerns and sensitivities. Public involvement strategies went beyond informing the community of the project; they sought to actively involve and engage the public and stakeholders, with opportunities for meaningful public input. City of Portland staff worked toward this goal while considering the compressed timeline and budget constraints impacting this project.

Public input on the topics in the Southeast Quadrant Plan started during the Inner Southeast Station Area Plan during the summer of 2013 described briefly below. Public involvement efforts for both the Inner Southeast Station Area Plan and the Southeast Quadrant Plan were guided by the City of Portland Public Involvement Principles, adopted by Portland City Council in August 2010. The principles, detailed below, represent a road map to guide government officials and staff in establishing consistent, effective and high quality community engagement across Portland's City government.

- **Partnership.** Community members have a right to be involved in decisions that affect them. Participants can influence decision-making and receive feedback on how their input was used. The public has the opportunity to recommend projects and issues for government consideration.
- **Early Involvement.** Public involvement is an early and integral part of issue and opportunity identification, concept development, design, and implementation of city policies, programs, and projects.
- **Building Relationships and Community Capacity.** Public involvement processes invest in and develop long-term, collaborative working relationships and learning opportunities with community partners and stakeholders.
- **Inclusiveness and Equity.** Public dialogue and decision-making processes identify, reach out to, and encourage participation of the community in its full diversity. Processes respect a range of values and interests and the knowledge of those involved. Historically excluded individuals and groups are included authentically in processes, activities, and decision and policy making. Impacts, including costs and benefits, are identified and distributed fairly.
- **Good Quality Process Design and Implementation.** Public involvement processes and techniques are well-designed to appropriately fit the scope, character, and impact of a policy or project. Processes adapt to changing needs and issues as they move forward.
- **Transparency.** Public decision-making processes are accessible, open, honest, and understandable. Members of the public receive the information they need, and with enough lead time, to participate effectively.
- **Accountability.** City leaders and staff are accountable for ensuring meaningful public involvement in the work of city government.

## Inner Southeast Station Area Plan (Summer 2013)

The Inner SE Station Areas project kicked off in summer 2013 with outreach and conceptual work. The process was guided by a Station Area Working Group, an open-membership group of interested parties and key community members. Staff conducted extensive outreach to ensure that interested community members knew about the project and the multiple opportunities for input. The Working Group met three times between June and September 2013 to consider the existing conditions within the study area, provide input on area issues and opportunities, and review draft concepts for urban design, land use and transportation ideas.

Staff also hosted community walks at the start of the project, where community members shared their knowledge of the station areas and discussed issues, opportunities and constraints, which provided valuable background for the subsequent concept development process.

A key public event for the Inner SE Station Areas process was a charrette that took place August 20-22, 2013. During the three-day event, more than 80 attendees representing area businesses, neighborhoods, institutions and other interests worked with staff and consultants to generate ideas about the future character of the four new light rail station areas. The preliminary results of the work sessions were presented at an open house on August 22, where participants viewed drawings and offered feedback, and at a Working Group meeting in mid-September.

Throughout the process staff presented to formal community groups, including the Central Eastside Industrial Council and Brooklyn Action Corps, and met with a variety of individuals, property and business owners, area institutions and partner agencies. Staff also maintained a project website with news and announcement, event listings and meeting handouts and minutes. Project updates and key announcements were sent to interested parties throughout the process and distributed through community information networks.

## Key Audiences and Project Advisory Committees

This Public Involvement program was designed to reach all audiences that may be affected or have an interest in the SE Quadrant process. It was also designed to reach out to other groups and individuals—those that may not yet have an interest or be compelled to participate—to encourage their awareness, understanding, and involvement in the process. Staff identified the following particular audiences as important to contact and engage:

- **Community/General public:** Interested people across the community;
- **Neighborhood Associations and Coalitions:** Four neighborhoods intersect or are adjacent to the project study boundaries, Kerns, Buckman, Hosford-Abernathy and Brooklyn, as part of the overall SE Uplift District Coalition.
- **Interest-Based Groups:** Non-profit organizations, community and faith-based groups, culturally-specific organizations including the Diversity and Civic Leadership partners, organizations representing older adults and people with disabilities and social service providers. Staff also met with the Oregon Bioscience Association and other non-profit organizations that advocate for topics and industries.
- **Businesses and Employees:** The Central Eastside Industrial Council is located within the study area, along with many institutions, large employers and small businesses. Emphasis was placed on engaging a broad spectrum of business interests, including a variety of sectors, owners and employees.

- **Property Owners and Renters:** Property owners and renters within or adjacent to the study areas.
- **Governmental Agencies:** Many government agencies, including Metro, TriMet, Multnomah County, Portland Public Schools, Portland Development Commission and others.
- **City Bureaus and Offices:** The City of Portland’s bureaus and offices.
- **City Officials, Boards and Commissions:** City boards and commissions serve mostly in an advisory capacity to various city bureaus and some county agencies (e.g. Planning and Sustainability Commission). But some also hear appeals, provide expertise, advocate, receive public concerns, or establish, review and enforce policies and regulations (e.g. Commission on Disabilities). During the SE Quadrant Plan, staff briefed City commissioners, the Portland Bureau Directors group, the Historic Landmarks Commission, the Design Commission and the Planning and Sustainability Commission.
- **Media:** Local news outlets.

## Key Stakeholder and Project Advisory Committees

**Stakeholder Advisory Committee.** The SE Quadrant Plan development benefited from the guidance of the Stakeholder Advisory Committee (SAC) charged with working collaboratively with City staff to review materials and make recommendations on the SE Quadrant Plan. The SAC was formed through an open application and review process focused on bringing together a group of people representing the diverse interests of the SE Quadrant area. The final members for the SAC were appointed by Bureau of Planning and Sustainability Director Susan Anderson.

The SAC was made up of 30 voting members, representing area stakeholders, including Central Eastside Industrial Council, neighborhood associations and property owners, as well as community interests such as cultural heritage, the environment, social services, urban design and transportation.

The role of the SAC was to advise and direct project staff throughout the planning process and to make recommendations about the project to the Portland Planning and Sustainability Commission. SAC members were expected to report back to and solicit input from their stakeholder groups and constituencies, represent the broader interests of those groups at meetings and promote public involvement in project events. Early in the process SAC members developed and adopted collaboration principles that governed decision making of the committee. In all, 14 full SAC meetings were held. All meetings were open to the public and included opportunities for public comment.

Table A-1: Southeast Quadrant Stakeholder Advisory Committee Members (March 2015)

Last Name	First Name	Organization / Business	Alternate
Burns	Bruce	Burns Brothers	
Ghafarzade	Farhad	Green Drop Garage	
Gossett	Carol	Oregon Museum of Science and Industry (Represented by Paul Carlson for the first 7 meetings)	Paul Carlson, Kevin Kearns
Greenwood	Leah	REACH	Dan Valliere
Hanks	Bob	PCC Climb Center	Tammy Marquez-Oldham
Hanson	Don	Planning and Sustainability Commission	
Hart	Bill	Carleton Hart Architects	
Heykamp	Deek	Next Adventure	
Johnson	Stacy	Brooklyn Action Corps	Wendy Miller, Eric Wieland

Last Name	First Name	Organization / Business	Alternate
Kitchin	Debbie	Central Eastside Industrial Council	
Klotz	Doug	Pedestrian Advisory Committee (Represented by Lillian Karabaic for the first 7 meetings)	
Lindsay	Susan	Buckman Community Association	
Livingston	Lori	Transfer Online	Julie Bennett
Lorati	David	School Specialty Supply	Brian Scott
Lukasik	Juliana	@Large Films	
Malsin	Jonathan	Beam Development	Brad Malsin
Michaelson	Rick	Bosco-Milligan Foundation	Steve Dotterer
Nemarnik	David	Pacific Coast Fruit	
Newberry	Skip	Technology Association of Oregon	Daniel Lee
Ngan	Ben	Nevue Ngan Associates	Bo Nevue
Pearce	Susan	Hosford-Abernethy Neighborhood Development	Linda Nettekoven
Ramirez	Valeria	Portland Opera	James Robbins
Russell	Steve	Kerns Neighborhood Association	
Small	Shawn	Ruckus Composites	
Sosa	Romeo	VOZ Workers Rights	Lauren Norris
Stark	Peter	Central Eastside Industrial Council	
Strickland	Carrie	Works Partnership	
Tevis	Michael	Intrinsic Ventures	LeAnn Raschke
Williams	Travis	Willamette Riverkeeper	
Yates	Daniel	Portland Spirit	Wayne Kingsley

**Central Reach Working Group.** The Central Reach Working Group is an open group made up of any and all interested parties, community members and experts who care about the Willamette River. The group has met and will continue to meet periodically at key intervals during the Central City 2035 planning and implementation efforts, including the quadrant planning process and the code development process. The group discusses river-related topics and issues, and provides project staff with input that contributes toward a holistic consideration of the Willamette River in Central City. A kick off for the Central Reach Working Group was a two day Central Reach Workshop held in December 2013. Another meeting was held on August 12, 2014 to review draft Central City policies and actions on the river. Central Reach Working Group members have been notified throughout the Central City 2035 planning processes of public involvement events and have been encouraged to participate in providing their input as it relates to the Willamette River and riverfront. More information can be found online at <https://www.portlandoregon.gov/bps/42544>.

**Transportation Working Group.** The Transportation Working Group is an open membership group focused on transportation issues identified during the SE Quadrant planning process. The group met three times during the process to discuss in more in-depth transportation issues, potential solutions and projects. The first meeting on February 21, 2014 focused on parking needs in the district, the second on March 20, 2014 focused on freight movement into and through the district, and the third meeting on April 24, 2014 covered bicycle needs and addressing conflicts between cyclists, pedestrians, autos and freight trucks. Meeting attendance ranged from approximately 10 to over 20 members depending on

the topic. Staff presented updates to the SAC and posted summaries to the project website following each meeting. Materials from these meetings can be accessed online at <https://www.portlandoregon.gov/bps/64449>.

**Policy Working Group.** The Policy Working Group was an open membership group focused on working with staff in the drafting of language pertaining to the goals and policies that make up the Draft Southeast Quadrant Plan. The group met three times during the last six months of the planning process to work through draft policy language. The first meeting occurred on October 7, 2014, the second on November 12, 2014 and the third meeting on February 12, 2015. At each meeting, staff walked the group through draft policy language related to staff proposals presented to the full SAC at the most recent SAC meeting. Input was used to craft the language that appears in the draft plan. Documents from this group can be found online at <https://www.portlandoregon.gov/bps/66102>.

## Technical Advisory Committee

A combined West Quadrant, SE Quadrant Technical Advisory Committee (TAC) representing public agencies with specialized expertise related to the plans and implementation served as a resource for the respective processes. TAC members were responsible for reviewing project proposals, providing comments to project staff and reporting back to their agencies. The TAC met informally throughout the process, and members also attended individual coordination meetings with City bureaus and other public agencies that occurred during the process.

Table A-2: Combined West and SE Quadrant Technical Advisory Committee Members (March 2015)

Organization	Representative	Alternate
Parks (SEQ)	Sarah Coates-Huggins	
Parks (WQ)	Allan Schmidt	
Parks	Emily Roth	
PBOT (WQ)	Mauricio Leclerc	
PBOT (SEQ)	Art Pearce	
Housing (WQ)	Kim McCarty	
Housing (SEQ)	David Sheern	
BES	Alice Coker	Stephen Himes
BDS	Stephanie Beckman	
BDS	Kara Fiorvanti	
OHWR	Kevin Kilduff	
Equity	Judith Mowry	
PBEM	Jonna Papaefthimiou	Laureen Paulsen
PDC	Peter Englander	
Water	Cherri Warnke	Mike Saling
Fire	Nate Takara	
Police	Captain Kelli Sheffer	
ODOT	Alan Snook	
Multnomah County	Peggidy Yates	
County Health	Rebecca Bodonyi	
PPS	Bob Alexander	Justin Dollard
TriMet	Alan Lehto	Eric Hesse
Metro	Malu Wilkinson	



## Public Involvement Events and Tools

### Events

- **Stakeholder Advisory Committee Meetings.** A Stakeholder Advisory Committee representing the diverse interests of the SE Quadrant guided the SE Quadrant planning process and helped draft the SE Quadrant Plan. SAC meetings were open to the public and opportunities for public comment were provided at all SAC meetings. See the section above for more information on SAC membership and the process.
- **Working Group Meetings.** Three working groups provided opportunities for more in-depth discussion on specific topics: (1) The Central Reach Working Group, (2) the Transportation Working Group, and (3) the Policy Working Group. The Central Reach and Transportation Working Groups were open to anyone interested in Willamette River or transportation issues and opportunities, whereas the Policy Working Group was restricted to members of the Stakeholder Advisory Committee. All groups met periodically to provide guidance and recommendations on those topics.
- **Physical and Virtual Open Houses.** Two open houses were held to provide information to interested stakeholders and the general public at key points in the process. The first open house occurred after the charrette in the summer of 2014, to present draft concepts for the SE Quadrant, and the second occurred as the initial draft of the SE Quadrant Plan was being completed so members of the public could see all staff proposals and the process used to translate these into policies and actions in the draft plan. At the two open house events, both held at the Oregon Rail Heritage Center in the Central Eastside, staff presented recommendations, answered questions and sought public feedback through flip charts, surveys and discussion. Following each physical open house, the materials presented were provided digitally through the project website with comment forms for members of the public to provide input. This allowed project staff to engage members of the public unable to or not interested in attending the physical event. Total attendance at these events was approximately 220 for the physical open, and 5,000 for the virtual open houses.
- **Tours.** The SE Quadrant Plan process included a number of tours covering different topics for members of the SAC and the public to see elements of the district and discuss ideas with staff.
  - **Industrial Buildings and Businesses.** On March 14, 2014, members of the Stakeholder Advisory Committee were given a tour of three buildings that represented a variety of zoning and business uses with the goal of understanding new industrial users in the district. The three buildings included the Eastbank Commerce Center in the Employment Opportunity Subarea, and the Pitman Building and the Italian Gardeners and Ranchers Buildings with base IG1 zoning. Property owners provided tours of each building and described their experiences building or rehabilitating buildings and tenancing. Approximately 15 members of the SAC attended in addition to BPS, PBOT, and PDC staff.
  - **River and Riverfront.** Two “River Walk” tours were held on July 22 and August 21, 2014. Staff and community members walked along the Willamette Greenway Trail from Madison Dock to SE Carothers Street and then walk up to SE 4<sup>th</sup> Avenue and to the start of the Springwater Trail. Discussions included: how to activate and enliven the riverbank area; ways to improve habitat; getting more people in to the river; and connections from the district and across the district to the Greenway trail. Approximately 30 people attended the walks. A summary of the discussion can be found at <https://www.portlandoregon.gov/bps/article/511793>

- **Historic Buildings and Streets.** This November 12, 2014 event was held as a chance for City staff to engage with Landmarks Commissioners on the topic of historic preservation throughout the district, with SAC members invited to attend and join the discussion. The tour was designed to visit buildings in the East Portland Grand Avenue Historic District as well as the largely intact but unprotected historic warehouse district west of 3rd Ave so staff and Landmarks Commissioners could learn more about specific buildings and better understand the roles they are playing in the evolution of the district. Val Ballestrem from the Architectural Heritage Center provided details about the history of the buildings and the area. Attendees included Commissioners Emerick, Engeman, and Ranzetta, LeAnn Raschke (on behalf SAC member Mike Tevis), and BPS staff. Discussions during the tour focused on gaps in City policy and other issues limiting the rehabilitation of buildings. A summary of the tour can be found at <https://www.portlandoregon.gov/bps/article/510421>.
- **Clinton Station Area.** Staff worked with Hosford-Abernethy and Brooklyn neighborhood associations to organize a tour for residents to learn about proposals and SAC discussions for the Clinton Station Area. Approximately 10 residents and local business representatives joined the hour long tour. The tour was preceded by a short question and answer session.
- **Charrettes and Workshops.** These events were designed to allow attendees to learn about specific aspects of the project and work creatively to develop possible solutions. The two events in this category are described below.
  - **Willamette River Central Reach.** A workshop on this topic was held on December 4 and 5, 2013. About 70 people participated in numerous sessions that involved visioning for the future of the Central City's riverfront. Workshop sessions focused on: Robust River Economy, Healthy River, and Vibrant Riverfront Districts. The workshop ended with an open house event that shared workshop session ideas and included an integrated topics discussion.
  - **Plan Topic Areas.** A community charrette was held on June 3-4, 2014 to collaboratively develop concepts for the SE Quadrant area. Staff, consultants and community members were involved during targeted sessions of the charrette to share their knowledge and experience of the study area, exploring different development scenarios and implementation strategies to help shape detailed policies and actions around the following topics: The Southern Triangle, Mixed-Use Corridors, the Industrial Heartland/Core area (between 6th and 11th avenues), the Riverfront and Publicly Accessible Open Space, the Transportation Network and Public Infrastructure, and a final session focused on Concept Refinement with Implementation Strategies. The resulting concepts were presented to the SAC at a meeting immediately following the charrette.
- **Focus Groups.** Staff conducted focus group sessions with area businesses to get detailed feedback on what issues and opportunities exist for three key employment clusters in the district: 1) distribution, warehousing and large manufacturing; 2) knowledge-based and design; and 3) small manufacturing. The result of these sessions can be found at <https://www.portlandoregon.gov/bps/article/473168>.
- **Community Group Meetings.** The project team met with community groups, such as neighborhood associations and other interest based groups to talk about the process and seek their input. Staff ensured that interested groups were made aware of project proposals and milestones, offer opportunities for submitting comments and attend community group meetings at key milestones. Staff visited the Kerns, Buckman, Hosford-Abernethy, and Brooklyn

neighborhood associations during the summer of 2014 and again during January and February of 2015 leading up to the final open house event.

## **Tools**

- **Project Website.** A project website will be developed and regularly updated that will serve as a primary source of information for the public and as a means to solicit and receive public feedback. The website will include a project description, planning documents, project schedule, calendar of events, meeting agendas and minutes, links to other related planning efforts and other information as needed.
- **Mailings and Newsletters.** An electronic mailing list will be used to provide frequent updates to interested parties regarding meetings, events and new products. Hard copy notices of important events such as public hearings will be mailed to interested parties. Occasional articles and notices will be distributed through the BPS bimonthly electronic newsletter.
- **Plan Primer: Portland's Central Eastside.** *Portland's Central Eastside* will serve as a primer or introduction to the SE Quadrant Plan. It will highlight the area's history and current conditions, as well as raise issues for consideration in the planning process. It is intended to be accessible to a broader public audience and encourage them to engage in the process, providing a starting point for the public conversation that will occur as part of the SE Quadrant Plan.
- **Surveys.** During development of the SE Quadrant Plan, online surveys may be used to solicit input on proposals for the area. Surveys can be useful in reaching individuals who might not otherwise be involved in the process. Notification of the survey will be distributed through the website, electronic mailings and at community meetings.
- **Social Media.** Facebook and Twitter will be used to announce project news and promote and document events. Social Media will also be used to make connections to similar efforts, organizations and individuals in Portland.
- **Media.** Announcements for key events and document releases will be distributed to local media outlets including the Oregonian, Daily Journal of Commerce, neighborhood newspapers and other outlets.

Table A-3: Opportunities by Level of Involvement

Community Involvement Opportunities	Level of Involvement*		
	inform	consult	collaborate
<b>Project Rollout: Summer to Fall 2013</b>			
Inner SE Station Area Process			
Community Group Meetings			
Focus Groups			
<b>SE Quadrant Plan Development: Fall 2013 to Spring 2015</b>			
Stakeholder Advisory Committee Meetings			
Central Reach Working Group Meetings			
Transportation Working Group Meetings			
Policy Working Group Meetings			
Charrette/Workshop			
Open Houses			
Community Group Meetings			
Social Media			
<b>Approval Process: Spring 2015</b>			
Planning and Sustainability Commission and City Council Hearings			
Community Group Meetings			
Social Media			
*Note – level of involvement color blocks correspond to three target levels: inform, consult, collaborate			

### Decision Making Process

Final decisions regarding outcomes of the planning process will be made by the Portland City Council based on recommendations from the Portland Planning and Sustainability Commission, the Stakeholder Advisory Committee, staff and public input. As noted above, public input was incorporated through public open houses, workshops and other outreach opportunities with interested groups and the general public throughout the process. Briefings were provided at key milestones to City Commissions, and the plan went through a formal public hearing process before the Portland Planning and Sustainability Commission and City Council, with opportunities for public testimony, prior to adoption by resolution.

## Accountability and Evaluation

**Feedback Loop.** As part of this public involvement plan, staff were responsible for gathering and disseminating the public’s input to decision makers and back to the public at large. This is a necessary component for a successful project. Staff compiled public comments throughout the planning process. Comments were integrated into ongoing work and reported to the Stakeholder Advisory Committee. Staff briefed the Planning and Sustainability Commission on the progress of the plan, results of outreach efforts and public input. Additionally, staff attempted to be clear about how it has responded to public feedback. Commission and Council decisions were communicated to stakeholders and the general public through the website, electronic/hard copy mailings and local media outlets.

**Public Involvement Evaluation.** Evaluation of public involvement has been conducted during the process and upon project completion. This tool assists staff in making changes as needed to ensure the public involvement was conducted in a relevant, useful, and appropriate manner. Tools for evaluation included: (1) Informal feedback from stakeholders, (2) Short questionnaires following events, (3) Peer evaluations at strategic points for professional feedback, (4), Team debriefs following meetings and events to discuss needed adjustments.

## Southeast Quadrant Plan Outreach Log

The project staff listed by last name in the Outreach Log includes the following members from the Portland Bureau of Planning and Sustainability, the Portland Bureau of Transportation, the Portland Bureau of Environmental Services, the Portland Bureau of Parks and Recreation, the Portland Development Commission, and TriMet. Attendance figures are estimates and do not include project staff. Events are listed in chronological order from earliest to latest dates.

- **Portland Bureau of Planning and Sustainability:** Susan Anderson, Marc Asnis, Stephanie Beckman, Shannon Buono, Debbie Bischoff, Mindy Brooks, Tyler Bump, Derek Dauphin, Troy Doss, Sallie Edmunds, Courtney Ferris, Mayor Charlie Hales, Elisa Hamblin, Kathryn Hartinger, Rachael Hoy, Steve Iwata, Steven Kountz, Karl Lisle, Lora Lillard, Leslie Lum, Darwin Moosavi, Mark Raggett, Nicholas Starin, Deborah Stein, Marty Stockton, Matthew Wickstrom, Spencer Williams, Joe Zehnder
- **Portland Bureau of Transportation:** April Bertelsen, Roger Geller, Bob Haley, Bob Hillier, Mauricio Leclerc, Teresa Montalvo, Grant Morehead, Art Pearce
- **Portland Bureau of Environmental Services:** Debbie Caselton, Amy Chomowicz, Alice Coker, Jennifer Karps, Kaitlin Lovell
- **Portland Parks and Recreation:** Maya Agarwal, Brett Horner
- **Portland Development Commission:** Lisa Abuaf, Lew Bowers, Peter Englander, Sarah Harpole, Geraldene Moyle
- **TriMet:** Jay Higgins, Kathryn Krygier

Table A-4: Public Involvement Log

Date	Organization/Event	Project Staff	Attendance (Approximate)
1/29/2012	Peter Fry, CEIC	Beckman, Doss, Iwata	1
1/14/2013	John Spencer (Stacy Witbeck)	Iwata	1
1/30/2013	GB Arrington	Beckman, Doss, Iwata	1

Appendix A: Public Involvement Summary

Date	Organization/Event	Project Staff	Attendance (Approximate)
2/4/2013	OMSI	Anderson, Bowers, Doss, Iwata, Pearce, Zehnder	2
2/6/2013	Mike Tevis, Intrinsic Ventures	Beckman, Iwata, Pearce	2
2/19/2013	CEIC Leadership	Beckman, Doss, Iwata, Pearce	4
3/1/2013	Linda Nettekoven, HAND	Beckman, Doss, Iwata, Wickstrom	1
3/5/2013	Comprehensive Plan Workshop - Central City	Doss, Lisle, Starin	40
3/12/2013	Works Partnership	Beckman, Bump, Doss, Kountz	2
3/18/2013	CEIC 2035 Subcommittee	Beckman, Doss, Pearce	11
3/19/2013	Portland Business Alliance Central City Committee	Hamblin, Iwata, Lisle	20
4/2/2013	Jason Roberts, Phillip Bozarth-Dreher (Ankrom Moisan)	Beckman, Doss, Iwata, Lillard	2
4/5/2013	SE Quadrant Walk and Business Tours	Beckman, Bump, Doss, Hale, Iwata, Lillard, Lisle, Moyle, Raggett, Starin	6
4/17/2013	OMSI (Paul Carlson, Kevin Kearns, Rebecca Darr, Matt Brown)	Beckman, Doss, Moyle	4
4/18/2013	Tara Sulzen (Imagine Holgate)	Hartinger	1
4/19/2013	John Spencer	Beckman, Doss, Iwata	1
4/24/2013	Tom Klutz (Portland Water Bureau)	Beckman, Doss, Iwata, Moyle	1
5/8/2013	Brooklyn Action Corps	Doss	10
5/10/2013	PGE (Mike Livingston, Deane Funk)	Beckman, Doss, Iwata, Moyle	2
5/10/2013	GB Arrington	Beckman, Doss, Iwata, Pearce	1
5/14/2013	Portland Fire Bureau (Glen Eisner, Brian Alcid, Jay Guo)	Beckman, Doss, Iwata, Moyle	3
5/14/2013	Bob Kellett, SE Uplift	Beckman, Doss	1
5/20/2013	PCC	Beckman, Doss	4
5/20/2013	Pam Knuth (Fred Meyer)	Beckman, Doss, Iwata, Moyle	1
5/22/2013	Deek Heykamp, Next Adventure	Doss, Pearce	1
5/22/2013	Brooklyn Action Corps	Doss	25
5/28/2013	Mark Albers (Franz Bakery)	Beckman, Doss	1
5/28/2013	Portland Spirit	Beckman, Doss, Pearce	2
5/30/2013	Joe Weston	Beckman, Doss	3
5/31/2013	Tom Keenan (Portland Bottling)	Beckman, Doss, Moyle	1
6/6/2013	CC2035/Quad Plans TAC Mtg. #1	Starin, Lisle, Beckman, Doss, Edmunds	23
6/6/2013	Inner SE Station Area Working Group #1	Beckman, Bump, Buono, Doss, Lillard, Moyle, Pearce, Zehnder	39

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Date	Organization/Event	Project Staff	Attendance (Approximate)
6/8/2013	Inner SE Station Area Walk #1 (Rhine/Holgate)	Beckman, Buono, Doss, Lillard, Pearce	21
6/12/2013	CEIC (Wayne Kingsly, Dan Yates, Debbie Kitchin)	Anderson, Doss	3
6/12/2013	Brooklyn Action Corps	Hale, Wickstrom	15
6/13/2013	SE Station Area Walk #2 (OMSI/Clinton)	Beckman, Buono, Doss, Lillard, Pearce, Moyle, Zehnder	22
6/18/2013	CEIC (Juliana Lukasik, Debbie Kitchin, Peter Fry, Peter Stark)	Bump, Doss, Iwata, Moyle	4
6/25/2013	Peter Fry, CEIC	Iwata	1
7/17/2013	Inner SE Station Area Working Group #2	Beckman, Doss, Hale, Lillard, Lum, Morehead, Moyle, Pearce, Raggett, Williams, Zehnder	40
7/18/2013	Business Sector Focus Group (Distribution, Warehousing, Large Manufacturing)	Bump, Doss, Moyle	7
7/18/2013	Business Sector Focus Group (Knowledge Based and Design)	Bump, Beckman, Moyle	6
7/23/2013	Business Sector Focus Group (Small Manufacturing)	Bump, Beckman, Edmunds, Moyle	7
7/31/2013	Multnomah County Facilities	Lisle	5
8/6/2013	Place Studio, ZGF Architects	Beckman, Doss	8
8/6/2013	Tara Sulzen, Brightrail (Imagine Holgate)	Beckman, Doss, Hale	1
8/8/2013	Planning & Development Directors	Anderson, Leclerc, Lisle, Zehnder,	14
8/13/2013	Planning and Sustainability Commission	Anderson, Doss, Lisle	20
8/14/2013	VOZ Day Labor Center	Beckman, Doss, Moyle	7
8/16/2013	Joe Angel	Beckman, Doss	1
8/20/2013	Portland Development Commission (Board)	Anderson, Lisle	20
8/20/2013	Inner SE Station Area Charrette Day 1	Anderson, Asnis, Beckman, Bischoff, Bump, Doss, Edmunds, Hale, Lillard, Moosavi, Morehead, Moyle, Pearce, Raggett	34
8/21/2013	Inner SE Station Area Charrette Day 2	Asnis, Beckman, Bump, Doss, Hale, Lillard, Lum, Moosavi, Morehead, Moyle, Pearce	16
8/22/2013	Inner SE Station Area Charrette Open House	Asnis, Beckman, Bischoff, Bump, Doss, Edmunds, Hale, Lillard, Morehead, Moyle, Pearce, Raggett, Stein	31
8/27/2013	OMSI, ZGF Architects	Anderson, Beckman, Doss	4
9/5/2013	CC2035/Quad Plans TAC Mtg. #2	Beckman, Doss, Edmunds, Hamblin, Lisle, Starin	20

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Date	Organization/Event	Project Staff	Attendance (Approximate)
9/18/2013	Bruce and Tyler Burns, Burns Brothers	Beckman, Doss, Moyle	2
9/18/2013	Inner SE Station Area Working Group #3	Beckman, Bischoff, Bump, Doss, Edmunds, Hale, Lillard, Morehead, Moyle, Pearce	30
10/1/2013	Dan Pittman	Beckman, Doss	1
10/2/2013	Stacy & Witbeck	Doss, Morehead, Moyle, Pearce	3
10/7/2013	David Nemarnick, Pacific Coast Fruit	Beckman, Moorehead	1
10/11/2013	OMSI	Bischoff, Doss, Edmunds, Raggett, Starin, Zehnder	4
10/15/2013	OT/CTCA Land Use Committee	Starin	18
10/16/2013	Oregon Maritime Museum	Bischoff, Doss	2
10/23/2013	Gil Kelley, Harsch Investments	Lisle	1
11/20/2013	SE Quadrant Stakeholder Advisory Committee Meeting #1	Beckman, Bischoff, Bump, Doss, Edmunds, Lillard, Moosavi, Morehead, Moyle, Zehnder	45
11/21/2013	Jeff Pickhardt, Key Development (and development team)	Beckman, Doss, Edmunds, Zehnder, Moyle	3
12/5/2013	Willamette River Central Reach Workshop (2 Day Event)	Bischoff, Edmunds, Brooks, Lillard, Beckman, Doss, Jortner, Lisle, Raggett, Starin, Moorehead	70
12/10/2013	PBA Transportation Committee	Doss, Morehead, Beckman	8
12/12/2013	SE Quadrant Stakeholder Advisory Committee Meeting #2	Beckman, Bischoff, Bump, Doss, Edmunds, Moosavi, Morehead, Moyle, Zehnder	32
12/19/2013	NW Natural, PGE (Strategic sites meeting)	Doss, Beckman	2
1/9/2014	Mike Tevis	Beckman, Bump, Dauphin, Doss, Lillard	1
1/16/2014	SE Quadrant Stakeholder Advisory Committee Meeting #3	Asnis, Beckman, Bischoff, Bump, Dauphin, Doss, Edmunds, Ferris, Lillard, Lum, Morehead, Moyle, Raggett	40
1/17/2014	Gil Kelley and WPA	Beckman, Doss	3
1/23/2014	Jonathan Malsin	Beckman, Dauphin, Doss	1
1/23/2014	Carol Gossett, OMSI	Bischoff	2
2/3/2014	Sam Rodriguez, Dana Krawczuk	Doss, Dauphin	2
2/6/2014	SE Quadrant Stakeholder Advisory Committee Meeting #4 - Canceled due to Inclement Weather	None	N/A
2/21/2014	SE Quadrant Transportation Working Group Meeting #1	Bertelson, Dauphin, Doss, Haley, Hillier, Hoy, Jacobs, Leclerc, Montalvo, Morehead, Moyle	20



Appendix A: Public Involvement Summary

Date	Organization/Event	Project Staff	Attendance (Approximate)
3/6/2014	SE Quadrant Stakeholder Advisory Committee Meeting #4	Bump, Dauphin, Doss, Edmunds, Hoy, Lillard, Leclerc, Morehead, Moyle, Zehnder	45
3/12/2014	Brian Emerick	Doss, Dauphin, Hoy, Starin	1
3/13/2014	Cathy Galbraith, Rick Michaelson	Dauphin, Hoy	2
3/14/2014	SE Quadrant Stakeholder Advisory Committee Building Tour	Bump, Dauphin, Doss, Edmunds, Hoy	12
3/16/2014	Jonathan Malsin, Bran Malsin, Carrie Strickland	Dauphin, Doss, Hoy,	2
3/20/2014	SE Quadrant Transportation Working Group Meeting #2	Dauphin, Doss, Hillier, Krygier, Lillard, Morehead, Moyle, Raggett	10
4/3/2014	SE Quadrant Stakeholder Advisory Committee Meeting #5	Abuaf, Bischoff, Dauphin, Doss, Edmunds, Hoy, Lillard, Morehead, Moyle	40
4/24/2014	SE Quadrant Transportation Working Group Meeting #3	Dauphin, Geller, Hillier, Lillard, Morehead, Moyle, Pearce	15
5/8/2014	SE Quadrant Stakeholder Advisory Committee Meeting #6	Bischoff, Bump, Brooks, Dauphin, Doss, Edmunds, Hoy, Moyle, Zehnder	50
6/3/2014	SE Quadrant Charrette - Day 1	Bischoff, Bump, Brooks, Dauphin, Doss, Edmunds, Hoy, Moyle, Zehnder	30
6/4/2014	SE Quadrant Charrette - Day 1	Bump, Brooks, Dauphin, Doss, Edmunds, Hoy, Moyle	15
6/5/2014	SE Quadrant Stakeholder Advisory Committee Meeting #7	Bischoff, Bump, Brooks, Dauphin, Doss, Edmunds, Hoy, Moyle	35
6/23/2014	K&F Coffee Roasters	Dauphin, Hoy, Stockton	1
7/8/2014	SE Quadrant Open House	Bischoff, Bump, Brooks, Dauphin, Doss, Hoy, Lillard, Morehead, Moyle	123
7/9/2014	SE Quad SAC Member Updates: Juliana Lukasik	Doss	1
7/10/2014	Buckman Neighborhood Association (BCA) Meeting Presentation	Dauphin, Hoy	25
7/15/2014	Hosford-Abernethy Neighborhood Association (HAND) Meeting Presentation	Dauphin, Hoy	12
7/16/2014	Kerns Neighborhood Association (KNA) Meeting Presentation	Dauphin, Hoy	20
7/16/2014	SE Quad SAC Member Updates: Romeo Sosa	Hoy, Moyle	1
7/22/2014	SE Riverwalk	Bischoff, Brooks, Dauphin, Edmunds, Hoy, Lillard, Meharg, Morehead, Agarwal, Coker	20
8/5/2014	SE Quad SAC Member Updates: Farhad Ghafarzade	Hoy	

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Date	Organization/Event	Project Staff	Attendance (Approximate)
8/8/2014	Wind and Oar Boat School Board	Bischoff	8
8/12/2014	Lori Livingston and Julie Bennet	Doss	2
8/13/2014	Brooklyn Action Corps Meeting Presentation	Doss	1
8/17/2014	SE Quad SAC Member Updates: Carrie Strickland, Jonathan Brandt	Doss	2
8/18/2014	SE Quad SAC Member Updates: Bob Hanks	Doss, Dauphin	2
8/19/2014	SE Quad SAC Member Updates: Skip Newberry	Hoy	1
8/21/2014	SE Riverwalk	Bischoff, Brooks, Meharg	10
8/23/2014	Valeria Ramirez	Doss, Dauphin	1
9/4/2014	SE Quadrant Stakeholder Advisory Committee Meeting #8	Anderson, Bischoff, Dauphin, Doss, Edmunds, Hoy, Lillard, Morehead, Moyle, Zehnder	60
10/2/2014	SE Quadrant Stakeholder Advisory Committee Meeting #9	Asnis, Bischoff, Dauphin, Doss, Hoy, LeClerc, Lillard, Morehead, Moyle, Zehnder	40
10/7/2014	SE Quadrant Policy Working Group Meeting #1	Dauphin, Doss, Hoy, Morehead	6
11/7/2014	SE Quadrant Stakeholder Advisory Committee Meeting #10	Agarwal, Asnis, Bischoff, Coker, Dauphin, Doss, Edmunds, Hoy, Lillard, Morehead, Moyle, Pearce	45
11/12/2014	SE Quadrant Historic Resources Walking Tour	Dauphin, Doss, Edmunds, Lillard, Raggett, Starin	5
11/12/2014	SE Quadrant Policy Working Group Meeting #2	Coker, Dauphin, Doss, Morehead, Moyle	7
12/4/2014	SE Quadrant Stakeholder Advisory Committee Meeting #11	Agarwal, Bischoff, Brooks, Coker, Dauphin, Doss, Edmunds, Hoy, Lillard, Lovell, Meharg, Moyle, Zehnder	55
12/23/2014	Bobby Pierce - Questions about indoor football project in the Central Eastside	Dauphin, Doss	1
12/23/2014	Deek Heykamp, Next Adventure	Bischoff	2
1/6/2015	SE Quadrant Stakeholder Advisory Committee Meeting #12	Asnis, Dauphin, Doss, Edmunds, Hoy, Lillard, Moyle, Zehnder	50
1/15/2015	Don Hanson and Martin von Glastra	Dauphin, Lillard	2
1/16/2015	Nevue Ngan	Dauphin, Lillard	5
1/16/2015	Emma and Walt Pelett - City Liquidators	Agarwal, Coker, Dauphin, Doss, Lillard	2
1/16/2015	Leah Greenwood	Doss, Hoy	1
1/20/2015	Doug Klotz and Anthony Buczek from the Pedestriand Advisory Committee	Dauphin, Lillard	2
1/21/2015	Kerns Neighborhood Association (KNA) Meeting Presentation	Dauphin	30

Date	Organization/Event	Project Staff	Attendance (Approximate)
1/21/2015	Lori Livingston	Dauphin, Lillard	1
1/21/2015	Romeo Sosa	Hoy	2
1/27/2015	Will Levenson, Human Access Project	Bischoff	2
1/28/2015	Brooklyn Action Corps Meeting Presentation	Doss	25
1/28/2015	Farhad Ghafarzade	Dauphin, Lillard	1
1/28/2015	Deek Heykamp, Next Adventure	Bischoff, Brooks	3
2/5/2015	SE Quadrant Stakeholder Advisory Committee Meeting #13	Asnis, Bischoff, Brooks, Dauphin, Doss, Edmunds, Hoy, Leclerc, Lillard, Morehead, Moyle, Zehnder	40
2/26/2015	SE Quadrant Plan briefing at the Portland Historic Landmarks Commission	Dauphin, Doss, Hoy	5
3/3/2015	Carol Gossett, OMSI	Bischoff, Brooks	3
4/2/2015	SE Quadrant Stakeholder Advisory Committee Meeting #14	Agarwal, Anderson, Asnis, Bischoff, Brooks, Coker, Dauphin, Dingfelder, Doss, Edmunds, Hales, Hoy, Leclerc, Lillard, Moyle, Zehnder	55

# Appendix B: Tree Canopy Target

## Introduction

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.

This memo summarizes the approach and methodology that will be used to set and update the tree canopy targets within each district of the Central City. Portions of the methodology were used to set the tree canopy targets in the North/Northeast and West Quadrants. Other portions of the methodology, highlighted in gray, will be used to update those targets and set the targets for the Southeast Quadrant.

## Background

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 a Central City tree canopy target of 10 – 15% as a measure of success. These targets are lower than for residential areas, where the UFMP 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%. The Portland Plan calls for this 33% goal to be met by 2035.

The Climate Change Preparation Strategy also addresses tree planting as a tool to help meet many of the objectives of the strategy such as decreasing the urban heat island effect and increasing the resilience of the built environment to increased winter rainfall. Actions defined in the strategy include implementing the UFMP, using trees and other green infrastructure to reduce effective impervious area, maintaining tree canopy in parks and other locations. The strategy does not modify or clarify the targets set by the UFMP or the Portland Plan; however, the Climate Change Preparation Strategy has schedule of being met by 2030.

Through the Central City 2035 planning process, 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 tree canopy is increased 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 needed 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 upland wildlife habitat connections using street trees, native vegetation in landscaping, public open spaces and ecoroofs that provide 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.

## Methodology

The methodology has evolved over time. During the North/Northeast and West Quadrant plan development a basic methodology was used to establish the tree canopy targets. Since then new data has become available and staff have revised the methodology to incorporate that data. The new methodology will be used to update the tree canopy targets for North/Northeast and West Quadrant and to set the tree canopy target for Southeast Quad. That work will happen in summer 2015.

The following information and assumptions helped inform proposed targets for tree canopy within the Central City. The highlight text are the portions of the methodology that were used to set the draft targets; the non-highlight text will be used to update the targets in summer 2015.

1. Existing tree canopy. There are two data sets analyzed: Metro 2007 high structure vegetation and Portland Parks and Recreation/ Urban Forestry Street Tree Inventory. The two data sets were combined to determine the existing conditions. The following conditions and assumptions were made:
  - a. The street tree inventory is not complete for all districts within the Central City and cannot be extrapolated. Therefore the street tree data was only used for those districts for which the data exists. For the other districts, the high structure vegetation data was used.

- b. If a tree is currently planted, even if it is immature, it is considered existing tree canopy. This is because the analysis is trying to determine how much available space is left for additional tree canopy that could be planted between now and 2035. If the space will be taken up by canopy, then additional plantings are unnecessary in that location. This assumption should be replicated when updating the existing tree canopy statistics in future years.

*Under development - Staff applied a standard set of assumptions to the trees based on their classification by Portland Parks as a large, medium or small canopy tree. This was applied to determine the existing canopy coverage within the district.*

- i. Large = ft diameter*
- ii. Medium = ft diameter*
- iii. Small = ft diameter*

2. Available space within the right-of-way. Bureau of Environmental Services (BES) inventoried some of the districts within the Central City to determine how much space is available for planting trees within the right-of-way. BES considered current vegetation, sidewalk width, overhead power lines, underground utilities and other information when determining if a location could be planted with a tree. It is assumed that 75% of the available space within the right-of-way will be planted with street trees by 2035.

The available space inventory cannot be extrapolated to all the districts because the data is specific. Instead, for the districts not inventoried, 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. Staff also considered future desires such as the Green Loop, street views and underutilized right-of-way area.

3. Available tree planting space within public parks. Public parks in the Central City provide a range of experiences, and in some the tree canopy is primarily in the right-of-way (e.g., Pioneer Courthouse Square). Trees provide numerous desirable benefits, and their placement should be balanced with the needs of other recreation experiences in parks. Although there may be opportunities to include new trees in existing parks, determining space available for trees in each park requires a robust process that considers numerous factors in the greater context encompassing each park (e.g., landscape plan, connections, existing and desired park uses). Given that each park is unique, PP&R does not have a standard target percentage of park space that should receive canopy trees that can be applied to every park in the Central City. When Parks acquires or redevelops park land in the Central City, staff will consider available tree planting space along with other park needs via a robust planning process.
4. 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

tree canopy will be included on those sites. There may also be opportunity to add street trees in front of redevelopment sites.

Staff looked at the current conditions and potential future development scenarios for each redevelopment site and estimated how much space would be available for large, medium and small trees. This analysis assumes that all of the redevelopment opportunity sites will redevelop by 2035; therefore 100% of the assumed tree canopy will be achieved.

Properties along the Willamette River were assessed differently. When a property within the Willamette Greenway boundary redevelops there are Greenway plantings required. Staff assumed that 90% of the riverfront within sites that are likely to redevelop by 2035 would be planted; of that 60% would be planted with trees. The remaining 40% would be planted with lower structure vegetation in order to preserve public views or improve safety along the Greenway trail.

5. Scenic and Willamette Greenway View Corridors. Certain streets and trails within the Central City are designated as scenic and/or Willamette Greenway view corridors. The intent of these corridors is to provide a view down the street or trail toward a focal terminus such as a statue or fountain, a park or the Willamette River. Tree canopy along these corridors, depending on the type and placement of the tree could block or frame the view. Staff assume that smaller canopy, more columnar shaped trees will be planted within view corridors and that 75% of the available spaces will be planted by 2035. (Note, lower structure vegetation such as shrubs and grasses, bioswales and green walls are typically compatible with view corridors.)

To produce the potential tree canopy statistics, staff combined the analyses from 2-5 described above. During each of the steps, staff assumed a certain size of tree canopy within the available area and then calculated the potential tree canopy if all of assumed percentages of available spaces were planted by 2035.

Additional assumptions made during the analysis include:

- For any tree planted by 2035, the mature tree canopy diameter is used. Although that canopy will not be fully achieved by 2035, if the tree is in the ground then it counts towards the canopy target. When inventorying the existing tree canopy in 2035, it should be assumed that every tree, even if immature, has a maximum tree canopy diameter.
- Any trees that die during the time horizon will be replaced. Staff understand that the species may change and the mature canopy diameter may be smaller. However, for the purpose of producing a general target for the Central City, staff assumed existing tree canopy will remain or be replaced resulting in equivalent canopy coverage over time.

## Results

Note – To be updated in April 2015 with new data.

### Existing Tree Canopy

Table 1: Central City Existing Tree Canopy (2007)		
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
<b>Total</b>	<b>2,954</b>	<b>7</b>

\*Does not include water

Map of existing tree canopy – to be produced summer 2015

### Potential Tree Canopy

The potential tree canopy in 2035 is summarized in table 2.

Table 2: Central City Potential Tree Canopy (2035)				
Central City District	District Size (acre)*	Existing Tree Canopy (%)	Potential Tree Canopy (%)	Additional Tree Canopy Acres
Lloyd	407	7	18	
Lower Albina	201	5	10	
Downtown	261	13	25	
West End	95	7	20	
Goose Hollow	175	13	20	
Pearl	349	4	20	
Old Town/Chinatown	178	7	10	
South Waterfront	243	6	20	
University	243	20	30	
Central Eastside	802	3	10**	
<b>Total</b>	<b>2,954</b>	<b>7</b>	<b>17</b>	

\*Does not include water

\*\*This is a placeholder and is the same as Lower Albina. 10% is a reasonable placeholder because like Lower Albina, the Central Eastside District has a lot of industrial uses. Putting in a placeholder allows staff to calculate a



target for all of the Central City. After running the methodology in this memo, it is likely that the actual target for the Central Eastside will be higher than 10%.

**The 2035 tree canopy target for the Central City is % (acres)**

The largest increase in canopy is expected in the Pearl District because of 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 smallest increase in tree canopy is expected in the *[likely Lower Albina or Central Eastside]* because these areas have industrial uses and freight routes that make it more difficult to add street trees.

# Appendix C: Riverbank Enhancement and Restoration Targets

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 enhancement and restoration 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 increase 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 functions 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.

### 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.

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
<b>Sub-Total</b>	<b>Public</b>	1,492	10,592	6,191	18,275
	<b>Private</b>	5,567	12,192	3,180	20,940
<b>Total</b>		<b>7,058</b>	<b>22,785</b>	<b>9,372</b>	<b>39,215</b>

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.<sup>1</sup> 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.

Restoring riverbanks and in-water habitat will be most successful where the existing conditions include relatively shallow water, which is critical factor for ESA-listed fish species. It would be very difficult to attempt to create a new shallow water areas without the river washing it away. There are seven (7) locations in the Central City with existing shallow water where restoration might occur:

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

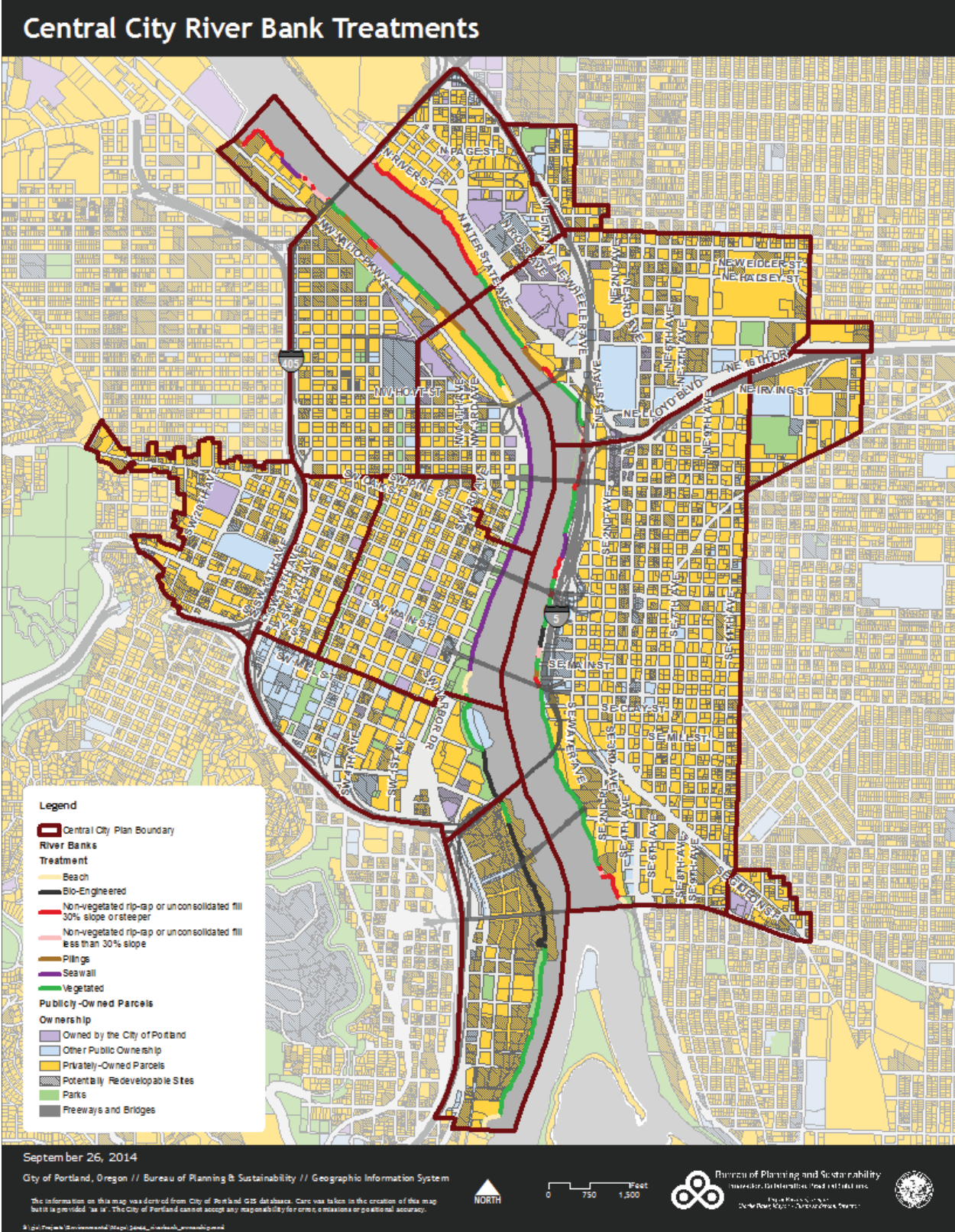
Portions of these restoration opportunity areas overlap with areas counted in this memo towards riverbank enhancement. A separate memo is being produced that explores restoration concepts. If restored, the linear feet of restoration should be counted towards meeting the riverbank enhancement target.

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

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<sup>1</sup> 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

### **Riverbank Enhancement**

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 too 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)***

**Riverbank Restoration**

Restoring riverbanks and in-water habitat will be most successful where the existing conditions include relatively shallow water, which is critical factor for ESA-listed fish species. It would be very difficult to attempt to create a new shallow water areas without the river washing it away.

Within the Central Reach there are seven (7) locations with existing shallow water where restoration might occur:

- Centennial Mills
- McCormick Pier
- I-5/I-84 Interchange
- Eastbank Esplanade
- Hawthorne Bowl
- Eastbank Crescent
- Cottonwood Bay

There are other goals and priorities for each of these sites including boating, commerce, swimming, events, etc. For restoration to be successful, public access to the restoration area must be limited, thus uses within a single site will be need to be split. In addition, a feasibility study would need to be completed to determine what restoration actions can occur or the cost to restore (note – some areas may require contamination clean-up prior to restoration).

It is assumed that by 2035, at least five (5) of the seven (7) opportunity areas could be restored. The other opportunity sites could be enhanced and contribute towards meeting the enhancement target.

***Riverbank Restoration Target = at least five sites*****Implementation Cost Estimates**

Estimating enhancement and restoration 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. Restoration costs are not estimated here because the engineering and construction costs are too site-specific.

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 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 East bank 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

# Appendix D: Human Impacts on Ross Island Complex and Holgate Channel

Central City-wide Willamette River Action WR9 – Develop a strategy to address impacts on habitat and fish and wildlife within the Ross Island complex and Holgate Channel as part of River Plan/South Reach.

## Issues

1. The problem: Boating, camping and other activities including excessive noise, are negatively impacting fish and wildlife habitat especially on publicly owned property and the Ross Island Lagoon. This situation is in part due to a larger issue related to homelessness. It will worsen if intervention is not taken as human access on the Willamette River is increasing.
2. 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.
3. Long Term management: There is no long-term management plan for the Ross Island, as part of the Ross Island-Holgate Channel-Oaks Bottom Complex. The City anticipates long-term management of the island when it has full ownership over it or when a long-term management plan has been completed and funding is available for resource management.
4. 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 area camping/trespassing on lands governed by DSL and along the banks of the Willamette River from downtown to the Oaks Bottom Wildlife Refuge.
  - b. Review, develop and enact if necessary, policies and rules regarding human activity in the Ross Island area, e.g. noise abatement 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 Ross Island-Holgate Channel-Oaks Bottom Complex. The plan should be a multi-property owner plan that is developed when funds and staffing resources become available. If the other property owners are not willing or able to participate, it will be done when more of the island is under City

ownership. It would include actions to maintain and restore the island and clarify public access use and restrictions. Portland Parks and Recreation staff are developing a schedule for completion of natural resource management plans and this area is part of the discussion.

- 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 Ross Island-Holgate Channel-Oaks Bottom Wildlife Refuge complex.

The Holgate Channel provides quality shallow water habitat for migrating and resident fish including seven federally listed endangered or threatened fish species and is used by at least 50 species of migratory (e.g., Osprey) and resident birds (e.g., 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.

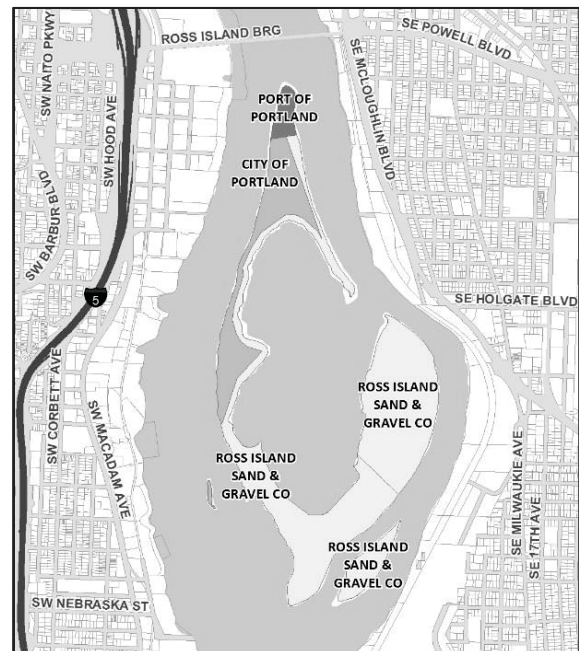
City of Portland owns 29 acres all of which is above OHW (donated by RISC in 2007 for a natural area) including Toe Island.

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

### Jurisdictions

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

Map D-1: Ross Island Property Ownership



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.

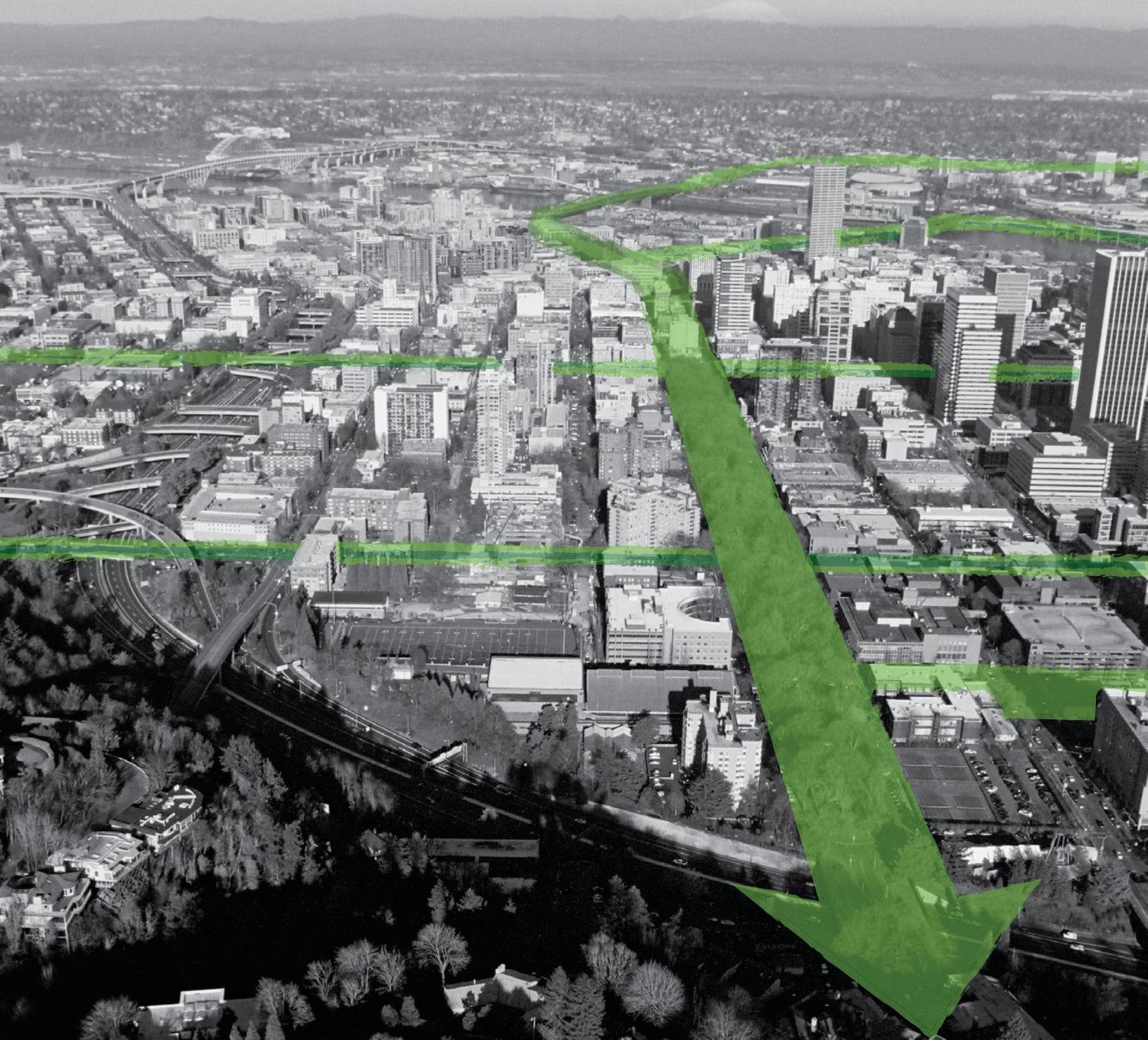
**Activities and Coordination**

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 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.

# THE 'GREEN LOOP'

A 21st Century Public Works Project for Portland



City of Portland  
Central City 2035

DRAFT:  
April 2015

**IMAGINE...**



**IT COULD BE LIKE SUNDAY**





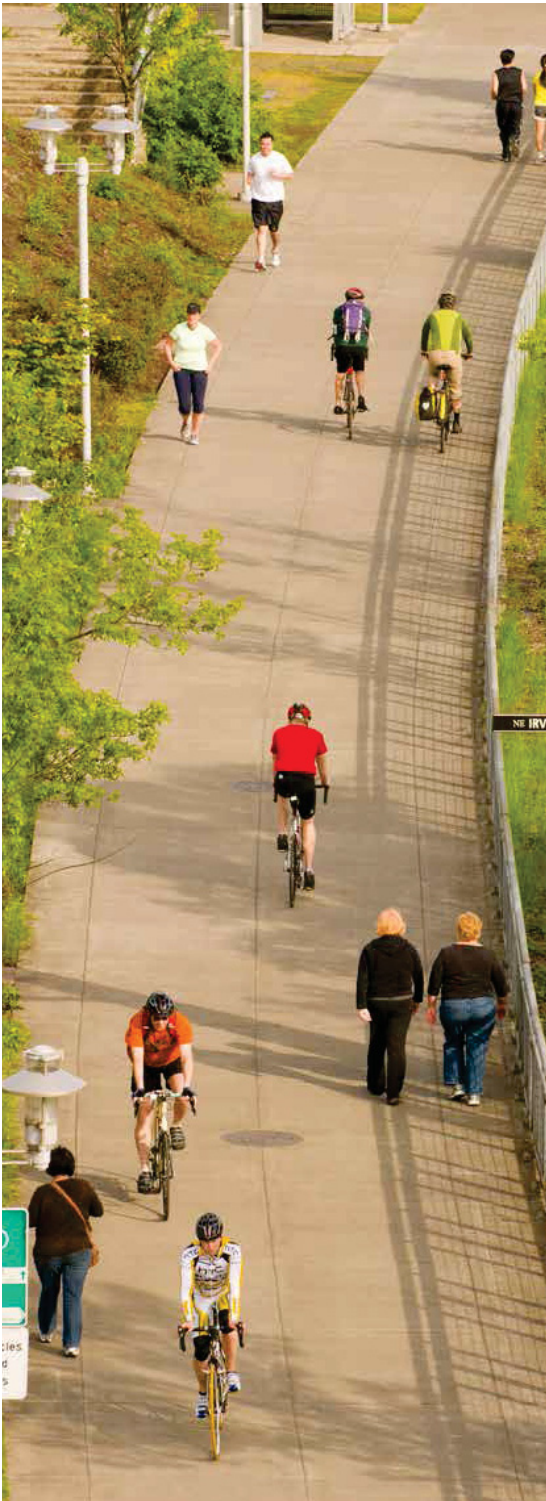
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**PARKWAYS EVERYDAY...**

# THE CONCEPT IS...

Envisioned as an easy and smooth pathway through the Central City’s parks and open spaces, the “Green Loop” is a 6-mile walking and biking path that invites residents, employees and visitors to experience Portland’s urban core in an entirely new way.



The path invites people to take a break from work, walk, run or ride among trees and in beautiful parks, enjoy restaurants and shops, or just breathe fresh air and get some exercise. On both sides of the river, people can see, touch and learn about cutting-edge technologies and fabrications, new street design, high performance buildings and experience civic works of art. For many, the Loop will become part of their regular commute from home to work in the Central City.

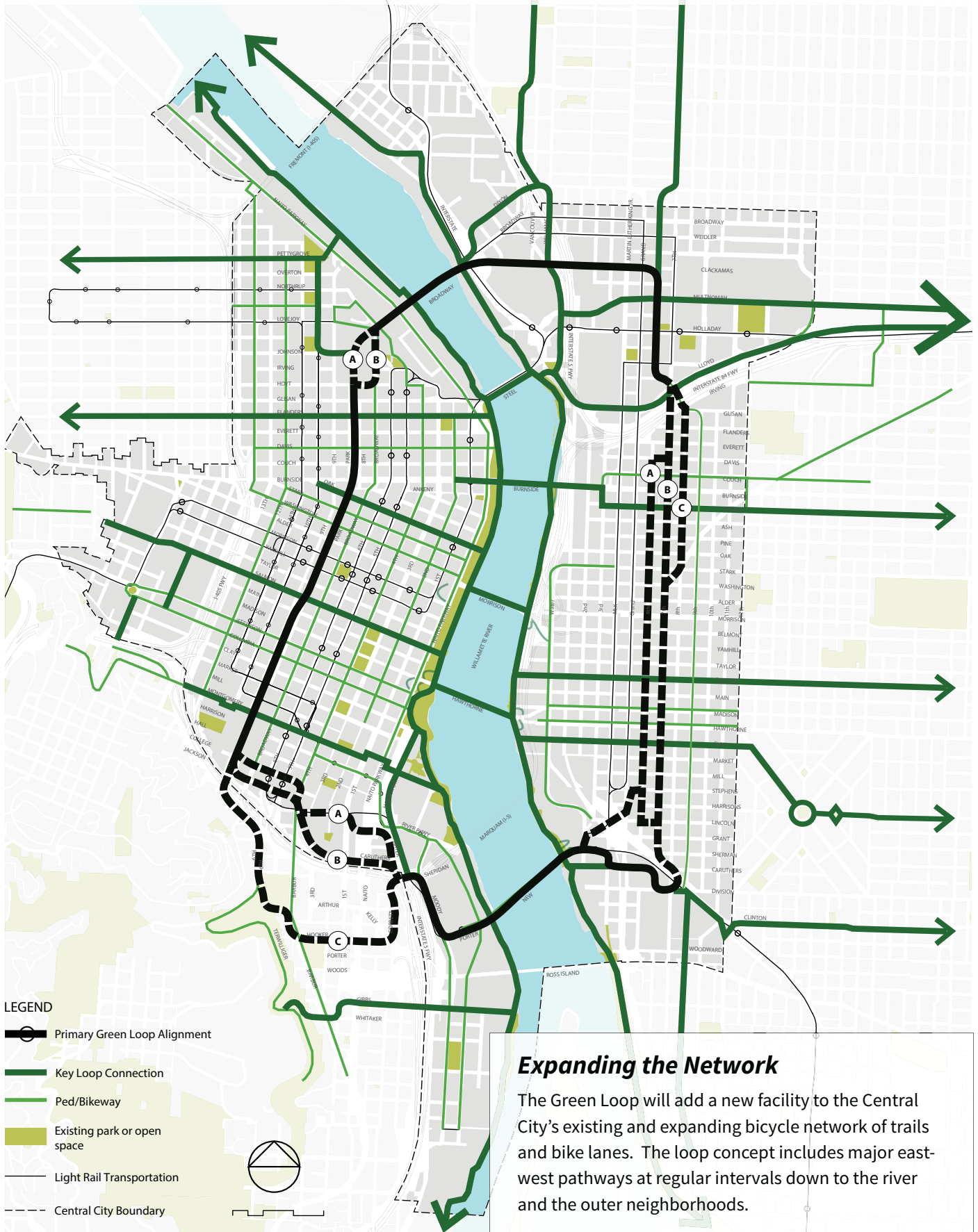
A signature 21st century place, completely unique to Portland and open to all, this “Central Path” concept embodies community aspirations to be a greener, healthier and more sustainable city. It reflects the best of Portland: active people living, working and visiting in the Central City, enjoying parks, trees and gardens, spending time at food carts, coffee bars, and riding bikes!

It will be our “Urban Promenade,” promoting walking, biking and connecting people to light rail and streetcar as ways to get to hard-to-reach places. It will be an amenity that draws people from around the region to a different kind of recreational destination, an urban trek through the city — safe, green, active, vibrant and fun for all ages and abilities.

This “Way Around” takes advantage of public rights-of-way and proposes to bring new life and energy to connecting the Park Blocks, Tillikum Crossing, the Central Eastside and the Lloyd District as well as the Central Business District. A relatively low cost opportunity; it increases efficiency and expands access to many underused public spaces.

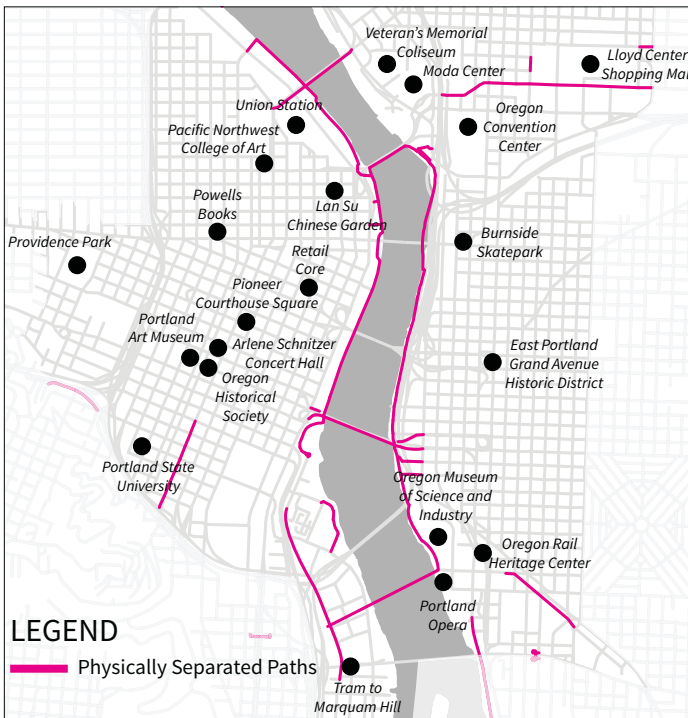
It is the next big idea in a list of innovative and collaborative successes; places like include Tom McCall Waterfront Park, Pioneer Courthouse Square and the Portland Transit Mall. Someday soon, it could well stand as the latest in a long history of wonderful examples of this community’s ability to work together to bring big ideas to fruition.

# ... PART OF A SYSTEM



# EXISTING CHALLENGES

Portland has been a national leader in developing a culture of walking and bicycling, especially in inner parts of the city. Today, it boasts one of the nation's highest percentage of bicycle communities, but other American cities are catching up fast. While the Central City includes numerous streets with striped bicycle lanes, it has far fewer with physically separated paths, limiting the numbers of less confident riders. In addition, most of the Central City's streets look the same, presenting wayfinding challenges to walkers, bicyclists and others less sure about navigating downtown.

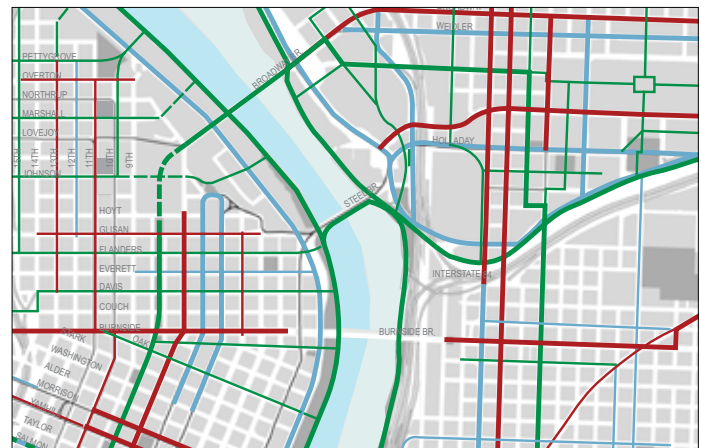


## Existing Separated Paths

Existing physically separated paths are located primarily along the waterfront, many blocks from the Central City's cultural attractions, institutions, and retail districts.



Existing Street Network



Proposed Street Character Development

- Boulevard Street
- Retail Street
- Flexible Street

## Intentional Street Design

Streets make up approximately 40% of the Central City's land area - most look similar and face similar pressures to accommodate all transportation modes. A more intentional street hierarchy will expand the diversity of the Central City's urban experiences and help prioritize different functions for different streets.

# HEALTHY CONNECTED CITY



## **City Greenways Network**

The Green Loop serves as the hub of the network, linking the city's communities safely and directly to the regional attractions and destinations in the Central City.



*Enhanced Greenway Corridors  
NE Klickitat Street*



*Citywide Trail  
Springwater Corridor*

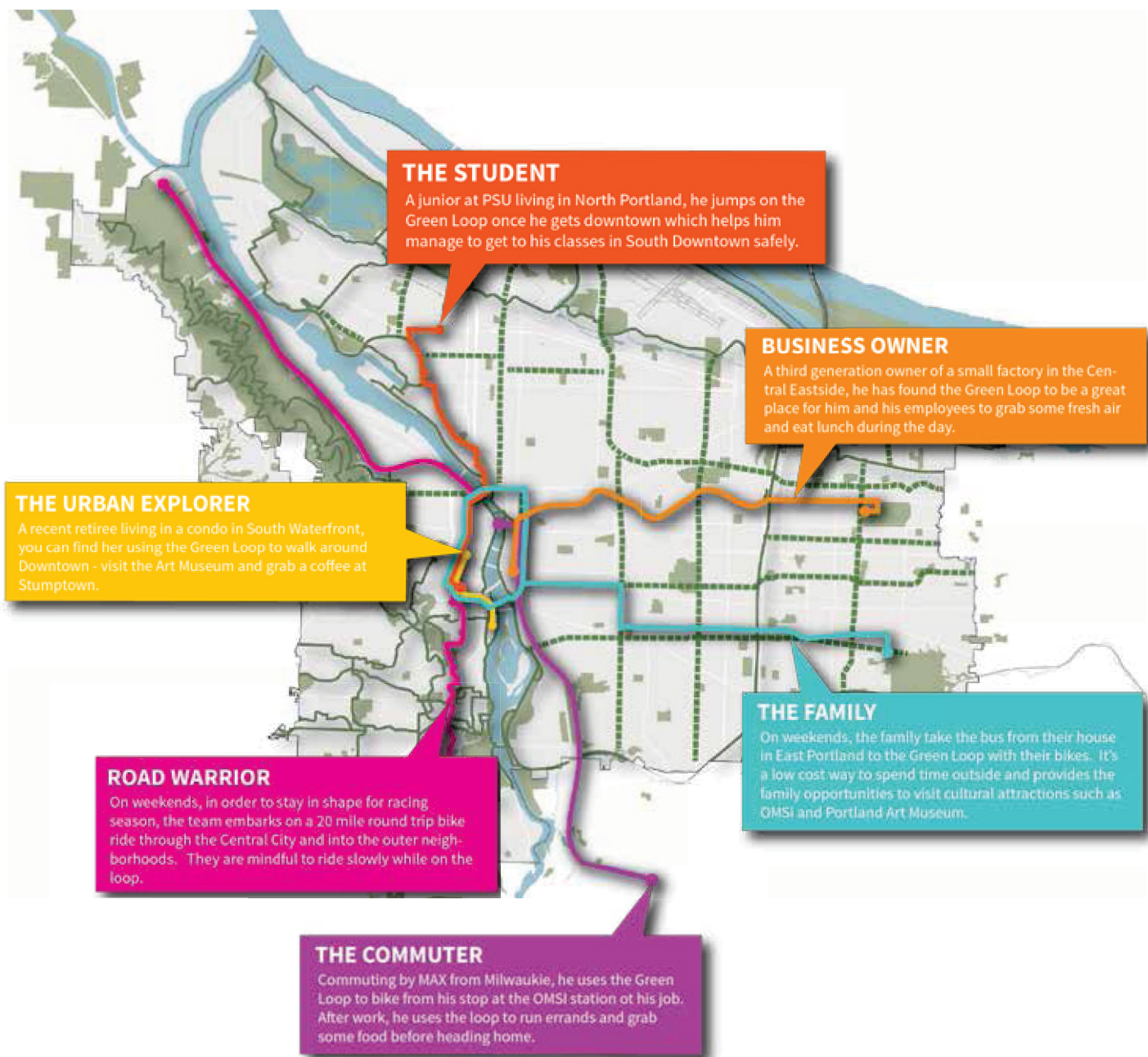


*Raised Cycle Track and Sidewalk  
NE Cully Avenue*

# ADVANCING EQUITY

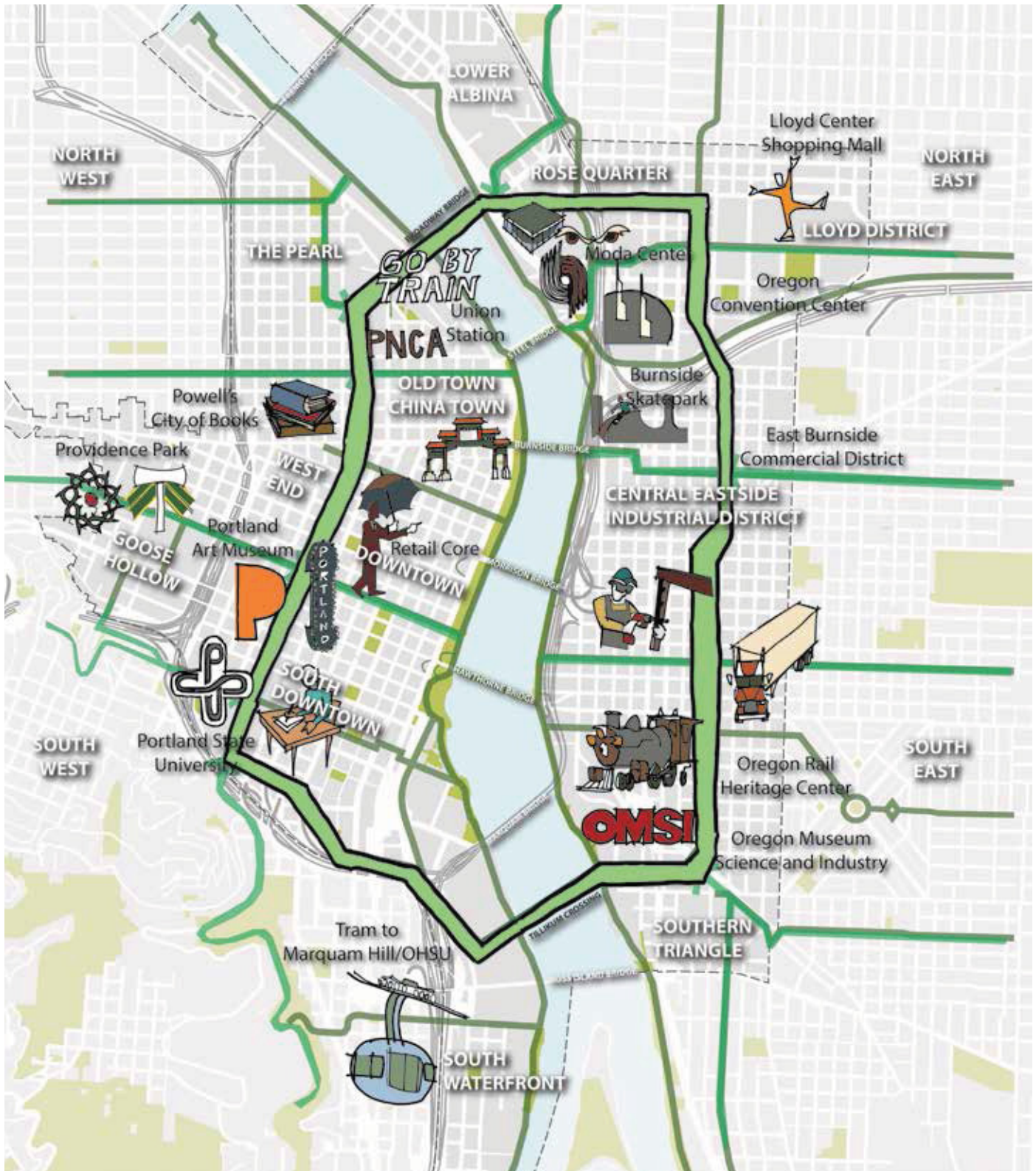
**The Green Loop will increase accessibility and activity for all Portlanders.**

While Portland is projected to grow substantially over the next 20 years, it is safe to say that many of Portland's major public institutions, cultural attractions and regional destinations will remain in the Central City. The Green Loop will be free to use and can help Portlanders reduce transportation costs while promoting a healthy lifestyle. It is becoming increasingly important to develop new, supplemental connections that can handle a large number of residents who may need to rely on active transportation to access their jobs and activities. The ways that Portlanders will use the Green Loop will be as diverse as the people themselves.



# LINKING ATTRACTIONS

The Green Loop will add a concentric loop through the heart of the Central City, improving access to and linking regional attractions, cultural institutions, employment centers and shopping districts.



# KEY OBJECTIVES



## IMPROVE HEALTH

Promoting daily physical exercise by walking, biking, or jogging into and around the Central City.

The loop concept elevates the public health of Portlanders by creating an active transportation corridor and a recreational walking and jogging route through the Central City, expanding the opportunities for active recreation and other healthy activities to a larger population of employees, visitors, and residents.



## CONNECT AND CREATE PARKS

Developing strong connections between existing parks and creating new ones.

The Central City features a wide variety of different park experiences, ranging from historic parks to newer designs that blend the boundary between park and street space. The Green Loop is a connected park system, providing a continuous link to open spaces with different functions and experiences. In addition, within areas of the Central City that lack public open spaces, the Green Loop could catalyze the creation of future open spaces and gathering areas.



## INCREASE PATHWAYS

Adding safer, more intuitive park-like pedestrian pathways through the Central City.

The small blocks and numerous streets of the Central City contribute to its reputation as a highly pedestrian-friendly environment. The Green Loop will be a more park-like experience, providing a safe, accessible path separated from vehicular traffic. It will also connect many places that are not easily navigable, accessible, or intuitive.





## SUPPORT BUSINESSES

Bringing people closer to local businesses, employment districts, institutions and attractions.

The Green Loop works within existing infrastructure to expand transportation options for workers commuting to jobs on both sides of the Willamette River. The loop and its connections will create higher visibility for local business, stores, and shops. New examples of Portland's street furniture (benches, street lights, water fountains, tree grates, etc.) designed and manufactured in Portland, could be showcased along the alignment, employing local creativity, design talent, and skilled craftsmanship.



## ENCOURAGE RIDING

Increasing the amount of “interested but concerned” bicyclists riding into and through the Central City.

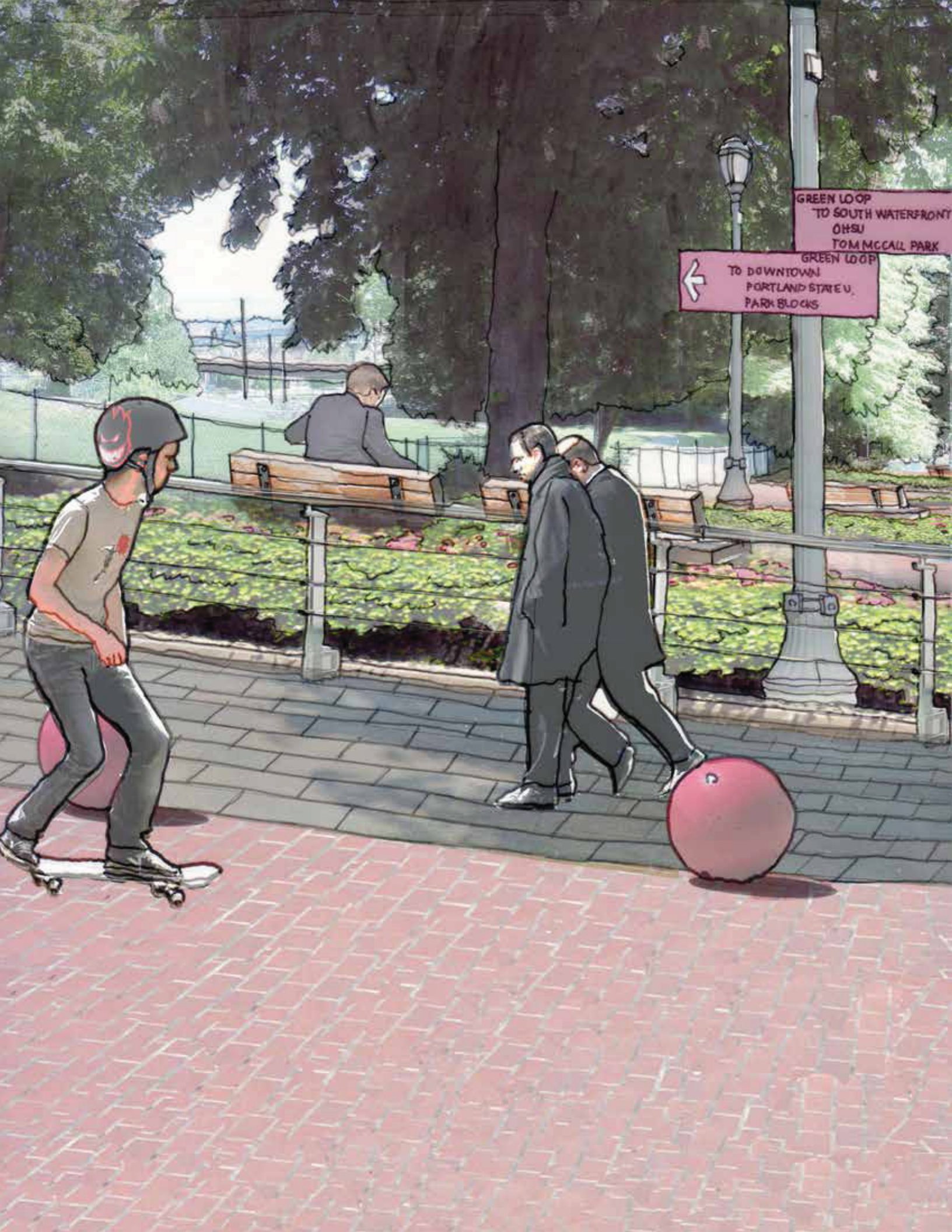
The loop concept proposes a system of clear, physically separated routes that will provide potential new riders with greater comfort and access to more places. It will include strategies to reduce conflicts between cyclists and pedestrians and motor vehicles. It builds on the bicycle infrastructure in place across the Central City and connects bridges, offering greater safety beyond them. Improvements will benefit all groups of riders accessing the Central City daily.



## GROW AND BUILD GREEN

Providing a local response to global climate change for future generations of low carbon development.

Connections and public spaces along the Green Loop will feature more large-canopy trees and state-of-the-art surface stormwater management facilities. The improved landscape and character will increase habitat opportunities for native species of trees, birds, and pollinators, and it will encourage more active transportation, reducing auto dependence and Portland's overall carbon emissions. Building and site development will be encouraged to earn certifications that improve performance such as LEED and Earth Advantage.



GREEN LOOP  
TO SOUTH WATERFRONT  
OHSU  
TOM MCCAIG PARK

GREEN LOOP  
TO DOWNTOWN  
PORTLAND STATE U.  
PARK BLOCKS

*View of potential hill park on SW Caruthers St.*



# ONE CONCEPT / MANY FORMS

**The Green Loop will move through all of the Central City districts. The distinct identities and conditions of each district will help inform the design and placemaking strategies for the loop's different segments creating a variety of experiences. Pathway design, furnishings and plantings will respond to local context, helping to contribute and strengthen the identities of Central City's districts from the downtown retail core to the industrial eastside to the Rose Quarter.**

## **The Pearl, Old Town/China Town, Downtown**

The Post Office site at the Broadway bridgehead could create a signature entry point into the Central City. This segment of the loop provides opportunities to coordinate with adjacent local design firms and cultural institutions, such as PNCA, to create unique context-rich street furnishings and wayfinding. The dense canopy trees and recreational amenity of the North Park Blocks provide a quiet, low-stress experience. South of Burnside, the narrow midtown blocks from Oak St. to Salmon St. are constrained, but may offer an intimate urban commercial experience in Portland's downtown.

## **South Downtown, South Waterfront**

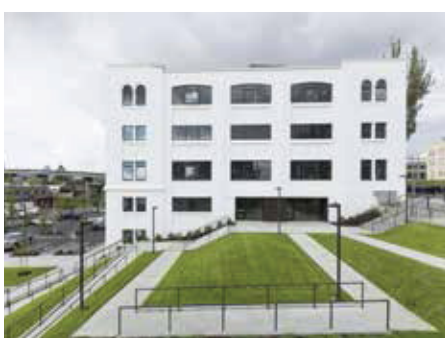
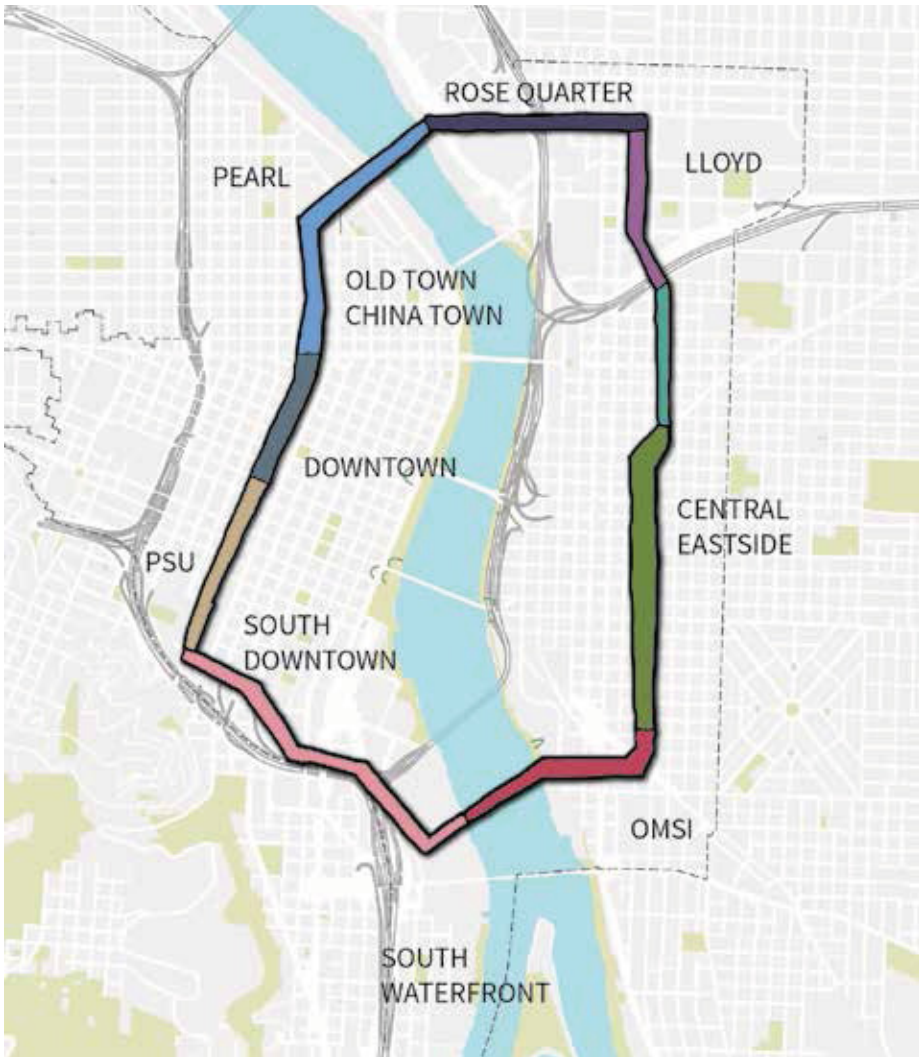
Along the South Park Blocks, the Green Loop could provide distinct wayfinding directing people to institutions such as Portland Art Museum and PSU and to major business districts such as the retail core. For PSU students, a safe and direct link from main campus to the new lecture hall in South Waterfront requires accessible wayfinding, lighting, and places for respite. This alignment requires a steep grade change down to South Waterfront but could offer a new signature open space along the hillside.

## **Central Eastside**

Moving through the Central Eastside, bicycles should be focused onto a safe and direct north-south route connecting to the new bicycle/pedestrian bridge over I-84. From the Tillikum Crossing into the OMSI Station Area, this segment of the loop can help people navigate to regional attractions such as OMSI, Portland Spirit, Portland Opera, and the Oregon Rail Heritage Center. Design should avoid negative impacts to freight movement and loading, directing people to the businesses and areas of high density and activity, such as the Grand Ave Historic District and E. Burnside retail corridor, while offering places to gather in a district sorely lacking open spaces. Collaborative street furnishings and signage should showcase the manufacturing and design talent of the district.

## **Lloyd District and Rose Quarter**

Within the Lloyd District and Rose Quarter, the Green Loop should cater to major tourist and regional attractions such as the Convention Center and Moda Center and the area's hotels and shopping areas. This segment of the loop runs along new residential and office towers, offering opportunities to test low carbon development in both the private and public realms, with signature stormwater infrastructure, energy-efficient building design, and lush canopy. The Green Loop could also provide open space amenities in this quickly emerging high density district.



# DESIGN PRINCIPLES



## Physical Separation

The 'Green Loop' concept includes physically separated paths to minimize conflicts between cyclists, pedestrians, and vehicles. These separated corridors will create safer, more intuitive pathways through downtown for less confident walkers, bikers, and joggers with safe and intuitive facilities.



## Multi-use Path

Paths that can accommodate a variety of different active uses including walking, jogging, and biking will be a defining feature of the Green Loop. Depending on the location along the loop alignment and the width of the street, these uses can be clustered together or separated by green or other features.

## How do you know you're on the Green Loop?



Catalyze New Development

Improve Sidewalk Space, Pedestrian Crossing

Maintain Motor Vehicle Access and Parking where feasible.



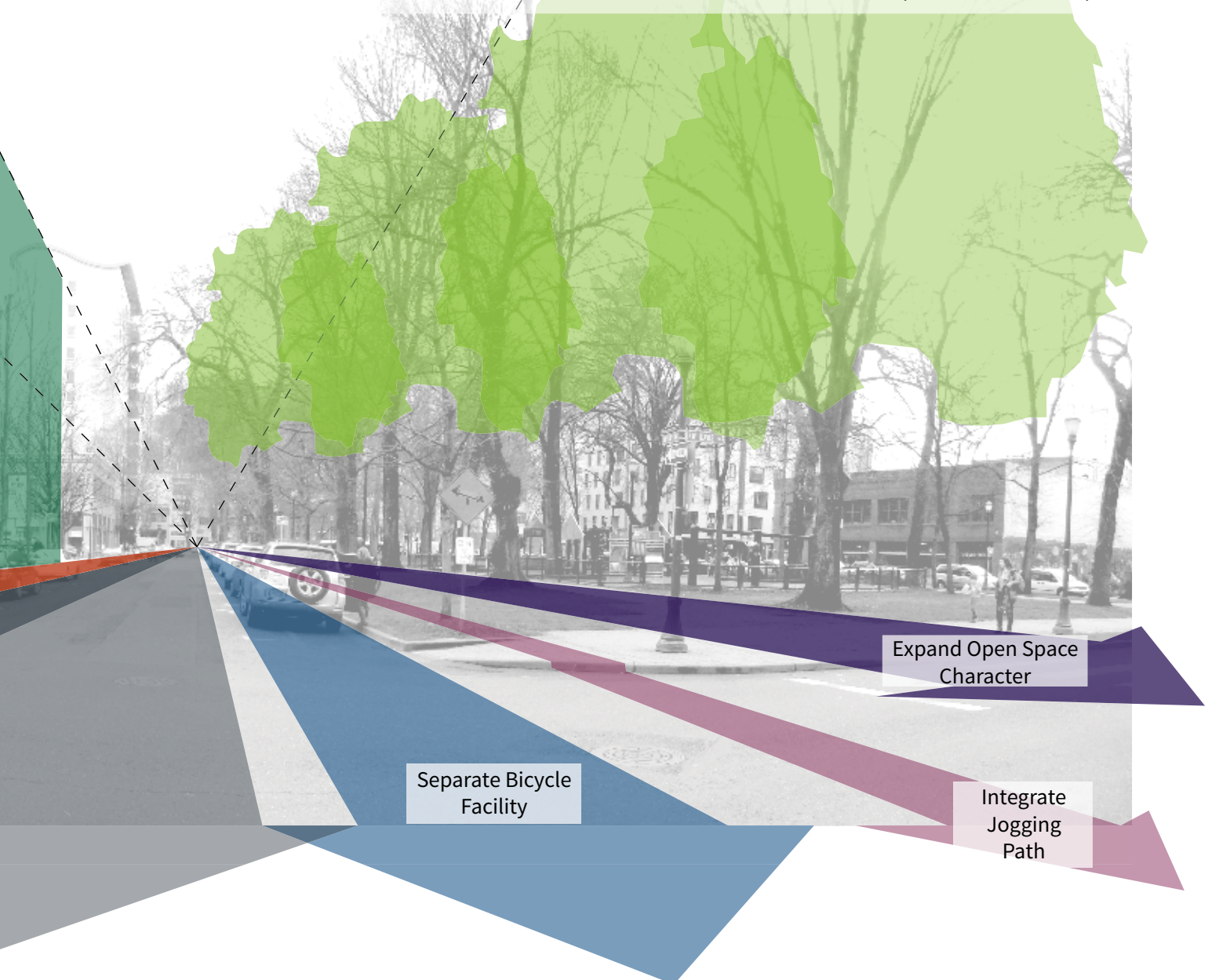
## Unique Street Furnishings

Street furnishings along the Green Loop will help distinguish the path, emphasizing its linear park environment and supporting activity nodes. The specific amenities and their location will vary with right-of-way width and the adjacent ground floor uses.



## Connected Canopy

A key wayfinding element of the Green Loop will be a distinctive approach to green elements and trees. The character of landscape plantings will vary along different segments of the Green Loop, being responsive to adjacent needs while helping to clarify the route and improve environmental performance.



# SEGMENT CLOSEUPS



## NOTES:

A1. Link Broadway Bridge pathways to North Park Blocks, NW Johnson and new open spaces with US Post Office site redevelopment.

B1. Coordinate Broadway Bridge approach section with Pearl District Street and Circulation Plan (2012); transition to NW Hoyt.

2. Explore temporary or permanent closure of NW Flanders for open space.
3. Improve connectivity, visibility to/from Willamette Greenway Trail at Steel Bridge ramps/NW Flanders.
4. Explore temporary or permanent closure of NW Davis for open space.
5. Signature crossing improvements at West Burnside, links to Ankeny Square and SW Oak.
6. Reclaim Right-of-way used for bikeway “test” on SW Oak for green street improvements; improve wayfinding and access from Morrison Bridgehead.
7. Coordinate with redeveloped O’Byrant Square.





3 **BEFORE**



3 **AFTER**

Create new pedestrian/bike connection across NW Naito Blvd at NW Flanders linking Tom McCall Waterfront Park and the Steel Bridge more directly to Old Town/China Town.

# SEGMENT CLOSEUPS



## NOTES:

1. Explore mitigation for on-street parking between W Burnside and SW Salmon.
2. Crossing improvements needed at Shemansky Square at SW Salmon.
3. Develop signature green/flexible street design for SW Salmon; improve wayfinding and access from Hawthorne Bridgehead.
4. Explore temporary or permanent closure of SW Madison for open space.
5. Crossing improvements needed at SW Market, coordination with streetcar stop.
6. Redesign PSU park blocks to increase multifunctionality; coordinate with SW Montgomery Green Street.



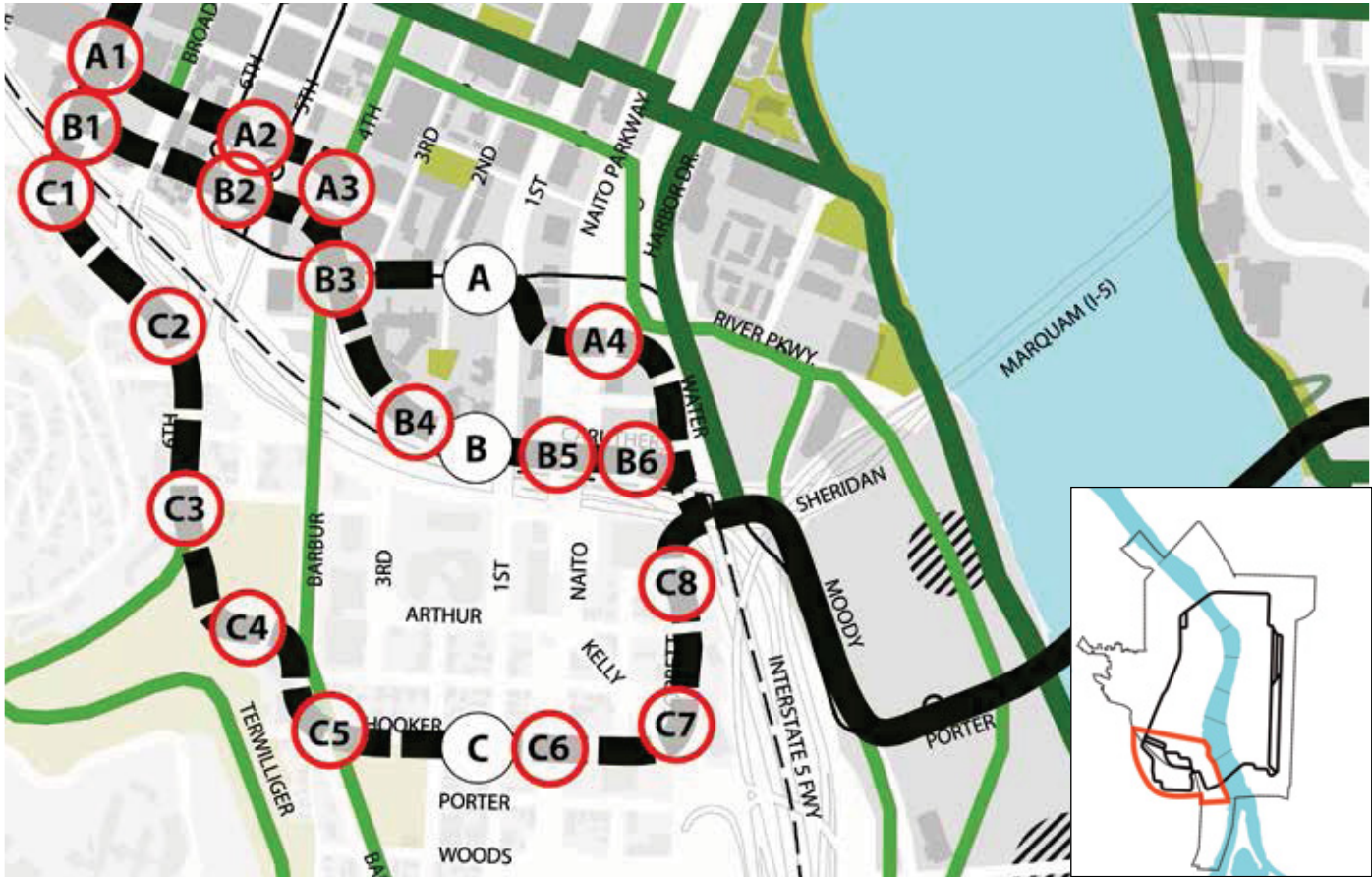
3 **BEFORE**



3 **AFTER**

Develop signature green street design for SW Salmon; improve wayfinding and access from river to Goose Hollow.

# SEGMENT CLOSEUPS



## NOTES:

### Alternative Alignment A

- A1. Connection from South Park Blocks to SW College Street
- A2. Explore SW College Street section alternatives to include separated path
- A3. Transition from SW Lincoln to SW College via SW 4th Avenue
- A4. Regrade public ROW between SW Water Ave and SW Naito Parkway; explore new connection to SW 1st from Naito.

### Alternative Alignment C

- C1. Improve connection from end of South Park Blocks, including portions of SW Clifton adjacent to I-405 ramps
- C2. Widen/combine sidewalks/bicycle facility at SW 6th and US 26
- C3. Connection into Duniway Park path system
- C4. Remodel entrance to former “y” building, widen adjacent pathway
- C5. Coordinate with SW Hooker and Lair Hill Park edge
- C6. Rebuild existing pedestrian/bicycle bridge at SW Hooker and Naito Parkway
- C7. Crossing improvements at SW Kelly needed
- C8. Streetscape improvements to SW Corbett, connection SW Moody

### Alternative Alignment B

- B1. Improve connection from South Park Blocks to SW Jackson
- B2. Improve crossings of SW 5th and 6th at Jackson
- B3. Signalized improvement at Lincoln and SW 4th
- B4. Trail improvement in partnership with PSU University Place redevelopment
- B5. Crossing improvements needed at SW 1st and Naito Parkway
- B6. Regrade existing SW Caruthers ROW to enhance hill-climb from SW Water to Naito; explore creation of “Lombard like hill park.”



**B6 BEFORE**



**B6 AFTER**

Repurpose existing SW Caruthers ROW to enhance hill-climb from SW Water to Naito; explore creation of Lombard Street like hill park.

# SEGMENT CLOSEUPS

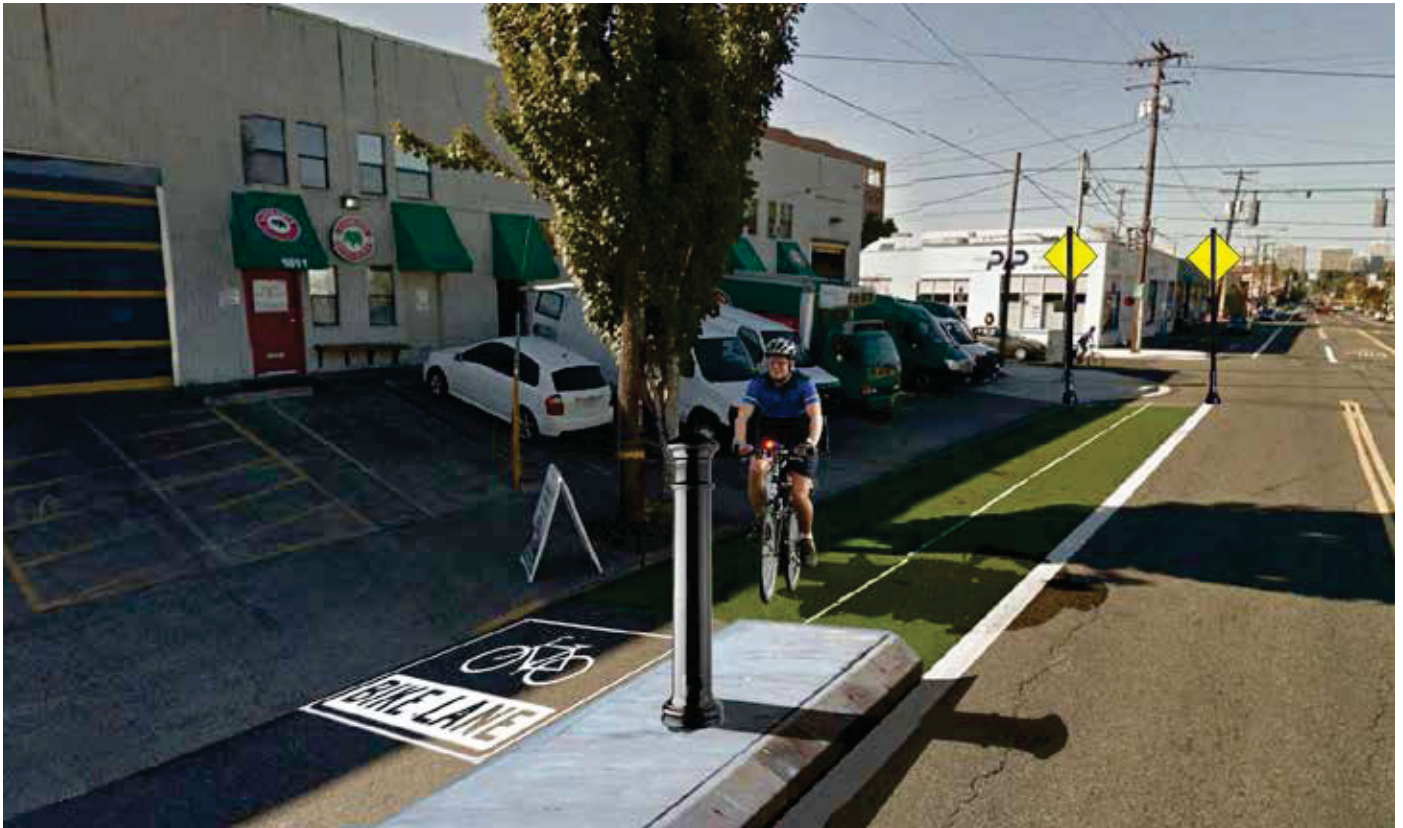


## NOTES:

1. Create transition from Tilikum Crossing to SE Water St., connection to SE Caruthers bikeway
  2. Create transition from Tilikum Crossing station area, connection to SE 4th Ave.
  3. Design SE Caruthers St. as flexible ped/bike oriented street
  4. Coordinate with surrounding businesses parking needs to create a flexible open space underneath I-99.
  5. Improve connectivity, visibility at SE 8th Crossing. Coordinate with light rail and heavy rail.
- A1. Explore permanent pedestrian/bicycle bridge that connects to the street car bridge to the Tilikum Crossing.
- A2. Improve connectivity, visibility at SE Stephens merging onto new pedestrian/bicycle bridge.
- A3. Coordinate with Goodwill Industries for Plaza redesign to accommodate multi-use path.
- B1. Explore reconfiguring a 2 block segment Division St. to accommodate a separated path that connects to 7th Avenue.
- B2. Incorporate striping, signage, grade change to reduce pedestrian/bicycle conflict at loading zones/curb cuts.
- B3. Create safe and intuitive connection to SE Clay flexible green street.



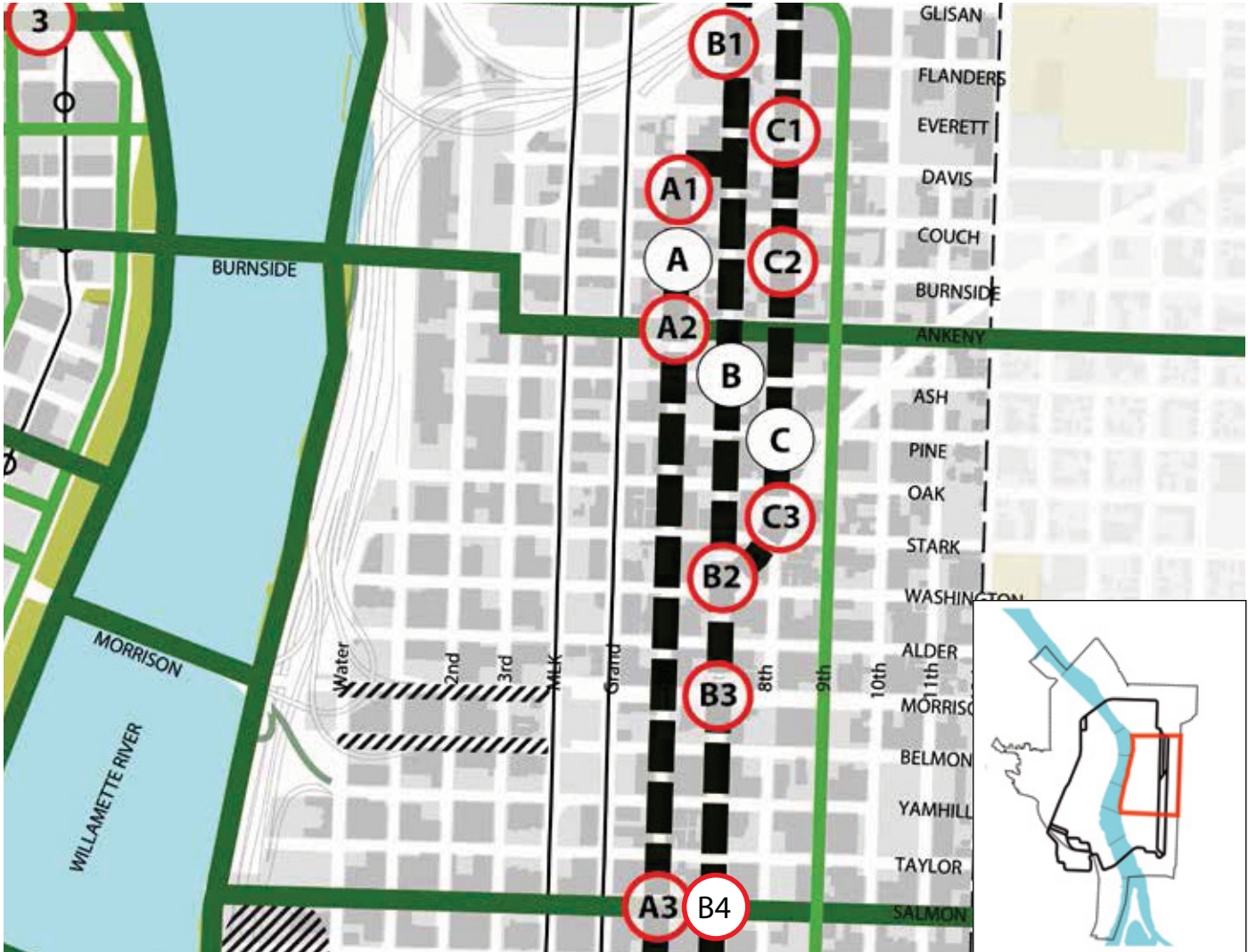
**B2 BEFORE**



**B2 AFTER**

Incorporate striping, signage, grade change to reduce pedestrian/bicycle conflict at loading zones/curb cuts.

# SEGMENT CLOSEUPS



## NOTES:

- A1. Expand sidewalk adjacent to new residential development for street furniture, parklets, and stormwater facilities.
- A2. Develop signature green/flexible street design for SE Ankeny.
- A3. Develop signature green/flexible street design for SE Salmon leading bike/ped down to river.
- B1. Potential new open space/resting area for pedestrians/cyclists crossing new I-84 bridge.
- B2. Repurpose excess ROW on SE 7th and SE Sandy Blvd.
- B3. Include intersection markings and signage when crossing primary freight routes.
- C1. Incorporate striping, signage, grade change to reduce pedestrian/bicycle conflict at loading zones/curb cuts.
- C2. Add wayfinding at intersection to lead cyclists/pedestrians to E. Burnside commercial/retail corridor.
- C3. Reclaim traffic island as potential new open space.





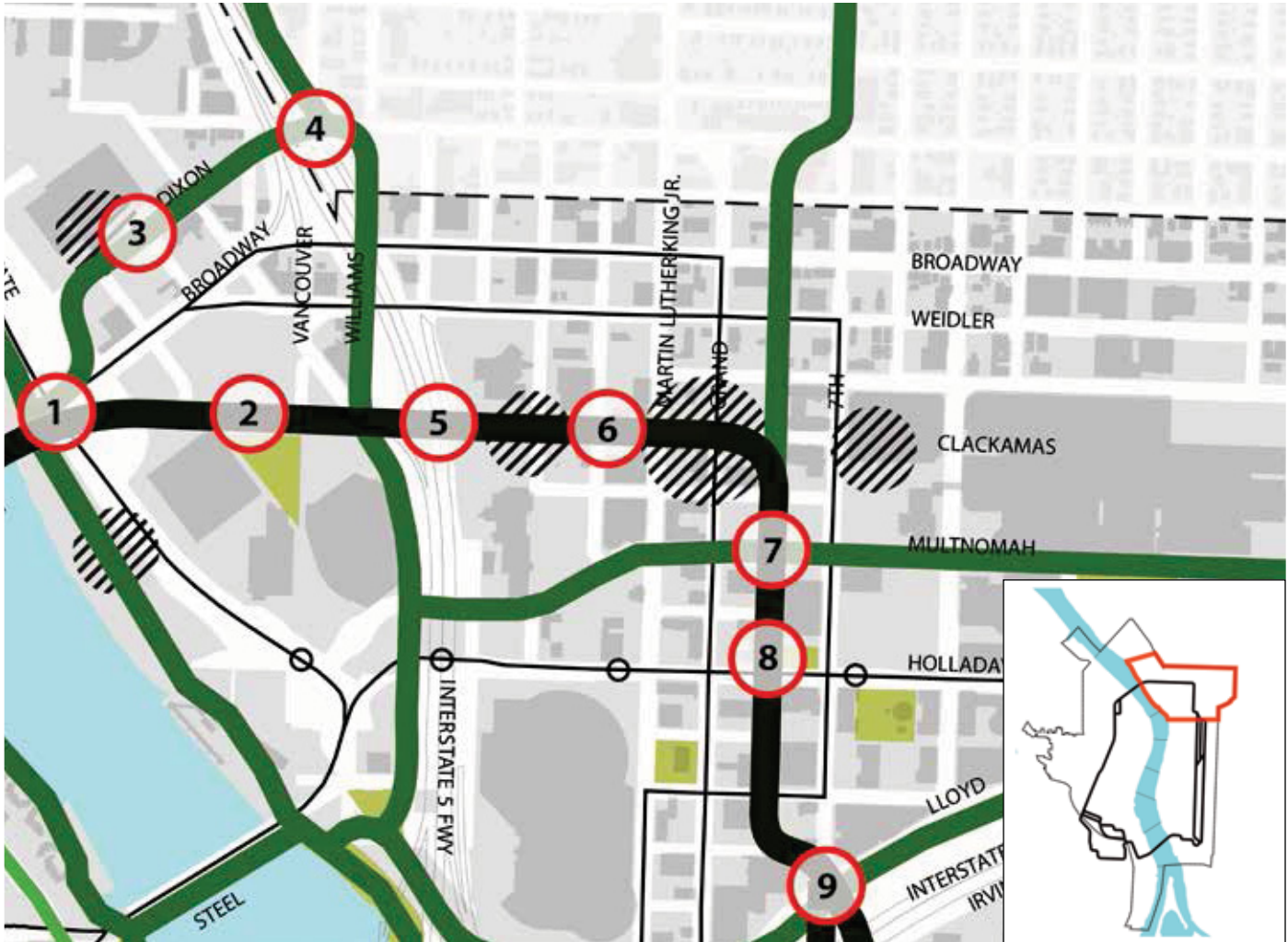
**B4** BEFORE



**B4** AFTER

Expand sidewalk to incorporate new paving, street furnishings, and stormwater facilities. Provide a safe and direct route for cyclists to move through the district.

# SEGMENT CLOSEUPS



## NOTES:

1. Create transition from Broadway Bridge split facilities to N. Winning Way alignment and N. Dixon.
2. Coordinate with Veteran's Memorial Coliseum plaza redesign, local connections.
3. Coordinate N. Dixon streetscape with potential future open space on PPS Blanchard site.
4. New "Hancock/Dixon" local street overcrossing of Interstate 5 with I-5/Broadway/Weidler interchange improvements.
5. New Clackamas Interstate 5 pedestrian/bicycle bridge over I-5 with I-6/Broadway/Weidler interchange improvements.
6. Redesign NE Clackamas as signature "flexible" ped/bike-oriented street, coordination with potential future open spaces.
7. Design NE 6th streetscape as "flexible" ped/bike-oriented street, connection to NE Multnomah bikeway.
8. Improve crossing of light rail facilities on NE Holladay at NE 6th Avenue.
9. Connection improvements across Lloyd Blvd. to future pedestrian/bicycle bridge across Interstate 84 Freeway, links to future Sullivan's Gulch trail.



9 BEFORE



9 AFTER

Connections across Lloyd Blvd. to future pedestrian/bicycle bridge across Interstate 84 freeway, links to future Sullivan's Gulch trail.

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*View of potential 6th Avenue in the Central Eastside*



# APPENDIX

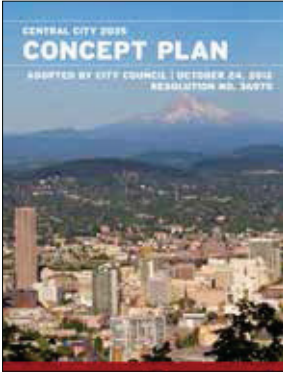


*View of potential new Park Block over I-405*



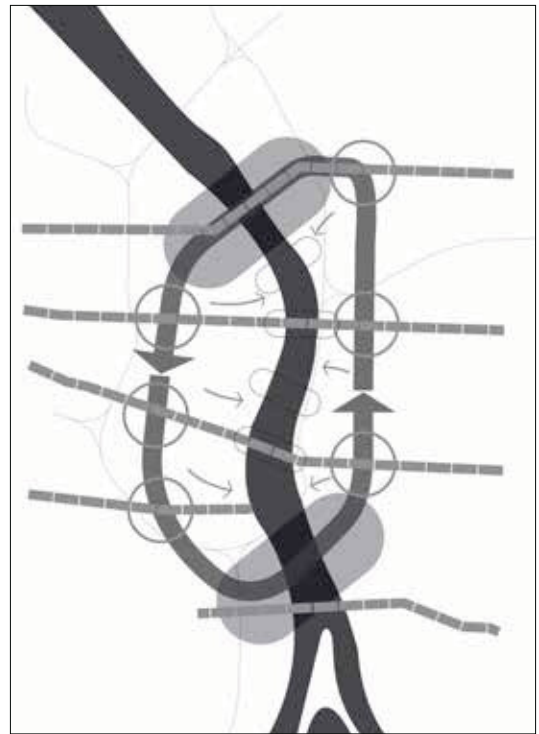
# BACKGROUND & CONTEXT

## CENTRAL CITY 2035: CONCEPT PLAN

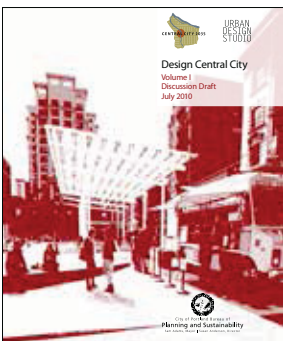


The specific “green loop” concept was the result of work by the urban design subcommittee of the CC2035 Concept planning process during the Spring and Summer of 2012. The urban design subcommittee included members of the steering committee, representatives from city agencies and invited design professionals.

The subcommittee worked through multiple urban design alternatives, exploring and evaluating different directions, before helping to develop the proposed urban design concept diagram and framework map for the CC2035 Concept Plan.

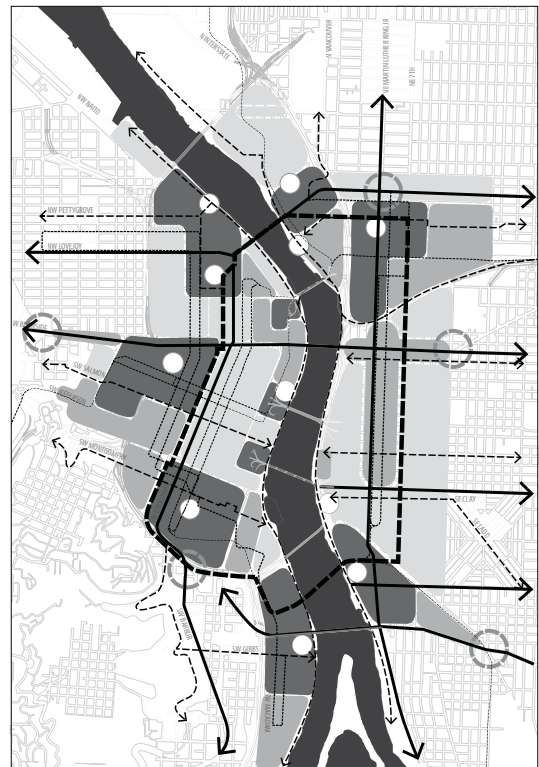


## CENTRAL CITY 2035: PLANNING PROCESS



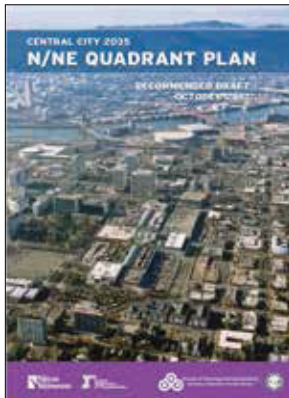
The background document for the Central City 2035 Concept Plan (CC2035) process, Design Central City Volume 1, identified three primary urban design issue areas in the Central City: the river, the east side and the public realm. The “public realm” section outlined issues facing the existing

system of streets and parks, including active recreation space deficiencies, habitat opportunity areas, street homogeneity and unclear connectivity. These issues were tested and refined through a series of urban design workshops and stakeholder interviews, ultimately being finalized by the CC2035 advisory group in 2011.





## CENTRAL CITY 2035: NORTH/NORTHEAST QUADRANT PLAN



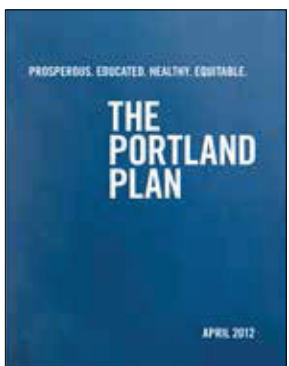
The North/Northeast Quadrant Plan, adopted with CC2035 in the Fall of 2012, proposed a set of new street design typologies. The intent behind the proposal was to be more intentional about the relationship of land uses and the way buildings relate to the street. Called the “Street & Development Character Concept” it proposed three types of street environments: Retail/Commercial, Boulevard and Flexible. The “green loop” would be classified as signature part of the “flexible” design type, more oriented to walking and biking, inclusive of (or linking) open space opportunities, and a strong green character.

## CLIMATE ACTION PLAN



The origins of the “green loop” concept can be traced back to larger planning initiatives that address much larger regional and societal trends and set aggressive growth and sustainability targets for the City of Portland. The 2009 Climate Action Plan set ambitious new goals for carbon and greenhouse gas reduction citywide. As transportation contributes to almost a third of the city’s total generated carbon, part of the plan focuses on improvements existing movement systems and the creation of new facilities that will discourage single-occupancy auto trips. The “green loop” will create a connected system of public open spaces and connections that promote more walking, biking and transit trips, contributing to a smaller citywide carbon footprint.

## PORTLAND PLAN



The 2012 Portland Plan builds on extensive community involvement and envisions an equitable, healthy, educated and prosperous city that increases opportunities for all and includes a strategic plan of projects to help guide implementation. Its “Healthy Connected City” strategy describes a series of active neighborhoods, centers and signature natural areas, all connected by a comprehensive and diverse network of corridors and connections. The system of connections includes “greenways,” a distinctive set of park-like corridors that are designed to encourage active transportation – walking, rolling, jogging and biking. These facilities offer a clear and different choice from the more urban, busy and transit-rich development corridors. They are intended to link people to parks, open spaces and natural resource areas. The “green loop” will function as part of the Central City’s hub for the citywide greenway system.

# PRECEDENTS

## Cultural Trail/Indianapolis



The Indianapolis Cultural Trail is an 8 mile bike and pedestrian path in downtown Indianapolis. The goal of the trail is to connect neighborhoods, cultural districts, and entertainment amenities while serving as the downtown hub for the city's greenway system. The path has been a catalyzing agent of economic development within the city's downtown districts, providing an estimated \$864.5 million dollars in economic impact and approximately 11,000 new jobs.

Source: <http://www.indyculturaltrail.org/about>

## Park Connector - Lamar Street/Houston



Houston's two way cycle track will connect cyclists to two major parks within the city's downtown, Discovery Green Park to Sam Houston Park. Additionally, Lamar Street is centrally located within Houston's downtown and will provide cyclists and pedestrians with a safe and clear path to access Houston's many cultural and civic attractions. The Lamar Street cycletrack will provide Houston residents and visitors with bike share stations located along the path.

### Sonder Boulevard/Copenhagen, DK



Sønder Boulevard is a linear park that cuts through inner city quarter of Vesterbro in Copenhagen. Residents helped design the urban space in the form of basket ball courts, seating areas, walks and small gardens. The new design now directs the traffic in a calmer fashion with reduced speed and widening of the linear recreational space down the center of the boulevard. A simple arrangement of the space with rows of different tree species along the entire boulevard provides variation, but also allows future uses to be incorporated in the robust plan. The trees are chosen so they flower, spring into leaf and drop their foliage at different times. Thus the boulevard is always experienced in different ways, and draws the beauty of nature right into the inner city. *Source: <http://www.sla.dk/borger/soendegb.htm>*

### Brooklyn Greenway Project/New York



The proposed Brooklyn Greenway will add miles of new bike lanes through the predominately industrial area. The collaborative effort between local government and the Regional Planning Association will encourage green infrastructure along the new paths and will provide a recreational destination for pedestrians, tourists, and residents.

# BUILDING ON SUCCESS

## GETTING TO AND FROM THE BRIDGES



The Central City includes eight bridges within its boundaries, and the ninth is almost complete. All of the bridges act as portals into and out of the Central City as they are the only ways to cross the Willamette River for all transportation modes. Of the existing bridges, almost all feature physically separated pedestrian and bicycle facilities; though the Burnside Br. has separated sidewalks for pedestrian it has bike lanes for riders.

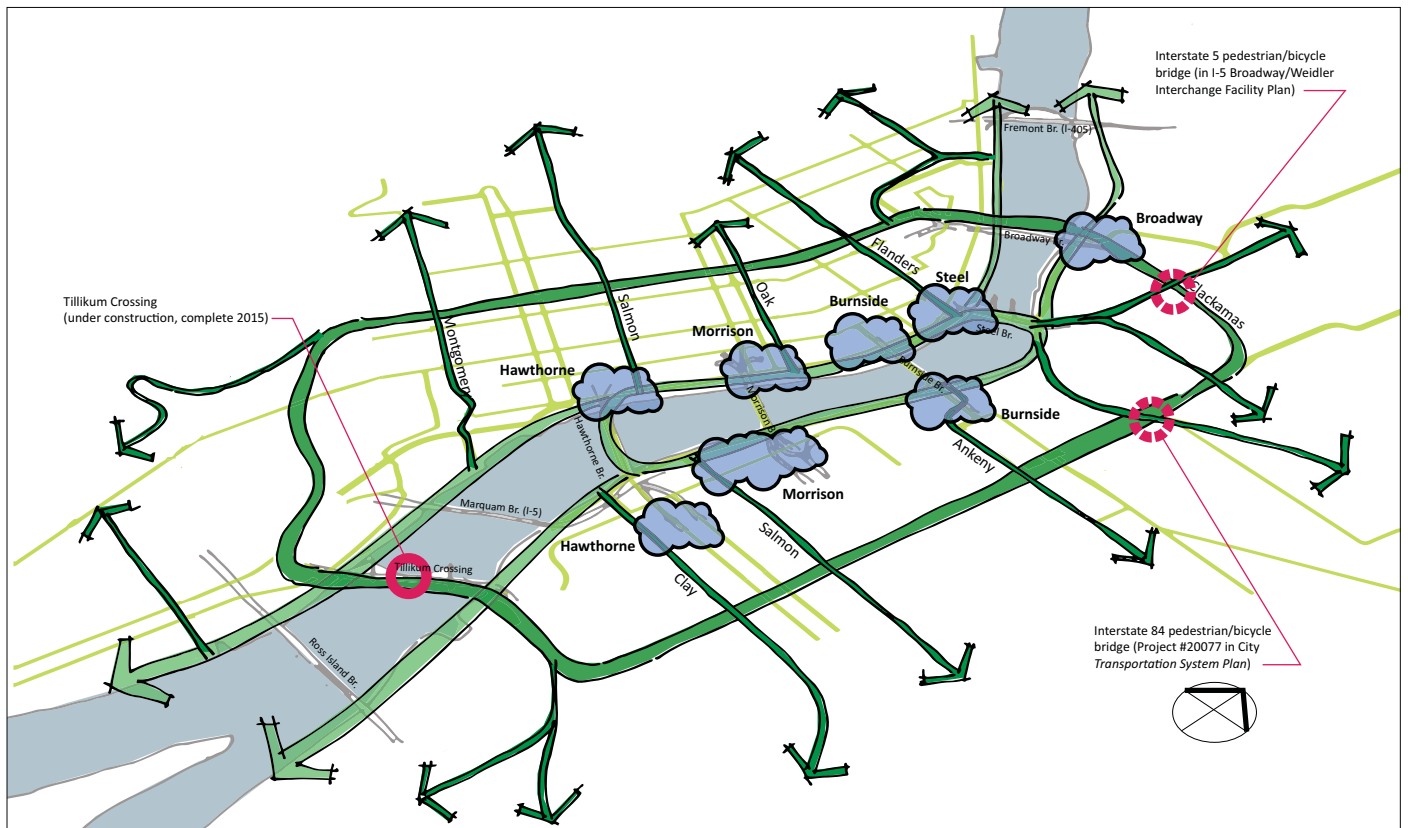
While the riverfront features a signature Greenway Trail loop system and generally good access to these bridges, moving deeper from the river into the Central City -- on either side can be confusing, unattractive and unsafe, requiring bicyclists to ride in mixed traffic on busy streets in almost all cases.


## LINKING PROGRAMS AND PROJECTS




The concept brings together and links multiple infrastructure projects (completed, under construction or planned) through the Central City. These projects range from major capital efforts, such as the Tillikum Crossing, or planned and/or identified projects in adopted plans, such as the City's Transportation System Plan or specific facility plans implemented by the Oregon Department of Transportation.

The concept builds on successful planning efforts like the Park Avenue Vision, the Willamette Greenway Trail system, the Bike Plan for 2030 and the Neighborhood Greenways efforts. These plans and programs identify unique public spaces and create "low-stress" routes for pedestrians and cyclists throughout the city, encouraging more walking and biking for all Portlanders. The concept will work with and build on these efforts, providing a centralized "signature" iconic and intuitive network that is highly visible and frequently used, similar to what the transit mall does for the region's transit system.



 Transition improvement needed from bridge to east-west connection

 Central City 2035 Proposed Bike Network


 Planned/existing bridge or crossing (per PBOT, ODOT)

Image: East/West Connections along the downtown bridges