RESOLUTION No. 36972 As Amended

Adopt the N/NE Quadrant Plan and the I-5 Broadway-Weidler Facility Plan (Resolution)

WHEREAS, the Central City is the economic, cultural, and transportation hub of the Portland metropolitan region; and

WHEREAS, the Central City plays a critical role in fulfilling the vision of the Portland Plan for a prosperous, educated, healthy and equitable city; and

WHEREAS, the Central City Plan, adopted by City Council Ordinance No. 160606 and Resolution No. 34417 on March 24, 1988, is the guiding City policy document for the Central City; and

WHEREAS, the City of Portland is undertaking a needed update of the Central City Plan through a project called Central City 2035, part of the update of the City's Comprehensive Plan; and

WHEREAS, the Central City 2035 project includes the CC2035 Concept Plan and specific plans for the four quadrant of the Central City, and the N/NE Quadrant Plan is the first of these quadrant plans to be completed, and these integrated components will serve as the basis for updating the Central City Plan through future amendments to the City of Portland Comprehensive Plan and Map, and Zoning Code and zoning maps; and

WHEREAS, there is a history of gentrification and displacement in the N/NE Quadrant area; and

WHEREAS, Interstate 5 is a critical component of the Interstate Freeway System and plays a vital role in the local, regional, state and national economies; and

WHEREAS, the section of Interstate 5 in the N/NE Quadrant is a documented high-crash corridor, with the highest crash rate in the state, and the Broadway/Weidler interchange area has high pedestrian and bicycle utilization and is also a documented high-risk area for bicycle-car and pedestrian-car conflicts; and

WHEREAS, the I-5/405 Freeway Loop Advisory Group Final Report, accepted by City Council Resolution No. 36448 on October 19, 2006, with participation from the State of Oregon and the City of Portland, identified urgent long- and short-term capacity, operations and safety issues in the I-5/405 Freeway Loop and recognized the need to improve operations and safety on Interstate 5 between the Fremont Bridge and Interstate 84 as a short-term priority; and

WHEREAS, the N/NE Quadrant and I-5 Broadway/Weidler Plans project represents a unique collaboration between the State of Oregon and the City of Portland to integrate long-range land use, urban design and local transportation planning for the N/NE

Quadrant of the Central City with planning for freeway improvements that address safety and operational issues on Interstate 5; and

WHEREAS, the N/NE Quadrant and I-5 Broadway/Weidler Plans project included the development of the N/NE Quadrant Plan and the I-5 Broadway/Weidler Facility Plan as two integrated and mutually supportive plans that together provide a vision for the future of the N/NE Quadrant of the Central City; and

WHEREAS, the N/NE Quadrant Plan, attached as Exhibit A, contains specific goals, policies, urban design diagrams and implementation actions to guide future decision-making, physical development, and public and private investment within the Lloyd District and Lower Albina; and

WHEREAS, the I-5 Broadway/Weidler Facility Plan, attached as Appendix C to Exhibit A, contains a planning-level concept for improvements to Interstate 5 between the Fremont Bridge and Interstate 84, including the Broadway/Weidler interchange, which will improve freeway operations and safety while also improving safety and connectivity for all transportation modes, including bicycles and pedestrians, using the freeway over- and under-crossings and surface streets in the area; and

WHEREAS, land use and transportation analyses conducted jointly by the City of Portland and the Oregon Department of Transportation as part of the N/NE Quadrant and I-5 Broadway/Weidler Plans has produced sufficient technical information to determine whether the N/NE Quadrant area meets the characteristics of a Multimodal Mixed-Use Area (MMA) as defined in the State Transportation Planning Rule in OAR 660-012-0060; and

WHEREAS, the I-5 Broadway-Weidler Facility Plan identifies implementation actions for the next phase of project development, including a public process led by the City and State for addressing community design issues, phasing, construction, and financing; and

WHEREAS, the N/NE Quadrant and I-5 Broadway/Weidler Plans Stakeholder Advisory Committee, with representation from a diversity of neighborhood, citywide and regional interest groups, met on 19 occasions and held 14 subcommittee meetings to discuss planning issues, develop alternatives and make recommendations; and

WHEREAS, public involvement and outreach to residents, property owners, business owners, community organizations and concerned stakeholders included: public walks; workshops and charrettes; public surveys; open houses; community group and stakeholder meetings; public commission briefings and hearings; opportunities for public comment at Stakeholder Advisory Committee meetings; a project web site; postal and electronic mailings; and newsletters; and

WHEREAS, the N/NE Quadrant and I-5 Broadway/Weidler Plans Stakeholder Advisory Committee recommends the adoption of the N/NE Quadrant Plan and the I-5

Broadway/Weidler Facility Plan as an integrated package, as described in the Stakeholder Advisory Committee Recommendations, attached as Exhibit B; and

WHEREAS, the Portland Planning and Sustainability Commission held a public hearing on September 11, 2012 and recommended on September 25, 2012 that the City Council adopt the N/NE Quadrant Plan and that the Oregon Transportation Commission adopt the I-5 Broadway/Weidler Facility Plan;

NOW, THEREFORE, BE IT RESOLVED, that the City Council adopts the N/NE Quadrant Plan and its appendices, attached as Exhibit A, as Non-Binding City Policy; and

BE IT FURTHER RESOLVED, that the recommendations of the N/NE Quadrant Plan will be implemented following the completion of the additional quadrant planning work outlined in the Central City 2035 Concept Plan, as part of the final Central City 2035 Plan package, which is anticipated to be completed in 2015; and

BE IT FURTHER RESOLVED, that the Bureau of Planning and Sustainability will evaluate whether requirements as well as bonus incentives should be applied when intensification in zoning designations or height map changes are made, so that all new residential development will include a range of housing affordability; and

BE IT FURTHER RESOLVED, that the City Council supports the proposed improvements to Interstate 5 and related freeway crossings and surface streets in the vicinity of the Broadway/Weidler interchange described in the I-5 Broadway/Weidler Facility Plan, and recommends that the Oregon Transportation Commission adopt the facility plan; and

BE IT FURTHER RESOLVED, that the Bureau of Transportation is directed to work with the Oregon Department of Transportation to secure funding to implement the I-5 Broadway/Weidler Facility Plan and, as funds become available, to allocate resources between improvements to freeway operations and to local circulation projects, including bicycle and pedestrian improvements; and

BE IT FURTHER RESOLVED, that the Bureau of Transportation is directed to work with the Oregon Department of Transportation and with property owners and stakeholders to refine the freeway improvement concept through preliminary engineering and a mutually agreeable phasing strategy, and to address remaining issues and potential property impacts identified in the facility plan; and

BE IT FURTHER RESOLVED, that the Bureau of Transportation is directed to work with the Oregon Department of Transportation, property owners and the public to fund and implement, as a first phase, near-term safety-enhancing improvements to surface streets in the vicinity of the Broadway/Weidler interchange to improve safety and connectivity for all transportation modes, such as closing the off ramp slip lane onto N

Broadway, adding new traffic signals, closing N Flint Avenue at Broadway and adding a new connection across I-5 to N Dixon Street and a new pedestrian/bicycle path; and

BE IT FURTHER RESOLVED, that the Bureau of Transportation is directed to report to Council on progress toward near-term safety-enhancing improvements in the vicinity of the interchange and towards developing a phasing strategy and securing funding to implement the I-5 Broadway/Weidler Facility Plan; and

BE IT FURTHER RESOLVED, that the Bureau of Transportation and the Bureau of Planning and Sustainability are directed to prepare a report with required findings and recommended amendments to the Transportation System Plan (TSP) as part of the next TSP update process to designate the N/NE Quadrant as a Multimodal Mixed-Use Area (MMA) consistent with the State Transportation Planning Rule in OAR 660-012-0060; and

BE IT FURTHER RESOLVED, that the City Council gratefully acknowledges the dedication and hard work of the N/NE Quadrant and I-5 Broadway/Weidler Plans Stakeholder Advisory Committee and the many community organizations and members of the public who participated in the planning process.

Adopted by the Council: OCT 25 2012

Mayor Sam Adams
Prepared by: Nicholas Starin, BPS
Date Prepared: October 12, 2012

LaVonne Griffin-Valade
Auditor of the City of Portland
By
Deputy

-1204-

Agenda No.
RESOLUTION NO. 36972 As Amended
Title

Adopt the N/NE Quadrant Plan and the I-5 Broadway-Weidler Facility Plan (Resolution)

INTRODUCED BY Commissioner/Auditor: **Mayor Sam Adams**	CLERK USE: DATE FILED OCT 19 2012
COMMISSIONER APPROVAL	LaVonne Griffin-Valade Auditor of the City of Portland
Mayor—Finance and Administration - Adams	By: _____ Deputy
Position 1/Utilities - Fritz	**ACTION TAKEN:**
Position 2/Works - Fish	
Position 3/Affairs - Saltzman	
Position 4/Safety - Leonard	
BUREAU APPROVAL	
Bureau: Planning and Sustainability Bureau Head: Susan Anderson	
Prepared by: Nicholas Starin Date Prepared: Oct. 11, 2012	
Financial Impact & Public Involvement Statement Completed ☒ Amends Budget ☐	
Portland Policy Document If "Yes" requires City Policy paragraph stated in document. Yes ☒ No ☐	
Council Meeting Date **October 25, 2012**	
City Attorney Approval: required for contract, code. easement, franchise, charter, Comp Plan	

AGENDA
TIME CERTAIN ☒ **Start time: 2 pm** **Total amount of time needed: 90 mins.** **(for presentation, testimony and discussion)**
CONSENT ☐
REGULAR ☐ **Total amount of time needed: _____** **(for presentation, testimony and discussion)**

FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS:	YEAS	NAYS
1. Fritz	1. Fritz	✓	
2. Fish	2. Fish	✓	
3. Saltzman	3. Saltzman	✓	
4. Leonard	4. Leonard	✓	
Adams	Adams	✓	

CENTRAL CITY 2035

N/NE QUADRANT PLAN

RECOMMENDED DRAFT
OCTOBER 2012



City of Portland Bureau of Transportation

Oregon Department of Transportation

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

54682

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

If you need special accommodation, please call 503-823-7700, the City's TTY at 503-823-6868, or the Oregon Relay Service at 1-800-735-2900.

For more information about the **N/NE Quadrant Plan**, please contact:

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ACKNOWLEDGEMENTS

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Karen Gray
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Lai-Lani Ovalles
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Michelle Rudd
Howard Shapiro
Chris Smith
Irma Valdez

N/NE Quadrant Stakeholder Advisory Committee

Special thanks to Calaroga Terrace for hosting many SAC meetings

Gary Eichman, Lloyd Lindley and Tracy Whalen, Co-Chairs

Matt Arnold
Wynn Avocette
Pauline Bradford
Carolyn Briggs (past)
Daniel Deutsch
Malina Downey
Debra Dunn
Dean Gisvold
Cynthia Gomez (past)
Carol Gossett
Heidi Guenin
Damien Hall
Sean Hubert
Wayne Kingsley
Wade Lange
Eric Lovell
Jenny Lyman
Gary Marschke
Brock A. Nelson
Midge Purcell (past)
Jodi Parker
Paul Riggs (past)
Owen Ronchelli
Wanda Rosenbarger
William Ruff
Bob Sallinger
Phil Selinger
Gary Warren
Mike Warwick
Justin Zeulner
J. Isaac (past)

Non-Voting Members
John Williams
Teri Dresler
Rian Windsheimer
Susie Lahsene
Joe Zehnder
Paul Smith
Lew Bowers
Peter Englander
Alan Lehto

SAC Alternates: Ed Abrahamson, Joanna Agee, Mike Bernatz, Britt Brewer, Steve Bozzone, Bob Russell, Dennis Henderson, Doug Klotz, Andrea Marquez-Horna, Heather McCarey, Chris Oxley, Kelly Rodgers, Laurie Simpson, Martin Soloway, Joice Taylor, Lindsay Walker, Kurt Widmer

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

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CHAPTER 1: INTRODUCTION

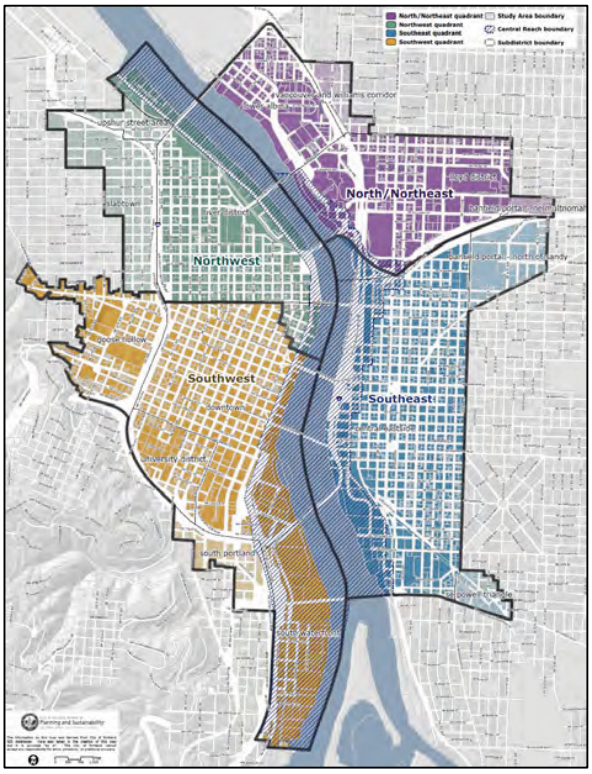
Purpose

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

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

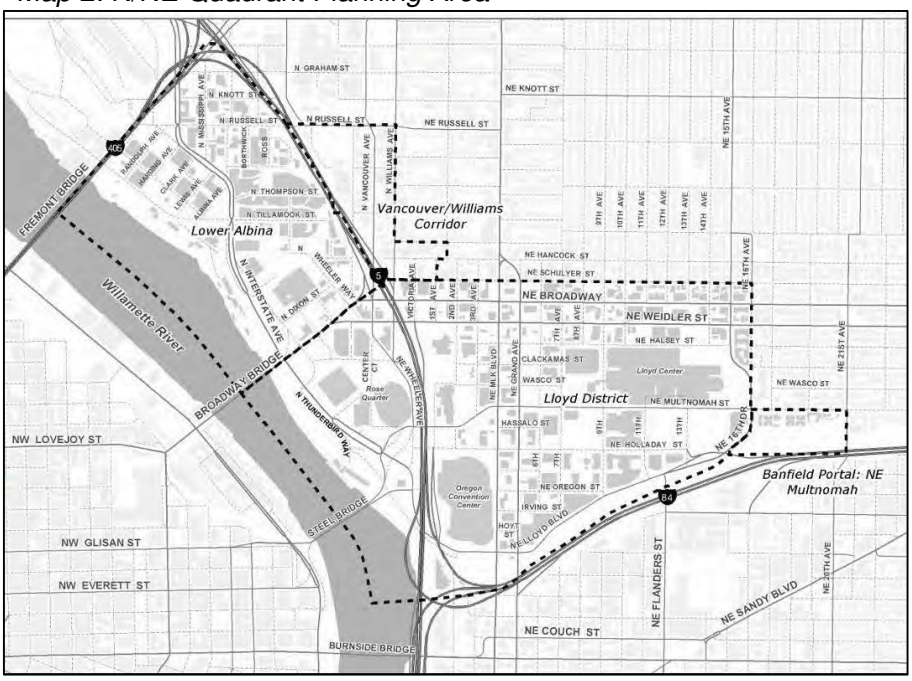
The N/NE Quadrant Plan is the first of the more detailed district plans, addressing land use, urban design, transportation, public infrastructure and development entitlements in the Lloyd District and Lower Albina subdistricts of the Central City.

Map 1: Central City 2035 Plan Boundaries



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

Map 2: N/NE Quadrant Planning Area



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

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

Planning Process



The N/NE Quadrant Plan was developed through a unique collaborative partnership between the City of Portland and the Oregon Department of Transportation to address land use, urban design and local transportation issues for the quadrant at the same time as major transportation issues related to the I-5 freeway. Over a nearly two-year period, a diverse, 30-member Stakeholder Advisory Committee (SAC) worked with interested community members and staff to develop this plan and the recommended concept for I-5 Broadway/Weidler Interchange Improvements. The SAC met 19 times and held 13 subcommittee meetings. Several public events were held at key milestones in the process to encourage broad participation and input. The project team also attended regular meetings of community groups such as neighborhood and business associations, organized meetings with stakeholders and conducted an on-line survey to obtain feedback on plan proposals. The resulting products of this effort represent a careful balance between land use and transportation improvements and have received broad support from the SAC and community at large. Additional information about the planning process is contained in Chapter 2: *Developing the Plan* and Appendix F: *Public Involvement Summary*.

N/NE Quadrant Plan Timeline

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

Background

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

History

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

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



August Storz' Grocery, N Williams and Thompson, ca 1910

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

To the north of East Portland and covering a good part of the N/NE Quadrant was Albina. First platted in 1873, Albina grew up with two distinct sections, upper and lower. Lower Albina was a working industrial and waterfront area, which really took-off with the coming of the Union Pacific Railroad and the big terminal yards in the 1880s. In its early years Albina was populated by a large number of first and second generation European immigrants. The White Eagle Saloon, opened by Polish immigrants in 1905, is a reminder of the area's ethnic history. In 1891, the cities of Albina, East Portland and Portland consolidated into a new unified City of Portland.

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

The black population on the east side had steadily increased in the first part of the 20th century, especially after 1919 when organized residential segregation was instituted by Portland real estate agents, and Albina became one of the few areas in the city where African Americans could readily obtain housing. World War II drew thousands of African Americans to Portland to work in the ship yards. Following the war there was a large housing shortage, and the situation was much worse for African-Americans, whose housing options were limited. The situation reached crisis levels after the Vanport flood displaced 17,000 people in 1948. After the flood many African Americans moved to Albina.

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



Mt Olivet Baptist Church, NE 1st Avenue

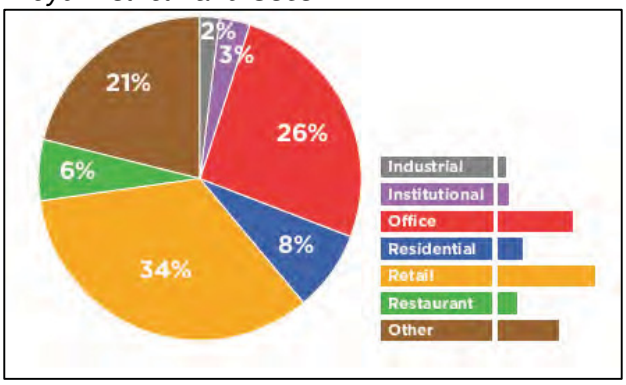
While the industrial character of Lower Albina has remained relatively stable, the Lloyd District area changed dramatically in the last half century, its form and character shaped by several major public infrastructure projects and large public and private developments. Beginning in the 1950s and continuing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

It should also be noted that, over time, development completely changed the physical landscape and hydrology of the area. The shoreline along the Willamette River was filled. Small streams were filled or put into pipes, and vegetation has been removed and replaced with buildings and paved surfaces. Additional information about the history of the N/NE Quadrant is contained in Appendix D: *History*.

Existing Conditions

Lloyd District

Lloyd District Land Uses



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



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

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

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

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

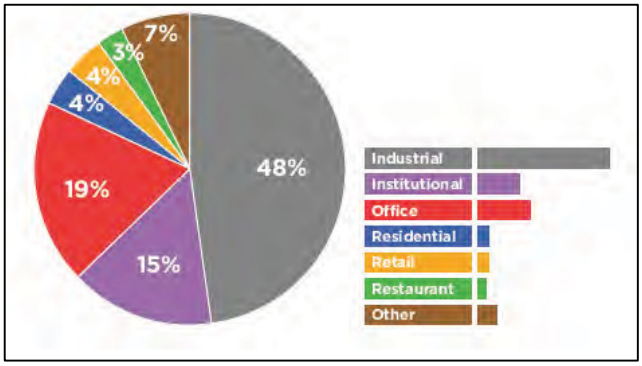
	Lloyd District	% of CC	Lower Albina	% of CC	Central City
Population	1,535	4.7%	139	0.4%	32,362
Housing Units	1,056	4.7%	88	0.4%	22,653
Jobs	16,799	13.6%	3,379	2.7%	123,565

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

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

Lower Albina

Lower Albina Land Uses



Today, Lower Albina remains primarily an industrial and employment district, with nearly half of its area devoted to industrial land uses and another 35% in office or institutional uses. In 2010 there were approximately 3,400 jobs in the district. Some of the biggest employment sectors in 2006 were: Education and Health (52%, primarily due to the Portland Public Schools Blanchard facility); Transportation, Warehousing, and Wholesale (14%); and Manufacturing (13%). Lower Albina has a very low resident population, with 139 residents in 2010, making up less than one percent of the Central City population. It contains 88 housing units, of which nearly all are rental units. Most of the housing is in the small mixed-use area in the vicinity of the historic Russell Street Conservation District, a concentration of historic structures, several of which have been rehabilitated in the last decade.

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



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

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

Previous Planning

Lower Albina



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

Lloyd District

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



More recent efforts such as the Portland Development Commission's Lloyd District Development Strategy (2001) and Lloyd District Housing Strategy (2002) focused on increasing the amount of high-density housing. The 2006 Development Vision for the Oregon Convention Center described an vibrant 24-hour entertainment district, with new hotels, housing developments, entertainment and retail venues in the sixteen block area adjacent to the Convention Center.

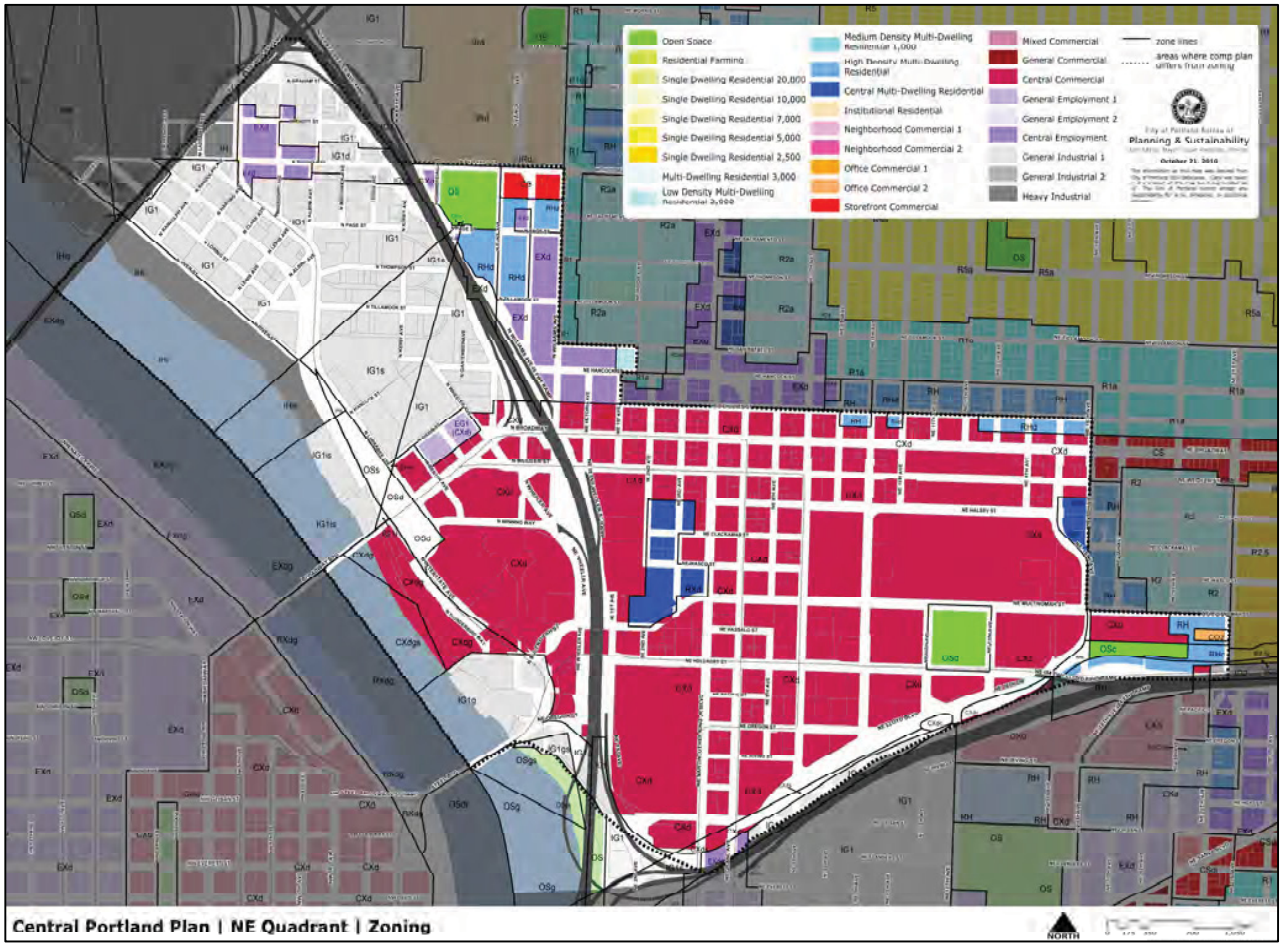
The Lloyd District has been identified as an "EcoDistrict", which is reflected in more recent planning efforts and this plan. It was first envisioned as a "green district" in the 2004 Lloyd Crossing study, that envisioned a new urban district that would maximize development potential while achieving environmental goals such as reducing carbon emissions through energy efficiency and the use of solar energy, habitat restoration and improving air and water quality. A formal Lloyd EcoDistrict partnership was initiated in 2011 to implement projects that accelerate sustainable development on a district-scale.

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

making. As the district redevelops, there will also be opportunities to integrate nature into a densely developed urban area and to become a model of urban sustainable development.

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

Map 3: N/NE Quadrant Zoning



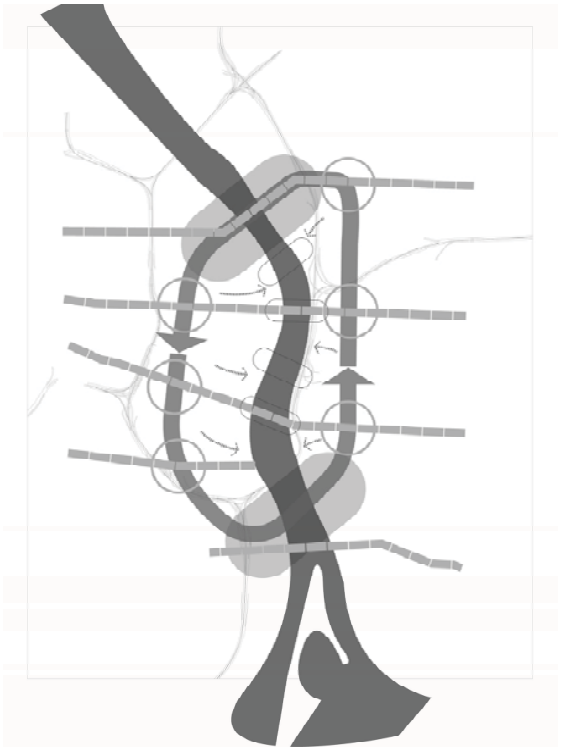
Relationship to the Central City 2035 Concept Plan and Portland Plan

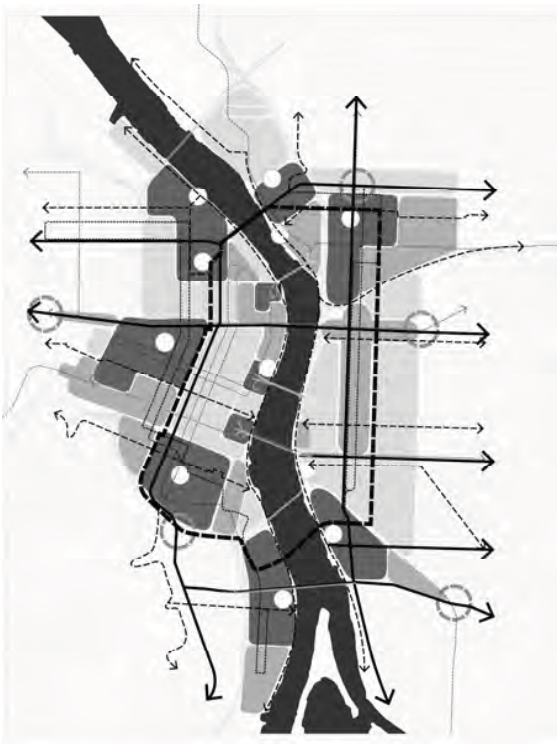
CC2035 Concept

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

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

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





Portland Plan and the Comprehensive Plan

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

Framework for Equity

Broad outreach and engagement has been a major focus of the N/NE Quadrant Plan process. A diverse 30-member Stakeholder Advisory Committee (SAC) advised staff throughout the development of both the Quadrant Plan and the I-5 Broadway/Weidler Interchange Improvement planning process. This committee included representatives from equity and health-oriented organizations, businesses, property owners, transportation advocates, adjacent neighborhood organizations and other perspectives. In addition, a range of public events and outreach activities including open houses, design charrettes, and surveys provided opportunities for input from a broad constituency. In addition to SAC meetings and larger public events, staff attended more than 75 individual meetings on the project with area groups and interested individuals.

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

Thriving Educated Youth

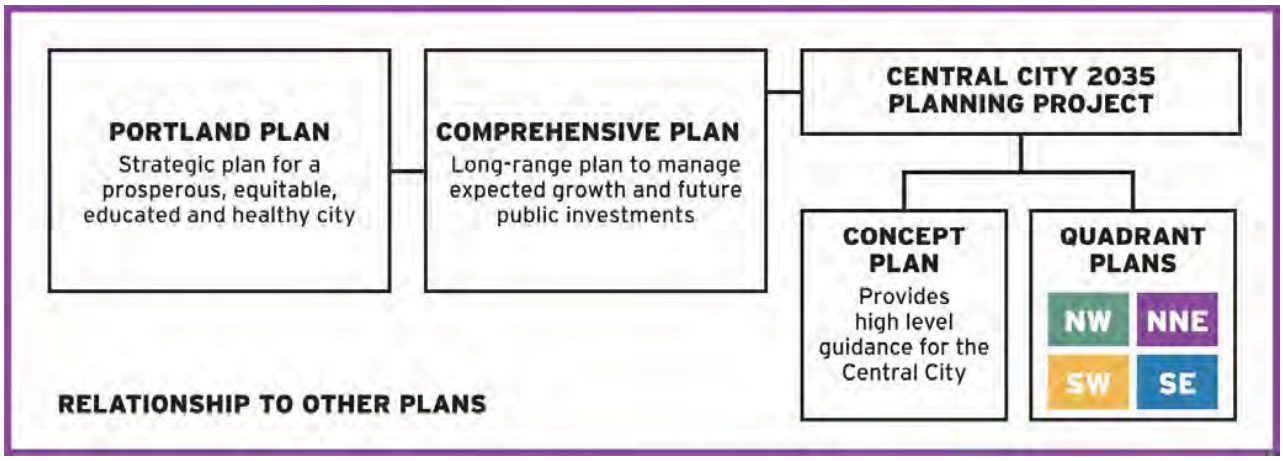
Centrally located and well-served by all transportation modes, the Central City and N/NE Quadrant are highly accessible to youth from around the region. The N/NE Quadrant Plan emphasizes job growth and residential development, both of which could increase youth access to these important opportunities.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

Economic Prosperity and Affordability

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

Healthy Connected City

Few other areas in the region share the Lloyd District's combination of transportation system access and degree of development opportunity. The Quadrant Plan envisions a fully-developed, cutting-edge, sustainable, livable, mixed-use community of some 30,000 jobs and perhaps 10,000 residents in the Lloyd District. It lays out a concept for open space, local pedestrian connections and regional trails, as well as tree canopy and green infrastructure enhancements, to improve watershed function and habitat vitality and provide a healthier urban environment for people and wildlife.



















CHAPTER 2: DEVELOPING THE PLAN

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

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

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

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

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

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





Project Goals

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

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

Our recommendations will be guided by our desire for:

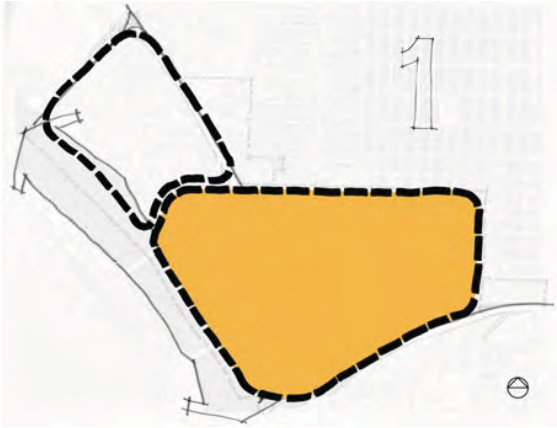
- *A diverse mix of commercial, cultural, entertainment, industrial, recreational, and residential uses, including affordable housing;*
- *A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system;*
- *Economic development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



Urban Design Principles

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

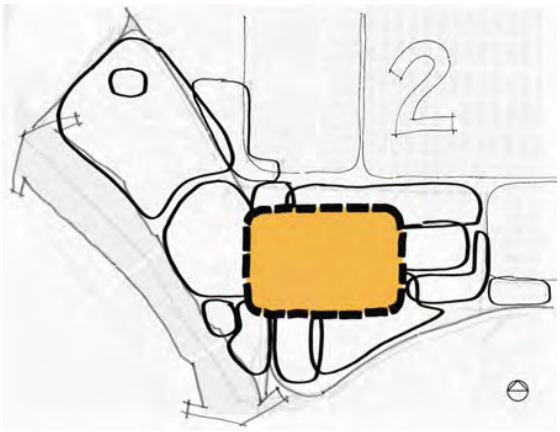
Two Distinct Places: The N/NE Quadrant study area includes two distinctly different areas, headed in different directions.



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

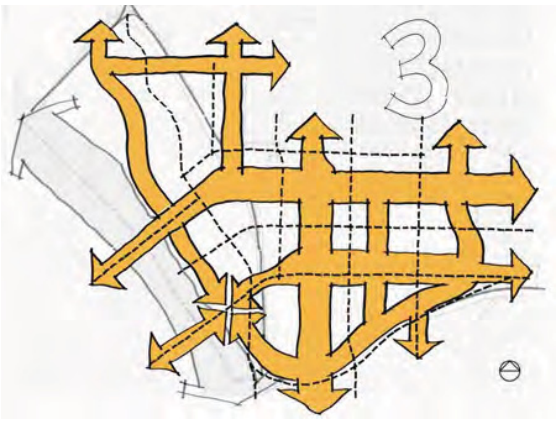
The second area is the Lloyd District, including the Rose Quarter, an area with long-held expectations for considerable redevelopment and change. Around its edges, the Lloyd District has seen slow-paced change over the past decades, including expansion of the Rose Quarter/Oregon Convention Center, new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

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



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

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



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

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

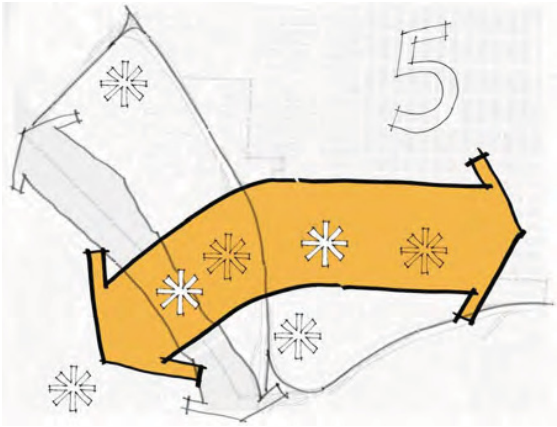
Take Advantage of Urban Form: The different urban form, pattern and character of the area present a unique alternative for Central City redevelopment.



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

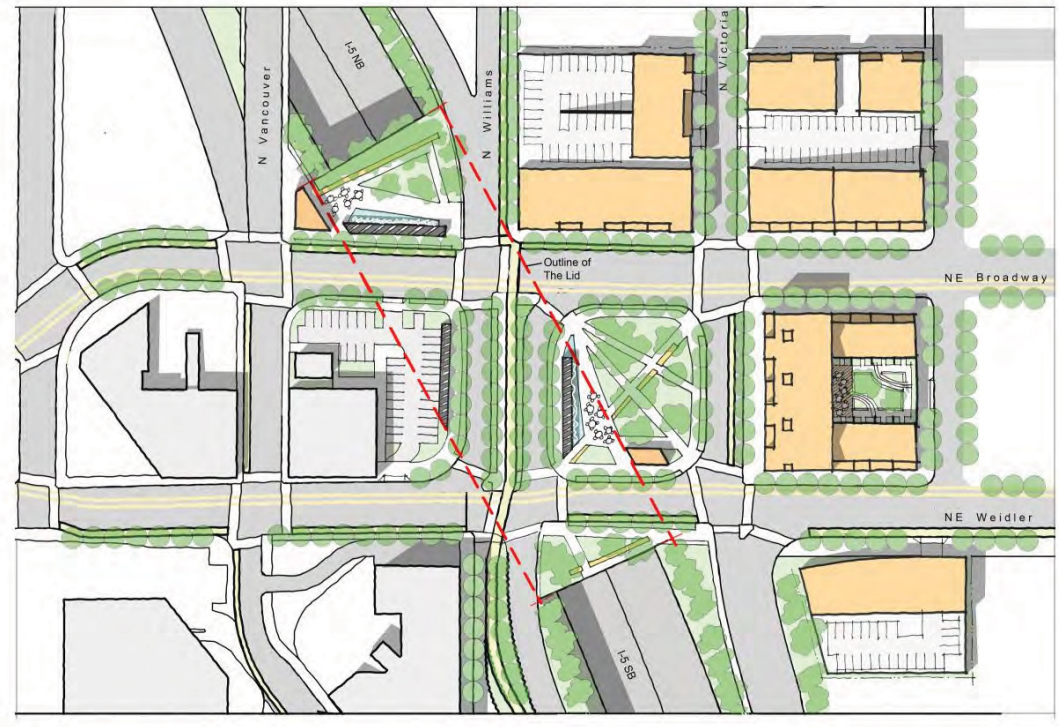
The larger block pattern also offers new options for public spaces and overall quadrant connectivity. Today, there are several pedestrian and bicycle-oriented pathway segments, and current regulations require new public connections through the larger blocks. New development, especially on the large blocks,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

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



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

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



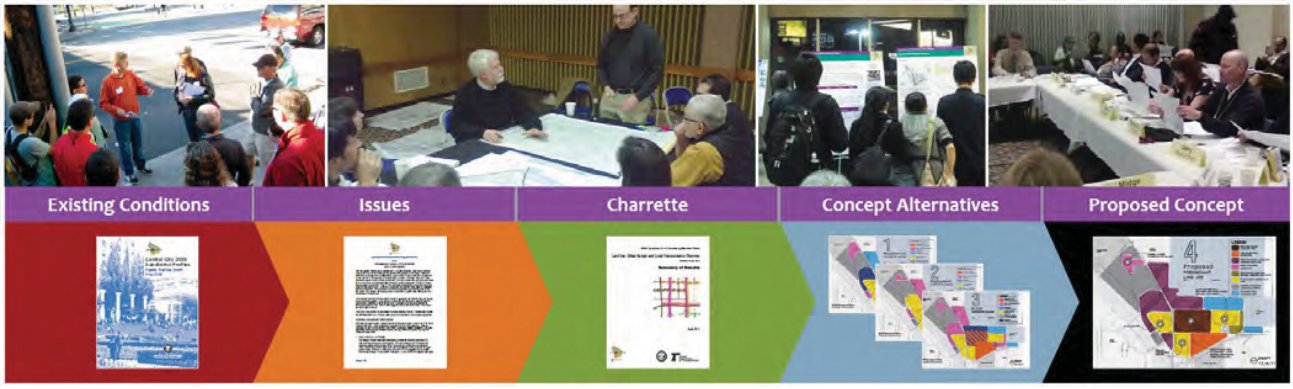
This conceptual rendering illustrates how the proposed I-5 Freeway lid at Broadway/Weidler could incorporate open space and help link the eastern and western portions of the district. Development on the lid is also a possibility.

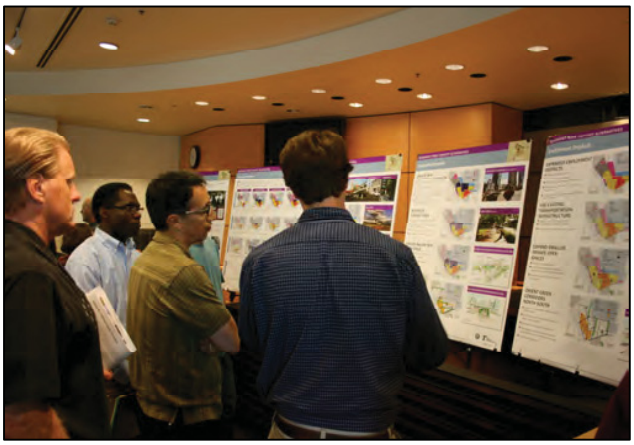
Proposed Quadrant Concept for Land Use, Urban Design and Local Transportation

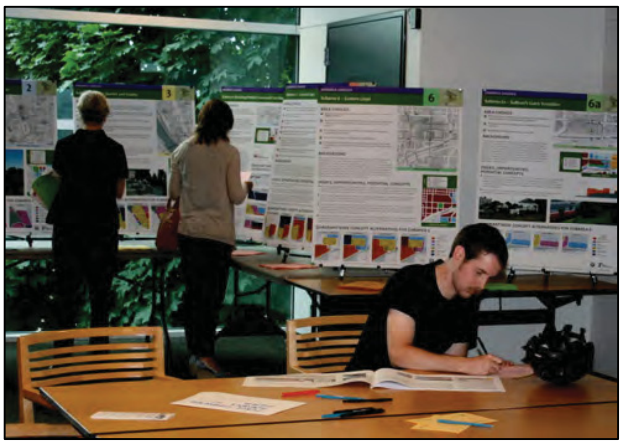
The project team developed quadrant-wide concept alternatives in spring 2011, intended to describe different future development scenarios and highlight key choices for this planning process. Ideas in the concept alternatives were drawn from a number of sources, including existing conditions, issues,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

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

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







Predominant Land Use and Building Height

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

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

Key elements of land use concept in quadrant subareas include:

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

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

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

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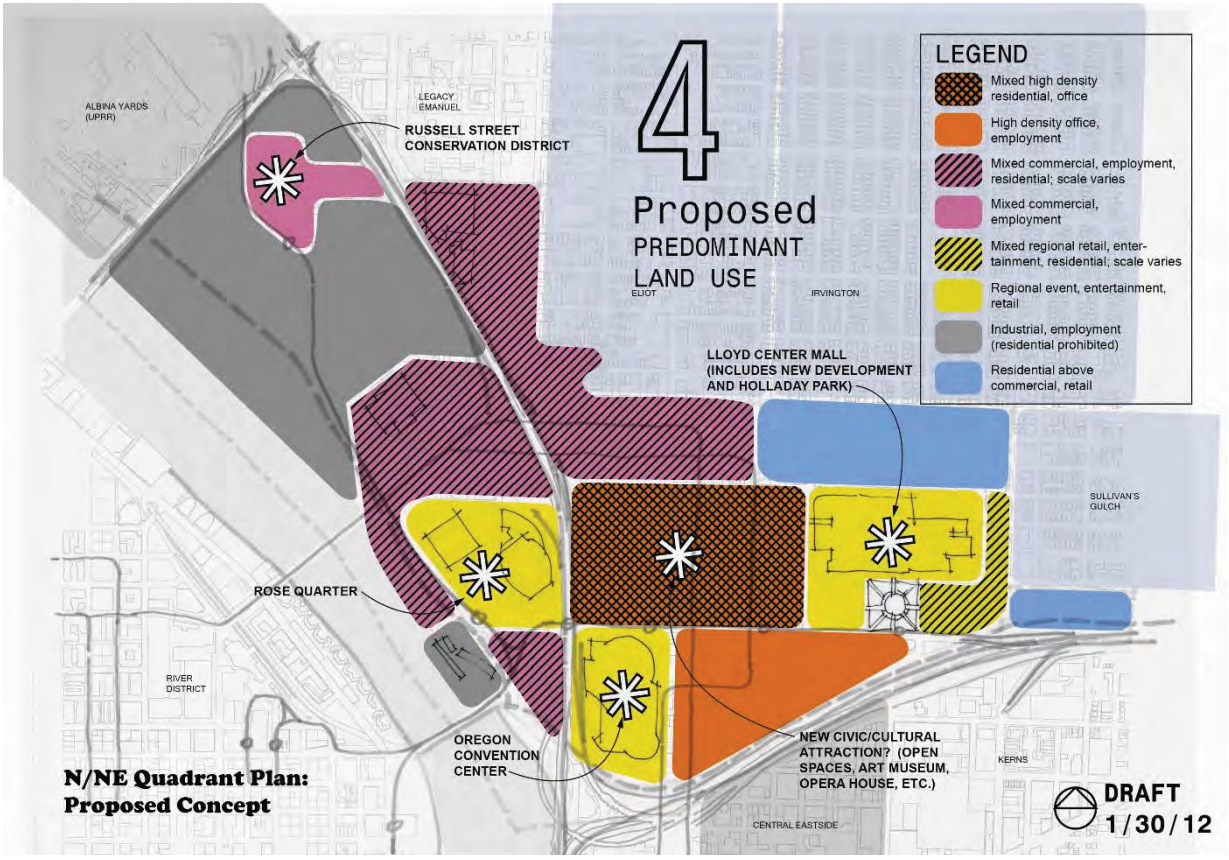
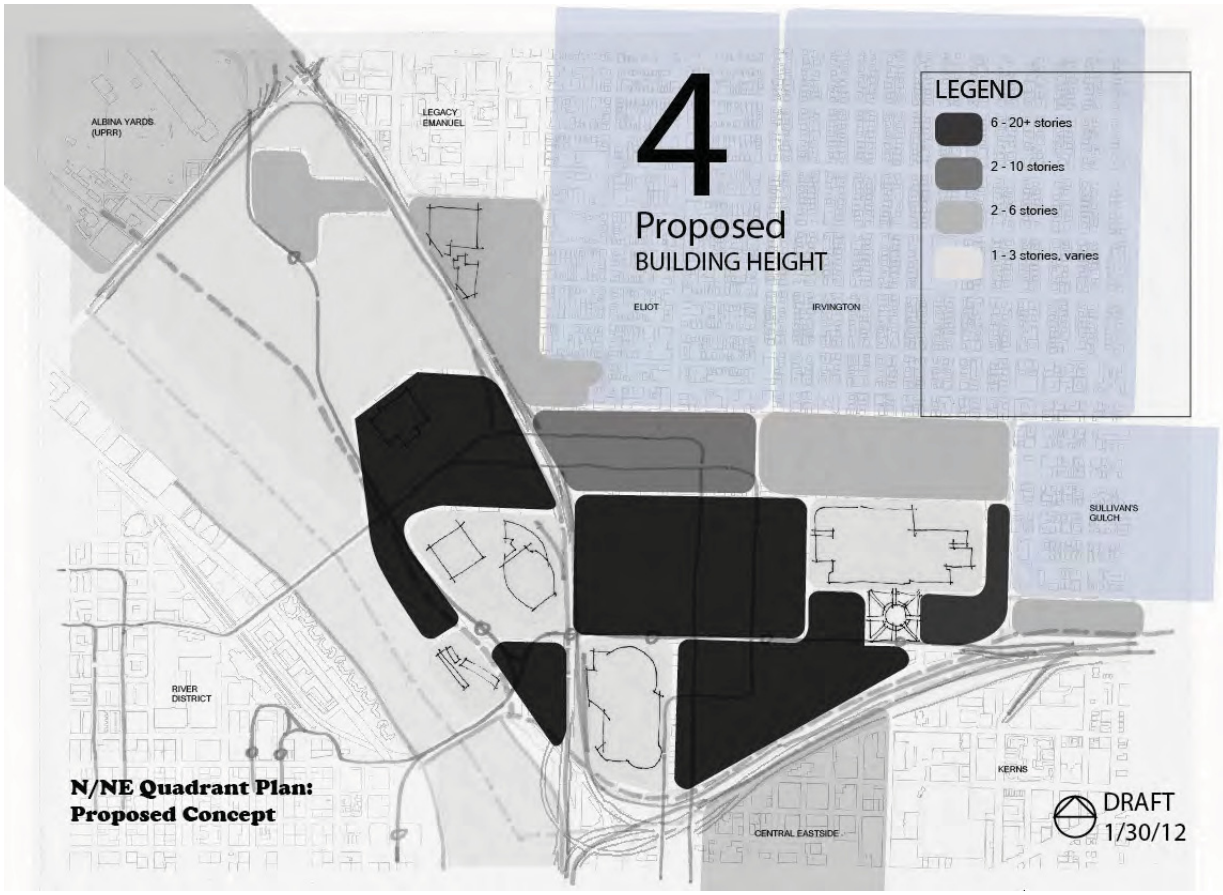


Predominant Land Use and Building Height (cont.)

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

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

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



Street and Development Character Concept

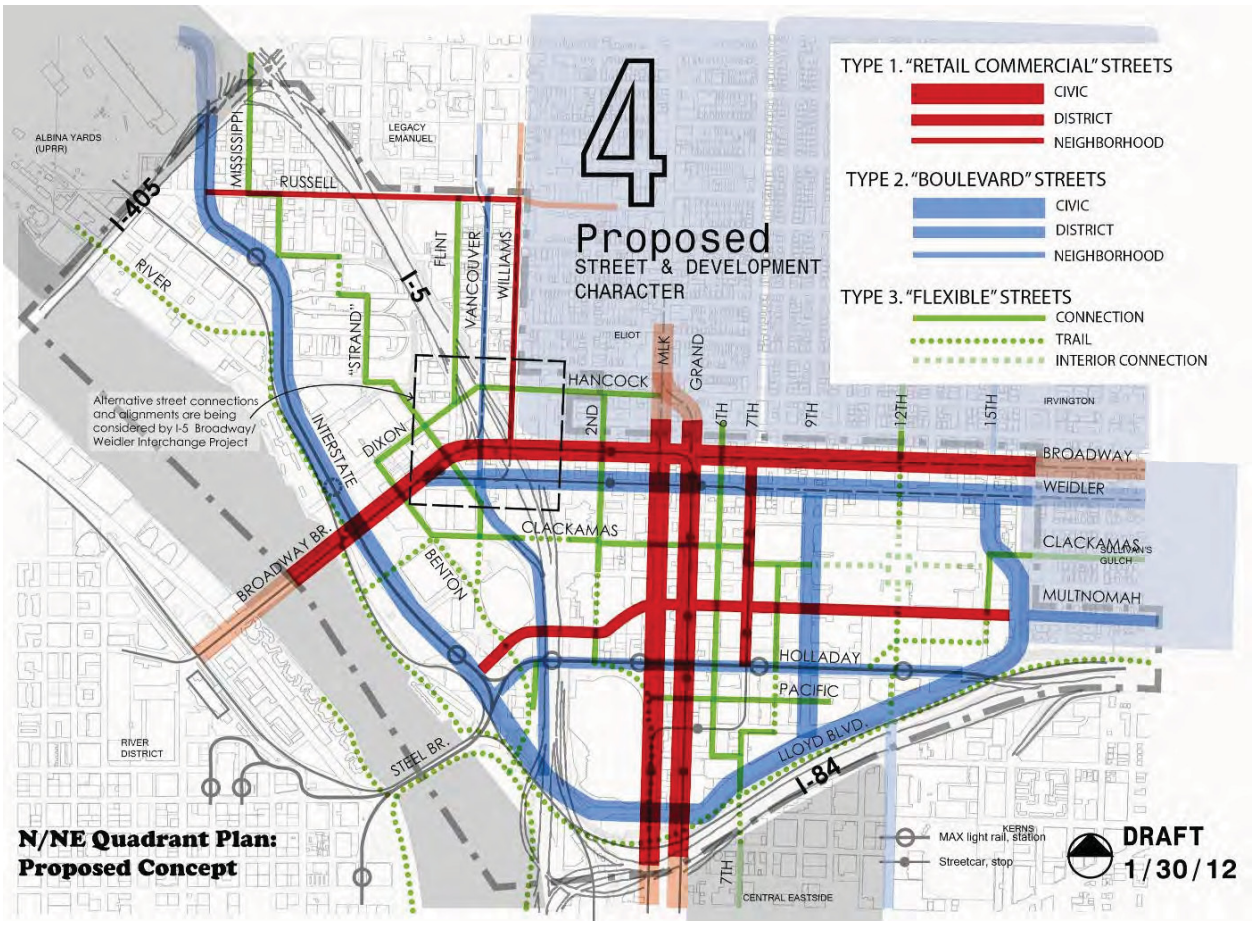
The street and development character concept outlines a more intentional approach for the quadrant's street network, uniting streetscape design with adjacent land uses and building forms, and recognizing the different scale of streets. While the concept proposes a new way of envisioning the design character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

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

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

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

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



Street and Development Character Concept (cont.)

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

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

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

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



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

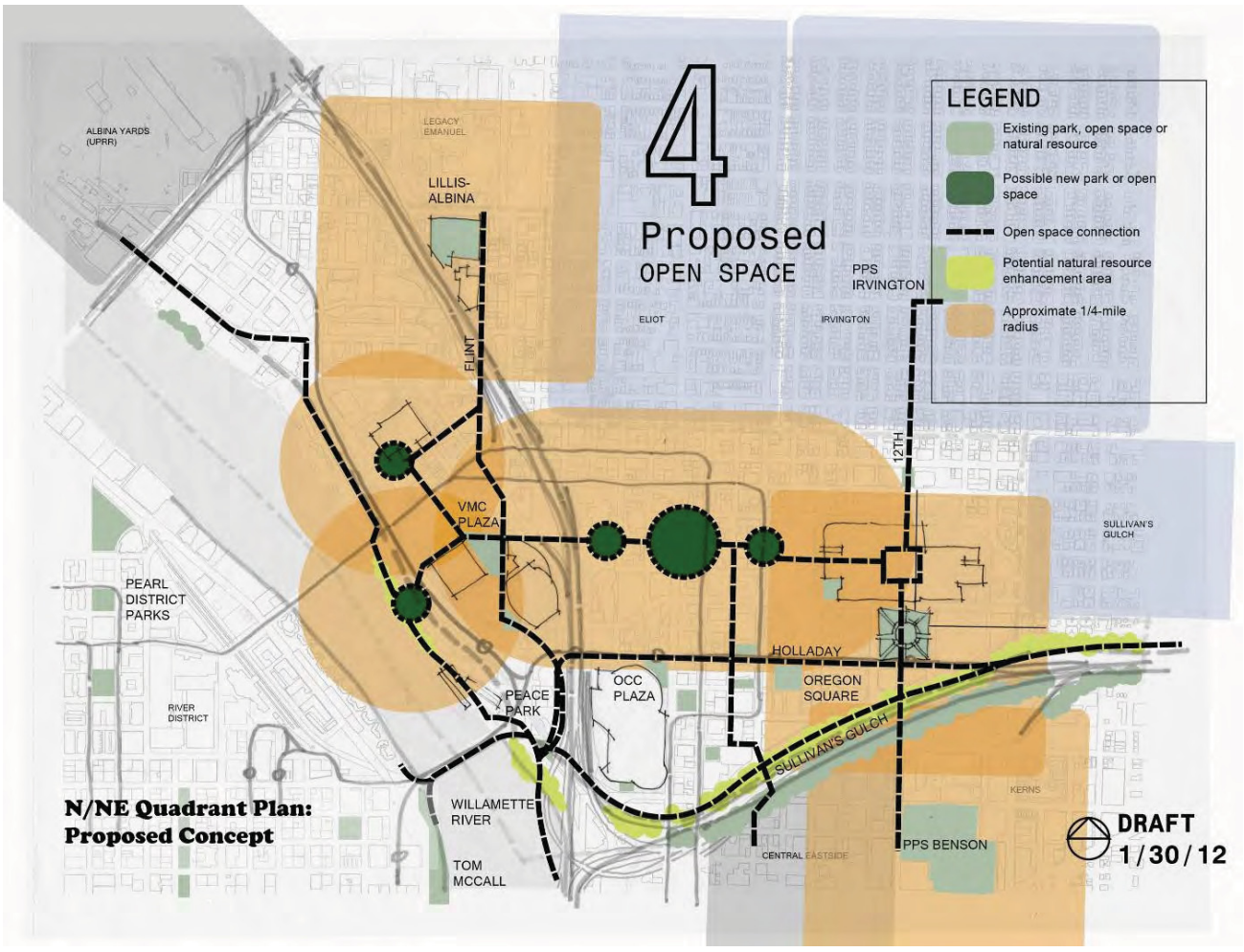
Open Space

The proposed open space concept illustrates a potential framework for parks and open space within the quadrant, an area that is currently park deficient. The only significant public open space in the Lloyd District today is Holladay Park, located in the eastern portion of the district. There are also a number of small public and privately owned plaza spaces primarily located in the office core area. Lillis Albina park is located just outside of the Central City in the Vancouver/Williams study area.

The concept envisions a series of new parks organized along an improved NE Clackamas Street linking to a new open space adjacent to the Willamette River. Clackamas would be a flexible street that prioritizes pedestrian access, creating a safe and inviting space for people to gather, play and socialize.



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



Green Systems

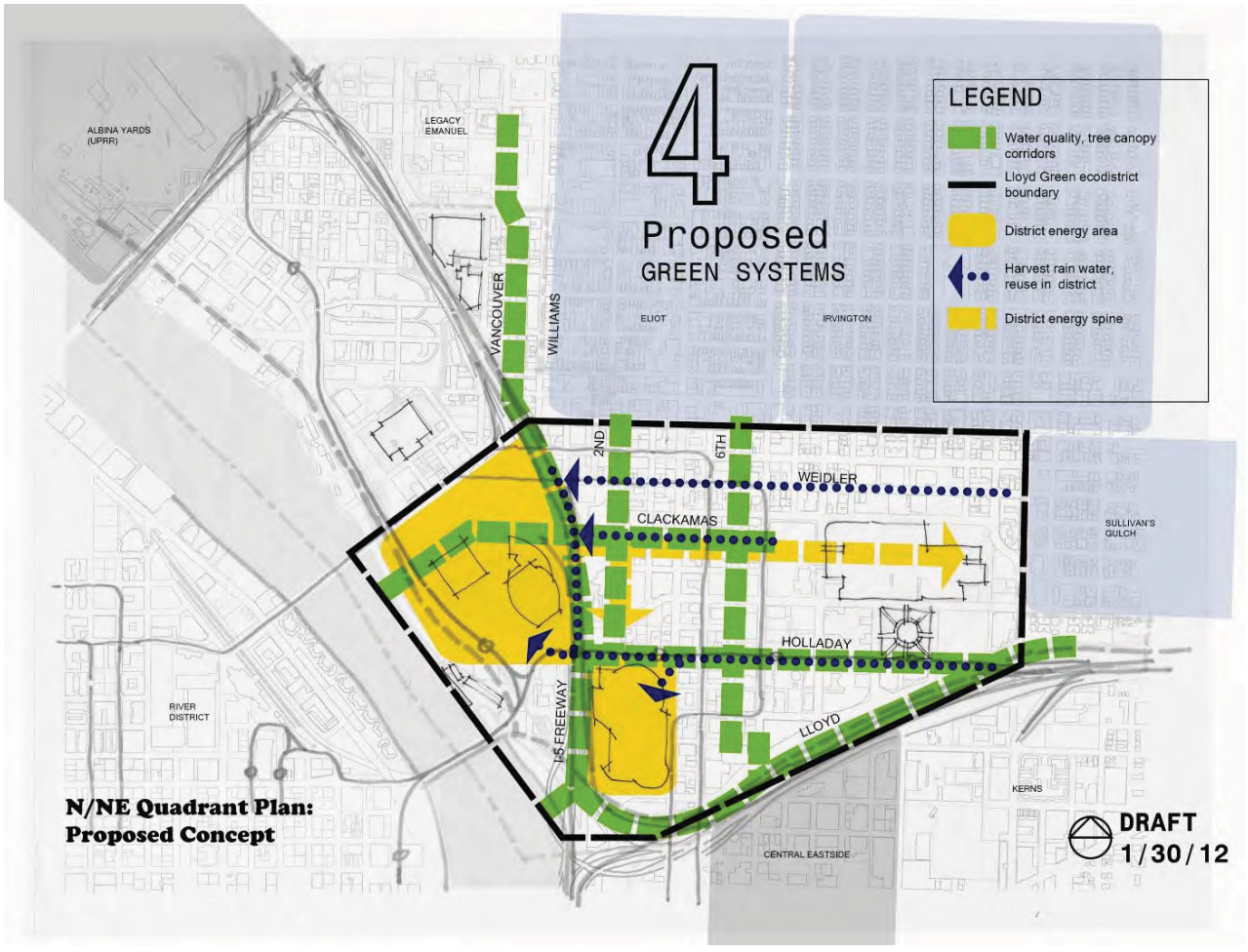
The Lloyd EcoDistrict is a public-private partnership designed to transform the Lloyd District into a showcase sustainable district that integrates nature into the built environment and uses restorative development approaches where new development enhances the environment and protects human health. Potential elements include improved energy performance, enhanced tree canopy, sustainable stormwater management strategies, and green building techniques. The green systems map illustrates how the following components could be integrated into the quadrant:

Tree Canopy/Water Quality Corridors: Corridors that provide enhanced tree canopy and stormwater management through large trees and vegetated stormwater facilities such as bioswales and planters. Streets not designated as a tree canopy/water quality corridors will still have these features, although they may not be as prominent.

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

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

Other opportunities to support goals for sustainable development include the use of native vegetation, ecoroofs, vegetated walls, bird-friendly buildings and energy and water efficiency and other green building techniques.



Integration with the I-5 Broadway/Weidler Interchange Project

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

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

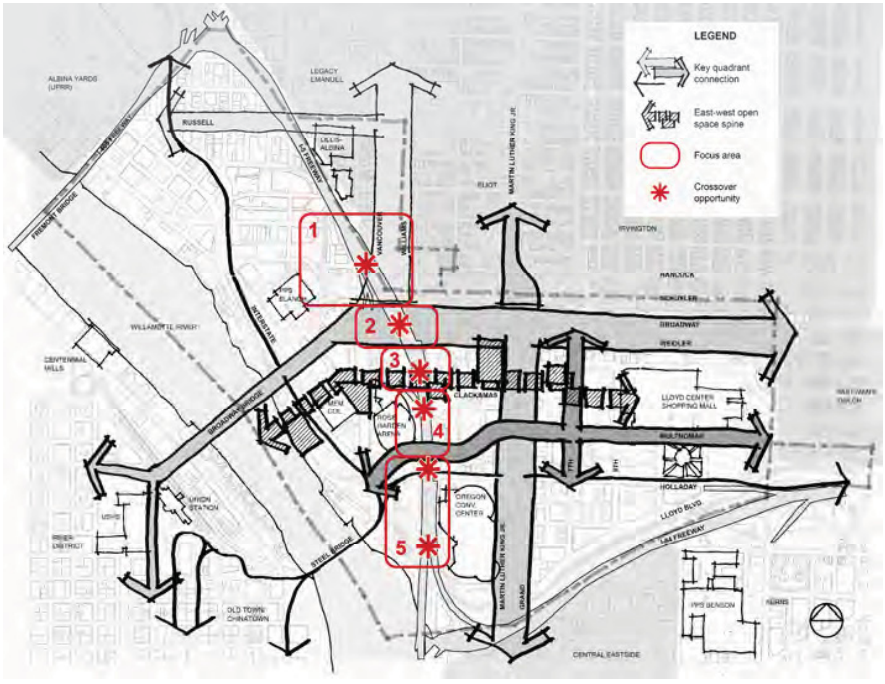
Area 1, North of Broadway: Rebuilding bridges over the freeway presents opportunities to improve existing pedestrian and bicycle conditions and create new connections between Vancouver/Williams and the Portland Public School's Blanchard site, a key redevelopment opportunity.

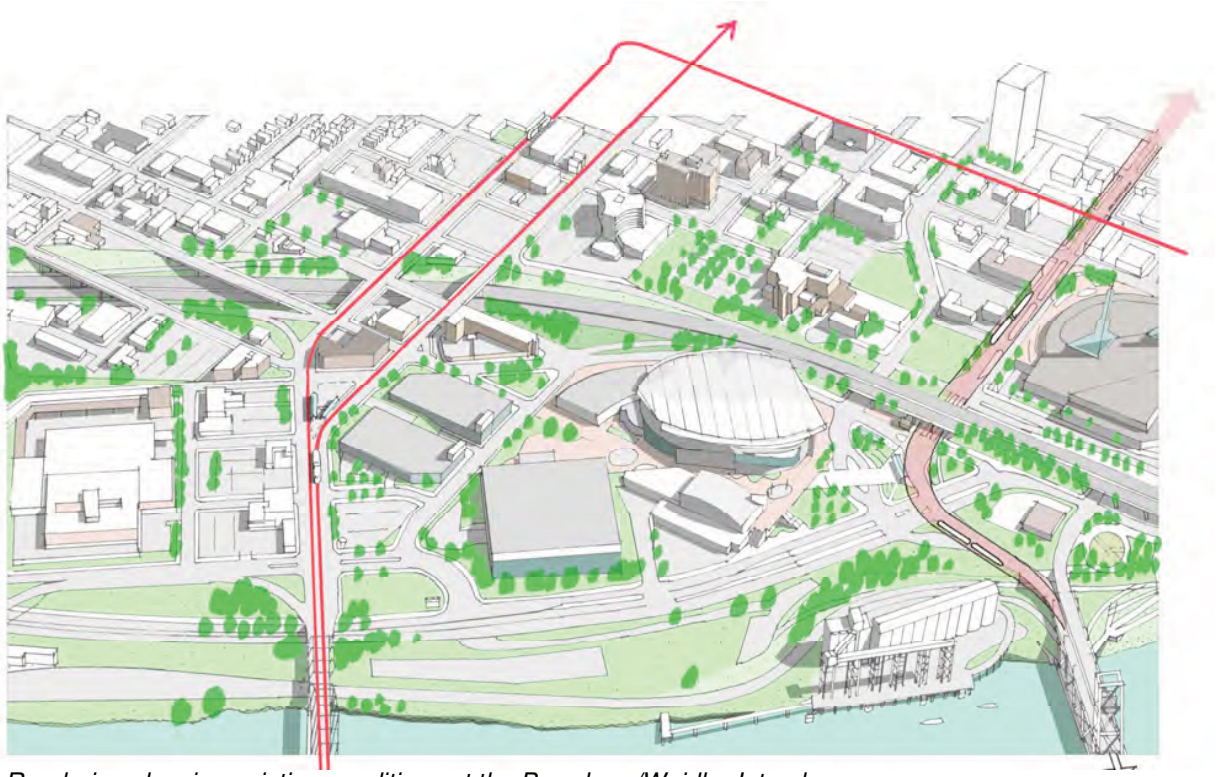
Area 2, Broadway/Weidler Lid: Rebuilding bridges provides opportunities to simplify traffic movements to and from the freeway, improve local access and safety for all modes and improve pedestrian and bicycle facilities. Creating a lid over the freeway could potentially be used for new open space, development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

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

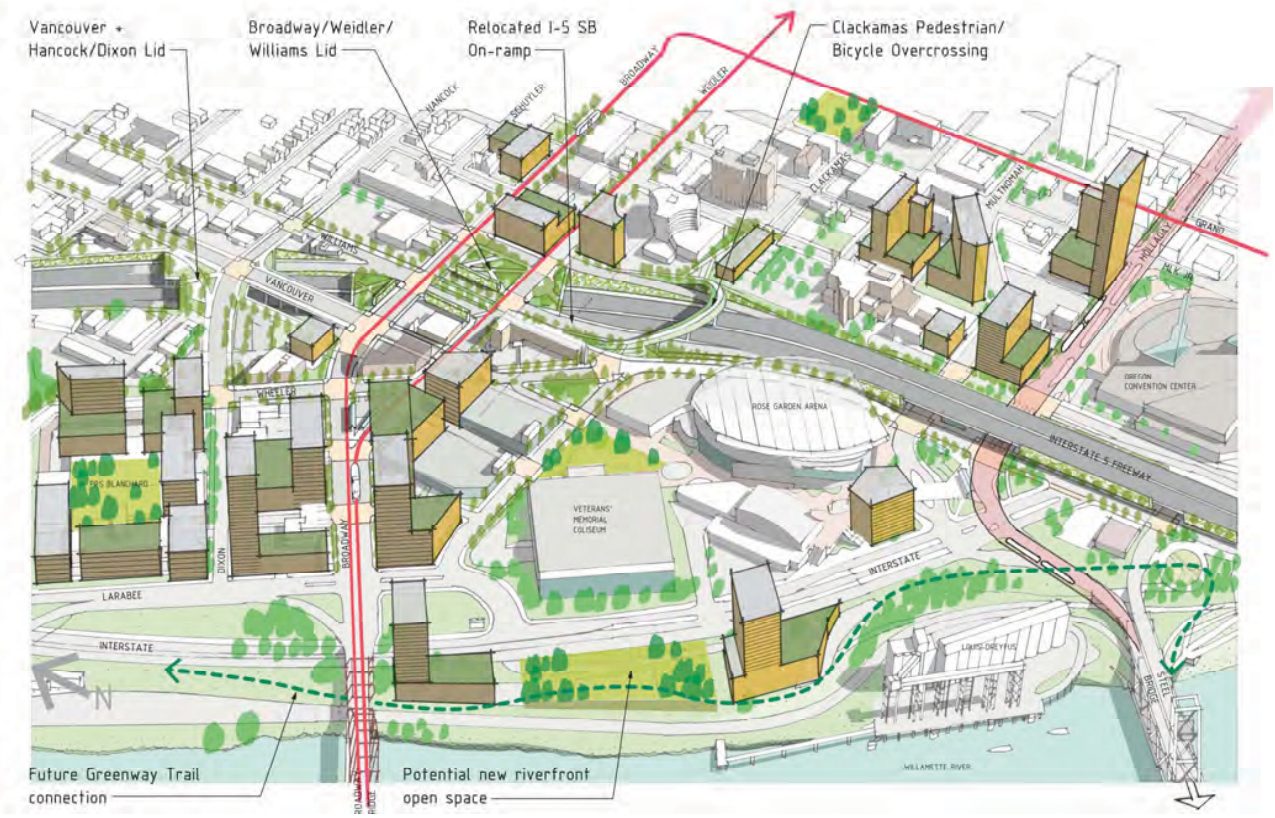
Area 4, Rose Quarter: Freeway improvements in this area could include improvements to bicycle routes between the Rose Quarter Transit Center and Broadway/Weidler, innovative stormwater management opportunities and improvements to the undercrossing at Multnomah.

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





Rendering showing existing conditions at the Broadway/Weidler Interchange.


Vancouver + Hancock/Dixon Lid
Broadway/Weidler/ Williams Lid
Relocated I-5 SB On-ramp
Clackamas Pedestrian/ Bicycle Overcrossing
BROADWAY
WEIDLER
HANCOCK
DIXON
WILLIAMS
VANCOUVER
CLACKAMAS
MULTNOMAH
GRAND
ROSE GARDEN ARENA
OREGON CONVENTION CENTER
INTERSTATE 5 FREEWAY
VETERANS' MEMORIAL COLISEUM
LARABEE
INTERSTATE
LOWER ALBINA
LOWER ALBINA
LOWER ALBINA

CHAPTER 3: GOALS, POLICIES AND IMPLEMENTATION ACTIONS

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

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

- Regional Center
- Housing and Neighborhoods
- Transportation
- Urban Design
- Environment

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

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

Implementation actions, such as changes to regulations, future work items, projects, programs or studies, are proposed for each district and for the two study areas: North Banfield Portal and Vancouver/Williams Corridor. Implementers are identified, including public agencies, private and non-profit entities and other community partners, with the lead implementing agency noted in **bold**. See Table 2 for a of implementers and abbreviations used in the action tables.

A timeline is provided, with some actions intended to be accomplished with the adoption of the full Central City 2035 plan package, anticipated in 2015. Other actions are intended to be completed 2 to 5 or 6 to 10 years beyond that, and some are ongoing.

Table 2: List of Implementers

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

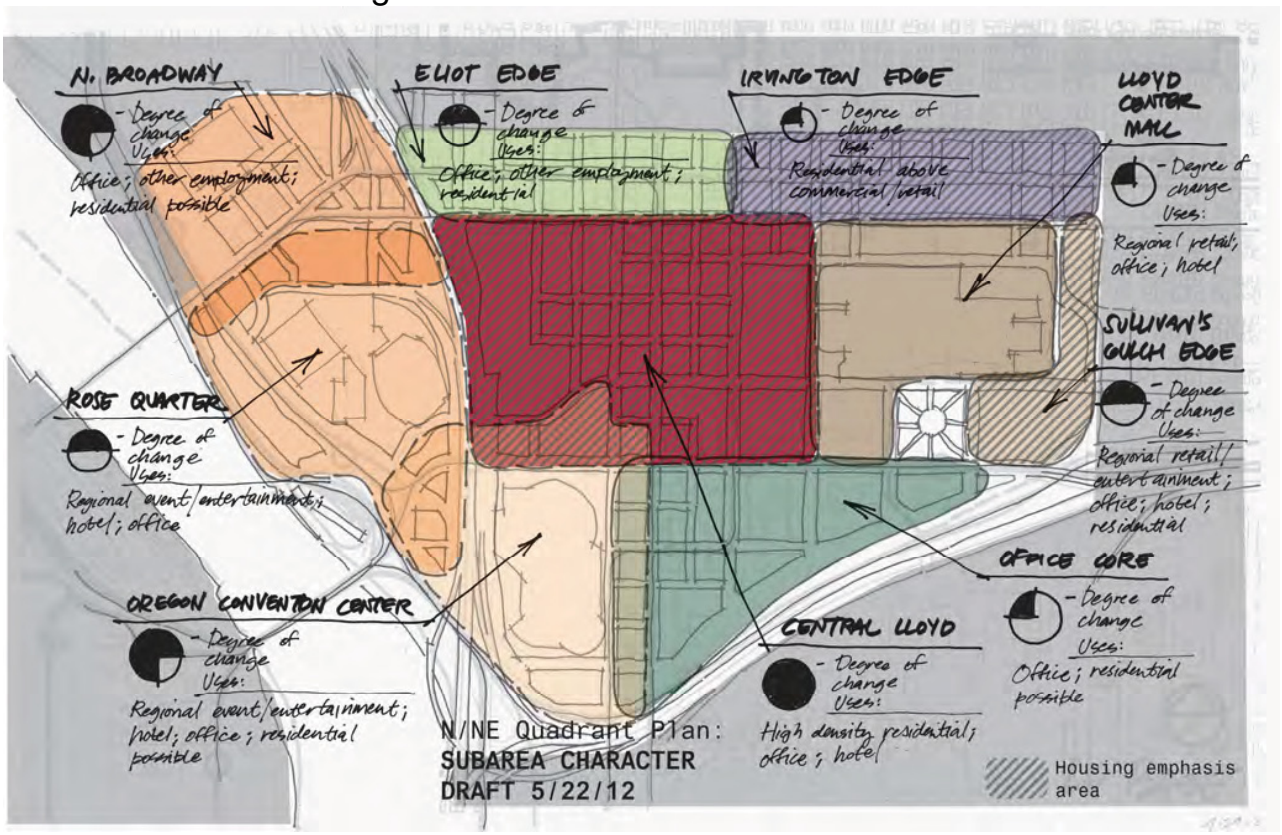


Lloyd District

District Goal

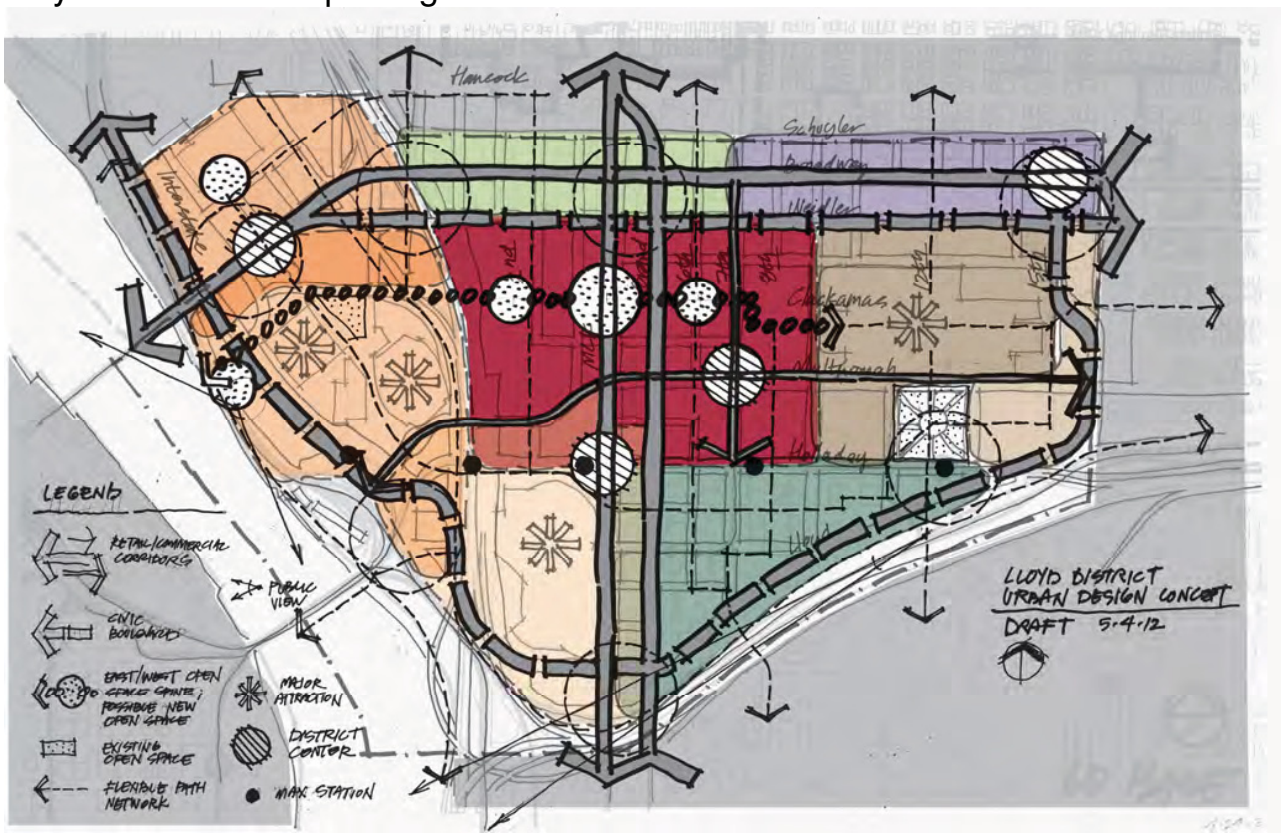
Foster the growth of the Lloyd District into the intensely urban eastside center of the Central City. Capitalize on the district's regional attractions, high quality transit and connections to create one of the most vital and livable districts in the Central City, with a strong employment base, successful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

Subarea Character Diagram



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

Lloyd District Concept Diagram



Key Elements of the Concept

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

- **Retail/Commercial Corridors.** Busiest streets with high visibility by motor vehicles, transit, bikes and pedestrians and generally consistent ground level retail storefronts. These corridors are broken down in three scales: “civic,” which make connections to other parts of the city; “district,” which are important within the boundaries of the Lloyd District; and “neighborhood,” which are smaller and found usually outside the Central City. Off of retail/commercial corridors, retail would not be required or encouraged.

- **Boulevards.** These corridors can also be some of the busiest in the district – they can be the “second” street of a couplet or define a district edge -- but they offer a more landscaped, green character, with fewer retail storefronts than the retail/commercial type. These corridors are broken down in three scales: “civic,” which make connections far beyond the district; “district,” which are important within the boundaries of the district; and “neighborhood,” which are smaller and found usually outside the Central City.

- **Flexible Network.** These streets and spaces make up a system of local, pedestrian-friendly connections through the district that offer quieter, “low-stress” experiences distinctly different from the busier streets serving the area. The forms and characters of these connections can vary

considerably – some can be typical streets, some could be through open spaces or plazas, and others could be through building interiors. Visible green features are encouraged where appropriate to the setting. Local streets within the flexible network would continue to meet the access needs of adjacent residents and businesses.

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

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

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

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

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

Sustainable Development: While it does not specifically show up on the concept diagram, sustainable development, including green buildings, green infrastructure, habitat enhancement, and embracing the designation of the Lloyd EcoDistrict, is also a key element of the overall concept for the Lloyd District. See the Green Systems diagram in Chapter 2: Developing the Plan.

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



District Policies and Implementation Actions

Regional Center: Economy and Innovation

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



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

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

Policies

1. **Employment**. Support and retain existing businesses while encouraging significant new job growth. Develop the district to support a broad array of employment types that provide living-wage jobs and equitable access to employment opportunities.

2. **Redevelopment.** Encourage high density commercial and residential development and better utilize vacant and underutilized land.

3. **Core Employment Uses.**

    a. **Office Core.** Maintain and grow the Lloyd District as an employment center for headquarters office, institutions, professional services and the government sector.

    b. **Regional Attractions.** Support the continued success of the Rose Quarter and the Oregon Convention Center and encourage new development and businesses that support and balance the episodic nature of event activity.

    c. **Retail.** Support existing and new retail development including regionally focused uses in and around the Lloyd Center Mall and neighborhood-serving uses along the NE Broadway corridor. Encourage and support retail development on retail/commercial streets identified in the district concept diagram.

d. **Civic and Cultural Amenities.** Expand civic attractions in the Lloyd District to complement the district's tourism, regional attractions and growing residential character. Examples of attractions could include a convention hotel and centers for arts, culture, history or science.

4. **Innovation: Sustainable District.** Promote the Lloyd District as a center for innovation and application of sustainable business and development practices, foster job creation in sustainable industries and encourage the incorporation of green technology and practices into businesses and development.

2035 Performance Target: Jobs

Add 10,000 new jobs within the Lloyd District.

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

Implementation Actions: Lloyd District – Regional Center: Economy and Innovation

#	Action	Timeline				Implementers (lead in **bold**
		CC2035 (2015)	2 - 5 Years	6 – 20 Years	Ongoing	
RC1*	Adjust the Lloyd District and Lower Albina boundaries to include the PPS Blanchard site and adjacent properties to the south and east within the Lloyd District.	X				**BPS**
RC2*	Rezone the PPS Blanchard site and adjacent properties to the east from IG1 to EXd and CXd to encourage future redevelopment. Require a master plan process as part of redevelopment to address street and pedestrian connectivity, open space, views, and the transition to adjacent industrial uses.	X				**BPS**
RC3*	Adjust and increase maximum allowed heights to support high density development and encourage the provision of public amenities, and desired uses in the following areas: ▪ N. Broadway near the Broadway Bridgehead ▪ Riverfront ("Thunderbird" site) ▪ Central Lloyd area	X				**BPS**

Implementation Actions: Lloyd District – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in **bold**
		CC2035 (2015)	2 - 5 Years	6 – 20 Years	Ongoing	
RC4*	Adjust regulations and incentives to encourage new development that supports the Convention Center such as new or expanded hotel development, retail and other services on adjacent blocks.	X				**BPS**, PDC
RC5	Develop a strategy to promote the development of new hotels and the improvement of existing hotels in the vicinity of the Oregon Convention Center.		X			**Metro**, PDC, City, Private
RC6	Pursue development on publically owned sites in and around the Rose Quarter through public-private partnerships.				X	**City**, Private
RC7	Market the Lloyd District as a leader in sustainable development and business practices.				X	**EcoDistrict**, PDC, BPS, Private
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Existing Development in the N/NE Quadrant



Housing and Neighborhoods

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

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

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

Development of housing affordable to low and middle income households within the Lloyd District is a priority given that access to a complete neighborhood reduces household transportation costs and provides access to public and private amenities crucial to economic mobility.

Possible Future Development in the N/NE Quadrant



This rendering illustrates a possible development scenario meeting targets for 5,000 new housing units and 10,000 new jobs in the Lloyd District.

There are currently very limited public resources to fund housing projects. It will be necessary to develop new tools to meet goals for affordable housing in the Lloyd District and citywide. It is also important to provide a diverse range of housing types and sizes within the district, including housing suitable for workforce, seniors, special needs and families.



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

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

Policies

1. **Housing Development.** Encourage the development of new housing especially in "housing emphasis areas". Through greater concentration of housing the district can foster a sense of community and support efficient provision of residential amenities and services.

2. **Housing Diversity and Preservation.** Encourage the development and preservation of a housing supply of unit types and sizes that meets the needs of people of all incomes, ages, household sizes and special needs. Include development of affordable housing as a way to ensure income diversity, meet citywide housing needs and help mitigate the potential for displacement due to rising housing prices in the district and in adjacent neighborhoods.

3. **Complete Neighborhood.** Foster development of a complete neighborhood with amenities and services that residents need to meet their daily needs, including access to parks and open space, grocery stores, neighborhood businesses, daycare and schools.

4. **Successful Neighborhood Business Districts.** Support and expand local main street business areas within the Lloyd District and in adjacent neighborhoods. Cluster a diverse mix of neighborhood scale businesses within the NE Broadway Business District and on new district retail/commercial streets as a means of concentrating activity and promoting successful retail districts.

5. **Community Building.** Encourage public spaces, pubic art and activities that celebrate the history of the district and that help build a community in the Lloyd District and with surrounding neighborhoods.

6. **Historic and Cultural Resources.** Preserve, rehabilitate and celebrate historic and culturally significant structures and places in the Lloyd District.

7. **Displacement.** Support existing residents and businesses within the Lloyd District and in adjacent neighborhoods that are at risk for involuntary displacement.

2035 Performance Targets

Housing

Develop 5,000 new housing units and reduce the jobs to housing ratio to 5 to 1 within the Lloyd District. Seek to provide a full range of housing types and affordability options, including 50 percent of new units affordable to households with incomes below the median family income (MFI) of the city, distributed across affordability levels.

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

Complete Neighborhood

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

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

Table 3: Lloyd District Proximity to Parks and Grocery Stores (2012 estimate based on GIS analysis)

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

Implementation Actions: Lloyd District – Housing and Neighborhoods

#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 - 20 Years	Ongoing	
HN1*	Develop regulatory tools to encourage housing development and the inclusion of affordable housing. Focus on housing emphasis areas (see subarea character diagram).	X				**BPS**, PHB, BDS

Implementation Actions: Lloyd District – Housing and Neighborhoods						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 - 20 Years	Ongoing	
HN2*	Rezone the area of RXd zoning in Central Lloyd to CXd to provide flexibility and encourage investment. Apply housing incentives described in HN1 to this area.	X				**BPS**
HN3	Develop affordable rental housing through investment of TIF Set Aside funds and other PHB programs. Possible tools include: Limited Tax Exemption program, System Development Charge Exemption Program.		X			**PHB**
HN4	Improve the function and safety of Holladay Park through programming that increases its use and CPTED (Crime Prevention Through Environmental Design) improvements.		X			**PPR**, BID, Private
HN5	Identify sites for community building activities and pursue projects and activities that support community building, such as weekend markets, cultural programming in parks and public art.		X			**LDCA**, TMA, EcoDistrict City
HN6	Support connections between district employers and employee housing within the district through employer-assisted housing programs and coordinated mixed-use development, particularly employer-assisted housing for service-level workers employed within the district.		X			**PHB**, Private
HN7	Monitor residential population growth and the related school needs of the district. Encourage space for early education programs in new development.				X	**PPS**, Private
HN8	Address potential displacement of residents and businesses in the Lloyd District and in adjacent at risk neighborhoods, such as Eliot, through citywide programs developed as part of the Comprehensive Plan. Potential programs include housing and small business assistance programs targeted for areas at risk for displacement.				X	**BPS,** PHB, PDC, POE
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Transportation



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

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

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

Policies

1. **Strategic Investments.** Invest in transportation infrastructure to improve safety, convenience and operational efficiency for all modes by strengthening connectivity and access for trips to, through and within the Lloyd District, and by creating special places for workers, residents, neighbors, shoppers and visitors.

2. **Active transportation.** Encourage walking, bicycling and using transit as a way to increase transportation access and choice, enhance livability and reduce the per capita carbon footprint in the district.

3. **Transportation Demand Management.** Foster the development of business and property owner-supported programs, incentives and activities that encourage employees and residents to use walking, cycling, car-sharing, carpool and transit.

4. **Transit**. Strengthen the role of transit in the Lloyd District by working with TriMet to increase the frequency, reliability and safety of the light rail, bus and streetcar services.

5. **Parking.**

   a. Off-Street. Strengthen the role of parking management to leverage high-density mixed-use development, enhance livability and reduce reliance on single occupancy automobile trips, while supporting development of more parking options for retail-focused streets.

   b. On-Street. Preserve and enhance on-street parking assets to support ground floor commercial, retail and service based business.

6. **Streetscape.** Improve the pedestrian experience by integrating high-density mixed uses, urban greenery, and pedestrian amenities into the Lloyd District's streetscape.

7. **Connectivity**. Increase the number of connections across barriers in the district, including major arterials, large blocks, freeways, rail lines, and natural features, and with adjacent neighborhoods.

8. **Transportation System Management.** Manage access and circulation to reduce traffic speeds and provide for safe crossings, while balancing the need for vehicle and freight access to and within the Lloyd District.

9. **Regional Attractions.** Provide access and circulation to and from the Lloyd District that attracts and supports regional development, shopping and tourism. Promote the use of transit to access the area, including light rail, streetcar, bus, and a potential water taxi service.

2035 Performance Target: Mode Split

At least 75 percent of commute trips to and from the district are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

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

Implementation Actions: Lloyd District – Transportation

#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 - 20 Years	Ongoing	
TR1	Explore ways to adopt the Street and Development Character concept, including three street types: retail/commercial, boulevard and flexible/pathways. This may include updates to the Transportation System Plan Street Design Classifications.	X				**PBOT**
TR2*	Develop and revise parking management strategies.		X			**PBOT**, TMA, Private

Implementation Actions: Lloyd District – Transportation						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 - 20 Years	Ongoing	
TR3	Update the *Lloyd District Standard Plans and Details within the Right-of-Way* document to implement the Street and Development Character Concept for the district (see Appendix A, Map A3).		X			**PBOT**, BPS, BES, PPR/UF, PWB
TR4	Study and install additional signalized pedestrian crossings, on-street parking, and reduced speed traffic progression on Martin Luther King, Jr. Blvd. and Grand Avenue.		X			**PBOT**, TMA
TR5	Implement streetscape and circulation changes for Multnomah Street to facilitate a "retail/commercial street" environment.		X			**TMA**, PBOT
TR6	Review the 1996 *Broadway-Weidler Corridor Plan* to identify any needed updates to implement the N/NE Quadrant Plan, as well as the stretch of the corridor east of 16th to the Hollywood area. Implement the plan emphasizing pedestrian safety projects, installation of traffic signals and maintenance of parking supply.		X			**PBOT**
TR7	Install electric vehicle charging stations in the Lloyd District.		X			**PBOT**, PDC
TR8*	Implement the I-5 Broadway/Weidler Interchange Plan improvements.		X			**ODOT**, PBOT
TR9*	Implement a 7th Ave pedestrian/bike bridge over I-84 connecting to either 7th or 8th in the Central Eastside.			X		**PBOT**, ODOT
TR10*	Develop a strategy for the Clackamas Flexible Street and private development extending from the Rose Quarter to NE 9th Avenue via a new pedestrian/bicycle bridge over I-5.			X		**PBOT**, BPS, PDC, ODOT, EcoDistrict, Private
TR11	Implement the Sullivan's Gulch Trail Concept Plan per City Council Resolution No. 36947 (see also North Banfield Portal action NB3).			X		**PPR, PBOT**, ODOT, UPRR, Private
TR12	Study the feasibility of adding a new light rail station on the Yellow line near Dixon to serve the N Broadway area and PPS Blanchard site.			X		**TriMet**, PBOT, BPS

Implementation Actions: Lloyd District – Transportation						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 - 20 Years	Ongoing	
TR13*	Work with property owners to confirm the benefits and feasibility of straightening the "s-curve" in the Union Pacific rail tracks for freight and passenger rail operations. Options pursued should prioritize maintaining the development potential of the "Thunderbird" site. See action UD8.			X		**ODOT**, UPRR, Private, BPS
TR14*	Work with TriMet to improve the Steel Bridgehead and Rose Quarter Transit Center area to improve transit, local circulation, access to the Eastbank Esplande, and development opportunities			X		**TriMet**, TMA, PBOT, BPS, Private
TR15	Explore water transportation options, including a Willamette River water taxi, and investigate the feasibility of a landing in the Lloyd District. Such a landing should include a safe and direct pedestrian connection to the Convention Center and the Rose Quarter.			X		**OHWR**, PBOT, BPS, PPR, Private
TR16	Expand the Central City wayfinding system in the Lloyd District to include river destinations and other local and regional attractions, as opportunities arise to add or replace signage.				X	**OHWR**, PBOT, PPR, Private
TR17	Continue City of Portland partnership with the Lloyd Transportation Management Association (TMA) to encourage workers and residents to use transit and active transportation modes.				X	**PBOT**, TMA
TR18	Complete the North Portland Greenway Feasibility Study (see also EN2, Update of the Willamette Greenway Plan).	X				**PPR**, PBOT
TR19	Study and implement near term bicycle and pedestrian safety enhancements in the vicinity of the "box," especially along Broadway and Weidler, that address identified safety needs and advance the long range plan.	X				**PBOT,** ODOT
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Urban Design

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

The large blocks in the Lloyd District are part of a distinctive urban pattern that allows for larger buildings and unique public spaces including courtyards, plazas and parks. These open spaces will be linked by a system of pathways, multi-use trails and quiet streets that are enhanced with vegetation and together create a set of lower stress and quieter routes, and an alternative to the busy arterials through the district. New low stress connections across freeways to the west and south will strengthen connections to the rejuvenated Rose Quarter, the PPS Blanchard site, the Willamette River and the Central Eastside.



A desire for better access and connections to the river were expressed throughout the planning process. Connections to the river can be achieved visually, through views or a trail along the river, or physically through direct access via a trail, steps or dock. Both types of access are desired, however direct access will be difficult due to limited availability of riverfront property and the location of the Union Pacific train tracks along the river bank. There are only two riverfront sites in the Lloyd District. The Dreyfus grain terminal is a long-established industrial business that is expected to continue operation for the foreseeable future. Opportunities for open space and potential river access may exist on the vacant “Thunderbird” site. See additional discussion of the Thunderbird site under Lloyd actions UD8 and TR13.

The Lloyd District includes a number of entry points or “gateway” locations, such as the Broadway and Steel Bridgeheads, the Lloyd Center station area and the crossroads intersection of MLK/Grand and Broadway/Weidler. An update to the Lloyd District’s design guidelines will describe more clearly the City’s intentions for the desired experience at each gateway, and how new development can support the targeted character. While many of the gateways will be reinforced by buildings that are taller than the surrounding context to emphasize the civic significance of these places, others may feature special landscaping or trees, unique works of public art, and/or combinations of the above (see Lloyd action UD6).

At its edges, the scale of new development in the Lloyd District will provide a transition to established lower density neighborhoods and historic districts by providing a “step down” to adjacent neighborhoods and by considering the form and pattern of existing development in the review of new development proposals.

Policies

1. **Diverse and Distinctive Urban Places**. Focus more intense development in the Central Lloyd area and Rose Quarter while enriching the entire district through strengthening the distinct character of the existing Lloyd District subareas.

2. **Better Connected District**

   a. **More Seamless Connections.** Improve the character of connections across transportation barriers in the district - freeways, major arterials and rail facilities.

   b. **Variety in Street Character.** Expand the diversity of street character in the Lloyd district, distinguishing three major types: retail/commercial, boulevard and flexible/pathways.

3. **Large Blocks.** Take advantage of the unique opportunity for dense, large site development made possible by the large blocks found in the Lloyd District. Integrate this development into the surrounding blocks through well designed internal green spaces and pedestrian connections.

4. **Open Space.** Develop a signature sequence of open spaces, linked through a pedestrian wayfinding system, that serves the Central Lloyd area, becomes a primary organizing structure for new development, and offers a diversity of character, experiences, and recreational functions for district residents, workers and visitors.

5. **Riverfront Development.** Encourage development along the Willamette River that activates the riverfront, better connects the riverfront to the rest of the district and surrounding neighborhoods, improves visual and physical access to the river, and enhances natural resources.

6. **Pedestrian-Oriented Development.** Discourage new automobile-oriented uses and encourage the eventual redevelopment of drive-throughs and large surface parking lots with development that is oriented to the street and enhances the pedestrian environment.

7. **Transition to Adjacent Neighborhoods.** Provide sensitive transitions in the scale and pattern of development between higher density development encouraged in the Lloyd District and adjacent lower density neighborhoods and historic districts.

2035 Performance Target: Active Street Edges

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

Current Conditions

Table 4: Central City Groundfloor Edge Conditions (2011 estimate based on BPS inventory)

	Lloyd District	River District	Downtown
% of street frontage with buildings oriented to street*	22%	51%	55%

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

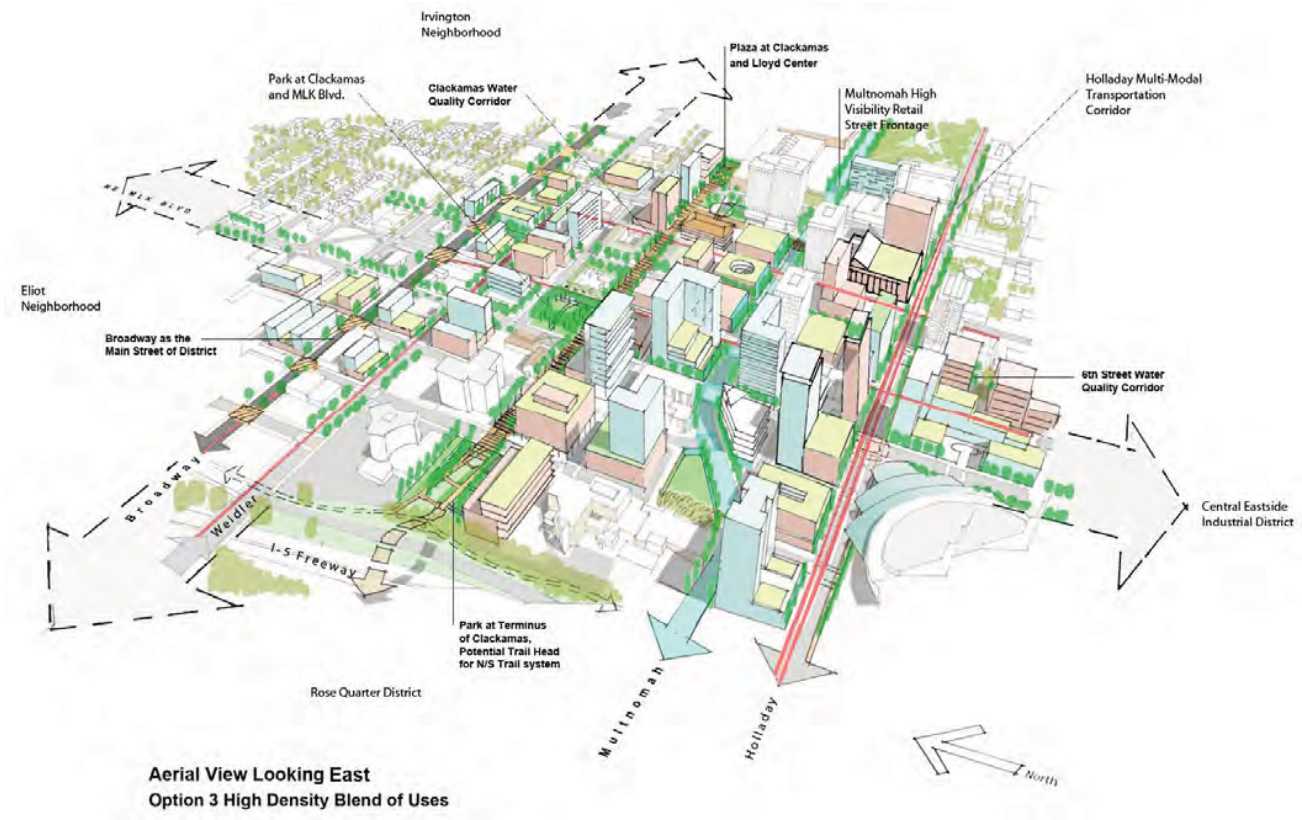
Map 4: Ground Floor Street Edge Conditions



Implementation Actions: Lloyd District – Urban Design						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 - 20 Years	Ongoing	
UD1	Update Title 33 Zoning Code development regulations and maps to implement the district concept. Potential regulations to be amended include: heights, active ground floor building uses, required building lines, drive-through limitations, and auto access restrictions related to street car.	X				**BPS**
UD2*	Revise height regulations along Broadway on the Eliot and Irvington neighorhood edges to provide a step down from taller heights allowed in the rest of the Lloyd District.	X				**BPS**
UD3	Develop regulatory tools to encourage the provision of open space, including public open space, publicly-accessible private open space on large blocks, and multifunctional private courtyard spaces with new high density residential development. Possible tools include: height/FAR bonus incentives, superblock regulations, and master plan requirements.	X				**BPS**, BDS, PPR

Implementation Actions: Lloyd District – Urban Design						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 - 20 Years	Ongoing	
UD4	Evaluate existing view designations and potential new view designations in the Lloyd District as part of a Central City-wide analysis of scenic resources. Existing Lloyd District view corridors to be examined for potential changes include the views of downtown from the 12th Ave bridge and from Lillis Albina park.	X				**BPS**
UD5	Explore development of an implementation plan for establishing public parks, plazas and open spaces consistent with the district concept diagram and policies. Seek to time the development of the signature open space system on or near Clackamas concurrent with significant residential development in the district as they are proposed. If implementation of the parks plan will require new regulatory or incentive tools, BPS or another agency will lead the implementation plan process.		X			**PPR, BPS**, PDC
UD6*	Update the Lloyd District's 1991 design guidelines: *Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan* to reflect the district concept.		X			**BPS**, BDS, BES, PBOT, PDC
UD7	Create and promote a strategy to activate public open space, rights-of-way and surface parking lots during off hours to bring in new people, interests and energy to the district.		X			**LDCA**, EcoDistrict, TMA, Private, PPR, PBOT, BPS, PDC
UD8*	Work with the property owner/developer of the "Thunderbird" site to craft a development agreement that incorporates public open space and the greenway trail on the riverfront. See related action TR13.		X			**BPS,** PPR, BPS, OHWR, ODOT, Private
UD9	Enhance the pedestrian and cycling environment under the I-5 Freeway at NE Lloyd Blvd and Multnomah, Holladay and Oregon Streets.			X		**PBOT**, TriMet, ODOT, TMA

Implementation Actions: Lloyd District – Urban Design						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 - 20 Years	Ongoing	
UD10	Recommend that the existing 75' height limit between NE Schuyler and NE Hancock and NE 7th and NE 16th in the Irvington Historic District be reduced to 45' as part of the Comprehensive Plan update process. The height limit change is in response to the creation of the Irvington Historic District in 2010 and the policy need to retain multi-family housing potential in this corridor.		X			**BPS**
UD11	Work with property owners and developers to further the development of NE 7th and NE Multnomah as district retail/commercial streets.				X	**BPS**, PDC
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						



Conceptual rendering illustrating possible development, including high density development in Central Lloyd, green features and open space on the Clackamas flexible street and a better defined street hierarchy.

Environment

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

A key component to realizing the goals for improving environmental conditions in the district will be to better use space within public rights-of-way for sustainable stormwater strategies and increased tree canopy that absorb and clean water, provide habitat for birds and pollinators, and provide shade. Boulevards, flexible streets and water quality/tree canopy corridors have been identified to provide this function. Opportunities to enhance existing natural resources and improve habitat have also been identified within Sullivan's Gulch and along the Willamette River bank. Individual projects are also encouraged to incorporate green features, such as ecoroofs and energy efficiency. More detailed policies and implementation tools related to the Willamette River and Sullivan's Gulch will be developed in the next phase of CC2035 process that includes the update of the Willamette Greenway Plan and analysis of central city natural resource protection options (see Lloyd actions EN1 and EN2).

This plan embraces the formation of the Lloyd EcoDistrict and supports its goals for restorative development. To this end, the green systems concept developed as part of the planning process is considered a starting place that will be refined and added to as the EcoDistrict priorities are developed in the coming years.

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

Policies

1. **Sustainable District.** Promote innovation and leadership in the Lloyd District in the areas of sustainable and restorative development, energy efficiency, water conservation, waste reduction and climate adaptation. Support partnerships that facilitate district-wide strategies.

2. **Green Infrastructure and Tree Canopy**. Increase tree canopy and the use of vegetated stormwater facilities in Lloyd District rights-of-way particularly on designated "boulevards", "flexible streets" and "tree canopy/water quality corridors". Encourage the use of bird and habitat-friendly building design and green elements on development sites, including ecoroofs and other vegetated stormwater approaches, roof gardens, landscaped setbacks and courtyards, living walls, and native vegetation.

3. **Green Buildings and Energy**. Encourage the development of high performance buildings, renewable energy systems, district energy, and energy efficiency retrofits.

4. **Willamette River Resources.** Protect and enhance natural resources along the banks of the Willamette River to improve habitat and watershed health, while also meeting Citywide goals and policies regarding recreation, views, access to the river, and riverfront development.

5. **Sullivan's Gulch.** Protect and enhance natural resources within Sullivan's Gulch to improve its function as a habitat corridor, reduce the risk of wildfire and landslide, and maintain and enhance views, while providing flexibility to incorporate a recreation trail.

2035 Performance Target: Tree Canopy

Plant or preserve trees, where appropriate, within the Lloyd District sufficient to achieve 18 percent canopy coverage once the trees mature.

Current Conditions
The current tree canopy coverage in the Lloyd District is ten percent. To achieve 18 percent coverage, approximately 30 additional acres of canopy would need to be added through tree planting and growth of existing trees.

Implementation Actions: Lloyd District – Environment

#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 - 20 Years	Ongoing	
EN1*	Evaluate natural resource protection and management options for Sullivan's Gulch and the Willamette River bank as part of the Central City-wide natural resource analysis.	X				**BPS**, BES, OHWR, PPR
EN2*	Update the Willamette Greenway Plan for the Lloyd District as part of the River Plan / Central Reach process, building on concepts outlined in the N/NE Quadrant Plan and the North Portland Greenway Feasibility Study.	X				**BPS**, BES, OHWR, PPR, PDC, Federal, State and Regional agencies, UPRR, Private

Implementation Actions: Lloyd District – Environment						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 - 20 Years	Ongoing	
EN3	Explore approaches to improve the environmental performance of the district. Possible tools include technical assistance and incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, connections to district energy, and reduced nighttime lighting. Seattle's "Green Factor" is an example of flexible regulations geared toward green infrastructure.		X			**BPS**, BDS, BES, EcoDistrict
EN4	Investigate opportunities for serving the PPS Blanchard site with district energy.		X			**PDC**, BPS, PPS
EN5	Design and implement a water quality/tree canopy corridor strategy for the Lloyd District. The strategy should evaluate streets initially identified in the concept for feasibility and potentially add additional streets where opportunities are identified.			X		**BES**, PBOT, BPS, PPR/UF, PDC, OHWR, PWB
EN6	Develop and implement a tree planting strategy for the Lloyd District. The strategy should identify available planting locations including streets and underutilized space within public rights-of-way and could result in fine tuning the tree canopy target for the district.			X		**BES, BPS**, PPR/UF, BES, BPS, PBOT, PWB, Private
EN7	[Action deleted: incorporated into EN5 and EN6.]					
EN8	Develop a management strategy addressing multiple objectives for the Sullivan's Gulch natural resource area, including re-vegetation, trail development, environmental education, special habitat area and maintenance.		X			**BES**, PBOT, PPR, OHWR, BPS, ODOT, Private
EN9	Continue to support the Lloyd EcoDistrict work program.				X	**EcoDistrict**, City
EN10	Coordinate capital improvements and "green systems" planning with the work of the Lloyd EcoDistrict.				X	**City**, EcoDistrict

Implementation Actions: Lloyd District – Environment						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 - 20 Years	Ongoing	
EN11*	Design infrastructure, such as the proposed Clackamas I-5 overcrossing and street improvements to accommodate district energy infrastructure where appropriate.				X	**PBOT**, ODOT, PDC
EN12	Use green infrastructure measures to improve the water quality of stormwater discharged to the Willamette River and to reduce the risk of sewer backups into basements.				X	**BES**, PBOT, Private
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						





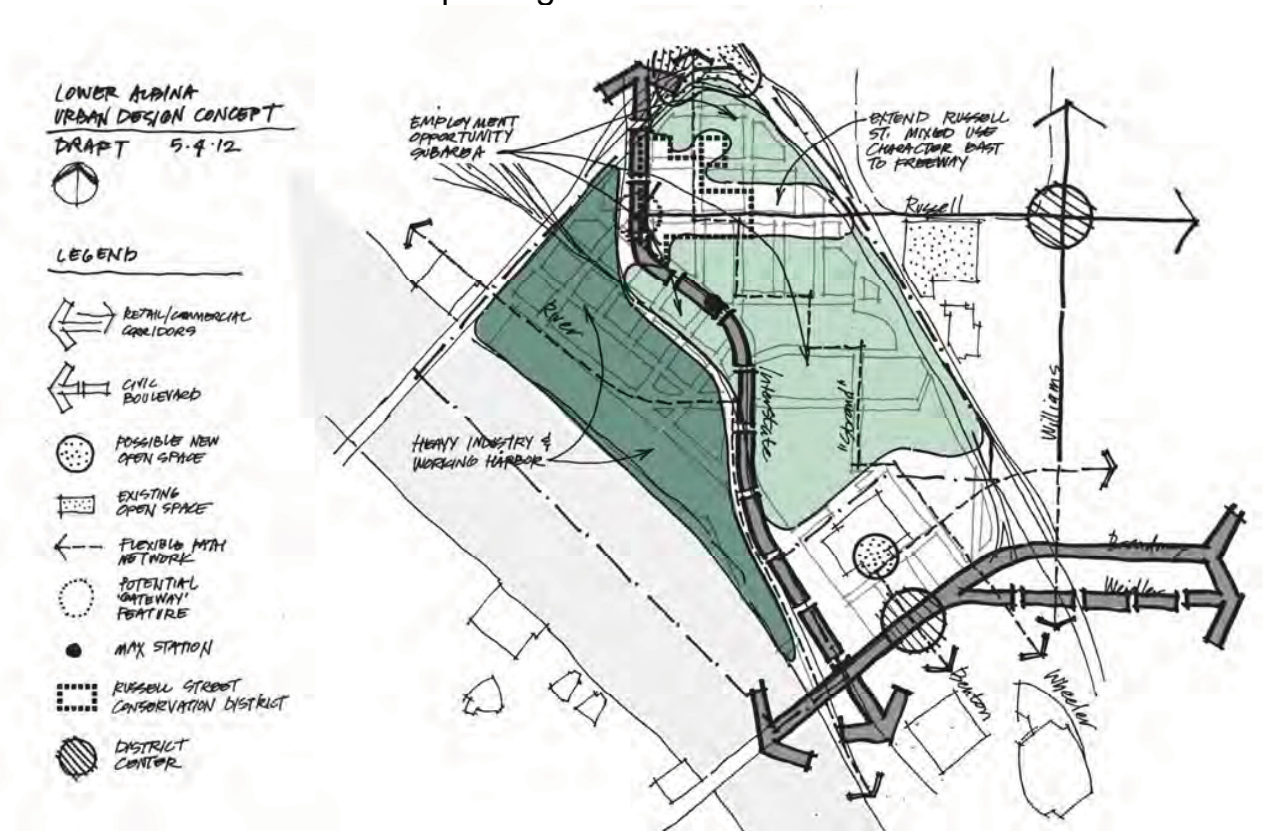


Lower Albina

District Goal

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

Lower Albina District Concept Diagram



Key Elements of the Concept

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

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

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

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

- **Retail/Commercial Corridors**. These corridors are generally busy streets with high visibility for motor vehicles, transit, bikes and pedestrians. They should generally have consistent ground level retail storefronts. In Lower Albina, Russell Street is designated a "neighborhood" retail/commercial street because of its smaller scale. Russell Street connects with the Williams retail/commercial street at the historic neighborhood center at the intersection of Russell and Williams.

- **Boulevards**. These corridors are often busy streets that offer a more landscaped, green character, with fewer retail storefronts than the retail/commercial type. In Lower Albina, Interstate Avenue is designated as a "civic" boulevard because it makes connections to North Portland.

- **Flexible Network**. These streets and spaces make up a system of local, pedestrian-friendly connections through the district that offer quieter, "low-stress" experiences distinctly different from the busier streets serving the area. In Lower Albina, "the Strand" is designated as a flexible street connection that meanders through the district. The North Portland Greenway Trail would also pass through the district. Local streets within the flexible network would continue to meet the access needs of local residents, businesses and industry.

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









District Policies and Implementation Actions

Regional Center: Industrial and Employment Sanctuary

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



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

Policies

1. **Working Harbor.** Protect the Lower Albina working harbor and support river-dependant uses.

2. **Industry and Employment**. Increase economic opportunities, living-wage jobs and employment density by preserving existing industrial land uses and diversifying the range of employment activities allowed in the area east of the Union Pacific railroad and near the MAX station.

3. **Incubator**. Support existing businesses and foster the district as an industrial and employment incubator.

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

2035 Performance Target: Jobs

Add 1,000 new jobs within Lower Albina.

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

Implementation Actions: Lower Albina – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 - 20 Years	Ongoing	
RC1*	Adjust the Lower Albina subdistrict boundary to exclude the PPS Blanchard site and adjacent properties to the south and east, placing them within the Lloyd District.	X				**BPS**
RC2*	Rezone properties east of the Russell St. Conservation District fronting Russell Street from IG1d to EXd. Set max FAR at 3:1 and maximum height at 50'. Prohibit housing in this area.	X				**BPS**
RC3*	Apply zoning provisions to IG1-zoned properties east of the Union Pacific railroad alignment that allow certain compatible office-like uses, similar to the Employment Opportunity Subarea regulations in the Central Eastside. Implementation of the Employment Opportunity Subarea regulations is contingent on developing a Lower Albina parking strategy that explores off-street parking facilities for workers and visitors and on-street parking strategies.	X				**BPS,** PDC, PBOT, Private
RC4	Identify potential brownfield sites and identify clean-up and redevelopment strategies to bring them back into economic use.		X			**BPS**, PDC, BES, Private
RC5	Assist small businesses and property owners through storefront grants, Development Opportunity Services grants, loans for tenant improvements, start-up and equipment, and other programs.				X	**PDC**
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Transportation

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



Policies

1. **Freight System**. Prioritize freight movement and access while maintaining and improving the safety, efficiency and convenience of the transportation system for all modes.

2. **Multi-Modal Connectivity**. Improve connectivity through the district and strengthen connections to adjacent districts, including the Rose Quarter, the Vancouver/Williams Corridor and Mississippi Avenue. Improve pedestrian connections to Interstate MAX and bus service to enhance access to employment opportunities in the area.

3. **Rail and Marine**. Preserve rail and inter-modal access to the Albina Rail Yards, marine freight facilities and local industries.

4. **Freeway Access**. Maintain or improve access from industrial areas to the regional freeway system.

5. **Strategic Investments.** Encourage business creation, growth, and innovation through strategic public and private partnership investments in multi-modal transportation and parking infrastructure.

2035 Performance Target: Mode Split

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

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

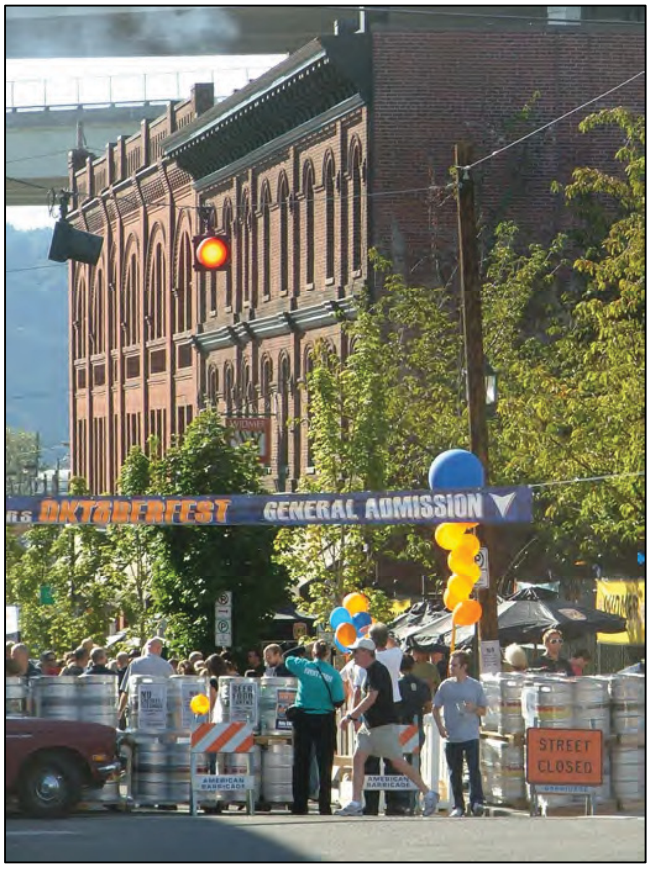
Implementation Actions: Lower Albina – Transportation

#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 - 20 Years	Ongoing	
TR1	Explore ways to adopt the Street and Development Character concept, including three street types: retail/commercial, boulevard and flexible/pathways. This may include updates to the Transportation System Plan Street Design Classifications.	X				**PBOT**, BPS
TR2	Complete the North Portland Greenway Feasibility Study.	X				**PPR**, PBOT,
TR3	Study options for the Larrabee Street ramp that would preserve auto, bicycle and freight access while accommodating the Greenway Trail and pedestrian and bicycle access to the district and river.		X			**PBOT**, PPR
TR4*	Develop a street design plan for the "the Strand" and alternative routes to provide a lower stress connection between N. Russell Street and the Rose Quarter.		X			**PBOT**, BPS
TR5	Rebuild N River Street from the Tillamook overpass to Essex Street.			X		**PBOT**
TR6	Study the need for pedestrian improvements to facilitate employee access to transit on Russell, Interstate and Broadway/Weidler.			X		**PBOT**, TriMet
TR7	Enhance and maintain streets in working condition to facilitate access and circulation in the district.				X	**PBOT**
TR8*	Implement the I-5 Broadway/Weidler Interchange Plan Improvements, including the proposed Hancock overcrossing, to improve regional and local freight access.			X		**ODOT**, PBOT

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

Urban Design

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



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

Policies

1. **Historic and Cultural Resources**. Preserve, rehabilitate and celebrate historic structures in Lower Albina, including those in the Russell Street Conservation District and culturally significant African-American resources identified in the Cornerstones of Community inventory.

2. **Russell Street**. Strengthen the character of Russell Street and reestablish the historic connection between Lower Albina and the Vancouver/Williams Corridor by encouraging new mixed uses, rehabilitated buildings and a nighttime orientation.

3. **Industrial Character**. Preserve and enhance the industrial character and functionality of the Lower Albina industrial area.

Implementation Actions: Lower Albina – Urban Design						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 - 20 Years	Ongoing	
UD1*	Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.		X			**AHC**, BPS
UD2*	Improve the design review approval criteria used for development proposals within the Russell Street Conservation District and design overlay zone within Lower Albina.		X			**BPS**, BDS
UD3	Improve the character and activate the area under the Fremont Bridge ramps. Consider active recreation, public art, sustainable landscaping and stormwater management, and improved parking facilities.			X		**City**, ODOT
UD4	Improve the character of N Russell under the I-5 freeway. Consider lighting improvements, public art, sustainable landscaping and stormwater management, and screening of adjacent publically-owned storage yards.			X		**PBOT**, ODOT
UD5*	Encourage and assist Lower Albina property owners to nominate their historic properties for designation as landmarks.				X	**BPS**, AHC, SHPO, Eliot NA
UD6	Improve the appearance of publically-owned storage yards located under and adjacent to the I-5 and I-405 freeways.		X			**PBOT**, ODOT
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Environment

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

Policies

1. **Willamette River Resources.** Support the natural resource protection and enhancement objectives of the River Plan / North Reach, where they apply to Lower Albina.

2. **Sustainable Design**. Encourage sustainable design in public infrastructure and industrial buildings, including green roofs, stormwater management strategies, tree canopy, habitat-friendly design, energy efficiency improvements, and alternative energy generation.

2035 Performance Target: Tree Canopy

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

Current Conditions
The current tree canopy coverage in Lower Albina is six percent. To achieve ten percent coverage, approximately seven additional acres of canopy would need to be added through tree planting and growth of existing trees.

Implementation Actions: Lower Albina – Environment						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 - 20 Years	Ongoing	
EN1	Update the Willamette Greenway Plan for Lower Albina, building on concepts from the North Portland Greenway Feasibility Study and provisions contained in the River Plan / North Reach, once a final court decision is made. The update will address habitat, mitigation sites, trails and access, and river dependent and river related development.	X				**BPS** BES, BDS, OHWR, PPR, PBOT, PDC, Federal, State and Regional agencies, Private

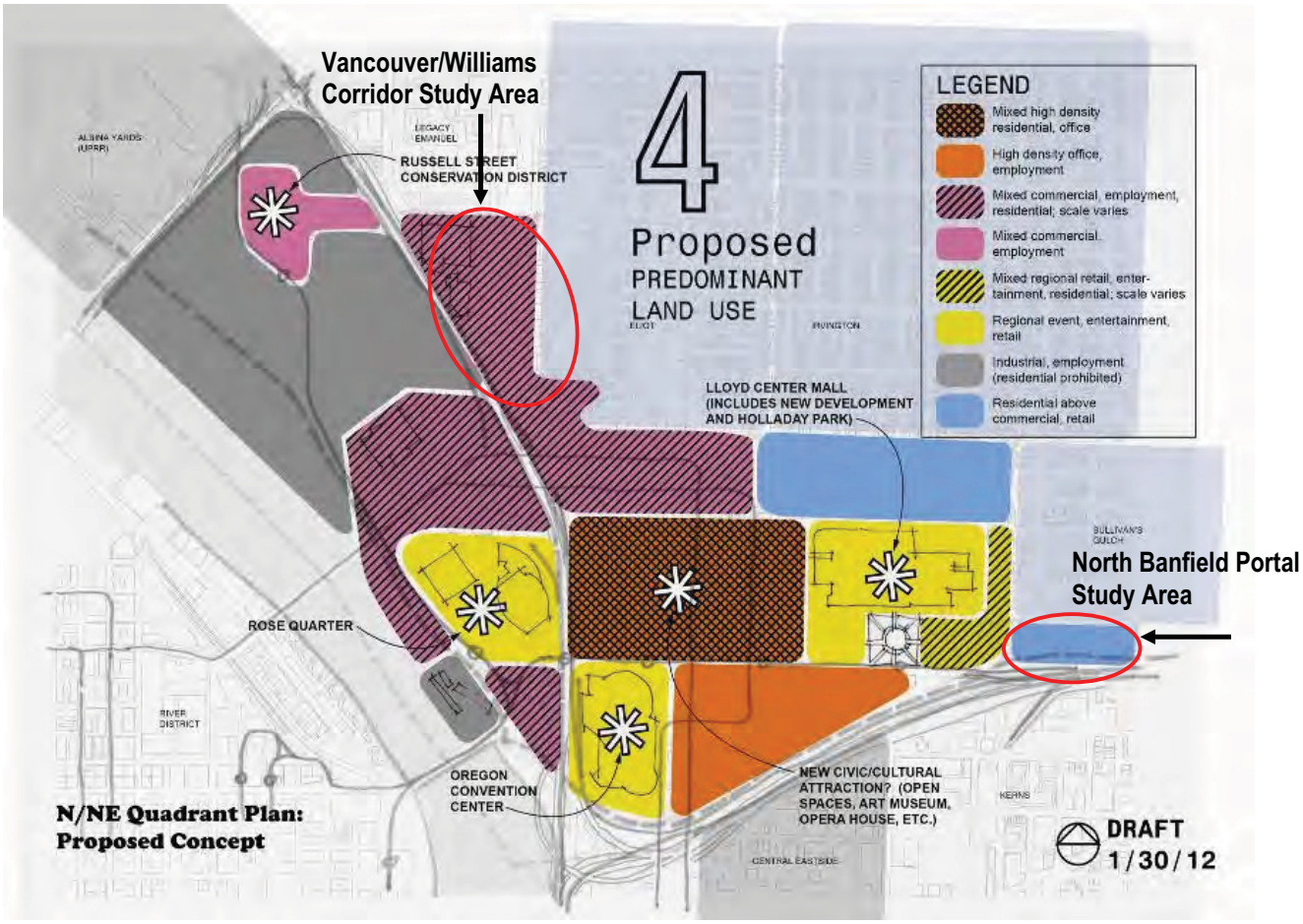
Implementation Actions: Lower Albina – Environment						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 - 20 Years	Ongoing	
EN2	Develop and implement a strategy to install trees and sustainable stormwater facilities to existing streets and underutilized space within rights-of-way (e.g. freeway ROW, Broadway bridgehead, west end of Russell Street). Ensure improvements do not compromise operations for industrial businesses.			X		**BES**, PPR/UF, PBOT, PWB, ODOT, Private
EN3	Explore approaches to improve the environmental performance of the industrial district. Possible tools include incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, and connections to district energy.			X		**BPS**, BDS, BES
EN4	Target outreach to industrial businesses regarding sustainable business practices.				X	**BPS**
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						



Study Areas

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

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



North Banfield Portal

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

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

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

Implementation Actions: North Banfield Portal

#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 – 20 Years	Ongoing	
NB1*	Apply CXd zoning to the sites south of Multnomah St. and west of NE 21st Ave. Existing environmental conservation (c) overlay zoning will remain.	X				**BPS**
NB2*	Evaluate natural resource protection and management options for Sullivan's Gulch as part of the Central City-wide natural resource analysis.	X				**BPS**, BES
NB3	Implement the Sullivan's Gulch Trail Concept Plan per City Council Resolution No. 36947 (see also Lloyd action TR11).			X		**PPR, PBOT**, ODOT, UPRR, Private

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

Vancouver/Williams Corridor

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

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

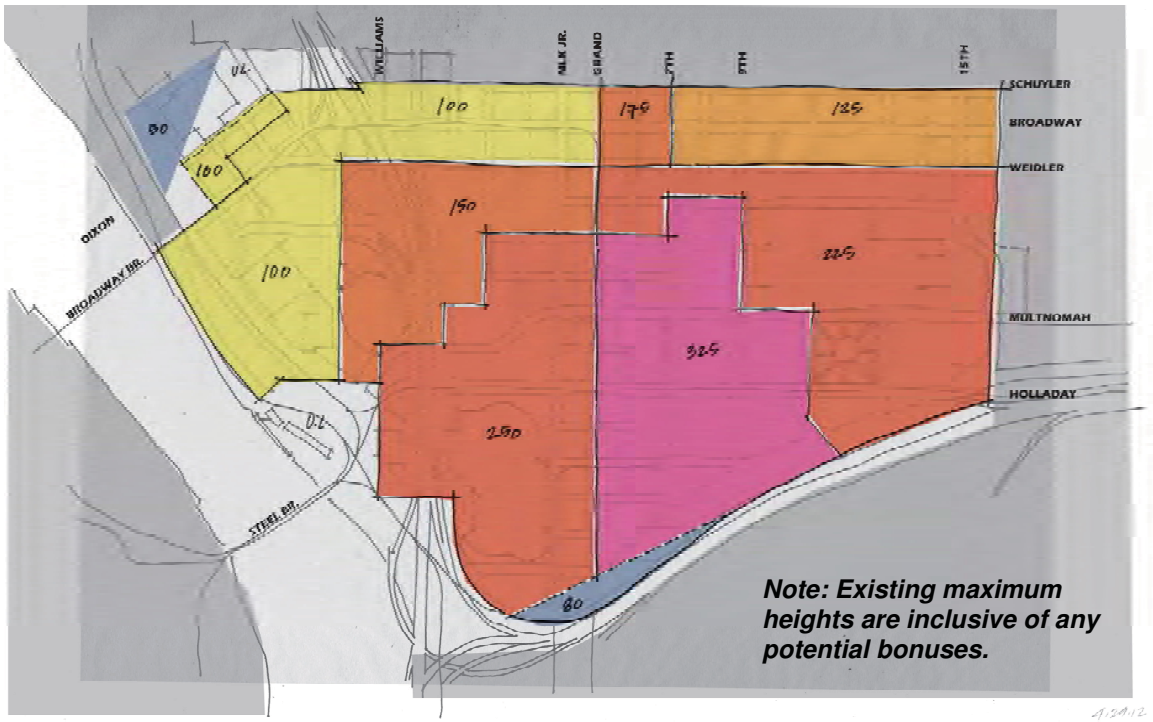
Implementation Actions: *Vancouver/Williams Corridor*

#	Action	Timeline				Implementer (lead in **bold)**
		CC2035 (2015)	2 - 5 Years	6 - 20 Years	Ongoing	
VW1*	Rezone portions of 4 blocks between I-5 and N Williams from RH to EXd.	X				**BPS**
VW2*	Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.		X			**AHC**, BPS
VW3	Ensure that any reconfiguration of surface streets in conjunction with I-5 freeway improvements maintain and enhance connectivity of the surface street system between and within the N/NE Quadrant and the Eliot neighborhood and prevents traffic impacts on the Eliot neighborhood.			X		**ODOT**, PBOT, BPS

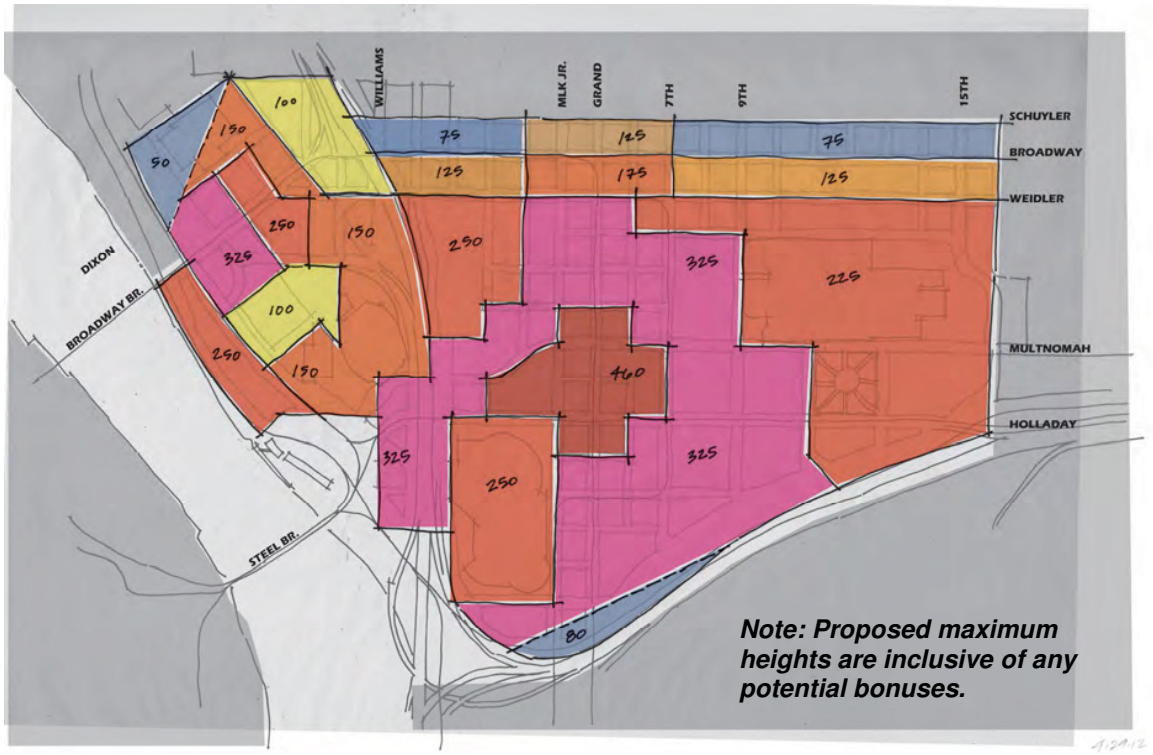
*Additional details for selected action items are included in Appendix B, Implementation Action Details.

APPENDIX A: ADDITIONAL URBAN DESIGN DIAGRAMS

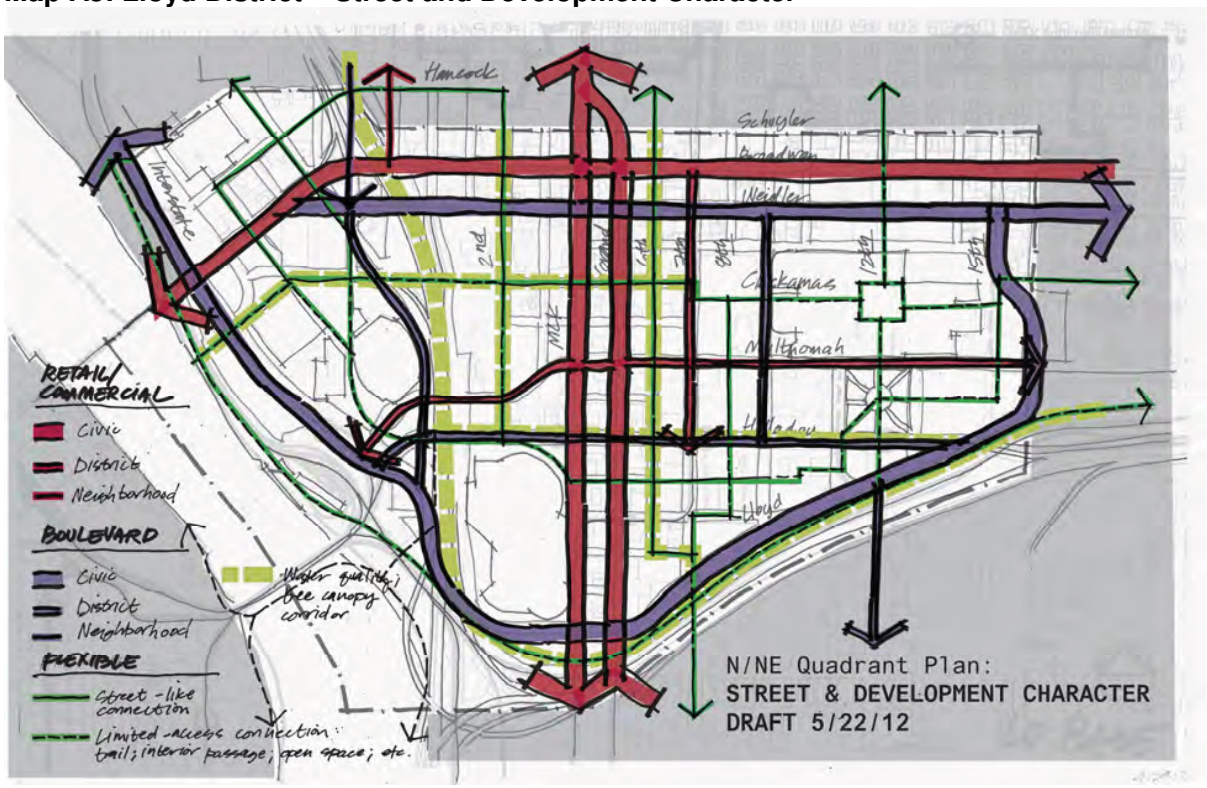
Map A1: Lloyd District - Existing Maximum Heights



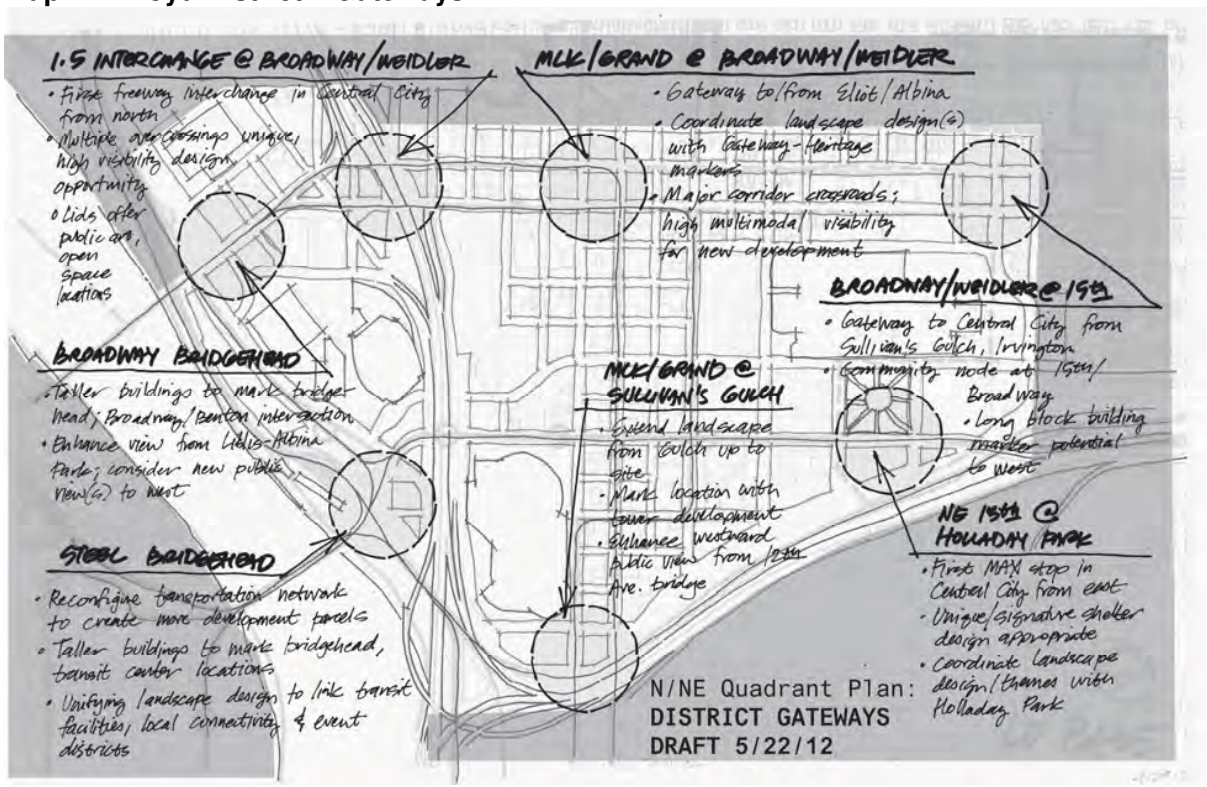
Map A2: Lloyd District - Proposed Maximum Heights



Map A3: Lloyd District – Street and Development Character



Map A4: Lloyd District – Gateways



APPENDIX B: IMPLEMENTATION ACTION DETAILS

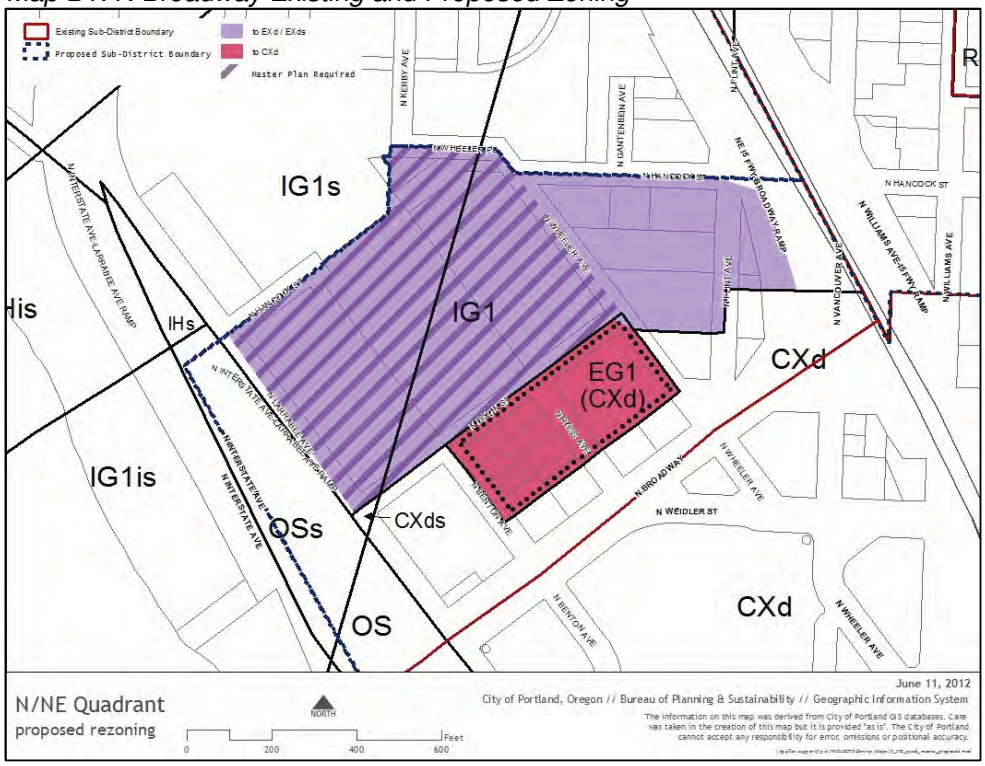
This appendix provides additional information about selected action items listed in the implementation action tables in Chapter 3: *Goals, Policies and Implementation Actions*. The information provided varies depending on the action item and includes background information, more in-depth descriptions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

Lloyd District

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

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

Map B1: N Broadway Existing and Proposed Zoning



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

Background: Although one of its primary uses is office space, Portland Public Schools' (PPS) headquarters building, the Blanchard Educational Service Center is currently zoned for industrial use. The building is oversized and inefficient for the services its provides and, given its age and state of repair, major future improvements may not be a good long-term investment. The school district has expressed interest in eventually moving to another location, which would open up the approximately 12 acre site for redevelopment. New development at the Blanchard site would complement proposed redevelopment in and adjacent to the Rose Quarter called for by the *Rose Quarter District Plan*. A zoning change for the Blanchard site and some adjacent parcels would be required to accommodate most redevelopment scenarios. Several development options for redevelopment of the area were explored in the *North of Broadway / Blanchard Site Development Study* (2010).

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

For related information see the following actions:

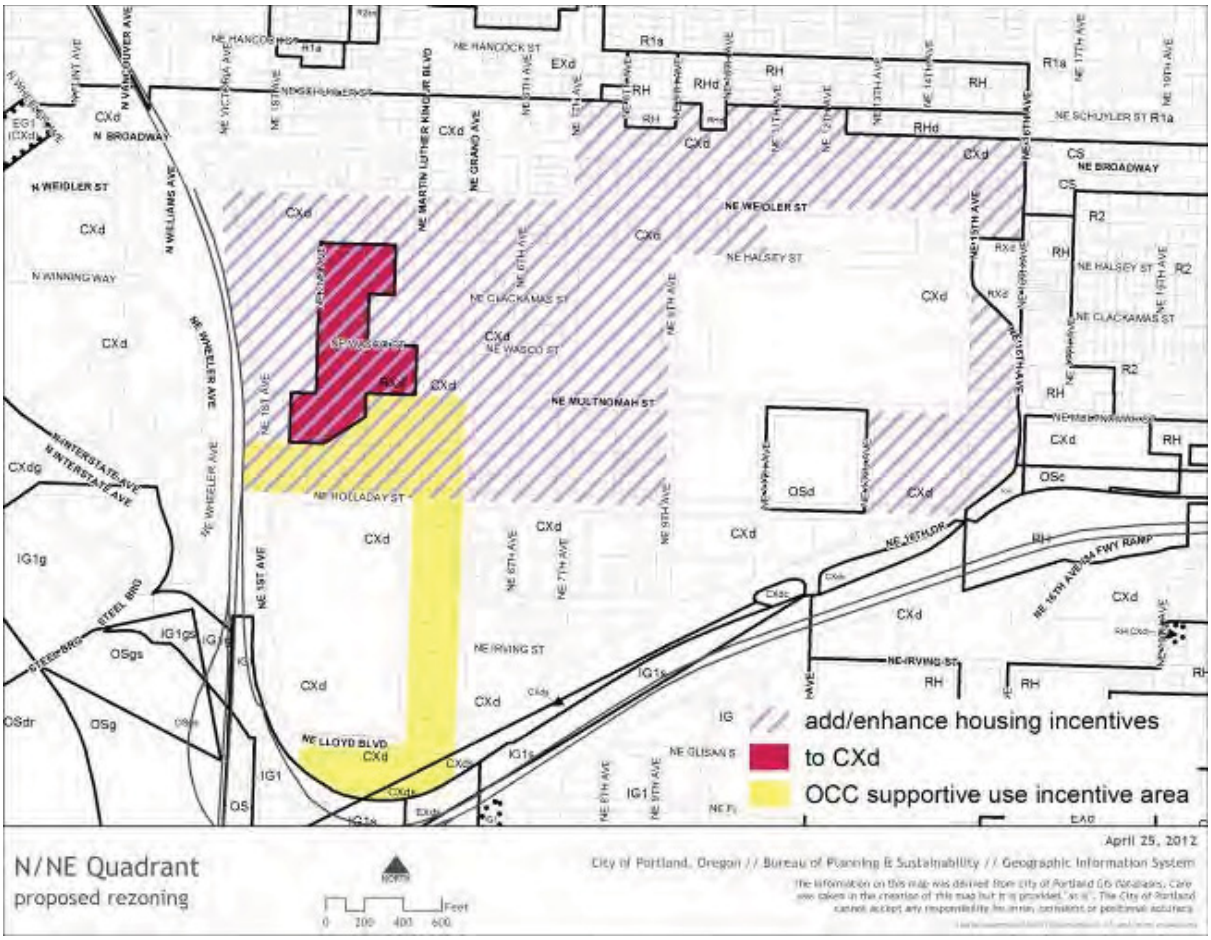
Central Lloyd – Lloyd actions RC4, HN1 and HN2
Riverfront – Lloyd action UD8

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

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

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

Map B2: Central Lloyd Existing and Proposed Zoning



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

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

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

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

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

TR2 Develop and revise parking management strategies.

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

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

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

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

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

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

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

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

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



Conceptual rendering looking east from Lloyd Blvd showing a potential design option for the 7th Avenue pedestrian/bicycle bridge. This rendering shows existing bike lanes on Lloyd Blvd. It does not depict the proposed Sullivan's Gulch Trail.

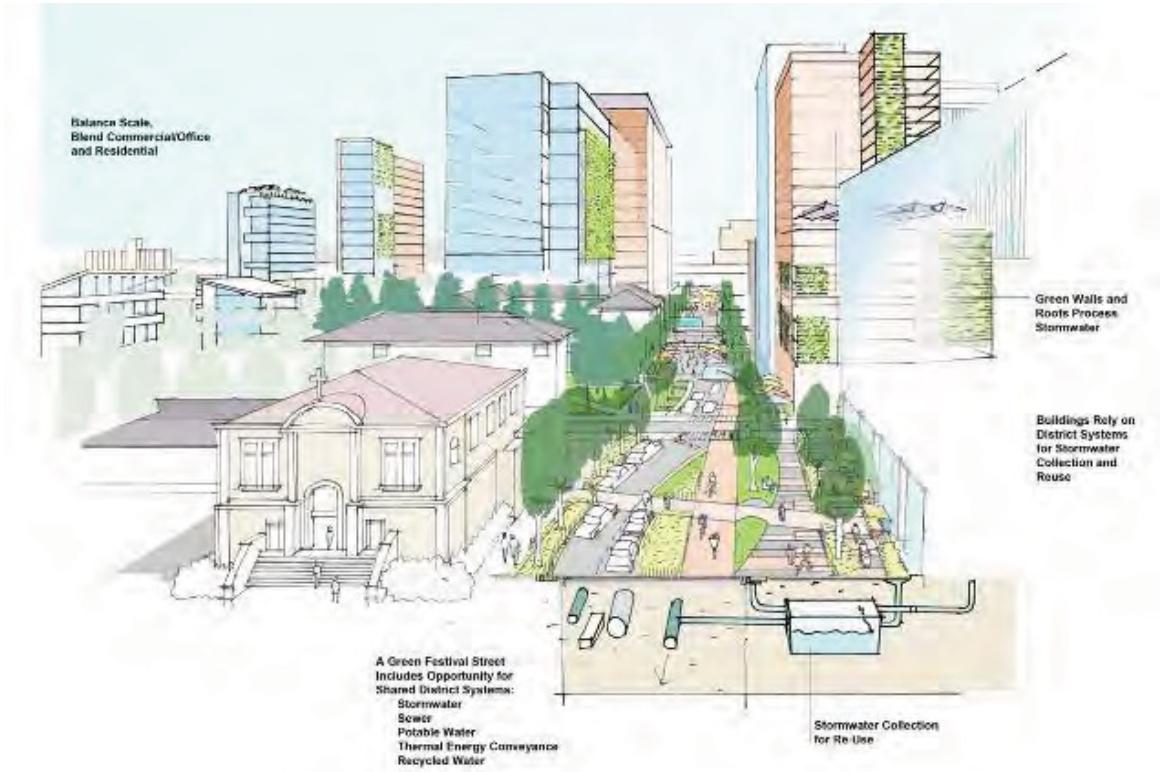
TR10 Develop a strategy for the Clackamas Flexible Street and private development extending from the Rose Quarter to NE 9th Avenue via a new pedestrian/bicycle bridge over I-5.

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

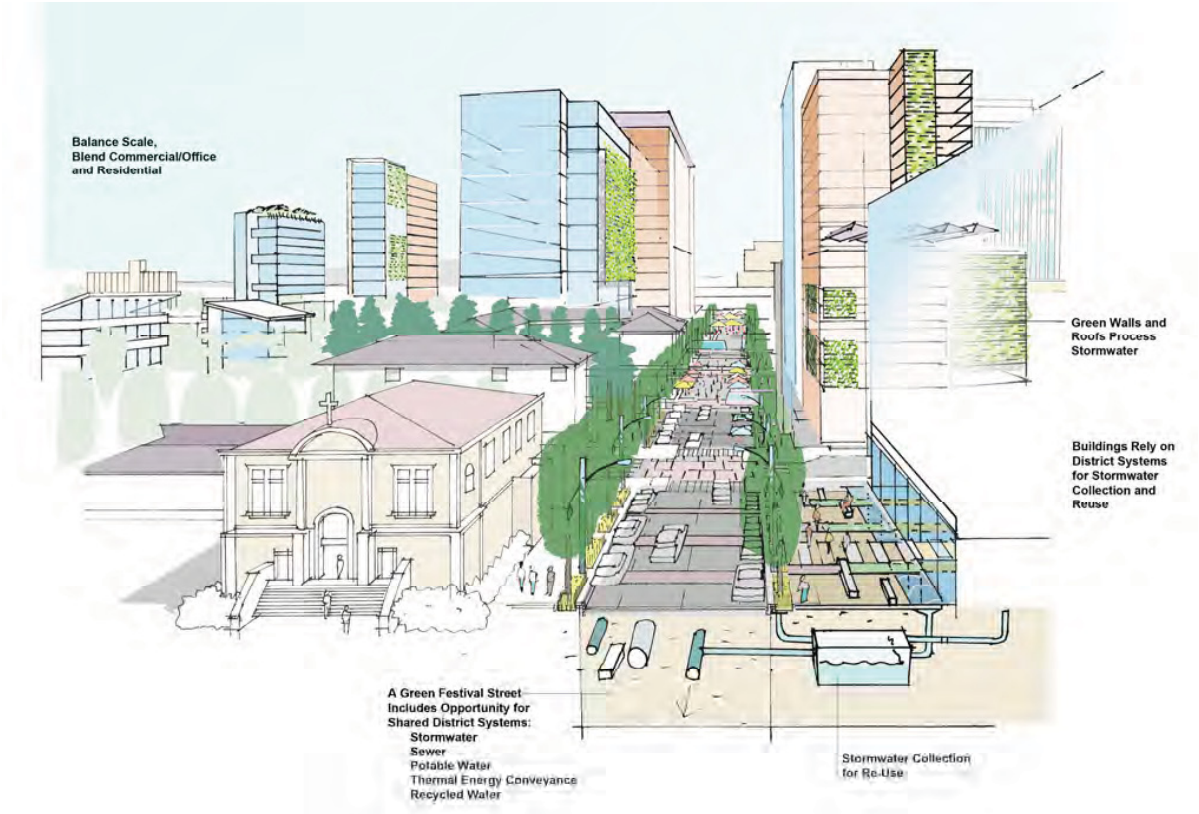
Development agreements may be part of this project's implementation program and should address public investments, private development, and sustainable design elements.

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

The conceptual renderings below show two possible ways that Clackamas Street could be improved. There will be a future process to engage property owners and other stakeholders on design alternatives, access and parking needs.



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



Conceptual rendering of Clackamas Street as a festival street and with a decorative paving treatment.

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

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

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

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

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

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

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

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

In order to facilitate future reconfiguration of street and lot patterns near the transit center and improve the area's development potential, the plan recommends rezoning 3.3 acres of land west of the transit center from General Industrial 1 (IG1g) to Central Commercial (CXdg), as shown on the map below. The existing River General (g) overlay zone would remain. Approximately 93 percent of the area is in public rights-of-way. Most of the area is not currently developable but some of the land west of North Interstate could potentially be used for small or interim uses prior to a major reconfiguration of the area. Central Commercial zoning with the Design (d) overlay that matches the surrounding zoning will faciliate future development that takes advantage of regional transit access and supports the plan's vision of a highly urban and vital Lloyd District.

Map B3: Rose Quarter Transit Center Area Existing and Proposed Zoning



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

Existing and proposed maximum height maps are located in Appendix A*, Additional Urban Design Diagrams*. The N/NE Quadrant Plan recommends sensitive neighborhood transitions in building height between the Lloyd District and the Eliot and Irvington neighborhoods to the north. The proposed maximum heights map shows maximum heights of 75' north of Broadway with the exception of the area between NE 3rd and NE 7th where heights up to 125' are allowed to reflect the major crossroads intersection of Broadway and MLK and to acknowledge this important gateway between the Central City and NE Portland. Maximum heights are inclusive of any bonus provisions. A future update to the Lloyd District design guidelines (see Lloyd action UD6) will further describe the desired attributes of this gateway location, including strengthening the connection with the heritage markers to the north by using streetscape elements such as paving patterns, colors, and landscaping, among others. In addition, the guidelines will encourage designs that preserve views to and from the heritage markers, minimizing shadows on the heritage marker gateway.

This plan is also recommending that the existing 75' height limit between NE Schuyler and NE Hancock in the Irvington Historic District, an area that is outside the Central City Plan boundary, be

reduced to 45' as part of the update to the City's Comprehensive Plan. The height limit change is in response to the creation of the Irvington Historic District in 2010 and the policy need to retain multi-family housing potential in this corridor. See Lloyd action UD10 in the implementation action table.

Proposed changes to allowed heights along the Broadway/Weidler corridor within the N/NE Quadrant do not imply a precedent for revising height limits in the corridor between NE 15th and 33rd avenues, outside the Central City. Any such change would require further study and analysis as part of a future project.

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

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

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

The Lloyd District includes a number of entry points or "gateway" locations, illustrated on Map A4 in Appendix A. The updated design guidelines will describe more clearly the City's intentions for the desired experience at each gateway, and how new development can support the targeted character. While many of the gateways will be reinforced by buildings that are taller than the surrounding context to emphasize the civic significance of these places, others may feature special landscaping or trees, unique works of public art, and/or combinations of the above. See also Lloyd action UD2 regarding the gateway at Broadway and MLK.

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

In addition to maximum floor area ratio (FAR) and height regulations that limit building form(s), new design guideline content will address desired transitions from the Lloyd District to adjacent neighborhoods including Eliot and Irvington. The guidelines will be crafted to speak to the unique characteristics of the edges along each of these neighborhoods, and how new development proposals should respond accordingly. Design issues described by the guidelines, with narrative and illustrative

examples, will range from site/building patterns, façade articulation, attention to detail, quality of construction, and potential building step-downs to existing historically, culturally or architecturally significant resources. In addition, existing guidelines that address specific locations in the district, such as the Broadway/Weidler corridor, would be updated to reflect the Irvington Historic District designation and boundary change. Language in the guidelines would provide clearer direction for design compatibility with adjacent contributing properties.

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

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

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



Thunderbird site with full build-out of existing current maximum height (100') and 4:1 FAR. Conceptual rendering only.



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

EN1 Evaluate natural resource protection and management options for Sullivan's Gulch and the Willamette River bank as part of the Central City-wide natural resource analysis.

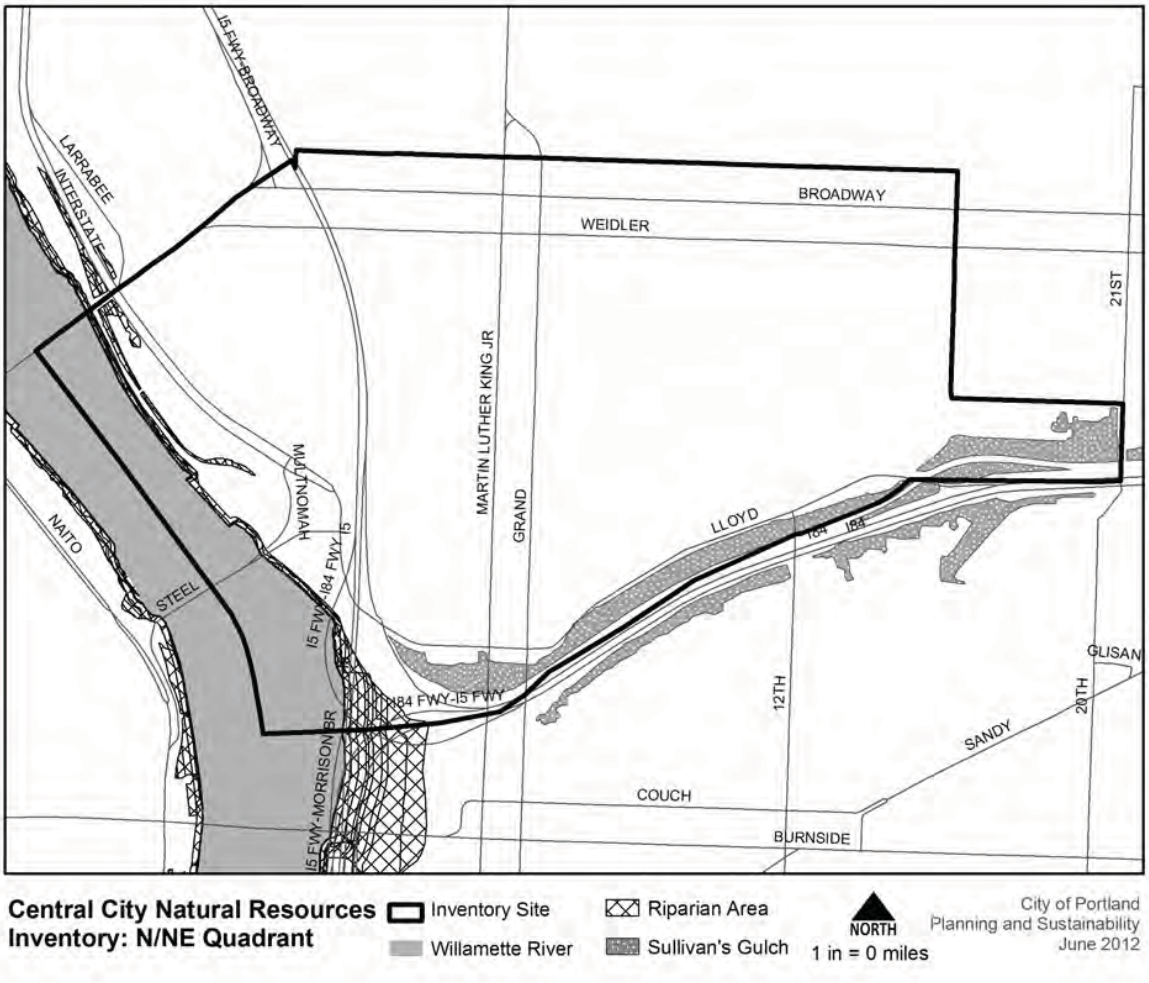
As part of comprehensive planning projects, the City updates the existing Environmental Program. This update is needed to help protect and enhance natural resources, meet watershed health goals and advance the City's compliance with local, regional and state goals and regulations. The steps to update the Environmental Program include 1) inventory existing natural resources; 2) evaluate the

economic, social, environmental and energy trade-offs of different levels of resource protection; and 3) apply appropriate programmatic tools.

In 2011, staff updated the inventory of natural resources in the N/NE Quadrant. The inventory includes documentation regarding the location, extent and relative quality of the existing resources. The two primary natural resource features identified in the inventory are the Willamette River and its riparian area and Sullivan's Gulch (see Map B3: *Central City Natural Resources Inventory: N/NE Quadrant).* The river and riparian area are important to wildlife and fish, including ESA-listed species, and provide functions like flood storage and nutrient cycling. Sullivan's Gulch is a unique feature that is used by wildlife. It is also susceptible to slope failure due to its steep grade and risk of wildfire.

The next steps will be to complete the inventory for the other quadrants and release an updated Central City Natural Resources Inventory (NRI) for the entire Central City 2035 Plan area. Next, staff will perform the Economic, Social, Environmental and Energy (ESEE) Analysis for the entire Plan area to evaluate the trade-offs associated with different levels of environmental protection. The ESEE will consider development potential, housing goals, public health, commerce, recreation, watershed health and other topics. The result will be recommendations about when, where and how to protect and manage natural resources in the plan area. The City uses different tools to protect, enhance, and restore natural resources including environmental conservation and protection overlay zones, agreements with property owners, revegetation programs, education and best management practices.

Map B4: Central City Natural Resources Inventory: N/NE Quadrant



Existing overlay zones, such as the conservation overlay zone currently applied to parts of Sullivan's Gulch, will be reviewed and may be refined through the Central City project. The owners of potentially affected properties will be notified and invited to comment prior to the finalization of the Central City Natural Resource Inventory, the ESEE and program recommendations.

EN2 Update the Willamette Greenway Plan for the Lloyd District as part of the River Plan / Central Reach process, building on concepts outlined in the N/NE Quadrant Plan and the North Portland Greenway Feasibility Study.

The River Plan is a comprehensive, multi-objective plan for the land along the Willamette River. It involves the update of the 1987 Willamette Greenway Plan, greenway zoning code and greenway design guidelines. The River Plan is being completed in three phases with each phase focusing on a different "reach" of the Willamette River: North Reach, Central Reach and South Reach. The North Reach makes up Portland's working harbor, stretching from Willamette's confluence with the Columbia River to the Broadway Bridge on the east side to the river, including Lower Albina within the N/NE Quadrant Plan area. The River Plan / North Reach was completed in 2010, however subsequent appeals have not yet been resolved (see also Lower Albina action EN1).

Planning for the Central Reach, which stretches from the Broadway Bridge to Ross Island Bridge on the east side of the river, is being conducted as part of the Central City plan update. The Lloyd District riverfront is included in the Central Reach. The River Plan / Central Reach process will address habitat, restoration sites, design guidelines, trails and access, and river dependent and river related development. Enhancement and restoration sites within the Lloyd District could include the area of shallow water near the I-5/I-84 interchange and the riverbank below the "Thunderbird" site. Other potential opportunities to improve the riverbank include addition of large wood along the river margins to add complexity and cover for juvenile salmonids, bio-engineering of existing rip-rap and revetments to add native plantings for cover and food sources for aquatic and terrestrial wildlife.

EN11 Design infrastructure, such as the proposed Clackamas I-5 overcrossing and street improvements to accommodate district energy infrastructure where appropriate.

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

Lower Albina

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

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

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

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

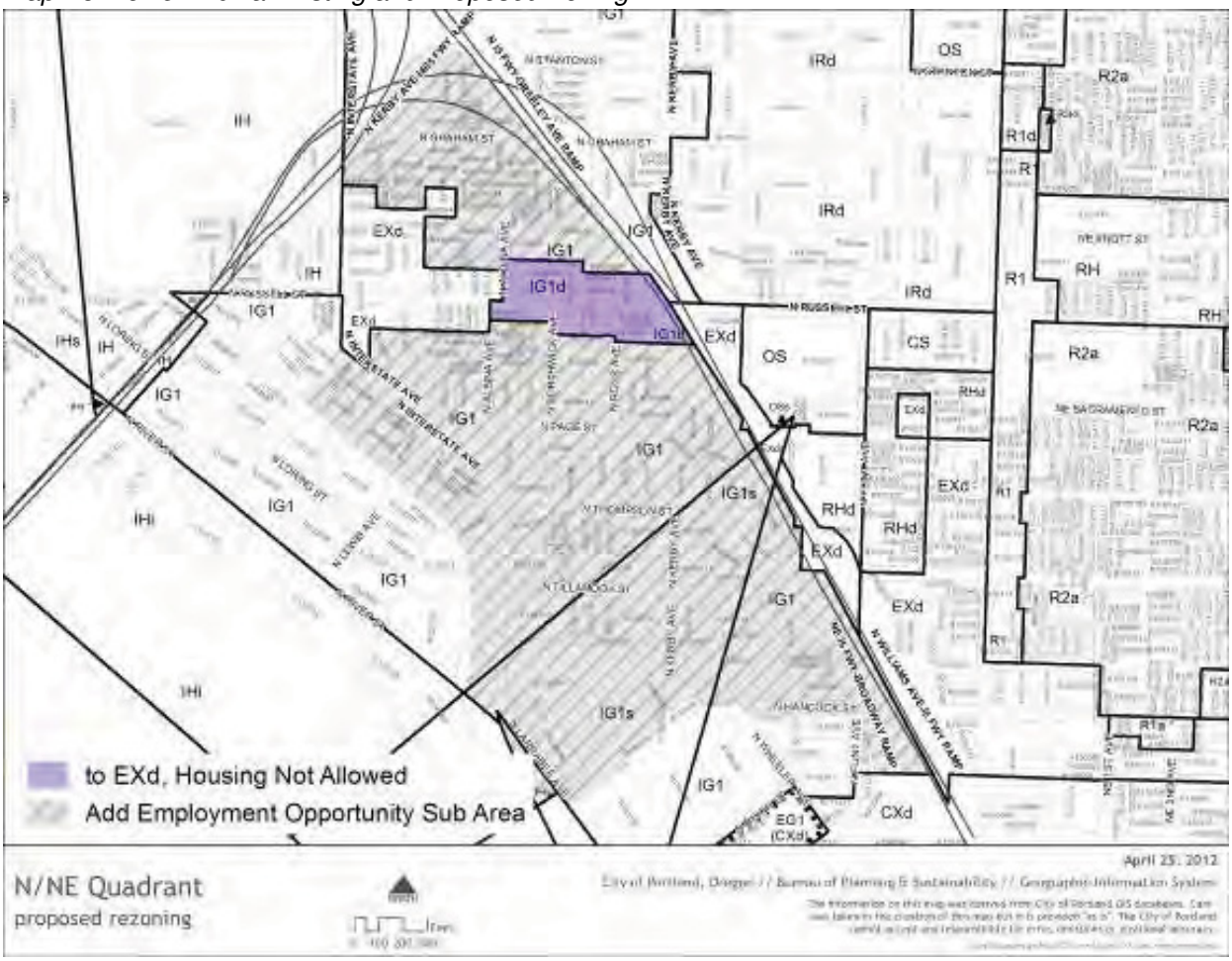
Existing Zoning: Map B4 shows the existing and proposed zoning for the site and Table B2 summarizes existing and proposed zoning provisions. The area fronting NE Russell from N Albina to the I-5 overpass contains 17 tax lots covering approximately two acres. It is currently zoned General Industrial 1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

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

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

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

Map B5: Lower Albina Existing and Proposed Zoning



RC3 Apply zoning provisions to IG1-zoned properties east of the Union Pacific railroad alignment that allow certain compatible office-like uses, similar to the Employment Opportunity Subarea regulations in the Central Eastside. Implementation of the Employment Opportunity Subarea regulations is contingent on developing a Lower Albina parking strategy that explores off-street parking facilities for workers and visitors and on-street parking strategies.

Existing Zoning: Map B4 shows the existing and proposed zoning for the site and Table B3 summarizes existing and proposed zoning provisions. The area generally east of the Union Pacific railroad and west of I-5, where additional flexibility for employment uses is proposed (hatched area on Map B4), contains 136 tax lots, covering approximately 46 acres. It is currently zoned IG1, with a Scenic Resource (s) overlay on a portion of the area, which limits building heights to 50 feet. The area to the west is zoned IG1, with Heavy Industrial (IH) zoning along the waterfront. No zoning changes are proposed west of the Union Pacific rail line.

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

Implementation of the EOS regulations is contingent on developing a Lower Albina parking strategy. Outcomes may include but not be limited to a parking inventory and strategies to provide additional parking or better manage existing supply to maximize its utility. Examples include employee permit programs, partnerships to create additional parking, time limitations/pricing, development of a Transportation Management Association/parking coordinator, enforcement strategy, and funding options, among others.

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

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

Traditional Office Designation:
- Focus on business, government, professional, medical, or financial services.

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

Industrial Office Designation:

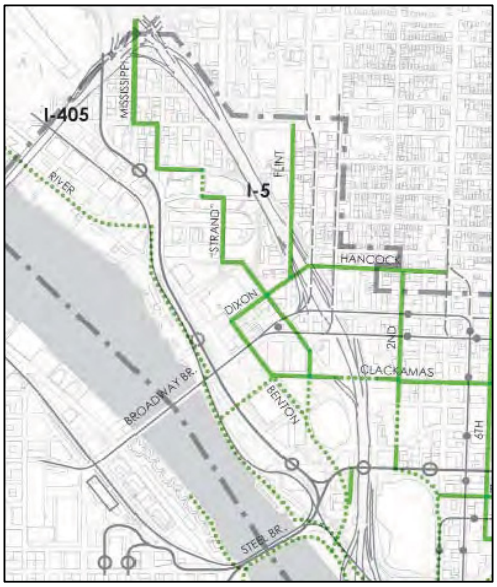
- Conducted in an office-like setting but more compatible with industrial activities & districts. Less service-oriented with focus on development, production, processing of products, including digital products, e.g. internet & media content, designs & specifications, software, advertising materials.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

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

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

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

Map B6: Proposed Strand Alignment



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

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

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

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



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

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

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

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

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

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

City Fundamentals are the approval criteria. This results in a situation where different criteria are used in directly abutting areas that have similar characteristics

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

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

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

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

Study Areas

North Banfield Portal

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

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

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

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

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

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

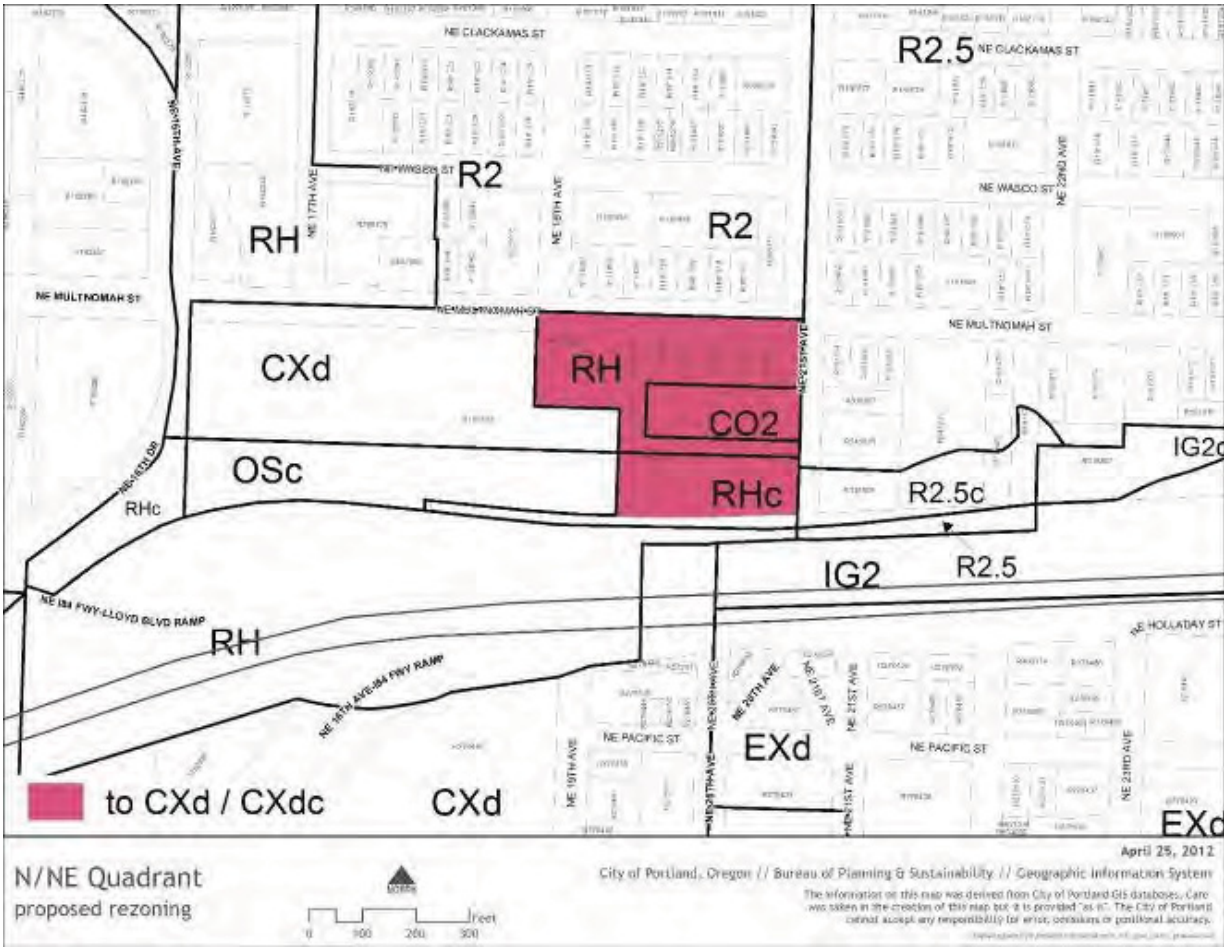
The area to the west has flexible commercial zoning (CXd) and is occupied by the Marriott Residence Inn Hotel. Areas to the north and east are zoned for medium density residential development with a height limit of 35 (R2.5) or 40 (R2) feet; commercial uses are not allowed.

Proposed Zoning: Central Commercial zoning with a design overlay (CXd) with a height limit of 75 feet and an FAR limit of 4:1 is proposed for both sites. The CXd zone would allow a more flexible mix of uses than is currently allowed, including a wide variety of residential, commercial and institutional uses. The design (d) overlay would require new development to go through a discretionary review process or meet Community Design Standards. The environmental 'c' overlay zone would remain on the southerly portion of the site, however changes could be proposed through a separate analysis of natural resources in the Central City planning area. See Lloyd action EN1 for more information.

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

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

Map B7: N Banfield Portal Existing and Proposed Zoning



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

Sullivan's Gulch has been identified as a resource in the City's 2011 update of the Natural Resource Inventory for the Central City plan area. Evaluation of these resources will be addressed through a Central city-wide analysis. See Lloyd action EN1 for a more detailed description of this process.

Vancouver/Williams Corridor

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

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

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

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

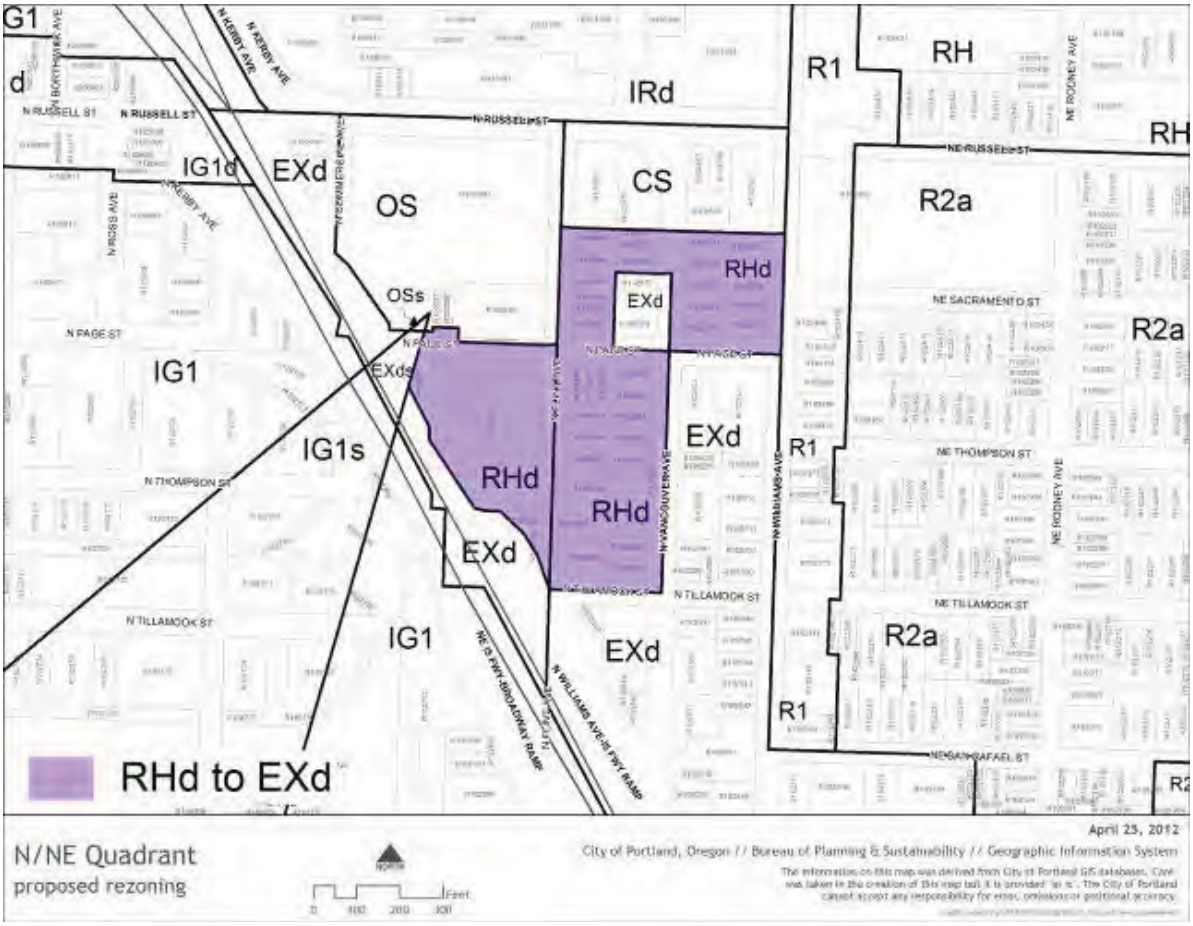
Most of the area between the I-5 freeway and N Williams Avenue has mixed employment zoning with a design overlay (EXd). Lillis Albina Park borders the area to the NW, a small area of storefront commercial (CS) zoning is located to the north along Russell St. and multi-dwelling residential (R1) zoning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

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

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

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

Map B8: Vancouver/Williams Existing and Proposed Zoning



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

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

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

Facility Plan

I-5 Broadway/Weidler Interchange Improvements



October 2012

Recommended Draft

CENTRAL CITY 2035

N/NE QUADRANT

CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

54778

Facility Plan:
I-5 Broadway/Weidler Interchange Improvements

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



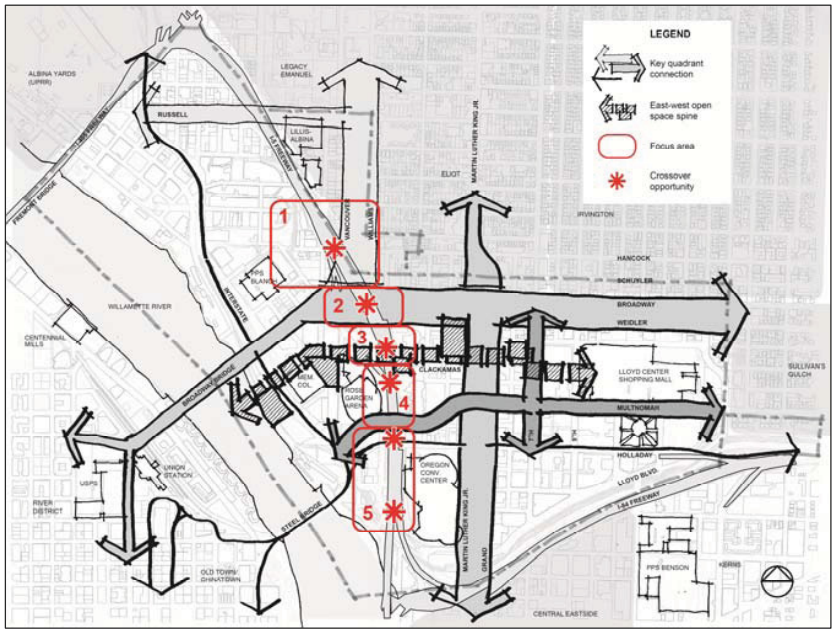
OBJECTIVES:
ODOT and the City of Portland, through the Stakeholder Advisory Community (SAC) and extensive public outreach, explored and found solutions to meet the following objectives:



EASE CONGESTION LEVELS AND IMPROVE SAFETY

ENHANCE PEDESTRIAN AND BICYCLE ROUTES

IMPROVE FREIGHT MOVEMENT



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

Acknowledgments

Oregon Transportation Commission (OTC)

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Acronyms and Abbreviations

BPS	Bureau of Planning and Sustainability, City of Portland
CoP	City of Portland
MMA	Multimodal Mixed-use Area
ODOT	Oregon Department of Transportation
PBOT	Portland Bureau of Transportation, City of Portland
SAC	Stakeholder Advisory Committee
TDM	Transportation Demand Management
TMA	Transportation Management Area
TMP	Traffic Management Plan
TSM	Transportation System Management

The Facility Plan

Study Area

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

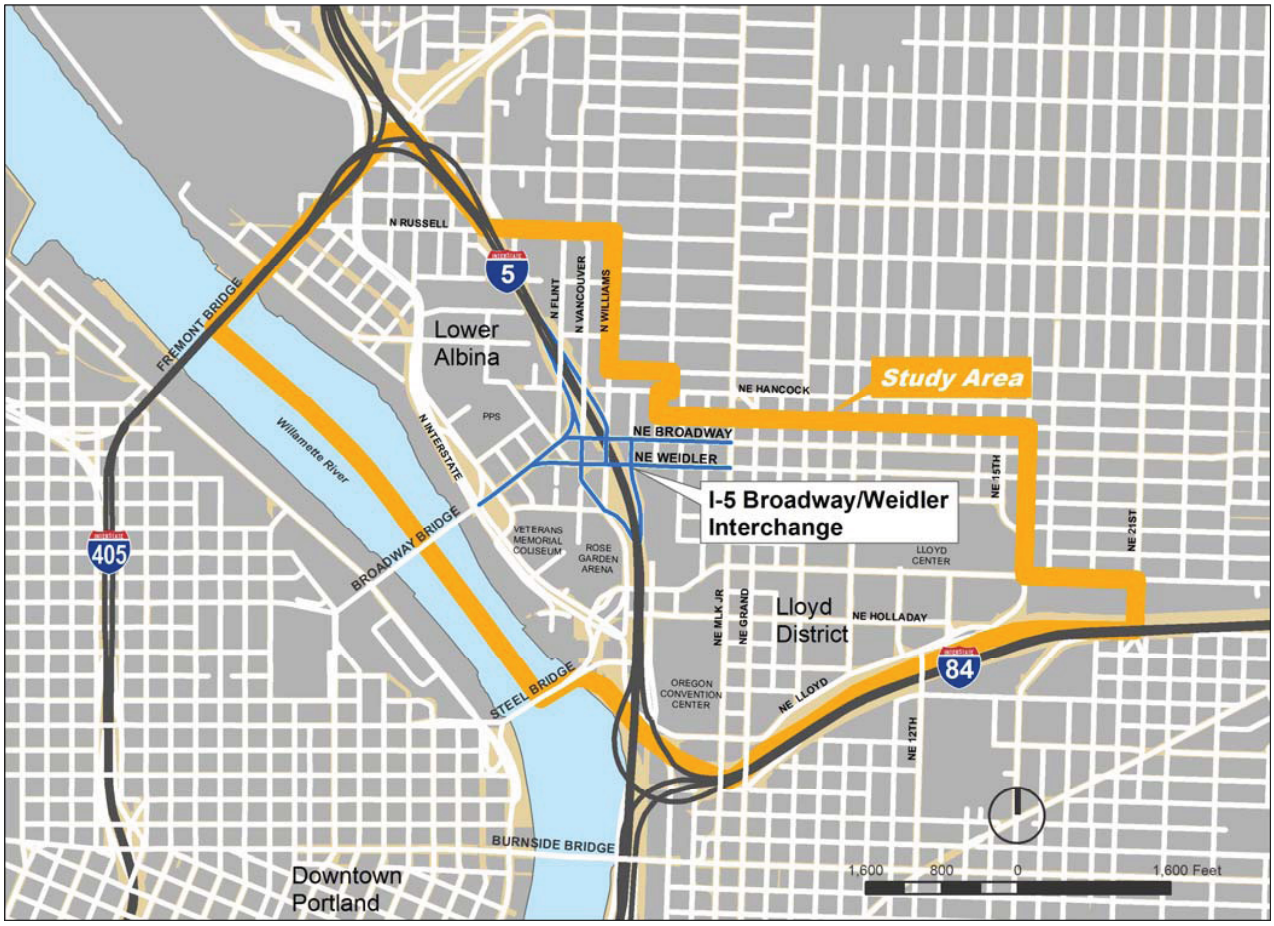


Figure 1: Study Area and Vicinity Map

Facility Function

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

Interchange Function

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

Purpose

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

Project Problem/Issues

Congestion and Bottleneck

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

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

I-5 Direction	Total Ramp Volumes Entering I-5	Total Ramp Volumes Exiting I-5
Northbound	29,970	37,530
	Includes entrance ramps from: • I-84 • Broadway/Williams Avenue	Includes exit ramps to: • Weidler Street/Victoria Avenue • I-405 • Greeley Avenue
Southbound	34,020	47,200
	Includes entrance ramps from: • Greeley Avenue • I-405 • Wheeler/Winning/Williams	Includes exit ramps to: • Broadway/Vancouver Avenue • I-84 • Morrison Bridge/Hwy 99E

Highest Accident Rate in the State of Oregon

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

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

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

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

Operational Friction and Congestion Caused by Heavy Weaving

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

- I-5 Northbound between I-84 Westbound and Weidler Off-ramp
- I-5 Northbound between Broadway On-ramp and I-405 Off-ramp
- I-5 Southbound between I-405 On-ramp and Broadway Off-ramp
- I-5 Southbound between Winning/Wheeler On-ramp and I-84 Eastbound Off-ramp



I-5 Northbound Weaving Section between Broadway On-ramp and I-405 Off-ramp

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

- I-5 Southbound between Winning/Wheeler On-ramp and I-84 Eastbound Off-ramp
- I-5 Northbound between I-84 Westbound and Weidler Off-ramp



I-5 Southbound Weaving Section between Winning/Wheeler On-ramp and I-84 Eastbound Off-ramp

The failing operations will be exacerbated in the future, with the most critical failure being the weave from I-5 Southbound from the Winning/Wheeler On-ramp to the I-84 Eastbound Off-ramp. This bottleneck will cause queuing that extends beyond the weaving section to the north and onto the Fremont Bridge.

The Land Use-Transportation Connection

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

The I-5 Broadway/Weidler Interchange Improvements Facility Plan proposes many new crosswalks that will improve pedestrian safety and connections to and from these major transit amenities. Two major bicycle commute routes run through the area: 1) the major east-west route along Broadway and Weidler, and 2) the major north-south route along Williams and Vancouver. The plan proposes a new east-west pedestrian and bicycle overcrossing at Clackamas Street to connect the Lloyd District with the Rose Quarter. The plan also includes a new Hancock/Dixon overcrossing structure and freeway lid that will allow for effective construction staging, improve viability of the PPS Blanchard site and provide a supplementary crossing to the north of "the Box" near the I-5 Broadway/Weidler Interchange.

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

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

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

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

Multimodal Mixed-use Area

The I-5 Broadway/Weidler Interchange is within ¼-mile of an existing interchange. ODOT staff concurs that the Multimodal Mixed-use Area (MMA) designation is appropriate for the city's companion N/NE Quadrant Plan and ODOT must be consulted prior to any future plan amendments within the MMA boundary and will remain in effect as long as progress is being made towards the implementation of project elements.

Summary of the Recommended Concept and Elements

The Recommended Concept, supported by a majority of the Stakeholder Advisory Committee (SAC) via a consensus-driven process, and its elements are based on technical assessments of bicycle and pedestrian operations, urban design/land use potential, traffic operations and safety. Table 3 describes the Facility Plan elements and their outcomes and Figure 2 and Figure 3 illustrate the extent of improvements included in the Recommended Concept. Figure 4 shows aerial perspectives of the existing conditions in the Rose Quarter and how the area would look with the improvements included in the Recommended Concept.

The Facility Plan Element 1, **Transportation System Management (TSM)** and **Transportation Demand Management (TDM) Strategies,** is designed to optimize the overall performance of the transportation system and to reduce vehicle demand, especially for commuter trips in the peak periods.

TSM measures are designed to make maximum use of existing transportation facilities, and include:

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

TDM strategies are most effective in areas with high concentrations of employment and where a robust transit system exists. Generally, the strategies are easiest to implement where there are large employers or where a TMA has been established to pool the efforts of many smaller employers. TDM measures include strategies that: 1) shift modes like carpooling, vanpooling, transit, bicycling and walking programs; 2) shift trips to non-peak periods, such as flexible work schedules and off-peak shifts; and 3) include telecommuting, which eliminates trips.

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

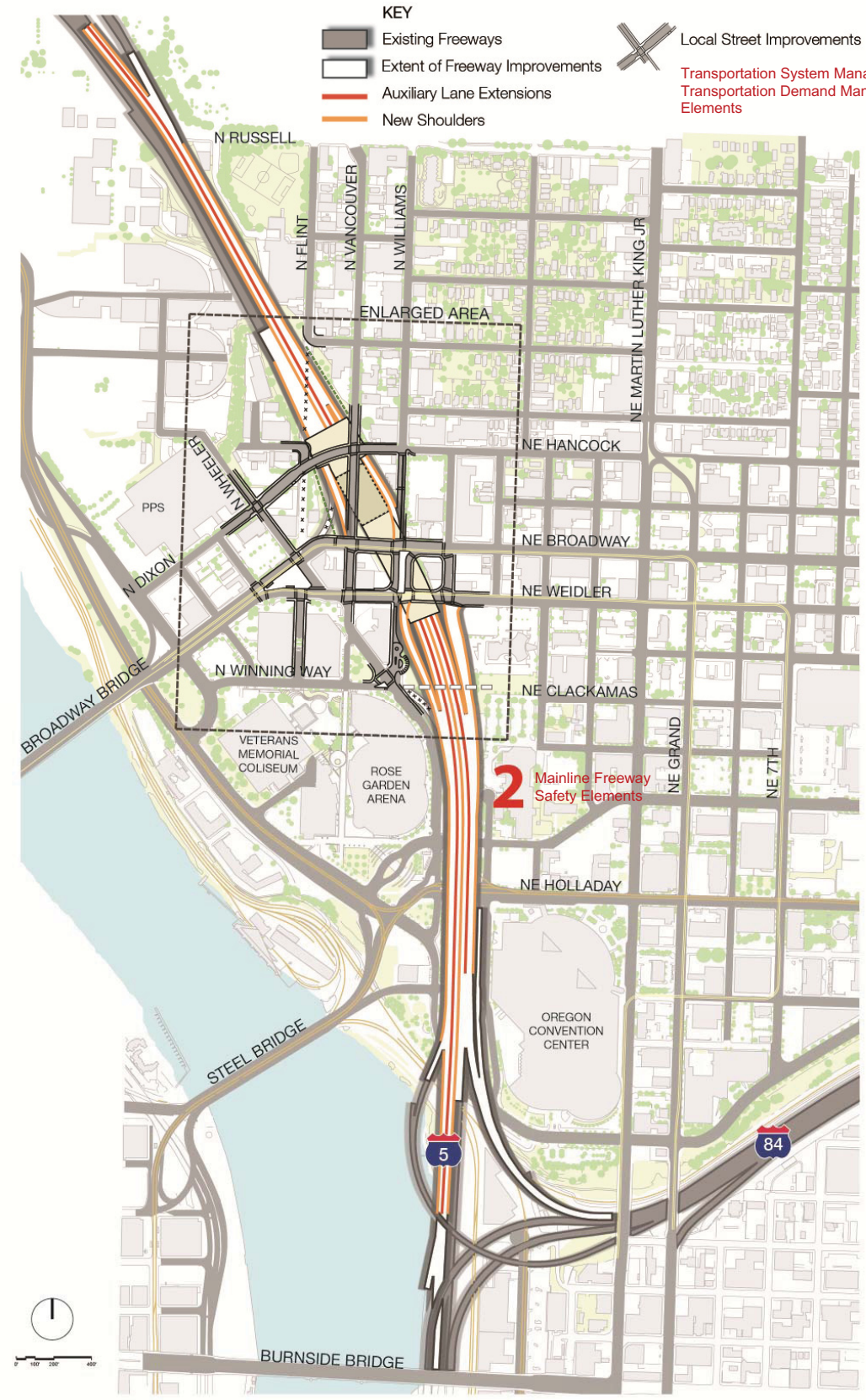


Figure 2: Overall Project Extent of the Recommended Concept

Table 3: I-5 Broadway/Weidler Interchange Recommended Concept Facility Plan Elements

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

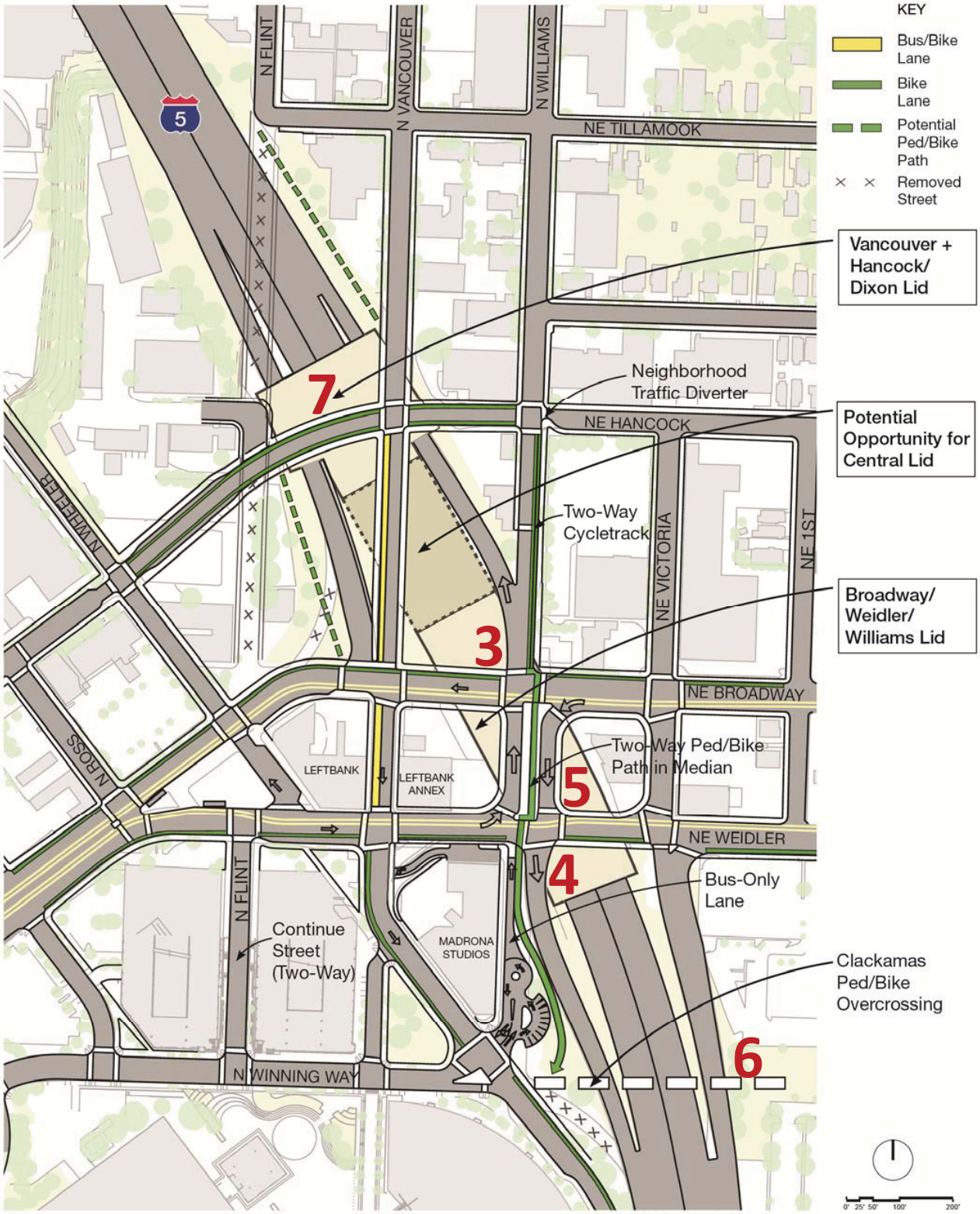
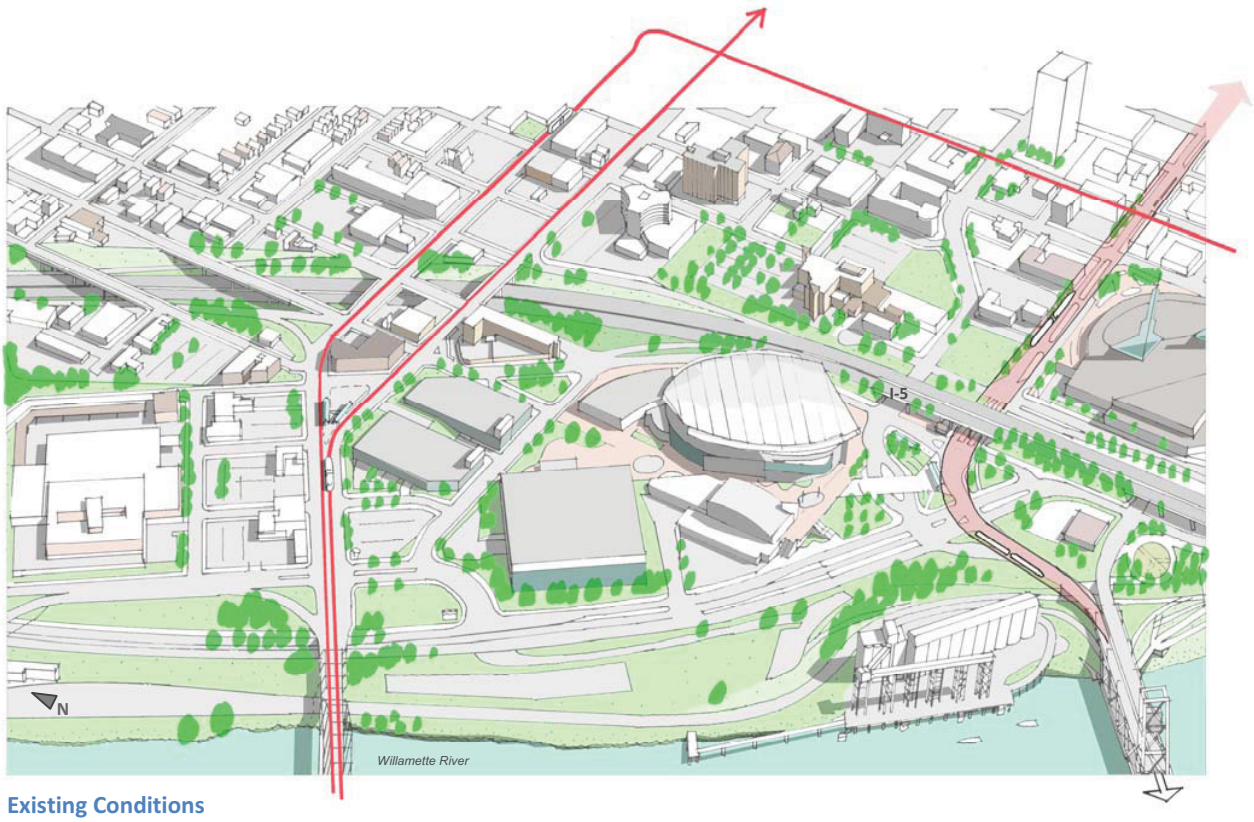
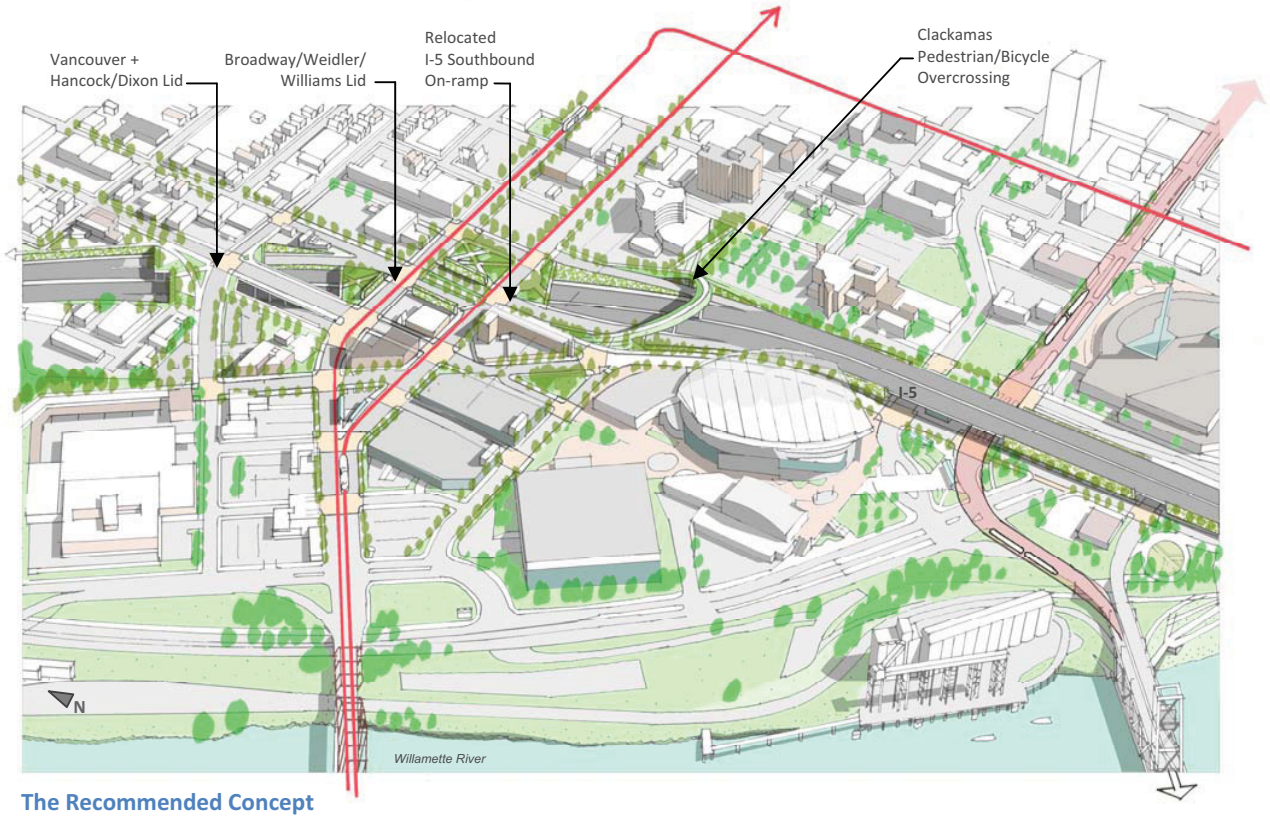


Figure 3: Enlarged "Box" Area of the Recommended Concept



Existing Conditions



The Recommended Concept

Figure 4: Aerial Perspectives of Existing Conditions and the Recommended Concept

Project Monitors and Future Project Development

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

Table 4: Project Monitors and Future Project Development

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

Implementation Actions

Project Development and Project Management

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

Preliminary Engineering

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

1. Complete PE level of engineering:
   - Develop project cost estimates.
   - Complete environmental documentation.
   - Identify potential construction phasing.
   - If phasing is required, the City of Portland and ODOT will work together to match phases to the funding sources available.

2. Project agreements at the completion of PE:
   - Signals will continue to be timed so as to avoid queues backing up into the deceleration area of the I-5 Southbound exit ramp at Broadway.
   - Crosswalks will be provided at all signalized locations and should be provided at all safe and feasible locations.
   - The Rose Quarter Traffic Management Plan (TMP) should be updated with the participation of ODOT, City of Portland and the Rose Garden Arena prior to construction.
   - A preliminary construction mitigation plan will be developed that would include efforts to minimize impacts, support local businesses and support minority hiring.

Specific Design Coordination

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

1. Seek a viable single lid design solution over I-5 between Weidler and Hancock by exploring mitigation measures for freeway noise and vehicle emissions, and by addressing the need for open space and economic development.
2. Develop specific measures to address property and parking impacts to the Paramount Apartments, the Portland Public Schools Blanchard site and other sites related to the proposed Hancock/Dixon connection. The number of parking spaces should be the same or more than existing conditions at the Paramount Apartments, the Leftbank Building, the Leftbank Annex and the Madrona Studios.

3. Develop a network of alternative safe and convenient bicycle/pedestrian connections to include:
    a. Enhanced facilities (including bicycle lanes, two-way cycle track, sidewalks and protected marked crossings) along Broadway, Weidler Street, Vancouver Avenue and Williams Avenue to include a wide, grade-separated multi-use path for Williams Avenue between Broadway and Weidler.
    b. The development of a new pedestrian/bicycle connection between the Flint Avenue/Tillamook Street intersection to the proposed Hancock/Dixon overcrossing.
    c. The development of a new pedestrian/bicycle connection from Hancock Street to Broadway while providing for potential parking mitigation, open space and redevelopment opportunities.
4. Define appropriate Eliot neighborhood traffic mitigation measures for the recommended Hancock/Dixon connection between Vancouver Avenue and Dixon Street to discourage cut-through traffic.
5. Refine a street design and circulation plan for the area in the vicinity of the I-5 Broadway/Weidler Interchange. The refined street design and circulation plan should address the following issues:
    a. Develop design elements that provide for safe and convenient access to the Leftbank Building and the Leftbank Annex.
    b. Develop and evaluate circulation alternatives and design elements for the area north of Broadway, south of North Wheeler Place and west of I-5 to:
        1. Address the changes to access and circulation around the Paramount Apartments by Investigating treatments for Wheeler Avenue, between Broadway and Hancock Street, in order to minimize cut through traffic at the west side of the Paramount but maintain access to the Lower Albina industrial district.
        2. Enhance bicycle access and safety to the proposed Hancock/Dixon connection over I-5 to the Broadway Bridge.
        3. Determine appropriate multimodal access and circulation to this area and Lower Albina.
    c. Develop and evaluate circulation alternatives for Wheeler Avenue, Winning Way, Center Court, Flint Avenue and Williams Avenue to:
        1. Enhance circulation in the area for all modes.
        2. Provide flexibility to manage event ingress and egress.
        3. Open up opportunities for redevelopment and placemaking.
    d. Develop design elements that address the changes to access and circulation to the Madrona Studios:
        1. Refine street design for Williams Avenue between Weidler Street and Wheeler Avenue to address access and circulation and on-street parking needs for the Madrona while also providing for bus, bike and pedestrian circulation.
        2. Provide for sufficient pedestrian and vehicle access to the Williams Avenue entrance to the Madrona Studios.
        3. Prepare an appropriate design treatment for the Weidler Street/Williams Avenue intersection for safe pedestrian and bicycle crossing.
        4. Visual or acoustic screening will be examined, designed and implemented between the Madrona Studios and the relocated on-ramp to I-5 at Weidler/Williams.
6. Develop design plans with TriMet for safe transit operation through the I-5 Broadway/Weidler Interchange.
7. Refine and finalize design for the Clackamas Overcrossing structure.
    a. Coordinate design with future access connections east of I-5.
    b. Coordinate design with future changes to traffic circulation west of I-5 and the relocation of the I-5 southbound on-ramp to Weidler/Williams.
    c. Study and implement an event parking management plan for the Rose Quarter area, including the area adjacent to the future Clackamas Pedestrian/Bicycle Overcrossing on the east side of I-5. The exact boundaries and scope of the study will be determined at a later date.
8. Evaluate visual and environmental impacts of the proposed widening of the elevated segment of the I-5 freeway, including over the Rose Quarter Transit Center and near Peace Park, and identify mitigation measures as needed.



APPENDIX D: N/NE QUADRANT HISTORY

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

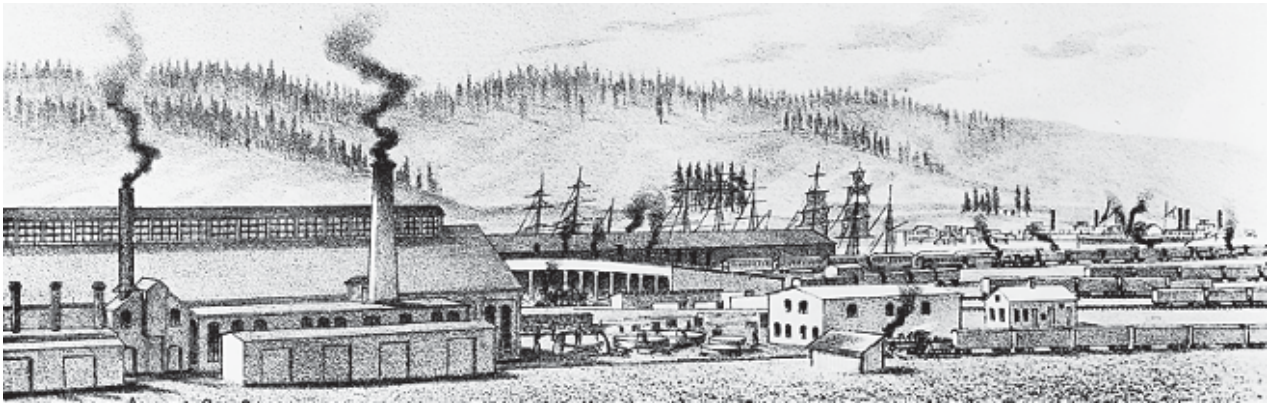
By the time Asa Lovejoy and Francis Pettygrove founded Portland in the mid-1840s, diseases introduced by white settlers, such as small pox and malaria, had reduced the area's indigenous population by as much as 90 percent. In the 1850s, accelerating encroachment by white settlers on Indian lands and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

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

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

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

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



Lower Albina, 1887

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

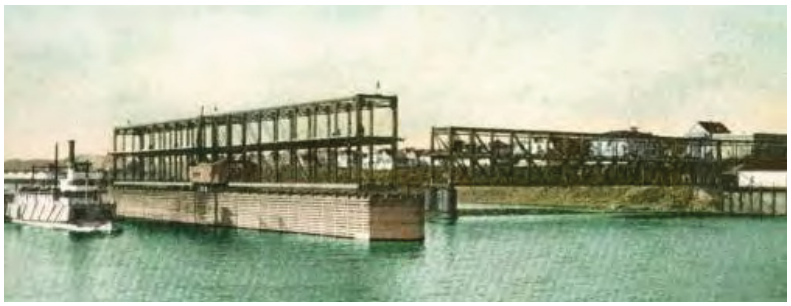
The year 1887 marked the opening of the Morrison Bridge, the first to cross the Willamette, linking Downtown to the east side. The bridge spurred further growth in both East Portland and Albina which were now linked to each other and Portland by streetcars. The same year, nearby Irvington was platted.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



Portland-Albina Streetcar

In 1891, East Portland, Albina and Portland residents voted to consolidate into a new unified and expanded City of Portland, with an area of 25 square miles and a population of more than 63,000. By the turn of century most of the inner east side was platted, and rapidly growing in population and economic activity. By 1910, the total population on the east side reached 120,000. Transportation networks and facilities have long been key aspects of east side history. Economic growth was fueled by maritime activity and the confluence of five rail lines. Residential development was aided by connections to the west side via multiple bridges and a growing streetcar network. The first bridge in the N/NE Quadrant itself was the first Steel Bridge in 1888, located about three blocks north of the current Steel Bridge, which was completed in 1912. Both were primarily intended as freight rail bridges but

also carried street cars that served East Portland and Albina. The Broadway Bridge was completed in 1912, and it too carried a streetcar line, as it will once again late in 2012. The streetcars linked residential areas to jobs and defined major commercial corridors, including Union Avenue (now Martin Luther King Jr. Blvd.) and Broadway.



First Steel Bridge, 1888

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

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



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



Hooverville in Sullivan's Gulch, late 1930s

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

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

Albina had a vital music scene. One of Portland's hottest jazz clubs in the 1940s was the Dude Ranch on Broadway between Vancouver and Wheeler owned by Pat Patterson and Sherman Pickett. Local and national jazz talent performed here, including Coleman Hawkins, Thelonius Monk, and Louis Armstrong. Recently rehabilitated as the Leftbank Building, it is one of the few surviving buildings of



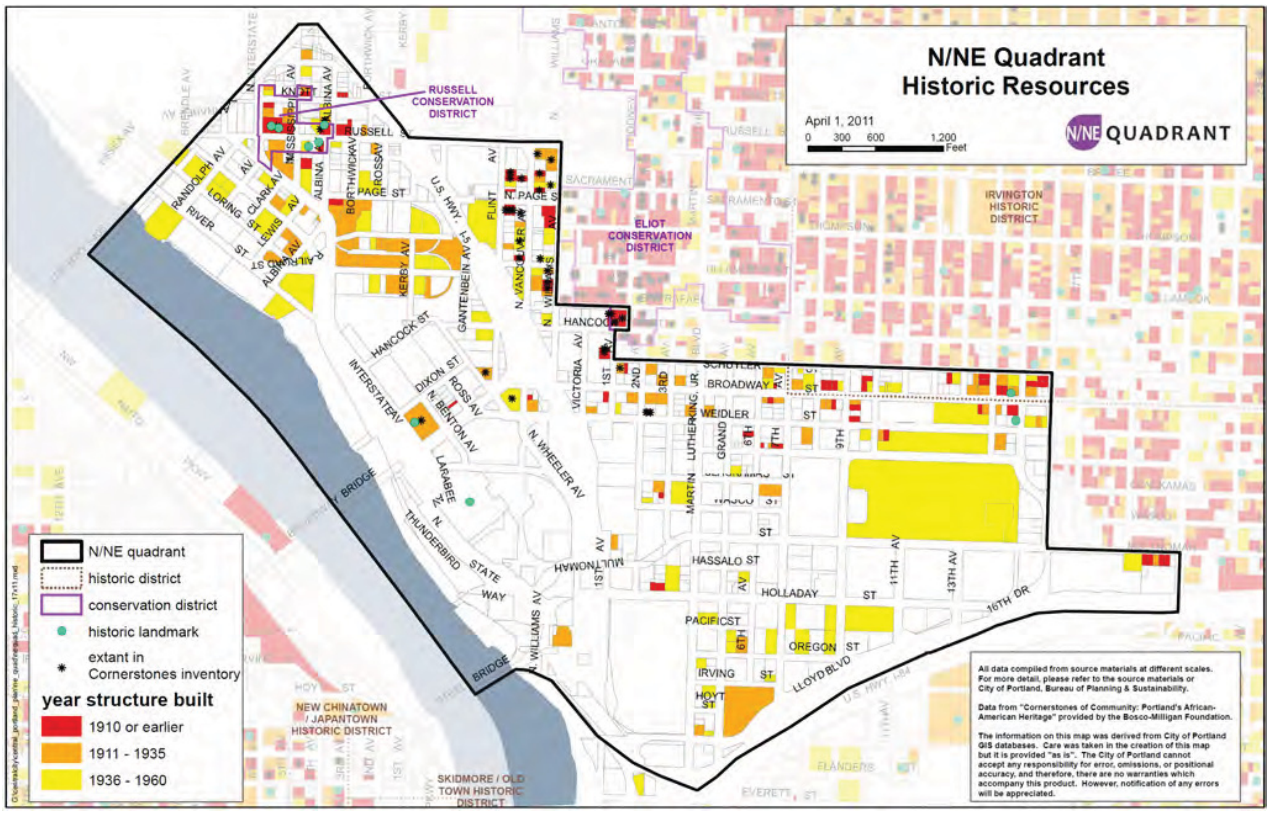
N Williams at the corner of Russell, looking north



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

the southern Albina African-American neighborhood which was largely razed by public improvement projects. This and other structures associated with Portland's African-American history are documented in *Cornerstones of Community*, a historic context statement and inventory prepared by the Bosco-Milligan Foundation in 1998 and recently updated as a part of the N/NE Quadrant Planning process.

Map D1: N/NE Quadrant Historic Resources



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

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



Veterans' Memorial Coliseum, ca. 1960s

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

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

Opening the same year as the Coliseum, the Lloyd Center was completed by Ralph Lloyd's daughters, finally implementing a somewhat different version of his long-held east side vision, seven years after his death. It covered 90 city blocks, 56 of which were occupied by shops and offices, including 200 tenants, 100 of which were in the open-air retail mall itself. Blocks not covered by buildings were used for parking, providing some 8,000 free parking spaces. Lloyd Center was one of the first large-scale, open-air shopping malls in the country, and was a regional market draw. Close to, but not in, the existing downtown retail core, the expected result (according to a Planning Commission report in the 1950s recommending approval of the project), would be that "Portland would in effect have a split central shopping core." At the juncture of two freeways and served by acres of free parking, Lloyd Center proved to be a serious challenge to traditional downtown retail establishments.



Ralph Lloyd's east side vision, ca 1930s



Lloyd Center, ca. 1960s

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



I-5 construction near Broadway/Weidler, 1962. Paramount Apartments and Leftbank Building at center

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

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

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



Oregon Convention Center today

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

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



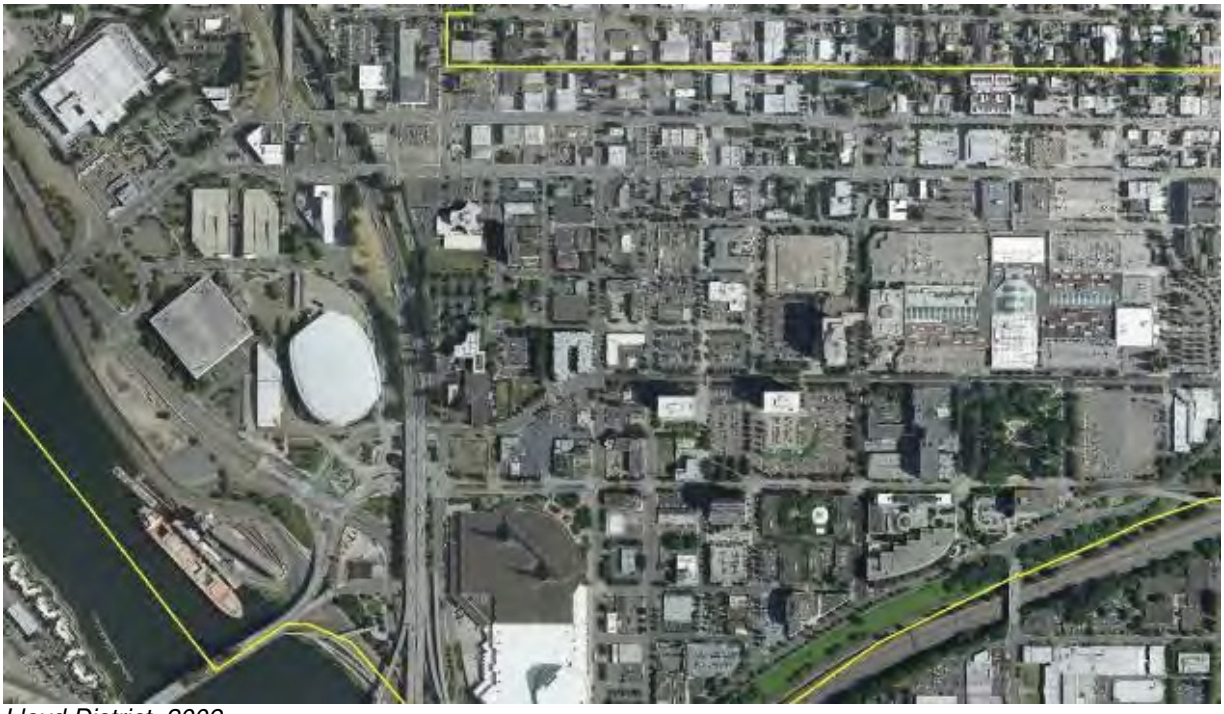
White Eagle Saloon, early 20th century



White Eagle Saloon, today



Lloyd District, 1950



Lloyd District, 2009

APPENDIX E: ISSUES, OPPORTUNITIES AND CONSTRAINTS

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

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

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

DRAFT

PRELIMINARY ISSUES, OPPORTUNITIES AND CONSTRAINTS

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

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

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

GENERAL QUADRANT-WIDE ISSUES

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

1. Urban Vibrancy and Vitality

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

2. Economic Prosperity

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

3. Human and Environmental Health

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

4. Balance and Equity

Issues identified generally focused on finding room in the quadrant for new people, business, development, etc. while retaining the existing population, businesses and culturally/historically significant buildings, etc. at the same time. Minimizing or mitigating

negative impacts on surrounding areas and important local structures is a key goal. Specifically mentioned for preservation were buildings appearing in the *Bosco-Milligan Cornerstones of Community* inventory as well as the retention of existing affordable housing. Building new affordable and middle-income (often referred to as "workforce") housing is also seen as important to maintain a diverse and equitable community in the study area. A "concentric circles" model of economic development that prioritizes local sourcing of goods and talent was suggested. Finally, desire was expressed to see more multi-cultural gathering places in the study area - community centers and marketplaces were mentioned specifically.

5. Connectivity and Access

Issues applicable to the entire study area included maintaining and improving access to, within, and through the quadrant for all modes of transportation including pedestrian, bicycle, auto, transit (bus, light rail and streetcar), and truck/freight. I-5 and I-84 are seen as significant pedestrian/bike barriers. Current and future trails should be included as part of the future transportation network. Improving safety across all transportation modes and reducing conflict between different modes is highly desirable. Considering a variety of ways to safely improve connectivity for bicycles and pedestrians, including options that exceed anticipated funding, is also desired. There is a general desire to increase the overall efficiency of our transportation system while adequately serving current and future facilities, businesses and residents and reducing emissions and climate impact. Specific measures to improve efficiency mentioned include: increasing trips by bicycle and walking, increasing transit capacity and use, reducing single-occupant vehicle travel, eliminating vehicles from certain areas, promoting motor cycles and scooters, improving signage, and increasing the use of alternative fuel vehicles. Increasing housing in the quadrant was suggested as an important opportunity to increase bike and walk commute trips.

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

SUBAREA ISSUES

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

a. Most of the issues identified specific to this area focused on one of two themes: preserving and enhancing the viability of industrial nature of the district, and revitalizing and improving the historic Russell Street main street.

b. Key issues related to preserving and enhancing the **industrial viability of Lower Albina** included:
   - Improving **freight access** and parking;

- Continuing **industrial sanctuary** policies, though possibly with some increased flexibility with regards to allowed office uses

c. On **Russell Street**, numerous opportunities for renovation and preservation of historic structures exist. These projects could increase retail and restaurant activity on Russell. Several stakeholders have commented that more mixed use development (possibly including housing) would improve the vitality of the main street. Others have noted that there are several vacant parcels adjacent to the **MAX light rail station** and that mixed-use, transit-oriented development might be appropriate in a limited area around the station - targeted zoning changes may be needed to facilitate mixed use development. Improving connections from Russell Street up to N. Mississippi Street and up Russell to Emanuel Hospital also were suggested.

d. This being a predominantly industrial area, **freight capacity and movement** is extremely important including truck-friendly street/intersection design and freeway access.

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

2. Subarea 2 -Vancouver/Williams Corridor

a. Most comments specific to this area supported efforts for **gradual redevelopment** of the area, while preserving important historic and culturally-significant buildings. Some blocks within this area currently have a residential zoning designation, complicating mixed use redevelopment that includes significant non-residential uses. It has been suggested that **zoning should be more flexible**, however preserving existing housing and encouraging new residential construction in this area continues to be important to the Eliot Neighborhood. Generally, lower scale development seems to be the desired urban form in this area. It should help transition from the single family character in Eliot to the taller buildings allowed in the Rose Quarter and Lloyd District.
   - Should **incentives** be developed to encourage, but not require, residential construction?
   - Should the current high density residential zoning in parts of this area be relaxed to allow more non-residential development?

b. **Access** is an important issue in this area – particularly as potential reconfigurations of I-5 and the over-crossings at Flint, Broadway, Vancouver, and Williams are considered. Multiple, pedestrian- and bike-friendly access options are desirable - including access from this area to the Eastbank Esplanade and future greenway trail.

- Could there be an additional bike/ped crossing at Hancock?

c. **Views** from the area across Lower Albina and the Rose Quarter to the west side were identified as a potential issue. In particular, the current public view mapped from the southwest corner of Lillis Albina Park is fully obstructed by trees and could be impacted by some development scenarios under consideration in the Rose Quarter / Blanchard Building area.
   - How important is this viewpoint?
   - Should it be improved or relocated?

3. Subarea 3 -Rose Quarter

a. The N/NE Quadrant Project will seek to support and coordinate with the results of the **Rose Quarter Development Project**. To this end, there appears to be substantial support for considering redevelopment at the **School District's Blanchard Building** site. This would likely require a zoning change from the site's current industrial zoning designation to commercial/mixed use zoning. Other changes to development regulations might also be recommended by the Rose Quarter work. Additionally, the theme emerged of supporting and strengthening the current role of the Veteran's Memorial Coliseum and Rose Garden arena while encouraging new uses. It was also suggested that public investment and/or disposition of publicly owned land could spur private redevelopment throughout the area.

b. The **Willamette riverfront** is seen as a key opportunity in the Rose Quarter. Suggestions emphasize a desire for:
   - Better access to and along the river (both physical and visual);
   - Increasing water recreation and transportation opportunities; and
   - Creating riverfront habitat, although this may prove challenging as the Rose Quarter riverfront now has heavy rail lines serving an active grain terminal located between two heavily trafficked bridges.

c. The CLD Pacific **Dreyfus grain terminal** is likely to remain in place during the foreseeable future and is seen as a challenge to redevelopment in the area. Some suggested that even if this facility were no longer in use as a grain terminal, it would be an interesting opportunity for historic preservation and repurposing.

d. **Safe, multi-modal access** to and through the Rose Quarter is an important issue – particularly to the riverbank and Eastbank Esplanade as well as across I-5. The current configuration of the I-5/Broadway/Weidler "Box" is viewed as dangerous and unpleasant for all modes (see also freeway/interchange-specific issues below). Specific transportation ideas to consider here include:
   - A new separate bike/ped bridge over I-5 (possibly at Clackamas);
   - Bringing N. Dixon Street across I-5 to connect to Flint; and
   - Reversing or decoupling the direction on N Vancouver and N Williams Avenues to improve the flow in the "Box".

- Improve pedestrian and bicycle connections under I-5 (with an emphasis on Holladay Street) between the Rose Quarter and Convention Center areas through streetscape and strategic development.
- Ensure that essential freight access to the Rose Garden and Memorial Coliseum is maintained.

e. Improvements or reconfigurations to the **Rose Quarter Transit Center** could be an opportunity to reduce the distance between the MAX platforms and create a safer environment for pedestrians, create new development areas and increase multi-modal access to the area. There is also some desire to consider eventual realignment of the **heavy rail line** along the riverbank inland to reduce the Steel Bridge bottleneck caused by the current s-curve and also allow public access to the river, habitat restoration, and future development along the river.

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

a. Most comments received specific to this area relate to improving the **main street character** of the district and achieving a **respectful transition** from the Central City to the Irvington Historic District to the north. Specifically, it was suggested that the main street qualities present on the eastern portion of NE Broadway should continue through the entire study area to the Broadway Bridge.

b. Transportation issues have also been raised. Some stakeholders are interested in looking at changes to the current **one-way street traffic configuration on Broadway and Weidler**. Several stakeholders mentioned that there are several **difficult pedestrian crossings** (without signals) on NE Broadway and that improving bicycle safety along the length of the corridor is a priority. Providing controlled intersections for bikes and pedestrians every 2 blocks was one suggestion for resolving this issue. It was also suggested that benefits may arise from de-coupling Broadway and Weidler and creating a 2-way thoroughfare.

c. Other specific transportation issues mentioned for consideration include:
- Looking at ways to improve multi-modal safety at the intersections of Broadway/Weidler at MLK/Grand and Broadway/Weidler at 15th/16th;
- Reducing the number of driveways on Weidler; and
- Untangling the situation at the "Box".

5. Subarea 5 -Central Lloyd

a. Many issues raised specific to this area focus on the opportunity to support both the development and continued success of the **Oregon Convention Center** and the established office district immediately to the east. Opportunities to help support the convention center include the headquarters hotel and entertainment-related development around the facility. **Opportunities in the office core** include unique potential for

development with distinctive amenities on the superblocks in the area. Holladay Park Medical Center was also seen as a potential opportunity for growth. The need for a stronger district identity and improved public safety were identified as crucial to supporting this sub-area.

b. **Residential development** – and the general lack thereof – is frequently cited as a major issue in this part of the study area. Streetcar construction is seen as a major opportunity to help encourage more residential construction here, but questions remain about the market-readiness of the area for housing. There is clear desire for new housing at a wide range of affordability levels – ideally to roughly match the employment profile of the study area. Some questions to think about include:
   - Are the **limited parks and open space amenities** in the area sufficient to support large-scale residential construction?
   - Is the current zoning working to encourage housing?
   - What parking strategies are appropriate? Currently, parking in the area is challenging, discourages residential development, and is a burden to existing residents as new development makes use of the already limited supply. Some residents would like a residential parking permit program in this area.

c. Other issues raised specific to this area include:
   - A lack of clear **urban form and street hierarchy** (i.e large blocks and buildings). Traversing the district does not provide enough clues as to which are of the streets serves the highest priority. A clear positive outcome for this sub-district is to determine ways to support a delineation of street hierarchy. The proposed Holladay green street improvements were cited as a successful attempt at creating hierarchy in one geographic location.
   - The many **large blocks** in the district are seen as a challenge to access and pedestrian connectivity, but are also seen as a unique opportunity in the Central City with typically much smaller blocks because they provide an opportunity for a different urban pattern for redevelopment. Including pocket parks in new development was suggested as a way to achieve new green/open space amenities incrementally.

d. Regarding transportation and access, **improved pedestrian and bike access** on MLK and Grand and across/under I-5 was frequently suggested as was the importance of maintaining efficient truck access to the Rose Quarter, Convention Center and surrounding office buildings. Specific ideas suggested included providing controlled intersections for bikes and pedestrians every 2 blocks along MLK/Grand, considering new pedestrian crossings to the Rose Quarter at Clackamas and to the Central Eastside at 7th Avenue (over I-84).

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

a. The poor quality of the **pedestrian experience** and limited street-level activity is cited as a challenge to be addressed in this plan. **Increasing vitality** through redevelopment and new development is a common desire. Some specific suggestions include:

- Improving the facade of the Lloyd Mall with aesthetic improvements would create a more inviting interface between the inside and outside of the structure and would serve to 'invite' people into the mall.
- Developing the **Lloyd Cinema parking lot** to potentially include a mix of residential, retail and other uses to help activate the space.

b. The predominance of **large property owners** and **large blocks** was noted as both a challenge and an opportunity in this area. Existing residential development in this area is limited and typically has little or no parking. Residents are interested in residential permit programs.

c. Public safety concerns in **Holladay Park** are widespread and a variety of measures to improve conditions there have been suggested. These range from near-term actions like increased tree trimming and more active programming of the park to longer-term ideas, such as improving surrounding development conditions with new buildings facing (embracing) the park and adding additional design features to the park to attract a wider variety of users.

d. Increasing **pedestrian connectivity and safety** both within this part of the study area and between this and adjacent areas was cited as an important issue. Suggestions for improvements include:
   - A new pedestrian bridge between this area (somewhere around NE 9th Ave) and the Central Eastside (across I-84),
   - Adding bicycle lanes to the 12th Avenue bridge; and
   - Continuing bike lanes on Multnomah all the way to NE 21st Ave.

e. The properties at the SW corner of **NE Multnomah and NE 21st** are seen as an interesting development opportunity. There are concerns about possible demolition of older homes on portions of the site, but generally there seems to be interest in looking at redevelopment scenarios for the corner. There appear to be differing opinions on what scale of building would be appropriate here. The site currently has split zoning, and may need to be rezoned to accommodate desired development. This area could also provide a convenient access point to the potential future Sullivan's Gulch Trail.
   - One opportunity that arises from the charrette process would include ideas for the type of design solutions and/or development that would be most appropriate and desirable?

7. The Freeway and Interchanges

a. Freeway related issues mentioned by study participants have focused on three themes: **safety**, **operational issues** as related to the freeway and overpasses, as well as **improved freight movement**.

b. Expressed **safety** related issues have included a desire to reduce weaving and improve merge lengths on I-5 as a way to help reduce the incidence of rear end and sideswipe collisions. On overpasses and interfaces with the local street network, there is a desire to improve safety especially by clarifying vehicular patterns and/or to separate vehicular, bikes and pedestrian traffic at identified conflict areas. The Broadway/Weidler box and

the intersection of Vancouver and Larrabee were singled out as particularly problematic areas, especially during major events in the Rose Quarter. Some stakeholders would like safety to be explicitly prioritized over capacity expansion when evaluating changes to I-5 and "the box".

c. Comments related to freeway **operational issues** generally focused on:
   - Improvements related to the reliability of traffic flow;
   - Reducing delay;
   - Increasing levels of service; and
   - A desire to increase average freeway speeds through the district.
   - A desire to reduce the impact of freeway traffic on the neighborhood

d. It was also suggested that the reconfiguration or removal of some or all of the **on and off ramps** to limit the number of intersections that feed onto the local street grid is desirable. Spreading the ramps and reducing the number of lights in specific locations to improve traffic flow was also mentioned, as was a desire to lengthen specific on ramps to minimize traffic bound for the freeway from backing up on local streets. Finally, a strong desire was expressed to **avoid impacts on key cultural sites** when looking at proposed freeway improvements.

e. **Freight movement** in support of local and regional economies was highlighted as a desired outcome of this process. Maintaining and improving freight movement and distribution on the freeways, as well as to locally designated freight routes, such as Lower Albina, are needed to ensure the reliable flow of goods. Freight movement improvements may take the form of reconfigured freight geometries on local streets and at on ramps, especially in areas like the Broadway/Weidler "box".

f. A desire to increase the **reliability of travel times** and to increase capacity for freight movements on the freeways was also expressed. It was suggested that this study should identify alternative freight access routes to and from Lower Albina, Swan Island and NW industrial areas.

ISSUES BEYOND THE SCOPE OF THIS PROJECT

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

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

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



APPENDIX F: PUBLIC INVOLVEMENT SUMMARY

Public Involvement Goals

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

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

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

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

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

Key Stakeholders and Project Advisory Committees

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

Stakeholder Advisory Committee

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

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



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

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

In all, 19 full SAC meetings and 14 subcommittee meetings were held. All meetings were open to the public and included opportunities for public comment.

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

Voting Members			
Representative	**Interest**	**Organization**	**Alternate**
Matt Arnold	Transportation-Bicycle	Bicycle Advisory Committee	Heather McCarey
Wynn Avocette	At-large		
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	
Carol Gossett	Neighborhood Association	Sullivan's Gulch Neighborhood Association	Britt Brewer
Phil Selinger Carolyn Briggs (past)	Transportation-Pedestrian	Pedestrian Advisory Committee	Doug Klotz Erin L Kelley (past)
Daniel Deutsch	Small Developer	Alora Development	Joanna Agee
Malina Downey	Regional Access	UPS	
Debra Dunn	Transportation-Trucking	Oregon Trucking Association	Bob Russell
Gary Eichman/Tracy Whalen (co-chairs)	Transportation-Freight	Portland Freight Committee	
Dean Gisvold	Neighborhood Association	Irvington Neighborhood Association	Ed Abrahamson
Cynthia Gomez (past)	Environmental Justice / Economic Equity	Latino Network	Andrea Marquez-Horna

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

Technical Advisory Committee

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

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

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

Public Involvement Events and Tools

Events

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

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



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

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

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

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

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

Communication/Information Tools

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

Survey: In the summer of 2011, an on-line survey was developed to get feedback on three concept alternatives developed by staff in coordination with SAC members. Survey responses helped inform development of a proposed concept, which was eventually endorsed by the SAC, and formed the basis for the goals, policies and implementation actions included in the quadrant plan. Approximately 140 survey responses were received.

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

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

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

Note. The project staff listed in the Outreach Log includes the following members from the three partner agencies. The attendance figures do not include project staff.

- *Portland Bureau of Planning and Sustainability: Susan Anderson, Stephanie Beckman, Shannon Buono, Debbie Bischoff, Mindy Brooks, Tyler Bump, Nick Byers, Troy Doss, Sallie Edmunds, Diane Hale, Kathryn Hartinger, Steve Iwata, Roberta Jortner, Karl Lisle, Lindsey Menard, Mark Raggett, Nicholas Starin, Nan Stark, Joel Stein, Michelle Van Tijen, Spencer Williams, Joe Zehnder*
- *Oregon Department of Transportation: Fred Eberle, Andy Johnson, Todd Juhasz, Tim Wilson*
- *Portland Bureau of Transportation: John Gillam, Mauricio Leclerc, Grant Morehead, Paul Smith*

Date	Organization/Event	Project Staff	Attendance (Approximate)
9/16/10	N/NE Quadrant Stakeholder Advisory Committee Meeting #1	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	36
9/22/10	N/NE Coalition of Neighborhoods Land Use Committee	Bischoff	25
9/25/10	N/NE Quadrant Community Walk: Lloyd District	Beckman, Eberle, Hale, Iwata, Juhasz, Johnson, Leclerc, Lisle, Raggett, Starin, VanTijen, Wilson	10
9/28/10	Rose Quarter Stakeholder Advisory Committee	Lisle	50
9/28/10	N/NE Quadrant Community Walk: Lower Albina	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin, VanTijen, Wilson	10
10/6/10	N/NE Quadrant Technical Advisory Committee	Beckman, Eberle, Iwata, Johnson, Juhasz, Lisle, Raggett, Starin, Wilson	15
10/11/10	Eliot Neighborhood Association	Starin	28
10/12/10	Portland Bicycle Advisory Committee	Iwata, Leclerc	25

Date	Organization/Event	Project Staff	Attendance (Approximate)
10/12/10	Sullivan's Gulch Neighborhood Association	Eberle, Lisle	40
10/12/10	CC2035 & N/NE Quadrant Open House	Beckman, Buono, Doss, Edmunds, Hale, Iwata, Leclerc, Lisle, Morehead, Raggett	100
10/14/10	N/NE Quadrant Stakeholder Advisory Committee Meeting #2	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	40
10/28/10	Irvington Neighborhood Association Land Use Committee	Iwata	9
11/15/10	N/NE Quadrant and Rose Quarter District Plan Open House	Beckman, Buono, Eberle, Edmunds, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Michelle VanTijen, Wilson	150
11/16/10	Portland Business Alliance	Beckman, Iwata, Juhasz	33
12/1/10	N/NE Quadrant SAC Transportation Subcommittee Meeting	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	18
12/2/10	N/NE Quadrant SAC Land Use Subcommittee Meeting	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	18
12/9/10	N/NE Quadrant Stakeholder Advisory Committee Meeting #3	Beckman, Buono, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	34
12/15/10	Portland Plan Citizen Involvement Committee	Beckman, Iwata, Starin	10
12/15/10	NE Coalition of Neighborhoods	Beckman, Starin	2
1/20/11	N/NE Quadrant Stakeholder Advisory Committee Meeting #4	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle	34
2/1/2011	Series of Stakeholder Interviews	Eberle, Juhasz, Leclerc, Lisle, Raggett, Wilson	17
2/9/11	N/NE Quadrant SAC Land Use and Transportation Subcommittee Meeting	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	25
2/22/11	N/NE Quadrant Charette: Land Use and Local Transportation	Beckman, Eberle, Hale, Juhasz, Iwata, Leclerc, Lisle, Morehead, Raggett, Starin, Wilson	17
2/23/11	N/NE Quadrant Charette: Land Use and Local Transportation	Beckman, Eberle, Hale, Iwata, Juhasz, Morehead, Leclerc, Lisle, Raggett, Starin, Wilson, Zehnder	18

Date	Organization/Event	Project Staff	Attendance (Approximate)
3/2/11	N/NE Quadrant SAC Land Use and Transportation Subcommittee Meeting	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	17
3/2/11	N/NE Quadrant Technical Advisory Committee	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	17
3/10/11	N/NE Quadrant Stakeholder Advisory Committee Meeting #5	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	33
3/20/11	AHC/Bosco-Milligan Preservation & Portland Plan event	Starin	25
3/23/2011	NE Coalition of Neighbors Land Use and Transportation Committee	Beckman, Eberle	14
3/30/2011	N/NE Quadrant SAC Land Use and Transportation Subcommittee Meeting	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	21
4/7/2011	Lloyd District Community Association	Lisle, Juhasz	25
4/11/2011	N/NE Quadrant I-5 Freeway and Local Transportation Interface Charrette: Opening Session	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	38
4/12/2011	Rose Quarter Stakeholder Advisory Committee	Lisle	60
4/12/2011	N/NE Quadrant I-5 Freeway and Local Transportation Interface Charrette: Check-in Session	Beckman, Hale, Eberle, Iwata, Juhasz, Leclerc, Lisle, Raggett, Wilson	14
4/13/2011	N/NE Quadrant I-5 Freeway and Local Transportation Interface Charrette: Closing Session	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	22
4/20/2011	N/NE Quadrant SAC Land Use and Transportation Subcommittee meeting	Beckman, Eberle, Hale, Iwata, Leclerc, Lisle, Juhasz, Wilson	20
5/26/2011	N/NE Quadrant Project Stakeholder Advisory Committee Meeting #6	Beckman, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Starin, Wilson	31
6/16/2011	N/NE Quadrant Project Stakeholder Advisory Committee (SAC) Meeting #7	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	19
6/23/2011	Eliot Neighborhood Association	Eberle, Juhasz, Leclerc, Lisle	1
6/29/2011	N/NE Quadrant Open House	Beckman, Eberle, Hale, Hartinger, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Stein, Williams, Wilson	102
6/30/2011	Irvington Neighborhood Association Land Use Committee	Juhasz, Leclerc, Lisle	12
7/7/2011	Portland Freight Committee	Juhasz, Leclerc	25
7/11/2011	Oregon Convention Center Urban Renewal Advisory Committee	Iwata	16

Date	Organization/Event	Project Staff	Attendance (Approximate)
7/12/2011	Bicycle Advisory Committee	Juhasz, Leclerc	25
7/12/2011	Eliot Neighborhood Association Land Use Committee	Eberle, Iwata, Juhasz, Leclerc	5
7/13/2011	N/NE Quadrant SAC Transportation and Land Use Subcommittee meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson	18
7/18/2011	Eliot Neighborhood Association Land Use Committee	Beckman, Iwata	4
7/19/2011	Pedestrian Advisory Committee	Juhasz, Leclerc	10
7/26/2011	N/NE Quadrant Technical Advisory Committee	Beckman, Hale, Iwata, Johnson, Juhasz, Lisle, Raggett, Starin	12
7/27/2011	Calaroga Terrace	Eberle, Juhasz, Leclerc, Lisle	2
7/28/2011	N/NE Quadrant Stakeholder Advisory Committee Meeting #8	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	27
7/28/2011	Leftbank Building Tenants	Eberle, Starin, Juhasz	10
8/1/2011	Travel Portland Community Action Committee	Eberle, Iwata	10
8/2/2011	Lloyd District and Sullivan's Gulch National Night Out	Hale	30
8/15/2011	Calaroga Terrace	Beckman, Juhasz, Lisle	2
8/18/2011	Lloyd Community Association	Beckman, Leclerc, Lisle	13
8/25/2011	Ashforth Pacific	Leclerc, Lisle, Raggett	2
9/1/2011	Lloyd Transportation Management Association	Juhasz, Leclerc, Lisle	15
9/6/2011	Sullivan's Gulch Neighborhood Association Land Use Committee	Beckman	6
9/7/2011	Lower Albina Businesses	Beckman, Juhasz, Leclerc, Starin	6
9/8/2011	NE Broadway Business Association	Beckman	7
9/13/2011	Portland Business Alliance Transportation Committee	Iwata, Juhasz, Leclerc	15
9/14/2011	N/NE Quadrant SAC Land Use Subcommittee meeting	Beckman, Hale, Iwata, Leclerc, Lisle, Raggett, Starin, Wilson	14
9/18/2011	Dill Pickle Club - "How the City is Planned" walking tour	Starin	35
9/29/2011	N/NE Quadrant Stakeholder Advisory Committee Meeting #9	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	25
10/4/2011	Central Eastside Industrial Council Land Use Committee	Iwata, Juhasz	24
10/12/2011	N/NE Quadrant SAC Land Use Subcommittee meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	12
10/13/2011	N/NE Quadrant Technical Advisory Committee	Beckman, Buono, Hale, Juhasz, Lisle, Raggett, Starin, Stark	10

Date	Organization/Event	Project Staff	Attendance (Approximate)
10/14/2011	N/NEQ Agency Director's Check-in	Anderson, Hale, Iwata, Johnson, Juhasz, Leclerc, Zehnder	4
10/20/2011	Lloyd Ecodistrict Board Meeting	Iwata, Lisle	12
10/25/2011	LRS Architects	Beckman, Buono, Doss, Hale, Iwata, Raggett, Starin, Stark	2
10/27/2011	N/NE Quadrant Stakeholder Advisory Committee Meeting #10	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	33
11/3/2011	Eliot Neighborhood Association	Beckman, Starin	1
11/8/2011	N/NEQ Stakeholders (Rose Quarter Management, Langley Investments, Lloyd TMA)	Lisle, Raggett	3
11/8/2011	Oregon Trucking Association	Juhasz	1
11/9/2011	N/NE Quadrant Technical Advisory Committee	Eberle, Juhasz, Starin, Wilson	9
11/10/2011	Streimer Sheetmetal Works, Inc.	Starin	2
11/15/2011	Audubon Society	Beckman, Brooks	1
11/16/2011	Alora Development (Leftbank Project)	Iwata, Juhasz, Wilson	3
11/17/2011	N/NE Quadrant Stakeholder Advisory Committee Meeting #11	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Williams	36
11/30/2011	Rose Quarter Stakeholder Advisory Committee	Lisle	40
12/1/2011	Portland Freight Committee	Juhasz, Leclerc, Wilson	25
12/2/2011	Lower Albina Businesses (Stan Herman, Ray Kutch)	Lisle, Starin	5
12/2/2011	Matt Arnold (SAC member, Bicycle Adv. Committee)	Juhasz, Leclerc, Wilson	15
12/8/2011	N/NE Quadrant SAC Transportation Subcommittee meeting	Eberle, Iwata, Juhasz, Lisle, Wilson	32
1/4/2012	Neighborhood Representatives (Eliot, Irvington, Sullivan's Gulch)	Iwata, Johnson, Juhasz, Leclerc, Lisle	6
1/5/2012	Lloyd Transportation Management Association	Iwata, Eberle	10
1/5/2012	Portland Freight Committee	Johnson, Leclerc	10
1/6/2012	Rose Quarter Arena Management	Johnson	2
1/10/2012	Calaroga Terrace (Gary Warren), Urobos Glass (Eric Lovell), Oregon Trucking Association (Debra Dunn)	Iwata, Johnson, Leclerc	3
1/11/2012	N/NE Quadrant SAC Land Use Subcommittee meeting	Beckman, Byers, Eberle, Hale, Iwata, Lisle, Starin, Raggett, Wilson	15
1/13/2012	N/NE Quadrant SAC Co-Chairs Meeting	Gillam, Iwata, Johnson	3
1/17/2012	Betsy Reese (Owner, Paramount Apartments)	Eberle, Juhasz	2
1/17/2012	Willamette Pedestrian Coalition	Johnson, Leclerc	1

Date	Organization/Event	Project Staff	Attendance (Approximate)
1/19/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #12	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	36
1/19/2012	Broadway Toyota	Iwata, Juhasz	1
1/20/2012	TriMet	Iwata, Lisle	2
1/27/2012	Compass Oncology	Iwata	4
1/31/2012	Legacy Health	Iwata	3
2/2/2012	Latino Network, Upstream Public Health, Urban League	Iwata, Leclerc	6
2/2/2012	N/NE Quadrant Open House	Beckman, Bump, Byers, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Menard, Raggett, Starin, Williams, Wilson	100
2/6/2012	N/NE Business Association	Beckman, Juhasz	10
2/7/2012	Central Eastside Industrial Council	Gillam, Iwata, Juhasz	21
2/9/2012	Langley Investment Properties	Hale, Iwata, Lisle, Zehnder	6
2/9/2012	Lloyd Transportation Management Association	Eberle, Lisle, Morehead	1
2/10/2012	Lloyd District Development Forum	Doss, Hale, Iwata, Lisle, Zehnder	14
2/10/2012	Portland Business Alliance	Doss, Lisle	1
2/14/2012	N/NE Quadrant SAC Co-chairs meeting	Iwata, Johnson, Juhasz	3
2/16/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #13	Bischoff, Eberle, Hale, Iwata, Johnson, Juhasz, Lisle, Raggett, Starin, Zehnder	29
2/24/2012	Bicycle Transportation Alliance (BTA) & BEST	Gillam, Iwata, Johnson	2
2/29/2012	Portland Public Schools (PPS)	Iwata, Lisle	2
3/1/2012	Lloyd Transportation Management Association Annual Meeting	Beckman, Eberle, Iwata, Johnson, Morehead	30
3/5/2012	Eliot Neighborhood Association	Lisle, Zehnder	1
3/5/2012	Tracy Whalen (SAC member, Portland/Oregon Freight Committee)	Juhasz	1
3/6/2012	Joe Angel	Beckman, Brooks, Buono, Lisle	1
3/8/2012	Legacy Health	Lisle, Iwata	3
3/8/2012	Peter Finley Fry	Beckman, Iwata, Lisle	1
3/9/2012	Leftbank Building Tenants	Eberle, Hale, Iwata, Johnson	15
3/13/2012	Leftbank Project - Alora Development	Eberle, Lisle	1
3/13/2012	N/NE Quadrant SAC Co-chairs meeting	Gillam, Iwata, Johnson, Juhasz, Smith	2
3/13/2012	Portland Business Alliance	Iwata, Juhasz	15
3/15/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #14	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Wilson, Zehnder	34
3/20/2012	N/NE Quadrant Stakeholder Advisory Committee Worksession	Lisle, Iwata, Wilson	6

Date	Organization/Event	Project Staff	Attendance (Approximate)
3/21/2012	N/NE Quadrant SAC Land Use Subcommittee meeting	Beckman, Hale, Iwata, Lisle, Raggett, Wilson	7
3/22/2012	E. John and Cleo Rumpakis	Hale, Jortner, Starin	2
3/22/2012	N/NE Broadway Business Association	Bump, Lisle	40
4/5/2012	N/NE SAC Walking Tour	Beckman, Iwata, Johnson, Juhasz, Leclerc, Lisle	17
4/5/2012	Betsy Reese (Owner, Paramount Apartments)	Juhasz, Leclerc, Lisle	1
4/5/2012	Sullivan's Gulch Neighborhood Association	Beckman, Hale	1
4/11/2012	Bike Advisory Committee	Leclerc	8
4/11/2012	Eliot Neighborhood Association	Iwata, Lisle, Zehnder	10
4/12/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #15	Beckman, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	36
4/18/2012	N/NE Quadrant Technical Advisory Committee	Beckman, Buono, Hale, Juhasz, Leclerc, Lisle, Starin, Wilson	4
4/19/2012	Sullivan's Gulch Neighborhood Association Charrette	Beckman, Bump	50
4/24/2012	Trimet	Iwata, Juhasz, Leclerc, Lisle	4
4/27/2012	E. John and Cleo Rumpakis	Anderson, Hale, Zehnder	2
5/1/2012	Sullivan’s Gulch Neighborhood Association	Hale, Starin	12
5/2/2012	N/NE Quadrant SAC Co-chairs meeting	Iwata, Juhasz, Johnson	3
5/10/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #16	Beckman, Bischoff, Iwata, Johnson, Leclerc, Lisle, Starin	32
5/15/2012	Portland Business Alliance Central City Committee	Iwata, Juhasz, Lisle	25
5/18/2012	Kurt Widmer / Lower Albina	Starin, Zehnder	1
5/22/2012	Eric Lovell / Lower Albina	Starin, Zehnder	1
5/23/2012	NNE Quadrant SAC Land Use Subcommittee Meeting	Beckman, Hale, Iwata, Leclerc, Lisle, Raggett, Starin	13
5/24/2012	Legacy Health	Lisle, Zehnder, Raggett	2
5/29/2012	NNE Quadrant SAC Land Use Subcommittee Meeting	Beckman, Hale, Iwata, Leclerc, Lisle, Raggett, Starin	11
5/31/2012	Planning and Sustainability Commission Officer's Briefing	Doss, Iwata, Lisle, Zehnder	8
6/5/2012	Eliot Neighborhood Association	Lisle, Zehnder	1
6/7/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #17	Beckman, Eberle, Hale, Johnson, Juhasz, Leclerc, Lisle, Morehead, Wilson	43
6/12/2012	Irvington Neighborhood Association	Zehnder, Starin	4
6/12/2012	Portland Planning and Sustainability Commission	Beckman, Doss, Hale, Iwata, Johnson, Lisle, Raggett, Starin	15
6/20/2012	Lower Albina Property Owners	Starin, Iwata, Zehnder	3
6/21/2012	Portland Design Commission	Lisle, Iwata, Raggett	12

Date	Organization/Event	Project Staff	Attendance (Approximate)
6/25/2012	Lloyd District Community Association	Lisle, Zehnder	1
6/26/2012	Leftbank Building Tenants	Iwata, Johnson, Juhasz, Leclerc	9
6/26/2012	Portland Arena Management (Rose Quarter)	Iwata, Lisle, Raggett	3
6/27/2012	N/NE Quadrant SAC Co-chairs meeting	Beckman, Hale, Iwata, Leclerc, Lisle, Raggett	1
6/28/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #18	Beckman, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett	38
6/30/2012	Bosco-Miligan Foundation/Architectural Heritage Center	Iwata	28
7/12/2012	Planning and Development Directors	Anderson, Iwata, Lisle, Zehnder	8
7/13/2012	Alora Development (Leftbank Project)	Lisle, Zehnder	1
7/17/2012	Sullivan's Gulch Neighborhood Association	Juhasz	20
7/23/2012	Historic Landmarks Commission	Beckman, Hale, Iwata, Starin	15
8/1/2012	N/NE Quadrant SAC Co-chairs meeting	Johnson, Juhasz, Iwata, Leclerc, Lisle	3
8/2/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #19	Beckman, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin	32
8/23/2012	PlazaPalooza (Oregon Convention Center Event)	Hale, Hamblin, Juhasz	15
8/24/2012	Lower Albina Business Owners	Starin	5
9/10/2012	E. John Rumpakis and Carol Gossett	Anderson, Lisle	2
9/11/2012	Planning and Sustainability Commission	Anderson, Doss, Hamblin, Beckman, Lisle, Starin, Raggett, Johnson, Juhasz, Leclerc, Smith	25
912/2012	PDC Board Commission	Iwata, Doss, Lisle , Leclerc	15
9/20/2012	PSC Officers Briefing	Iwata, Doss, Lisle	3
9/25/2012	Planning and Sustainability Commission	Beckman, Doss, Hale, Hamblin, Hartinger, Iwata, Lisle, Starin, Johnson, Leclerc, Zehnder	20







APPENDIX G: BIBLIOGRAPHY

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

STAKEHOLDER ADVISORY COMMITTEE RECOMMENDATIONS

AUGUST 29, 2012

We are committed to providing equal access to information and hearings. If you need special accommodation, call the Bureau of Planning and Sustainability at 503-823-7700 (TTY 503-823-6868).

FOR MORE INFORMATION:

Please see the project website at: www.portlandoregon.gov/bps/cc2035/nneq

Or contact:

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August 28, 2012

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Oregon Transportation Commission
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Planning and Sustainability Commission
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Portland, OR 97201

Greetings:

The North/Northeast Quadrant Stakeholder Advisory Committee (SAC) is pleased to present our final recommendations for the N/NE Quadrant Plan and the I-5 Broadway-Weidler Interchange Plan. These two documents provide an integrated vision for an intensely vibrant urban district in the Lloyd District, growing employment and economic activity in Lower Albina with a much safer, friendlier, and a more efficient I-5 freeway interchange at NE Broadway and NE Weidler Street that better meets both regional and local mobility needs.

From the fall of 2010 to the summer of 2012, we had the honor of chairing the diverse and inclusive 30-member SAC as it developed its recommendations. The process was a collaborative effort between the City of Portland, represented by the Bureau of Planning and Sustainability (BPS) and the Bureau of Transportation (PBOT), and the Oregon Department of Transportation (ODOT). As co-chairs, we would like to acknowledge this unique effort and that SAC members embraced this challenge and the opportunity to engage with the staff from BPS, PBOT and ODOT on this project to develop our recommendations.

When we started, we set out to do something that had not been done before in this region: integrating a major freeway project with a long-range land use and transportation plan. The working assumption for this effort arose from the history of developing land use and freeway plans independent of one another. Inevitably, the previous planning efforts resulted in plans that addressed particular issues related to agency priorities, but left many other complex issues in the area unresolved and lacking the necessary public and inter-agency support to be implemented. This process set out to concurrently develop two separate, but integrated plans that address the needs for livability and urban vitality of this quadrant of the Central City, as well as the regional safety and mobility needs of I-5 as a key facility for the region and state.

Doing this together was not always easy, but the rewards more than compensate for the hard work of SAC members, staff, and public at large. We believe by working together we have plans that are not only consistent but integrated, that support and reinforce each other in physical and symbolic ways we hope will facilitate implementation. Early on, the SAC developed a comprehensive list of project goals to guide the development of the plans. They are found on page 6.

After two years of education about issues in the quadrant from staff, expert consultants, stakeholders and the public, plus attending numerous meetings and participating in SAC discussions, the final votes of the process were taken on June 7, 2012 and August 2, 2012. The questions asked were:

1) Do you endorse the Joint Facility Plan, as revised?
2) Do you endorse the Draft N/NE Quadrant Plan, as revised?
3) Do you endorse the SAC Recommendations transmittal document?

A summary of the votes follows. Please see Section VI., Final Votes for details.

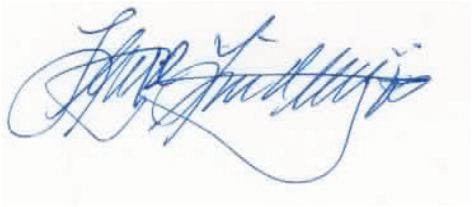
	"1" Full Support	"2" Support, but Prefer Modifications	"3" Do Not Support	Result
1) ODOT Facility Plan (6-7-12)	**12**	**4**	**3**	**Pass by Majority/Minority**
2) N/NE Quadrant Plan (8-2-12)	**17**	**4**	**0**	**Pass by Consensus**
3) SAC Recommendations Transmittal (8-2-12)	**21**	**0**	**0**	**Pass by Consensus**

We believe that these plans offer a comprehensive framework that will guide public and private investment in the next decades. By working together, we have accomplished a great deal more than had we done these plans independent of each other.

Following this letter is an overview of the process and key outcomes. We would like to call your attention to two items in particular: 1) Appendix B, which contains letters and minority reports from SAC members, and 2) Section VIII., Conclusion and SAC Recommendations, which contains additional an SAC recommendation encouraging the City of Portland and ODOT to act immediately to address high priority safety concerns.

We now have the blueprints for positive change. It is our next collective task and commitment led by the City and state, to continue the work to make the recommendations in these plans a reality.

Respectfully Submitted,



Lloyd D. Lindley, II
SAC Co-Chair



Tracy Ann Whalen
SAC Co-Chair

On behalf of the current Stakeholder Advisory Committee Voting Members:

Matt Arnold
Wynn Avocette
Pauline Bradford
Daniel Deutsch
Malina Downey
Debra Dunn
Gary Eichman
Dean Gisvold
Carol Gossett
Heidi Guenin
Damien Hall
Sean Hubert
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E) Public Involvement Plan
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I. Introduction, Goals and Process Overview

A) Introduction

In the summer of 2010, ODOT, PBOT and BPS ("the Project Team") initiated a partnership to begin co-developing land use and transportation concepts for the North/Northeast quadrant of the central city (N/NE Quadrant) through an iterative process involving the public and area stakeholders. (See, Figure 1.)

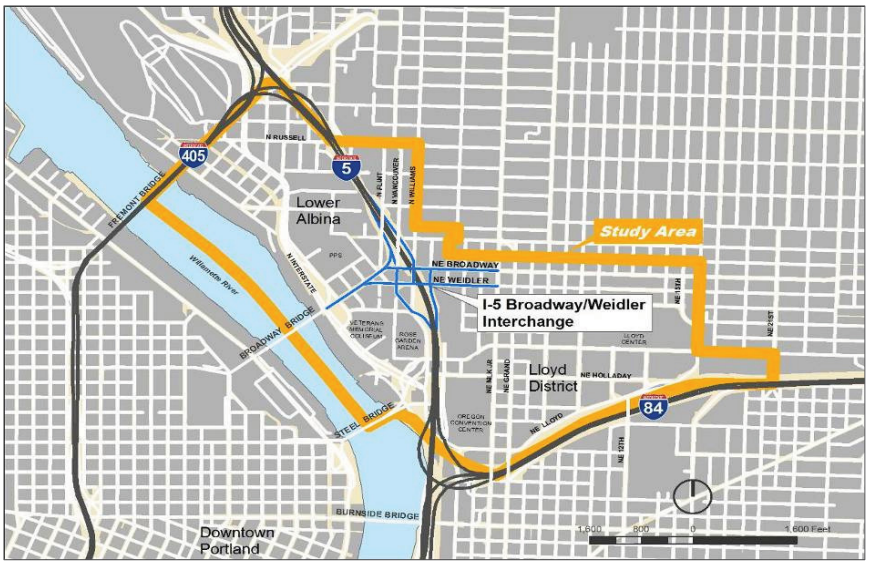

Figure 1: Study Area for the N/NE Quadrant and I-5 Broadway/Weidler Plans Project

This joint effort provides a new collaborative land use and transportation approach to integrate land use planning with urban freeway interchanges improvements. This approach combined the planning of local strategies for land use, urban design and local transportation improvements, typically a City responsibility, with the planning of interstate freeway improvements, which is an ODOT responsibility.

The N/NE Quadrant Plan is part of overall process to update the 1988 Central City Plan. The SAC identified the following key issues to be addressed: 1) the Lloyd District's lack of vibrant pedestrian activity, 2) support the industrial uses in the Lower Albina, 3) support the recent designation of the Lloyd EcoDistrict, and 4) acknowledge and develop strategies to address the impacts of past large scale public project.

The project's approach for freeway improvements was to address long-demonstrated safety and operational issues that, if scaled according to community aspirations, would contribute to the continued vitality of the Central City and the mobility needs of the region and state. Due to multiple constraints, freeway improvements were to focus on existing safety and efficiency scenarios instead of solutions that increase capacity to meet future travel demands.

The Stakeholder Advisory Committee (SAC) was established to provide feedback and direction to the Project Team. It and the SAC met regularly for over two years to discuss issues, brainstorm, develop draft concepts, and examine transportation and land use solutions concurrently through a five-phase process designed to explore multiple alternatives to address complex land use and transportation issues. For additional information, please see Appendix A for the Project Overview.

B) Goals

The following jointly developed project goals were approved by the SAC in January 2011.The goals state:

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

Our recommendations will be guided by our desire for:

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

C) Process Overview

The land use changes and urban design strategies for the City are documented in the North/Northeast Quadrant Plan (as part of the 2035 Central City Plan) and are interdependent and mutually supportive of the transportation changes documented ODOT's Facility Plan. Though developed within the same process, the land use and transportation improvements resulted in two different groups of documents for the two partnering agencies as shown in Figure 2.

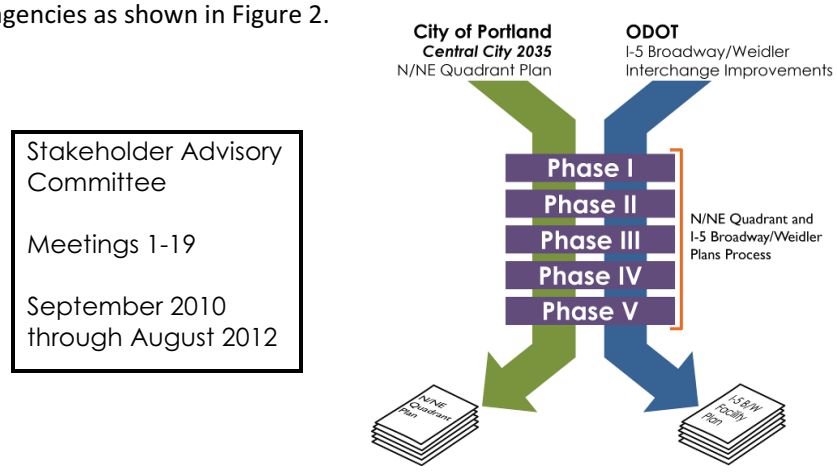

Figure 2: Joint Effort for the N/NE Quadrant and I-5 Broadway/Weidler Plans Project: Examining Land Use and Transportation Elements Concurrently

In the end, this process resulted in land use and transportation changes in the quadrant that are mutually agreeable to both the City of Portland and to ODOT. The voting members of the SAC largely endorsed the proposed plans, with some members submitting minority reports explaining why they oppose portions of the plans. See section VI, below for a summary of the votes and Appendix B for letters and minority reports.

II. Stakeholder Advisory Committee, Collaboration Principles, and Public Involvement Overview

A) Stakeholder Advisory Committee

The SAC was one of the primary means of ensuring that the public had opportunities to provide meaningful input into the planning process. SAC members (see, Table 1) were selected to represent key stakeholder interests and to create a balanced committee to guide the planning effort. All SAC members were appointed by the directors of the Portland Bureau of Planning and Sustainability, the Portland Bureau of Transportation and the Oregon Department of Transportation Region 1 Office. The SAC was made up of 30 voting and 8 non-voting members, representing area stakeholders, including business and neighborhood associations and property owners, as well as community interests such as affordable housing, cultural heritage, the environment, economic equity, labor, urban design, and multi-modal transportation. Local, regional and state public agencies were represented on the committee as non-voting members. The SAC also considered non-member testimony and correspondence submitted during each meeting.

Table 1: N/NE Quadrant Project Stakeholder Advisory Committee Members (June, 2012)

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

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

The role of the SAC was to advise and direct project staff throughout the planning process and to make recommendations to the Portland City Council, the Portland Planning and Sustainability Commission and the Oregon Transportation Commission. SAC members were expected to solicit input from their stakeholder groups and constituencies, report back to the committee, represent the broader interests of those groups at meetings, and promote public involvement in project events.

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

In all, 19 full SAC meetings and 13 subcommittee meetings were held. All meetings were open to the public and included opportunities for public comment. For additional information, please see Appendix C for the SAC Meeting Notes.

B) Collaboration Principles

Early in the process, SAC members developed and adopted collaboration principles that governed decision making for the committee. The document can be found in Appendix D. It contains the agreements of the participants in the North/Northeast Quadrant I-5 Broadway Weidler Plans process.

The SAC made decisions by "consensus." Consensus decision-making allows SAC members to distinguish underlying values, interests, and concerns with a goal of developing widely accepted solutions. Consensus does not mean 100% agreement on each part of every issue, but rather support for a decision, *"taken as a whole."* This means that a member, through straw polling, may vote to support a consensus proposal even though they would prefer to have it modified in some manner in order to give it their full support. Consensus is a process of *"give and take*," of finding common ground and developing creative solutions in a way that a strong majority of interests can support. Consensus is reached if members at the table support an idea or say, *"I can live with that."* If that did not happen, the result was a "Majority/Minority" vote.

C) Public Involvement

There is a long history of large redevelopment and infrastructure projects that have had adverse impacts on the communities in Lower Albina and the Lloyd District. The public involvement process was designed to be inclusive and responsive to public concerns, and allow for active participation and meaningful public input.

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

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

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

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

What follows is a summary of public involvement activities. For a complete overview, please see Appendix F: N/NE Quadrant Plan, Appendix F.

Public Events Hosted by N/NE Quadrant Team:

Event	Date
CC2035 & N/NE Quadrant Open House	Oct 2010
N/NE Quadrant & Rose Quarter Open House	Nov 2010
N/NE Quadrant Open House	Jun 2011
N/NE Quadrant Open House	Feb 2012
Land Use Charrette	Feb 2011
Transportation Charrette	April 2011
Lower Albina and Lloyd District Community Walks	Sep 2010
N/NE Quadrant Community Walk	April 2012
Development Forum	Feb 2012
Stakeholder Meetings with Project Staff Present	Throughout

Commission Briefings:

- Portland Design Commission (6/2012)
- Portland Historic Landmarks Commission (7/2012)
- Planning Commission (6/2012)

III. City of Portland Central City N/NE Quadrant Plan Highlights

The Central City 2035 project is a multi-phased, long-range comprehensive and district planning effort to update the 1988 Central City Plan and provide updated guidance on development, decision-making, and investment in the center of the Portland metropolitan region. Metro's regional employment and housing forecasts predict significant growth in the Central City. The Lloyd District has the highest development capacity in the Central City. It is expected that demand will drive significant new mixed use development. Collaboratively developed through a nearly two- year public process, the project includes the Central City 2035 Concept Plan, which provides a high-level framework of goals, policies, and an urban design diagram to guide the development of more detailed, quadrant-level plans.

The N/NE Quadrant Plan (Appendix F) is the first of the more detailed district plans, addressing land use, urban design, transportation, public infrastructure, and development entitlements in the Lloyd District and Lower Albina sub-districts of the Central City. It provides new goals, policies, urban design/land use diagrams, and implementation actions that will direct and manage change over the next 25 years.

Highlights of the Draft Plan include:

A) Preserving the industrial employment character of Lower Albina
B) Foster the growth of the Lloyd District into the intensely urban east side center of the Central City, with a focus on new residential development that will add activity and vibrancy to the district
C) Providing amenities, such as parks, street improvements and green infrastructure to support and encourage new development
D) Sensitive transitions to historic neighborhoods
E) Improving regional access and local street safety and connectivity for all modes

F) Continue public-private partnerships with the Lloyd TMA to increase use of alternative transportation modes
G) Encouraging sustainable development that supports the Lloyd EcoDistrict and goals for improved environmental performance
H) Incorporated the concerns of displacement, potential loss of historic and cultural resources

IV. ODOT I-5 Broadway/Weidler Interchange Improvements and Facility Plan Highlights

The Recommended Concept is the result of two years of work and discussions, refining what began as public process that developed over 70 concepts. Screening reduced the concepts to 5 fundamental alternatives the SAC narrowed down to one cohesive proposal to improve safety and operations on I-5. The Facility Plan for the I-5 Broadway/Weidler Interchange (Appendix G) is a technical and state-required document that specifically outlines ODOT's intentions relative to this segment of the I-5 facility and the interchange. The State of Oregon agencies are required to prepare facility plans for state-owned infrastructure so that they and decision-makers may effectively manage, maintain, and prioritize potential additions to, or expansion of, this infrastructure.

Highlights of the Recommended Concept, organized into four subsections of the study area, include:

A) The I-5 Broadway/Weidler Interchange Area

- Mainline Freeway Safety Elements
- Three Rebuilt Freeway Structures and the Broadway/Weidler/Williams Lid
- I-5 Broadway/Weidler Interchange Improvements
- Relocation of Southbound I-5 Entrance Ramp to Weidler/Williams
- Reverse Traffic Flow on Williams and improve bicycle access and safety
- Transportation System Management (TSM) and Transportation Demand Management (TDM) Strategies

B) North of Broadway Area - North of Broadway Option 3. Vancouver + Hancock/Dixon

- Rebuild Vancouver in current location
- Remove Flint south of Tillamook and replace with new pedestrian/bike paths
- Add Hancock/Dixon Overcrossing and Hancock/Vancouver Lid
- Actively pursue Freeway Lid Connecting Hancock Overcrossing to the Broadway/Weidler Structures

C) South of Weidler Street Area

- Clackamas Pedestrian/Bike Overcrossing
- Continue Flint between Parking Structures

D) Freeway Mainline Improvements Near the Rose Quarter Transit Center

- Add an auxiliary lane and full width shoulders to north-bound and south-bound I-5 within the boundaries of the study area
- Move the south-bound on-ramp to I-5 from Wheeler/Winning Way to Weidler

V. Integration of City of Portland and ODOT Plans

The N/NE Quadrant Plan and the I-5 Broadway-Weidler Interchange and Facility Plan were developed as a joint public planning effort to integrate the long range land use plans with current safety and operational problems on the freeway and at the interchange. The SAC participated in this unique effort to balance the economic vitality of N/NE Quadrant businesses and the livability of area residents with the larger regional travel needs for safe and efficient freeway movement. This joint partnership resulted in creative solutions that support high-density development, safer and convenient places for walking, bicycling, and access to transit that should help increase the use of these transportation modes while accommodating safer regional freeway operations.

The diagram below illustrates the opportunities to coordinate the two planning efforts, shown in five discrete areas. Accompanying the map is a summary of the complimentary relationships between the freeway improvements and the N/NE Quadrant land use-transportation-urban design elements

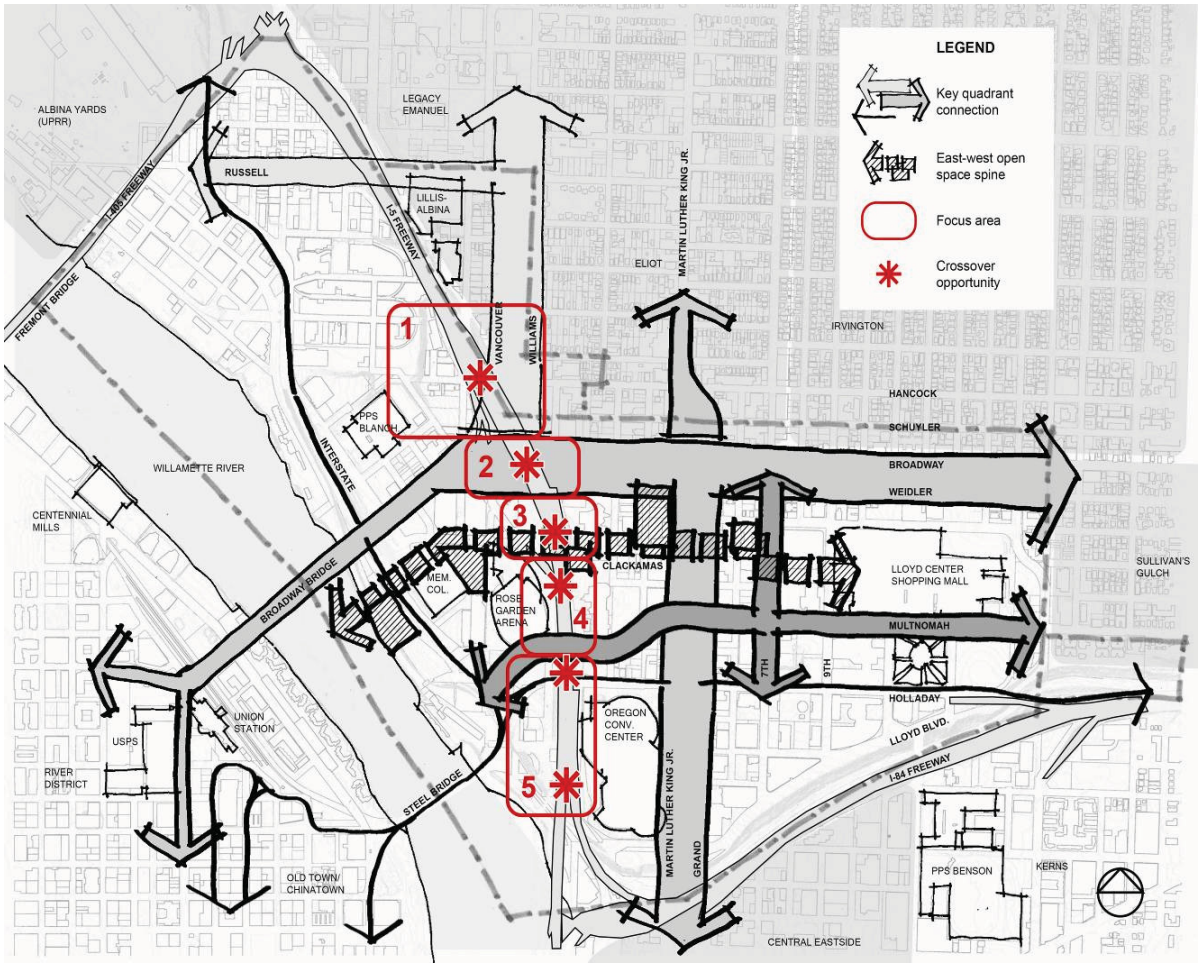

Figure 3: Coordinated Land Use and Transportation planning efforts, in five discrete areas

Area 1: North of Broadway

The Vancouver/Williams neighborhood collector couplet intersects the I-5 Broadway-Weidler Interchange at one of the highest crash locations in Portland. The proposed improvement would provide for safer interchange operations and provide alternative bicycle and pedestrian routes to avoid the freeway interchange and improve access to potential redevelopment area north of N. Broadway.

- New connection over I-5 at Hancock and a potential second lid over freeway: This new connection would provide greater connectivity and safer route for pedestrians and bicyclists from N and NE Portland to the Broadway Bridge and across the Willamette River. A lid would further enhance crossing of the freeway and provide space for community amenities. This Hancock connection would reinforce the N/NE Quadrant Plan calls for greater connectivity across I-5 and improved access, particularly to the Portland Public School's Blanchard site, which the plan calls to be rezoned to allow for higher density mixed use development.

- Recommendations include addressing Eliot Neighborhood concerns about potential traffic diversion with the proposed Hancock connection.

Area 2: Broadway-Weidler

The current interchange is a major problem for safe passage for pedestrians and cyclists, and highly congested for motor vehicles, including streetcar and bus. The improvements would strengthen east-west transportation and land use connectivity as well as strengthen the economic connectivity with the Vancouver/Williams corridor.

- Reconstruction of the Broadway, Weidler, Vancouver, and Williams overcrossings: The Facility Plan calls for these structures to have better bicycle and pedestrian facilities. Traffic flow is addressed on surface streets via better access to the freeway, clarification of vehicular patterns and additional signalization.

- Lid over I-5 at Broadway/Weidler/Williams: The Facility Plan identifies a lid as a cost effective way to stage, mobilize and manage traffic during the reconstruction of the Broadway/Weidler/Williams structures over I-5. After construction the lid could be used to permanently protect the area from noise and visual disruption by providing space for potential active community uses such as open space or public or private development.

- Relocating the I-5 on ramp from Winning Way to Weidler: The Facility Plan recommends that access to the freeway take place directly from Weidler to increase the distance between interchange ramps on I-5 and clarifying the vehicular pattern along Weidler. Traffic flow is also improved for bikes and pedestrians through the inclusion of a new "reverse traffic flow lane" design on Williams, between Broadway and Weidler

The NE Quadrant Plan encourages the development of this lid as a way to reinforce Broadway's role as a continuous commercial spine, while encouraging redevelopment along the Broadway/Weidler and Vancouver/Williams corridors. Accomplishing these tasks will better serve to integrate the two sides of the district over I-5.

Area 3: Clackamas Crossing

The improvements to Area 2, especially the relocation of the current I-5 southbound on-ramp at N. Wheeler would provide for greater place making, redevelopment opportunities with a new connection at Clackamas-Winning Way that would establish a new link between the Willamette River, Rose Quarter and Central Lloyd subarea.

- Clackamas Overcrossing: This pedestrian and cyclist connection over I-5 identified in the Facility Plan will connect the Rose Quarter area with the Lloyd District area to the east. In addition, the NE Quadrant Plan calls for Clackamas to be a "flexible street," which would emphasize pedestrian and cyclist travel from Lloyd District to the River, orient development toward the street and be an opportunity to extend district energy system from the Rose Quarter to future high-density mixed use development in the Central Lloyd area.

Area 4: Rose Quarter and Area 5: Rose Quarter Transit Center and Peace Memorial

The I-5 Freeway segment between the Rose Quarter and the Sullivan's Gulch is elevated and has had negative impacts to this area. The proposed freeway improvements will present an opportunity to explore innovative stormwater and urban design treatments under the freeway to strengthen the connections between the Rose Quarter and Oregon Convention Center.

Freeway Improvements

The Facility Plan calls for adding auxiliary lanes and shoulders to increase safety of existing traffic operations in this segment. All improvements occur within the existing freeway right-of-way.

VI. Final Votes

A) Voting Results

At the June 7, 2012 and August 2, 2012 SAC meetings, the voting members were polled on the Facilities Plan for the I-5 Interchange, the N/NE Quadrant Plan, and contents of this transmittal. The questions asked were:

1) Do you endorse the Joint Facility Plan as revised?
2) Do you endorse the Draft N/NE Quadrant Plan as revised?
3) Do you endorse the SAC Recommendations transmittal document?

The SAC's collaboration Principles defines the 1-2-3 voting protocol as follows:

- **"One"** indicates **full support** for the proposal as stated.
- **"Two"** indicates that the participant **agrees with the proposal as stated, but would prefer to have it modified in some manner in order to give it full support.** Nevertheless, the member will support the consensus even if his/her suggested modifications are not supported by the rest of the group because the proposal is worthy of general support, as written.
- **"Three"** indicates **refusal to support** the proposal as stated.

Please note, not all members who were seated on the SAC participated in the full process. The vote tally below contains the names of all voting members, whether they participated or not. Some members submitted formal resignations during the process, and their names have been removed.

		Final Votes		
Voting Members (Alternate)	**Interest Represented**	**1) ODOT Facility Plan 6-7-12**	**2) N/NE Quadrant Plan 8-2-12**	**3) SAC Recommendations Transmittal 8-2-12**
Matt Arnold	Trans: Bicycle	2	1	1
Wynn Avocette	At-large	Absent	Absent	Absent
Pauline Bradford	Cultural Heritage	Absent	1	1
Daniel Deutsch (Joanna Agee voted)	Small Developer	Absent	2	1
Malina Downey	Trans: Freight	Absent	Absent	Absent
Debra Dunn	Trans: Trucking	Absent	Absent	Absent
Gary Eichman	Trans: Freight	Absent	Absent	Absent
Dean Gisvold	Neighborhood Assoc.	3	2	1
Carol Gossett	Neighborhood Assoc.	1	1	1
Heidi Guenin (Steve Bozzone voted)	Community Health	3	Absent	Absent
Damien Hall	At-large	2	2	1
Sean Hubert	Affordable Housing	1	1	1
Wayne Kingsley	Business Org: Adjacent	1 (via email)	1 (via email)	1 (via email)
Wade Lange	Prop/Bus/Dev: Lloyd District	Absent	1	1
Lloyd Lindley	Urban Design	1	1	1
Eric Lovell	Business Org: Lower Albina	1	1	1
Jenny Lyman	Transit Rider	Absent	1	1
Gary Marschke	Business Org: N/NE	Absent	Absent	Absent
Brock A. Nelson	Trans: Rail	1	Absent	Absent
Jodi Parker	Labor Organization	1	1	1
Owen Ronchelli	Trans: Local TMA	1	1	1
Wanda Rosenbarger	Major Retailer	1	1	1
William Ruff	High-Density Residential	Absent	Absent	Absent
Bob Sallinger	Environment	2 (via email)	2 (via email)	1
Phil Selinger	Trans: Pedestrian	1	1	1
Gary Warren	Neighborhood Assoc.	1	1	1
Mike Warwick	Neighborhood Assoc.	3	1	1
Tracy Whalen	Trans: Freight	1	1	1
Justin Zeulner	Prop/Bus/Dev: Rose Qtr.	2	1	1

B) Summary of Final Votes

	"1" Full Support	"2" Support, but Prefer Modifications	"3" Do Not Support	Result
1) ODOT Facility Plan (6-7-12)	**12**	**4**	**3***	**Pass by Majority/Minority**
2) N/NE Quadrant Plan (8-2-12)	**17**	**4**	**0**	**Pass by Consensus**
3) Transmittal of SAC Recommendations (8-2-12)	**21**	**0**	**0**	**Pass by Consensus**

** Indicates support for the "No Build" option. A "1" vote rejected the "No Build" option.*

C) SAC Letters and Minority Reports

All members had the opportunity to submit letters of support or additional information if they voted "1" or "2," or a "minority report" if they voted a "3." Please see Appendix B for letters and minority reports. The letters discuss the following topics:

- Adverse impacts on African American communities and historical landmarks
- Bicycle and pedestrian safety improvements as part of an overall area bikeway network
- Bird friendly building design
- Building heights
- Expansion of I-5
- Lack of focus on public health
- Local transportation impacts on the Eliot and Irvington neighborhoods, including increased traffic on neighborhood streets
- Parks and natural areas
- Plans do not go far enough to improve safety and operations for trucks
- River restoration and eco-districts versus landscape scale restoration
- Timeline for implementation
- Tree canopy; other green infrastructure

VIII. Conclusion and SAC Recommendations

The SAC recommends to the Portland City Council, Planning and Sustainability Commission, and the Oregon Transportation Commission that they accept the ODOT Facility Plan and the City's Draft N/NE Quadrant Plan as a package.

In addition, the SAC strongly urges the City of Portland and ODOT to take immediate action to prioritize, seek funding for, and address the most pressing safety concerns that have been identified. These actions should be coordinated with the larger changes that will follow as the Facility Plan and N/NE Quadrant plans are adopted and implemented.

Thank you for the opportunity to serve.

IX. Appendix

	Document	Web Link
A)	Project Overview	http://www.portlandoregon.gov/bps/article/312603
B)	Stakeholder Advisory Committee Letters and Minority Reports	Included in this report.
C)	Stakeholder Advisory Committee Meeting Notes	http://www.portlandoregon.gov/bps/53257
D)	Stakeholder Advisory Committee Collaboration Principles	http://www.portlandoregon.gov/bps/article/340184
E)	Public Involvement Plan	http://www.portlandoregon.gov/bps/article/313842
F)	N/NE Quadrant Plan	http://www.portlandoregon.gov/bps/article/408845
G)	Facility Plan for the I-5 Broadway/Weidler Interchange	http://www.portlandoregon.gov/bps/article/406037

Appendix B: Letters and Minority Reports

Included in this document are the letters and minority reports received from SAC Members at the conclusion of participating in the N/NEQ I-5 Broadway-Weidler Plans process.

The comments come from the following organizations:

- Audubon Society
- Bicycle Advisory Committee
- Eliot Neighborhood Association
- Irvington Neighborhood Association
- Oregon Trucking Association
- Upstream Public Health

Date: August 24, 2012
From: Bob Sallinger, Audubon Society of Portland
To: Bureau of Planning and Sustainability
Re: Final Comments on Central City NE Quadrant Plan Review Draft (July 2012)

Audubon Society of Portland appreciates the opportunity to serve in the Central City NE Quadrant Plan Citizen Advisory Committee. We were represented during this process by Bob Sallinger and Kelly Rogers. We support moving the plan forward to the Planning and Sustainability Commission and appreciate the extensive work by stakeholders and the city in developing this plan. There are some exciting ideas and opportunities contained within the plan.

Audubon's support however is qualified. There are several areas pertaining to natural resources, parks access and sustainable development where we believe the plan could be significantly strengthen and also brought into better alignment with already adopted plans such as the Watershed Management Plan, Climate Change Action Plan and the Urban Forest Action Plan. We hope as the plan proceeds through the adoption phase and is integrated with the overall Central City Plan that opportunities to strengthen these areas with be further examined.

Specifically we would highlight the following areas for further consideration:

1. **Tree Canopy**: We do not believe that the plan goes far enough to achieve the City's overall target of 33% tree canopy coverage. While we recognize that 33% coverage will not be evenly distributed across the entire landscape, we are concerned as new area plans emerge the City is setting low targets on an increasingly large percentage of the landscape. The overall target will not be attainable if we continue this pattern. More importantly, the city is setting low targets in areas that should be priority areas for significant improvement. Currently existing tree deficiencies should be viewed as opportunities for significant improvement rather than precedent to perpetuate deficiencies into the future. We view the NE Quadrant as one of the most important areas to make significant forward progress. Improving tree canopy with help address significant stormwater issues in this quadrant, reduce urban heat island effects, mitigate air pollution, improve neighborhood livability, and increase permeability for wildlife. It is exactly the neighborhoods that are most hard-scaped where we need to aggressively focus tree planting as these neighborhoods generate excessive stormwater and heat, are park and nature deficient and have high levels of air pollution. Trees often provide the most efficient and realistic approach to addressing these concerns in heavily developed areas. We would urge the city to aggressively

pursue 33% tree coverage within the NE Quadrant. To the degree that the city falls back on the argument that the Urban Forestry Plan anticipates uneven distribution of trees across the landscape, we would urge the City to apply that principle at a quadrant scale rather than Citywide scale---In other words while specific neighborhoods within the quadrant may have varying levels of coverage, the overall goal average within the quadrant should be 33%. As a matter of equity, livability, sustainability and ecological health it is critical that we restore the canopy within the NE Quadrant.

2. **Other Green Infrastructure (in addition to trees)**: In addition to the above comments regarding trees, we would strongly encourage the city to be much more explicit and specific regarding other green infrastructure objectives such as bioswales, green roofs and green streets within the NE Quadrant. While integration of green infrastructure is clearly a goal of the Plan, the actual strategies and objectives remain for the most part vague and aspirational. We believe that it is important to set specific and ambitious targets for green infrastructure, develop aggressive incentive-based and regulatory programs to achieve those objectives and monitor outcomes so that efforts can be adaptively managed to ensure success.

3. **Parks and Natural Areas**: The concept of a series of parks along NE Clackamas Street is a lovely aspirational goal and we support its inclusion in the plan. However, we would urge the city to prioritize ensuring that all residents within the district are within 1/4 mile of a park or natural area. We are concerned that the basic need for access seems to get lost in this plan relative to the more grandiose concept of a series of interconnected parks. We would recommend a much more substantive treatment of how access can be improved through smaller, more dispersed acquisitions as well the types of park amenities that are most needed within the quadrant. We would specifically encourage the city to explore nature themed parks---access to nature does not necessary require a Forest Park type experience; it can be achieved through amenities such as nature play areas, bird and butterfly gardens, and even art installations such as the Host Analog Tree at the Oregon Convention Center. Given the intensity of development in parts of the NE Quadrant, the City should also be looking at innovative strategies to find openspace such as publicly accessible ecoroofs. Audubon is strong supportive of developing incentive based programs such as exchanging increased FAR in return for making privately held lands accessible for openspace uses, provided that the openspace is truly publicly accessible.

4. **Bird Friendly Building Design**: Bird collisions with structures is the number one cause of bird deaths in the United States after habitat loss and fragmentation. City's across the United States and Canada have been adopting program to reduce unnecessary nighttime lighting and to promote bird friendly building design to reduce avian collisions. In 2012, the City working with Audubon and the US Fish and Wildlife Service developed a Resource Guide For Bird Friendly Building Design http://audubonportland.org/issues/metro/bsafe/bfbdd. We would encourage the City to adopt policies and objectives to specific promote bird-friendly building design and reduced nighttime lighting consistent with this guide. We would note that City staff

appear to have tried to achieve this objective in a few places with the inclusion of the term "habitat-friendly design." While we strongly support incorporating habitat features into the built environment, this is actually a very different concept from the one we are discussing when we talk about reducing collision hazards. It is important that both concepts be integrated throughout the plan and the "bird friendly building design" and "reduced nighttime lighting" be specifically referenced.

5. **River Restoration**: Audubon urges the City to be more aggressive and creative in terms of identifying opportunities to restore the riverbanks in the NE Quadrant. Juvenile salmon need healthy shallow water habitat (including gently sloping vegetated banks and adjacent uplands) approximately every quarter mile as they make their way to the ocean. While the NE Quadrant is heavily constrained, we would urge the City to use this criteria as a core objective along this stretch of river in terms of seeking restoration opportunities. We would also strongly encourage the city to look for opportunities to provide as much continuity in planting along the edge of the river to provide for migrating birds that follow the Willamette River.

6. **Ecodistricts versus landscape scale restoration**: Audubon supports the concept of Ecodistricts but we are concerned that too often an assumption is made that we can simply take care of the environment by concentrating green infrastructure and sustainable building within these very limited geographies. While it make sense to set up specific areas to explore cutting edge strategies such a co-generation of power, reuse of water, etc, it is also critical to recognize a per the 2005 Watershed Management Plan that trees other green infrastructure strategies such as trees, ecoroofs, green streets, bioswales, backyard habitat restoration, and establishment of parks and naturals areas have to be distributed across the entire landscape. This is necessary to achieve both our equity and ecological health objectives. This City long ago moved beyond "pilot" projects to achieve ecosystem health and sustainable stormwater management. Ecodistricts are great to begin implementing the next generation of cutting edge strategies, but they should not take us backwards from a landscape scale approach to existing and well tested green strategies.

We appreciate the opportunity to be involved in this process as well as your consideration of these comments.

Respectfully,



Bob Sallinger
Conservation Director
Audubon Society of Portland

Letter from Matt Arnold, Bicycle Advisory Committee

From: Matthew Arnold
Sent: Wednesday, August 22, 2012 6:03 PM
To: Melissa Egan
Cc: 'Leclerc, Mauricio'; 'JUHASZ Todd'; Heather McCarey
Subject: RE: NNEQ SAC - confirmation of your votes & comments

MELISSA:

My vote on the Facility Plan should be a "2" – with the understanding that it would be a "1" if there were some guarantee that *all* of the bike infrastructure would be built as part of an overall bikeway network for this area. Said differently, it is significant and of the utmost importance that the bike features be built as a redundant network that, together, appeals to all types of riders, especially the "interested but concerned." If key features – such as the bike/ped overcrossing -- were removed, thereby eliminating comfortable cycling options for our most concerned or vulnerable riders, then I would drop my support (as would the Portland Bicycle Advisory Committee).

As far as the language to insert, I'm going to leave it to the actual plan writers to massage this a bit (and to determine the best spot for it within the document), but here goes:

> *The bikeway infrastructure presented within this Facility Plan represents a networked solution for moving cyclists of all ages and abilities through this high-intensity area of our city. This bikeway network is redundant by design, and provides a variety of on-street and off-street options engineered to not only appeal to the strongest and most confident riders, but also to entice the "interested but concerned" who make up the largest portion of our populace. Any future refinement of this Plan should bear this fact in mind, and any resulting designs should be checked to ensure that they will provide safe and efficient bicycle access to and through the district for the largest possible range of cyclists.*

Thanks, and please let me know if you all have any further questions/concerns.

MATTHEW.
Matthew C. Arnold, AICP
d: 503.445.7340
twitter@SERAmatt

Eliot Neighborhood Comments on the Final NE Quadrant Plan

Plans are needed for planning, naturally, but also for agencies to program, budget, and coordinate actions. This plan fulfills that purpose well while presenting a broadly supported compromise among many interests. It is a good plan and given thought, analysis, and consensus behind it; maybe even a great plan. It is worth noting that several of the Plan's proposed street improvements to improve bike and pedestrian safety are already being studied for early implementation. This is indicative of the value of having a well-thought out plan that enjoys broad support. The final plan has two component plans; a Facility Plan for transportation and a Land Use plan for zoning and planning. Our position on each follows.

Eliot supports the proposed Land Use plan. We have some quibbles with specific zoning applied to specific lots and blocks, but we believe those are largely administrative matters that can be addressed with staff.

The Facility Plan enjoys Eliot's general support, however; as previously noted, this support is not without reservations. Our earlier reservations were regarding the proposed connection between Eliot's Historic core and the Rose Quarter/Blanchard areas and Lower Albina to the west via a new Hancock/Dixon overcrossing and the freeway expansion itself. The current plan retains the overcrossing Eliot opposed, however; our opposition was premised on a fear the City would not stand by the plan's proposed physical and other barriers to prevent by-pass around Broadway/Weidler feeding traffic directly onto Hancock, indirectly facilitating traffic on Tillamook, and forcing traffic that would back up at the signals on Russell to diffuse through local streets that are far too narrow to handle it. The language in the report now indicates the City is committed to "preventing" this, rather than simply "minimizing" it. This will require physical measures to divert and control traffic that are far more likely to be effective than signage that might have been allowed as a "minimization" measure.

As noted in the opening paragraph, recommendations for changes to surface streets to improve bike and pedestrian safety are already under consideration. Eliot fully supports not only the proposed changes, but an accelerated schedule for their implementation, including establishing a new east-west connection between Eliot's Historic core and the area west of I-5 from Flint to Dixon. Not only will this connection be less expensive to implement, it significantly reduces the risk that Hancock will become a by-pass. Threats to the use of Tillamook as a thoroughfare and overloading of Russell during the evening commute remain and will need to be addressed with traffic diversion and calming measures. Providing this connection will not only clean up the five-way intersection at Broadway to improve safety, it will also facilitate circulation between Eliot and the area to the west in a constructive way; one that facilitates bike and pedestrian access and access to and from the commercial enterprises west of Williams that will be allowed to expand with the proposed new zoning.

With respect to the significant investment in freeway expansion, Eliot continues to question the value of this investment compared to the stated objectives and estimated benefits. I see the trucking industry has already begun to attack the plan for just the opposite reason: *expanding the freeway enough*. Clearly there will be future opportunities to continue this debate, so Eliot's opposition at this point should not be seen as a condemnation of the final plan.

Minority Report -- Dean Gisvold, SAC member, Irvington neighborhood, August 13, 2012

N/NE Quadrant Plan

I. The I-5 Broadway Weidler Freeway Improvements Section of the Plan.

The freeway "improvements" should not go forward. **The best option is the no build option, and here's why.**

Let's start with a public comment from the process: "You can't build your way out of congestion," which is exactly what the City and ODOT propose.

Forty years ago, the City said no to the Mt. Hood freeway and the Rose City freeway, and instead invested in the first light rail line. Forty years ago, the City said no to more cars and parking downtown and invested in a pedestrian friendly, transit-oriented downtown. I was privileged to participate in those decisions, which have, in my opinion, served us well. For years, Portland has and continues to invest in transit, light rail and streetcars, investing in the future. Portland still has an in migration of folks who want to live here, and I am convinced that the quality of life we enjoy will continue to attract businesses with permanent jobs and new residents.

The freeway proposal turns back the clock and is inconsistent with forty years of progress toward a transit-oriented city with 20-minute neighborhoods. It favors cars and freight over people and small businesses, such as the Paramount Apartments, the Left Bank development, the Madrona, and the medical clinic, all located in the study area. These businesses and other businesses like them represent significant public and private investments, a real effort to make this part of town pedestrian friendly and transit oriented. These are the very businesses this proposal should assist, not isolate, by bringing more traffic to their very doorsteps.

This proposal has the potential to cause significant problems to the operation of the east side streetcar system. This proposal was adopted without any environmental impact review and without any study of alternative transit options.

This proposal will further divide the Rose Quarter area and its development from the Lloyd District and many people who will live and work in this area.

This proposal will further impact the African-American community remaining in the area.

Finally, the time period for planning and construction, a 5- to 10-year period, will cause uncertainty for businesses thinking about relocating and investing in the area, and major problems for those who live and work in the area.

Another public comment is relevant here**:"Doesn't serve neighbors well, just cars, don't build it." My feeling as well. Don’t build it.**

II. The land use part of the Quadrant Plan makes more sense with several exceptions. I include those exceptions here as part of my minority report.

Regarding the Goals, Policies, and Actions for the Lloyd District area, pages 25-46, as supplemented by Appendix A and Appendix B.

Lloyd RC 3, App A, Map A2, and App B, RC3. I do not support the additional height limits for the Broadway Bridgehead, the Steel Bridgehead, MLK/Union Avenue Gateway, and the Thunderbird site. The term "gateway" does not carry with it an automatic increase in height so tall buildings can frame the approach to the Broadway Bridge. This approach was not followed on the west side of the Broadway Bridge, nor does this approach further Broadway as a "main street" as contemplated by Policy 4 on page 32 of "Successful Neighborhood Business Districts," which I support. Can we create a main street NE Broadway, and a high density N. Broadway? What we do in one part of Broadway will affect other parts of Broadway. To the extent this increase in height is also an increase in overall density, I see greater demand on Broadway to carry even more traffic through the neighborhoods, which may also increase the barriers to overall connectivity and travel by bike and walking.

Lloyd Urban Design Goals, page 39. A gateway location (third paragraph) does not require tall buildings to "emphasize the civic significance of these places." I am opposed to this goal. See comments above on RC 3.

Map A 2, Alt B. I do not support the increases in the height limits as set forth in this map. The major justification put forward for such increases is that it should spur new development because the old limits did not. This argument is pure speculation, and way too simplistic.

Map A 3. I question whether the Civic designation for Broadway is consistent with the further development of Broadway as a "main street" and whether such designation meets the objectives of the NE Broadway Business group and the comments from Murray Koodish dated May 20, 2012.

Respectfully submitted:



Dean Gisvold
August 13, 2012

Dpg\n ne quad planning\minority report n ne quad plan aug 13 2012

June 27, 2012

Dear SAC Members,

On behalf of the Oregon Trucking Associations' members, I would like to provide the following comments regarding the N/NE Quadrant and I-5 Broadway Weilder Plan. The Oregon Trucking Associations, Inc (OTA)., the only association representing trucking in Oregon and has members with many different types of operations, including general commodities, sand and gravel, forest products, household goods, bulk, heavy haulers, warehouse, and local cartage. OTA members are part of a network of carriers that drive Oregon's highways to deliver freight and the project area is a critical corridor where the reliability has significantly deteriorated.

Over the last six months I have discussed with OTA members in every corner of the state that the end product of this two year process is the possibility of a future addition of a north and south bound auxiliary lane in this section of the corridor. A corridor that according to the American Transportation Research Institute Bottleneck Report is ranked 35th out of the top 250 bottlenecks in the country. They expressed the same fundamental concerns that OTA outlined in our comments on March 13, 2013. OTA members put safety first, investing in improved driver training programs and advanced safety technologies. They actively participate in industry safety initiatives at the local, state and national levels and the direction the committee has taken to address our mutual safety goals in the project area are disappointing.

Today I want to reiterate OTA's concerns by reminding the committee that the project team's research (presented on December 8, 2011) indicated that the crash rate in the project area is three times what it is in the Terwilliger curves. From 2005 - 2009, there were 472 crashes reported in the study area and the crashes are due to short weaving sections, conflicting movements and friction from through movements, problems which are only minimally being addressed through the current plan. On page 2 of the June 7, 2012 - Facility Plan the data presented describes the problems in the project area and again confirms our safety concerns. Unfortunately the safety and reliability needs of the freight community and the motorists that travel the corridor have been seriously discounted throughout this process.

OTA has long supported a balanced transportation system throughout Oregon and has been actively involved in discussions in the Portland region where significant investments have been made in alternative transportation. While we applaud these efforts, we believe it's time to balance the investments in our transportation system and invest in improving safety in the I-5 Broadway Weidler/N/NE Quadrant.

The trucking industry in Oregon plays a significant role in the economy. There are over 6,190 trucking companies based in Oregon, most of which are small and locally owned. These companies provide one out of 16 jobs (85,050) in Oregon, paying wages totaling over $3.8 billion. The trucking industry also 'invests' over $486 million in federal and state roadway taxes and fees each year. For OTA and its members, the facts are clear: We need to invest in the asset. It's time to relieve the pressure this quadrant is under by improving safety and reliability in the project area. This will ultimately enhance the economic strength of the region.

Sincerely,

Debra Dunn

Debra Dunn
President

Oregon Trucking Associations, Inc.
4005 SE Naef Rd., Portland, OR 97267
Phone: 503. 513.0005 Fax: 503.513.9541
www.ortrucking.org

Heidi Guenin
Transportation Policy Coordinator
Upstream Public Health

I wanted to share a few thoughts as part of the evaluation, with the recognition that I was less engaged toward the end of the process than I was towards the beginning. These only reflect my concerns. Steve Bozzone, who was designated my alternate a little late in the process, participated in different stages but will likely not be able to submit an evaluation within the prescribed deadline.

***

It's still unclear to me why I was asked to join the committee. When I recognized that the process wasn't open to examining health impacts in a way that would utilize my expertise, I removed myself from the committee with the understanding that I would return when the project had advanced enough for my time to be used effectively. When staff asked me to return, I found that the process still wasn't open to **really** examining health impacts, particularly the disparities that the proposed solutions might exacerbate. At the same time, however, Upstream organized meeting with project staff for those partner organizations represented on the SAC to help keep all of us on the same page. I stayed engaged largely in part to facilitate these meetings.

I do very much appreciate that staff (especially Andy Johnson and Todd Juhasz from ODOT and Mauricio Leclerc and Steve Iwata from the City of Portland) were willing to make time for small group meetings, which did end up being much more helpful for me and several of the partners who have not traditionally been at the table. Andy and Todd were very responsive to my need for clarification around the ODOT portions of the project.

On the other hand, the SAC meetings seemed to work well for the old-hand players but didn't feel productive for me and some of the partners from whom I suspect you might not receive an evaluation. Because I hadn't seen much willingness to expose the project to a meaningful health analysis, the only thing that was really keeping me engaged on the SAC was when I could be a support for our partners. Once they no longer felt the process could serve their constituents, I could not justify continuing to spend much time with the project, especially since my organization never did have any resources to dedicate to me participating.

To be honest, I remain unconvinced that expanding a freeway in the heart of our city can be justified at all. Local improvements are desperately needed, but this project seems like a poison pill. The inability to examine the serious upstream and downstream impacts and possible solutions was very frustrating. At a time when it's especially important that our limited transportation dollars are spent to support as many of our state and community goals as possible, we need to be able to approach problems in ways that might at first seem "radical" and put all of the options through their paces. That so many issues were off the table from the beginning made it hard to believe that the process wasn't mostly cooked from the get-go.

Fritz Amendment
10/25/12

36972

WHEREAS, there is a history of gentrification and displacement in the N/NE Quadrant Plan area;

BE IT RESOLVED, that the Bureau of Planning and Sustainability will evaluate whether requirements as well as bonus incentives should be applied when intensification in zoning designations or heights map changes are made, so that all new residential development will include a range of housing affordability; and

36972

Portland, Oregon

FINANCIAL IMPACT and PUBLIC INVOLVEMENT STATEMENT
For Council Action Items

(Deliver original to Financial Planning Division. Retain copy.)

1. Name of Initiator	2. Telephone No.	3. Bureau/Office/Dept.
Karl Lisle	(503) 823-4286	Planning and Sustainability

4a. To be filed (date):	4b. Calendar (Check One)			5. Date Submitted to Commissioner's office and FPD Budget Analyst:
	Regular	Consent	4/5ths	
October 25, 2012	☒	☐	☐	October 12, 2012

6a. Financial Impact Section:	6b. Public Involvement Section:
☒ Financial impact section completed	☒ Public involvement section completed

1) Legislation Title: Adopt the N/NE Quadrant Plan and the I-5 Broadway-Weidler Facility Plan (Resolution)

2) Purpose of the Proposed Legislation: The proposed Resolution will adopt the N/NE Quadrant Plan as non-binding City policy for the Lloyd District and Lower Albina subdistricts of the Central City, recommend that the Oregon Transportation Commission adopt the related I-5 Broadway/Weidler Facility Plan, and direct the Bureau of Transportation to implement near-term safety-enhancing improvements to surface streets in the vicinity of the Broadway/Weidler freeway interchange.

3) Which area(s) of the city are affected by this Council item? (Check all that apply—areas are based on formal neighborhood coalition boundaries)?

- ☐ City-wide/Regional
- ☐ Northwest
- ☐ Central Northeast
- ☐ Southwest
- ☒ Central City
- ☐ Internal City Government Services
- ☒ Northeast
- ☐ North
- ☐ Southeast
- ☐ East

FINANCIAL IMPACT

4) Revenue: Will this legislation generate or reduce current or future revenue coming to the City? If so, by how much? If so, please identify the source.

The N/NE Quadrant Plan and the I-5 Broadway/Weidler Facility Plan will be adopted by resolution and thus do not formally commit the City to specific revenues or expenditures. However, many actions in the plans lead toward implementing measures that are binding (e.g. zone changes and amended Comprehensive Plan policies). The revenue impacts of plan implementation actions will be addressed when they are proposed to City Council through the annual budget process or through future implementing ordinances.

The N/NE Quadrant Plan is a blueprint for change over the next 25 years. Eventual implementation of Comprehensive Plan Map and zoning map changes, as well as identified transportation and other infrastructure improvements are anticipated to prompt earlier development in the plan area, with related increases in property values and property tax revenue.

5) Expense: What are the costs to the City related to this legislation? What is the source of funding for the expense? *(Please include costs in the current fiscal year as well as costs in future years. If the action is related to a grant or contract please include the local contribution or match required. If there is a project estimate, please identify the* ***level of confidence.****)*

The N/NE Quadrant Plan and the I-5 Broadway/Weidler Facility Plan will be adopted by resolution and thus do not formally commit the City to specific revenues or expenditures. However, many actions in the plans lead toward implementing measures that are binding (e.g. zone changes and amended Comprehensive Plan policies). The cost impacts of plan implementation actions will be addressed when they are proposed to City Council through the annual budget process or through future implementing ordinances.

6) Staffing Requirements:

- **Will any positions be created, eliminated or re-classified in the current year as a result of this legislation?** *(If new positions are created please include whether they will be part-time, full-time, limited term, or permanent positions. If the position is limited term please indicate the end of the term.)*

  No.

- **Will positions be created or eliminated in *future years* as a result of this legislation?**

  No.

(Complete the following section only if an amendment to the budget is proposed.)
7) Change in Appropriations *(If the accompanying ordinance amends the budget please reflect the dollar amount to be appropriated by this legislation. Include the appropriate cost elements that are to be loaded by accounting. Indicate "new" in Fund Center column if new center needs to be created. Use additional space if needed.)*

There is no funding appropriation related to this resolution.

Fund	Fund Center	Commitment Item	Functional Area	Funded Program	Grant	Sponsored Program	Amount

[Proceed to Public Involvement Section – REQUIRED as of July 1, 2011]

PUBLIC INVOLVEMENT

8) Was public involvement included in the development of this Council item (e.g. ordinance, resolution, or report)? Please check the appropriate box below:

☒ **YES**: Please proceed to Question #9.
☐ **NO**: Please, explain why below; and proceed to Question #10.

9) If "YES," please answer the following questions:

a) What impacts are anticipated in the community from this proposed Council item?

The N/NE Quadrant Plan's goals, policies and implementation actions are intended to foster the growth of the Lloyd District into the intensely urban, vital and livable eastside center of the Central City, with a strong employment base, successful residential community and a variety of urban amenities. They will also strengthen Lower Albina as an industrial and employment area, reinforce the working harbor and provide for diverse employment and development opportunities.

The I-5 Broadway/Weidler Facility Plan is intended to improve transportation safety for all modes on the I-5 freeway and on local streets in the vicinity of Broadway/Weidler Interchange. It will also improve connectivity and enhance the pedestrian environment through additional freeway crossings and lids. Potential traffic impacts on the Eliot Neighborhood will be addressed through traffic calming measures identified in the plan. There are expected to be some construction impacts related to the proposed freeway improvements. The plan calls for the City and ODOT to continue outreach and to develop a construction mitigation plan that minimizes impacts. The proposed freeway lids will help minimize construction impacts by providing flexibility for staging and circulation.

b) Which community and business groups, under-represented groups, organizations, external government entities, and other interested parties were involved in this effort, and when and how were they involved?

Public involvement and outreach to residents, property owners, business owners, community organizations and concerned stakeholders was extensive. The Stakeholder Advisory Committee included representation from a diversity of neighborhood, citywide and regional interest groups, including: the Bicycle Advisory Committee, NE Coalition of Neighborhoods, Sullivan's Gulch Neighborhood Association, Pedestrian Advisory Committee, Oregon Trucking Association, Portland Freight Committee, Irvington Neighborhood Association, Latino Network, Upstream Public Health, Central City Concern, Central Eastside Industrial Council, AIA Portland, NNE Business Association, Urban League, Lloyd TMA, Audubon Society, Lloyd District Community Association, Eliot Neighborhood Association, Metro, Oregon Department of Transportation, Port of Portland, Portland Development Commission and TriMet.

Outreach activities included: public walks; workshops and charrettes; public surveys; open houses; community group and stakeholder meetings; public commission briefings and hearings; opportunities for public comment at Stakeholder Advisory Committee meetings; a project web site; postal and electronic mailings; and newsletters. Additional details about public involvement activities is contained in the N/NE Quadrant Plan, Appendix F: Public Involvement Summary.

c) How did public involvement shape the outcome of this Council item?

Public input played a significant role in shaping each phase of the project. Input from public events, surveys, Stakeholder Advisory Committee and subcommittee meetings, stakeholder meetings and other outreach activities informed the identification of issues, opportunities and constraints and the development of evaluation criteria, planning alternatives and final recommendations.

d) Who designed and implemented the public involvement related to this Council item?

A number of staff members from the Bureau of Planning and Sustainability, the Bureau of Transportation and the Oregon Department of Transportation contributed to the design and implementation of the public involvement efforts, including Clay Neal (BPS), Karl Lisle (BPS), Stephanie Beckman (BPS), Diane Hale (BPS), Mauricio Leclerc (PBOT) and Todd Juhasz (ODOT). The project's facilitator Sam Imperati of the Institute for Conflict Management also contributed. In addition, the Stakeholder Advisory Committee reviewed the public involvement plan in draft form and helped inform public involvement activities.

e) Primary contact for more information on this public involvement process (name, title, phone, email): Stephanie Beckman, Senior Planner, 503-823-6042, Stephanie.beckman@portlandoregon.gov.

10) Is any future public involvement anticipated or necessary for this Council item? Please describe why or why not.

Future public involvement activities are anticipated as part of refining and implementing the N/NE Quadrant Plan's recommendations as part of the final Central City 2035 Plan package, anticipated for adoption in 2015. Additional public outreach will be ongoing as part of freeway interchange improvement concept refinement and preliminary engineering, as well as contemplated near-term safety improvements to surface streets near the interchange.

Susan Anderson Susan Anderson

BUREAU DIRECTOR (Typed name and signature)

36972

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

Council Transmittal Memo

DATE: October 12, 1012

TO: Mayor Sam Adams and Members of City Council

FROM: Susan Anderson, Director

1. **Resolution Title:** Adopt the N/NE Quadrant Plan and the I-5 Broadway-Weidler Facility Plan (Resolution)

2. **Contact:** Karl Lisle, Senior Planner, 503-823-4286

3. **Council Date:** October 25, 2012

4. ☐ **Consent Agenda Item** ☒ **Regular Agenda Item Time Certain 2:00 pm**

   ☐ **Emergency Item** (explain below) ☒ **Non-Emergency Item**

5. **Purpose of Agenda Item:** This Resolution adopts the Central City N/NE Quadrant Plan as non-binding city policy, recommends that the Oregon Transportation Commission adopt the concurrently developed I-5 Broadway/Weidler Facility Plan and directs the Bureau of Transportation to work with the Oregon Department of Transportation to refine the facility plan, seek funding to implement it, and work on near-term transportation improvements in the vicinity of the Broadway/Weidler interchange.

6. **History of Agenda Item/Background:** The N/NE Quadrant Plan is a part of the Central City 2035 project, an effort to update the 1988 Central City Plan. This project includes the Central City 2035 Concept Plan and more specific plans focusing on the several subdistricts of the Central City. The N/NE Quadrant Plan is the first of these more specific plans to be completed, covering the Lloyd District and Lower Albina. The need for an updated policy framework to guide investment and development in the Central City has long been identified by Central City stakeholders.

The I-5 Broadway/Weidler Facility Plan, developed collaboratively with the Oregon Department of Transportation, addresses safety and operations issues on I-5 within the N/NE Quadrant, a freeway corridor with the highest crash rate in the state, as well as surface streets near the Broadway/Weidler interchange, a documented high-risk area for bicycle-car and pedestrian-car conflicts.

7. **What individuals or groups are or would be supportive or opposed to this action?** The project included extensive public involvement, including a 30+ person Stakeholder Advisory Committee (SAC) with representation from a broad array of interest groups.

   The land use, urban design, and local transportation policies and actions proposed in the quadrant plan have generally received wide-spread support from members of the SAC and other stakeholders. The plan's recommendations, when implemented, will benefit the city generally, and the N/NE Quadrant specifically, by fostering the growth of the Lloyd District into the intensely urban, vital and livable eastside center of the Central City and strengthening Lower Albina as an important industrial and employment area.

   Most stakeholders have also expressed support for the safety and operations improvements to Interstate 5 proposed in the facility plan. The City and ODOT are committed to work with property owners and interested stakeholders to address remaining concerns in the next phase of refining the facility plan. Some members of the SAC do not support the facility plan, including representatives of the Eliot and Irvington neighborhood associations. Objections to the facility plan are outlined in the minority reports contained in the Stakeholder Advisory Committee Recommendations document.

8. **How does this relate to current City policies?** The N/NE Quadrant Plan builds upon the Central City 2035 Concept Plan and reflects the priorities, goals and policies of the Portland Plan to make Portland prosperous, educated, healthy and equitable. The quadrant plan also supports the policies of the Climate Action Plan by encouraging high-density mixed-use urban development in the Central City which is a highly efficient growth pattern and supports the use of alternative transportation modes. It also provides a long term framework for district energy, rainwater harvesting and reuse, and open space development within the Lloyd EcoDistrict.

   The quadrant plan will be incorporated into the City's updated Comprehensive Plan, following the completion of additional quadrant planning work outlined in the Central City 2035 Concept Plan, as part of the final Central City 2035 Plan package, anticipated in 2015.

   The I-5 Broadway/Weidler Facility Plan responds specifically to findings in the I-5/405 Freeway Loop Advisory Group Final Report, accepted by City Council Resolution No. 36448 on October 19, 2006, which identified the need to improve operations and safety on Interstate 5 between the Fremont Bridge and Interstate 84 as an urgent short-term priority.

City of Portland, Oregon | Bureau of Planning and Sustainability | www.portlandonline.com/bps
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Bureau of Planning and Sustainability
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Portland Planning and Sustainability Commission

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Howard Shapiro, Vice Chair
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Chris Smith
Irma Valdez

October 5, 2012

Mayor Sam Adams and Portland City Council
Portland City Hall
1121 SW 4th Avenue
Portland, OR 97204

Dear Mayor Adams and City Commissioners,

At a public meeting held on September 25, 2012 the Planning and Sustainability Commission voted to forward the N/NE Quadrant Plan and I-5 Broadway/Weidler Facility Plan to City Council for adoption by resolution. The Commission took actions on two separate motions:

1. To recommend the City Council adopt the N/NE Quadrant Plan with several minor amendments. This motion passed unanimously.

2. To recommend the City Council ask the Oregon Transportation Commission to adopt the I-5 Broadway/Weidler Facility plan, and direct the Portland Bureau of Transportation to work with the Oregon Department of Transportation to develop a phasing strategy and seek funding to implement the facility plan and implement near-term safety-enhancing improvements to surface streets in the vicinity of the interchange. This motion passed by a 7-for to 1-opposed vote.

The Commission strongly supports the N/NE Quadrant Plan and the sustainable, vibrant, urban development vision it lays out for the Lloyd District and Lower Albina. This plan is supportive of and consistent with the Central City 2035 Concept Plan which the Commission is also forwarding to City Council for adoption as a separate agenda item.

At a September 11, 2012 public hearing on the two plans, the commission received a range of testimony generally supportive of the N/NE Quadrant Plan and both supportive and critical of the I-5 Broadway/Weidler Facility Plan. The opposing testimony centered on concerns about potential changes to neighborhood traffic patterns and on general opposition to any investment in freeway improvements within the urban core.

A majority of the commission supports the transportation improvements described in the I-5/Broadway Weidler Interchange Facility Plan and finds that the improvements are supportive of and well-integrated with the goals of the N/NE Quadrant Plan. In particular, the commission is highly supportive of the innovative City/State partnership that was used to develop the plans and the attempt to use freeway transportation investments to improve local neighborhood-serving connections and development conditions in the vicinity of the project. In addition, the commission is pleased that the recommended freeway improvements are compact and don't consume any additional land for freeway uses while still making significant safety and operational improvements on I-5.

As noted, the recommended I-5 Broadway/Weidler Interchange improvements suggest significant improvements to the local street system above the freeway. This is largely due to the incorporation of freeway "lids" that cap portions of the freeway trench. The space on these lids could be used for a variety of productive purposes including open space or development-related uses such as buildings or parking and access areas. The commission feels strongly that these lids and the proposed Clackamas bicycle/pedestrian bridge between the Lloyd District and the Rose Quarter must be included in the final project and cautions against the temptation to drop them or scale them back in the value engineering phases of work on the project.

The Commission engaged in a lengthy discussion about the Metro Regional Transportation Plan modeling assumptions used, which assume a higher VMT than does the Climate Action Plan. The Commission hopes Metro will review its modeling at a regional scale to address these inconsistencies before additional major projects are planned. A minority of Commissioners also raised concern about the high cost of the freeway project – a single transportation facility – in contrast to what could be achieved if funds were to be spent in smaller increments around the city to improve safety issues for all transportation modes and that could better address climate initiatives.

The Planning and Sustainability Commission recommends that Council adopt the Resolution which:

1. Adopts the N/NE Quadrant Plan as non-binding City policy (pending completion of CC2035 work);
2. Recommends that the Oregon Transportation Commission adopt the I-5 Broadway/Weidler Facility Plan; and
3. Directs the Bureau of Transportation to work with the Oregon Department of Transportation to:
    a. Develop a phasing strategy and secure funding to implement the I-5 Broadway/Weidler Facility Plan; and
    b. Implement near-term safety enhancing improvements to surface streets in the vicinity of the Broadway/Weidler interchange.

Thank you for the opportunity to participate in the review of these plans and for considering our recommendations.

Sincerely,

André Baugh
Chair
Portland Planning and Sustainability Commission

City of Portland, Oregon | Bureau of Planning and Sustainability | www.portlandonline.com/bps
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CITY OF

PORTLAND, OREGON

OFFICIAL MINUTES

A REGULAR MEETING OF THE COUNCIL OF THE CITY OF PORTLAND, OREGON WAS HELD THIS **24TH DAY OF OCTOBER, 2012** AT 9:30 A.M.

THOSE PRESENT WERE: Mayor Adams, Presiding; Commissioners Fish, Fritz, Leonard and Saltzman, 5. Mayor Adams left at 11:14 a.m. and Commissioner Saltzman presided.

Commissioner Leonard arrived at 9:33 a.m.

OFFICERS IN ATTENDANCE: Karla Moore-Love, Clerk of the Council; Linly Rees, Deputy City Attorney; and Steve Peterson, Sergeant at Arms.

On a Y-5 roll call, the Consent Agenda was adopted.

	Disposition:
COMMUNICATIONS	
1174 Request of Nancy Becker to address Council regarding Food Day and Food Policy in Portland (Communication)	**PLACED ON FILE**
1175 Request of Amy Gilroy to address Council regarding Food Policy in Portland (Communication)	**PLACED ON FILE**
1176 Request of Jill Kuehler to address Council regarding national Food Day and update on Zenger Farm (Communication)	**PLACED ON FILE**
1177 Request of Susan Navrotsky to address Council regarding national Food Day (Communication)	**PLACED ON FILE**
1178 Request of Robert Bradley to address Council regarding Meals-On-Wheels People gardens and Harvest-to-Home (Communication)	**PLACED ON FILE**
TIMES CERTAIN	
1179 **TIME CERTAIN: 9:30 AM –** 1,000 Gardens (Presentation introduced by Commissioner Fish) 30 minutes requested	**PLACED ON FILE**

1180	**TIME CERTAIN: 10:00 AM –** Authorize the Office of Management and Finance to exchange real property with Legacy Emanuel Hospital and Health Center (Ordinance introduced by Mayor Adams) 45 minutes requested **Motion to amend to attach presentation as Exhibit A:** Moved by Mayor Adams and seconded by Commissioner Fish. (Y-5) **Motion to insert new findings paragraph 3 from language in the presentation slides:** Moved by Commissioner Saltzman and seconded by Commissioner Fish. (Y-5)	**PASSED TO SECOND READING AS AMENDED OCTOBER 31, 2012 AT 9:30 AM**
	CONSENT AGENDA – NO DISCUSSION **Mayor Sam Adams**	
***1181**	Authorize a grant to provide All Hands Raised, formerly the Portland Schools Foundation, $185,000 for support of the Cradle to Career Partnership (Ordinance) (Y-5)	**185684**
	Bureau of Planning & Sustainability	
***1182**	Authorize an Intergovernmental Agreement with Portland State University, College of Urban and Public Affairs, Institute of Metropolitan Studies to provide funding for tracking and updating of data through the Greater Portland Pulse Project (Ordinance) (Y-5)	**185685**
	Bureau of Transportation	
***1183**	Extend contract with CMTS, LLC to add contractual spending authority and extend termination date to provide qualified temporary Inspection and Engineering Technician personnel (Ordinance; amend Contract No. 30001969) (Y-5)	**185686**
1184	Accept a grant in the amount of $90,000 from Oregon Department of Transportation to develop and implement specific efforts to improve transportation safety on ten high crash corridors and to work with the Metro Traffic Safety Workgroup to support transportation safety efforts in the Portland metropolitan area (Ordinance)	**PASSED TO SECOND READING OCTOBER 31, 2012 AT 9:30 AM**
	Office of Management and Finance	
***1185**	Pay claim of Scott Sirginson involving Portland Bureau of Transportation, Bureau of Environmental Services and Parks Bureau (Ordinance) (Y-5)	**185687**

*1186	Ratify a Letter of Agreement between the City on behalf of the Portland Water Bureau and the American Federation of State, County and Municipal Employees, Local 189 authorizing reimbursement of an additional pair of safety shoes for employees in the Water Meter Reader I and II classifications (Ordinance) (Y-5)	185688
*1187	Amend contract with Hyas Group to increase compensation and extend current contract for investment consulting services for the City's Deferred Compensation Plan (Ordinance; amend Contract No. 30001011) (Y-5)	185689
	Commissioner Randy Leonard **Position No. 4** **Water Bureau**	
1188	Authorize a contract and provide payment for the construction of the Fulton Pump Station Replacement project (Ordinance)	PASSED TO SECOND READING OCTOBER 31, 2012 AT 9:30 AM
	Commissioner Nick Fish **Position No. 2** **Portland Parks & Recreation**	
1189	Accept a grant from Oregon Department of Education and authorize a contract with Centennial School District for the Afterschool At-Risk Meal and Snack Program (Second Reading Agenda 1164) (Y-5)	185690
	REGULAR AGENDA	
	Mayor Sam Adams **Bureau of Police**	
*1190	Accept a grant in the amount of $65,000 and appropriate $48,750 for FY 2012-13 from the Oregon Association of Chiefs of Police 2013 DUII Traffic Safety and High Visibility Enforcement program for sworn personnel overtime (Ordinance) (Y-5)	185695
*1191	Accept a grant in the amount of $36,000 and appropriate $27,000 for FY 2012-13 from the Oregon Association Chiefs of Police 2013 Safety Belt Enforcement Program for sworn personnel overtime (Ordinance) (Y-5)	185696
	Commissioner Randy Leonard **Position No. 4** **Water Bureau**	

1192	Amend contract with Moore Excavation, Inc. to increase compensation and scope of work for the Westside Header Relocation Phase 2 project (Ordinance; amend Contract No. 30002064) 15 minutes requested	**PASSED TO SECOND READING OCTOBER 31, 2012 AT 9:30 AM**
1193	Authorize the Portland Water Bureau to purchase property located near the Bull Run Watershed to enhance protection of the Watershed, secure right of ways for the conduit routes, contribute to Endangered Species Act compliance and provide for payment (Second Reading Agenda 1171) (Y-5)	**185691**
1194	Assess benefited properties for water main improvements in the Deltawood Phase I Local Improvement District (Second Reading Agenda 1172; C-10031) (Y-5)	**185692**
	Commissioner Amanda Fritz **Position No. 1**	
1195	Establish independent City Budget Office (Ordinance; amend Code Sections 3.15.010 and 3.15.040; add Chapter 3.16) 40 minutes requested	**REFERRED TO COMMISSIONER OF PUBLIC UTILITIES**
	Commissioner Nick Fish **Position No. 2** **Portland Housing Bureau**	
***1196**	Authorize the purchase of property at 604 NE 99th Ave from Human Solutions, Inc. for $1 and authorize a ground lease with Glisan Commons Phase I Limited Partnership for portions of City-owned property at 9929-9999 NE Glisan St to facilitate the redevelopment of all properties at the site as Glisan Commons (Ordinance) 10 minutes requested (Y-4; Adams absent)	**185697**
	Commissioner Dan Saltzman **Position No. 3** **Bureau of Development Services**	
1197	Amend fee schedules for building and electrical construction permits (Ordinance) 10 minutes requested	**PASSED TO SECOND READING OCTOBER 31, 2012 AT 9:30 AM**
	Bureau of Environmental Services	
1198	Authorize Wholesale Sewer Services Agreement with Clean Water Services for conveyance and treatment of sewage (Ordinance)	**PASSED TO SECOND READING OCTOBER 31, 2012 AT 9:30 AM**
1199	Authorize Pretreatment Program Implementation Agreement with Clean Water Services for sewer services (Ordinance)	**PASSED TO SECOND READING OCTOBER 31, 2012 AT 9:30 AM**

1200	Assess benefited properties for sanitary sewer improvements in the Deltawood Phase II Local Improvement District (Second Reading Agenda 1132; C-10032) (Y-5)	**185693**
1201	Amend various sections of the Public Works Improvement Code and Plumbing Regulations to implement the new policies related to the City's Nonconforming Sewer Conversion Program (Second Reading Agenda 1173; amend Code Chapters 17.32, 17.33, 17.36 and Title 25) (Y-5)	**185694**

At 11:35 a.m., Council recessed.

A RECESSED MEETING OF THE COUNCIL OF THE CITY OF PORTLAND, OREGON WAS HELD THIS **24TH DAY OF OCTOBER, 2012** AT 2:00 P.M.

THOSE PRESENT WERE: Mayor Adams, Presiding; Commissioners Fish, Fritz, Leonard and Saltzman, 5. Commissioner Fish left at 3:30 p.m.

Commissioner Leonard arrived at 2:03 p.m.
Commissioner Saltzman arrived at 2:04 p.m.

OFFICERS IN ATTENDANCE: Karla Moore-Love, Clerk of the Council; Roland Iparraguirre, Deputy City Attorney; and Harry Jackson, Sergeant at Arms.

The meeting recessed at 3:00 p.m. and reconvened at 3:17 p.m.

		Disposition:
1202	**TIME CERTAIN: 2:00 PM –** Adopt the Central City 2035 Concept Plan (Resolution introduced by Mayor Adams) 75 minutes requested **Motion to include in the resolution reference to the urban design principle of stepping down building heights to the river and that it will remain in effect unless a city wide public involvement process occurs that calls out specific changes:** Moved by Mayor Adams and seconded by Commissioner Fish. (Y-5) (Y-5)	**36970** **AS AMENDED**
1203	**TIME CERTAIN: 3:15 PM –** Accept the I-5 Eastbank Freeway Tunnel Alternative Concept Diagram as a reference document in the Central City 2035 Concept Plan (Resolution introduced by Mayor Adams) 30 minutes requested (Y-4; Fish absent)	**36971**

At 3:41 p.m., Council recessed.

A RECESSED MEETING OF THE COUNCIL OF THE CITY OF PORTLAND, OREGON WAS HELD THIS **25TH DAY OF OCTOBER, 2012** AT 2:00 P.M.

THOSE PRESENT WERE: Mayor Adams, Presiding; Commissioners Fish, Fritz, Leonard and Saltzman, 5.

OFFICERS IN ATTENDANCE: Karla Moore-Love, Clerk of the Council; Ian Leitheiser, Deputy City Attorney; and Greg Goodwin and Wayne Dykes, Sergeants at Arms.

		Disposition:
1204	**TIME CERTAIN: 2:00 PM –** Adopt the N/NE Quadrant Plan and the I-5 Broadway-Weidler Facility Plan (Resolution introduced by Mayor Adams) 90 minutes requested **Motion to amend resolution due to a history of gentrification and displacement in the N/NE Quadrant Plan area, that the Bureau of Planning and Sustainability will evaluate whether requirements and bonus incentives should be applied when intensification in zoning designations or heights map changes are made, so that all new residential development will include a range of housing affordability:** Moved by Commissioner Fritz and seconded by Commissioner Fish. (Y-5) (Y-5)	**36972** **AS AMENDED**

At 4:00 p.m., Council adjourned.

LAVONNE GRIFFIN-VALADE
Auditor of the City of Portland

By Karla Moore-Love
Clerk of the Council

For a discussion of agenda items, please consult the following Closed Caption File.

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Key: ***** means unidentified speaker.

OCTOBER 24, 2012 9:30 AM

Adams: Good morning everybody welcome to the chambers. Today is wednesday, october 24. 9:30 a.m., and the city council will come to order. Good morning, karla. How are you?
Moore: I am ok, thank you.
Adams: I like your new hairstyle.
Moore: Thanks.
Adams: Can you please call the roll. [roll taken]
Adams: A quorum is present, we shall proceed beginning with the communications. And let's see.
Fish: Proclamations first.
Adams: We do communications, we have a special proclamation. Today we're celebrating national food day. And recognizing the abundance of local activities as it relates to food security and healthy foods. Four months ago, the city council passed a zoning code revision to support the expansion of growing and distributing food within the city as well as setting measurable goals for our food security and healthy food program. We took steps, these steps to remove barriers, create opportunities. We have had much success in our food policy, and program work. But, we still have a long way to go to ensure an equitable food system for all of our citizens. Our climate action plan, the Portland plan, and the comprehensive plan recognize those inequities and provide the foundation for further work. I'm confident with all the great partnership that exists in this city that we'll continue to move forward with determination and be able to get more, give more residents the opportunity to share the bounty of our food system. So, I am pleased to read the following proclamation, and then we'll hear from a few representatives, and few special guests. Whereas every Portlander has the right to an adequate supply of nutritious, affordable, and culturally appropriate food and access to affordable healthy food as a key component of the Portland plan. And whereas, supporting local farmers creates a stable agricultural land base and contributes to our local economy. And whereas, the garden in the front yard of city hall is symbolic of our commitment to raising awareness of these issues, and whereas, curbing junk food in our schools, community centers and public spaces is part of our strategy to combat the rising incident of childhood obesity, and whereas partnering with hunger relief agencies through our free lunch program senior meal programs and after-school programs are ways in which the city works to improve food security and address hunger in our community. Whereas the city of Portland and Multnomah county's climate action plan seeks to reduce consumption of carbon intensive foods that increase the consumption of local foods. Whereas the city's revised zoning code supports and encourages local food production and distribution and the expansion of our network of community gardens and safe places to grow healthy food has been a key city initiative. Whereas our city is stronger because of the many Portlanders who work tirelessly to create a more equitable and sustainable food system. Now therefore, i, sam Adams, mayor of the city of Portland, Oregon, the city of roses to hereby proclaim wednesday, october 24th, 2012, to be food day in Portland and encourage all Portlanders to celebrate by taking part in the activities, planned throughout the week. [applause] I would like to thank everyone who has been part of the better together city hall garden, which is celebrating its fourth season, sergio garcia showcase for growing food in very small spaces and providing education and food donations to elm court loaves and Fishes. I would like to

recognize the master gardeners. They are the ones who get their hands dirty and connect with the public, who always have interesting questions for gardeners. And specifically, jen, who managed the garden for the first three years and was dedicated to the success, and now jillian, who took over for jen this summer, and doing a wonderful job continuing the tradition. I would like to recognize daniel bacca, a metal work artist, who was the sign-maker and also builds functional pieces for the beautiful signs for the garden's inauguration in 2009, and recognize our partners, the Oregon state university extension service, for providing the master gardeners and supporting the program. Thank you weston miller, and also recognize west Multnomah county soil and water conservation district for their financial support of the master gardener program. The executive director dick springer, and education coordinator erica stokes. Thank you very much. Appreciate it. [applause] with that we'll hear from a few people so if you would not mind reading the title for 1174, 1175, 1176, and 1177. And 1178. But we can only have three at a time, so the first three.

Item 1174, 1175, 1176.

Adams: Welcome. Please begin.

Nancy Becker: Thanks. Greetings, city council members. I am nancy becker, a registered dietitian with Oregon public health institute, and thank you for your interest in healthy eating. As you know, we have a crisis of obesity in our country. Two-thirds of the adults in our city are at risk if diseases of overconsumption. High blood pressure. Heart disease and diabetes. Much of the problem can be attributed to our sedentary lifestyle, and much of it is related to the food we eat. These diseases are not only driving up the cost of health care, but causing untold pain and suffering. Most of us know that eating too much sugar, fat, and salt can lead to obesity and disease. Yet, it can be very hard to choose a way of eating that is healthier. Since I am a nutritionist I wish that I could have confidence that nutrition education is the answer. Instead, I believe that we must think creatively about the ways our system leads to overconsumption. We don't have the capability to address the regional food system in the city, per se, but we can look at the food environment. Our city is well-known for being a green city, and for being a foody city. It is not known no being a healthy city. I believe we can seize the intersection between greenness and foodiness, and become a healthy city. And you have done a great job of putting food and health agenda for the city, but we can do more. Everywhere we go there is food, and not only food but large portion sizes of unhealthy. There is several strategies to help Portlanders make healthy choices. While we cannot change the whole food system, we can focus on a few things to make a difference in Portlanders' lives. Smaller portions. Less sugary drinks. And more fruits and veggies. Changes like this make a huge difference. We have already taken the junk food and sugary drinks out of schools and parks and recreation centers, thank you very much. We have passed menu labeling in chain restaurants in Oregon, as well as workplace accommodation for breastfeeding. At the blues' festival this year, you piloted a program to incentivize half portions and drinks with no sugar. By all reports it was a great success. Some vendors reported non sugary drinks sold like hot cakes. That was a joke. So, while you really have moved the agenda, there is more work to be done. We could establish nutrition standards for all city buildings similar to what we have, in schools and parks and recreation centers. We could set more incentives for festival and food carts to offer smaller portions, drinks that do not have added sugar and more fruits and vegetables. I dream about mobile green grocery stores for under-served neighborhoods, and lastly, I hope that the city can set guidelines for food served internally at meetings, and events that the taxpayers pay for. These are only some of the strategies that we can use to make headway and confront this thorny issue. Portland can be famous for being a healthy city as well as a green city and foody city. Thank you.

Adams: Thank you very much. Hi. Can you please read the title -- did you read all three? Ok. Please continue.

Amy Gilroy: I am amy gilroy, and I also work for Oregon public health institute, and I am going to talk a bit today about how we've been working with the city to promote healthy policy and some of

the city policies passed recently. Planning for access to healthy food is important to our city. Healthy food is something that we all care about. As you know not all Portlanders have access. It is unavailable, selections are of poor quality, and some, in some communities, or too expensive. Bps estimates a third of Portlanders live within a half mile of a market that sells healthy food. This explains, in part, why so many do not meet recommendations for fruit and vegetable consumption and have a higher risk for diet related disease. Planning our communities for access to healthy food goes a long way towards protecting the health of our families and future generations. Over the past few years we have been working to set policies, and nancy mentioned a few of those. Most recently, bps and obmi worked to promote health and actress into the zoning code, which was adopted this past summer. They worked together to determine how planning address gaps in access to healthy food among specific communities in Portland. We found that the zoning code was not precise enough to help healthy foods in communities that lacked community gardens. While the revision will protect farmers markets and expand opportunities to grow food for many Portlanders, there are many families who live in housing with little open space for gardening, and their neighborhood market offers only junk food. These families are the most at risk for developing poor health outcomes and stand to benefit if policies are in place to support healthy eating. Ophi is providing guidance for the comprehensive plan update. We support the 2035 Portland plan objective to see 90% of Portlanders service by healthy food within a half mile of their home. And we feel that full service grocery stores are not the only solution to reaching this objective. There are strategies that help to bring healthy food to economically depressed neighborhoods. For instance, the city can work with existing retail businesses to offer healthy packages, and design to improve access and profitability, by providing financial incentives, permit fee reductions and technical assistance. The city could promote healthy retail and limit access to fast food and other unhealthy food options as nancy just mentioned. It is debatable which is more effective, limiting access to unhealthy foods or increasing access to healthy foods. Reasonable people differ on the emphasis but we know that a combination of both is important and vital to the health of our community. It's up to all of us to protect and improve access to healthy food for all Portlanders. Thank you.

Jill Kuehler: Good morning, mayor and commissioners, I am jill kuehler, the director of zinger farm. 12 years ago, thank you, to commissioner Saltzman, who had the great foresight of seeing what an urban educational farm could be. We were granted long-term lease on the property in southeast Portland, and I think that no one who was a part of that process 12 years ago had any idea that 12 years later, over 5,000 youth would be coming to the farm for field fingertips and summer camps. 1,000 families each year would be participating in workshops on gardening and healthy eating on budget, and or that a farmers market were start up in low income neighborhood, the lents international market that serves immigrant farmers and, and low income shoppers at the market. Last year, we extended that lease onto the ferry property, which is providing two more acres of space going to low income members of our csa, that is one of the first in the state to accept snacks for our payment for csa shares. It also allowed us to build a community garden. The community garden has over 30 plots. We worked closely with Portland community gardens to translate the outreach materials and the rules of community gardens into russian, and now of those plots, ten are filled with russian-speaking gardeners, and next year, looking forward, we are working to build the urban grange. It will not be a casino. [laughter] It will be what a grange is supposed to be, a gathering place for community members and where agricultural economics can thrive. We will be able to double the number of people served by zinger farm programming. It will also provide launch pad for new food business. We look to your support to help us build the urban grange. Now, changing hats quickly, I am also on the board of the east Multnomah county soil and water conservation district, and we've been very proud to provide several grants to new gardens to help them get built. We are very proud to partner with you all in that capacity.

Fish: Before you wrap up, I know you have a special guest from the great state of texas. Would you like to introduce your mother?
Kuehler: My mother had no idea that she would be introduced at city hall.
Fish: Let's give her a Portland welcome. [applause]
Kuehler: Thank you all for recognizing the national food day and to letting us update you on, all on the amazing work that's happening throughout the city.
Fish: Thank you all.
Adams: Thank you very much. The next two.
Item 1177 and 1178.
Adams: Welcome.
Susan Navrotsky: Thank you. Good morning, mayor Adams and city council members. I'm susan navrotsky and I have been coordinating food day Oregon on a volunteer basis. We are celebrating for a day, a celebration towards healthy, sustainable, and affordable food. The ultimate goal of food day is to strengthen and unify the food movement in order to improve our nation's food policies. It's chance to celebrate what our food system does right, and take action to bring us closer to food system that promotes real food. The food day priorities are to promote safer, healthy diets. Support sustainable and organic farms. Reduce hunger. Reform factory farms to protect the environment. And support fair working conditions for food and farm workers. This year there are about 3,000 events posted on the national food day website. Oregon is well represented at the national level with both representative blumenauer and senator wyden serving on the advisory board. We can be proud in Portland that the northwest institute, a Portland-based organization, developed two excellent discussion guides that are posted at the national food day website this year. The discussion guide's menu for the future and hungry for change are being used in classrooms, work settings and community events to celebrate food day. This year Oregon is hosting 100 events that will highlight the sustainability, locally grown, and produced foods, food justice, and hunger issues. Many of these events are scheduled in the Portland region. On saturday, Portland farmers market invited local food justice nonprofits to share their message about nutrition, health, animal welfare and sustainability. On monday, psu hosted a food and equity symposium open to the public. Today, Portland public school students will be offered a special lunch menu that includes chicken, green beans and fresh fruit all grown in Oregon. Madison high recruited volunteers for a garden work party, and a food day dinner that will be prepared in the school's cafeteria kitchen by students in their cooking class. Sisters of the road kicking off a food-based film series that will continue monthly through march. In my neighborhood, there is a soup social and food drive. Inviting neighbors to enjoy free soup, made with farmers markets ingredients, and to contribute healthy food items for the Oregon food bank. And tonight Oregon culinary institute is hosting a benefit dinner to help open the Portland kitchen, which will be a culinary afterschool program that will provide business skills and nutritional education for high school youth. All this besides the city's 1,000 garden celebration scheduled for later today. I thank you for the leadership and support you have provided to strengthen Portland's food system. I invite you to continue to collaborate with events like food day to build the momentum needed to change our food system. Thank you.
Adams: Thank you very much. Hi.
Robert Bradley: I am robert bradley. I am the manager of cherry blossom meals on wheels. As many of you know. What was for 40 years loaves and Fishes. The meals on wheels people is now meals on wheels people, loaves and Fishes. So, having said all of that, I want to thank you very much. I started with a meals on wheels four years ago, first thing I wanted to do was put up a community garden. For the people in downtown Portland. I was looking and looking and I got a telephone call, and I was asked, would you be interested in city hall? It seemed like an ideal location. I really want to thank you very much. It made a real difference to the people, both at elm court and to all of us at meals on wheels. I remember fondly a guy picked up a zucchini. There was

one zucchini plant that he liked. And he brought that zucchini up to elm court and raised it above his head. It said I grow the vegetables for this place. I was very, very pleased. You know, I got a telephone call when I was at elm court, out of the blue. A man called me up, and he said, I have a restaurant in the pearl district. I have had it for ten years. Business is down 40%. The only way that, the only way that I can endure this is by concentrating on the suffering of others, and to do that, I will provide a meal for 30 one day a week for you folks. He's been doing it for four years. That's the kind of community that we have. So, it's wonderful.
Fritz: Which restaurant?
Bradley: It's called series on the corner of 11th and lovejoy. Food is great. Go there often. Having said that, I want to mention, as well, that, thanks to the Portland parks department and commissioner Fish, we were able to put a garden in a cherry blossom when I moved out there, started the same process, looking for a place. We have five elevated beds. They are all 27 inches high, so seniors, work in the garden without bending over long handle hoe. We planted in january, or rather, in july. And we have pulled over 600 portions of food out of those beds. It is remarkable. A remarkable achievement of accommodation of people coming together, and it's working very well for us. One last thing, we now have a harvest to home. And that is one day a month, we are sending fresh fruits and vegetables to all the meals on wheels recipients. Started this program at cherry blossom as a pilot. I expect to move to two more locations in the next 60 days, and look forward to this growing. I really appreciate your help and interest on what is truly a wonderful day. Thank you.
Adams: Thank you very much. Thank you all. We really appreciate all the work that you have done. [applause] And you are welcome to stay and see democracy happen, or we will not consider it rude if you want to get up and go on with your day. So, we will continue. Does anyone have any items to pull from the consent agenda? Hearing none, karla, call the vote on the consent agenda.
Leonard: Aye. **Fritz:** Aye. **Fish:** Aye. **Saltzman:** Aye.
Adams: Aye. Consent agenda is approved. Karla, please -- well, we are ahead of schedule. So --
Fish: We have a time certain at 9:30.
Adams: Can you please read the title for presentation item no. 1179.
Item 1179.
Adams: Nick Fish.
Fish: I would like to invite emily york and laura nimi forward. We're going to do brief power point, and then we have invited guest, and I will make a brief introduction. Mayor and colleagues, about 3.5 years ago when the climate action plan was being pulled together, mayor Adams came to me and said, let's plug in an audacious goal for community gardens in this plan. And so, at page 53 of the 2009 climate action plan, there is a specific goal that was established that we were challenged to meet. I was relatively new at the job. And it turns out the mayor was taking advantage of me a bit. Because what I did not know at the time was that it had taken the city 35 years to build 1,000 gardens. And the mayor had said why don't we build another 1,000 in the next three years. So he was essentially saying, let's double our capacity in one-tenth of the time. Now, I guess there are advantages to being new on the council because I didn't know enough to say no. Today we're going to make a report to council, and I am very proud to tell you, that we have not only met that goal, but we have exceeded it. And today, we're going to say thank you to the community partners who made this possible, and celebrate what I think is a wonderful win for our community. So it's my pleasure to begin by introducing emily york from my office who is going to walk us through a power point.
Emily York: Thanks, nick, good morning mayor, commissioners. I am emily york, policy coordinator in nick Fish's office. I have had the privilege leading the 1,000 gardens initiative for the past three years. For Portland, community gardens, are nothing new. We built our first community garden in 1975. A parks and rec employee by the name of lesley managed that first garden, and I was just looking up to see if she is here. I don't see her but she will be joining us for

our celebration later today. Leslie steadily built the community gardens program for the next 35 years. And in that time, she built 35 gardens averaging one a year. With this strong foundation, that Leslie provided, we knew that we had a good chance of reaching our goal of 1,000 gardens. So, why 1,000 gardens? Nick mentioned it already with the, the 2009 Portland Multnomah county climate action plan, there was a specific goal in our food and farms chapter that committed us to developing or facilitating the development of 1,000 new community garden plots by 2012. And building gardens not only helps us to address climate change, but also, helps us to make progress on our immunity health goals, food security, and our other sustainability goals. As the commissioner in charge of parks, and the community gardens program, commissioner Fish saw the opportunity to launch a community-wide effort that he called the 1,000 gardens initiative, and from the beginning, we knew that we were not going to be able to do this alone. So, we started by using the Oregon solution's model to build our team. Governor kulongoski designated the initiative as an Oregon solutions project helping us to bring together dozens of partners from public, private, and nonprofit organizations. Many of our city bureaus participated, along with several other public agencies from the Portland region. You could see some of the logos here. Of course, nonprofit partners and even more nonprofit partners, and in fact, over the course of the initiative, new nonprofits were developing, and started, the gardens started sprouting up. We could hardly keep track of the activity that was part of the movement. We also worked with many businesses and corporate partners, only some of them listed here. In addition to building gardens on the ground, we also continued to build the program. We conducted focus groups, we developed a new tool kit with a step-by-step instructions and list of resources for neighbors interested in starting a garden in their neighborhood. And we developed a new 1,000 gardens blog where we highlighted our progress. And the work of partners. And we had a very committed volunteer in our office, abbey warren, who is here today. Abbey, you wave just so we can acknowledge you? She's been working on this initiative with us for the past two years. And she was the one behind the gardens blog, as well as a lot of other pieces of the project, so I wanted to make sure to thank you for your time and energy you put into this. We also had a lot of parks employees who stepped up and went above and beyond to support us in reaching our goal. It included our parks planners, folks in our customer service center, and our maintenance crews. They came together to help us reach this goal. We also had representatives from several other bureaus, including the water bureau, bes and bds, and we worked closely with our volunteer friends group, the friends of Portland community gardens. Throughout the process we kept the focus on underserved communities. We did this by targeting areas where our waiting lists were the longest. We identified locations for new gardens and neighborhoods that we knew lacked access. And we developed a new outreach strategies, some of the, some of those include putting fires in emergency food boxes, and in coordination with Oregon food bank, and we piloted some new partnership models. Some of those include working with the new park now coalition that's connected with veriday and working with the grant high school environmental club, which laura will share a bit more about in a second. So, this puts the landscape of the city's community garden program at the beginning of our initiative. This is 2009. And you could see it's pretty impressive when you compare it to other cities of our size. As we moved to 2010, that our carrot thermometer to the side there, rises up to 200 plots created in just the one year alone. Last year, we added close to 300 more. Bringing us halfway to our goal. And this year, we are proud to announce that we have met our goal of 1,000 new plots within the city's program, and that means that we have 1,000 new gardeners growing food on public spaces. This is tremendous accomplishment, and could not have been possible without a committed staff of partners and especially, our community gardens program coordinator, lauren nimi. Thank you very much for just hitting the ground running, and she is going to now share a few more stories about how all these gardens came into being.

Laura Niemi: Thank you. So, as emily said I am laura niemi, I am the program coordinator for the community gardens program in Portland parks and rec. And I want to talk a bit about the projects themselves. Over course of the initiative we built 17 new gardens throughout the city of Portland, and each time we approach building a garden we really look at using a community development model. And so that means that each garden has a community champion who really stewards the process and partners with parks and recreation to build the garden. And each garden is unique, but I have chosen a couple of stories to tell you to illustrate that process. The first garden our grant community garden. This is located on the grounds of grant high school. And the students at grant high were interested in working on a project that would increase the sustainability at their school, so they looked at a couple of options and decided to build a community garden and a school garden. They worked directly with Portland public schools to get permission to use the land to develop a garden, and also, worked with Portland public schools project manager throughout the process. They did all aspects of project management, including getting a pro bono design, developing a project budget, procuring donations, and they wrote a successful grant for $50,000 from state farm. Which is pretty impressive. They also did all of the community outreach, and organized a great grand opening event. Today, we have over 43 families who are gardening in plots in this garden. Several of whom are parents of students at grant high school, and this garden is in a very high demand area for Portland parks and recs. We don't have any other community gardens within a two-mile radius so we're really excited to have this new project. One of the other gardens that we opened this past year was the frazier community garden. And back in 2009, both served by the community gardens initiative the rose city park neighborhood association began conducting outreach and exploring the options to build a community garden in their neighborhood. The first of its kind. They identified couple of potential locations, but ultimately, settled on frazier park. And in order to preserve the green space in frazier park, they utilized an asphalt area and brought in project partners to help remove the asphalt. You could see above the before picture. That's what it used to look like, and on the right, that's today. Now, this project was not without some pitfalls, and the initial soil tests showed very high lead levels underneath the pad so we brought in bes, brownfield's program to help do a phase one and two analysis to see if there was a way that we could build a garden here safely. And what they found through that process, is that, that the, the lead levels were lower than our original results, and they suggest ways that we could mitt gate the existing led by removing native soil and bringing in clean fill. Another, another major partner in this project was our nonprofit friends of Portland community gardens. They helped to conduct outreach. They wrote three successful grants, and they provided garden design services. So today it serves 0 families, including a plot designated for the adjacent head-start program. Third garden is our ed benedict community garden, and the ed benedict park is located in east Portland, at about 104th and powell. And the master plan for the ed benedict park included a community garden, but for years we could not complete that piece because we lacked resources and funding. So, in 2011, the friends of the memory garden led the charge to fundraisers and install the garden. Entirely with volunteers and contractors. This garden serves a very diverse and low income population. The garden has over 40 plots, and nearly half of those people gardening in, and the plots received scholarship assistance. In addition, any day in the garden you might hear the following languages being spoken by the gardeners. We have russian, romanian, spanish, mien, tongan and english languages spoken there. So it's a very diverse garden. And beautiful, too, as you could see. I mentioned resources, and resources were a big part in being able to complete this initiative and achieve our goals. We have a pie chart that shows the various funding sources. But one-third of those city funds came from city council appropriations. You all allowed us to have $225,000 and that was one-third of the funding that it took to build all these gardens. And another third came from two major local grantors. East Multnomah soil and water conservation district and the Portland development commission. They contribute another third between the two them. And the

last third comes from many, many different sources. One major source was the water bureau, who through our Oregon solutions process committed two free water meter installations to build, for community gardens each year. Which is a really significant contribution, and we really appreciate it. And in addition, the friends of Portland community gardens wrote many grants to help fund the process, and they also did fundraising and contribute cash to the process. We also received funding from the bureau planning and sustainability, deep have, west Multnomah and soil water conservation district and many other organizations. So, you have heard today, when we started, we knew that we had a big challenge on our hands, and even at a certain point last year, we wondered if we were going to be able to achieve this goal, and we knew that we could not do it alone, and so we were so excited to know that our project partners also were building gardens while we were. And we really looked at the 1,000 plot goal as a collaborative goal, and so in the end, we, actually, did end up adding 1,000 new plots within the city of Portland program. Which were immensely something to be proud of. It was a major accomplishment and it took a lot of work. During the same time our project partners and other groups were building gardens and adding plots. So, together we have added nearly 2,000 plots in the past three years. That Portlanders are growing food in today. So we have invited a few more of those project partners to talk a bit about their projects. That's what's coming up next.

Fish: Thank you both very much and congratulations. Mayor, we have two invited panels that, that -- they have been given a limited amount of time to come up and give us a snapshot of their work. The first is judy sergeant from Portland public schools and Kassandra griffin from deep have and scott somohano from the sumner association of neighbors. If the three of you could come forward. We are running bit late today. So, we welcome you and glad you could join us, and judy, why don't you kick it off.

Trudy Sargent: Good morning. I am Trudy sargent, member of the board of education at Portland public schools, and I am here on behalf of my colleagues and superintendent carole smith to congratulate the city and particularly, commissioner Fish's office on achieving this goal of 1,000 new garden plots in our community gardens. As you know, we have an active partnership on many levels with the city. And particular with Portland parks and rec, but a key part of that is a partnership around community gardens at our school sites, so in addition to the garden that was highlighted today, at grant high school, we have nine other sites where we have community gardens. And so, those provide opportunities for community members to garden, and they used underutilized space on our school sites for community purpose. And also provide opportunities for students and teachers and families to work together. To learn about, about growing food. And there are dozens and dozens of other gardens in our school. Some of them grow food, and some of them are focus on native plants, or other themes. But, there is a real commitment to gardens as a really important educational element of our program. And one of the key pieces of the community gardens program is opening up our school sites to community members. And that's a part of our broader goal as a school district to welcome community members and have our schools be community centers in each of the neighborhoods. So, congratulations on the achievement 1,000 new community garden plots.

Fish: Thank you for your support. We are very proud, particularly of the new gardens at madison high school, vestal elementary and grant high school, and they could not have happened without strong support from the district, from the, from the teachers, and the parents, and most importantly from the students. So thank you.

Sargent: You are welcome, thank you.

Kasandra Griffin: Hi mayor, I am cassandra griffin, I am proud to be I am a founder and continuing board member of depave, which is a unique portion that has been a big part of this project and, and other city initiatives to remove asphalt and increase permeability of storm water and overall, improve our landscape for our humans, for wildlife, and for the watersheds. We have

worked with the city since the very beginning, the bureau of environmental services, provided the initial funding for our initial project. And which commissioner Fritz was at in 2008. I think all the rest you have been at other projects.
Fish: Some of us are still recovering.
Griffin: Yeah, it's fun, hard work, community building, it's great. We, so far, have depaved over 20 major sites, nearly 100,000 square feet of asphalt has been removed. And I think that means that over 2 million gallons a year of storm water are no longer hitting the sewer system. And for the 1,000 gardens projects we specifically worked with vestal elementary, vermont hills and frazier park, and we're excited to continue to work with the city in all different capacities, all bureaus to keep making the city greener and better for everyone.
Scott Somohano: Good morning. I am scott somohano, I am the chair of the sumner neighborhood association in northeast Portland. I am here to talk a bit about the helens view community garden. It's locate at 87th and sumner street. The property is about 11 acres owned by parkrose school district but leased and run by the Multnomah esd. There is two school districts that we had to negotiate with to get the garden in. The school is an interesting thing because they serve students from all over the county. It's not just a neighborhood school. But it used to be a neighborhood school. And so when it closed about 20 years ago, the neighborhood kind of lost its heart. It was the focal point of the neighborhood. This garden project is allowing us to get back in there and reclaim some of the, some of the heart and identity of the neighborhood. The other thing to mention about it is, is the sumner Neighborhood is designated as a food desert according to the department of agriculture. Meaning that we're below average income and we don't have very good access to, to the supermarkets or large grocery stores. So, not only is this a great way for us to reconnect with the new students that are in there, that are not from the neighborhood, but also, it's a good way to, to improve social health and nutritional benefits to the neighborhood. Our neighborhood wrote the, the concept plan for the garden. It's going to be about 10,000 square feet. It's in progress right now. And under construction. And we have a work party on november 3rd if any of you are interested. And, and basically, there is a lot of partners that we worked with to get it done even though our neighborhood wrote the concept plan. Sandra in the back of the room with central northeast neighbors, chris persons the principal at the high school, it could have been, you know, game over, if she said no. And, and the, the park school district and the superintendent dr. Fisher gray, susan navrotsky, i'm going to destroy your name, susan, who let us borrow a lot from her grant proposal. The soil district, east Multnomah county soil district, $17,000. Laura, who you just heard from, gave us a lot of technical expertise. We had a lot of partners, and we are very grateful for this opportunity to have this neighborhood, or to have this, garden in our neighborhood because we're high bound by very busy arterial streets, we don't have a lot that's walkable and having like this will be a big benefit so thank you very much.
Fritz: Could you sent me information about the work party on november 3rd?
Somohano: Ok, I will.
Fish: Thank you very much. Our final panel is deb lippoldt from growing gardens, jenny holmes from ecumenical ministries, and midge purcell from the urban league. Deb, do you want to kick us off?
Deborah Lippoldt: I am Deborah lippoldt, and I have the privilege of representing our gardeners of growing gardens. We're a nonprofit that's been in Portland for, for about 14, 15 years, and we support individual low income families to grow food right at their doorstep. We support them for three years, we work with hundreds of volunteers. Build the gardens, provides the seeds, plants, tools, and mentoring and help people grow food that they will then be able to enjoy those skills and eat healthier for a lifetime. We've been -- it's a real thrill to be here today with all these great super rock stars and, and food system, and particularly, in growing food. And we really appreciate all the partnerships, and we have loved being part of the, collaborative process of the Oregon solutions,

and the 1,000 gardens goal. One thing that, that we have tried to support, in particular, is doing educational opportunities through our workshop systems, and we also do afterschool and summer garden camps for low income elementary age children so we partner with some of those community garden sites, and all the school garden sites, as well. The last thing that I want to emphasize is that we're totally onboard with the 1,000 garden plot goal, and mayor, I don't know if you remember very early in your term, but you came out and helped us to celebrate by digging our 400th garden, well, next year we will be putting in our 1,000th garden, so we really appreciate all the support and the partnerships. Thank you.
Adams: Good work.
Jenny Holmes: I am jenny holmes with ecumenical ministries and the food and farms partnership. I want to congratulate commissioner Fish in the, and the council for their work in making this 1,000 garden initiative a reality. And thank you for inviting the community into be in dialogue with each other, and to find new pathways for collaborations on making more gardens, and especially, gardens that are accessible to those who either haven't known about the community gardens and don't know about the opportunities so therefore, are not asking for them, and those whose areas haven't had gardens, community gardens. In many states, gardens are important places where the spirit, human and the earth interact. It's where humankind might learn its role in creation, such as to 'til and keep the gardens. And, we are all here because we believe many important things happen in gardens. For health. For community. For environmental stewardship, for education, for spiritual wellbeing, and many more attributes. And, our hope and continuing to work with faith congregation and is encouraging them to do community gardens, food bank gardens, teaching gardens, that the new gardens and plots developed will involve the community, especially those that have been less involved historically and maybe have had less access to land for economic and social reasons. We hope that in the future more garden managers and owners will reflect the growing diversity of our city. Thank you very much.
Fish: Thank you. Welcome, mitch.
*******:** Good morning. Mayor Adams.
Saltzman: Push the button. There you go.
Midge Purcell: Oh, ok. Mayor Adams. Commissioner Fish. Commissioners, on behalf of the urban league and the african women's coalition, which was our partners in the urban gardens harvest garden project, I want to congratulate the city on this, for reaching this impressive milestone. And for making Portland a healthier and more sustainable city. I want to thank you in particular, for this support that you have given to the urban leagues, and african women's coalition, urban harvest garden, this was a plot on, in northeast Portland, on beach and albina, which was an eyesore for the community for many, many years. And the community came together, and turned that eyesore into a productive community garden in the middle of a food desert. And we would not have been able to do that if it wasn't for the support of the community. Young people in the community. Elders in the community. Who came down and lent their labor and their support, including commissioner Fritz, which we appreciate. She welds a mean hoe and was very supportive of that project. With the help of this program, we were able to install a water meter, to ensure a water supply to sustain the garden for years to come. So, I want to thank you. It was a particularly productive garden. We were able to grow bags of vegetables. Which we distribute to seniors in the senior program, and elders in the neighborhood. People in the community who have very, very little access to affordable, healthy food. We believe this is what the city of Portland should be doing and we are glad to be a part of it. And thank you very much.
Fritz: Commissioner Fish, I have to mention on that last note that this particular garden should get a hero's award when they started the day, they started when it was 24 degrees. People showed up. And they worked the entire morning. It was amazing.

Purcell: And I forgot to mention the Oregon tradeswomen. They really also contributed to this, to this transformation of this plot. And the beautiful structures on it so I would like to shout out to them as well. Thank you very much.
Adams: Thank you all appreciate it. Commissioner Fish.
Fish: So that conclude our presentation this morning, mayor and colleagues. And if i, if I could, I would like to close with some thank you's. The first thank you goes to mayor Adams, who pushed us to set the bar very high, who encourage us at every step of the way, and who, with my colleagues on council, gave us a special appropriations that we needed to accomplish this goal. My only hope is that the next mayor shares the same passion for this work and allows us to set the bar even higher, so to mayor Adams and my colleagues, a heartfelt thank you. To all of our partners, many of whom here this morning, and who testified, from government, nonprofit, faith, and business, a heartfelt thank you for everything that you have done. Through the Oregon solutions process, we brought a lot of new people together. And that coalition has done something remarkable as and as evidence today, and I am confident that we can continue to work to address our shared values, so thank you all for your passion and your time and your commitment. I really want to do a shout out to my parks team. It started with leslie paul cowsbow, and so appropriately this afternoon, at our celebration, we're going to give the first leslee paul award to someone in the community that has made a big difference, but I want to, especially, note, laura nieme, who we stole from seattle, and kathi deng, neil, and gary, our stellar team from parks and rec that work on community gardens. Thank you very much for all your great work, and deb lev, city nature manager, jen cairo, city nature supervisor of community gardens, and tracey manning from Portland housing bureau, who is a foody and a food advocate. Thank you for your great work. This afternoon we're going to thank governor kulongoski, and I think it's fair to say had he not designated this an Oregon solutions project, we would not have been discovered all of the connections that have sustained us throughout this process. So we look forward to that celebration. I also want to give a special shout out to emily york. This would not have happened without emily's drive and passion, love of gardening and hard work. I am proud of everyone I get a privilege of working with but today i'm especially proud of emily, so I want to single you out and thank you, let's give her a round of applause. And abbey warren, our super intern and everybody that made a difference, and I know I have left off some names, but we'll capture those names this afternoon at meriwethers, and on day like this where we celebrate what we have accomplish, let's look forward to what still is ahead of us, and let's recommit to continue to build out our system so I will make couple because you are stuck with me for another two more years. Number one, in the next parks bond measure let's put some money so that we can end the bond measure so that we can continue to make sure that every neighborhood, every school, and every place of worship that wants a garden has one has one, and that should be our goal. [applause] let's continue to expand the farm to school program and work tirelessly with Portland public schools this fall and spring to bring an, to bring urban agriculture to the former whitaker middle school site. Let's, let's expand our program to serve hungry children throughout our system. This past year parks served 100,000 healthy meals to hungry children through the summer free for all, let's set a goal over the next five years of doubling that. And finally, as we talk about making Portland a food city, and as we talk about maybe bringing a james beard public market to downtown, let's make sure that we bring something great to east Portland, let's build the urban grange. Thank you all for your great work. It's an honor to have been a part of this effort, and I look forward to all the many opportunities that we have to work together going forward. Thank you. [applause]
Adams: I want to thank you, commissioner Fish. When I laid out the friendly challenge of 1,000 gardens I didn't expect you to reach it. So this is, this is a congratulations. The city is much better for it, and thank you for your leadership and thank you all for your great partnership. We

appreciate it very much. Emily, great work. You are welcome to stay, or must have on with your day. Karla, can you please read ordinance, non emergency ordinance item no. 1180.
Item 1180.
Adams: Today we are hearing details of a land transaction between the city of Portland and legacy emanuel hospital. Bryant Enge, director of the bureau of internal business services will walk through the details. We also have several guests from legacy, who will explain the significance of the project. It has taken us many months to work through this project. Because the details were important to the city operations, and also, to the great hospital that is our partner in this deal. I am pleased to report this we have got a very fair deal for the city and for legacy, one that will allow the city to continue our fleet and transportation functions, in the kirby yard and will clear the way for legacy to pursue a world class expansion, further expansion of their medical facility. Bryant.
Bryant Enge: Thank you, mayor. Again, thank you, mayor and good morning mayor and commissioners. I am Bryant enge, the director of the internal business services here for the city of Portland. The ordinance that you have in front of you today, for your consideration would declare the property at the north kirby lot to be surplus, and to sell it to legacy for the development and expansion of the operating rooms there at the emanuel hospital. I, along with dr. Lori morgan, who is the chief administrative officer for legacy, will describe the project for you, and I will give you the background and the business points, and dr. Morgan will provide you why this project is important to legacy, and also, why it is important to, in terms of community benefits. Over two years ago, as the mayor has indicated, legacy approached the city in terms of developing larger state of the art operating rooms there at the emanuel hospital. Their idea was to build the facility that is next to the operating rooms and to the day surgery facility. The new facility would be adjacent to the east facility but right now, I want to move on and show you that I have not been moving this thing through. If you can take a look at this screen in front of you, you could see that the kerby lot is adjacent to both the day surgery and the operating facilities. The legacy property, are the properties in the yellow. And the kerby lot is, is identified in red. And, and it's the kerby lot. So, the hospital approached the city about the city's interests and possibly selling the kerby lot to them in order to build the state of the art facilities in terms operating rooms. Due to the community benefits and to the city, the city met with legacy to start discussing opportunities in terms of relocating the kerby lot operations to another site. We looked at various different scenarios in terms of where we could move those, move the operations, including developing a parking garage somewhere in the vicinity, as you take a look at the facilities. And we looked at closing kerby street, and the kerby street is the street in between the kerby garage, and the kerby lot. And we also talked about taking the kerby garage, itself, along with the kerby lot operations and relocating that to another site. After considerations in terms of the cost, the location, and the access, we decided that it was in the best interests to use available parcels and existing lots that the city has under management, and redevelop those lots to provide a replacement lot for the kerby lot. So, we hired otek architects, and I said we, the city of Portland and legacy is, we jointly engage them to take a look at different scenarios to replace the kerby lot. There was, again, like I said, we looked at various alternatives, and the preferred one at the end of the day was to develop a 24,000 square foot lot. Directly across the street, and if you could see that, you could see the existing lot. And, the facility directly across the street from the existing lot is the garage. And so, if you were to look at the south lot, you could see that's across the street south of the kerby garage. That there will handle the majority of the parking spaces that is we need in order to continue to have the kerby lot operations so it's roughly 24,000 square feet. And in addition to supplementing the Kerby lot operations we identified lot 17 and 9 to accommodate some additional parking needs as part of the kerby lot operations.
Saltzman: Who owns the lots, 17 and 19?
Enge: Right now the city manages those lots. If their leased with odot. So we have them under current arrangement, currently, with odot, and commissioner Saltzman, we have had these

arrangements with odot for quite some time. So, there is three agreements, and that's part of this consideration. The first one is the real estate agreement and exchange agreement. The kerby lot is valued at approximately $530,000, in exchange for the, for the kerby lot the city will receive in consideration roughly bout $1.6 million. The one, well, the city will receive a cash payment of $1.1 million. And then also receive a legacy parcel, a value of $90,000. And in addition to that, the city will receive over $530,000 over the next ten years. Legacy will also provide some additional consideration, which includes an emergency parking easement, that will provide access to a parking lot, for, in the event of an emergency, that will provide the city a place to stage its fleet, and provide place for materials and supplies in the event of an emergency. In addition to that, the city will also enter into a commercial lease agreement that will provide the city the opportunity to continue to use the kerby lot for the next two years. Now, I would like to turn us over to, to dr. Morgan, who will provide bit more information about the project.

Dr. Lori Morgan, Chief Administrative Officer, Legacy Emanuel: Good morning. I am lori morgan the chief administrative officer at legacy emanuel. Thank you for the privilege of presenting this project. One of the questions that come up is really what are the driving factors for the project. There are, I think, we all know that there is an aging population with kind of increased medical needs. Emanuel just celebrated our 100th anniversary, which we are very proud of, but, with that, comes some aging facilities, or operate, our operating rooms are almost 40 years old and the technology explosion in the last 40 years has been huge. Frankly, our rooms are small. There is one particular piece of equipment that we would like to have that we cannot buy. They literally will not fit into our operating rooms, and that's going to continue to happen. With increases in technology. One of the other things that we're also finding is the fluctuating demands requiring more architectural flexibility than we were building for, 40 years ago. It used to be, you would have a floor room and a step-down room and an icu room, and when we build rooms now we build them to be used for anything, whether it's day-to-day patient care, icu patient or frankly, to be able to expand for any emergency crisis that we need to. Our capital investment strategy at legacy is really based off of campus master facility plan. Which really includes new maintenance and infrastructure, but does take into account medical equipment, simulation and education research, information technology and physician alignment, and this project, actually, has components of all of those things. Why is this good for Portland? It will help to maintain emanuel in Portland as a center for health care in the region. It's $150 million construction project that we're estimating will bring 250 to 300 construction jobs. And additionally, once the building is complete, we think that we'll need to add probably 75 to 100ftes to that. With an estimated $9 million, and family wages that we would bring. There will also be additional supplies and services for operations and those are not really yet quantified. It allows emanuel to continue to serve as the regional and state resource that it is for high end critical care with our trauma and burn unit, as well as pediatrics. We did just proudly build the randall children's hospital but the operating rooms are housed at emanuel, not in that building. So, this will also allow us to provide some extra pediatric specialization in our ors. Why is it good for the community? Actually, in the mission statement that I am given by my agency, is that we are to be a regional resource for quaternary medical care, as well as an economic driver for north Portland, and that's a very specific mission that we have. We've been deeply --

Saltzman: What does quaternary mean?

Morgan: More advance than tertiary. Does that help? What we would call very high end medical care that you cannot get and usually only one or two hospitals in a state.

Saltzman: Ok, thanks.

Morgan: So, we've been deeply involved in our community, some of the programs that we've been involved in for the home ownership program, where for ten years over 100 employees purchased homes within two miles of emanuel with assistance, and we have participated in the dawson park revitalization, and there is a long list of community organizations that we participate with, and

frankly, we proudly have one of the community gardens that you were just talking about on our campus. And work with many agencies. One of the other things that's part of the mission is education, and not only of professionals but within the community. This is something that is personally very near and dear to my heart. We have participated fully with the yes program. Which has affect college scholarships for a number of agencies and students, , including sei and reed. We have job shadow opportunities for all of our high school, also have invested in scholarship programs with hispanic chamber, ppc cascade, and the skanner scholarship program. We do a number of community prevention education, frankly. There are some listed here, I won't read them to all of you, but they are more than that. I think that another reason why this is good for the community is that our success allows us to continue to support a large amount of charity care currently, for fiscal year 11, and our charity care was 6.4% of my overall budget, which was $36 million. And total unreimburse cost of clinical care for this community was 15.9% or $89.3 million. We have a large community health fund that further assist other community organizations, which has total over $6 million in the last, ten years. And our total community benefit and fiscal year 11 alone was really over on her $91 million. Which is a higher percentage than any other hospital in the metro area. It's something that we're very proud of, and I think that, and again, our health allows us to continue to do this, and these new operating rooms are really essential for that. Another long list of our community partners, and I won't read them to you, why is it good for legacy? Well, the new Ors will allow us to utilize the new technology, new facilities, allow us to bring our buildings up and our high areas up to current code. Part of the issue is the location, it's very critical to be next to our current ors, and I will show you map in a second. But, it allows us to, continue to use our current space, as well as maintain efficiencies, trying to build a separate set of, and we have we have looked at this originally, a separate set of ors across campus divides kind of our personnel in two locations, which makes it very difficult it manage operationally. And we also are planning to add some additional icu space that will help to prevent us from going on for lack of bad space, and the new construction will increase the flexibility, and better facilities attract really more in top-notch physicians who want to work in facilities that are commensurate with their skills. So, this is a picture of our current campus, randall has pointed out for you because everyone knows where, where that is. The planned structure is, what is colored, the operating rooms would be on the bottom floors. The top floors would be additional icu space, and off to the left, you could see was there the helicopter pad, that's another orienting spot. And frankly, this parking lot that we're talking about, most people think that we own. Everyone is always really stunned when they are like, well, what's the problem? Like, well, it's right next to our building, and it would seem like we do own it, but, the reality is, that we don't. Some of our previous community collaborations with construction, we are very engaged with the building of randall children's hospital. And with namco, as well as other agencies. One of the things that we worked very hard on in the last year is our emanuel reconciliation project, which is an opportunity to work with our neighbors better in terms of what we are planning on our campus, and we have ongoing dialogue and community engagement with our master facility plan on the campus for what we want, for what we want to do. So, that is my presentation of why I think that this is a great project, and I know that you do, too.

Enge: Based on the benefits to the community and also to the city, and based on the terms of the agreement, the office of management and finance is recommending that this ordinance would be approved. We have also would like to invite members of the community and business representatives to speak on behalf of this particular project.

Saltzman: Can I ask some questions of dr. Morgan?

Enge: Sure.

Saltzman: Dr. morgan this all sounds great. I just want some assurance, that emanuel is going to actually break ground on this project soon. And this is a certainty, not a, idea subject to a capital campaign. The may or may not be, that may not be successful, so we are selling you the property,

actually, but, leasing it back for two years, so presumably, within that two years, emanuel will break ground on this?
Morgan: We cannot break ground until you move out.
Saltzman: It's a parking lot. Not much to move.
Morgan: And no. It is, as I mentioned, in one of the slides, we, actually, legacy has a multi-campus master facility plan in terms of what we need to do on all of our campuses. And when we reviewed that plan with our board in the spring, this project was number one on that list. So, as far as the formal approval through our board, we've been struggling with the chicken or the egg thing. I didn't, I don't really have a project until I have a parking lot. And so, i'm just being honest with you, our board hasn't formally approved it. But they absolutely know that we're here and, and as we speak, we're formalizing what we would call our pro-forma to take it to our board for approval. So, I think that, that you have our assurances that this is a project we're going to build.
Saltzman: When?
Morgan: Well, we think it will take probably the next 18 months to plan. And so, I think that as soon as you guys are ready to turn it over, then we'll be ready to put a shovel in the ground.
Saltzman: So --
Morgan: I would have done it four years ago if it were up to me. I can hear my colleagues in the back snickering. I'm ready to go. We are very anxious to have this project done.
Saltzman: And the commitment is to build exactly what you showed us operating rooms, and intensive care unit. Pediatric trauma expansion.
Morgan: Pediatric operating rooms will be a part of that, and that certainly is a piece of all of the trauma care that we that, we do, do. Our trauma ors are actually upstairs, in our emergency room. These are kind of our regular ors and day surgery but there will be dedicated pediatric ors that are a component.
Saltzman: So the component of icu, operating rooms for critical care, because I know there is a trend, hospitals to sort of go to day surgery, elective surgery, which brings in money, popular with baby boomers. That's not the intent here.
Morgan: It's a combination of, really, all of our ors need to be done. We have a day surgery component. So, there will be some of these rooms that we will utilize as part of our day surgery. The very bottom floor will be run of the mill, high acuity ors. This expands our capacity.
Saltzman: And in the ordinance before us, there is nothing that specifically speaks to what has been presented to us in terms of what legacy emanuel will do with this property. So, I guess, with you --
Adams: This is real estate transaction, this is not -- they are paying for this. And so this is not charity on our part. So I'm curious to your line of question.
Saltzman: If you will let me speak I will continue. Do you have any objection to adding language in here that is in your power point that says, legacy will, with this property, develop larger, state of the art operating rooms, including outpatient, minimally invasive and robotic surgery at emanuel, additionally, configure part of the operating room with a pediatric focus to address the specific needs of children? If we were to add that in here?
Morgan: I have the ordinance in front of me, and i'm trying to read through it. I'm pretty sure it says for an operating room expansion. But certainly, the components.
Adams: What is the purpose your questioning?
Saltzman: My questioning is, as you mentioned, you are going to sort of a reconciliation project, a lot of sensitivity. And about emanuel under, you know, from dark days of urban renewal where land was condemn and the african-american community between williams and vancouver was in essence, relocated. Or otherwise, vanished. So I guess I have a sensitivity about selling this property to them with an understanding that this is going to happen. And then if nothing happens. If this remains a vacant parcel, like the vacant parcels between williams and vancouver today. So

that's the purpose my line of questioning. I want some assurance that if we sell this and declare this property surplus, that, in fact, the intended purpose is going to occur, which sounds great. And that's why I was asking when it's going to started but I would feel disappointed, and I think a lot of community would be disappointed if this were just to remain, to go from a city parking lot to a legacy parking lot. So that's why I would ask if we could have language in here.
Leonard: The point on the piece property between vancouver I raised in my private meeting. I grew up in that neighborhood so I don't know how familiar you are with what was raised from there.
Fish: Is your mic on?
Leonard: Yes. Characteristically speaking very low. But what was raised there, I raised in my own briefing, not so much what was lost because for those of you who might have some emotional tie to what was there. I don't. It was a center of crime and disfunction. But, it should have been replaced when it was raised and, and I said so, and I asked and pushed, even, at what point are you going to do something with that piece of property to reinvigorate the community. This is not such that piece of property. It is an isolated in terms of its connection to the community. Isolated piece of property that I also thought was part of emanuel. I would also add that I have since and before my presentation visited the operating rooms once to get better sense because of this proposal, and a couple other times for personal reasons. It is obsolete. It is outdated. I have no doubt that emanuel intends to do what they have represented. They are going to do, and I would be concerned about the condition on the sale only because, in the because I think that emanuel will, will, is misrepresenting what they are doing today and intend to do something different but as you well know, development occurs, different ideas could bubble to the surface, and I would not want to constrain their ability to do that. Having said that, I would say, I was not going to say this publicly but I would echo commissioner Saltzman's concerns about that parcel between williams and vancouver and russell and i'm not -- I really, and I know your response of the time was in the construction stage but I would encourage you to look for another place to do that and, and as we discussed at minimum, make a playground or, or some, community amenity. It would do a lot to heal bad feelings about what's been left there.
Saltzman: If I could speak, i'm not asking this to be put in as a condition, sale. If we declare this surplus and sell it to you, it's your property. But I think it should reflect in the record that in the ordinance this is our understanding of what's going to happen with this parcel, and it says it very well here in the power point, but I would like to transfer that paragraph in the power point into the ordinance. So, everybody knows what we're operating under.
Adams: I move we attach the power point as exhibit a.
Fish: Second.
Adams: moved and second.
Saltzman: Ok.
Adams: Karla, can you please call the vote?
Leonard: Aye. **Fritz:** Aye. **Fish:** Aye. **Saltzman:** Aye.
Adams: Aye. All right. Any additional discussion? We have some folks that want to testify. Could president gatewood, sam brooks, and dr. John hill come forward. You can take your seat.
Morgan: Dr. Hill is stuck in the operating room so I will extend his apologies, but --
Adams: Ok. Anyone else signed up to testify?
Moore: No one else.
Adams: All right.
Algie Gatewood, President, Portland Community College Cascade: Mr. Brooks has given me the honor of going first. Mr. Mayor, members of the council, thank you very much for the opportunity to address you this morning. I am very happy to speak with you in support, of legacy emanuel hospital. During my ten years at the cascade campus I found legacy to be a good neighbor

and a friend to the north Portland community. And let me say that cascade campus, enrolls about, in fact, we enrolled more than 24,000 students last academic year. And we have 61 different curriculum programs from which students can obtain a major. And those programs range from, from fire protection technology to criminal justice, medical technology. To many other health related careers. And I mention that to you so you will be remind of the magnitude of cascade campus in the community. Emanuel hospital, legacy emanuel and cascade are two major entities in very encloses proximity to each other. In terms of the relationship between cascade campus and emanuel hospital, as I said earlier, they have done a lot of things to indicate to support us in the warning that we do. Most notably, legacy emanuel has made what I consider to be the long-term commitment to ensure that we have a very prosperous community. And what they have done is stepped up to a call from me, to participate in the middle college program scholarship bank. Dr. Morgan mentioned that in her comment. But you know, it's really much more significant than just a scholarship. When we invest in the students at jefferson high school, we are investing in the future of Portland. Not only the future of north Portland, but the future of this entire metro area. And this particular scholarship in which legacy will award one per year, is targeting young people from jefferson, who want to, have careers in the medical profession. Health care careers. And these types of careers will provide what we have a tendency to call living wage jobs. These are the people that won't be on relief programs. They will be providing assistance to the us in the community. They will not be tax takers, they will be taxpayers. I am really proud of that. But it goes farther than that. Each year the scholarship, recipient will also be entitled to a summer job. Working at legacy hospital. Getting a feel for the medical profession. Hands-on feel. And that's going to, certainly enhance the success of this program. Legacy emanuel hospital works to facilitate the clinical rotation of medical laboratory technology students. We have about 160 on average students enrolled at the campus each year. And legacy provides an opportunity for us to have an office on-site at the hospital, where one of our staff people are there to work with the students to help them acclimate to what's going on there and coordinate with legacy staff. My sense is that a collaboration such as this, a public community college, campus, and a private hospital working together is truly a win-win situation. Legacy wins. The campus wins. The students win. And the city wins. And my hope is, and my expectation is, that if legacy moves forward with the project that is proposed to you, that this will provide yet another opportunity for students in the cascade campus as well as people in our community to have jobs, and I am thinking mostly in terms of our trade students, we have a large trades program, and this will be an ideal opportunity for them to get hands-on experience, and to have a living wage job following the completion of the training. So, in closing, let me say again, that cascade campus, legacy emanuel hospital are valuable entities to this community, and we truly support the work that legacy is doing. Thank you.

Adams: Thank you, mr. President. Hi, mr. Brooks.

Sam Brooks: Good morning. Mayor Adams, members of the commission, sam brooks, i'm a 44-year northeast, inner northeast resident. I run company in northeast that has 200 employees. I run an organization that is ten blocks down from legacy emanuel hospital. The Oregon association of minority entrepreneur, that has grown to over 850 companies. I could have stole the virtues legacy and take up way too much time. I do have a written document that I brought, but most important thing, is that particularly, as, as dan Saltzman, as you indicated earlier, the community that I had an opportunity to meet with legacy, and particular people from the african-american community, a few weeks ago. To talk about history, and it was interesting that as we went through that discussion approximate history, and I came here in the 60s from the military. And what we have done, you cannot do very much about history except make it better moving forward. And as a partner with legacy, creating opportunities, there are three things, do you have partnerships with the community? Absolutely. Are you creating jobs? Yes, they have. And proposing to create more jobs. Are you working with people in the community that will create wealth, ownership, and jobs? They are in

participation with us at the Oregon association of minority entrepreneurs, as they build the randall center. Absolutely created jobs, they used minority, women, and emerging small businesses. So anybody that knows me, i've been working on that for over 30 years. Those are the things that I look for, not whether you are talking the talk but are you walking the walk. Dr. Brown gave an amazing, in my opinion, presentation at that gathering people from the 1960s that were part of all of that. And for the businesses that were there. Looking as we move forward. This is an opportunity to move past some of the history that you cannot change, someone once said, that if you live your life, looking in the rear-view mirror, you are inclined to head for wreck. So we don't want to spend too much time looking in the rear-view mirror. We have an opportunity to move forward and provide opportunities for the north, northeast community. And this is something that I think that we should move forward with. So, anything that you can do to help change that community, and I might add, the person that's been there since the 1960s, commissioner Leonard, you have a lot of history. That community is changing. Dramatically so. And if you can do something to help the folks that remain in the community, and certainly, that is the plan. I think that that's an excellent thing to do. Thank you very much.
Adams: Thank you mr. brooks, thank you president gatewood. Any comments from council? Unless there's anyone else that wishes to testify, comments from council.
Satlzman: I guess I hate to be a stickler on this but I would like to insert in the ordinance the paragraph on the project concept. I know attaching powerpoints to the record is good but I would feel better if we --
Leonard: Where's that found at?
Satlzman: its on page 3 of the powerpoint, new paragraph 3 right after paragraph 2 that's says legacy emanuel intent is to develop larger state of the art operating rooms, including out patient, minimally invasive and robotic surgery at emanual. Additional reconfigure part of the operating room with a pediatric focus to address the specific needs of children. I would move that as paragraph 3.
Leonard: So that I understand your taking the first bullet point and just --
Saltzman: and putting it in as a, under our findings.
Leonard: and did you say your adding the words it is their intent?
Saltzman: I'm going to believe --
Leonard: If you add the words it is the intent and take the first bullet point I will second it.
Saltzman: Ok.
Fish: I have a question, if I could, of dr. Morgan. Dr. Morgan, commissioner Leonard is referring to the project concept language.
Morgan: Right.
Fish: Does the -- is the language broad enough to allow you to adapt to whatever your funding challenges are or whatever sequencing that the board chooses, putting this in the ordinance, you have the flexibility to deliver a world class health facility that you deem appropriate?
Morgan: Right. I think as long as it does say this is our intent, because it is our intent. It might be the case, for example, we decide not to include the outpatient part because we already have outpatient ors. I think if its our intent I'm comfortable with that.
Fish: I move the amendment.
Leonard: It's been moved and seconded.
Adams: Any additional discussion? Karla can you call the vote on the motion?
Leonard: Aye. **Fritz:** Aye. **Fish:** Aye. **Saltzman:** Aye.
Adams: Aye. Commissioner Fish.
Fish: Thank you mayor. We may have concluded the formal presentation, we may not, its is possible a number of you may not be here next week when we vote on this. I would like to say in advance of the vote that i'm reminded that legacy emanuel is one of two level one trauma centers in

the state. And in our city, you have one at legacy emanuel and one at ohsu. I have personal experience with that, because my son in his first year of life had significant surgery at ohsu. Now, it wasn't -- i'm not sure if it was surgery that he couldn't have had at legacy emanuel -- my wife did deliver our son at legacy emanuel but the surgery was at ohsu. We have two level one centers and that is vitally important for our state and city. What has excited me about this prospect, the opportunity for you to expand on your existing capacity and put an a state of the art or in your campus. And that is good news for people who live on the east side of Portland. So I want to thank you, dr. Morgan, for your tireless perseverance on that project. I know it goes back many years that you have been working to this date. I also want to say about a year ago when I had a chance to tour the randall children's hospital and first learned of how urgent this concept was for the hospital, it was at that time or shortly there after that jack rand rolls up his sleeves with his team and took this on as sort of a mission. And I can't -- I have lost count of how many briefings we have had, council has had with jack and his team and bryant about this. And I just would say with all of the moving pieces and complexity, this one was incredibly complicated. If someone thinks this happened miraculously -- assuming that we vote next week to approve this, and I think you have the votes, mostly this is good news for young people in our city, and particularly on the east side. I thank you for your perseverance.
Adams: This moves to further consideration next week. I want to thank you and the entire team at emanuel and legacy and I want to thank bryant, you and jack, thank you very much for your work on this. Moved for further consideration next week. I will run through and do the seconds just to have folks be able -- and some house keeping stuff before we go through the regular agenda. Karla please read item 1193 and call the vote.
Item 1193.
Leonard: Aye. **Fritz:** Aye. **Fish:** Aye. **Saltzman:** Aye.
Adams: Aye. 1193 approved. Read the title and call the vote for 1194.
Item 1194.
Leonard: Aye.
Adams: Wait, I normally don't take testimony, did someone have testimony on this? I will extend that to you as a courtesy, ma'am. Please come forward. Sorry Karla. Hi, welcome. Just give us your name and you will have three minutes there.
Kay Williford: My name is kay, I live in snoozy hollow neighborhood. I tried speaking to you before all of this happened and it didn't help. We're having problems where -- you put in new water and sewer lines in our neighborhood. And our community has a homeowners association, and a vote was not ever allowed or permitted. And new homeowners as well as old homeowners are basically strapped for money. I'm disabled. There is three others that are disabled. One third of the neighborhood is empty right now. And we understand that liens will be put on our homes or loans. Most people are just getting up leaving, seeing the banks don't want the homes because they're so old. They're renting them out to make money until the banks finally come and take the homes. And the banks don't want them back because they're so old. And it is stressing a lot of us out. The equity in the homes are gone because of this. And we're asking that this be stopped. We're also being forced to pay for $60,000 water and sewage from people that lived there from 20 years ago that we were not even owners then and we move in and the next thing we know all of these liens and loans are on our homes, and it is -- it's stressing people out to where they won't buy the homes. We can't sell them. The neighborhood is going to waste. And we're asking for help. We can't handle -- we cannot handle. I am on disability. Not expecting any increase in income. I can't afford to pay 20, $25,000 on top of what I already owe.
Adams: Thank you. Appreciate your testimony. Can you please call the vote.
Leonard: Aye.

Fritz: I -- I believe that the city has worked really hard to try to make this the best deal possible for the residents and eventually the improvements will add to the value of the homes and I appreciate the fact that there is a deferral program to assist folks who are struggling with that. Aye.

Fish: Aye.
Saltzman: Well, I just want to say that I appreciate the residents coming today but also two weeks ago. I'm familiar with your neighborhood and it is an extremely low-income area, but I do believe that ultimately the improvements that were made, state of the art sewer connection, sewer service and the first place improved water connections, really are the pathway for this neighborhood to become more attractive for homeowners to invest in their homes and that -- and to have a higher resale value when you do sell your homes. These types of services are indispensable towards that. The Bureau of environmental services has reduced its portion to be collected from the lid. I'm not sure if water has also. But the point is I feel we have done something here that is fair and consistent with the value of these improvements that we have made and a consistent trade-off between the interest of rate payers and interest of homeowners and as commissioner Fritz says, there is a deferral program so that current owners do not have to pay these liens or assessments, if they so choose. With that I vote aye.
Adams: Aye. Can you please read the title for item number 1195?
Item 1195.
Adams: Based on community interest in this topic, the sponsor has asked that this ordinance be returned to her office. Commissioner Fritz to provide more time for input from the chief administrative officers and members of the community. The proposal is posted on the web site and comments are encouraged. It is referred back. Can you please read the title and call the vote for 1200?
Item 1200.
Leonard: Aye. **Fritz:** Aye. **Fish:** Aye. **Saltzman:** Aye.
Adams: Aye. 1200 is approved. Call the title and call the votes for 1201.
Item 1201.
Leonard: Aye. **Fritz:** Aye. **Fish:** Aye.
Saltzman: Thank you to everybody in the bureau of environmental services and amy trieu in my office for this. Aye.
Adams: Aye. 1201 is approved. Back to the regular agenda, regular work. Please read the ordinance for -- read the item emergency ordinance 1190.
Item 1190.
Adams: 1190 and 1191 we inadvertently put on the regular agenda normally their on the consent agenda. These are good things we have smart people here to answer any questions anyone has. Does anyone wish to testify on 1190? Would you please call the vote, emergency ordinance, item 1190.
Leonard: Aye. **Fritz:** Aye. **Fish:** Aye. **Saltzman:** Aye.
Adams: Aye. Can you please read the title emergency ordinance 1191?
Item 1191:
Adams: Does anyone wish to testify on this matter? Does council have any comments on this matter? Karla please call the vote for emergency ordinance 1191.
Leonard: Aye. **Fritz:** Aye. **Fish:** Aye. **Saltzman:** Aye.
Adams: Thank you for your great work, aye. 1191 approved. Please read the title for 1192.
Item 1192.
Mike Stuhr, Water Bureau : Good morning, mr. Mayor and commissioners. We have to play with the electronics for a minute. What we're here to talk about today is west side header, a very important job for us that is underway. I'm sure you have all been tangled up in traffic due to the

west side header job at one time or another. On the screen, momentarily, you should have a map showing where the project is and the bulk of the project is the big black line. We have had one change -- two change orders previously on this job. The first change order was to, if you can work the map to add sheridan to the job -- the reason that was done is that down there in this area, there is a whole lot of work going on from trimet, ourselves, and others that are involved in the public improvements associated with the light rail project. We decided it would be a wise thing to do to -- since the streets are torn up anyway to finish the piping work that is necessary down there rather than wait a year and a half after everybody puts it back together and tear it up again.
Saltzman: Mike could you briefly say what is west side header?
Stuhr: West side header is a -- the actual diameter varies from place to place, but basically a 36-inch diameter pipeline that runs north/south that allows us to move water on the west side of the river north and south that we didn't have before. It's both a practical necessity and I think it will serve us well in a seismic event to move water around the city. Sorry, I should have done that first. The change order at hand today, a lot of this area is fill. And back before my particular profession was invented, geotechnical engineering, the way they did fill -- it's hard to believe -- but my profession is pretty new. 1930s. The way they did fill was just like it sounds like. People bulldozed stuff, bulldozer over it a couple of times and put dirt on top of it. Now we compact it and we use soil. But working down there -- if you are working underground is a challenge. Basically any of the places in the city that have been repurposed from the former river front industrial area, like the waterfront park, for example, basically all they did was knock down the buildings and maybe about three feet of the foundation below and put fill back in and build. So, if you go any depth at all in these areas, you are liable to run into all kinds of debris and rubble and it is very difficult to tell where it is going to be until you actually run into it. One might think that we should go out and pothole for that. It is so variable that we want pothole for it. You would be forced to basically dig up the alignment and take a look at see what it was and then you have driven everybody nuts twice to get the job done. We just be prepared, have a contingency in the project to do that. What change order number 3 is going to add, and I want to show you some pictures of this when I get done talking about it. Because it is kind of interesting, I think. You guys get to approve all of this work that we do and never see very much of it. What specifically covered in change order number 3 is unforeseen obstructions. That is a nice word for all of this rubble. 430 feet of 12 to 18-inch thick eight foot deep concrete walls and floors that were the foundations for old buildings down there. We had to redesign one of the connections because when we do locate, we can locate lateral, left and right, very well, but depth we don't locate very accurately and then if you do, you only know exactly that spot. So, if the pipe varies, you get surprised. We got surprised. And taking out what is called a thrust block. When pipe goes around a corner, particularly large pipe, we put a thrust block in there to keep it from moving. It is like if you imagine a train going around the corner, water does the same thing. It has momentum. When it bends around the corner, it pushes out. You put a big pile of concrete there. It is called a thrust block. When we were trying to remove the pipe, the contractors demo tool slipped and put a hole in the pipe and we flooded some stuff and we have to pay for that. There is also some cost increases from large pipe signals. We made a deal with the natural pathic medical college down there to block their parking lot for half a day. They decided later that they would rather we didn't do that so we are also accommodating that. This will bring the project total up to around $5 million, underneath the engineer's estimate. Once again, we are still benefiting from a bad economy. We get very good prices on our bids. Now what i'd like to do is show you some pictures of what this work really looks like. Nancy, you can feel free to kibitz, if you want. But what you are looking at there is a 48-inch diameter piece of steel pipe, and this is kind of like lacing your shoes with steel pipe. We have to slide it down in there through the shoring that is in there. That hunk of pipe probably weighs about 5,000 pounds. If any of you

drive a subaru, that is two subarus worth of pipe in this one piece. It seems to be a popular car in Portland. Go ahead. You can see we put in extensive shoring under there so that the guys can work in there. You have to wiggle lace this pipe down through it and that is one of the things that nancy keeps an eye on that we get this all done correctly. Go ahead.
Nanci Snyder: 40-foot length of pipe, too.
Stuhr There is an old bypass tunnel that we had to go through. That is what you can see.
*****:** Shoring for the tunnel.
Stuhr: Shoring for the tunnel, the sheet the guy is holding his ears because that is a vibrating pile driver driving the pile in --
*****:** Where does that tunnel exit in the previous picture?
Snyder: It crosses naito parkway on a diagonal. It used to go down to the waterfront.
Stuhr: There is many interesting things underneath the city.
Saltzman: And you are using that underpass or not?
Stuhr: We will show you. We had to go through it.
Saltzman: Okay.
Fritz: But did that make it easy or more difficult? Did that make it easier or more difficult?
Snyder: Much more difficult.
Stuhr: You have to poke holes in the walls and you are lacing the shoe lace and trying to make everything line up. If you look at the picture here, this is that tunnel. We are running our big fat piece of pipe through there through holes we had to pound in the wall. It is quite challenging. This is a pipe we removed. Cast iron is great stuff as long as you don't jiggle it but it is terrible stuff in an earthquake. Even moderate shaking, the old joints are led and oak and they were pounded in and when you pound them in they leak. That's replaced by another -- I love the subaru measure. 36 inch diameter piece of ductal iron pipe 18 feet long weighs 3,100 pounds which is the weight of a subaru. So, keep going. There is a lot of night work on this. I don't know how many times I have sat at this intersection and wished I was not the one who caused the jam up at the intersections, but we have done a great deal of night work to try to reduce impacts on the traffic. And that's what it looks like. It is dangerous to work at night but we're all very careful. Another night work picture. Just more of the same. Very difficult challenge staging pipe for this. It is not like building at powell butte where we can haul everything out there and pile it up and use it as you need it. It becomes a logistics enterprise for the contractor to manage bringing this stuff in on an as you need it basis. Go ahead.
*****:** That's it.
Stuhr: That's it?
*****:** One more.
Stuhr: So that would be the project. We are available to answer any questions that you might have.
Saltzman: I just had -- I think you said this in the beginning, so, I guess -- I assumed all of the work going on there was utility relocation due to light rail. It is really you are taking advantage -- or is a part of that -- also you are saying this is the time since its all being torn up to do the work?

Stuhr: It is partly timed to do the work. That is particularly true on Sheridan. That wasn't -- the Sheridan work that was the first add wasn't in the project in the first place. We looked down and decided that all of that area is going to be torn up and we knew we were going to have to do it. We decided to basically reorganize the distribution mains program and decided to fund it and add to this particular project. Naito parkway, essentially -- there isn't any way to get around this. We don't mind crossing the light rail lines. That is pretty easy to do. But sometimes you are stuck being under them. When we do that we put pipe in and leave it so that if something happens to it,

we can haul it out without shutting down the rail line. Kind of a complicated explanation, but it is not easy. Other questions?
Fritz: I just really appreciate you taking the time to give us the visuals and explain the projects. Sometimes when citizens see a number in an increase in a contract you wonder why. This is very, very helpful. Thank you.
Stuhr: Thank you you're welcome. We think this stuff is cool. Other people think it is a traffic disruption.
Fritz: It's very helpful for that purpose to have people understand to make sure that our water supply will be safe in the event of an earthquake. Thank you.
Saltzman: Thank you. Anybody that wishes to testify on item 1192? Okay. This is a nonemergency and it moves to a second reading. Thank you. And our next item -- if we could go to 1197, since we're waiting for somebody to come here on 1196, is that correct?
*******:** Yes.
Saltzman: We will come back. Let's go to 1197.
Item 1197.
Saltzman: This is the first reading of the bureau of development services amended fee schedule for the fiscal year 2012-2013. Though the fee schedule was last changed in july, two additional minor changes are necessary at this time. First in response to direct input from roofing contractors, a change is made to the reroofing fee. And the second change is the creation of new fees for solar and wind generation. These fees are required in order for bds to comply with the requirements of the Oregon administrative rule regarding renewable electrical energy permits. Staff is here to answer any questions if members of council have any. Okay. Is there anybody that wishes to testify? Okay. This will move to second reading next week. And keep going, I guess, 1198.
Item 1198.
Saltzman: This item is a wholesale sewer services agreement between the city of Portland and clean water services. One of our many regional partners. This ordinance updates our 1998 agreement and includes new mutually agreed upon rates and methodologies. This new agreement is fair to Portland rate payers and it is fair to clean water services rate payers. I want to thank clean water services as well as city staff for updating the new agreement and I look forward to our continued work with it. If anybody has questions, we have people here. Okay. Seeing no questions, does anybody wish to testify? Okay. Seeing none, this moves to a second reading next week. 1199.
Item 1199.
Saltzman: This is 1199? This is related to 1198, if there is any questions. Anybody wishes to testify. Okay. 1198 moves to second reading next week.
Fish: We are ready to proceed with 1196.
Saltzman: Let's go back to 1196.
Fritz: 1199 is --
Item 1196.
Saltzman: Commissioner Fish.
Fish: Thank you. We are going to need commissioner Leonard for the vote. If randy hears me, we will need him back in a minute or two. Thank you, president Saltzman. Today we're here to tell you about an exciting partnership with two nonprofit partners and we're going to ask the council to approve two separate actions. The first is the purchase for $1 of a parcel owned by local nonprofit human solutions. The second is a 99-year lease with human solutions for the same property for $1 a year. Through this partnership, nearly 70 people and families will be connected with new homes, affordable to households at or below 50% of our area's median family income. That is roughly $25,000 a year for a family of one. Or $36,000 a year for a family of four. These families will leave close to multiple transit options that will connect them with greater Portland and

they will not be rent burdened, which means they will have the freedom to connect with local businesses and the community in a meaningful way. Ride connection will connect with the gateway community and the people they serve in a more direct way, including offering new jobs to the community. Up to 50 construction jobs at any one time and 40 permanent jobs in their office. A cornerstone parcel in the gateway district will become home to a beautiful new building connecting the fabric of great -- gateway. I'm pleased to introduce the director, tracei manning, director of the Portland housing bureau who will walk us through the details.
Traci Manning, Director, Portland Housing Bureau: Thank you. Real quickly, this is another great example of the work that we're able to do with our partners. So, we're going to be working on this part of the transaction with long-term partner that you are all familiar with, human solutions. Huge thanks go out to the executive director, jean demaster, as well as the housing director, sara zahn. A new partner for the Portland housing bureau, ride connection. Thanks to their executive director elaine wells. This project will have affordable housing up above phase one will be 67 units. And then down below, ride connections new offices. Bringing the transit oriented business next to the gateway transit center, and bringing jobs, not just construction jobs, 250 to 275 construction jobs during construction and then 40 new permanent jobs in the neighborhood. All of this is consistent with the great partners in the east Portland action plan. We will work with their strategies and goals to improve the design and quality of new homes, provide commercial mixed use development opportunities and promote key opportunities for economic development. So, this is phase one. Phase two will include additional affordable housing on the site. And will be making the land available on a 99-year lease for $1 a year. That is a portion of the subsidy of the project. In addition, tax increment funds from our 30% set aside will help to make this project a reality and leverage another $14 million in additional public and private investment. Bank of america is a big key partner in this project as well. And just in closing, would love to give special thanks to our always hard working city employees. The phb team was led by jacob fox, our assistant director, and included carl who is with us here today. Underwriter john marshall, construction coordinator nate mccoy, kathy ramiro, and the attorney from the attorney's office, trin tran.
Fish: Thank you. If I could underscore one thing that traci said because we -- I think we don't focus enough on the extent to which public dollars leverage private dollars. Phase one, $17 million project. The city is committing $2.7 million in tax increment financing dollars and that comes out of the 30% set-aside. Bank of America is putting $8.3 million in low income housing tax credit equity into the project, that private finance. Additional $700,000 in system development charge waivers that this project is eligible for. $3.5 million in state transportation funding. Our piece is relatively small, but it is leveraging a lot of public and private investment. It will be an attractive building in a developing area that meets a number of our core goals. Thank you.
Saltzman: Any questions from council? Anybody that wishes to testify?
Moore: No one signed up.
Leonard: Aye.
Fritz: Good work, aye.
Fish: Thank you, traci, Jacob fox, carl dinkelspiel, john marshall, nate mccoy, kathy romero and trin tran. Thank you sonia Schmanski in my office. And special thanks to jean demaster and sara zahn, director of development for that organization and has been enormously helpful to us on the Portland housing advisory commission. Aye
Saltzman: I'm very pleased. I met with jean demister and somebody from ride connection. Seems like it was a couple of years ago so I'm glad that this concept has come to fruition. It seems like a great idea. Affordable housing, ground space retail in a great location. 99th and Glisan. So I'm pleased to support this. Aye. Ok the ordinance is passed. I think the only item we have left is 1201? I know the mayor is jumping around so much.

Moore: I show we took care of that.
Saltzman: Oh we took care of it, we took care of everything?
Fritz: Did you do 1199?
Fish: Yes.
Saltzman: Yeah, we did that.
Fish: We paired it up with 1198.
Saltzman: We are adjourned until 2:00 p.m.

At 11:35 a.m., Council recessed.

This file was produced through the closed captioning process for the televised City Council broadcast and should not be considered a verbatim transcript.
Key: ***** means unidentified speaker.

OCTOBER 24, 2012 2:00 PM

Adams: We have two time certains to deal with today. Karla, please call the roll. Roll call. [roll taken] A quorum is present. Let's proceed. Could I please have staff come up and Karla, would you please read item 1202.
Item 1202.
Adams: A two-year planning effort for the central city 2035 concept plan. This plan succeeds the land mark 1988 central city plan. The success of that plan was to create a creative and vibrant place for people. But we can't rest on past accomplishments alone, and the central city cc2035 concept plan establishes the framework to continue this role for the next 25 years. The plan is first -- is the first plan developed with the Portland plan as use guiding framework. Planners and citizens, residents were challenged to apply the direction of the Portland plan equity prosperity, education, and health to a district. The key strategic direction for the central city plan is set out in the -- set out the central city as a center for innovation and exchange and strengthen the central city as a living laboratory. The concept plan is the first step in an evolving process. The concept plan provides an Overall framework for the four quadrant plans. The north-northeast quadrant plan, which we will consider tomorrow, is the first of these plans to develop specific strategies for the smaller geographies within the central city. Central city establishes the overarching policies and reactions to achieve aspirations of the Portland plan, susan anderson and troy doss will now present the central city 2035 concept plan, thanks to susan and troy, and to the central city committee, chaired by chet orloff and michelle root, we appreciate all your work.
Susan Anderson, Director, Bureau of Planning and Sustainability: Susan anderson, director of the bureau of planning and sustainability. With me is troy doss, the project manager for the central city. As the mayor indicated the purpose of today's meeting is to present a new Portland central city plan. The plan set before you has been about two plus years in the making and it's Portland's third central city plan. As you all know, we did the 1st downtown plan, we didn't, but someone did bark in 1972. And at that time the plan sort of laid the ground work for reviving downtown. It led to the development of waterfront park, light rail, the transit mall, making streets more walkable and safe, and encouraging ground floor retail and restaurants, things we take for granted now. We have to remember that this was really unusual at this time. If you think back to 1972, most Of the country was turning their backs on their downtown. We were expanding freeways, we were moving through the suburbs, me personally my parents, we were living in detroit and they decided we should all move to the suburbs of los angeles. Because living in the central city for them was not an option. Things have changed. So Portland in 1972 was way ahead of its time. It looked ahead and embraced the potential of what the central city could be. The second central city plan was completed in 1988. It extended the concept from just the downtown over -- on the west side to thinking of the central city as being on both sides of the river there. Were nearly 500 specific action items in that plan. 90% of those have been completed over the past couple decades. Many of them succeeded because we targeted public dollars to leverage significant private investments. Everything -- things we take for granted again, south park, the pearl, the rose garden, convention center, esplanade, all of those things were part of the 1988 plan. So now 2012, from 1988 the world has changed. We've come full circle. Many people want to live and work downtown, young and

old. They want to live in a more walkable urban environment. So the plan was presenting today is for the next 20-plus years, until 2035. Metro estimates by then we will have 37,000 new households. And 42,000 more jobs in the Central city. The one thing we know for sure is we don't want to be san francisco, a place where josh growth has been pretty stagnant for 20 years. We want to abplace that has more housing and jobs in the central city. To wrap up, the central city plan will provide a good framework for a public and private investment. It will help guide and build healthy walkable neighborhoods in the central city, and help ensure that specific areas stay focused on employment. So what dots plan look like? You've heard a lot for the past three years now about the Portland plan. That was the big picture. This takes it down several steps and gets us down into the details. It will ultimately include the four quadrant plans the mayor mentioned -- north-northeast, northwest, southwest, and the sen central east side. We did the north-northeast plan concurrently. The result is you have a package, today you will consider the concept plan and the central city plan and tomorrow we'll present the north-northeast plan. And we did this four years ago now with the new bureau, we did this because in part for really a decade or, so often we would hear planning was moving too slow. And we really wanted to show we could pull all the pieces together, quality data, business participation, broad community involvement, and get it done in A timely way. So i'm going to turn it over to troy, but before that I want to thank several people. The co-chairs, michelle rudd and chet orloff, the advisory committee. They did amazing work. A lot of hours and gave us incredible guidance. And also my staff, joe zehnder, troy doss, melissa hamblin, mark nicholas, stephanie, diane, karl, and jona from the mayor's office. Each of you played a part in developing the plan. So thank you.

Troy Doss: Good afternoon, mayor, council. I'm going to give you a quick overview. I think we've heard it, so i'll do it briefly. Central city 2035 concept plan is part of a larger effort. So it's really to update the 1988 plan. So we're going to be replacing the policies, the urban design direction that originated from that plan, update the district plans that have come along since then and start to develop new implementation strategies -- zoning tools, it could even go into things like urban renewal plans or other capital projects. It's a plan that is hopefully going to help guide us for the next 20-plus years in making -- in terms of making decision making and investments. It's an outgrowth of the comprehensive plan, so it will be adopted as part of the comprehensive plan's overall strategy policies and will lead again implementation efforts. But it's an outgrowth of the strategic level planning that came out of the Portland plan and as you can see below it's an effort that started about two years ago and will continue for about another two years, maybe three, as we go through the subsequent quadrant plans here. So in terms of how we develop the plan, we really did this in two phases. First we had a goal setting and issue identification phase where we had an advisory group, met for about a year, 13 different symposiums on very specific issues. Housing, transportation, willamette river, urban design, historic preservation. And really dug in with a group of experts on each issue. Tried to identify the full range of things we wanted, at least to consider addressing as we developed the new plan. Next phase came is concept plan development. That's where we engaged the steering committee, took all that raw material from the prior phase and started to distill that down into the concept you have before you as well as the policy framework. The starting point for this conversation was the 1972 plan. It served us well, it continues to serve us. What came out of this plan is a big move such as the transit mall, implementation of things not yet named, but places that became pioneer courthouse square, tom mccall waterfront park, a look at restoring the retail corridor, brought in ample parking, ensuring there was good accessibility coming Into the city and looking at preservation of affordable housing that was starting to bleed away from the central city, and increasing that supply as well as the overall supply of market rate housing in the central city. In '88 they come back and look at how does this translate to areas beyond that core. So the areas north of burnside, looking at places we refer to as old town, chinatown and the pearl. And looking at how those functions that felt like the central city on the east side of the river started

to become incorporated into the downtown, the center of the region. So looking at central east side, the role of mlk grand corridor, lloyd center, the rose garden, and the lower albina industrial area. Lots of big moves also coming from that, the emphasis on livability as an economic development strategy, which has been pretty beneficial through the flows we've had over the years in the economy in Portland. We haven't gained as much jobs as we wanted to, but we've been able to maintain and create a resilient environment. Housing was a big move, originally 5,000 housing units, we've accomplished development of over 15,000 in that period. And over 50% of that in the rental market is actually affordable, people making less than 60% of median family income. So there's been big moves that have occurred. And this was really all became a Response from a time when -- which is worth remembering, in the 1950s just after the war, downtown was still a pretty vibrant center. Ground floor retail, a lot of people living here. And then as -- which happened in most other american cities. You started seeing this flight from the urban center for the dream of the suburbs. With that came housing, with that went jobs and retail vitality. And some of the urban form of the city, was being demolished so we could make room for the automobile and the downtown was transitioning to a daytime-only employment center. The '72 plan and '88 plan were trying to bring back people into the urban core, preserve the fabric we had and rebuild. Retool. So as a result of that today we have about 35,000 people living downtown, about 23,000 housing units. So the policy direction that the steering committee and advisory group started was, how do we look at enhancing the urban development of the central city, its role in providing housing, and as well as community development, how do we broaden our transportation system, enhance public safety and enhance the role of the river and other key functions for the central city. That translated over to this new policy framework. The first identifier of the whole framework for the steering committee was to establish a strategic direction that really built on what is the role of the Central city as a center for innovation and exchange? And what the steering committee had to say about that, I think you'll hear more about that later in testimony, this is a very unique place in the fabric of the region. It is the only place where you have the zone capacity, the density of uses, the mix of uses, where you start to see the ability for businesses and higher education and people in general to meet, exchange ideas, and to really create something special here that really can't be created in any other town center around the area. That does set us uniquely aside as a place we can do significant job and housing growth. So we do have the ability to accommodate about 32% of the city's growth of our next 25 years in terms of johns and about 20% of the housing. Out of that thinking emerged the five areas of policy development. First one is regional center and innovation. And it looks at what's the city's role of -- central city's role as a unique center for accommodating this growth and density of uses, and synergy. How do we connect with the universities, the universities with businesses, how do we connect that with our citizenry. How do we take all of those advantages and make it a more competitive city center as compared to other west coast markets. One of the big keys here, livability, people come here all the time to look at how we've done it. That is what sets us unique from other city centers around the west coast. Very highly attractive place for businesses to want to locate because the amenities are there are attractive to the employee and people who might want to live there. So livability is a key function, and multimodal transportation system is highly valued by others. You look at the -- beyond rail connection was light rail, you have streetcar, bike-ped connection and automobile capacity. Next, the policy area looks at housing and neighborhoods. The '88 plan looked at housing and trying to people to live in the central city but didn't look at community development. A new approach is a series of goals and policies that talk about how do we bring in broader diversity of housing supply, right now about 80% of the housing downtown consists of one bedroom and studio apartments. That's not a good long-term solution when we start seeing the growth of families with student. A growing student and senior population. We need to diversify the housing stock, bring in central services that are important to people who want to live here. Access to schools, parks with playgrounds, community centers. Other services

and amenities that serve people of all ages, abilities, and incomes. Also continuing our efforts, working on human services, and people at risk populations. Next is taking a slightly Different approach to the willamette river than in '88. I think this is the -- this is an outgrowth of the river renaissance practice says, but the '88 plan looked at the receiver front as an urban design amenity. However, it could be used better to improve the environmental health. Looking for opportunities for habitat restoration along the bank of the willamette, look nothing areas where we can start to bring in commercial uses that maybe aren't there that might help to activate it. Just looking at how we can generally start to turn the form towards the river. The other is continuing our efforts towards human health -- river health and habitat. And one thing we heard a lot through this process is the ability to actually start to use the willamette as a recreational resource. How do I get my feet into the water, how do I get down to the water to observe or row, or to do anything. Right now it's kind of a barrier to a lot of people. We don't have a good area for people to access it by docks or beach or any other type of common function. Next is looking at the urban design component to it. This is built on what we've done in the past, but looks at the river as primary form giving element of the central city. How do we turn the urban form towards, not away from the river. How do we start to enhance the Districts we've seen emerge as well as consider that are due to emerge here. Lloyd district, old town-china town, goose hollow. And how do we use the public realm to provide a broad arrange of use and -- to the citizens of Portland. Right now about 45% of the landscape of the central city is actually in public right of way. There's certainly can be other ways to use it beyond transportation alone, and a way to accommodate both transportation and mix of uses as it creates a more vibrant area. Lastly, our last policy looked at health in the environment in a different way. Historically it's been more about storm water and shed management. They looked at the central city as living laboratory, demonstrating how an urban center could be created to accommodate both watershed health but also human health, beyond just green buildings looking at development of green districts, even beyond the concepts of ecodistricts program, looking at how you can transform the entire central city into a connected system if you will. Next, supporting this is the urban design concept that emerged. What you see here is again looking at the river as a central city, this first diagram here on the right-hand side is more of a system diagram. It looks at the main components. A major river running through it, two sides of the city facing It, at least intending to face it, then you have the system that's emerged over the last 25 years, before you really came to the central city through an east-west orientation, but now beyond the freeway loop we have improvements such as the east bank esplanade and the river loop around tom mccall. A considerable amount of new bike and pedestrian infrastructure that's emerged, as well as the new streetcar loop that will be closing soon when the new light rail bridge is completed in south waterfront. So you have a new way the central city starts to sick late. And off that we expect to see growth, because we have tremendous areas of potential growth as demonstrated on the diagram to the left. Areas in the north pearl, the rose quarter, lloyd district, goose hollow, the university district, and areas in south waterfront and south end -- great. South end of the central east side. And these are as we think, really have a tremendous ability for future growth and probably areas you'll see the most growth in the next 25 years. In part because of the new infrastructure being developed and part because of the -- this full potential hasn't been realized. Here we go again. So just to walk you through this real quickly, this diagram illustrates where we -- how we see the city starting to transform over the next 25 plus Years. And most of these buildings in yellow would be new development or some development that's currently exists. Mostly new development. And so what you start to see is the concept of creating a central river, trying to turn the city more towards the river as opposed to away from it. We don't really turn our back on the river, but what we do is tend to face the other direction. Most of our orientation is north-south, it's not east-west. So one of the next steps you would want to pursue is how do you orient people closer to the river itself. And to the region beyond. So we

would look at how do you use unique districts outside the city center and connect with districts inside the city center as well as the river itself.
Adams: Is that a new canal around the river or is that a boundary?
Doss: I'm going to come to that.
Adams: Ok. That snuck by me.
Doss: You'll see it in a minute. Then the next move is establishing an eastside center and a new hub on the -- for the central city on the east side. We've had the potential there, we've put a lot of investment into the lloyd area for a long time. Its best years are ahead of it but now we have a plan that establishes that area as mixed use neighborhood, characterized by residential as well as commercial development, vibrant retail, and a higher -- hierarchy of streets That better move you through and to the district. Building on that loop concept, take a look at the southern book end, an area that is commonly referred to as the innovation district. How do we start to make the connections with the light rail bridge that really unites the growth of south waterfront with the growth of psu and the entrepreneurial strength that's starting to emerge in the central east side. On the north end, we're starting to see there's another similar book end, potential for one, with the growth of development along the broadway corridor, and the rose quarter, as well as properties on the west side of the river, the properties in the pearl district and hoyt street properties, the riverfront or the post office itself. Lastly is this concept of a new loop that would actually be a loop designed to build and complement the existing infrastructure that is there. It's -- the idea for this is to create a more safe and the calm way for pedestrian and cyclists to get around, trying to attract that cyclist right now that we haven't been able to capture in terms of concerns but caution, they want to be able to share in this infrastructure as well, but currently they're a little afraid to be in traffic. Maybe we can find some ways to connect to the larger rail and bike-ped system. All of these moves are intended in the end to really start to create the center that we've talked about. The center of innovation and Exchange, a place where the universities are connected with the other institutions in the city, and broader business growth. And really something that we think will benefit the region as a whole. So the requested action here is to have council adopt by resolution the concept plan and direct staff to proceed with the remaining phases of central city 2035. The next of which would be the west side quadrant plan, proposed to start in january.
Anderson: The way this works is that we'll adopt -- you'll adopt each one of the concept plan, each one of the quadrants, and then we'll come back with an ordinance at the end to adopt the whole package at once. And that will be about two years from now.
Adams: Why don't we go ahead and do the next resolution and then have testimony i'm sorry, that's a time certain. Do we have folks --
Anderson: We have two people invited here to provide --
Adams: How many people have signed up --
Saltzman: Quick question, troy. So was it a misquote when "the Oregonian" said beaverton has a higher population density than Portland?
Doss: It's not. I guess it's not.
Adams: It’s not a misquote? It is true?
Saltzman: It's true.
Anderson: We'll get back to you --
Saltzman: It sounds like some of our testifiers can answer that question.
*****: [inaudible]
Adams: Oh so forest park would count against --
Saltzman: So forest park counts. Ok.
*****: [inaudible]
Saltzman: So is beaverton. I was scratching my head when I saw that. I figured i'd have my chance -- .

Adams: Could we have our esteemed guest come up.
Fritz: Could I just ask a question first? We got a letter from wendy rohm and her -- with a couple of suggestions. One of which was to keep the name of the district the west end. In the central city concept plan.
Doss: I don't believe we have changed the names of any districts at this point. And actually the currently to be technical it is a subarea of the downtown districts --
Fritz: She says it's not referenced in the document and I just read this so I haven't double-checked.

Doss: We haven't referenced the pearl or anything like that either. We left it at its very most generic state looking at the entire central city as opposed to the individual district. We do intend to do that on the quadrant plan, and that might be a good point, to identify the west end as its own unique district.
Adams: The fact it's not mentioned does not mean it's no longer --
Doss: It does not mean that. It's still a regulatory district today and will continue to be. So until some change might be made.
Fritz: That brings me to my question, which is what about plans like the west end plan and others? What's the relationship between those already adopted plans and this concept plan, and what Would be adopted moving forward?
Doss: The quadrant plan -- the quadrant plan, we'll have to readdress those issues, is that still the directions we want to go, are there things we could do to make those better? So I don't think there's any -- look at any broad changes, the west end is pretty successful district. There might be some complexity in terms of how it's implemented right now. There could be ways to retool that. I wouldn't say it goes away. And maybe it becomes identified as its own district, because it's really a regulatory subarea of the downtown district. Or the -- so a better example might be if you look at the river district, we really have a distinct pearl district and a district old town. Maybe those should be two different districts that emerge out of their current river district. Because people don't recognize the river district other than I think us wonks, quite honestly.
Fritz: Usually when we've done in the past, whenever we've adopted something like the west end plan or something else, it's been added to the comprehensive plan that was adopted in 1980.
Doss: That would happen at the quadrant level plan and subsequent amendments to the comp plan.
Fritz: May I finish my question?
Doss: Yeah.
Fritz: Thank you. So is the intent of this to be a complete rewrite, so that anything that's not in the new comprehensive plan will not then be the adopted -- will not be considered as part of the comprehensive plan of the city?
Joe Zehnder: If I could answer that, Commissioner. The intent, what we're doing in the comprehensive plan is to create a new comprehensive plan. But bringing in all of those pieces that we've adopted in the past through various sort of subarea plans, but looking at them more generally about how they apply to the whole city. In the central city, for instance. When you look at our subdistrict plans, there really kind of were in part local planning, but part just because this was the time when there were growth pressures or issues over there that we had to deal with, so you drew a boundary around it and created new regulations or a plan. One of the issues with the plan today in the central city is that we've done that so many times, the districts are inconsistent, and it's not getting us the best result. So what we would do in the central city plan, what we've been doing in the quadrant plans is pulling up, pulling into the new work the good ideas that were in that plant, the community is with us in developing them, so what they wanted to accomplish will be reasserted in this new plan, and if any evolution in that thinking would be reflected in it. Whether or not we still need to draw a boundary, have special rules for it will determine once we get a plan and know what

the best way to put that plan into effect is. We may not need a separate district, we may just have rules that take care of it independent of that.
Fritz: Thank you. So citizens who participated in the adoption of those other plans that were then incorporated into the comprehensive plan, should be monitoring this process and making sure the essential elements they feel are still pertinent get into the new plan.
Zehnder: Absolutely. And the way we set up the process will bring those folks in as well.
Fritz: Thank you.
Adams: At the very end after you lack at each quadrant, there will be the council in the future will have the opportunity for fit and finish. They'll come in by resolution then at the end they're not adopted by ordinance.
Anderson: Until it's all done. I'm sure we'll learn something when we get down to central eastside that's going to affect what we did in northeast, a year and a half earlier. So we want to be able to come back around.
Fritz: Thank you. I just wanted to be clear on the big framework of the whole process. Even though were starting in on this one. I think it's a very good way to figure out and illustrate how we're going to go about it. But I wanted to make sure everybody watching at home understands the long haul we're in for. Thank you.
Adams: Now our special guests. Anyone else wish to testify on this? Welcome. Thank you for your service, your leadership.
Michele Rudd, Vice Chair, Portland Planning and Sustainability Commission: Thank you. I'm michelle rudd, vice chair of the planning and sustainability commission and one of the cochairs for the central city 2035 effort.
Ethan Seltzer: Ethan seltzer, I was a member of the committee here representing chet orloff who couldn't be here this afternoon.
Rudd: I guess I will start out then. From the perspective of someone who's been on the planning sustainability commission and having just gone through the Portland plan process, it was key to me going through the 2035 process, and as a commissioner later reviewing it, that the plan actually get incorporated into the effort that we're doing here. It's sort of our first ability to see how do we actually implement those objects in a specific geography. One of the things I think worked well with the committee was the community's commitment to locking at what the unique assets are of the central city and how we can leverage off of those to serve the city as a whole. So we recognize this is an economic engine for the region, for the city, it's a resource that there are investments we can make here that will assist the city as a whole. In terms of trying to promote healthy educated use we've got great resources with psu, omsi, ohsu, and we're making investment and we'll continue to make investments that link those more effectively. And encouraging things like incubators and the economic development, that comes from that. One of the things i've noticed as i've started the touring new business and general operating spaces is this move toward more collaborations, more spaces that are open, less walls. And I think part of what this plan is trying to do is do that on a city level, which is exciting. The idea you've got a situation where people will come together, where they will exchange ideas, and promote in the city as a whole what we're seeing happening within companies themselves as people try and bring down the silos and work together more effectively. That's my initial comments on it.
Seltzer: I would add that Portland's got an international reputation as being a great place for people. And I think in every way we are striving to be a better place for people. I think a lot of our efforts, our directive that way, people come here to see how we're doing, that what we've accomplished. The 1972 downtown plan was an incredible statement on behalf of creating a human scale people center downtown at a time when downtowns across the country were abandoning that and trying to compete with the suburbs by being automobile scaled, kind of replicas of the environments that were appearing on the margins of cities all over the country. Today we're in a

really wonderful position in a sense in that we have a great downtown, but at the same time we've got more work to do to try and see what we can do to advance that Notion that this really is a place for people. As jan Jacobs said "a good city is place where people feel safe among strangers" because in cities often you don't know all the people around you, but if you feel safe, you'll interact, if you'll interact you'll engage and come up with the next generation of ideas that will make this place even better. What we've tried in central city 2035 is really keep the focus on that notion of engagement and innovation, and exchange. And downtown is being a very unique environment in the entire region, if not the entire pacific northwest for that to happen. So it's a very exciting moment for us I think, because these are powerful ideas. And Portland's got a track record of being able to make good on them.
Adams: Thank you both very much for your service. Appreciate it.
Rudd: I will put into the record planning commission's letter of recommendation in support for the plan.
Adams: Great.
*****: Thanks.
Adams: Thank you very much. No other discussion or council --
Moore: The amendment?
Adams: I would like to --
*****: [inaudible]
Adams: I keep asking does anyone want to testify.
Moore: We have two people signed up. Did you want to do the amendment first?
Adams: I'd like to move the amendment.
Fritz: Second.
Adams: Everyone has seen the amendment I believe. Moved and seconded. Discussion on council? Please call the vote.
Leonard: Aye.
Fritz: This amendment is at my request and I greatly appreciate it being added. It states that the proposed framework includes the principle of stepping down building heights to the river originally stated in the central city plan. And that it was resolved at the urban design principle, that calls for stepping down heights of the river will remain in effect unless a citywide public involvement process occurs. That calls out specific changes to address how and why exceptions to this rule should occur. I know that professor seltzer will remember a vigorous discussion about this on the planning commission when he and I were both serving, so I appreciate this amendment being made. Aye.
Fish: Aye. **Saltzman:** Aye.
Adams: Aye. Hi. Welcome. Michael. Welcome back. Go ahead.
Michael Zckoych: I would first -- I am michael, I have been a businessman in Portland for 36 years, and in the central east side for 30 years. And I serve on the board of the central east side industrial council as well as delegate to venture Portland organization. I also am a realtor and a contractor in the state of Oregon. I have come to ask you to adopt or to include our central eastside industrial council's letter to the council to the mayor, and including the council on october 24th, 2012, where we outlined our support and our particular interest in certain areas of the plan, which include policy five, the maintaining of industrial sanctuaries in the central city industrial districts, as an employment district, and as well as the willamette river piece, which became a very prominent part of the development in the concept plan by allowing commercial and tourist access to the river. And I would just like to stress the importance of the manufacturing and the industrial arts jobs that have been overlooked over the last couple decades in terms of not realizing their importance and sending them overseas. What we found is that the engineering jobs that we thought would stay here are following them overseas as well. And the reinstitution of an importance being placed on

these manufacturing and industrial arts jobs and the inclusion of them into the central east side and the other areas of the central city, were appropriate. So that we may build a home for the artists in industry and manufacturing, amongst the population that we have already been focusing on bringing into the downtown area. It's important to create family housing in the city, and to support the recognition of that end because of the scarcity of industrial land in the city, multilevel industrial manufacturing use is a perfect theme for the central east side, and we believe that the people who are involved in the manufacturing and industrial arts and we have always held this vision, held on to it tightly and kept it alive in the city, so that we can now illustrate the importance of these jobs and this type of culture being included into the inner city culture ask making manufacturing and industrial arts a part of an urban fabric. So that we attain a balanced view of life and the inner workings of the importance of these facets of our intelligence. Also i'd like to thank you for including a business representative into the steering committee. If you look at the people on the page, you'll see that there are very few of us there, and it's good to see you including us in the process. And we are very much in favor of adopting the central city plan, and looking forward to moving on to the southeast quadrant planning process.
Adams: Thank you, sir. Thanks for your service. Go ahead, ma'am.
Crystal Elinski: Hello, my name is crystal, and I represent 1000 people. I am -- 10,000 people. I am glad to be here with my representatives and follow this plan. I would like to say first that I am disappointed about the lack of diversity and inclusion. Not so much in the natural processes that i've seen, i've been living 22 years in Portland, and a lot of those years in the inner city. Also as a homeless person, gave me a very interesting perspective. And so as far as diversity inclusion is concerned, I think that we -- that the focus that I see being talked about for services, housing, the it's gone by the wayside. Even sustainability seems more like a catch phrase than anything. I've also heard this is about innovation, and it's comprehensive. But for me it seems like it's more of the same of Portland's history. There is a focus on real estate wheeling and dealing, Portland's business alliance, pdc, a lot of concentration on who's got control of what areas, and that tends when you're talking about collaboration, it tends to become one in the same. Whereas we forget about the history and the people that live here, and many of my friends that live here in last generations, and when I lived in north Portland, in elliot neighborhood, they're gone. Their businesses are gone, the people are gone. They've been pushed out by these great plans of Portland, with freeways and entertainment centers that I think that we're not the remembering what's important about this city. Not to forget the people that need help, we continue to ignore example the homeless situation. I also wanted to -- I wanted to discuss if lloyd center and the central east side. I think as far as feeling safe around here, a lot of people would say they don't come to Downtown anymore because they don't feel safe. And that's mostly because of the police presence and the private security presence. It's very harrowing. Another issue is transportation. I think we should remember, focus on transportation, we continue to lose more and more buses to the detriment of other parts of the city that maybe people do want to come here but they don't have access. Less and less access. People that would like to bypass this whole area in general to get to work or home, they actually have to go through downtown more and more. And it's a cluster [bleep] even with for people like me on bikes.
Adams: You're not allowed to use that language.
Elinski: I thought I was because of the military, world war ii phrases, I thought it was a common phrase. Ok. It's a boondangle, it's very difficult even on a bike to get through downtown. And so transportation also needs to be a focus as we continue on. Most people I talked to don't even know that these processes are happening, so if we --
Adams: Your time is up.
Elinski: -- the word out more, we might be able to remember these essential issues.
Adams: Thank you very much. Karla, please call the vote.

Leonard: It's just always very interesting to me to having lived here 60 years, listening to people who lament about what Portland was like 20, 30, or 40 years ago. I remember about 10 years ago I Was running for the council, and I went down to fund-raiser, dinner on, I think it was an aids -- a fund-raiser for raising aids awareness. And vera was there, and a number of other people. And I had never been to wieden & kennedy's new office, and I went to Portland state and I worked at blitz weinhard when I went to Portland state in the early '70s right where the spot where wieden & kennedy was. And I sat and unscrewed the bottle caps off beer bottles and -- for eight hours in the evening after attending classes during the day, left at night with a lot of other young men who were there, felt pretty secure, pretty dangerous area. We went to the place we lived downtown, not because it was a cool place to live, because downtown was the cheapest place to live. And as I was standing on this balcony remembering all of that and taking all that in, somebody who was from another place approached me and said, isn't this beautiful? And I said you have no idea. [laughter] where I do start? To explain the contrast in what was then 2002 and back to the '60s and the '70s and what downtown was like. And I won't bore you all with a boring history of what Portland was like other than to say it wouldn't be what it is like today without what was done under then mayor terry schrunk and the vision he had, and carried on by mayor goldschmidt and others to develop a downtown that you don't appreciate unless One of two things occurred. You were here during that era and have been able to be as fortunate as I am to see the great transformation the city has undertaken, or two, come from another place that lacks the kind of planning that Portland has, or have the ability to look at other places and then do a compare and contrast with Portland. Both of those strategies I have been fortunate enough to experience. So it's indeed a pleasure that -- and an honor I get to in one of my final acts update this plan I have come to admire so much in my adult life, and appreciate because it really does involve a lot more than planning, it involves hard decision making along the way, implements the plan that creates animosity, misunderstanding, confusion, and frustration and anger with people who live here. But that is part and parcel of why these kinds of plans are so hard to adopt, and then to implement, which in the long run makes people such as myself appreciate so much what they are and why they are. Aye.
Fritz: Thank you to all the community members who participated in this, and indeed to the planning staff who have led it. Susan Anders, Joe Zehnder and Terry doss, troy doss sorry. Thank you for your work on this. It's really important, and it's a delight to have this come right at this time, reminds me why I love being on the council, why I so much enjoy being on the planning commission. It's hard to explain to folks How people on the planning and sustainability commission spend so much time and why they spend so much time taking public input, and incorporating it into a document like this. And we need to do the study, we need to do the outreach, and we need to get the plans adopted and put in implementation strategies. And you have to do each step at a time. We spent a lot of time on the Portland plan and got that adopted, and it's something we can all be proud of. This is the next step, and I understand the final product won't be adopted until 2015, and I look forward to being on this dais at that time. It seems like a long time away, but it really isn't when you're looking at planning for the whole city for 20, 30, 40 years to come. Particularly want to recognize Kevin Kilduff in the office of healthy working rivers and recognize the partnership between the bureau of planning and sustainability and all of the other bureaus in putting this plan together. Very proud of the work that we are continually referring to looking to the river as our front yard rather than our back yard, and looking at how do we enhance views and enhance the use of the river for pedestrians, bicyclists, for all modes of travel, and create the built environment that encourages that feeling of safety by the river and the encouraging of people to get to the river now that it's clean and will become even cleaner. I thank tom bizeau and my staff, my chief of staff. Its truly delightful for tom and me to have a planning project coming at this particular time to focus our attention on and to be able to support and then again I appreciate the willingness to accept the amendment and the mayor's leadership on this, that this is how a citizen process

should work. That you do a huge amount of work in the community, you listen, you incorporate the feedback, the planning commission then takes a lot of testimony and gets it to 90 or 95% or in this case it seems like 99.9% and there should always be an opportunity for tweaks at the end or indeed for complete revisions if that's called for. It's good to hear both in testimony today and in the input that I got from citizens that indeed we're at the tweak stage rather than the go back to square one. Thank you so much for everybody for participating in this plan. I'm very proud to vote aye.
Fish: First I want to say I appreciated commissioner Leonard's comments. He has 44 years on me in terms of continuous living in this great region. But reminds me of I spent too much of my adult life in airports like newark and kennedy and other places. It's like when people tell me, I wish the Portland airport was better. It's like, well, compared to what? [laughter] maybe you don't travel, but if you travel, you say thank god for the Portland international airport. I had lunch the other day with dean nohad toulan. We were catching up, and I was reminded that so much of what we celebrate in this community is a result of people that had a vision and stuck to it. And I mean, he was -- he was regaling me with a story when he used to have a little office off broadway, in a three-story building, but he came here from another city with a vision for how to create something special at Portland state. And it took him almost 30 years. But today we have the urban center. And the new building to the south, and we have a Portland state that's on the rise. So we celebrate that vision, and then the tenacity to make it happen. You think about the people that said we're not going to settle for a surface parking lot and created Portland's living room. Or folks who said tear down that drive and put a park in. I'm delighted tom mccall waterfront park was named one of the great public spaces in america. People that said, yes, there's a question of a barrier to i-5, but we can work around that and create a great park and call it -- name it after vera katz. Folks that did look at the industrial district to our north and say it's a wasteland, we can't transform it, but said let's have a vision and now it's the river district and the pearl district. On and on. And as someone who has lived in a good number of cities, what I have come to appreciate about Portland is that -- is the number of citizens that had Clear visions and then had the fortitude to stick with their gut opinion and carry it forward. Frankly, one of the things I think we have to resist going forward is the temptation as lot of other cities have had, which is let's see what other cities have take it off the shelf and replicate it. And I for one would hate to see us become like every other it is the. But there are lots of voices in our community saying every other city has abcde so should we. What I think is special about Portland is we resisted that. And we said, what's special and unique and organic to our community not what is expected in cities across the country. And I think that has made us unique. I appreciate all the work that's gone into this plan, and I appreciate the concept plan, and as I have the good fortune of continuing on council, and I hope to continue to lead the parks and housing bureaus will be at the table with everyone actually implementing the concept plan. And i'm very excited about that. I want to thank mayor Adams who has been passionate about this work for his entire four years, and susan and joe, and steve, and sally, troy, carl, and the whole project team. I want to think andre and all of the planning sustainability commission members who worked so hard, and I also want to thank the steering committee and advisory group in particular chet and michelle for your great service to our community. And i'm very pleased to vote aye.
Saltzman: I'm very proud to be on this council when we adopt an updated -- the new vision for central city. And I just want to say that I appreciate all the work the planning commission, our planning and sustainability staff, mayor Adams, for his leadership on this. And I think there's a lot of good stuff in here. I guess -- I too grew up in the Portland -- commissioner Leonard speaks of, and I know the central city is a more vibrant and exciting area and people come from all over the country to live here now, but I am still concerned that maybe our concept plan isn't planful enough about employment opportunities. We're not doing good enough in that regard. And we need to continue to figure out ways -- maybe it's not stuff you can really address in the concept plan like it

is easy to address stepping down to the river, visions for pedestrian, bicycle plans, loops and things like that. Those are the visionary stuff, but if we don't maintain a strong cornerstone, or regain a strong cornerstone of jobs in our central city, it's fundamental to the billions of dollars we've invested in transit, it's fundamental to sort of a life form of this urban area. But I still feel that there's got to be a way we can be more planful about good job growth. Not only in the central city, but really throughout the city, because maybe it's just the Perspective i'm sitting from through my own family experiences and all that, but I see too many people unable to find work in Portland. And they're going elsewhere. San francisco may be stagnant job growth, but there's more job growth going on there than there is in Portland right now. Ditto for seattle. Ditto for denver. So we've got to figure out -- we've got to figure that out too. It's so important, you can't enjoy the quality of life unless you have a good paying job, and I hate to -- i'm hoping i'm not sounding like a presidential campaign, but we've got to be more planful about employment growth in the central city, and in this region. And this is a good start, but I want to see more. So i'm pleased to support this and laud everybody for their work and i'm pleased to vote aye.
Adams: I want to thank the planning and sustainability commission, the planning and sustainability -- bureau of planning and sustainability staff, the project team, the steering committee, the advisory group, everyone who participated in the process for bringing this before us. The fact is that the challenges that we face as a city are too tough to rest on our laurels, and that's why I like the approach to simultaneously work on the 25-year strategy plan for the city, the Portland plan as we're also working on the concept plan for the central city and then also the quadrant Plan. And I think that doing those three overlapping has helped us to keep -- make sure they're integrated and what we've learned in one we've been able to apply during these overlapping time lines to another. The measures that the city operates under are tough. 12 measures. And one of them more than a third of them are about economic security, and they should be. And we get there by the prosperity, our four goals of prosperity, education, health, and equity. So you've done a great job, I think the process that's been set up doing quadrants by resolution and coming back and looking at the whole thing is the opportunity to -- for everyone in the city to participate, and I think it's a smart way to do it. I also want to thank lisa libby on my staff, ray, and jonah, for her work on -- their work on all this. I'm really pleased to vote aye. [gavel pounded] so approved. We have a 15-minute break.

At 3:00 p.m., Council recessed.
At 3:17 p.m., Council reconvened.

Adams: City Council will come back from recess. Karla, please read our 3:15 resolution time certain. Item number 1203.
Item 1203.
Adams: So we are not adopting this concept as an official concept of the city. We are not. We are not saying this is -- we're not opining on the priority of this effort one way or another. That is not the purpose of the resolution before us. The resolution before us is quite simple, as noted, lace out the history of this challenge, the east bank freeway, and the challenges that it poses for the central east side success in terms of lack of access and the barrier that the freeway acts as on the river. But what this does do is learn important lessons. One of which having sat on the advisory committee for the sellwood bridge now for years, if there had been a reference document, which is what we're proposing this to be for decision makers who in the past permitted the condominiums from being built so close to the bridge you can almost reach out and touch them, and now we're paying a high price and disrupting people's lives to shave off some of those condos so that we can rebuild the bridge there. That's a negative reference that I want to avoid in the -- for the stu inman in the future. A positive reference of thinking ahead is really what -- when the county did the permitting work for i-205, and it was the county and odot that put in a series of tunnels and set aside land on i-205

for what they envisioned in the future would be bus rapid transit to go to the airport. The fact they did that is the only reason we could afford to do the light rail to the airport. As if we had to go back and dig things or bridge over i-205 on the way to the airport, it would have -- having work order that project it never would have -- this is is a reference document. The resolution today arc Knowledge it and simply asks staff into the future that as things come in for development, requested development, that they reference back to this and just provide council with their opinion whether or not a particular development might make this harder or easier or have no impact on it at all. The other reason this is before us is because I made a promise as a candidate for council. When I was in front of the central east side industrial council, and I was in front of hosford abernathy, brooklyn, and other neighborhoods that said the uncertainty of where a freeway might go through the central eastside really puts off some people from making investments in their buildings. You're going to invest in your building and it will be ripped down in the next 20 years to make way for a big dig or something, but that uncertainty in the central eastside is something they asked me as a candidate to simply choose a path so we know where there is disruption, where the path will go, and where there's not and let us get on with our lives of building and rebuilding our part of town. So i'm -- having said all that, i'm very impressed with what staff came up with. This is -- it's had really positive reviews by folks that have looked at it. In the central eastside, i've been to their meetings twice to talk about it. And as you will -- as joe and steve and the team, susan and the team, claudio, walked through it, you'll see how this Really does connect the rose quarter to the central east side. The reason we're doing it now is we're moving from consideration of the noter- the northeast quadrant, we're now going to be going to the southeast quadrant. So this is part of that. It was before the steering committee for the concept plan, we got very good feedback there. Thank you for giving me the chance for a little introduction, and i'll turn it over to our planning director, joe.
Joe Zehnder: Thank you, mayor. Commissioners. I'm just briefly going to explain what's in the concept plan. You all have copies of it. It's also posted on our website, so given it's a long, big document, people can zoom in and take a closer look at home. But the gist of the project is that we use the engineering studies that were planning level engineering studies completed in the previous work done on the freeway loop, most recently 2003 with the freeway loop study formed by mayor katz and chaired by dean, and --
Adams: Whose letter is in your document.
Zehnder: Right. And did a quick analysis with an engineering team of ch2m hill, some of -- just to explore what it would take to do an alignment like this where the freeway is replaced along roughly where the freeway is now. And what we came up with looked at the grades, it looked at maintaining access from the i-5 and 84 to the central city, it looked at trying time prove access to the freeway from the central east side, it looked at finding ways to reclaim waterfront land for future purposes, be they development or open space. So its design parameters were that. What we came up with is an approach that replaces the full length of the freeway from the marquam bridge to just roughly north of broadway in the northeast quadrant, in a tunnel, a cut and fill tunnel for most of it where it's just a trench where you've capped it. And couple that with an extended and improved water avenue that runs not just through the central east side like it does today, but we believe that there is the ability to extend it all the way over into the northeast squad rant as well. So you get a surface street connection and the freeway connection. So let me drill down into more detail. Starting on the south, so marquam bridge is connected to the replacement east bank freeway with a new sort of ramp down to water avenue. And this is planning level preconceptual is what the designers called it. But it shows that schematically how a connection works. You can see right he hawthorne bridge is the idea that the load has come down enough off the bridge that it's starting to go into the cut and fill tunnel. As you move south, you are in the tunnel, all along that section between hawthorne and morrison, and here with the odot Lots, with the replacement, with the land that would be created underneath the freeway and with the existing esplanade, is the big opportunity

of the central eastside to reclaim land for public and development purposes and I believe it's 550,000 square feet, if i'm reading this off the slide correctly. It's a big new piece of downtown central city Portland that could be created.
Fritz: Could you just stop there and tell me where the southbound -- you're to be eliminating getting onto the morrison bridge?
Zehnder: I'll do that next commissioner.
Fritz: I'm sorry.
Zehnder: That's a good question. What we've done here is taken the ramps -- if we were to leave the morrison bridge ramps that the -- the way they are now, the net impact of that would be to eat up a lot of the area that we'd have to replace them in a way that would eat up a lot of this area we're trying to reclaim. So access to the morrison bridge was replaced off -- with access directly down to this new water avenue. If see those streets and connections there. And we replace connection on to the freeway by extending the new the ramp connection into the tunnel off southeast stark, so from the central east side you have direct sort of southern heading south access into the replacement freeway. And them between the morrison and burnside bridge, once again, the freeway is in the cut and fill tunnel, you have the new sort of connection into the Freeway from stark, another area where open space at least along the waterfront is reclaimed, it's not such a big piece of land because of the freeway eats up so much of the alignment anyway. And then between the burnside bridge and getting over into northeast quadrant, basically the freeway itself remains a tunnel, however the technology to create the tunnel here, the engineers felt would probably be a bored tunnel for that section to get under the freight lines, and because of the grades, rather than a cut and fill tunnel that needs to go a little deeper here, you can see the i-84 ramps are still there, and connecting coming out, we've created a new direct connection heading northbound t. Westbound off i-84 on this new water avenue, so there's a new way to access the central eastside. And then heading to the north again, basically the freeway up to about where flint avenue is today, stays in the tunnel and comes out of just north of broadway, and what you're going to see tomorrow in the discussion of the northeast quadrant improvements, basically this alignment at least, this notion about the ramps on and off are the same ones that are showing up in that plan for the safety improvements for the freeway through the rose quarter. So that's the approach. What we think we've shown is that conceptually there may be a way to do this, and that at least the grade and sort of some of the bigger barriers seem addressable. However there's a long list of questions here that engineers have identified that further study of this would require examination of.
Fish: If I could, one question. I see in the -- to the south you've created -- you've put purple lines to show redevelopment sites, and that's clear. How did you determine the redevelopment site in the rose quarter?
Zehnder: What you'll see tomorrow on the northeast quadrant plan, the net effect of this in the rose quarter there would be that you'd have a surface street. So that you're basically capping over what's the trench today for the i-5 freeway, commissioner, and so the notion is, ok, if you capped over it, can you develop on top of the cap? And you'll see actually some initial thinking on that tomorrow with the northeast quadrant plan.
Fish: For example, is that -- to the west -- western most parcel in the rose quarter looks to be the madrona --
Zehnder: That's not intended. That's -- that should not be a redevelopment site. That's the madrona. No absolutely. The only sites -- you'll see this tomorrow, commissioner, the only sites that are even being discussed are the ones that sort of gain some land because they're on the freeway.
Fish: That makes sense.
Zehnder: We've been very protective of matrona in the northeast quadrant plan.
Fish: Ok. Thank you.

Adams: Let's get -- anyone Want to testify on this matter and then we'll have more council discussion.
Moore: We have two people.
Adams: That sir is a very historic architectural jewel sir. He's giving me a bad time. Hi welcome. Go ahead michale.
Peter Finley Fry: My name is peter finley fry. I am on the board central eastside industrial council and I'm vice chair of the land use committee. I'm here on my own behalf. I have lived with the freeway since I first came to portland. As the mayor will know and I wanted to come down here to say that I think it's a very intelligent idea to do this now. And I think that its intelligent to do it for two basic reasons. One is the freeway is like the third rail in portland, it ends up always distracting us from other critical issues. And we have some huge ones now like cleaning the river, environmental restoration, building our transit, dressing the economic challenges and homelessness. And so by putting this to bed so to speak, we can focus on things that I consider more real and more relevant right now. The second is I have slightly disagree with my colleague. The technology around boring is rapidly evolving and in fact portland is one of the pioneers of this with a big dig. And seattle is now going to bore the alaska way, and in l.a., I believe they bored a railroad line, so engineers and contractors, as evidence by this week's daily journal of commerce, believe that kind of this is the path for everything from sewer lines to freeways to rail lines. And actually, the cost is dropping rapidly, plus the other benefit of boring is that it does not disrupt the service use, so you can go through and under. And that's evidenced by the big dig on the east side, which caused virtually no damage to the activities of the central east side. Thank you.
Adams: Thank you very much. It's good to see you. Michael, welcome back.
Michael Zckoych: Michael, from the beef and sausage company and the central east side industrial council. I am here to speak up for the council, in that we haven't had a meeting or a chance to formulate a board position on this matter. And that as a member of the board, and hearing many of the discussions around this, this plan, I would, at least, ask the council and the bps to keep us in the loop, and well, more than that, to make us an active part of the development of this freeway section. And so that we can, we can put our two cents in about access and, and the particularities that we are involved with. Every day of the week down on the central east side. I think that we can be a great partner in this, in this process. And so, my understanding is that you are voting on whether or not to proceed with the planning process, or let me get this clear about the resolution.
Adams: The resolution is, it's a new approach. So the resolution just acknowledges the existence of this concept. And, and that when the development comes in, or other plans are made, that this is simply referenced. It's not -- it does not have standing as the official priority. It does not make it a priority for the city. It does not say it's -- we're going to do it. It just says, because we learned the lesson on some other projects, like the sellwood bridge, that planning when individual projects come in or big projects come in it has to look at this.
Zckoych: So that any, any development of the odot blocks along water avenue would have to take into consideration the future, potential of this freeway section going in, and in other words, in terms of driving, pilings into the ground, and so forth.
Adams: And again for folks on the central eastside, they want to know that the city is looking at this, even if it's not official. But the city is looking at this for the alignment, and not, and that the, discussions won't wander through the east side of where it could go in the future.
Zckoych: But I also understand from the document that you are putting the actual moving forward on this development back after the 2035 plan time line. Which means --
Adams: Future decision makers will decide what, whether this becomes a priority or not, as we move from the northeast quadrant to the southeast quadrant. Your part of town. It's important to me that we get this out there now so that you can plan the rest of the district with some security, that the city is either going to, in my opinion, is, the city chooses this alignment to take of the freeway,

and all the access issues, the rest of the district doesn't have to worry about the freeway marching through the middle of it.
Zckoych: Ok. I see, so we're localizing the area, and not saying it's going to go down 7th or to go down 12th. Other areas, so at least we have that certainty.
Adams: Exactly.
Zckoych: But in terms of this area we still remain uncertain, correct? It may not move forward in the future, or it may.
Adams: Absolutely, you are right. This is, the council is not passing judgment on -- I will tell you this, in the next 50 years odot will have to do something about the marquam bridge. It's getting to that age. It has a similar design of a bridge that collapsed in minneapolis. It's just -- they are going to have to do something about it.
Zckoych: And as a council I can tell you that we at least appreciate the minimizing of the effect of the uncertainty.
Adams: High praise indeed. Thank you both very much.
Zckoych: Thank you.
Fritz: I am concerned, though, that there hasn't been any public outreach on this concept.
Adams: There has been. I've been to the central east side twice. Personally. So.
Fritz: So the public involvement statement needs to be amended. But if the central east side industrial council as a whole hasn't had a chance to sign up on this --
Zckoych We haven't had any input into it. Although you have exposed to us, on a couple of occasions, we've been made aware of the plan, but we have not sat down and actually gone into work session with you on this.
Adams: And it's not that, again, this is to narrow the uncertainty.
Zckoych: Correct.
Adams: That's what this does. It shows you can narrow the uncertainty, and from a conceptual level, it could work.
Zckoych: Right.
Adams: That's where we're at. So I have done the personal outreach on this.
Fritz: Right.
Fry: Mr. Mayor, could I just add, those were general membership meetings. I think, there was one board meeting, and we have four general membership meetings where the public is involved, so it wasn't just a group of people. An open meeting to a wide crowd.
Adams: Yep.
Fritz: So I'm just echoing michael's question. If I vote for this, am I saying, for example, that yes, if this ever happens, that stark street is the best place for the on-ramp?
Adams: You are not voting on that.
Fritz: No. why am I not voting on that? In what way am I not voting on that?
Adams: Because this says, this just acknowledges that this concept on this piece of paper dated today exists. And that if someone wanted to vacate stark street and create a super block on either side, there would be a discussion about, well, that is one of the options for providing southbound access to the freeway from the central east side should it ever be buried. And that does not tie anybody's hands for future councils or the central east side from saying great. We're going to vacate stark street, but we have done it at least knowing that it would not be freeway access there. That's what this -- that's, this is, this is new type of document. It just requires conversations, exactly what you are calling for. My impression only talking to folks at the central east side, they are fine with this, and they are fine with not having taken a position on this, they know i'm here, and they are fine with it because they know that it's a reference document.

Fritz: So to establish your legislative intent, which I think is specified in the resolution, it says it illustrates an approach, and then it says, asks future planning processes to consider but doesn't say that they actually have to do it.
Adams: Right, and it only acknowledges we're not even accepting.
Fritz: Right, thank you. That makes more understandable to me.
Adams: So there is one -- thank you both. There is one other document before I end my time on the city that will be like this, the 50-100 year out stuff, and that's the high speed rail options within the city, and that will be in december. Call the vote.
Leonard: Thank you. Aye.
Fritz: I am one who believes that having the freeway on the surface on the east side is worth billions of dollars to us in terms of tourism attraction. People driving through and thinking, wow. What a wonderful city, I would like to get off here on the water avenue exit. I'd like to go and see what, what, Portland has to offer. So, i'm understanding that this concept diagram doesn't, in any way, say that we are going to move forward on doing this. But, and I think that it is good thing to have had the conversation, and to look at this might be how it could be done should a future council wish to move forward on it. So, I also particularly respect elected officials who do what they say they were going to do during their election campaign. And so, I appreciate the mayor's office work on this and the understanding of what we're doing here. Aye.
Saltzman: Well, it's interesting. In many respects I think that we lost our opportunity. We are doing big pipe, and, I was thinking why can't we do big pipe on one level and the freeway on the other level. Sounds like technology and cities and the engineering is catching up with that, but, people just laughed at me at the time. But, we finished the big pipe and it's good. I like what peter finley fry said it's nice to have some, you know, idea of where the alignment would go if the resources and the public wheels were marshaled to do that so that we can sort of lay that issue to bed for a while because we have a lot of other things we need to focus on, as well. So, I appreciate the leadership, mayor Adams, and everybody doing this. Pleased to vote aye.
Adams: Well, I just dedicate this to my former boss, vera katz, and the chair of the committee, nohad toulan. And everyone from the central east side and all the neighborhoods over the years. And it's been a couple of decades that this has been part of the discussion over the years that, on whose shoulders this reference document sits and stands. Thank you all. Aye. We are adjourned.

At 3:41 p.m., Council recessed.

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Key: ***** means unidentified speaker.

OCTOBER 25, 2012 2:00 PM

Adams: Good afternoon. Before we begin, just a few talking points. If you're here under local law, if you're here representing an organization, a for-profit or nonprofit, then you need to disclose that under Oregon -- under Portland's lobbying disclosure ordinance. When you come to testify, I will be calling people up in the order that -- after invited testimony in the order people signed up. You'll have two or three minutes to make your statement. We only want your first and last name, and again, your disclosure as a lobbyist. Karla, how was your lunch?
Moore: Good.
Adams: What did you have?
Moore: I had pazole soup.
Adams: That sounds good. Can you please call the roll? [Roll call] please read the time certain.
Item 1204.
Adams: Staff, come forward and have a seat. This sets out goals, policy, and implementation actions to direct the growth over the next 25 years in the lloyd district and lower albina. It is the first quadrant plan for the central city concept plan which we adopted yesterday here at city council chambers. The plan calls for preserving the industrial employment character in lower albina, concentrating higher density -- focused on new residential development that will make it a more lively, full-service neighborhood. Making sensitive transitions to other surrounding historic neighborhoods, improving regional access and local safety, street safety for all modes. We need this plan because -- we need this plan because we believe there will be significant growth in the central city in employment over the next 20 years. That in turn is consistent with our economic development strategies and the Portland plan. The lloyd district has the highest development capacity in the central city. We must use that potential to meet our goals for our city and our region. There are real signs of strength in the lloyd district right now. The langley aat super block proposal will add nearly 800 units of housing, exactly the kind of development this plan will foster and encouraging. Through a unique city pap with odot this project also addresses long-standing issues around the i-5 freeway. This partnership also coordinates land use planning with the major freeway interchange improvement project. This is the way the city wants to work with odot on into the future. Such as previous freeway projects focused only on highway issues, and did not consider the land use community and urban design impacts, that is different on this proposal. We still have issues related with the daily safety problems on the freeway on broadway weidler, and we are working to do interim improvements on a regular basis. This project proposes new east-west connections over the freeway, including a freeway lid, and new pedestrian bicycle bridge at the clackamas street crossing. And a new connection at hancock that will provide access to north broadway from the elliot neighborhood. This will greatly improve the quality of urban space around the freeway. The city and odot together had to address livability issues to the satisfaction of all neighborhoods. That's why, for instance, the proposed zoning changes generally provide more flexibility, but there are some areas north of northeast broadway where maximum allowable heights are proposed to be -- to be reduced. So with that I will turn it over to the city's chief planner. Joe zehnder.

Joe Zehnder: Good afternoon. As the mayor just said, we're here to look at the first of the quadrant plans in the central city 2035 project. This is the northeast quadrant. What you'll see in the presentation, it will be very important for the future of the central city. There's lots of room for growth and development, there are strong neighborhoods, strong communities it's adjacent to, strong infrastructure in the district, we've had positive signs from the market already. The plan as a whole is to implement the Portland plan's goal for Portland to be prosperous, educated, healthy and equitable, and we've had this big opportunity in this -- to work with odot to link taking a look at a freeway, but also have that be responsive to the goals for neighborhood development. As we did yesterday with the central city 2035 framework, this is a phased adoption process. Today we're just considering a resolution to accept the proposed plan, and the whole package will be brought back to city council at a later date for legislative adoption. Just quickly some thank yous. The project, the two years or so of this project was overseen by a 30-member plus stakeholder advisory committee and other interested people who tracked the progress of that committee at every meeting, and they gave a huge amount of time to the project, and I think you'll see that reflected in the results. In terms of project staff, I wanted to thank our colleagues at odot, andy johnson, todd, fred, and others at odot, and from the city, the staff that worked on it most, were paul smith and mauricio, steve, carl, stephanie beckman, nicholas starr, and diane hail, mark and the rest of the central city team, and jonna from the mayor's office. I just wanted to try to say that. Also the team -- the project was assisted by a great consultant team that included urs, dks, bgf and alta planning and the meetings were facilitated by sam.
Andrew Johnson: Hello, mr. Mayor, members of council. Thank you very much for having us here today. I can say i'm very proud and happy to be here today. The partnership between the city and state --
Adams: Your name for the record?
Johnson: Thank you. My name is andrew johnson. I'm the major projects manager for region one at odot. So this two plus year partnership has been long difficult at times, but the results of the partnership is a safer and smarter transportation system, and also a land use vision that seems more achievable. In these times of fiscal challenges, partnerships are not only something we try to do, but something we must do in order to see things happen. And there's just three brief themes that i'll point out that you'll hear in the presentations. You'll probably hear in the testimony and also see in the plan documents themselves. Somebody that focuses on transportation, on safety is increasingly becoming a focus. Addressing freeway safety in a longstanding area where we have not yet been able to agree is not only important, but also addressing the issues that are related to the local street system above the freeway. This plan results in a safer transportation system in the future, and that's the most important thing. Secondly, economic development. This is an area that is ripe for development. You mentioned the exciting news about the development coming in. Hopefully that's just the fist of many. I think the transportation and the land use both work in concert with one another will lead to that. Finally, the partnership, you've heard a lot of partnership already, you'll probably hear a lot more. Not only is this kind of a new way that the agencies work together, but it was also an interesting partnership between the land use and transportation aspects that the plans were seeking to address. And the way we ultimately landed on that is using urban design as a lens to connect the two. This is something that's new and exciting way to approach these type of projects, and while the partnership is strong, we still got ways to go. The plan will result in more partnerships between the city and odot into the future. So I look forward to continuing to work with folks here to make that vision a reality. So with that i'll turn it over to carl to start the presentation.
Karl Lisle: Thank you. We just had a little introduction. My name is karl lisle. Bureau of planning and sustainability. Project manager. Thanks, joe and andy. Introduction, we did that. We're going to -- todd and I are going to give you a very abbreviated highlights from the two plans that are before us today. Then we'll do a little testimony from the stakeholder advisory committee

members. There's a number of them who would like to speak briefly about their experience on the plan. Public testimony, and then we'll ask for your action on the resolution. So again, purpose from the planning bureau's -- bureau of planning and sustainability side of things, we're trying to update the 1988 central city plan. While we've done a lot of planning since 1988 in parts of the central city, we really haven't touched these plans at all in that time. So there's a lot of things to address there. Of course the other side of the purpose was to address the long-standing issues on i-5 at the broadway-weidler interchange. And todd will give us a run-down on how that looks. So what we're asking for is adoption of the north-northeast quadrant plan by nonbinding resolution. As part of that phase process joe talked about, we'll be back with other parts of the central city. To recommend that the Oregon transportation commission adopt the facility plan, they're meeting in december to take it up. To direct p dot bought and odot to work together to seek funding for the facility plan, and to continue to implement near-term safety improvements in the vicinity of the interchange. And thanks to the leadership of mayor Adams we've already seen a little bit of that happen. But there's more that can be done. To direct pbot and bps to work with odot to designate the north-northeast quadrant a multimodal mixed use area. Todd is going to explain that and it's actually very beneficial from a land use planning and development perspective in the central city. So we're excited about that piece of this too. So the study area we're talking about, two subdistricts, lower albina was russell street, historic russell street, coming down to broadway and surrounded by i-405 and i-5 on the north and northwest sides. And the lloyd district, from the river one block north of broadway, skyler street is our northern boundary to 16th. We also have added two study areas that are not part of the central city. And we're not recommending they become part of the central city, but there are a few zoning changes proposed in the plan for those areas. One is this area bounded by north russell street and williams, the vancouver-williams corridor, and one is an area south of Multnomah street out to northeast 21st. Particularly to look at some properties owned there by mr. John rabakas. So the process, we had about a two-year process. Concept alternatives, developing a plan, building plan around that, and then approval process which is where we are now. We had the stake holder advisory committee meeting which met 19 times, 30 plus people meeting 19 times and a whole series of subcommittee meetings as well. It's a lot of stuff, a lot of input, a lot of people care deeply about this. So I think it's a pretty good process. Although perhaps a little long at times. So north-northeast quadrant. What i'm going to do is give you an overview of a few of the key actions and the concept, what the plan is about. But before we do that, I think we need to take a second and look at the quadrant and what this place is, and recognize and realize how much change it experienced, this part of town experienced in the last 50 years or so. In 1950 you can see the area, you can see the tight-knit typical old Portland neighborhoods along the bluff where the rose quarter, you can see the commercial, main streets along mlk and grand, the large undeveloped land holdings assembled by ralph lloyd, and completely wooded and really pretty wild sullivan's gulch with nothing more than a railroad in it. By 2009, that had changed really dramatically through of course large transportation projects like two interstate freeways, but also through really large public and private development projects, including the Portland public schools blanchard site, arenas at the rose garden and rose quarter, memorial coliseum, the Oregon convention center, lloyd mall. Huge changes, really lost a lot of the sort of urban fabric and vitality that was once present in that part of time. Flip side, it presents a lot of opportunity for additional growth, and redevelopment, and sort of rebuilding and creating new communities there. So there's a lot of opportunity there, but we just need to go into this realizing the area's experienced an inordinary at amount of change. You can see some of that stuff under construction from 1962. This would be the site of the convention center. And the brand-new shiny beautiful memorial coliseum. Just right after it had opened. So with that in mind we went into this as part of the existing conditions work we were able to partner up with -- and look at -- they had a database that needed to be digitized so we could map it like this. Of significant structures from an african-american community

perspective. So we're able to map those, those have the asterisks, and really figure out where the few bits and pieces of what was once a vibrant community the remained. And we wanted to be really sure that we were not causing any further damage with either of these plans to the bit and pieces that remain that are really quite significant. Especially to the northeast of the interchange. So four layers, we developed the concept using the system of layers, and i'll go through those briefly. One about land use, street character, one about open space and one on green systems. So it says four because this is the preferred concept that came out of an exercise of having three alternatives where we had different bubbles and different maps. I worked with open houses and the stakeholder advisory committee looking at different ways to organize things. Really this is the one that stuck and the plan is now built around. You can see really in lower albina, the gray indicates really staying the course. Continuing to respect and enhance the employment industrial nature of that district. Looking at ways to perhaps allow a little more flexibility in parts of that district, somewhat like we've done in the central east side, but to continue that employment focused direction in that area. There is an action to perhaps expand the russell street main street a couple blocks up russell. But for the most part there's relatively little change in that part of the town. The really big move, the big opportunity is the central lloyd district. This crosshatched red area. That is a huge opportunity for really a new, the next generation of new urban community. The notion is that can have awe intensity of land use development, and -- but it also needs a significant residential come opponent and that really is the opportunity to sort of link together these important regional facilities and really make the whole place a lot stronger. So you have an office core to the south and smaller sort of more mixed and smaller scale uses as you move toward the neighborhoods to the north. So the street and development character layer is where we -- what this was about is trying to be more deliberate about different types of streets in the district, rather than just treating all streets the same because they're in an urban area, we wanted to spend time on thinking about which streets should be in the future of the main civic corridors. The retail streets, the places where the most pedestrian activity is likely to be in shopping activity. So these are the red streets. A different type of streets are the blue streets, boulevard streets. Streets that can be great streets but maybe they don't have to rely on our traditional approach to great streets, which is requiring lots of retail and ground floor retail spaces and things like that. So the notion here is to make these great streets by relying on -- maybe have larger trees and maybe there's setbacks and landscaping. Different approaches to urban design, but reduce the burden on the desire to have retail everywhere, because we've learned from experience and other parts of the city that's really difficult to achieve. And finally the third type are these green connections which are especially in the lloyd district with all the large blocks that are redevelopment opportunities in that area, over time if we, make sure the pedestrian connections, they might be local streets and path and there might be different things, pedestrian bridges, if we can get those to line up, as the district develops, so by the end of the plan, you would be able to travel throughout district on these pedestrian friendly connections, without being on really major streets, if that could be a real amenity, a character, form giving amenity, something unique to the lloyd district's compared to most of Portland, which are small blocks. Open space, suffice to say the level of intensity and development that's envisioned will require a significant improvements in open space amenity and public right of way improvements to provide the amenity that people will want to live by and work by and invest by. So the strategy is to seek both public and private, open spaces through the core of that central lloyd district, and then the idea was to line them up along perhaps the clackamas alignment which would also benefit from a pedestrian connection over the freeway down throughout rose quarter to new public spaces at the riverfront and the north broadway area. The final layer we developed was this green systems. This is really reflecting the lloyd ecodistrict effort and the things they're concerned with and trying to work o you have issues like district energy, rain water corridors, water quality corridors, green streets, things like that. And it was helpful for us in the process to continue to work at this layer

along with the other three because there are a lot of synergy and relationships between some of these systems and desired systems and where they might be in the other layers. So by putting both storm water quality corridors and district energy spine infrastructure in a redeveloped and reorganized clackamas street, there's some synergy there's. What could that look like? A lot of nice mixed use good development in the center of the lloyd district. This is roughly over the memorial coliseum towards the east. Streets of different -- a major transit corridor, a green amenity corridor, broadway and weidler with different characters, broadway as a main street, weidler as more of a boulevard, a landscaped beautiful street. But perhaps not a contiguous retail environment. So there you can see how they might come together. Chapter three is the meat and potatoes of the plan. This is what will become the goals and policies of the updated central city plan, central city 2035. There's a goal diagram, set of policies for each subdistrict, lloyd district and low you're albina there. Are a few key performance targets as well, and i'm not going to go through those in a lot of detail either. And a whole series of implementation actions. Over 80. Some about -- and there were a wide range of different things. Some about further work and study and things that need to happen, others are more specific like recommendations to change zoning or height limits. I'll touch on the zoning and height limits briefly. And I wanted to show you the lloyd district concept, that reflects the greatest hits from the layers that come together. This would be in the plan as the lloyd district urban design concept. You can see the emphasis on the central lloyd area in red. Lower albina, you can see the row flexion of preserving the industrial heritage and employment uses, a little expansion perhaps along russell street. You inc. See the school district site coming into being more related to development opportunities around north broadway. Rather than being connected to the industrial lands to the north. That's a move. Briefly on zoning, really there aren't any huge changes, sweeping changes for the whole district. The places we are recommending zoning changes are proposed zoning changes in the plan are illustrated by these bubbles. They're really all as joe said, about increasing flexibility in those areas, about moving from something that's more restricted to something that's more flexible. There is one letter that you would just received that we also just received. I want to pause here and turn to it, it's the strimer letterhead, it's from steven l strimer. This is a specifically about the proposed change from ig 1b to exd. It's very technical. They're saying that's ok, but they would rather have it be a comprehensive plan zone change rather than a current zoning change. So they're ok with that in the long-term future, but they're not ready to give up the ig1 zoning yet and we're fine with that at a staff level. So that is ok with us.
Fritz: We're not changing zoning at all right now, right?
Lisle: We're recommending that we would make these changes at the end of the process.
Fritz: In three years' time.
Lisle: Yeah. We're ok with the proposed changes on the second page of that letter. So those are the changes. Height limits is another place. This is existing height limit arrangement. And these include all bonuses. Including the maximum you could get to today, if you used whatever bonuses there were, and the proposed height limits which is this map, is also including all -- we haven't written the bonus structure yet. That's part of the work program for the next couple years. So -- but the assumption is you would need to go through bonusing programs to provide different amenities. So the main places we're making changes to the recommended height limits are circled here. So really going from a somewhat arbitrary height limit of higher east of grand, lower west of grand, really trying to be a little more deliberate and allow the tallest buildings to be as tall as the buildings on the west side and clustered around the front door of the convention center. And step down from there as you move away from that focal point. To be somewhat lower north of broadway, the to reflect the historic neighborhoods of irvington and elliot, to be down to 75 feet north of broadway. To allow a little more flexibility to try and create that urban place along north broadway, to help be part of the rose quarter district plan strategy of trying to balance out that very episodic nature of the activity with an urban placed oriented toward north broadway. And finally down here at the

riverfront, what's commonly called the thunderbird site, to allow more flexibility and height, but in that particular case, and it's described in appendix b in the plan, to really only allow the tall buildings in exchange for significant open space directly in front of the memorial coliseum on the bank there. Because currently the entire site is developable at about 100 feet which would wall off the rose quarter and memorial coliseum from the views of the west side, and the river. So it was seen as a good idea to try and -- more flexible there, but only in exchange for moving things out of the way of the memorial coliseum and providing open space. Could we do all that, 5,000 new jobs -- 5,000 new housing units and 10,000 new jobs? What what could that look like? Lloyd district has plenty of room, so we did this model of buildings of different use types and there's room to spare honestly in the lloyd district to accommodate that kind of growth and development over the next 25 years. I'm about to hand it to todd to talk about the freeway improvements, but essentially just -- we want to point out there's a huge opportunity from our perspective in the doing the facility plan at the same time as land use plan, because there's a lot of potential in helping to implement some of those big ideas in the land use plan through the freeway project. So this is how the connections are organized and work today across the freeway. This is looking east over the river, you can see the rose quarter here. This is the current configuration of streets. They all feed into broadway and weidler. And the proposed improvements, but they not only make significant improvements in the core of that area, what we commonly call the box, the broadway weidler box, they also create these new local connections to the north and south, and greatly increase the local connectivity between the neighborhoods on the river side and on the lloyd district and elliot side of the freeway. So we think that's very exciting for helping to implement those connectivity goals we had in the plan. And then we also think that could in the future greatly help with redevelopment efforts and make the whole place much more redevelopable. So this version has some buildings in it. And with that i'll hand it to todd to give you a rundown of the freeway project.

Todd Juhasz: Great. I'm todd with the Oregon department of transportation. I think one of the things that was alluded to frankly by everybody that has spoken so far is the reason we're working on this -- these projects together is that what hatches on the freeway affects what happens on local streets, and affects local development and the same is true in reverse. But more specifically there's some issues we want to address, one of them is that this section of i-5 has the highest crash rate in the state. There are short weaving section between closely spaced interchanges which means there's a very short amount of space where people can get on to the freeway or get off the freeway, and what happens is we end up with the preponderance of rear-end and sideswipe collisions. As part of this process we want to improve the interface of local streets, and we want to improve bike safety, bike and pedestrian safety mobility and connectivity. So I don't want to go into all these pieces, but as was mentioned, this is a more than two-year process, and one of the real milestones in my mind was when we held a freeway charrette open to the public in april of last year, in which we had 70 plus concepts generated out of this process. And through sac meeting, subcommittee meetings and other public events we have narrowed it down to the plan we're going to introduce to you today. So the study area you're looking at is, here's i-5 between i-84 and to the north is 405. And what we would do is we would introduce transportation demand measurement measures and system management measures. Transportation demand management measures are ways to convince people to get out of their single occupancy vehicles and use other modes. And transportation system management measures would include things like variable ramp meters and those types of things. In addition, all within the existing odot right of way we would include -- we would build full shoulders through the study area as well as auxiliary lanes. The full shoulders would allow us to remove disabled vehicles out of the flow of traffic quickly, the auxiliary lanes would allow more space for those people trying to get on to or off of i-5 time to do that so there would be less friction and less likelihood of accidents. So here's a blow-up of where the majority of improvements take place starting with number three. We would rebuild the broadway weidler bridges to accommodate the

auxiliary lanes and full shoulders, and with the rebuild of these structures would come enhanced bicycle and pedestrian facilities and seismic upgrades, but most importantly the bridge would be rebuilt on a cap or lid over the freeway that would create an urban design opportunities, and would act -- connect the east side of the freeway with the west side of the freeway. Looking at number four, we would take the wheeler winning way onramp, we would move that north to weidler, what that does is it provides more space between this interchange and the interchange i-84, looking at the section number five, this is williams between broadway and weidler, essentially this would become a reverse traffic flow street for northbound traffic would flow north on the left, southbound on the right, and up the middle would be a raised and protected bicycle and pedestrian multiuse path. Moving to the south, number 6, this large dotted white line is a future clackamas bicycle and pedestrian overcrossing. And as you move north, we would rebuild the vancouver structure in its existing location to accommodate the auxiliary lanes, full shoulders, and with that rebuild, we would have enhanced bicycle and pedestrian facilities new seismic upgrades, but one of the things that wouldn't happen we would actually take down the flint structure and build a new east-west crossing at hancock. So that new east-west crossing would create a better street grid, connecting the east side to the west side, and would provide opportunities for new development with, for instance, the Portland public school site on the west side of the freeway. What this would also do, it would alleviate pressure off the broadway weidler box area in the mornings, people could take this route across during peak periods. In addition, this area or this crossing could provide another bike and pedestrian route other than going through this very heavily congested broadway weidler corridor. So here is one artist representation of what a lid can look like. This is just looking at what we would consider a park like focus. You can see in this gray area this is i-5 northbound. This is i-5 southbound. All running under this area in red, which the cap over the freeway at the surface level, and in this plan it presupposes this parcel, adjacent to williams street, which is right here, would be developed as park space that would be partially on top of that lid, there would be park space north much broadway and a little bit of park space south on weidler, and this is the left bank annex, this would in this configuration a little bit of parking for the left bank annex, partially on top of that lid as well. But again, it could look a variety of different ways. The main line, there would be better reliability, especially important to freight, better reliability in that would be able to remove disabled vehicles out of the flow of traffic, but by moving them over to full shoulders. There would be more liability in that with the auxiliary lane this would be less friction, thereby causing less accidents, less rear-end and sideswipe collisions, keeping traffic moving. With all the structures I mentioned before, there would be seismic upgrades to all the affected bridges and most importantly and the reason odot is part of this process is safety. We took a look at crash rates at areas that had similar improvements proposed, and we looked at the improvements to crashes after these improvement were put in place. And we looked at what's going to happen, we'd like to see happen here in the rose garden area, rose quarter area, and woe expect 30 to 50% reduction in crashes. Which is significant. So benefits to the project related to the interface, we'd have improved bicycle and pedestrian facilities we would provide additional the route choices north, south, east, and west, and the type of route choice was change. So right now we have a preponderance of route choices for those that are deemed the fearless rider that is not worried about a lot of traffic, a lot of noise, riding down, say, broadway to the broadway bridge in the morning with the addition of hancock overcrossing, there's an easier route to work which would get at the target group, which is the interested but concerned group which we have heard that these folks would be willing to ride to work but don't feel particularly safe. This provides an additional route for those people. So with the hancock overcrossing I mentioned before, there would be better connectivity to the west side, especially to the Portland public school site potential development there. There would be better local street connections and the lid, better urban -- besides urban design opportunities, what the two lids do, it acts to knit the west and east sides of the freeway together. The next multimodal area

designation, what this means is we would work with the city, there needs to be certain conditions in place which we have a perfect storm of, nits this location. We have mixed mode of transit, we've got the freeway and local street network, the streetcar, the light rail lines, the bus routes, and all the myriad of bike routes. What happens here, when this designation is granted, when local land use actions are taken, there's one level of bureaucracy that's removed on the state level, where there would not be -- no need for state mobility standards review. So one less thing to slow progress down. So next steps. We're here seeking city council endorsement of the facility plan. Next we would take the facility plan to the Oregon transportation commission for their adoption, we are looking at near-term improvements near and short-term improvements, one of which carl already alluded to. And we would proceed with preliminary engineering and we would work out issues that still remain, such as with the rose garden arena, where we need to work out an egress and ingress plan for -- during peak event periods, and the team, the odot and city, would continue to do outreach through preliminary engineering and especially as we move towards construction. We would also work on traffic calming measures for the elliot neighborhood in line with what we promised them through this process, as there were concerns that with the hancock overcrossing there would be vehicular intrusions into that neighborhood, so we're going to put traffic calming measures in place to alleviate some of their concerns. So this is just a quick graphic showing the short-term improvements we've mentioned. Already the -- on broadway right turns are prohibited onto weidler to cut down on right-hook accidents. And odot will be looking at this i-5 southbound ramp at broadway, and this slip ramp over the next year to see what we dock about closing this, because this has been identified as another conflict point with bicycles and pedestrians. That is it.
Fish: Thank you. Can I jump in with two questions?
*******:** Yes.
Fish: So I just want to make sure I understand how this proposal would impact the two problem areas that probably I and my colleagues encounter the most, which is when you're on i-5 heading south, and you're approaching the broadway exit and the funnel effect of people losing a lane and the funnel that occurs, followed by for me what is probably the most dangerous part of that trip is if you want to get off at the banfield, and you want -- you have to merge right, you're merging into a lane that has exiting traffic from the rose quarter with people needing to merge left. So you've got traffic that is working across purposes, and if you add rain or darkness to me it's the most challenging part of i-5 locally. How would any of these changes impact those two problems?
Juhasz: Do you want to jump in on this?
Johnson: Yeah. The short answer is it would eliminate the need for you to get over and then get back against traffic. There's kind of two parts. Where traffic is mixing like this, that key point, it's what happens now is you're only moving in one direction. And the reason is there's a lot of people that get on and off i-5 in this area, and that -- in that stretch between 405 and I84. This would allow someone to come from 405 and stay in one lane to get over to i-84, they'll only have to make one maneuver instead of two, which today they have to get in a lane, get over a lane, and then get back again in a short period of time.
Fish: Compete with traffic at each juncture.
Johnson: Exactly. And you're always competing -- it's a heavily used stretch of road, so this essentially eliminates half of that problem.
Fish: Remind me, so I get the fact if you come off of 405 with the extra lane, with the reconfiguration, you would have that benefit. But how does that -- what are you doing at the other end that avoids the conflict with folks exiting the rose garden, trying to merge onto i-5 as you're trying to exit onto the banfield?
Johnson: That still is going to be an issue. However, the ramp is going to be longer, you're going to be able to see better, and so when you're mixing hopefully people will be getting up to a comfortable speed to make the transition -- .

Saltzman: When you say the ramp is going to get better -- longer, which --
Johnson: The ramp that currently starts at winning way, carl, if you could pull up one of those, that would be great. That is going to be moving to weidler. What that will allow is people from broadway and weidler to get on the rather than having to wind around and hit that very short ramp right by the rose garden. So that's going get longer. That will help. Right now --
Fish: It gives them more visibility.
Johnson: Exactly. You can see better. But there's still going to be a lot of people getting on there. This does not eliminate that problem. It just relieves it.
Zehnder: You'll be parallel to the traffic you're trying to merge with rather than a very short lane trying to get right over. So it lengthens the room you have to make that maneuver.
Fish: So you have a little more room for error. What percentage of the cars entering i-5 there do we estimate takes the banfield exit versus merge onto i-5? The people merging onto i-5 are the ones that often don't know the rules of the road with those of us merging --
Zehnder: I know we've looked at that, I don't know what it is.
Johnson: I'm not sure what it is either. But it's not a majority. I don't know what the exact number is, but it's not a majority of the traffic getting on.
Fish: Dan Saltzman is the exception, but --
Saltzman: I'm going down I-5, he's going to right way.
Fish: What happens is people slow down because they're not sure who has the right of way. And what it creates is another bottleneck, and for me, the most dangerous maneuver because no one is quite sure who has the right of way, and cars have their left blinker on, and their merging into your lane, you want to get to their lane, there's often very tight space. It's a brief window or you miss the Banfield exit.
Zehnder: From using the ramp all the time, that's one of the reasons I was excited about the idea that you get more room to maneuver over, commissioner. And imagine this, you've got more choices about -- you would be in the auxiliary lane if you're making the i-84 move. And so when you first move, you do have to cross that, but then you have two other choices for traffic going through, if you want to avoid that all together, if you're staying on i-5, you have a choice to get over there earlier and stay out of this mess. And it's clearer, and then that middle lane will still be full of this kind of people making last-minute choices. But stretching it out, more visibility, earlier decisions, like you could be deciding what you're going to do if you're on the freeway, way north of broadway. We think -- the statistics say it helps.
Fish: Thank you.
Adams: Other initial discussion?
Saltzman: So tell me about the the -- a lid. Is a lid what it sounds like? You put some big steel plates over the freeway? More or less? And put soil on top or whatever?
Johnson: What would happen, say with the broadway-weidler bridge, if we were going to rebuild that to keep traffic flowing, we'd have to build a temporary bridge next to this to keep traffic flowing. In this case, it's cost effective for us to rebuild all of this on a lid and stage our construction from that lid. And what it really is, a set of girders and a steel cap over that freeway.
Saltzman: Does it make broadway and weidler street level on the lid?
Zehnder: What it does is it opens up room for wider sidewalks, it really adds some grace to a street right now that's pretty constricted, especially if you're a pedestrian or biker. And it's a little bit of the geometry because the freeway cuts underneath our gridded system kind of at a angle. So if your crossing the trench perpendicularly you're using shorter spanning members, its just economically the engineers tell us it's about a wash, and it has these other advantages for constructability, and what we can do with the cap and the land on the cap after.
Saltzman: So the lid would go from weidler to hancock?

Zehnder: It would go just north of broadway, and there would be a gap and then another similar lid that would be the way you get across hancock. In the plan, the committee talked about this quite a bit, about the desire to go big with the cap and extend it all the way north to north of the new hancock connection, and so that notion is in there, and it is something we would look at in the next preliminary engineering, look at the cost, look at the potential, what it really gets you.
Saltzman: So the hancock-dixon connector, hancock would be a through street to dixon? Would it be a -- an arterial? Or a neighborhood residential? You're talking about people maybe the -- people feeling more comfortable --
Zehnder: It's a local street. So imagine this. This is what we tried to do.
Saltzman: Would that be two lanes of traffic?
Johnson: It would be two lanes of traffic, lower volumes obviously than broadway-weidler.
Saltzman: The school district sent a letter expressing -- more or less supporting all this, but they did express concerns about -- if you're going to do the broadway -- the hancock-dixon connector, you need more parking along the street? I wasn't sure --
Zehnder: I think it's, like any property owner where a major improvement is being proposed, they're saying we use loading there, we have parking on the street. The connector, the way it's designed would come across the surface lot that belongs to the school district. So it's just putting on notice as we do preliminary engineers, there's issues to be figured out. In the long run, for the blanchard building, it kind of puts this potential redevelopment site, even for the school district, on the map. It connects it in a way where you're not just dependent on the signal off of broadway to get in and out of there. We have the immediate needs of the school districts' headquarter to address, that will be done in preliminary engineering. Then in the longer run, I think it enhances the real estate value of this asset for pps, so it's part of why they're supportive of it.
Fritz: I want to make everybody aware, first of all, thank you, this is an amazing piece of work. And a great presentation, and thanks to all -- everybody who's been involved in bringing it to this point. It's delightful to read through such a thorough document. Yesterday in the central city plan hearing we added language specifying that any change from the current comprehensive plan policy requiring a step down to the river will require a citywide public process moving forward, and i'm assuming this is a component of the central city plan that would apply to this.
Zehnder: What we will do, this plan that you're looking at today reflects the thinking on northeast quadrant, and it does have moves that raise height on the river end. As we go through the quadrants, if there's other opportunities where that comes up we need to, as the resolution said yesterday, not just do those in the quadrant plan, but raise it as an issue for citywide consideration. And that's part of what we can do in the process for the rest of the central city 2035 plan.
Fritz: Thank you. So before moving to implement this, there will be more discussion about the specific book ends and other places where there's a proposal to step up to the river.
Zehnder: Absolutely.
Fritz: And my other question is about the housing target of 5,000 units. Putting you on the spot, what's the metro target for the city as a whole that we're currently being asked to do?
Zehnder: 132,000 in 2035, and it's approximately 37,000 in the central city, I think 32-37. So -- and we have a lot of land for housing in the central city, and so carl can explain how we got to the 5,000 number for the lloyd.
Fritz: It's fine.
Zehnder: It's big.
Fritz: I'm glad I was confident in you having those numbers at the back of your mind.
Adams: It's impressive.
Zehnder: 15,000 capped property --
Fritz: That will keep them busy. 5,000 units in this area does seem like a good place to put 5,000 units, especially because we want people to be living there 24/7 activity. And the places that

you've proposed it I think do make sense. My question is about the certainty of having a mix of housing there in the future, and I know you've got references to changing -- looking at the bonuses and such. My suggestion, and I may ask my colleagues for an amendment is that we actually reflect in this resolution a desire for the council to move forward -- for the planning to move forward, that you only get the height if you're going to do some measure of voluntary inclusionary zoning or construct for each project, construct multifamily units, for example, which have a range of income levels that can live in them.
Zehnder: The way we would describe that, commissioner, is an affordable housing heights bonus, and as carl said, we got to recalibrate all our bonuses in the central city to go after the few things we really want to get. So that would be perfect part of that discussion. We've done height bonuses, or far, floor area ratio bonuses related to affordable housing in the northwest district plan, I don't know that we've ever done it with height, but we can explore it.
Fritz: What i'm proposing more is that it's mandatory, it's not a bonus, that we're going to set the -- when we increase the zone capacity, we're giving to the property owner a -- an enhanced development capacity, so at that point we should make it mandatory that there is a level of -- a mix of incomes in any apartments that are -- or condos that are built.
Zehnder: So two things. One in this northeast quadrant plan, we're not increasing floor area ratio, we're just increasing heights. And the other angle, we're glad to explore it, is coming up in the comp plan and the number of comprehensive plan in a number of different ways, today inclusionary zoning itself is not a permitted by state law, but you're proposing a kind of different way of looking at that kind of requirement, and we're glad to look at it.
Fritz: It would be that you only get to do that -- it's not like you can choose between community space or affordable housing.
Zehnder: That's part of what I mean by recalibrating. Today you can get a bonus for bikes and --.
Lisle: One of the things we've learned by looking at the bonus system we built incrementally over 20 years, just adding one, adding another one, because of the conversation of the day, was that a lot of the things were not tuned up to the market realities at all. So many of them have never been used, a lot are used all the time because they're too easy, so as we go into recalibrating the bonus system we need to make sure that whatever we do come up with is going to be useful to the development community. We should look at what you're talking about, absolutely. But we don't want to come up with something just because we want it that won't be used or feasible to the folks developing it. We've taken a little bit of time and done research on trying to look at all the programs we have and trying to monetize what the value of -- on a square foot basis any bonus is and whether that's helpful or developmental -- detrimental. So we need to take that same look again with a whole bunch of different priorities, and affordable housing is obviously one of them. In this particular area, the other really big one is parks and open space which we just don't have and don't have a way to pay for it. So trying to figure out how to make meaningful, usable market reality based bonuses that help achieve those public goals in that restructured bonus system is what we --
Fritz: I'm looking more for requirements. We won't have tax increment financing to help incent affordable housing in the area, so we need to learn from the mistakes of the past and look at what's worked in the pearl, what's not worked. In terms of mixed income. So i'm going to ask my staff to bring back an amendment before the end of the hearing on this issue.
Adams: Commissioner?
Fish: Since you mentioned the pearl, that's a good starting point. The pearl has been a success in terms of the amount of affordable housing as a percentage of the whole. We can debate exact number, but it's understood that it's somewhere between 20-25% of the units are affordable. So there's been intentionality there. I'm very pleased commissioner Fritz has raised this issue, because we just spent two years fine tuning our tax abatement policies to make sure they were in sync with city policy, got us the public benefit, narrowly tailored and we made it a competitive process so it

was no longer just an entitlement. I think this is the time for us to look at the bonus scheme again, find out which of those carrots and sticks if you will that are built in, are no longer relevant. We may be giving people we may be requiring things as a condition of the bonus that someone would already do or we may be creating distortions in the market by asking someone to do something -- encouraging something we no longer need. I think the sweet spot for me as the housing commissioner is in lieu of tax abatements what other programs can we develop linked to bonuses, where it's a discretionary act and that gets around the state law bar, where we actually get a tangible benefit for the district, which in this case would be a range of housing choices for people consistent with our fair housing obligations. That would be interesting.
Zehnder: We've talked with the housing bureau about this, because in 5,000 units what is the mix that you might want to try to accomplish? How do we get there financially? So all tools are on the table.
Adams: I like that approach. I also think looking at it for submarket areas or quadrants, in this case, or parts of town or parts of quadrants, or corridors within the central city is also something that we could look at. Before we can get to something affordable -- if we're going to -- if this proves to have some the merit in terms of in the marketplace, they'll want to take us up on it, we also have to make sure that the nonmandates from the city are profitable enough for them that they'll actually do it. And that might vary by time -- the phase within the plan, is it the first five years, and it might vary street to street. Some streets are harder to get the development we want than other corridors.
Fish: Can I pose a question? What you're asking us to do today is sort of beginning of a process that goes on for some time. So if it's the desire of the council to have more thought given to a bonus system and an affordable housing component, how much time would you need to evaluate that and when would that -- when would the council be asked to implement it?
Zehnder: You know, we would probably bring the bonus package forward at the end of this central city planning phase. So that's 2015. After we do this next quadrant, the west side, commissioner, which is where most of the housing is, we're going to have to have progressed in our thoughts about the bonus system as a package. So conceivably by the end of next year we would be talking to you about what we've -- how we might reorganize.
Fish: Is it enough for our purposes today to frame the concern for you to then evaluate it, come back with recommendations?
Zehnder: Absolutely. We welcome it. It's an issue we've had our eye on since we started this thing.
Fish: Thank you.
Saltzman: Do we have any other panels? Are we ready to go to testimony?
Zehnder: We have a set of invited testimony to start with. Ok. We're starting testimony with members of the advisory panel.
Saltzman: Tracy, greg, wade lang, and matt arnold. Welcome.
*****: Excuse me, would I like to defer to the end of testimony if that would be all right.
Saltzman: Oh, sure. Great. So who wishes to start?
Tracy Ann Whalen: Good afternoon. My name is tracy ann Whalen, and i'm the global logistics processing compliance manager for esco corporation in northwest Portland. And along with lloyd, I was one of the cochairs for this process. And good afternoon, commissioners. Before I present my remarks, there are a long list of people that need to be thanked for this process. And a number of them were already previously alluded to that were city and state staff, facilitators and consultants. Personally, though, I feel the most thanks should be -- should go to the sitting members of the sac. It is not their job to come to these meetings every month. And wade through all the information. They do it as voluntary effort and because they like this city and they want to see their communities grow. So as you have heard, we began this process in september of 2010. It was proposed as a

unique process, one that combined a state highway project with a land use and planning project. The area of study of transportation was between -- on i-5 just south of the fremont bridge to the i-84 interchange. Which also included the box area which is the broadway weidler interchange. We first learned about the issues in what we were trying to solve. A number of the ideas were explored and there were over 70 as you heard that were originally arrived at at the charrette. There was a lot of discussion amongst committee members and also other public testimony. Not every idea was feasible and there was also discussion of no build. We did not restrict the topic to just the roadway. The impacts that were discussed also include the surface mobility. Bike and pedestrian movement, urban design and freeway crossings. Of concern to eric lovel, was -- and other businesses is maintaining freight access to the lower albina industrial area as well as servicing businesses within the lloyd district. From strictly a safety and freight mobility perspective, the plan does not go far enough. As was pointed out, there's a lot of weaving. Ramps could have supplied or provided the gravest solution, but quite frankly it's very expensive and we never could get that funded. We looked at what the best solution was with what we had. The choice that was approved was adding auxiliary lanes in each direction and moving the on-ramp from winning way to the weidler overpass. The addition of these lanes required rebuild of the flint, vancouver, and williams overpasses. In actuality, the removal of the flint overcrossing. As well as the broadway and weidler overcrossings. A lot of effort went into exploring these structures and what the possibilities were first to improve safety and multimodal movements as well as what could be done with the possibility of a lid. I think we have successfully agreed upon the best affordable solution. I urge that the commission adopt this plan and more, I hope that you support funding when that comes up. Thank you.

Saltzman: Thank you.

Gary Warren: Good afternoon, commissioners. I am gary warren, i'm executive director of calaroga terrace a 17 story senior community located in the Lloyd district. I'm also president of the lloyd district community association, which is a unique blend of business and neighborhood representation. The lbca is responsible for looking out for the best interests of both of these constituency groups. The lbca is excited about the potential of the north-northeast quadrant plan and what the future holds for the lloyd district. We see the lloyd district poised to be the next growth area of the city of Portland, with huge potential for businesses and residential development. The north-northeast quadrant plan has made great strides to ensure the livability of the district. Studied and planned for our elements from open space, building heights, commercial, and residential mixed use, green space, pedestrian, bicycle, and vehicular access. Mistakes from the past have been looked at and a great vision for the future created. I personally represent 25% of the residential population of the lloyd district, all who live at calaroga terrace. This puts me in the unique position of not only being a business operator but also looking out for the needs of a large number of the residents of the lloyd district. I believe that this plan will create a great balance between economic development, businesses, and residential livability. This has been a long two-year process to get this plan to the point where it's being presented to the city council. This was through the hard work of many groups who have contributed to this plan and many compromises that we have all made. As an example, many of the sac members and planning staff know I have been a major opponent for the clackamas overcrossing. It was a source of brevity as promises were made to expand the size, height, length or purpose of the overcrossing whenever discussions became tense. Like a majority of the members, I recognize the wisdom of the group and I am taking on good faith the overcrossing will bring attributes that will far outweigh any concerns I might have. Implementation, action, tr2, develop and revise parking management strategies, specifically addresses my concerns. This is particularly through event parking issues and flexible options that are being studied. I want to thank the staff, odot, and the city of Portland for the

opportunity to participate in this process, and we look forward to the positive results that the north-northeast quadrant plan will bring to the lloyd district. Thank you.
Saltzman: Thank you. Sir?
Wade Lange: I'm wade lange, vice-president at lange investment properties formerly asforth pacific. Commissioners, as long -- as a long-time employee within the lloyd district and a native Portlander, I want to first thank you for the opportunity to have a voice in the future growth and development of our city. The citizen involvement has been stated already, was truly key -- a key component to the successful outcome of the north-northeast plan. The lloyd district was correctly identified as having the greatest potential for future development within the central city. Even before the north-northeast plan is adopted, plans for higher density residential growth in the heart of the district moves forward. As does the convention center hotel and the opening of the streetcar on the east side. The plan created by the stakeholders advisory committee truly fits with these new developments. The north-northeast plan lays out a vision and a road map for the future growth of the east side. This growth will bring jobs and economic vitality to the east side while simultaneously creating vibrant community full of opportunities for both residents and businesses. The plan recognizes the critical importance transportation plays in our future growth. And it has brought together all the elements of a full service transportation network that has identified both the business and residential needs of the district. Finally, as a board member of the lloyd eco district the plan has identified unique opportunity of future development which is in lock step with the creation of highly sustainable community that will enhance the vitality and livability of business and residents within the heart of the city. And I look forward to participating in making the vision a reality. Thank you.
Matthew Arnold: Commissioners, matthew arnold, still a member and until terminated a few weeks ago the chair of the city's bicycle advisory committee. As you know, designing a local street network in the context of an urban freeway interchange is incredibly challenging, but thanks for the efforts of your city staff, of odot, all the members of the stakeholder advisory committee and the general public, in a well-designed and inclusive process, we have here two plans before you that our committee supports. What we like best about the plan and its associated facility plan is they will enable a redundant bikeway network that will embody the goals of the recently adopted bicycle plan for 2030. Not only will these bikeway network improvements benefit strong and fearless and probably in my case insane riders, they'll also provide safe, comfortable and appealing bike connections for those interested, concerned and vulnerable riders like my mother and my daughter. The one caveat bike advisory committee has is that in order to make these promises valid for bike safety and to attract increased ridership, the bikeway network must be built out in its entirety, and to that end the committee looks very forward to working with you all, with city staff, with odot, on the careful implementation of these plans, as well as any near-term safety improvements that can be adopted. Since I have just another moment, it's probably my last time testifying before this council, mayor Adams, i'm glad you came back, because on behalf of the bike advisory committee, we'd like to thank you for your leadership these last several years, as mayor and as transportation commissioner, I am forwarding not only the bike plan for 2030 but larger bike movement here in Portland. Thank you.
Adams: Thank you very much. Thank you all very much. I'll look on the replay for what you had to say. Mr. Linly is going to go last-last, right? Ok. Then we move to the sign-up sheet.
*******:** [inaudible]
Adams: Please come forward then. Welcome back.
Justin Zeulner: Thank you mayor Adams and commissioners. My name is Justin zeulner, i'm the senior director of sustainability and public affairs for the rose quarter and the Portland trail blazers. And I served on the strategic advisory committee of the north northeast quadrant plan. It is with great pleasure I come here today not only as an official representative of the rose quarter and the

Portland trail blazers, but as a proud member of a group of stakeholders that was convened to help steer the future of our quadrant and our great city. When we first started I assumed I wasn't the only one that worried a group of stakeholders, transit authorities, diversity and ecology experts, residents, neighbors, and many others, might have a difficult time finding mutual ground or even moderate consensus when discussing long-term vision, land use, zoning, transportation, greenways, and freeways. However, not only did we accomplish these goals, the process resulted in spirited collaboration. Not only should the members be thanked for their dedication and determination, we should recognize this collaboration would not have been possible without the willingness of our public partners to embrace a different approach. In fact, groundbreaking and historic. For the first time the city of Portland and odot working together to define visions and set goals. This alone deserves recognition. But they did go one step further and they sought the input and direction from our stakeholder group prior to making any plans. We hope this is an indication of how the process for a smart planning will be in the future. I want to take a moment to reflect the plan on how it connects with the rose quarter and adjacent properties around our sports and entertainment campus. From the beginning of this process it was made clear tone sure that any future planning efforts would not only protect and enable current business activities in the lloyd district and the quadrant, but set the stage for businesses to thrive in the future. This included and specifically listed the large episodic attractors of our quadrant that helped drive and support our local economy. To meet long-term, this plan enables the rose quarter to meet long-term goals while ensuring current business operations are preserved. This plan furthers our connection to the rest of the lloyd district, the willamette river, albina and to our vital neighborhoods, elliot, irvington and sullivan's gulch. An enhanced freeway could easily divide our community, but this plan mitigates these impacts and enhances our connections with additional bikeways, improved pedestrian environments, nonmotorized crossings, such as clackakmas head bike bridge and adds more green spaces. Furthermore, the plan embraces the earlier rose quarter master planning work that had been put together. Which includes a focus in and around the broadway corridor adjacent to our campus. Along with the rest of the rose quarter, this will become an important future urban destination, economic driver, and gateway to east Portland. This committee spent a fair amount of time discussing the area, specifically related to the proposed building height allowances. Staff worked closely with our committee to ensure while the plan allows for maximizing the potential development for this area, it also balances the future development with open spaces enhancing community activation. As a member of the advisory committee and stakeholder for the rose quarter and lloyd district, i'm proud of these compromises and the ensuing result of these discussions. In summary this plan enables the vision of the rose quarter and the surrounding area to become a reality. Lastly I want to comment on the inclusion of environmental settlements to the quadrant and Portland plan. While the plan ensures we secure a thriving business climate and enhanced neighborhoods, we also call for aggressive sustainability goals related to environmental stewardship. We all want our community to be a place where we are proud to work and live. During this process I recall hearing similar statements like that made during the meetings and by several stakeholders. And we made sure that this plan incorporates these visions. As this plan becomes adopted and enrolled into the larger plan we look forward to continuing work with the city odot and the rest of our community stakeholders to activate our shared vision. Additionally, I would I like to note that the recommendation in front of you is from sac. The strategic advisory council and committee were the ones that authorized this to be brought to your attention. One of the things we talked about, and this is something I cited, was that if substantive changes were to be asked by council today, with you commissioner Fritz, your request, is that we take an opportunity to reengage the sac to have a conversation about what that means. Because I do want you to recognize that while staff presented this plan, it's the sac that actually put that together. So appreciate your time today.

Fritz: Did the sac have any discussions about making sure we don't displace a way of -- as part of this plan?
Zeulner: Yeah. We went through a lot of discussion about both the historical diversity of this area and what sort of transpired over the last several decades. But we also took a lot of time and -- it's easy to start talking about freeway impacts, because it's something we can all relate to. These things are a little more difficult, and in this committee spent many of those 38 plus meetings that I went to talking about that very thing and housing is a big concern for all of us.
Fritz: Thank you.
Mike Warwick: Hi. Mike warwick, I was a representative from the elliot neighborhood association on the sac. I'm also the land use chair, so I was also a representative of elliot as well as being from elliot. And I came here I guess to paraphrase, to praise caesar but caesar has been praised enough I think, so i'm going to point out some of the concerns elliot raised in its support of the plan. One of which goes to the point you just raised, amanda, which is our concern about the elliot overcross -- the hancock over crossing. Those of you who have been through the elliot neighborhood know the historic core is very small and fragile, turning hancock into essentially a bypass for broadway would basically aim a fire hose of traffic through that neighborhood, which would basically destroy it. It is the last remnant of the albina community, and we would like to see it protected. There are words in the plan that do so, and i'd like to reinforce that those be acknowledged as best we can. We say in the plan, and the city adopted that at our suggestion that the hancock overcrossing traffic be absolutely mitigated to protect the neighborhood, which you couldn't see it in the plans you had up there, had physical barriers to prevent through traffic, so it will allow some circulation, but it will not allow it to become a throughway, and that's probably about as good as we can expect. We like the idea of having connection to the other side of the freeway, we are also supportive of a potentially looking at other options. And that goes to a second concern we had, which is a pretty major concern, and that does have to do with the cost and disruption associated with the improvements that are proposed in the duration it will take to get from here to there. If the freeway improvements could be done instantly I think there would be a lot of support for this plan, but we're looking at a process of probably 10 years to complete. That's a long time. It will require the demolition of the traffic routes on vancouver, williams, broadway, and weidler, as well as flint, which will be hugely disruptive of the connectivity of north-northeast Portland to the rest of downtown. The construction process is expected to take three-five years, during which the development we would be hoping to have in the rose quarter and blanchard block will probably be a delayed, while this construction gets completed. Postponing redevelopment in that area for 10 years seems like an awful high price to pay for the prevention of some fender benders on the freeway in our opinion. Another issue is associated with that is the sense of priority of the streetscape improvements versus the freeway improvements. The plans assumes these will be coupled because the funding is tied to federal funding for the freeways. Right now the lives and limbs of Portland citizens are being threatened daily as they try to bike and cross the streets on broadway in the vicinity of wheeler and flint. Thankfully as mr. Mayor you intervened to prevent some of that by putting up a temporary barriers at wheeler to prevent a right turn off wheeler, that has been the cause of a great number of pedestrian and bike accidents. What we would like to see, we have been working closely with the city and odot, which is one reason we're in strong support, is to give them additional resources to implement some of the suggestions that are in the this plan sooner rather than later. Specifically connecting diverting flint so it connects to dixon in the near term, which would allow us to abandon flint in that intersection at broadway which would clean that area up, cleaning up the sweep off the exit off i-5, southbound in potentially signalizing wheeler for pedestrians. So people who are now risking life and limb to run across the street between the paramount apartment building and the left bank have at least some modicum of protection from

traffic. That is pretty much concludes my comments. If you have any questions, i'd be happy to answer them.
Adams: Thank you. Appreciate it. Thank you both very much. I'd like to call planning commissioners smith and hanson. Welcome back. How many more people are signed up?
Moore: Seven.
Don Hanson: I'm don hanson, volunteer on the Portland planning and sustainability commission. I'm here on behalf of our chair, andre baugh, who is on the beach somewhere. Since he's on the beach, he doesn't know what i'm going to say, which is interesting. No, he sent a letter to council October 5th that summarized the hearing we had on september 25th. Rather than read that all paraphrase a few points. At our meeting we voted to support quadrant plan, 80. We voted to support the odot facility plan 7to 1. So we really had strong support for this. We heard from the sac, we heard from the public, we heard from the staff during briefings on the public hearing. Everybody was pretty complimentary of the effort. The process was good, and I think the plan itself, the product is very good. The urban design component is creative, linking across i-5 is a great idea. I wish we could have done it long ago when we were building the rose garden. It's time to do it to really unify that neighborhood. Besides being creative, the plan is is very pragmatic. When I look at the staff did with odot, i'm impressed, its clever. They've taken an urban interchange and proved the safety factors, improved the circulation, without broadening the land take. Usually in the old days when you want time prove an interchange, you bought more land. But they've made this fit on the surface streets and fit in the envelope they have right now. And I think the improvements proposed are significant. So I think that's another positive aspect of this effort. The last thing i'll mention is the collaboration that people have already talked about. I'll just say how -- reinforce how important that is between the city and odot. As we intensify and get more density in our city, and all the inner city neighborhoods this, collaboration is going to be even more important. We've got a whole bunch of these situations. Not just Portland, a lot of other cities and towns have them too. So i'm very encouraged by the collaboration they came to our hearing together, they presented together, a good dialogue. That's all I wanted to relay. Thank you, mayor.

Adams: Thank you, commissioner. I appreciate your service.
Chris Smith: Chris smith, I was the lone dissenting vote and while I am a team player and i'm going to support the recommendation --
Hanson: I've come up here with hip, by the way.
Adams: Close within reach.
Smith: I do support a recommendation. I want to explain the reason for my dissent because I think it may influence how this project plays out, certainly how we think about future projects. First I was happy to join the unanimous commission in supporting the quadrant plan. I believe very much in the urban design and land use vision. It's the freeway facility plan I have some trouble with. And I have two points that cause me to vote against it, but I want to say there's a lot to like here. The fact the land use and transportation planning were done together, the fact the focus was on safety, as the driving criterion, and the attention to safety on the surface streets are things I support very deeply. My problem was in the choice of how safety was addressed. My first problem was with that. The question was, could we do this strictly with pdm and tsm measures or did we have to go to adding lanes. The conclusion by the project team was that there's enough lane demand in this area that if you simply do tdm, any traffic you move off the freeway will be replaced from demand. The challenge I had is that is based on the assumptions and the regional transportation plan which is the only detailed model we have. But our climate action plan assumes a level of vehicle miles traveled substantially lower than the rtp model does. Unfortunately, we don't have a detailed model yet we have a citywide goal for vehicle miles traveled in the climate action plan. We cant tell you on this freeway segment that translates to this much reduction. So the planners don't have a tool to

evaluate against our aspirations but my concern is were going to invest $400 million and not know if its in conformance with our climate aspirations. That's a problem for me. The second point was really on costs benefit in general and the idea that the portland plan has an aligning spending across all the jurisdictions that provide services in the City of Portland. $400 million dollars for one mile of freeway is an extraordinary amount of money. If I try and compare that against other needs of the city our pavement backlog not stands at 600 miles and there was not a dollar value in the last pbot -- its not an infrastructure plan for pbot in the last budget document. Mayor maybe you have a number. But I suspect that $400 million would probably wipe it out. I know --
Adams: Next time the federal government gives money for maintenance, you -- until then, you are limited to federal dollars and limited to capital. You know that.
Smith: I understand that. But my point is that we have lots of needs around the city and I don't think there is good policy alignment if we're funding something of this magnitude in one place before we can organize the funding for the various needs around the city. Secondary point. Primary one alignment with the climate action plan. That is the reason why I voted no and I wanted you to understand the logic. Thank you.
Moore: The first four people would you please come up.
Adams: Hi, welcome.
Lee Perlman: My name is lee perlman, active member of the elliott neighborhood association. I'm speaking for myself. Largely here to re-enforce one point that he made. In this and other recent projects we have seen some acknowledgment and apologies about things that have been done in that neighborhood in the past. It is a little bit annoying to see that and then say and then we have one more for you to absorb. In this case the hancock overcrossing, which has a strong potential to have a really negative impact on what is left of our residential area. There has been talk of traffic calming. That assumes that it can be done effectively. It assumes it can be done without shifting the problem to other streets. It assumes that in the past, past history includes promises broken, and things that fell off projects because of value engineering. It is a little insulting to have it implied that this is being done for our benefit frankly. And I will give you a sense of my own values. In people who live on a street, people who do business there, people who own property, people who work there, people who do charity there, I think their needs come before those who spend a few seconds a day by any mode of transportation passing through.
Adams: Thank you very much for testifying. Mr. Bottomly.
Bernie Bottomly, Portland Business Alliance: Bernie Bottomly, Portland business alliance. Lee, if you are misquoted in the paper, you know who to blame. I just want to echo the comments of a lot of the folks that have spoken before. This is an incredibly complicated and difficult area of city from a transportation land use perspective. There is a tremendous amount of opportunity here. I think the staff did a -- city staff did a terrific job of working with a very large and very engaged group of stakeholders. I think we ought to compliment odot in particular for their approach to this project. I have been around the city for 30 plus years working on transportation issues. I can't remember an example of when odot has taken such an integrated approach to looking at one of their facilities, you know, a state facility that is really designed for through traffic. And analyzing that project in terms of its setting and the roads and streets around it that feed into it that go over it that come off of it. I think it is a great model. And one that we should really encourage odot to continue to pursue as we move forward. The alliance is very supportive of the land use strategy. We think that area holds great potential. The cities and the regions most powerful environmental tool is densifying the central city. I think this is a pragmatic plan and one that not everybody is going to be happy with every element of it but it is an incredibly complicated set of streets and landscape that will be hard to find an example of a solution that would solve every problem short of, you know, spending billions and billions of dollars. We do support the expansion of the freeway in that location, not only because it helps the flow of traffic in that area,

but also through that area. That is one of the feed in corridors to the port of Portland, which handles the vast amount of exports out of this region and as a trade-dependent state, that is incredibly important to us. We look forward to carrying this process on as we move to the west side and we think that model of consensus that we were able to build in the north, northeast quadrant will serve us well for the rest of the city.
Adams: Thank you very much. Welcome.
Betsy Reese: betsy reese, co-owner of the paramount apartments. Located at broadway flint wheeler. Please accept this plan. The rose quarter area has been held hostage in more than the last two decades due to the lack of agreement on a plan for the ever-looming possible expansion of i-5. Having this plan in place will finally free the city to begin making local improvements to vitalize this area. Of top priority should be the pressing traffic safety fixes. Several block broadway-weildler area near i-5 is notoriously dangerous for bicyclists and pedestrians. I have been watching traffic mayhem at the intersection of broadway flint and wheeler from our front step at the paramount apartments and pressing pbot for traffic engineering changes for the last 14 years. Out of 22,000 Intersections in the city of Portland, it ranks in the top five each year for bicycle motor vehicle collisions and this past summer, four bicyclists injured seriously enough to be transported to the hospital. On June 26th all of the key bicycle and pedestrian advocacy groups came together with city and state transportation representatives to ask for the safety changes now. Odot immediately stepped up and began work in august to do the one part that is under their jurisdiction, the removal of the i-5 slip ramp. Special thank you to andy johnson and others for that. On august 2nd, the stakeholder advisory committee added their collective voice by unanimously voting to include in this plan the recommendation that safety-related surface street improvements be done now and irregardless of freeway work or funding. Thank you to the sac members and especially phil sellinger of the Willamette pedestrian coalition who introduced the resolution. On august 22nd, the city of Portland made the controversial and brave move to close wheeler to right turns from broadway. Special thank you to Mauricio Leclerc and greg raisman of pbot, steve iwata of bps, members of the sac, jonathan moss of bike Portland.org who kept the pressure on. The four injured cyclists who did their part. All of the others who got this done, and especially thank you mayor Adams, not just for the decisive move but baring the brunt of the blame for this. We support this emergency measure as a quick fix that without exaggeration may be saving a life there today, but it does not come close to addressing all of the bicycle and pedestrian safety issues here, and unfortunately it just adds to the confusion, chaos, and road rage and blame that results. Additionally, it closes off important access for certain businesses and residences, and it is not a part of this plan. It is directly counter to this plan, which was so extensively publicly vetted. This plan fixes our intersection. We cannot wait five, 10, or more years or until never for the freeway work to make these changes. And we cannot wait for a fatality. Please, fix our intersection now, and as a first step, please signalize broadway, flint, wheeler. Thank you.
Adams: Thank you very much. Karla, if you could. Welcome.
Mike Dowd: Hi. I'm mike dowd of dowd architecture, speaking on behalf of my clients, sheet metal works. Carl lyle took the wind out of my sails by agreeing with me before I had a chance to talk, but I can live with that.
Adams: There are worse things that could happen to you, right?
Dowd: I will -- I will summarize the main issues from steve streimer's letter. Streimer sheet metal was founded in 1946. and moved to their current location on north knott in 1958. 280 employees, including 90 on their full block on north russell plus other properties on three adjacent blocks. We were extremely concerned about the proposed rezoning of streimer's properties from ig-1 to ex. I don't think anybody realized the problems involved until recently. Ex does allow industrial use so it was a logical zone to propose to change to. But that is where the -- that's where the similarities between ex and ig 1 end. Ex zoning would prohibit two activities most

important to streimer sheet metal. Outdoor work activities and outdoor storage. The -- it would also instantly make half of the -- more than a half block of their property nonconforming, meaning any new development would trigger mandatory nonconforming upgrades which means an instant 10% increase to the cost of every project that they do there. The -- the development standards of ex also dramatically different than in ig zoning. In streimer's case, that would make the plan actually backfire and create impacts that are the exact opposite of the goals of the plan. I could give you lots of examples, if you wanted them. Fortunately, there is great solution which carl mentioned of leaving the ig-1 zoning but changing the comprehensive plan to ex. We really appreciate him being flexible when we brought up the issues. Doing that would be a win win solution for everybody. So I ask you to alter the plan to allow the changes that carl suggested. Thank you.
Adams: Thank you. Thank you all very much.
Moore: The next three.
Adams: Anybody else wish to testify? We have one more seat in testimony will be closed after this. Would you like to begin?
Boris Kaganovich: Sure. hank you, mayor and commissioners. I bring words of caution when it comes to the pedestrian improvements coming to the lloyd district. Many of -- what we're trying to create in the lloyd district is a reason for pedestrians to linger and that is really the vitality of the district. Sure, the improvements for transportation safety and surrounding it can be judged on their own merits. But as a pedestrian district, what one needs for vitality is short blocks, short store frontages, and realistically slow-moving traffic that accommodates -- particularly in off peak hours when you have not too much in the way of bottle-necking, you want traffic to move slowly so that pedestrians feel cozy and comfortable. In no way did we see that in the zoning overlay for the rose quarter. How you would create the assured store frontages, short city blocks, and potentially two-way traffic on broadway-weildler that would encourage this slow moving traffic in off-peak hours. Right now, even if you get the light across the street, it is not a cozy experience as a pedestrian. You wait, wait, wait, eventually the one-way traffic yields and you are able to cross the street. The proposal for weidler is a street that to pedestrians is not particularly interesting. You have the building setbacks, you have -- you need the ability to meet the street and sidewalk and we didn't see that. It is just a concern of mine I wanted to bring up before we spend all of this money to change our city. We should spend it in a way that will actually be successful. I come here merely as a concerned citizen. This is a lot of money to spend without an expected result.
Adams: Are you an architect or planner?
Kaganovich: I'm an engineer.
Adams: I figured. Thank you for your testimony. We really appreciate it.
Emma Colburn: My names emma colburn. Thank you for the opportunity to speak before you. I was born and raised in Portland since moving back here in 2009. I have tracked and testified this process and i'm happy to see that the plan does not -- well, okay. I think I finally waded through all of the like uracs, the sacs -- what is this all about?
Adams: Acronyms. We could put in just a few more.
Colburn: I dredged through and I think i'm starting to get it. I'm pleased to see that the broadway-weildler doesn't include further demolition, at least as far as I can tell from the plan. It doesn't include further demolition of the historic buildings in the region. However, the history of eminent domain and displacement that color this neighborhood is -- that history is still not erased and inequities that still affect our community as far as education and health care and specifically looking at african-american community, compared to standards and demographics in the white community still affect us, and that is something that we really, I think, have to come to the table with. So, we talk a lot, mentioned today, we talk a lot about environmental stewardship. Green biking. I ride my bike. That's great. We talk less about historical stewardship. Maybe that's

because it's a fragile topic especially when racial conventions that might wish are not part of our history are still part of the conversation. They are part of our history and they should be part of our conversation directly. And I know that race is a super touchy topic, but I think we need to talk about it directly. I wanted to thank mike warwick for his testimony about the efforts to preserve the elliott neighborhood. And I would -- I want to further those a little bit. I notice that the language to me is not quite specific enough. It says encourage preservation of remaining culturally significant structures rather than like something like preserve culturally -- remaining culturally significant structures. Not -- i'm not an urban planner. I work for the school district. I'm an artist. So i'm not an urban planner but I do know enough about 2010 census statistics to know that the urban renewal corridors create displacement. 2000 and 2010 property values in the interstate urban renewal are -- does that mean I'm almost done?
Adams: You have 26 seconds.
Colburn: Between 2000 and 2010, property values in the interstate urban renewal corridor rose by $100,000. In the same decade, one in five african-americans moved out of that neighborhood. This is one of the highest rates of displacement in the country second to seattle. Basically there are no anti-displacement strategies in this plan that I have seen and I think that is a huge problem. I don't like to name a problem without giving a solution. Talk it me about historical -- heritage tourism maps on the region which dovetails on what you just said you were talking about how the neighborhood is not welcome friendly --
Adams: Have you got in touch with the dill club?
Colburn: Yes.
Adams: they're doing exactly that. They would love your interest and enthusiasm.
Fritz: Before we close testimony, maybe now would be the time to introduce my amendment.
Adams: Appreciate your testimony.
Fritz: I passed out an amendment which I believe it is entirely in the spirit of discussion --
Adams: Come on up.
Saltzman: Saved the best for the last.
Adams: Go ahead and introduce your amendment. I recognize you. Lloyd will come up.
Fritz: Thank you. This is in the spirit of what the discussions have been and would be a direction to the bureau of planning consistent with what is in the plan. And the -- the amendment is to introduce an additional whereas, whereas there is a history of gentrification and displacement in the north/northeast quadrant plan area, also to introduce another be it resolved that the bureau of planning and sustainability will evaluate whether requirements as well as bonus incentives should be applied when intensification in zoning designations or heights map changes are made so that all new residential development will include a range of housing affordability.
Fish: Second.
Adams: Just so I know the legislative intent is to look at bonuses and affordable housing, could be other things than heightened.
Fritz: Right. But also to look at requirements as well as bonuses.
Adams: Moved and seconded. Any discussion on council? Hearing none. Call the vote on the motion to amend.
Leonard: Aye. **Fritz:** Aye.
Fish: Thank you for bringing this forward Amanda. Aye.
Saltzman: Aye.
Adams: Appreciate it. Aye. Mr. Linly, you get the final testimonial word.
Lloyd Linly: Thank you, mayor, commissioners. As you can see, it was not a walk in the park. It was not a simple process. But we have consensus. Everyone gave to this process. And I think it was one of the best processes in my 30 plus years of public work that I have ever been involved in. So, kudos to everyone that made that happen. It's the first step in the central city plan. So

we're kind of the guinea pig or first process that others will be judged by. And its on the way to a new central city plan, this central city 2035. We are looking to create livability, robust district, that reflect the values and aspirations of the neighborhood and citizens. There are two -- three items, three achievements that I want to call attention to. The first is clear recommendations for balancing urban design land use and regional local transportation throughout the -- throughout the quadrant. The second is a productive and fruitful partnership between the city and odot. I can't emphasize what others have talked about bringing odot together and focusing on urban design, and the urban aspects of the project. And then the creation of a planning and public involvement model that can be replicated with contextual adjustments for the next three quadrants. I would like to thank the participants, staff, and the design teams, bureau of planning sustainability, pbot, odot -- instead of going into a lot of detail, this is a great model for the future and other quadrants. I think we've broken new ground in bringing odot in as a partner, in that the entire city has federal highways within it, adjacent interchanges. I would like to recognize sam imperatti for his creative public involvement. We could not have gotten where we are without his work. The consultant team. And our stakeholders advisory committee. The process was new to me in a way in that it was consensus driven and straw polling to manage the debates. And the focus of the conversation, it created time management, clear consensus and enabled minority reports which you will find in the back of our recommendations. The stakeholder advisory committee recommendations memorandum provides an overview and key outcomes with sac conclusions and recommendations. I would like to talk about three items of emphasis or three achievements that I think it is going to require city council support for. First has to do with the edges that pose the special challenges between the central city and surrounding neighborhoods. And it was not easy, but we found amicable and designed-based solutions that will help the design commission and landmarks commission, who will both be involved in decisions around those edges to maintain the livability and the character of those neighborhoods. The second is perhaps the toughest, and that is implementation of the east/west open space spine. Open space, as we know, is very difficult. We saw what it took in the pearl district for jameson square and north park square and the fields. Also the park blocks in south waterfront, and it will be critical to the identity, liveability, and envisioned residential neighborhood of the lloyd district to have those in place and be sure that we can get those developed. And lastly, while preserving transit, automobile freight, circulation, pedestrian, bicycle connections, will provide greater access between lower albina and Mississippi and the rose quarter. And with the city and odot collaboration, we will see a lid on i-5 from weidler to hancock. This provides a way to knit the community back together. We have heard that a lot from the african american community, we have heard that culturally, and from a historic perspective and by placing a lid over i-5 creating the clackamas connection, we will begin to enable these neighborhoods to knit themselves back together and get to the willamette river, enjoy the asset that the rest of central city has. There are minority reports at the end of our recommendations, and at this time, I would like to read our -- the sac final recommendations to the council. The sac recommends to the city council that they accept the odot facility plan and cities draft north, northeast quadrant plan package. The sac also strongly urges council to support the city of Portland and odot to take immediate action to prioritize, seek funding for and address the most pressing safety concerns that have been identified. Both odot and the city staff and city staff have begun implementing safety measures for bicyclists, and pedestrians, at the broadway-weidler interchange. They need your support to seek sufficient funding to continue this work. I think you have today from other testimony how important this is. I would like to thank you for the opportunity to serve the city, and to help shape the future of this district in Portland. One other thing, erik lovell, who can't be here today, as an active member and represents the industrial user, and lower abina provided a letter -- he has some concerns on follow through and I would like to call that to your attention as well.

Adams: Thank you. And thank are you for the great work on this.
Linly: Thank you.
Adams: Karla call the vote.
Leonard: Clearly this is a thoughtful process, a lot of cooperation, and multi-agencies, different jurisdictions and various interests in the community. Happy to vote aye.
Fritz: I appreciate the very thoughtful process and particularly combining transportation and land use planning in one project. Citizens stakeholder advisory committee has done amazing work as has the staff on this project. And the community stepping up and embracing yet more changes in this area and looking always hopeful for the future, aye.
Fish: Special thank you to everybody who came it testify. To city staff, to odot's team, our consultant team, and advisory committee in particular. This is an organic document, so we're embracing it as something more than a concept, but less than something locked into concrete. But if it -- its great value will be an able to guide a number of critical action over the next five to 10 years. I was struck by not only the -- just the incredible breadth and depth of the report but the quality of testimony that came before us. Both in favor and including concerns. Thanks again for all of the feedback, and joe in particular to your team congratulations. Aye.
Saltzman: Thank you to everybody that has been involved. Mayor adams for your leadership. I think this was -- sounds like a great process. A lot of people have agreed on much of this plan. I do share some of the concerns expressed about the hancock dixon overpass, or through area, whatever you call it, in terms of bringing increased congestion. I would want to see how we're going to make that an appropriate type of street that will speak to the needs of the near end neighbors. I can only imagine if hancock street would to be a through street east of 16th, of the same magnitude -- that would cause a lot of people to be very concerned about it. I think we need to be sure that we have traffic circles, other calming devices on the western portions of hancock as -- if we go through with the Dixon overpass. We do on eastern portions of northeast hancock. I think that -- I appreciate odot's really working with our people. This is a really sorts of a new chapter of I think of collaboration and it is great. It is nice to see improvements without taking up more land, which has always been sort of the historical axiom of how improvements get made in freeways. And finally, I should have picked up on this sooner, I was just thumbing through the minority opinions, since I was not aware they were there until lloyd mentioned them and I saw bob salinger's concerns from the audubon society. I want to echo something I think similar to where we just passed an amendment speaking to having affordable housing integration being part of maybe a density bonus. I think we ought to take a good look at bird friendly building designs and make that some sort of a bonus. We are talking about a lot of height under our fondest aspirations and I know that I have learned over the last several years, buildings kill birds, reflections in windows. Birds are near and dear to a lot of us. I would like to see, and I will revisit this in the quadrant plans but in future quadrant plans to make sure that we take an a closer look at that issue and how we might weave that into our sort of height bonus strategy. Otherwise good work to everybody. Pleased to vote aye.
Adams: In the course of seven months, city council has adopted new strategic plan for the city, Portland plan, completed the basis of the comp plan that will implement that. The concept -- the east side reference document, the central city concept plan and now the north, northeast concept plan. If they look tired, it is because they are. That's a lot of work. And I want to thank you joe zehnder our chief planner and your entire team for making this happen. We have a great local odot crew and I want to underscore the thanks to you all as well and all of the work and concern on safety all over the system that we share here in the united states -- here in Portland, I wish you were in charge of the united states freeway system, but, no, here in Portland. I would like to thank my staff, lisa libby, her team and the mayor's office for their work on this. I am very pleased to vote aye. So approved. We are adjourned.

At 4:00 p.m., Council adjourned.



N/NE QUADRANT & I-5 BROADWAY/WEIDLER PLANS

City Council Hearing

October 25, 2012

CENTRAL CITY 2035

N/NE QUADRANT

CITY OF PORTLAND OREGON 1851

Oregon Department of Transportation

AGENDA

1. Project Introduction
2. N/NE Quadrant Plan Highlights
3. I-5 Broadway/Weidler Facility Plan Highlights
4. Stakeholder Advisory Committee Testimony
5. Public Testimony
6. Council Action on Resolution

PURPOSE: UPDATE 1988 CENTRAL CITY PLAN

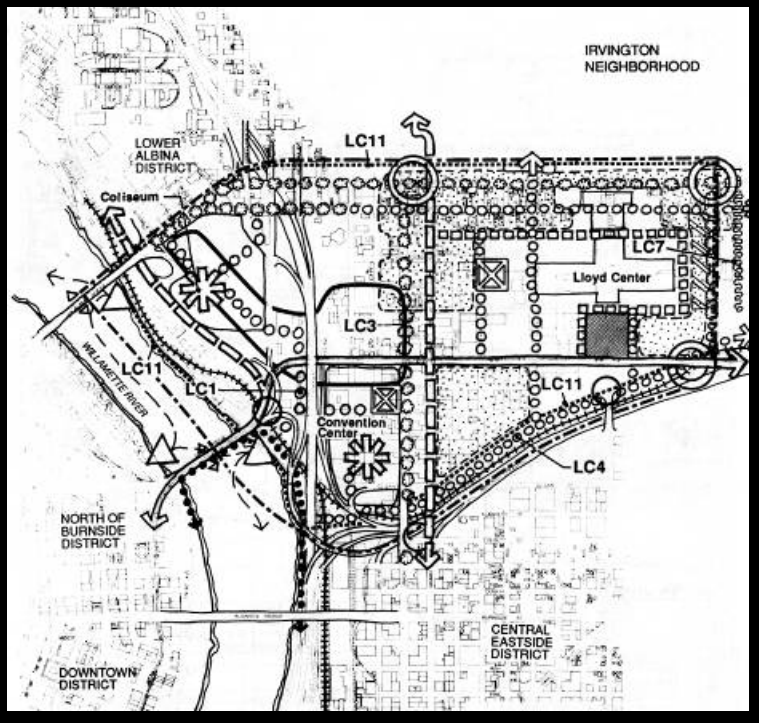


LOWER ALBINA

"strengthen the economic development of the area as an industrial employment area"

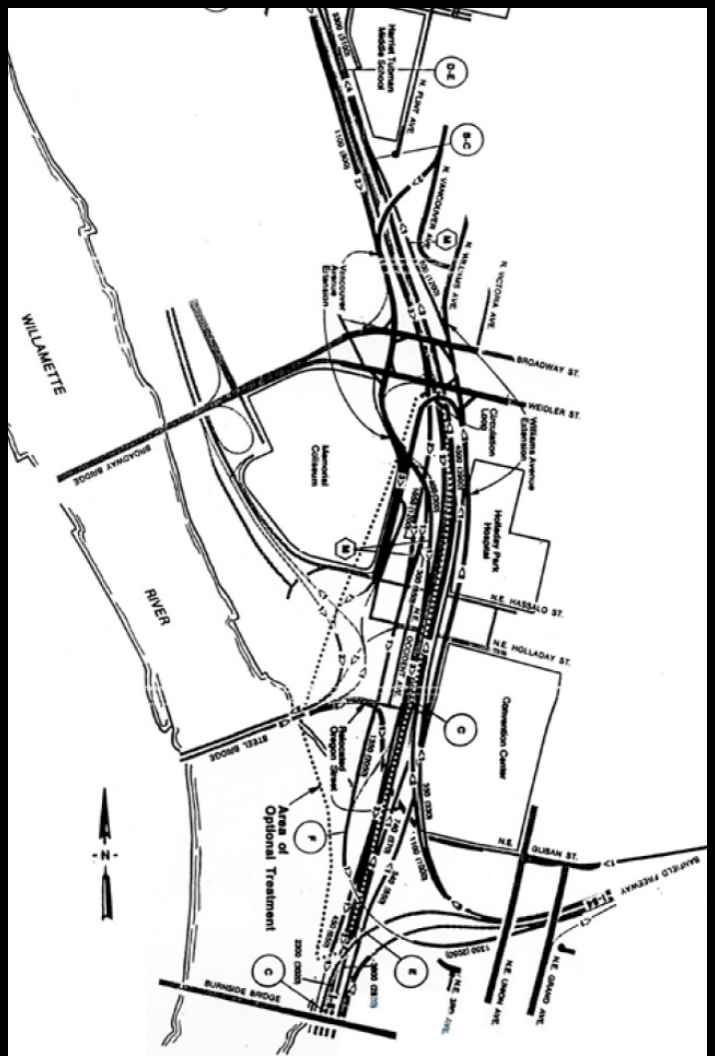
LLOYD DISTRICT

"eastern anchor of Central City retailing and locate highest density new development in areas served by light rail"



PURPOSE: ADDRESS I-5 BROADWAY/WEIDLER INTERCHANGE





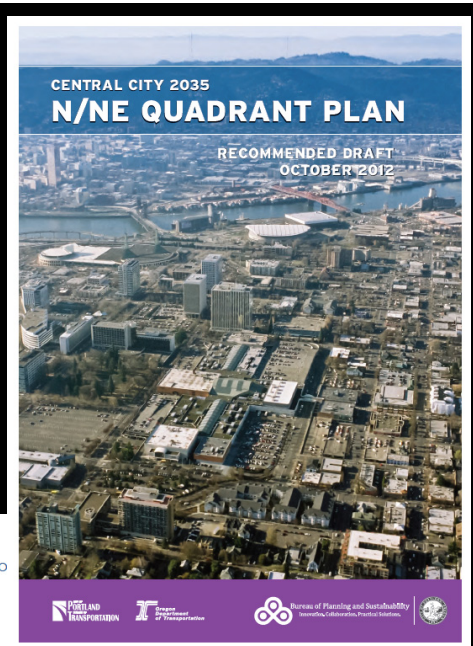
REQUEST OF CITY COUNCIL:

a) Adopt the N/NE Quadrant Plan (by non-binding resolution)

b) Recommend that the OTC adopt the I-5 Broadway/Weidler Facility Plan

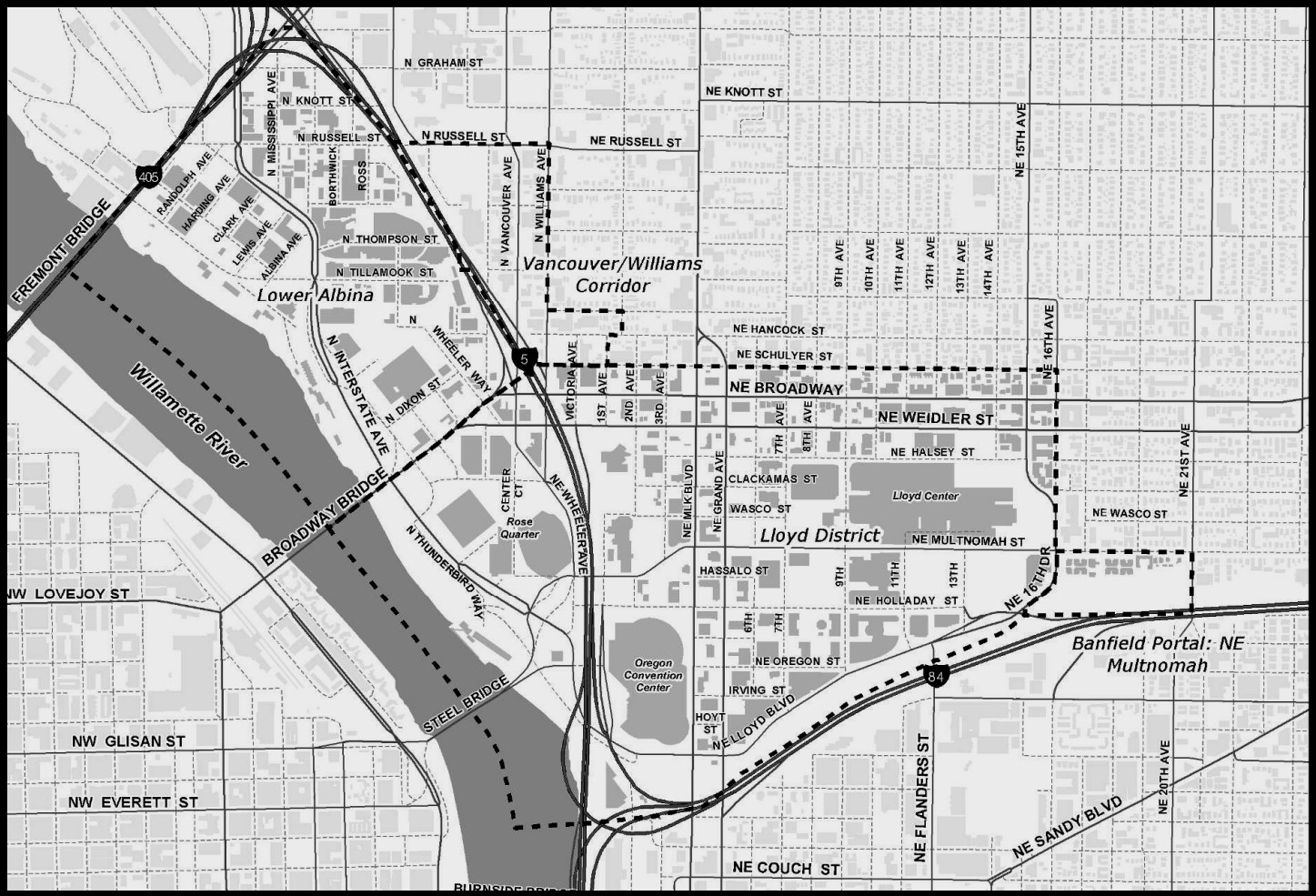
c) Direct PBOT to work with ODOT to:
   a) seek funding to implement the Facility Plan and
   b) implement near-term safety improvements in the vicinity of the interchange.

d) Direct PBOT and BPS to work with ODOT to designate the N/NE Quadrant a Multimodal Mixed-Use Area (MMA).





N/NE QUADRANT STUDY AREA



PROCESS

PROJECT TIMELINE

September 2010	Fall 2010	Winter 2010	Spring/Summer 2011	Fall/Winter 2011/2012	Spring/Summer 2012	Fall 2012
Project Start-up	Background and Existing Conditions	Set Project Goals and Scope Identify Issues, Opportunities and Constraints	Develop Concept Alternatives	Select Preferred Concept	Develop Plan	Adoption/ Approval Process

PUBLIC EVENTS

	Community Walks September 2010	Public Open House November 2010	Charrettes February/April 2011 Public Open House June 2011	Public Open House February 2012	Extended Public Comments SAC Meetings June 2012	Planning & Sustainability Commission September 2012 City Council October 2012

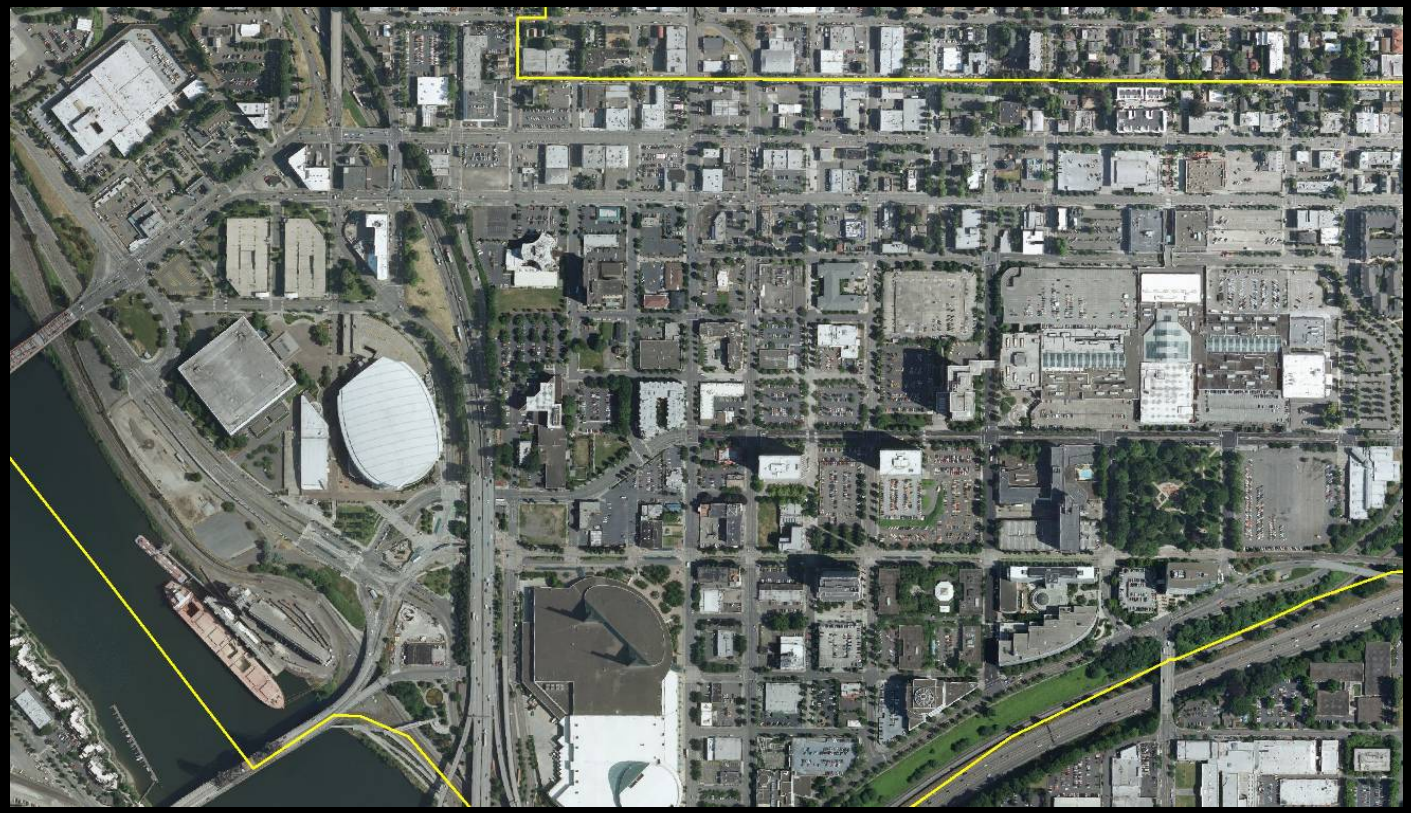
Meetings and Events

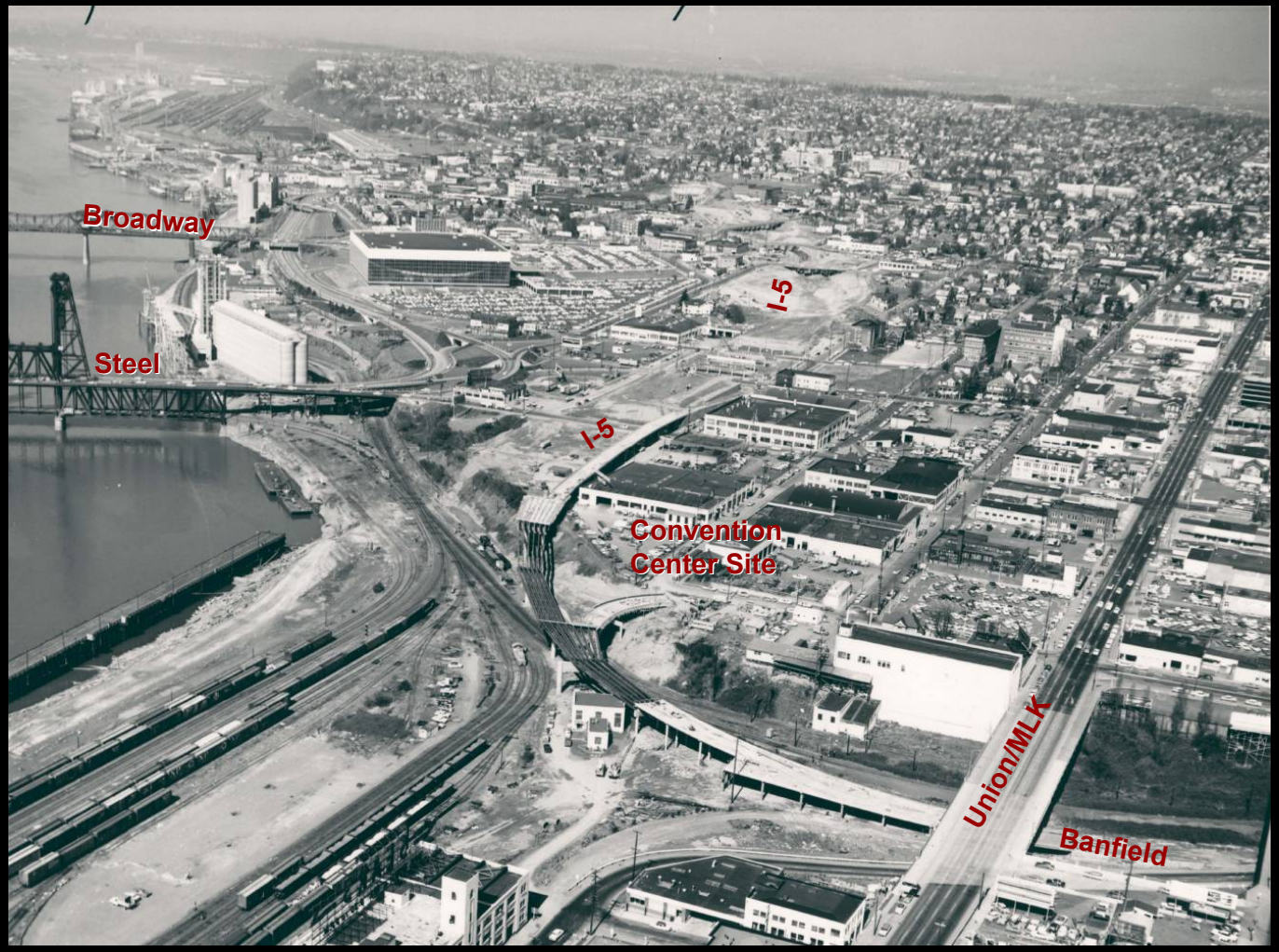
19	SAC meetings
14	SAC subcommittee meetings
4	Open Houses
2	Charrettes
3	Community Walks
~85	Other community and stakeholder meetings

Total attendance estimate: ~2,800 people

N/NE QUADRANT: 60 YEARS OF CHANGE

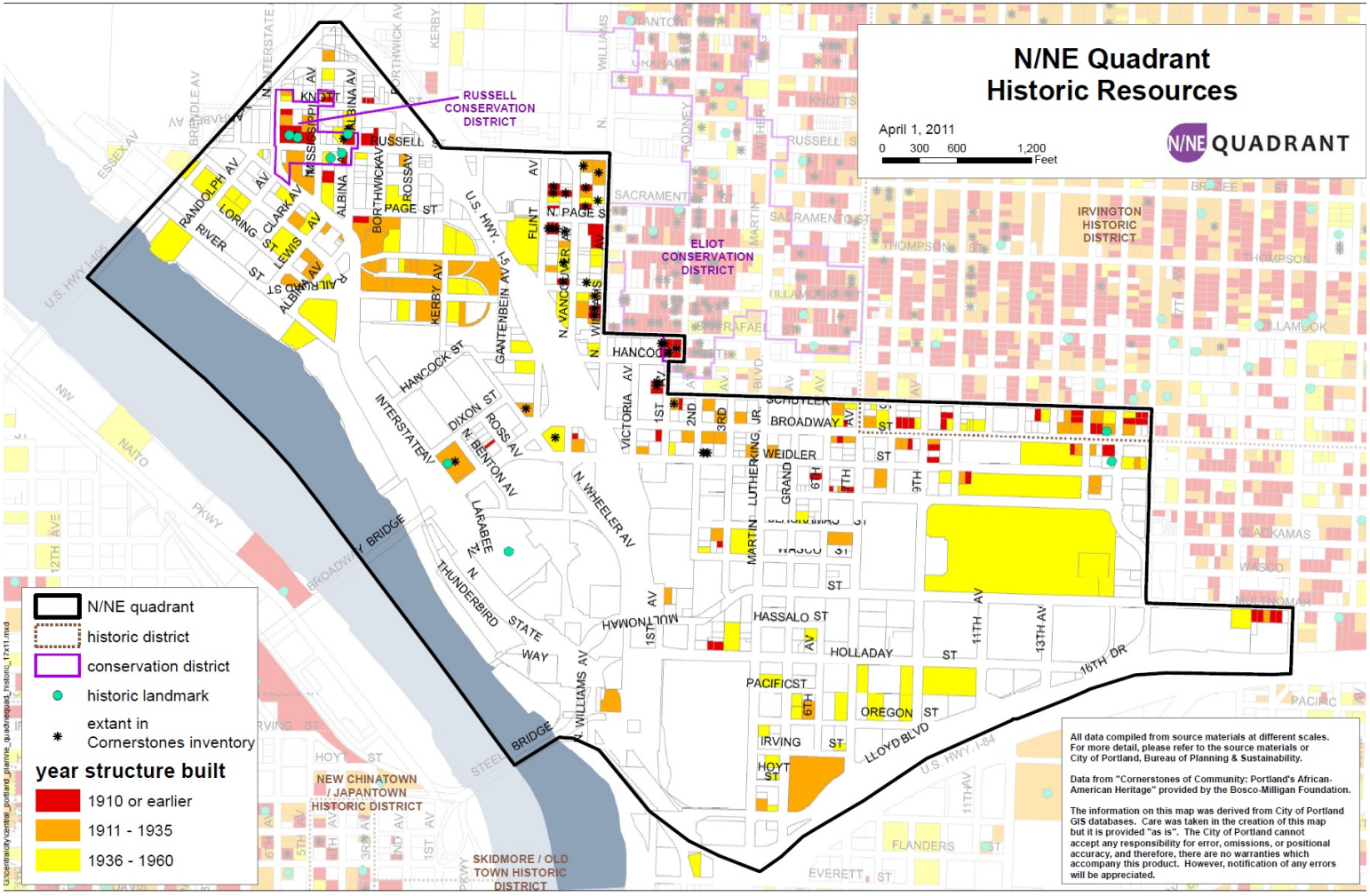
2009





I-5 Construction at the I-84 Interchange, 1962

CORNERSTONES OF COMMUNITY: PORTLAND'S AFRICAN-AMERICAN HERITAGE

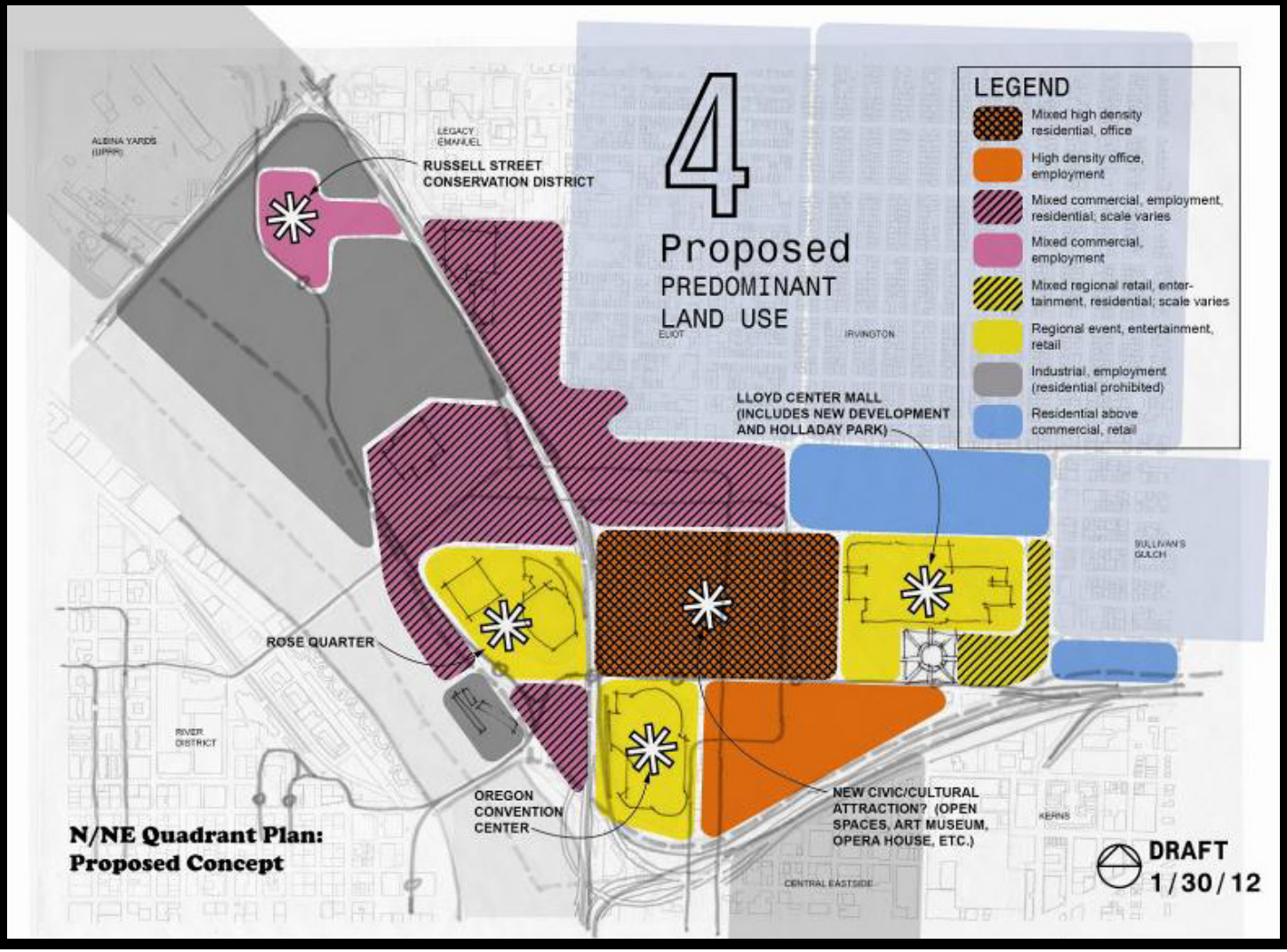


CHAPTER 2: N/NE QUADRANT CONCEPT

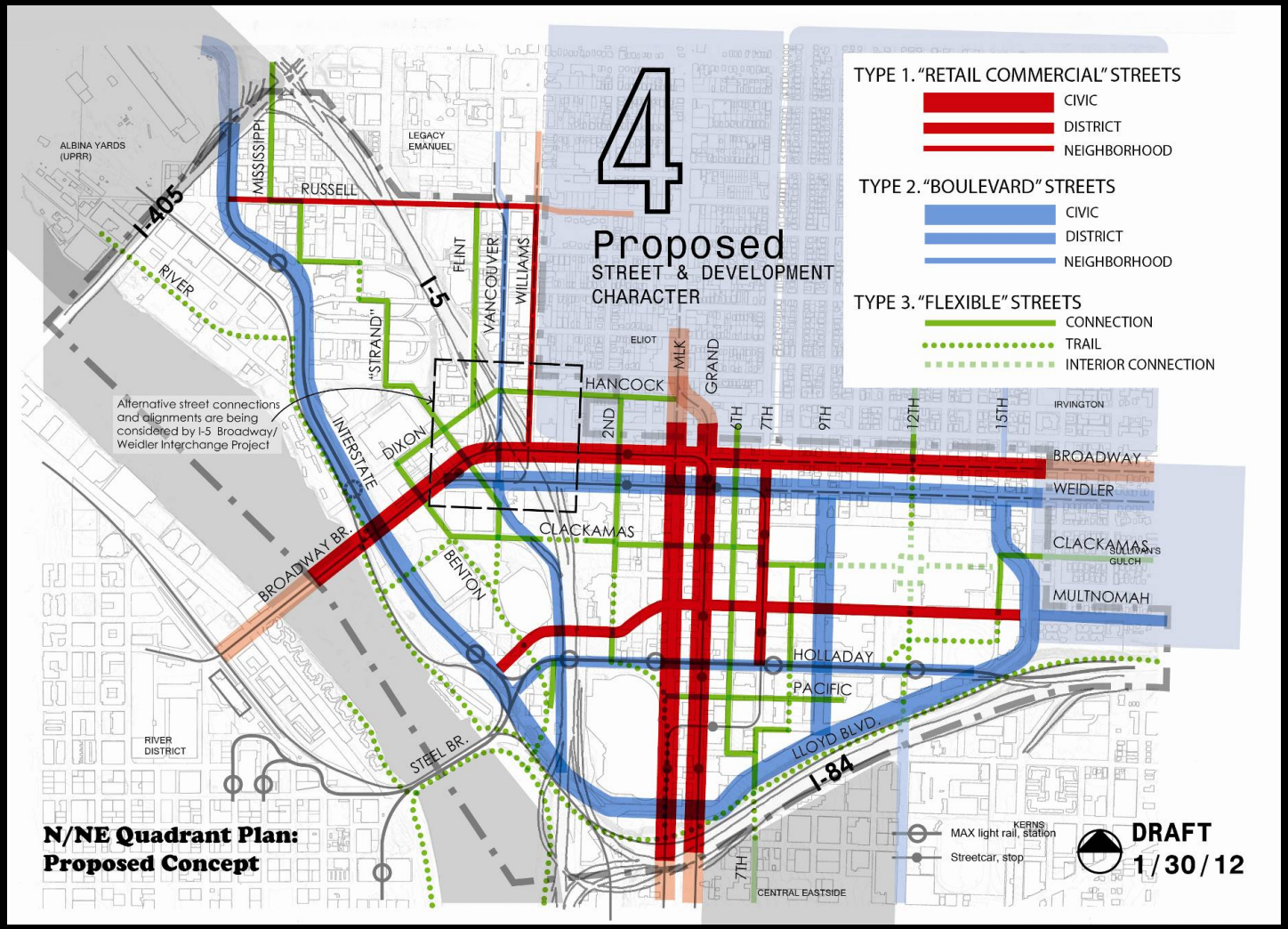
FOUR LAYERS:

1. **Predominant Land Use**
2. **Street And Development Character**
3. **Open Space**
4. **Green Systems**

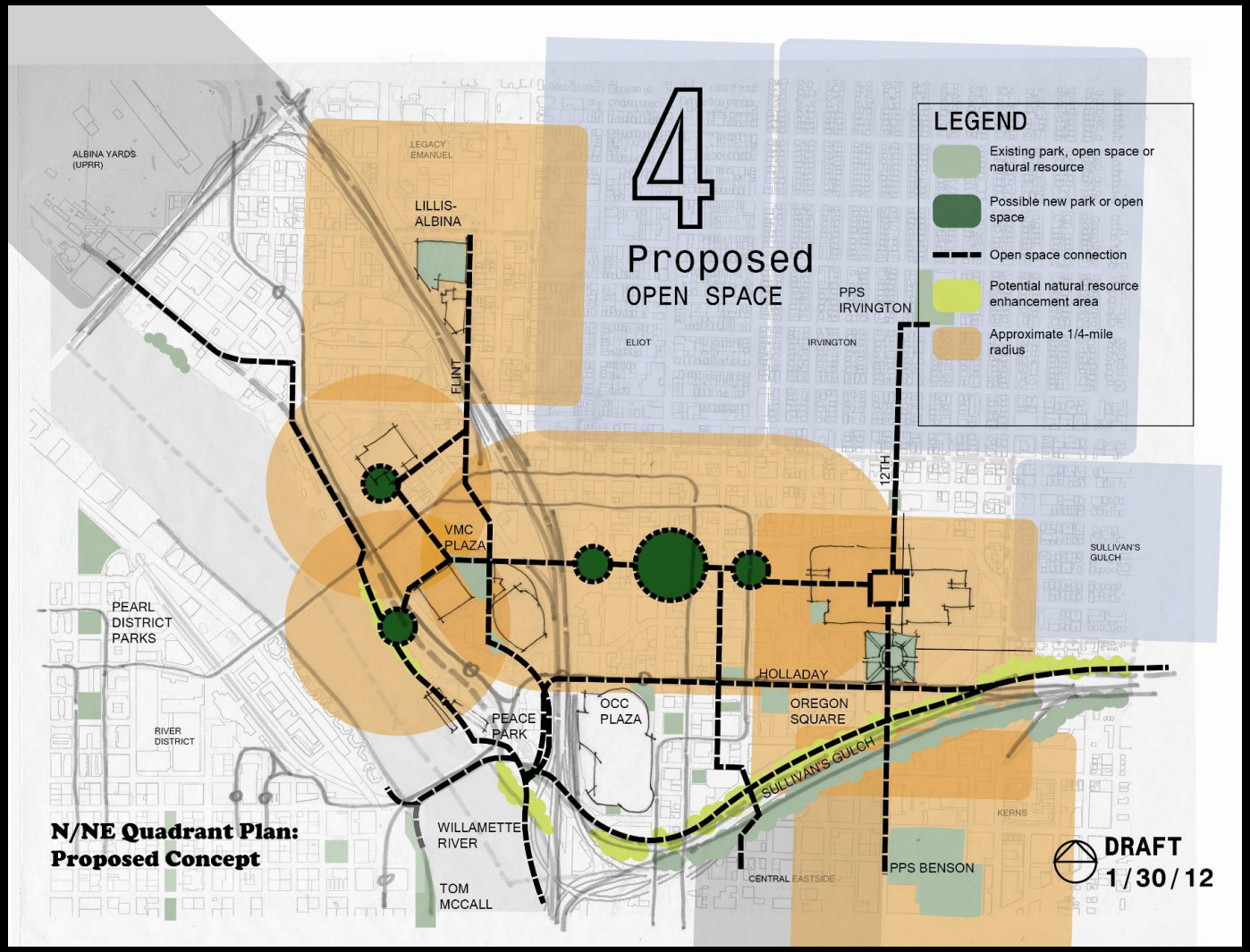
PREDOMINANT LAND USE



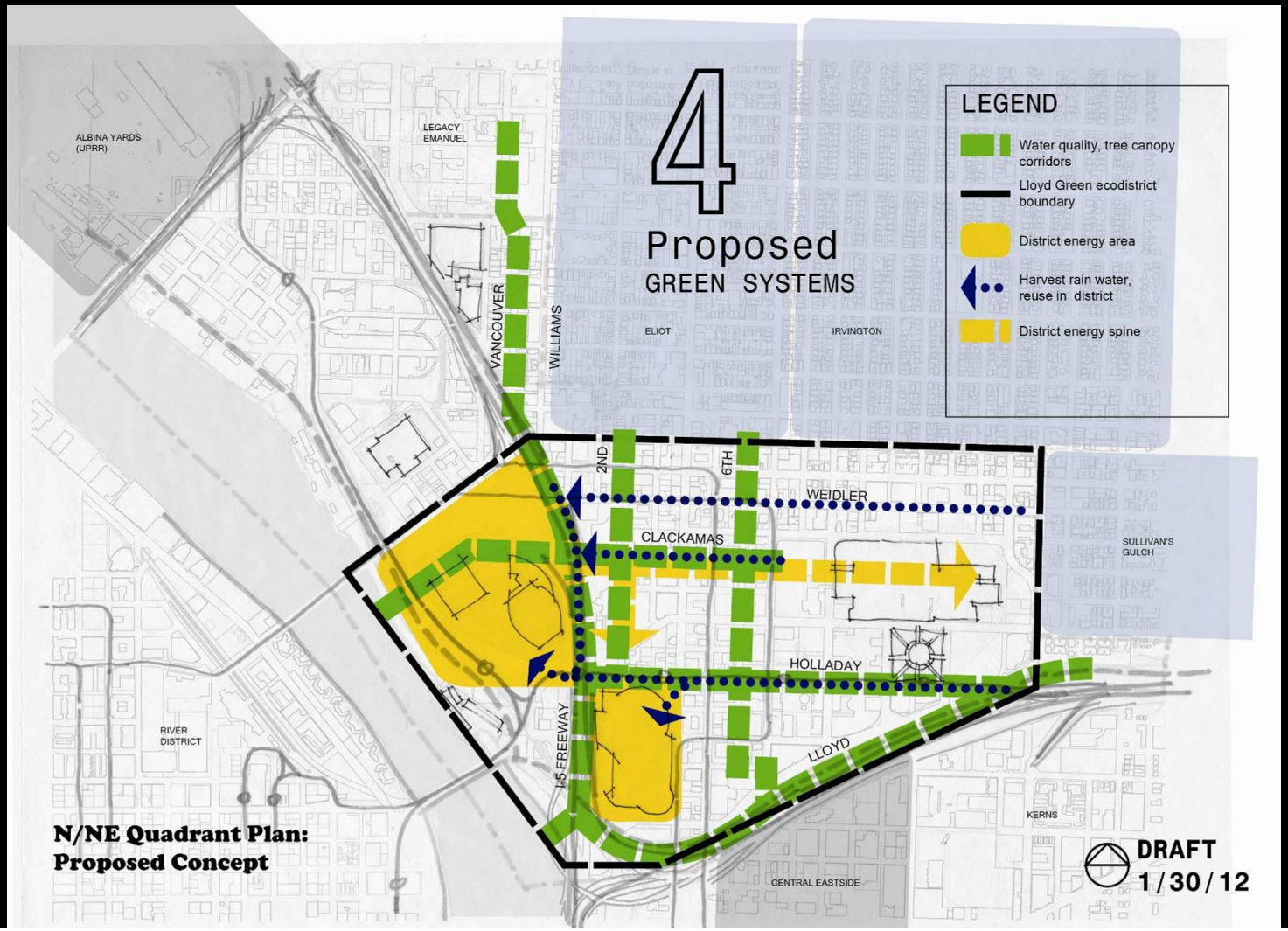
STREET AND DEVELOPMENT CHARACTER



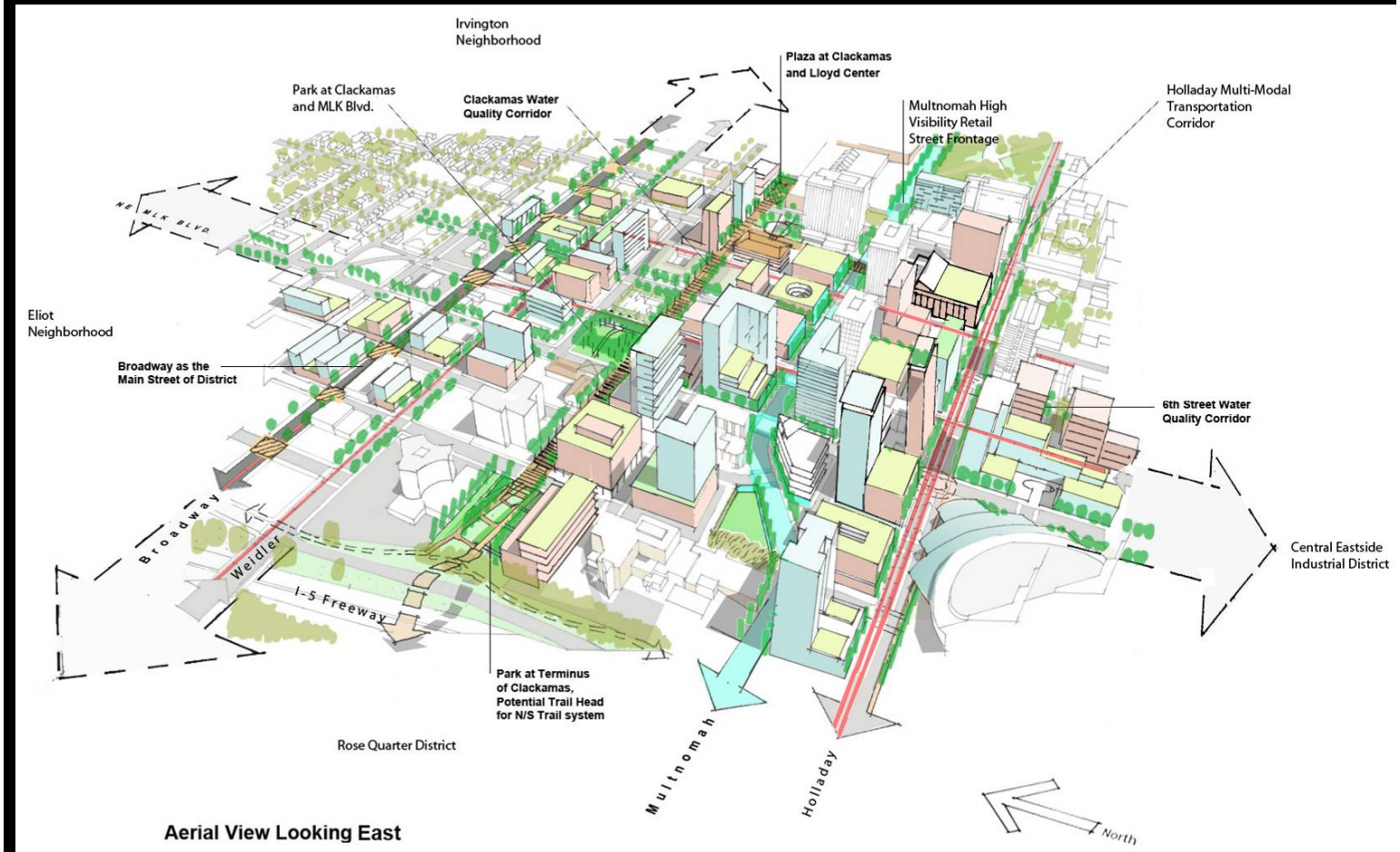
OPEN SPACE


4
Proposed
OPEN SPACE
LEGEND
Existing park, open space or natural resource
Possible new park or open space
Open space connection
Potential natural resource enhancement area
Approximate 1/4-mile radius
ALBINA YARDS (UPRR)
LEGACY EMANUEL
LILLIS-ALBINA
FLINT
ELIOT
IRVINGTON
PPS IRVINGTON
12TH
VMC PLAZA
SULLIVAN'S GULCH
PEARL DISTRICT PARKS
RIVER DISTRICT
HOLLADAY
OREGON SQUARE
OCC PLAZA
PEACE PARK
SULLIVAN'S GULCH
KERNS
WILLAMETTE RIVER
TOM MCCALL
CENTRAL EASTSIDE
PPS BENSON
N/NE Quadrant Plan:
Proposed Concept
DRAFT
1/30/12

GREEN SYSTEMS



CONCEPT RENDERING – LLOYD DISTRICT



CHAPTER 3: GOALS, POLICIES AND ACTIONS

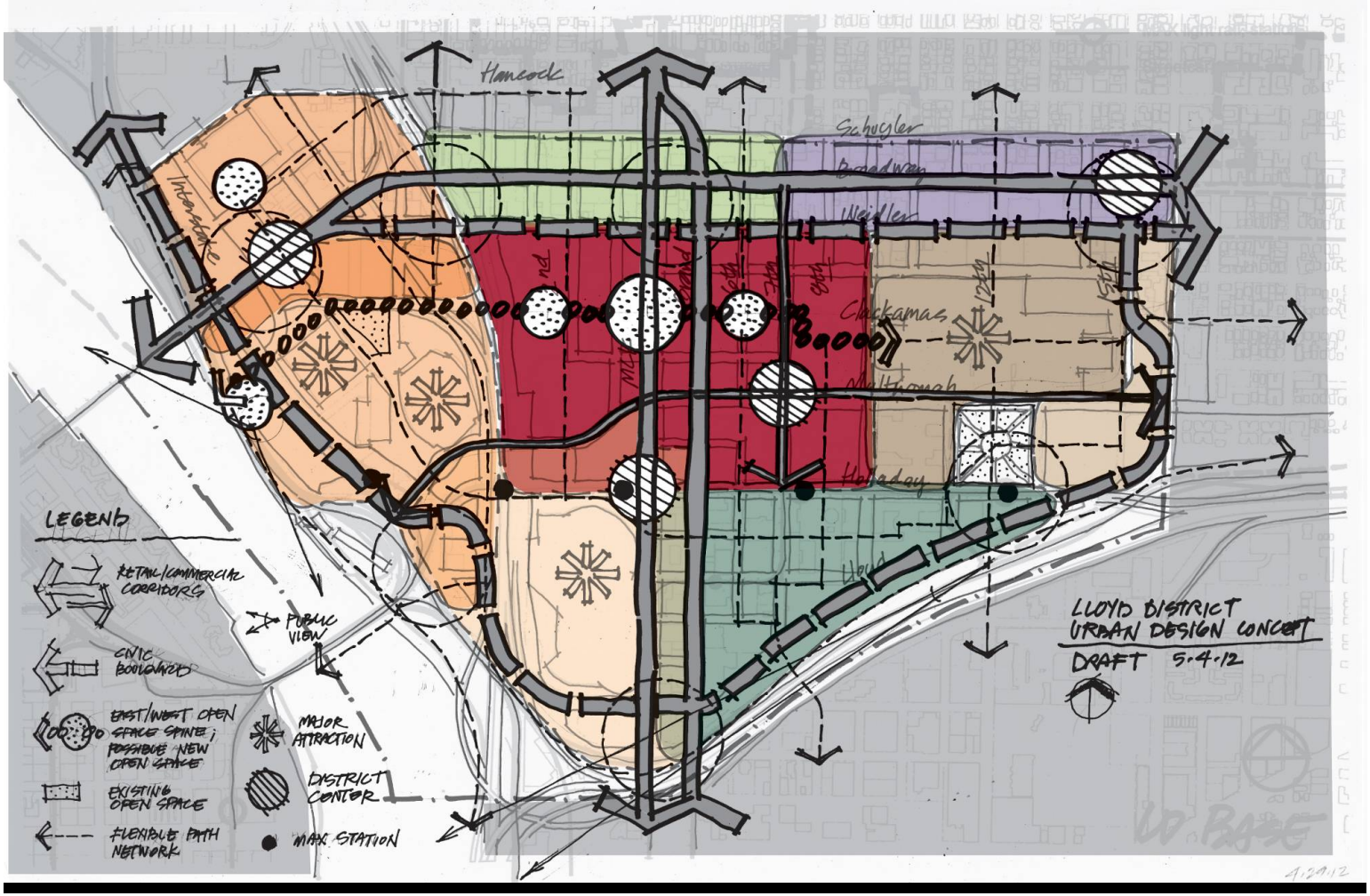
LLOYD DISTRICT

- District Goal
- Concept Diagram
- Policies
  - Regional Center: Economy and Innovation
  - Housing and Neighborhoods
  - Transportation
  - Urban Design
  - Environment
- Performance Targets
- Implementation Actions

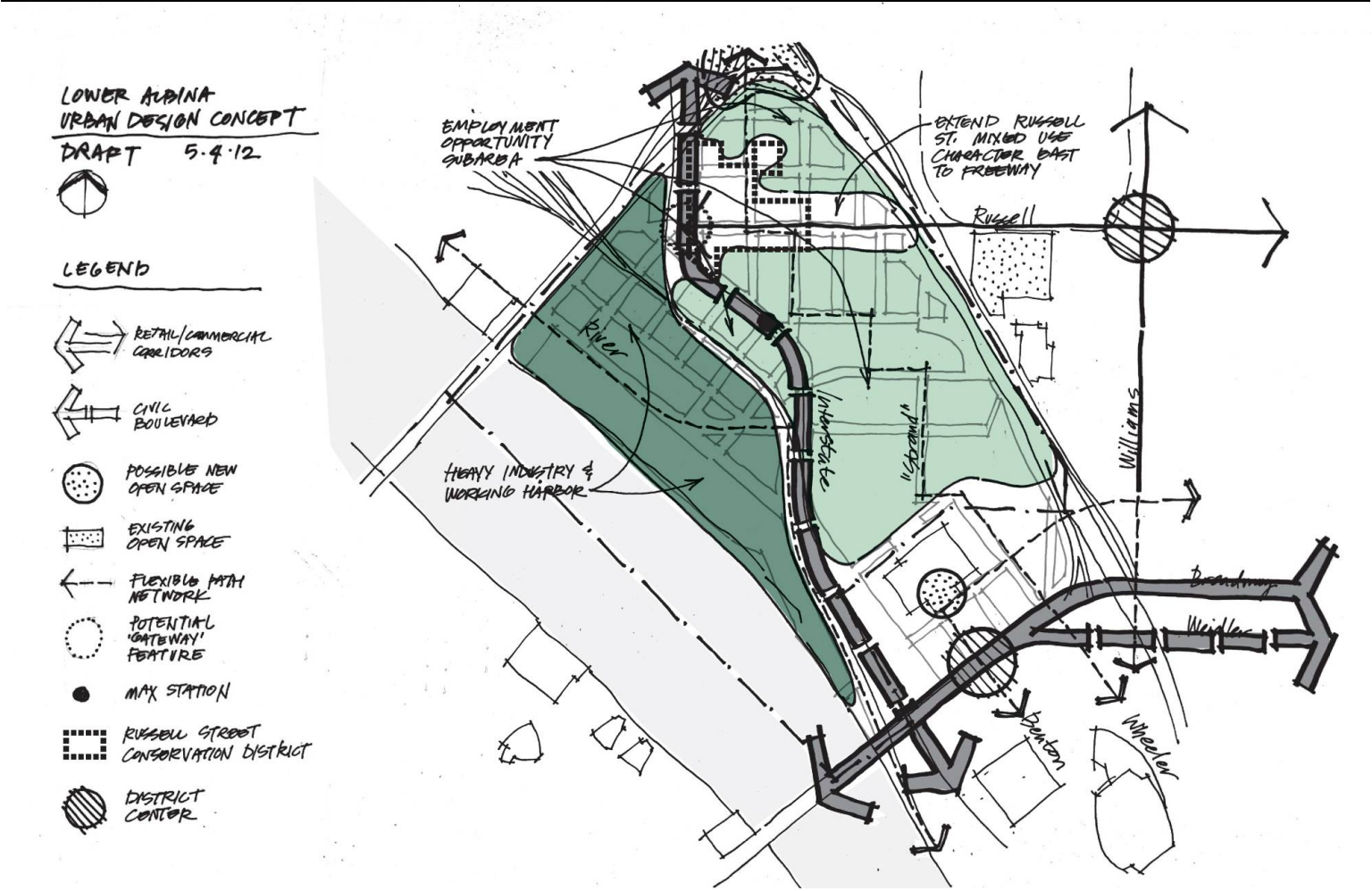
LOWER ALBINA

- District Goal
- Concept Diagram
- Policies
  - Regional Center: Industrial and Employment Sanctuary
  - Transportation
  - Urban Design
  - Environment
- Performance Targets
- Implementation Actions

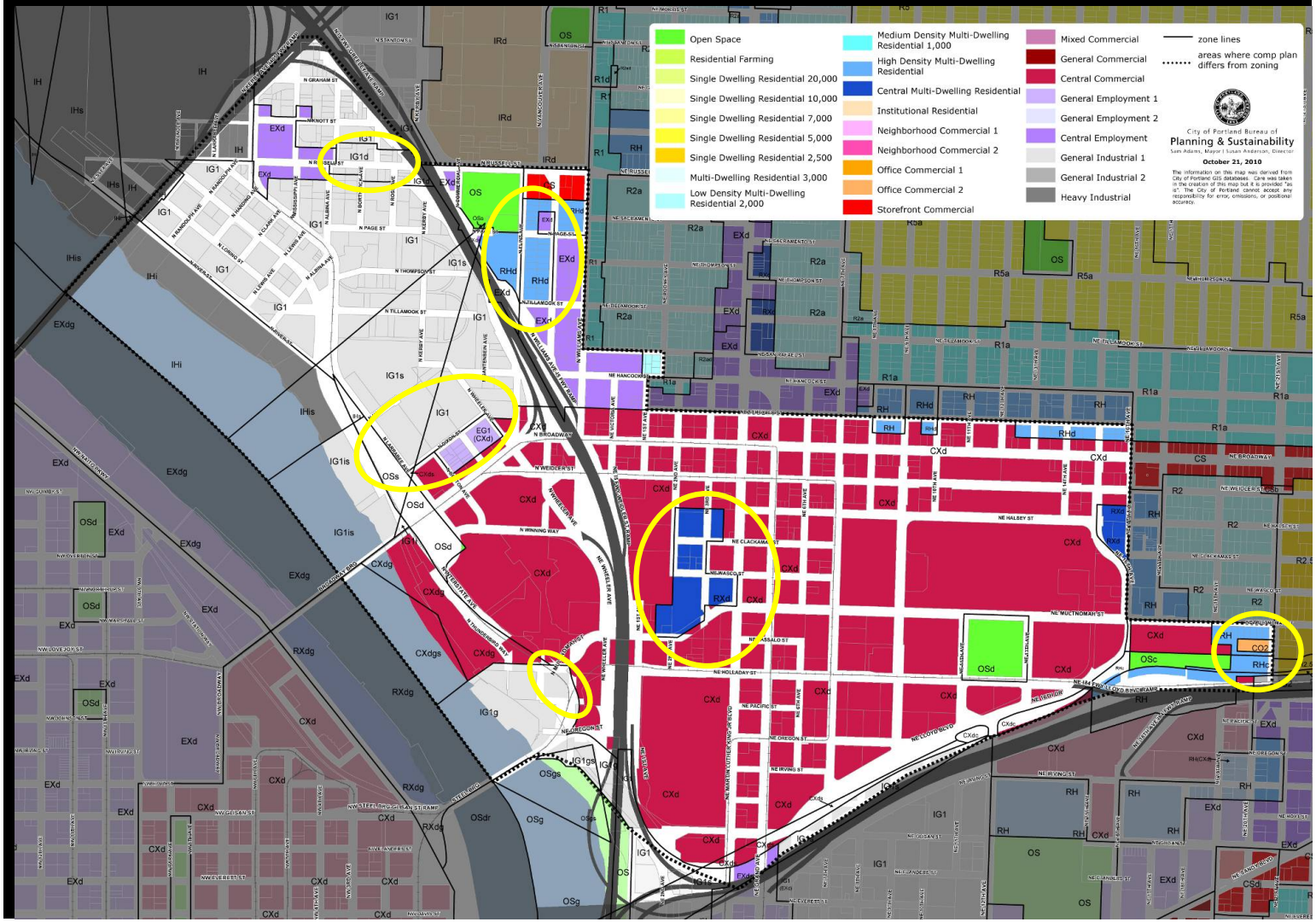
CHAPTER 3: LLOYD DISTRICT CONCEPT



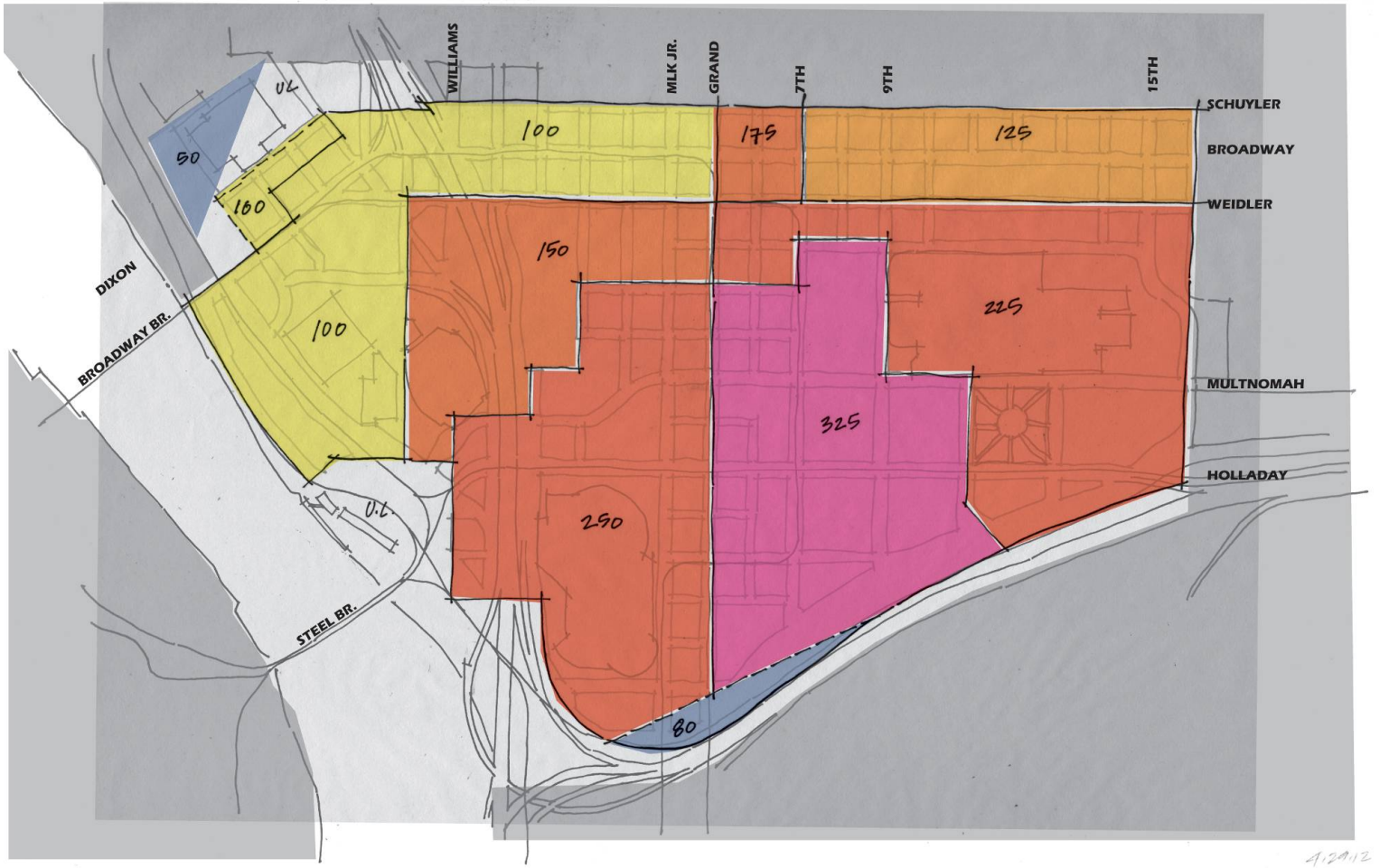
CHAPTER 3: LOWER ALBINA CONCEPT



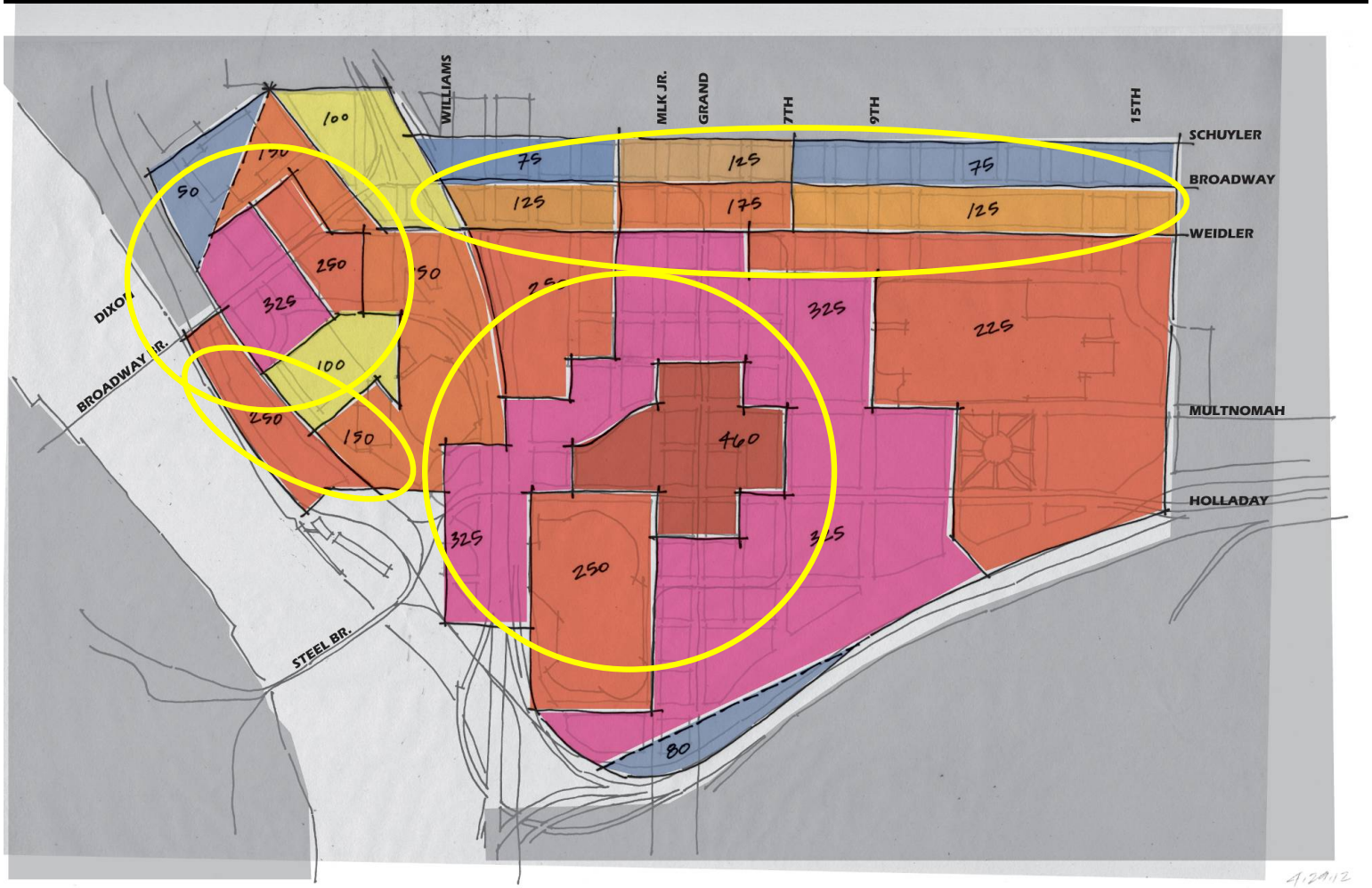
EXISTING ZONING DESIGNATIONS & RECOMMENDED CHANGES



EXISTING HEIGHT LIMITS (including bonuses)



RECOMMENDED HEIGHT LIMITS (including bonuses)

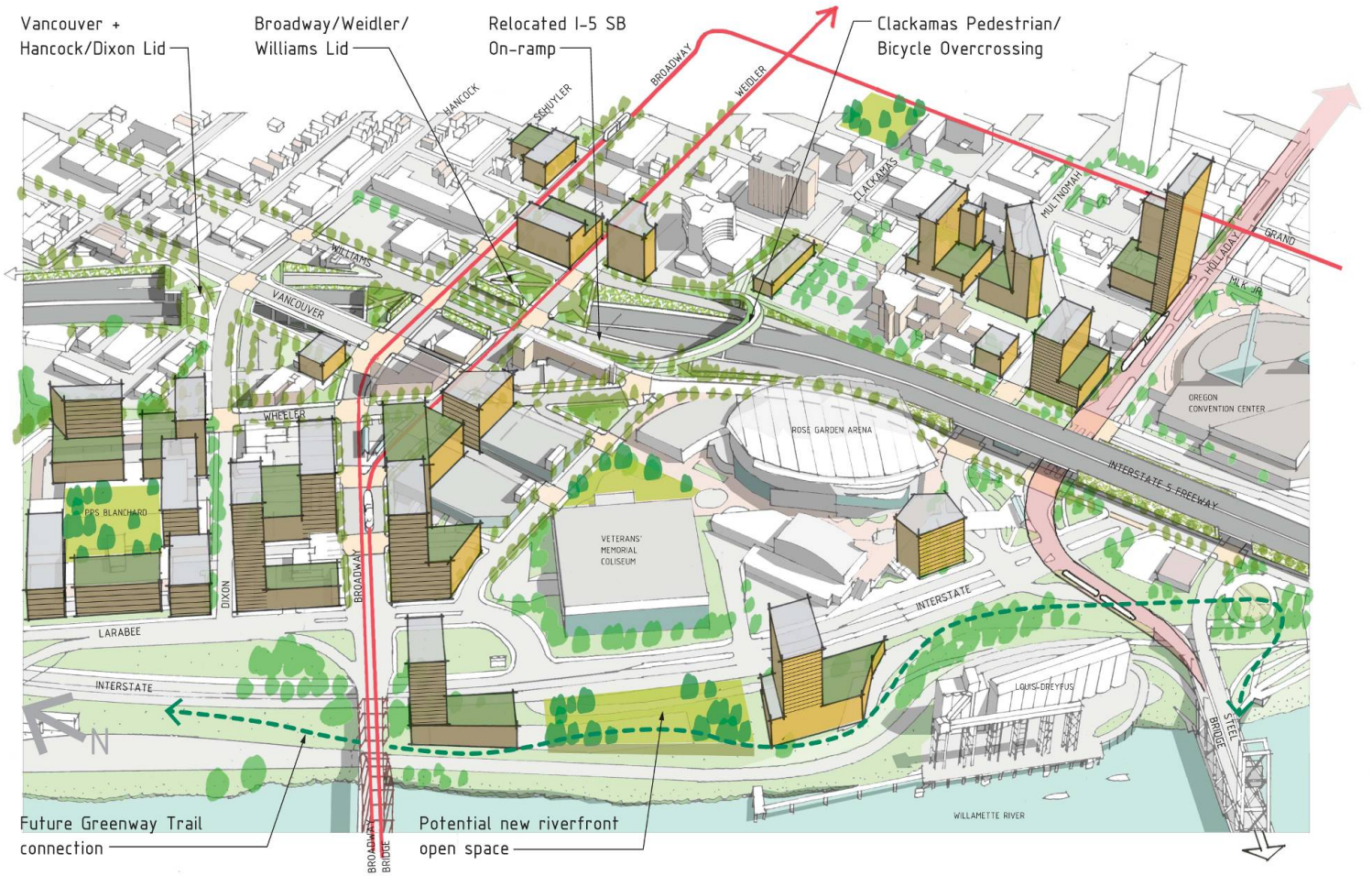


N/NE QUADRANT DEVELOPMENT MIX TO MEET 2035 TARGETS



Lloyd District: 5,000 New Housing Units and 10,000 New Jobs

CONCEPT IMPLEMENTATION OPPORTUNITY: I-5 IMPROVEMENTS

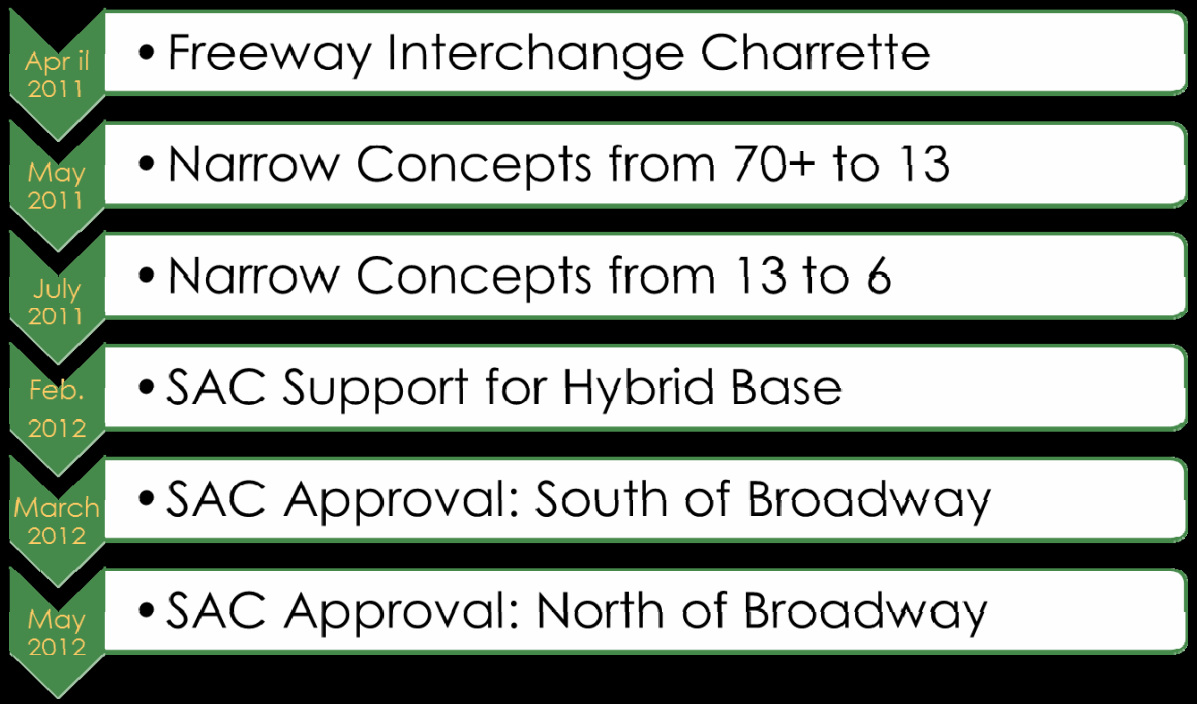


PROJECT PURPOSE

- Highest crash rates in the State
- Short weaving sections
- Improve interface with local streets
- Improve bike safety and mobility
- Increase pedestrian connectivity

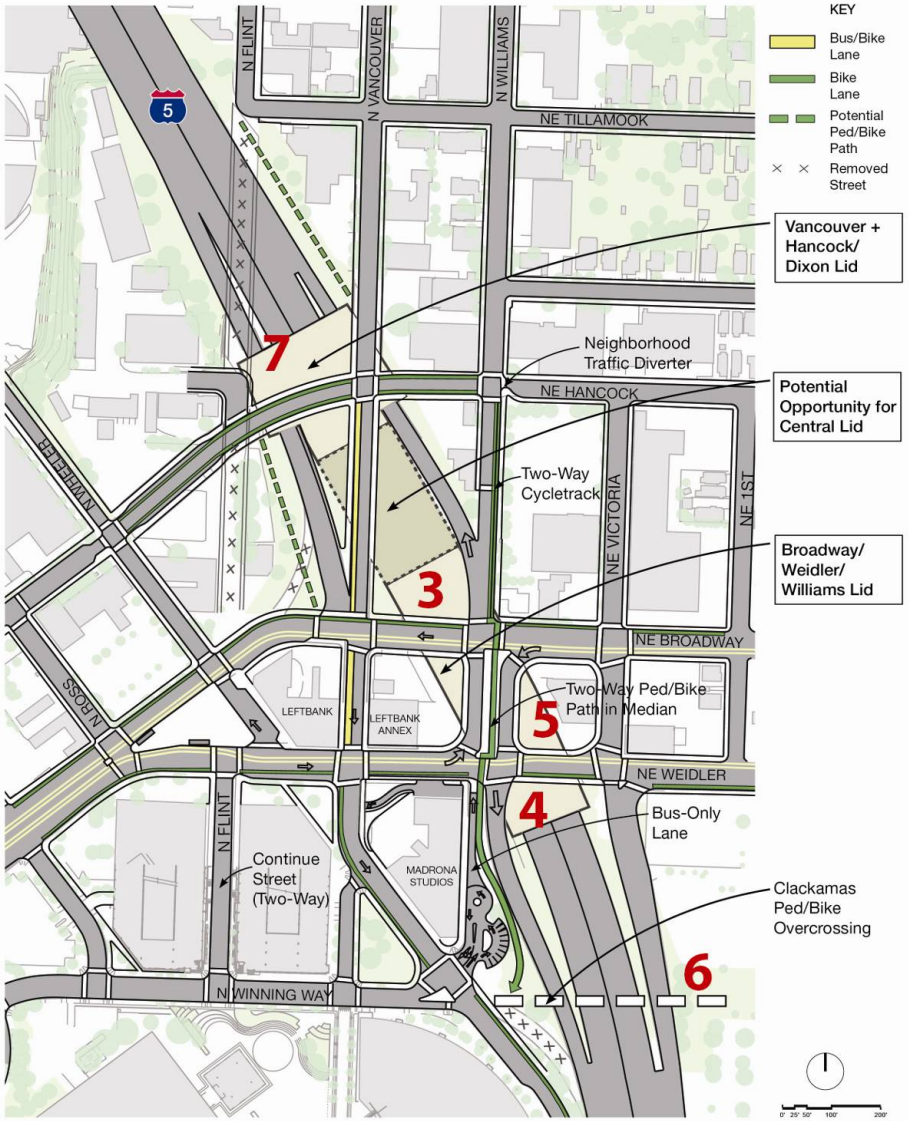


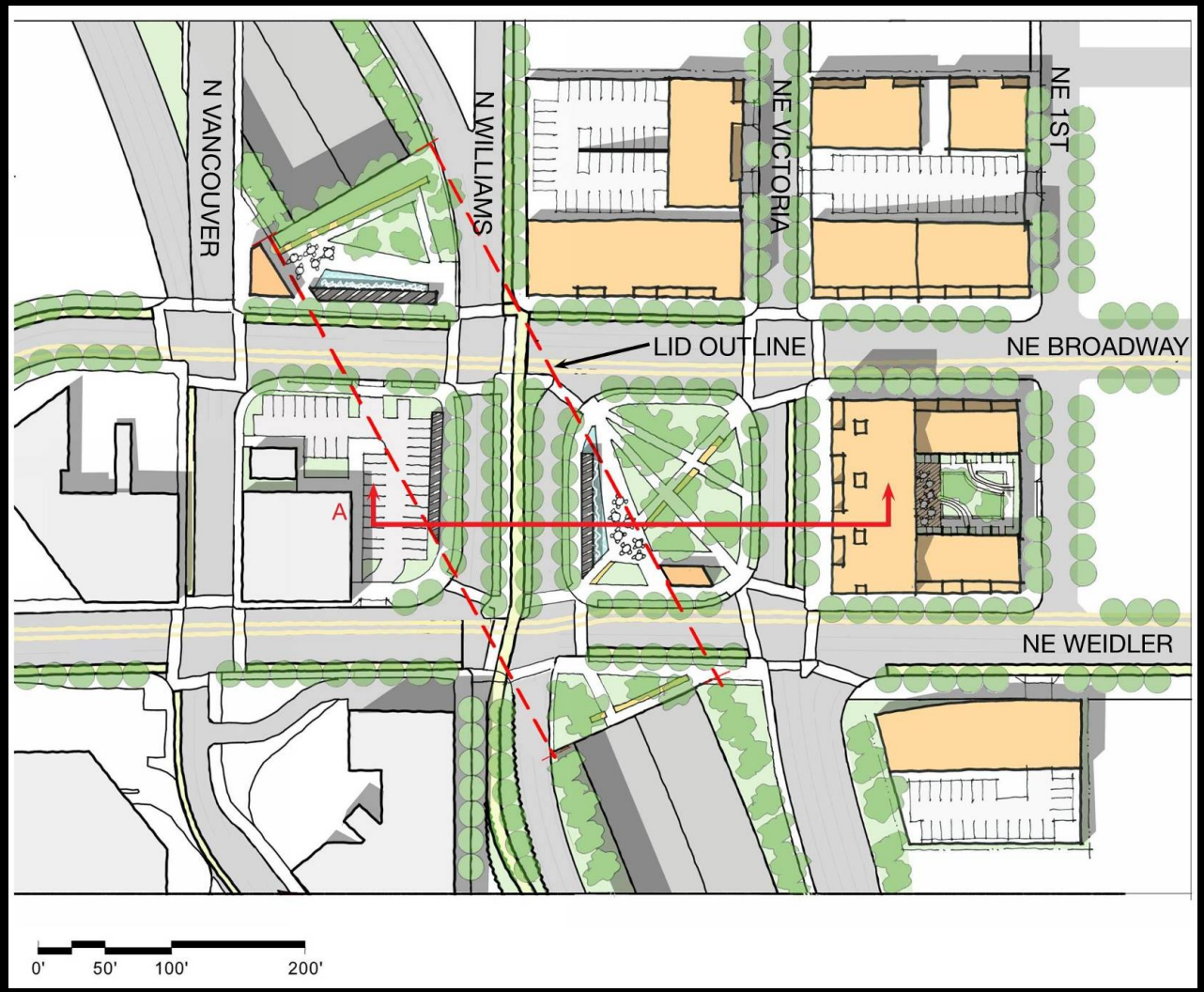
PROJECT OUTREACH/DEVELOPMENT TIMELINE




KEY
Existing Freeways
Extent of Freeway Improvements
Auxiliary Lane Extensions
New Shoulders
Local Street Improvements
N RUSSELL
N FLINT
N VANCOUVER
N WILLIAMS
NE MARTIN LUTHER KING JR
ENLARGED AREA
NE HANCOCK
N WHEELER
PPS
NE BROADWAY
N DIXON
NE WEIDLER
N WINNING WAY
NE CLACKAMAS
BROADWAY BRIDGE
VETERANS MEMORIAL COLISEUM
ROSE GARDEN ARENA
2
NE GRAND
NE 7TH
NE HOLLADAY
OREGON CONVENTION CENTER
STEEL BRIDGE
5
84
BURNSIDE BRIDGE

54969


KEY
Bus/Bike Lane
Bike Lane
Potential Ped/Bike Path
Removed Street
Vancouver + Hancock/ Dixon Lid
Neighborhood Traffic Diverter
Potential Opportunity for Central Lid
Two-Way Cycletrack
Broadway/ Weidler/ Williams Lid
Two-Way Ped/Bike Path in Median
Bus-Only Lane
Continue Street (Two-Way)
Clackamas Ped/Bike Overcrossing
N FLINT
N VANCOUVER
N WILLIAMS
NE TILLAMOOK
NE HANCOCK
NE VICTORIA
NE 1ST
NE BROADWAY
NE WEIDLER
N ROSS
N WINNING WAY
LEFTBANK
LEFTBANK ANNEX
MADRONA STUDIOS
5
7
3
4
6


N VANCOUVER
N WILLIAMS
NE VICTORIA
NE 1ST
LID OUTLINE
NE BROADWAY
A
NE WEIDLER
0'
50'
100'
200'

54971

BENEFITS OF PROJECT

MAINLINE:

- More reliability (important to freight)
- Shoulders allow disabled vehicles to be moved out of mainline traffic
- Seismic upgrades to affected bridges
- Projected 30-50% reduction in crashes

BENEFITS OF PROJECT (CONTINUED)

IMPROVED INTERFACE BETWEEN FREEWAY AND LOCAL STREETS:

- Improved bike and ped. Facilities
- Provides additional bike and ped. route choices for different types of riders
- More connectivity – better for good development
- Creates better local street connections
- Lid creates urban design opportunities

THE LAND USE-TRANSPORTATION CONNECTION

MMA DESIGNATION:

- **Multimodal Infrastructure**
  - I-5 Freeway and Local Street Network
  - Four LRT Lines
  - Streetcar: Pearl to CES
  - Eight Tri-Met Bus Lines
  - Major North/South and East/West Bike Routes

NEXT STEPS

- City/OTC adopt plan
- Near term safety improvements
- Proceed w/preliminary engineering and design coordination issues
    - Egress plan to be refined with Rose Garden and City
    - ODOT/City to do additional outreach
    - Traffic calming for Eliot Neighborhood

SHORT AND NEAR TERM IMPROVEMENTS



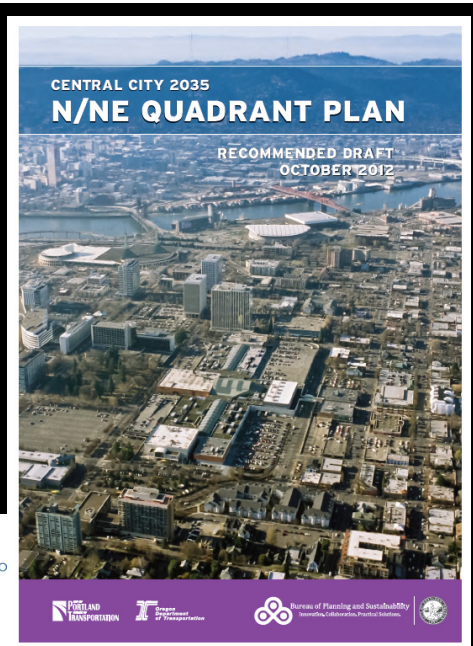
REQUEST OF CITY COUNCIL:

a) Adopt the N/NE Quadrant Plan (by non-binding resolution)

b) Recommend that the OTC adopt the I-5 Broadway/Weidler Facility Plan

c) Direct PBOT to work with ODOT to:
   a) seek funding to implement the Facility Plan and
   b) implement near-term safety improvements in the vicinity of the interchange.

d) Direct PBOT and BPS to work with ODOT to designate the N/NE Quadrant a Multimodal Mixed-Use Area (MMA).





EXTRA SLIDES

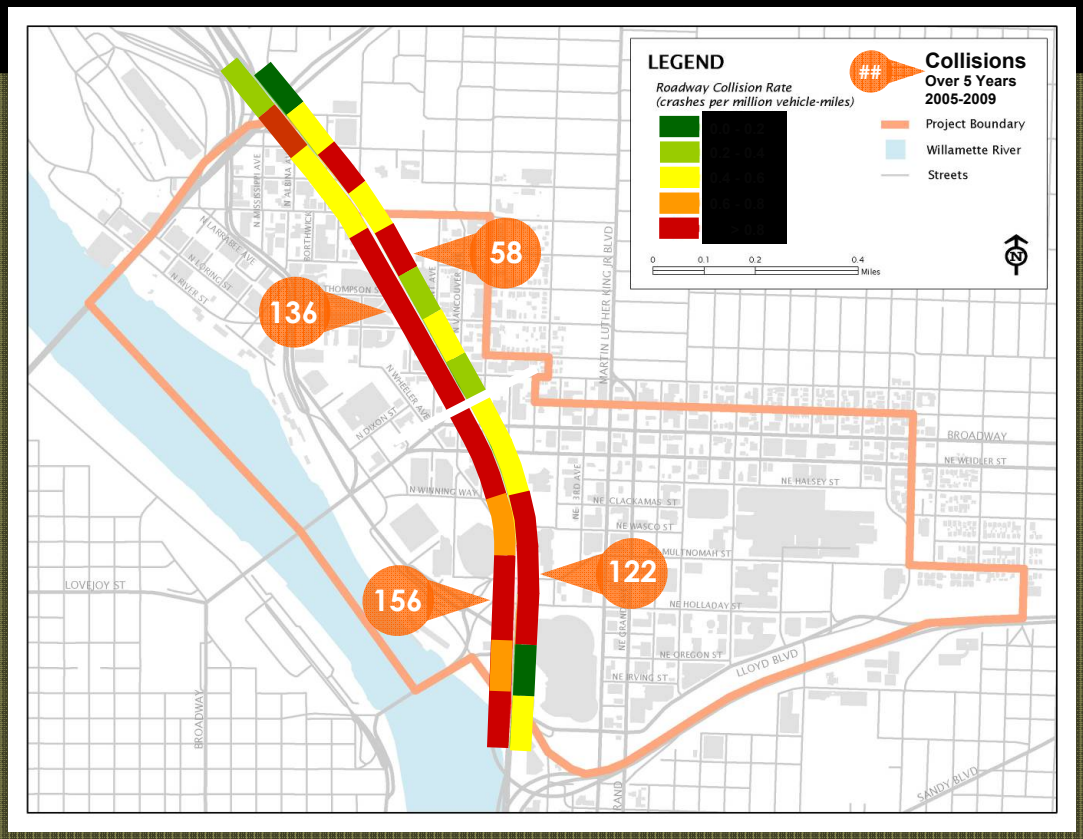
PROJECT COSTS

• Auxiliary Lanes/Shoulders:	$140-$150m
• Broadway/Weidler Lid:	$100-$110m
• Vancouver/Hancock w/Lid	$70-$80
• Clackamas Bike/Ped Bridge	$15-20m
Total:	$325-$360m

APPROVALS

- SAC 17: June 16, 2012
  - Extended Public Comment
  - SAC Approval of Facility Plan
- SAC 20: Approval of Overall Plan: Aug 2012
- City of Portland PSC: September 2012
- City Council Public Hearing: October 2012
- OTC Action: December 2012

REVIEW: I-5 CRASHES



PROPOSED N WILLIAMS OPERATION

Show video: http://www.portlandoregon.gov/bps/article/405880

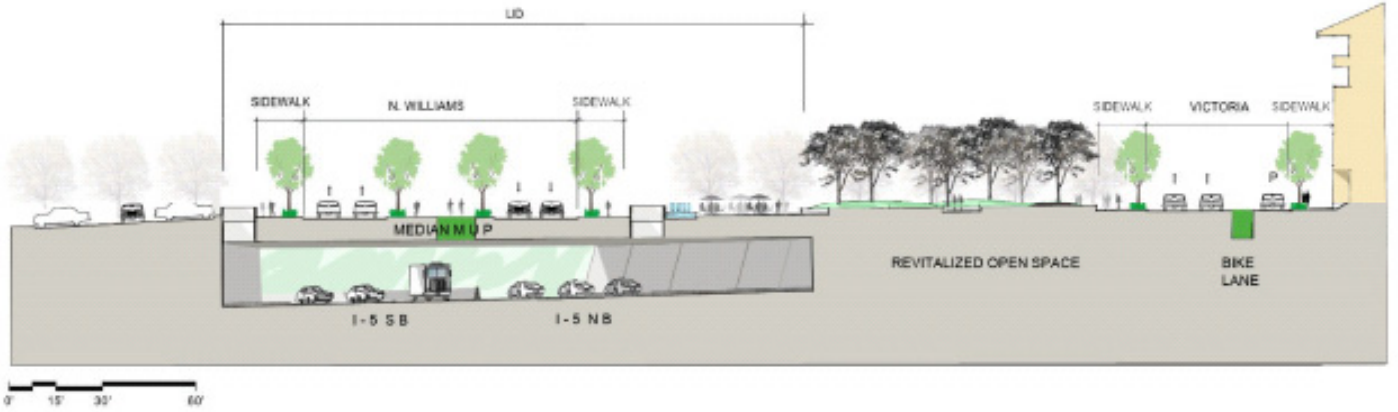
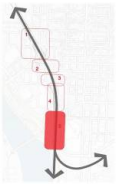


Figure 1: Hybrid Base Project, Cross Section A (illustrative concept drawing)

5 ROSE QUARTER TC AND OREGON CONV. CENTER

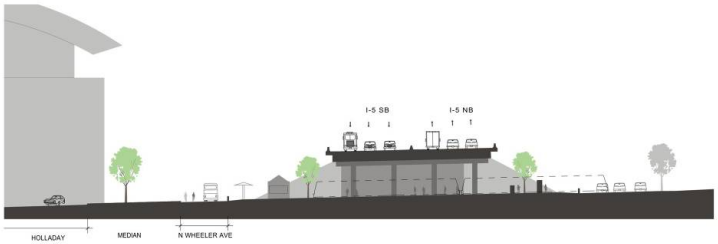


PLAN

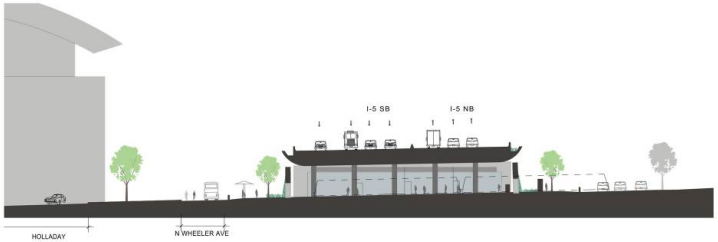


SECTION E2

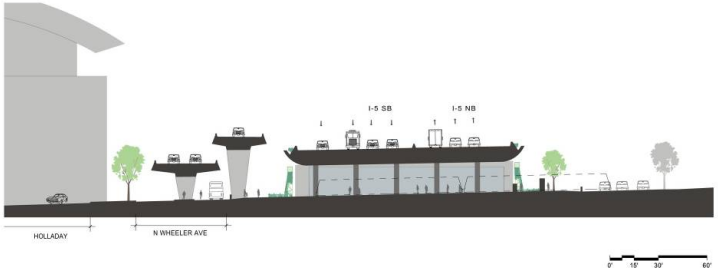
EXISTING

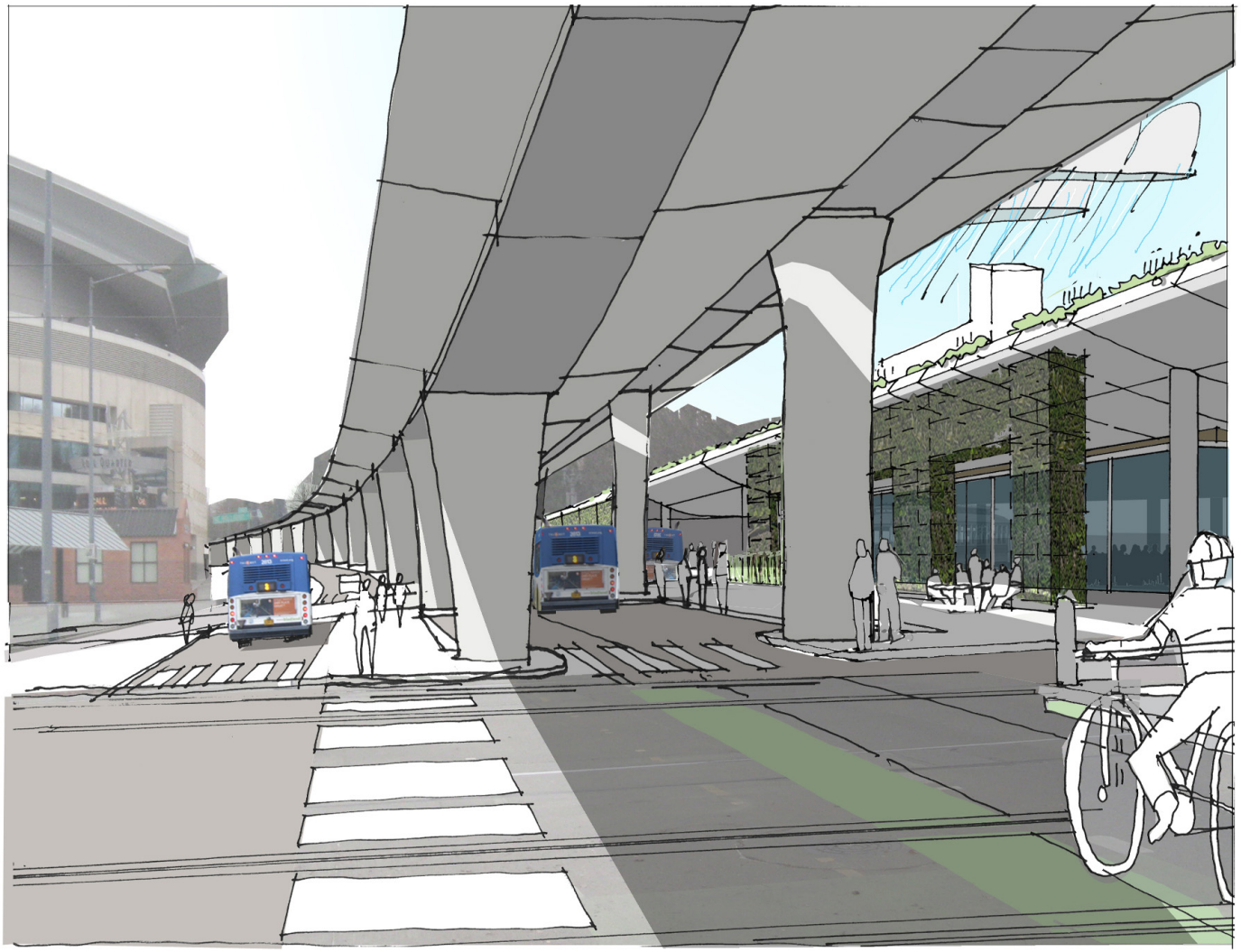


AUXILIARY LANES ADDED



SOUTHBOUND BRAID

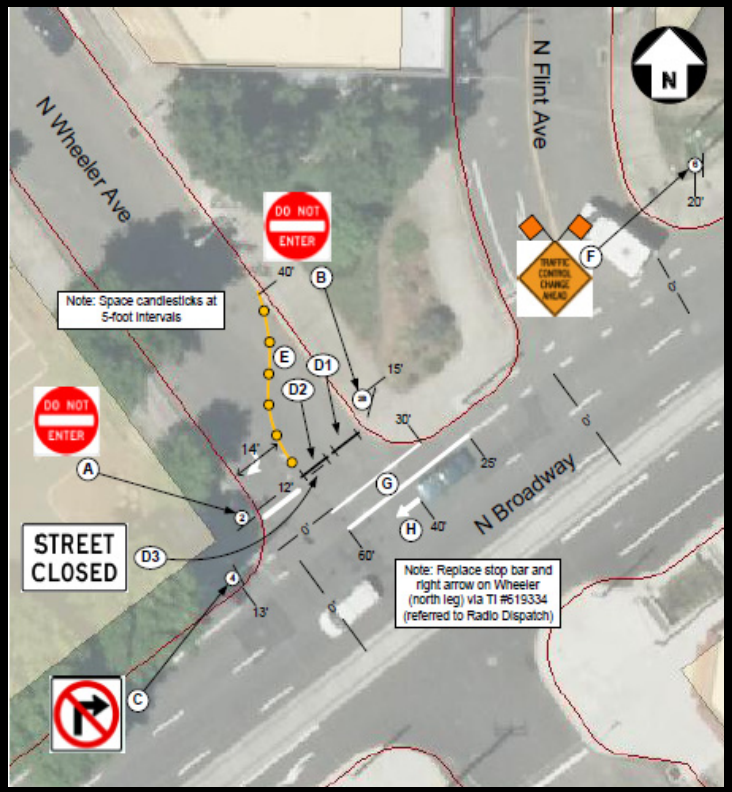




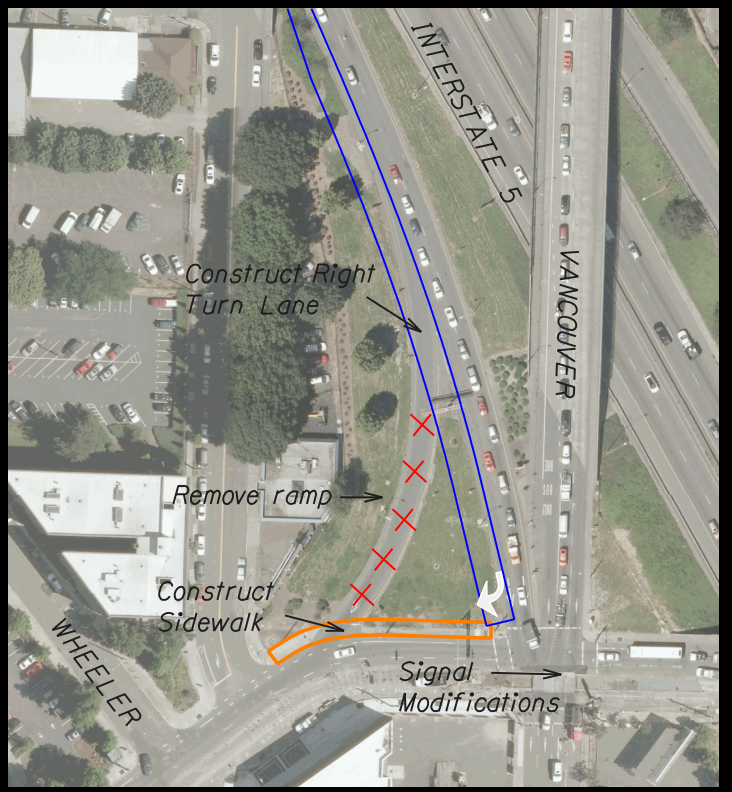
54985

SHORT AND NEAR TERM IMPROVEMENTS

Wheeler: Partial Closure



I-5 SB: Slip Ramp Closure




DETOUR
DO NOT
ENTER
STREET
CLOSED
STREET
CLOSED
STREET
CLOSED

54987

Thunderbird Site – Existing Conditions

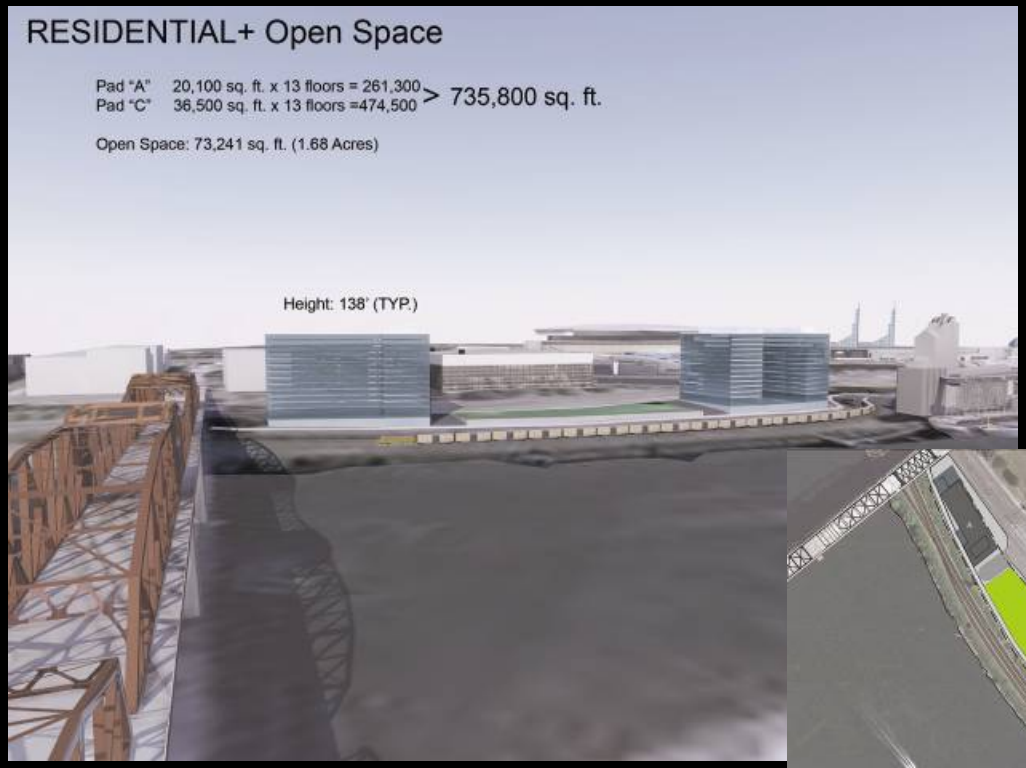
RESIDENTIAL: Full build out

Pad "A" 20,100 sq. ft. x 9 floors = 180,900
Pad "B" 47,100 sq. ft. x 9 floors = 423,900 > 933,300 sq. ft.
Pad "C" 36,500 sq. ft. x 9 floors = 328,500



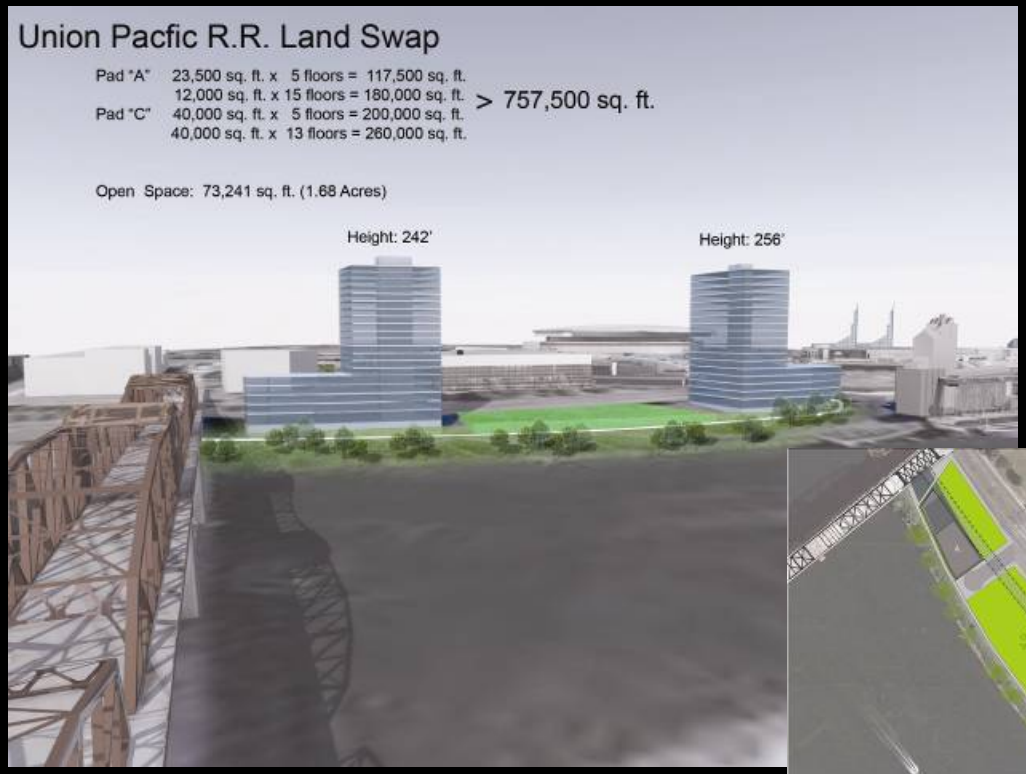


Thunderbird Site – Alternative A: up to 150 feet





Thunderbird Site – Alternative E: up to 250 feet



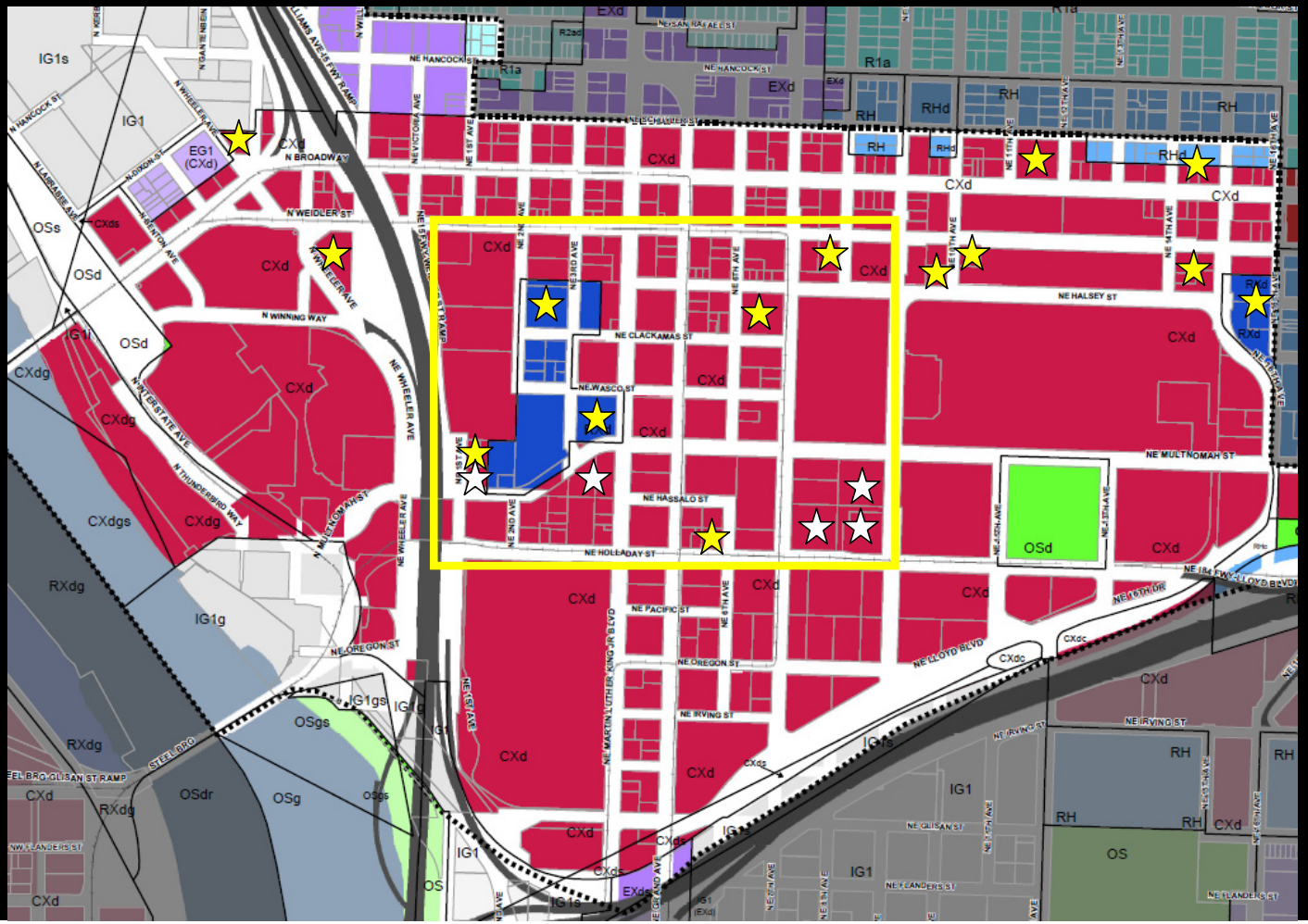


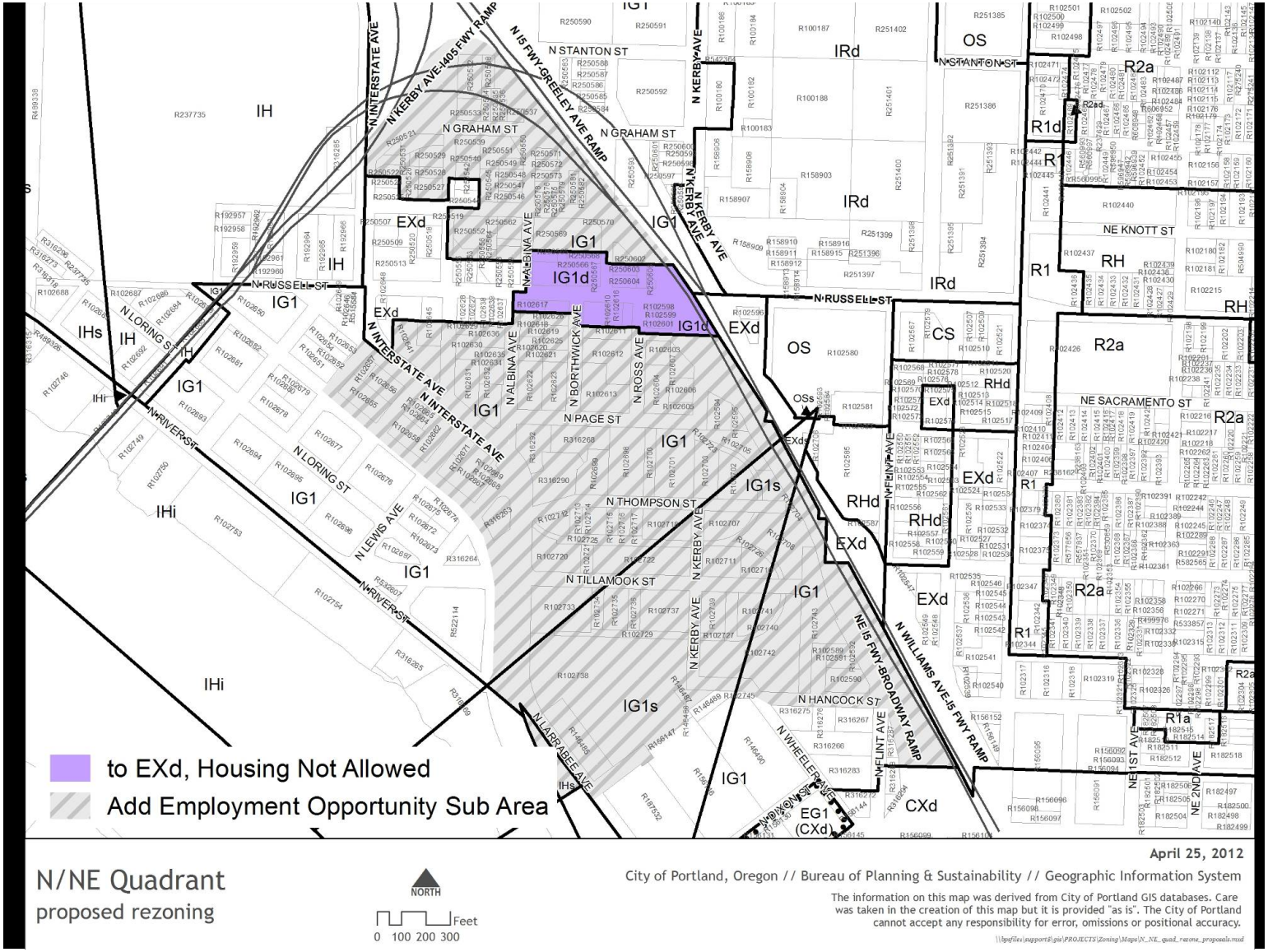
Vancouver/Williams Study Area – Existing Uses in the RHd Zone





Central Lloyd – RXd Pocket




to EXd, Housing Not Allowed
Add Employment Opportunity Sub Area
N/NE Quadrant
proposed rezoning
NORTH
0 100 200 300 Feet
April 25, 2012
City of Portland, Oregon // Bureau of Planning & Sustainability // Geographic Information System
The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.
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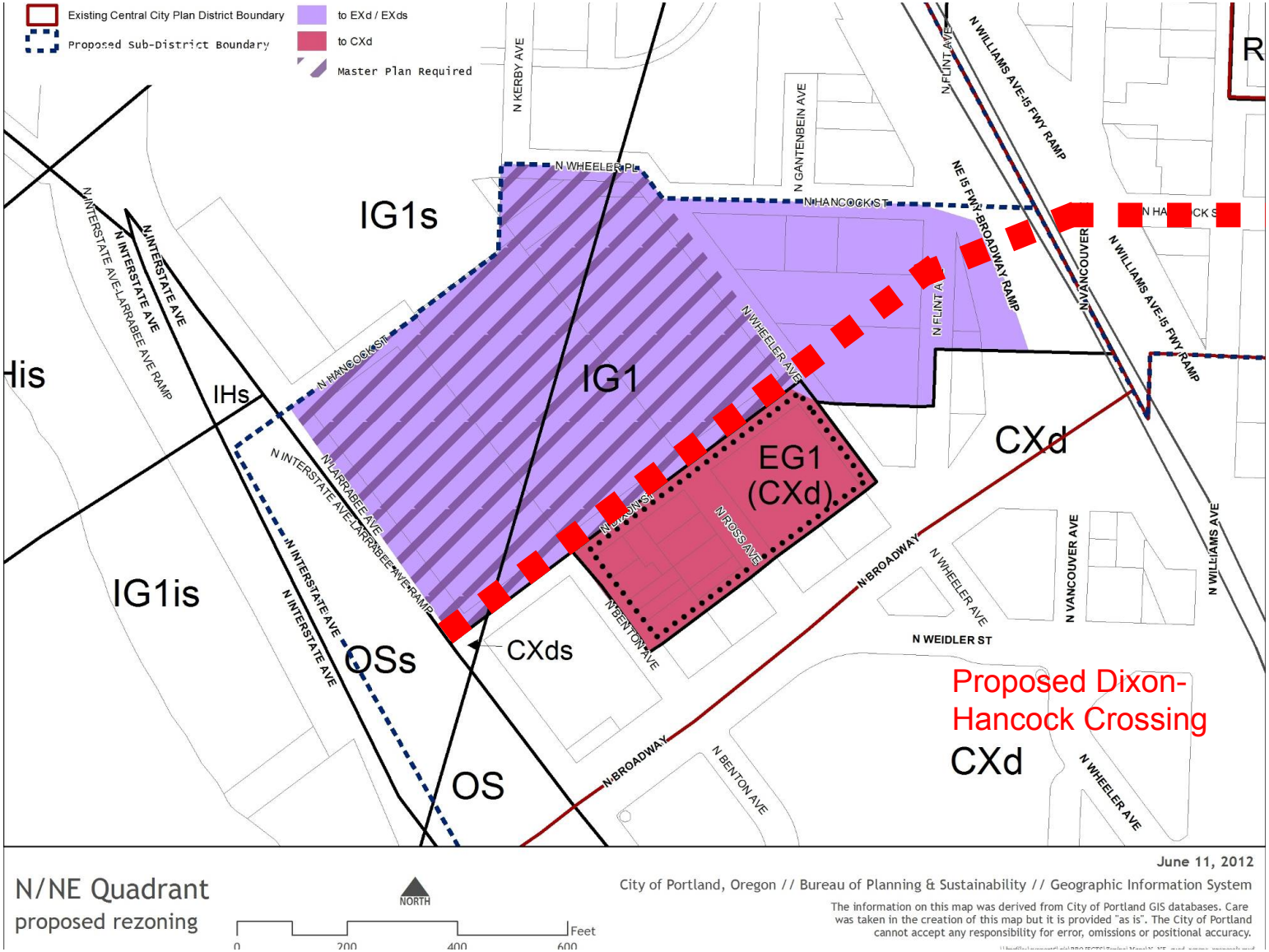
Existing Central City Plan District Boundary
Proposed Sub-District Boundary
to EXd / EXds
to CXd
Master Plan Required
IG1s
IG1
IG1is
IHs
His
EG1
(CXd)
CXd
CXds
OSs
OS
Proposed Dixon-
Hancock Crossing
CXd
N KERBY AVE
N GANTENBEIN AVE
N WHEELER PL
N HANCOCK ST
N FLINT AVE
N WILLIAMS AVE-I5 FWY RAMP
NE I5 FWY-BROADWAY RAMP
N VANCOUVER
N WILLIAMS AVE-I5 FWY RAMP
N INTERSTATE AVE-LARRABEE AVE RAMP
N INTERSTATE AVE
N LARRABEE AVE
N WHEELER AVE
N BROWN ST
N ROSS AVE
N BENTON AVE
N BROADWAY
N VANCOUVER AVE
N WEIDLER ST
N WILLIAMS AVE
N WHEELER AVE
N BENTON AVE
N BROADWAY
N WHEELER AVE
N/NE Quadrant
proposed rezoning
NORTH
0
200
400
600
Feet
June 11, 2012
City of Portland, Oregon // Bureau of Planning & Sustainability // Geographic Information System
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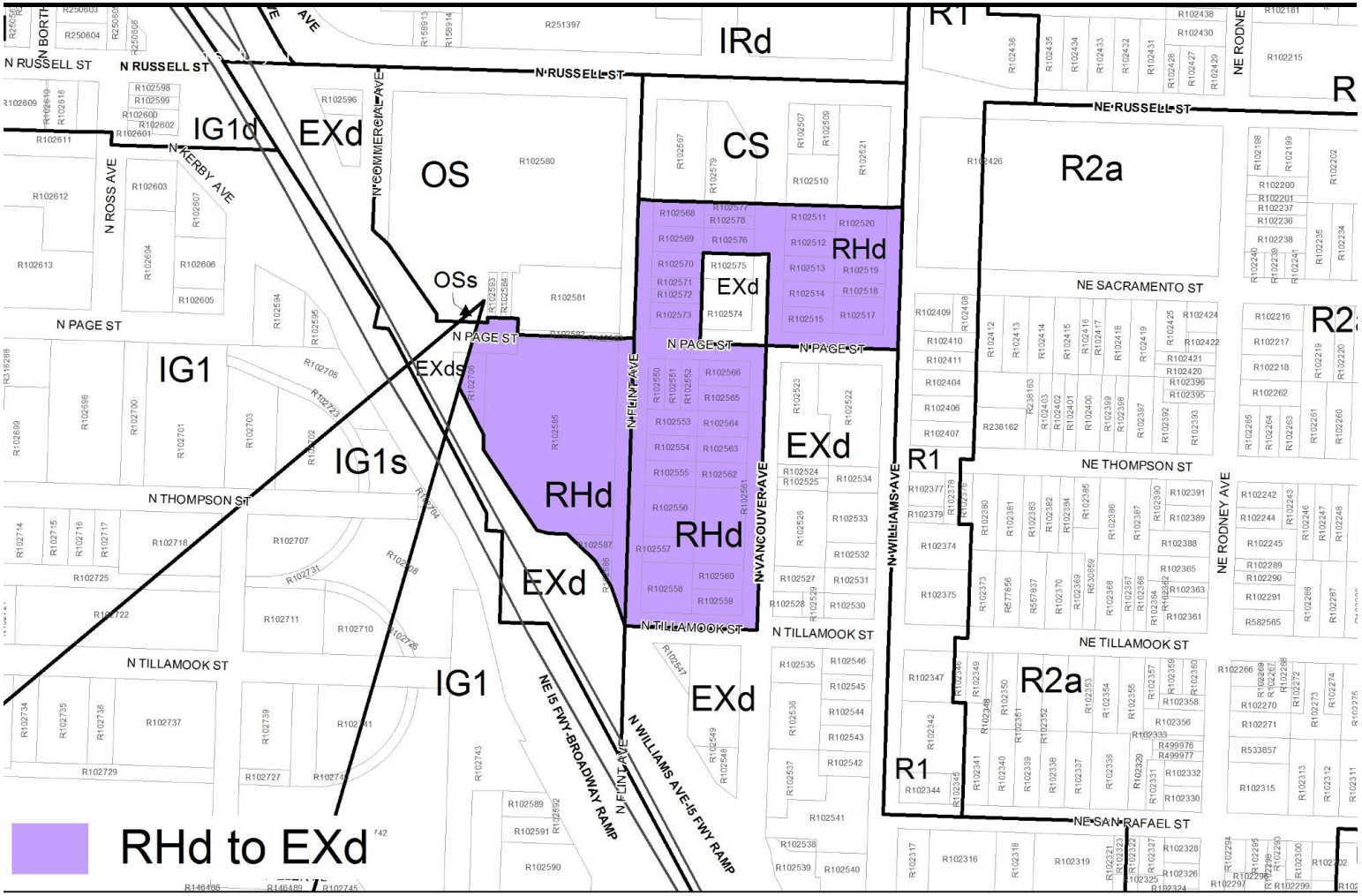

April 25, 201

N/NE Quadrant
proposed rezoning

NORTH

0 100 200 300 Feet

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

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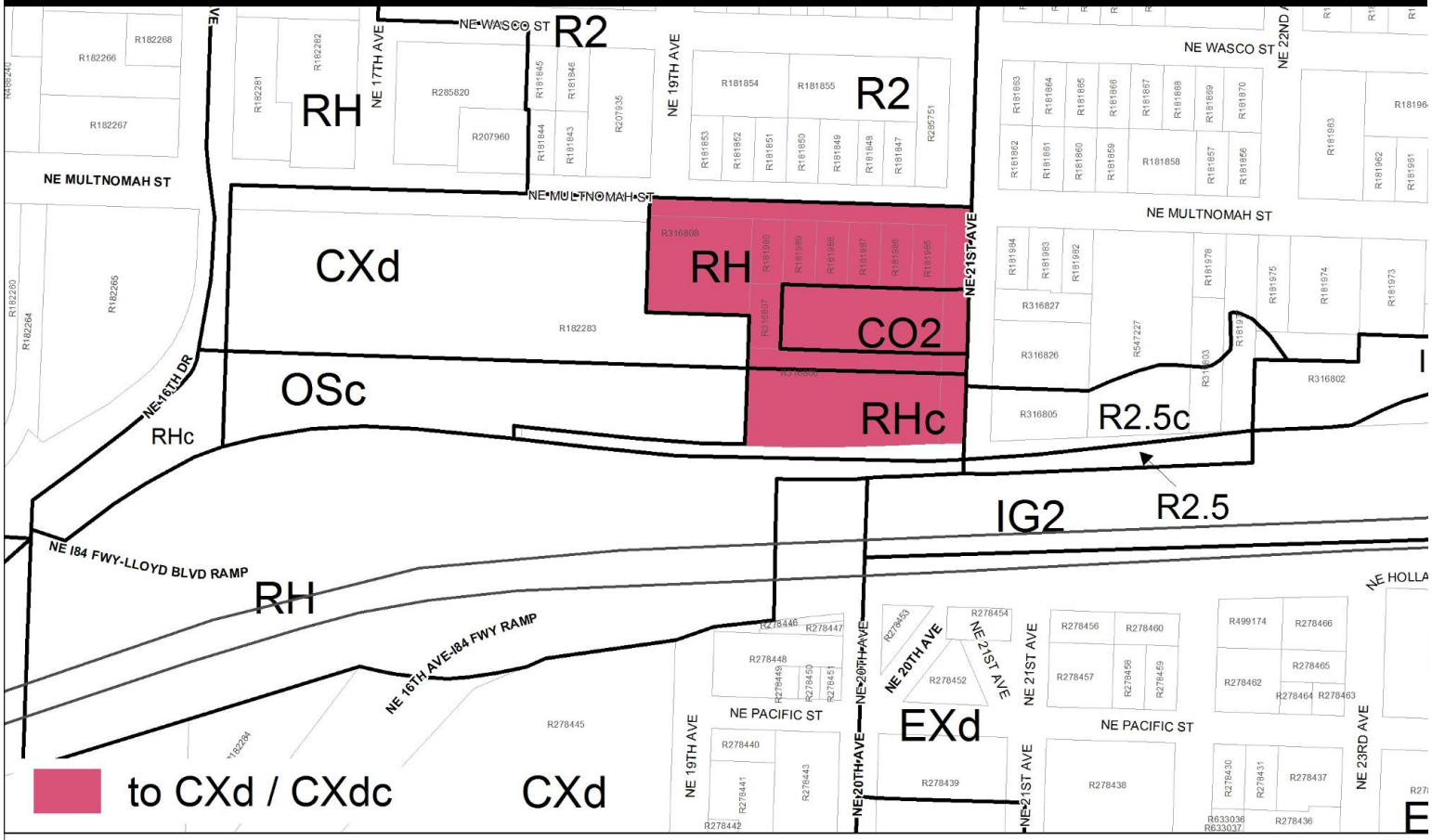
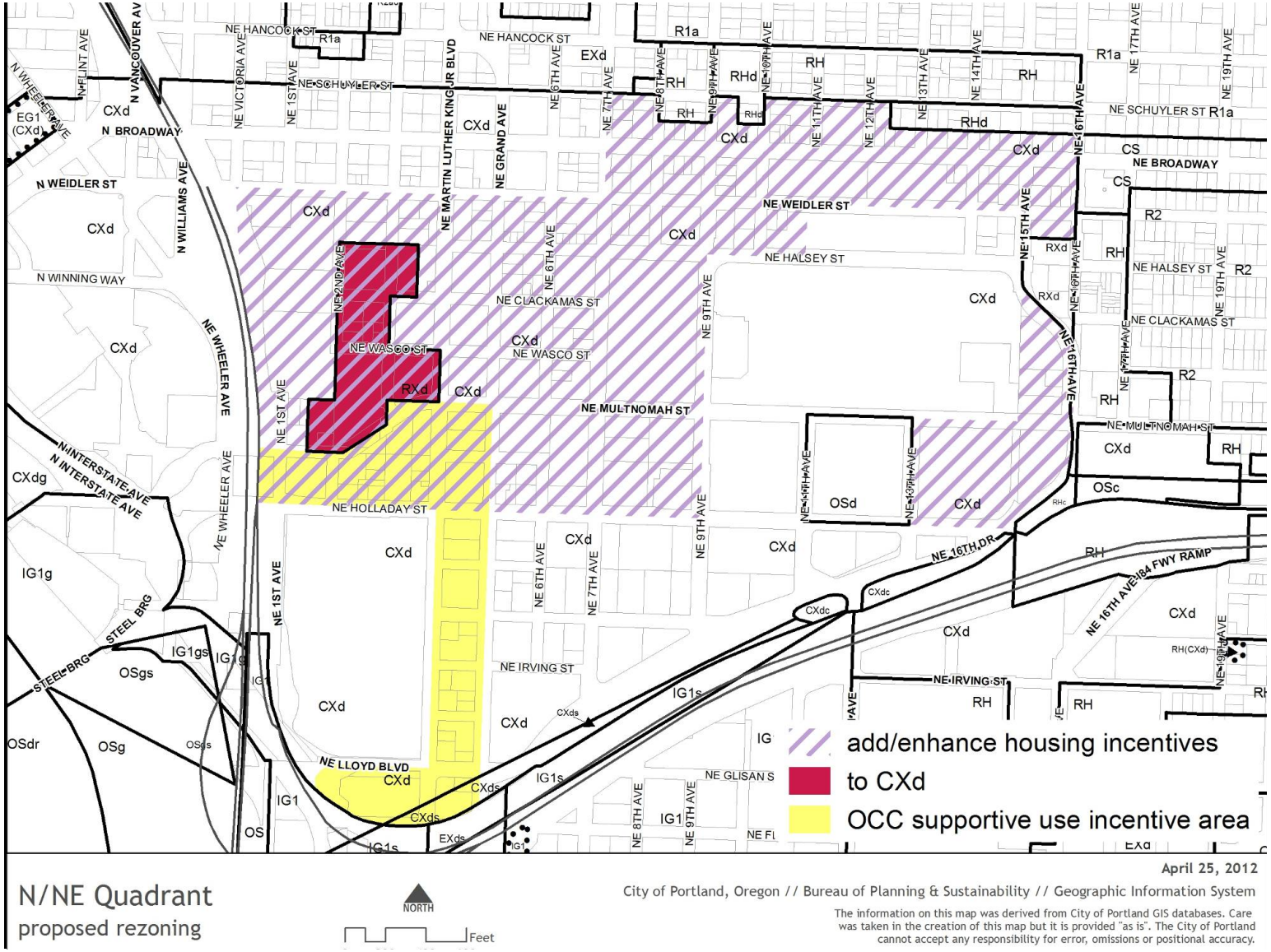
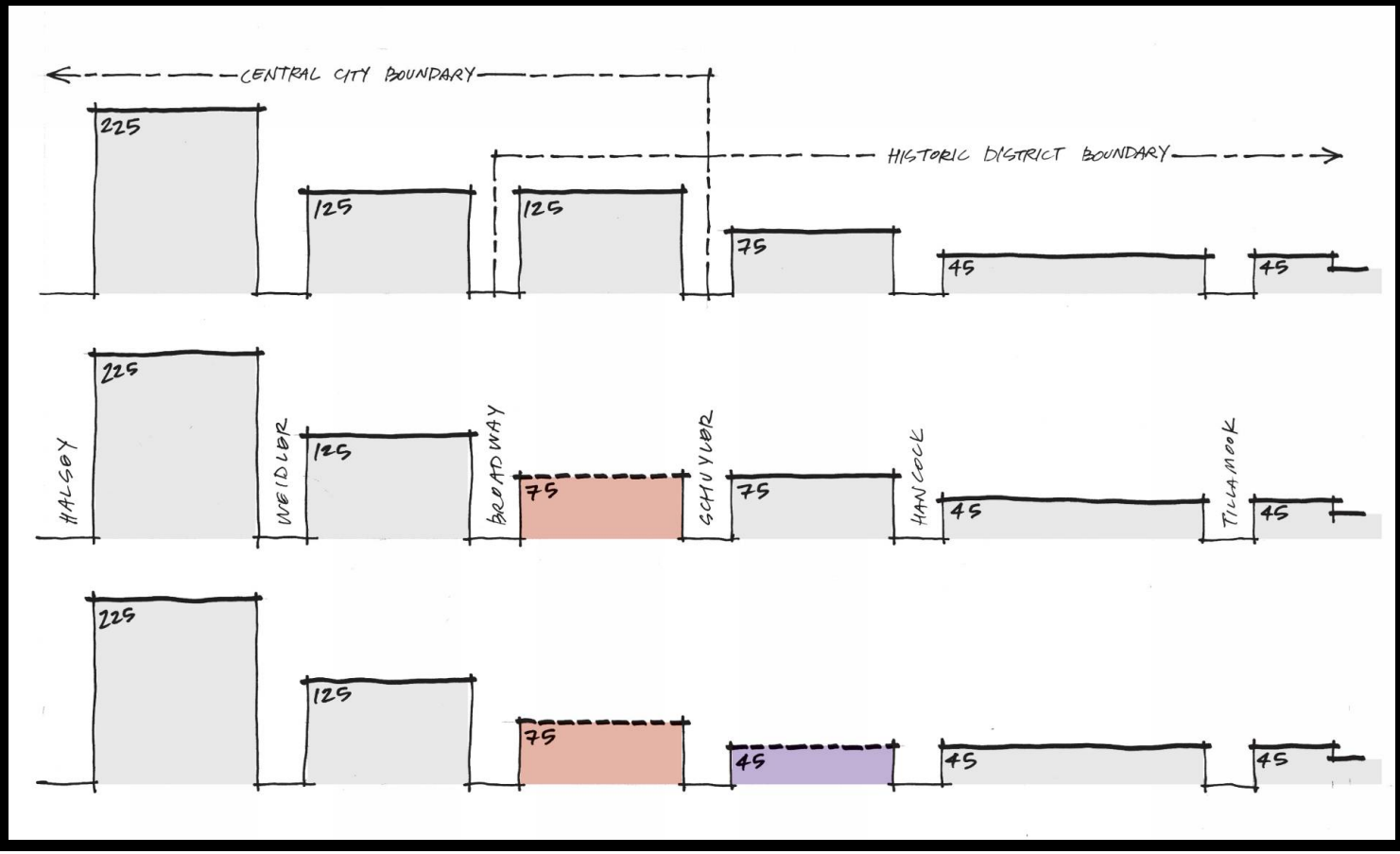
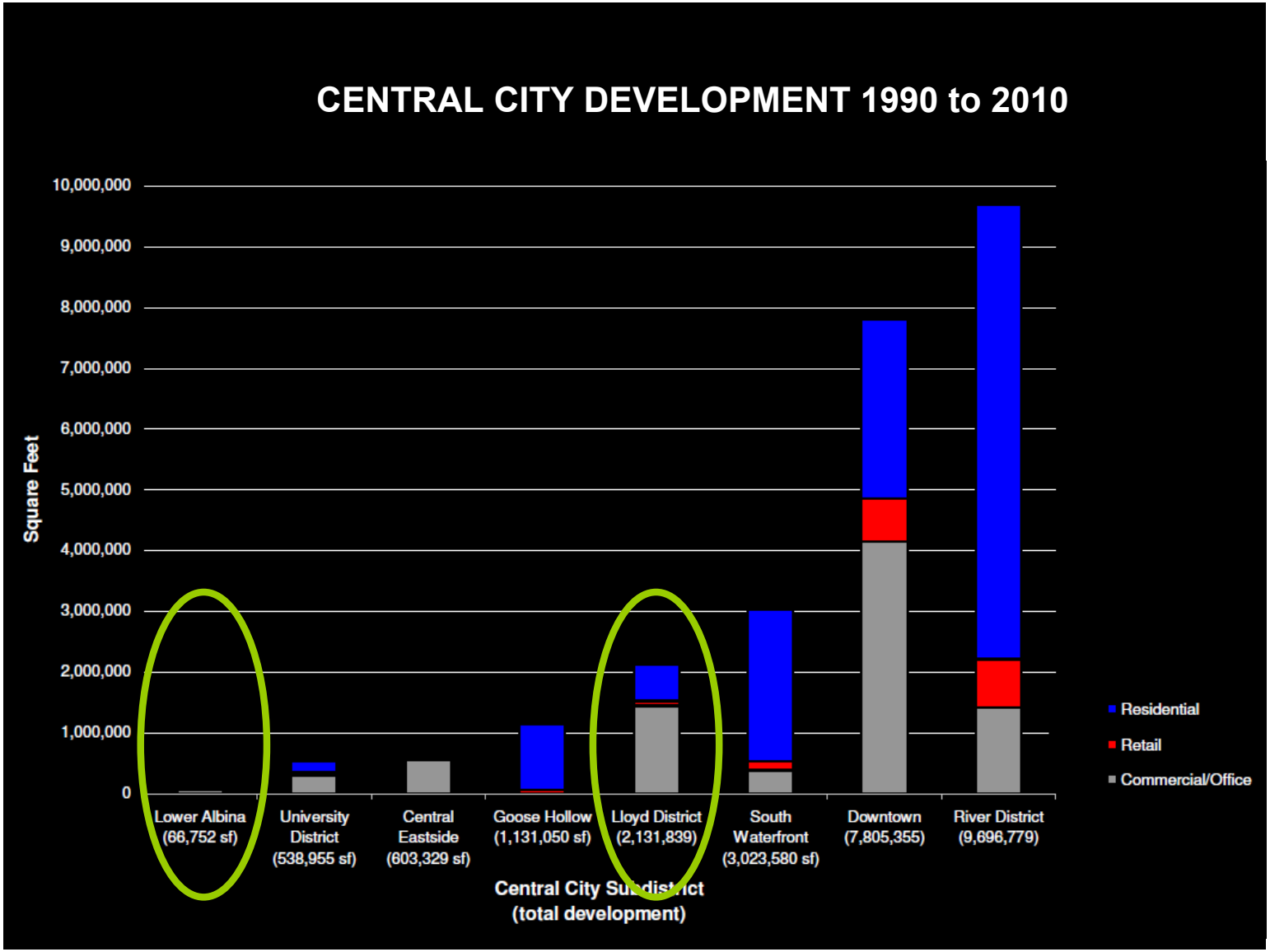
Banfield Portal




add/enhance housing incentives
to CXd
OCC supportive use incentive area
N/NE Quadrant
proposed rezoning
NORTH
Feet
April 25, 2012
City of Portland, Oregon // Bureau of Planning & Sustainability // Geographic Information System
The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.

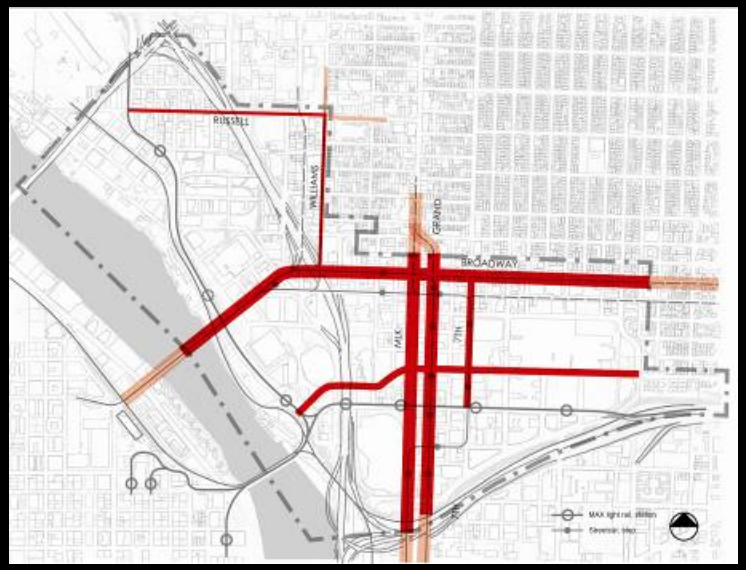
Irvington Edge Height Proposal




CENTRAL CITY DEVELOPMENT 1990 to 2010
10,000,000
9,000,000
8,000,000
7,000,000
6,000,000
5,000,000
4,000,000
3,000,000
2,000,000
1,000,000
0
Square Feet
Lower Albina (66,752 sf)
University District (538,955 sf)
Central Eastside (603,329 sf)
Goose Hollow (1,131,050 sf)
Lloyd District (2,131,839)
South Waterfront (3,023,580 sf)
Downtown (7,805,355)
River District (9,696,779)
Central City Subdistrict (total development)
Residential
Retail
Commercial/Office

“Retail Commercial” Streets

1. Busy, continuous, active streets by day and night with high volumes of vehicles, transit, bicycles and pedestrians
2. Stormwater management less visible or at intersections with side streets
3. Retail uses required/strongly encouraged, specialized retail encouraged



Scales:
Civic: *Broadway, MLK and Grand*
District: *Multnomah and 7th*
Neighborhood: *Russell and Williams*

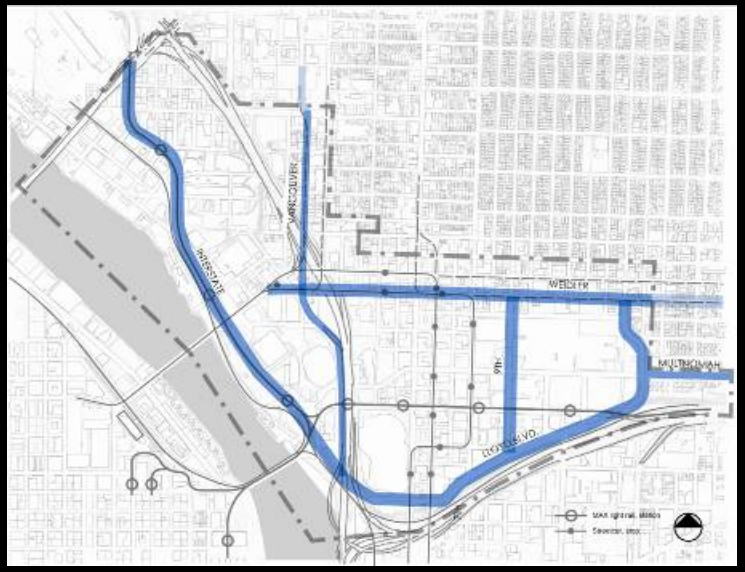






“Boulevard” Streets

1. Busy, continuous streets with nodal activity and emphasis on access, movement and flow. High volumes of vehicles, transit, bicycles and pedestrians
2. Visible “green” and stormwater management features allowed/encouraged, including landscaped building setbacks
3. Retail uses allowed, encouraged at key locations



Scales:

Civic: *Weidler, 15th/16th, 9th, Lloyd Blvd. and Interstate*

Neighborhood: *Vancouver and Wheeler*





“Flexible” Streets

1. Quieter low volume streets, alternative routes for pedestrians and bicyclists
2. Visible “green” and stormwater management features allowed/encouraged, including landscaped building setbacks
3. Retail uses limited or discouraged, except at key locations
4. Highly specialized/localized designs responsive to adjacent land uses/development
5. Linked together as part of a system that reaches the river



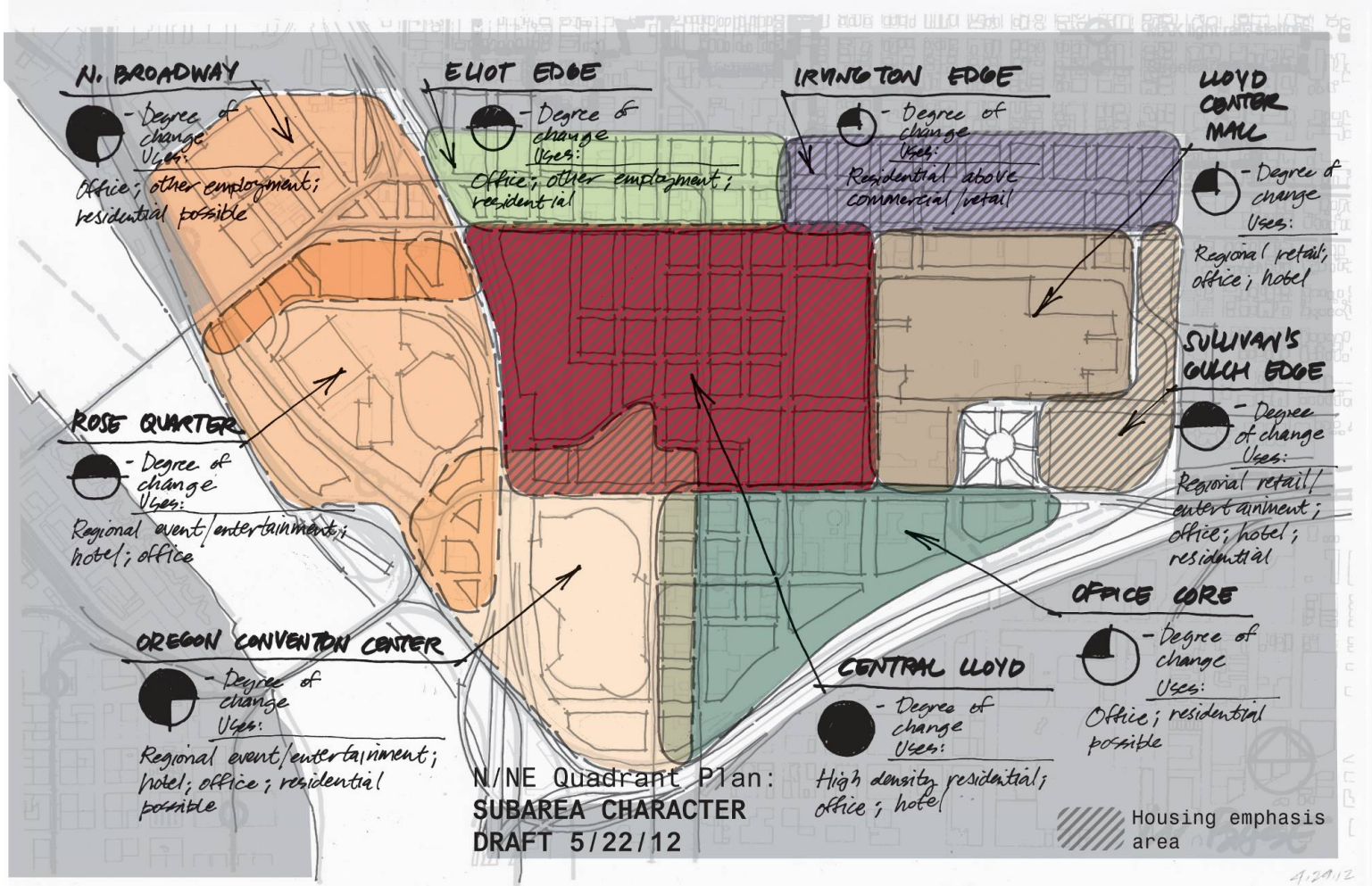
Some potential variations:

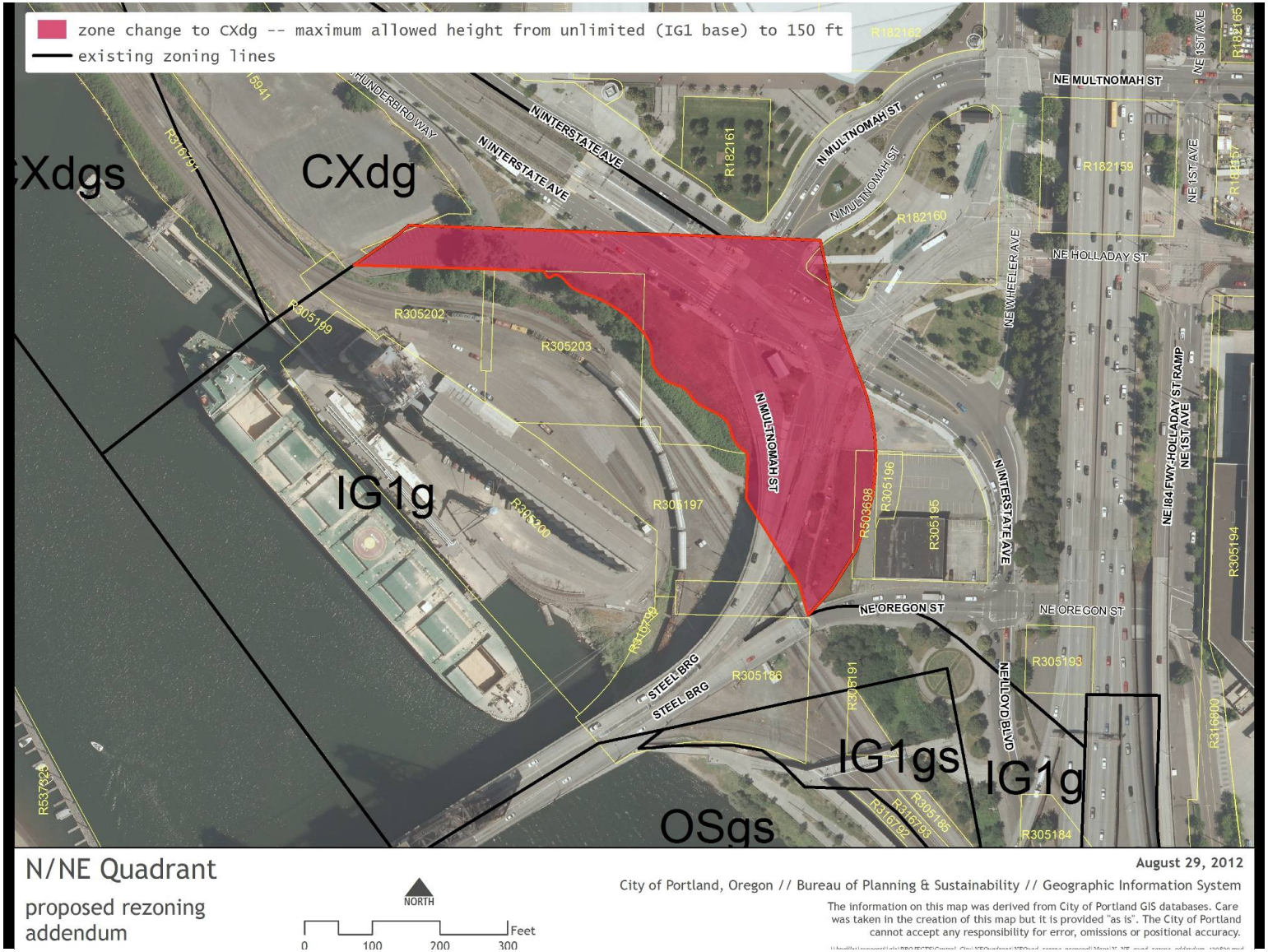
Woonerf, Festival Street, Pathway, Alley





LLOYD DISTRICT SUBAREA CHARACTER





N/NE Quadrant

proposed rezoning addendum

August 29, 2012

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

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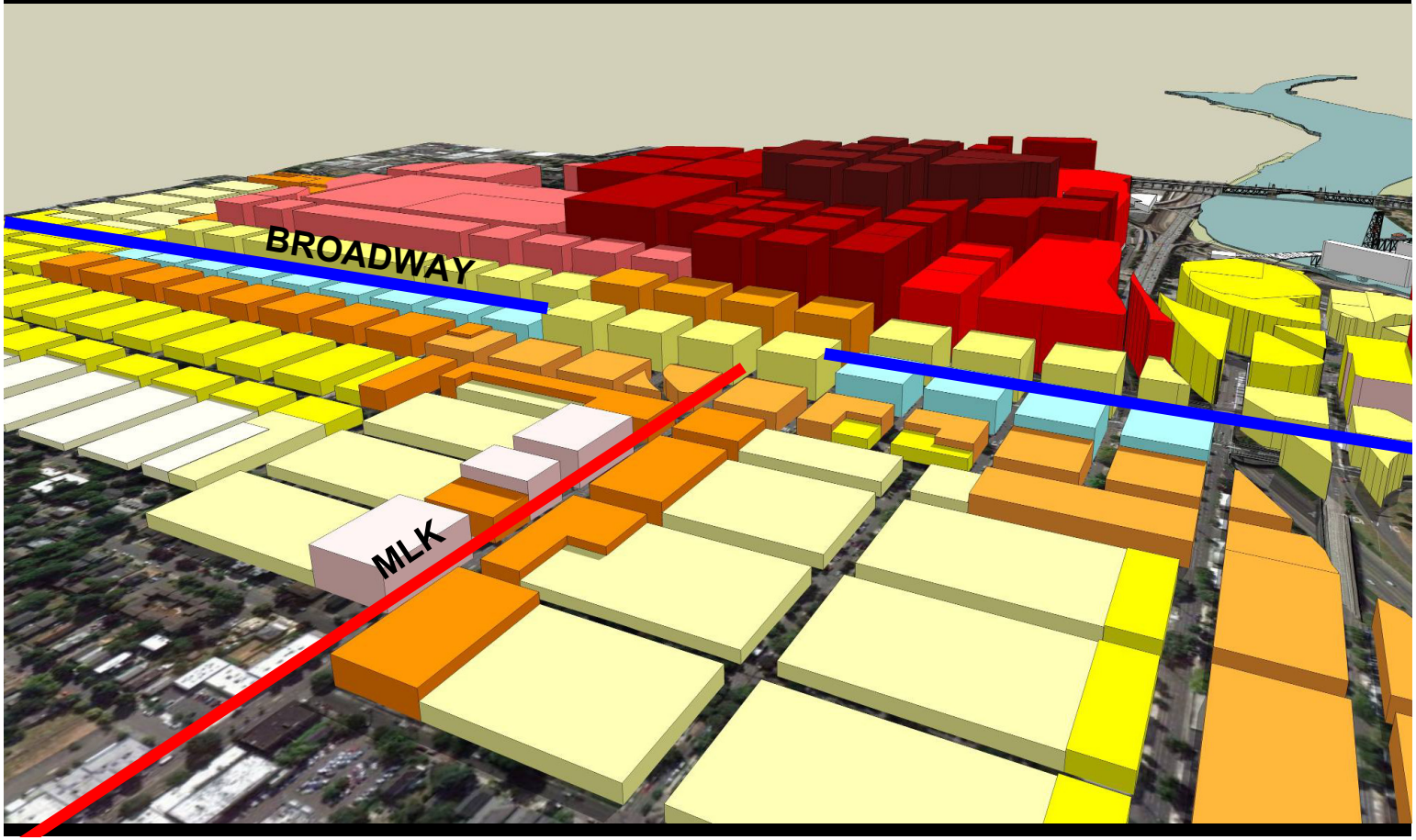
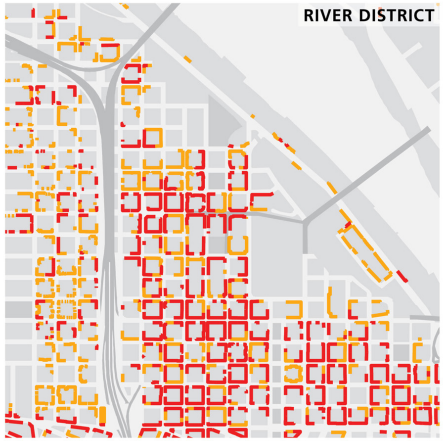
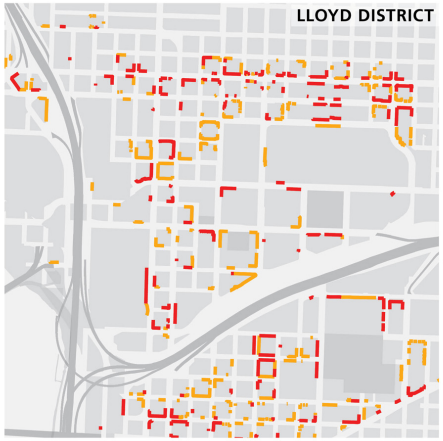
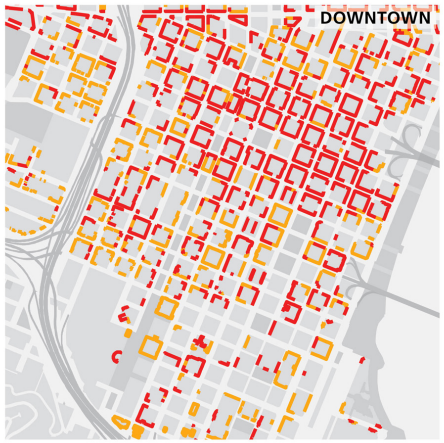
PROPOSED MAXIMUM HEIGHTS LOOKING SOUTH

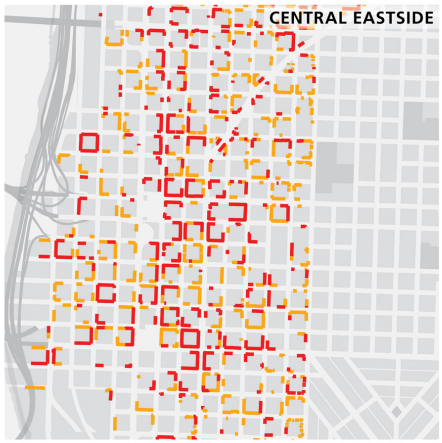


GROUND FLOOR EDGE CONDITIONS



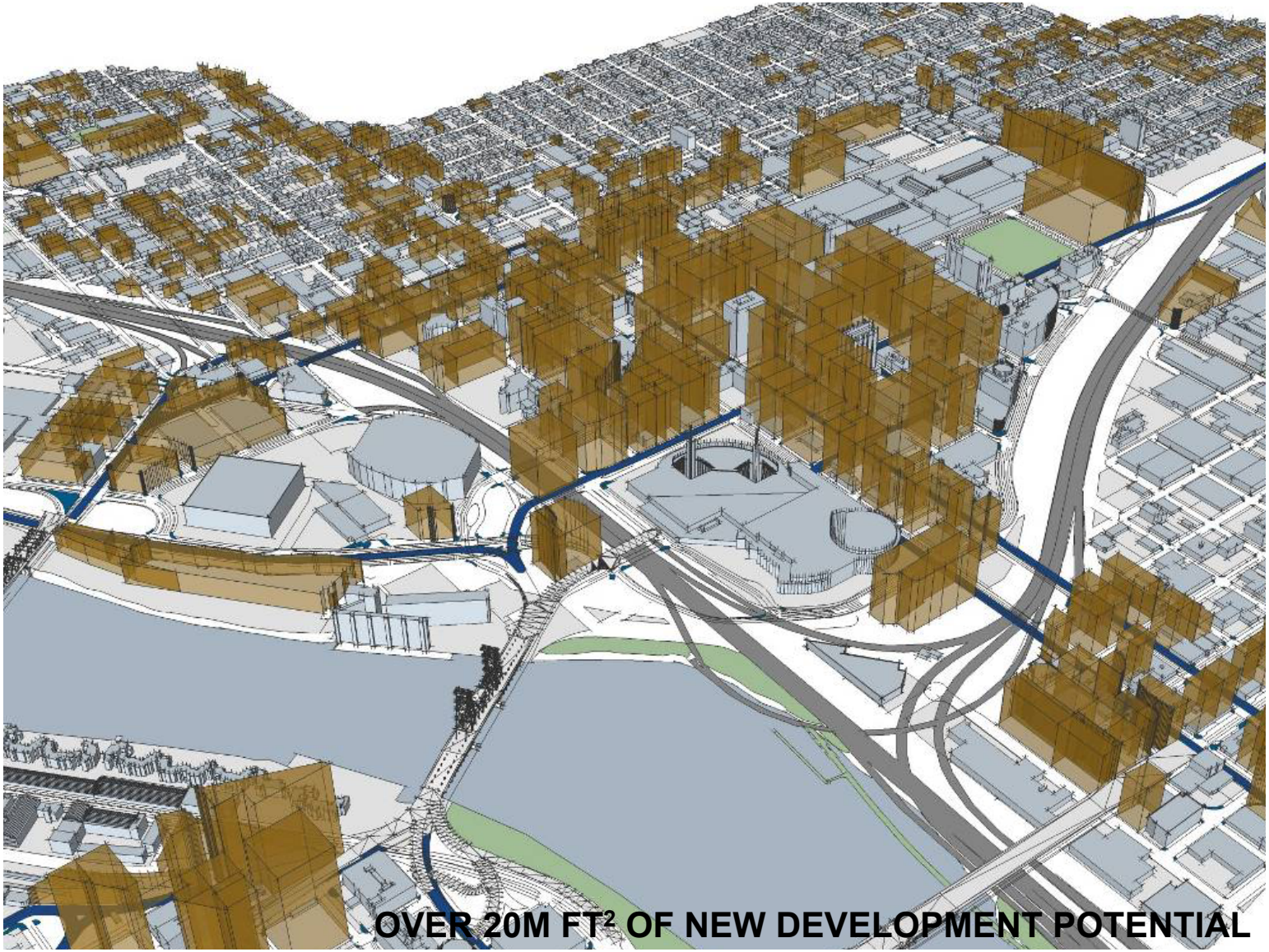




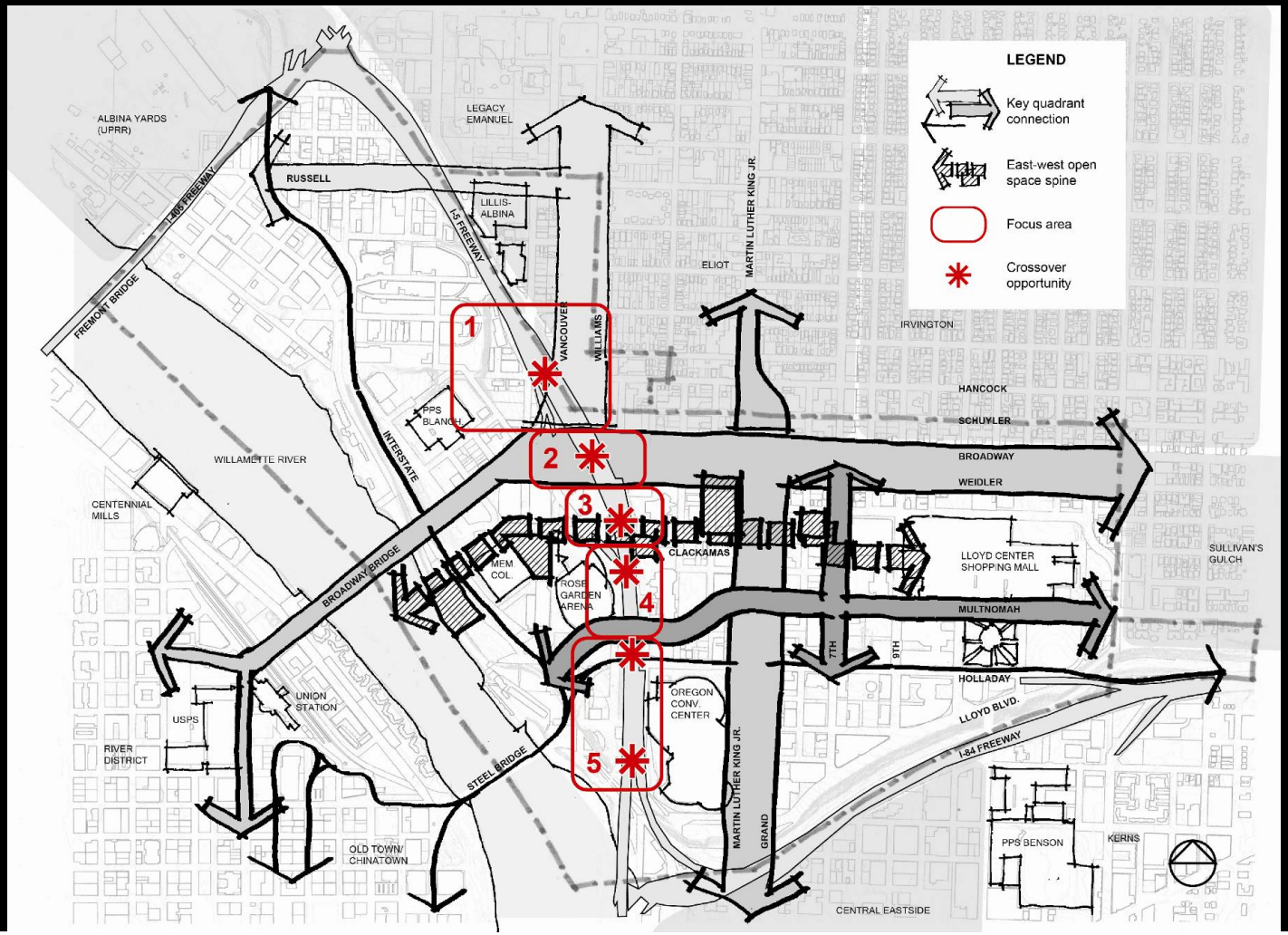


Lloyd lacks urban vibrancy…




OVER 20M FT² OF NEW DEVELOPMENT POTENTIAL

CONCEPT IMPLEMENTATION OPPORTUNITY: I-5 IMPROVEMENTS



36972

Agenda Item 1204 TESTIMONY 2:00 PM TIME CERTAIN

N/NE QUADRANT PLAN AND I-5 BROADWAY-WEIDLER FACILITY PLAN

IF YOU WISH TO **SPEAK** TO CITY COUNCIL, **PRINT** YOUR **NAME, ADDRESS, AND EMAIL.**

NAME (print)	ADDRESS AND ZIP CODE	Email
✓ Mike Warwick	535 N.E. Thompson St.	
✓ Lee Perlman	512 N.E. Avazee	
~~Vol James W. Green~~	~~1904 N. Schofield St. Port. OR~~	~~[illegible]@q.com~~
✓ Bernie Bottomly	200 SW market Portland	on file
✓ Mike Dowd	0753 SW Miles St	dowdarchitecture@gmail.com
✓ Betsy Reese	3221 SE Brooklyn St 97202	betsy.w.reese@gmail.com
✓ Boris Kaganovich (Kaganovich)	742 SW Vista Ave, 97205	kaga0008@gmail.com
NO Paddy Tillett	1223 SW Washington St. 97205	paddy.tillett@zgf.com
✓ EMMA COLBURN	5236 E BURNSIDE 97215	COLBURNE@gmail.com

Date 10-25-12

Page 1 of 1

Moore-Love, Karla

36972

From: mike dowd [dowdarchitecture@gmail.com]
Sent: Thursday, October 25, 2012 12:57 PM
To: Moore-Love, Karla
Cc: Steven Streimer
Subject: N/NE Quadrant City Council testimony
Attachments: Signed letter of Testimony_10-25-2012.pdf

Karla:

Attached is written testimony from my client, Streimer Sheet Metal Works, Inc. opposing the proposed zone change at their business. I will also be testifying on their behalf at the hearing.

Mike

--
Michael Dowd, AIA, President
Dowd Architecture Inc.
0753 SW Miles Street
Portland, Oregon 97219
(503) 282-7704
email: office@dowdarchitecture.com or dowdarchitecture@gmail.com
website: www.dowdarchitecture.com

10/25/2012

3 6 9 7 2

COMMERCIAL AND INDUSTRIAL
FABRICATION • INSTALLATION
740 North Knott Street
Portland, OR 97227-2099
Telephone (503) 288-9393
Facsimile (503) 288-3327

October 25th, 2012

Portland City Council
Attn: Council Clerk
1221 SW Fourth Avenue, Room 140
Portland, Oregon 97204

Re: N/NE Quadrant Plan Testimony
Streimer Sheet Metal Works, Inc.
740 N. Knott St.
Portland, Oregon 97227

Dear Mayor and Council Members:

Streimer Sheet Metal Works, Inc. is one of the Northwest's premier providers of sheet metal construction, fabrication and HVAC services to the area's commercial, institutional and industrial-based businesses. We were founded in 1946 and moved to our current location in 1958 on N. Knott Street. Over the last half-century-plus, **we have expanded to over 280 employees, including 90 employed on our full block** on N. Russell between N. Albina and N. Borthwick, plus other properties on three adjacent blocks. Over the years, we have invested millions of dollars expanding and upgrading our facilities in our neighborhood and consider this location to be a part of our future.

We are extremely concerned about the proposed rezoning of our properties along Russell from IG1 to EX. We have been following this project from the beginning, but had been reassured that the rezoning would not impact us. It was only recently that we learned that this is not at all true.

EX zoning prohibits two of the activities most important to our business--outdoor work activities, and outdoor storage. While we understand that our current activities may continue, the prohibition destroys our flexibility for using our site in the future.

Changing to EX zoning would also instantly make over an entire half-block of our property nonconforming. Any future development we do would then trigger a slew of expensive, mandatory nonconforming upgrades, such as pedestrian connections between our several buildings--upgrades which would be worthless and in fact detrimental to us as an industrial use, and of absolutely no benefit to the public. Because the development standards of the EX zone are drastically different than those of our current IG zoning, we would certainly have to spend the code-mandated upgrade maximum each time we alter our property. **So, right off the bat, the EX rezone would increase the costs of any new development we do by 10%.** On a $2,000,000 building, that's $200,000--hardly something that's supportive of our business, and enough to stop us from being able to expand or upgrade our facilities.

EX also has drastically different standards than IG zoning for pedestrian standards, maximum setbacks, and many other things. Ironically, these would backfire in terms of making Russell more pedestrian-friendly. For instance, now, under our current zoning, we can expand towards--but not all the way up to--Russell Street, leaving open the possibility of doing non-industrial, pedestrian-friendly development there in the future. But under EX zoning, we'd be required to bring that industrial development right up to the street. **That's only one of several examples of the EX rezoning forcing us to do *exactly the opposite* type of development that EX is intended to encourage.**

We were **heavily involved in the Albina Community Plan**, which recognized the value of our industrial business and kept our zoning industrial. **We were promised that it was a long-term plan, and we have invested millions of dollars since that time in the neighborhood based on that promise.**

We already have huge constraints on us imposed by grade changes and functional requirements such as delivery and movement of materials that can weigh several tons each. **Those are difficult enough to manage without imposing zoning that was never intended to support our type of industrial use.**

We do understand the goals of the N/NE Quadrant Plan for Russell Street, and don't want to stand in the way of other people who need EX zoning to develop their own properties as they desire. But EX zoning--or any change that takes away our IG1 zoning--will be a disaster for us, and that will hurt our neighborhood.

Karl Lisle, the Plan's manager, suggested to us that a solution to our issues would be to keep our zoning IG1, but change the Comprehensive Plan designation to EX. That sounds like a good solution--preventing the harm that EX zoning would cause us, but reducing the difficulty of transitioning to EX zoning in the future, in the event that that made sense for future development.

We ask that you alter the plan to allow this change on our properties, so we maintain our IG1 zoning. Thank you for the opportunity to express our concerns.

Sincerely,

Streimer Sheet Metal Works, Inc.

Steven L. Streimer, President

CC: 1) F.L. Streimer, Secretary-Treasurer, Streimer Sheet Metal Works, Inc.
2) Mike Dowd, Dowd Architecture, Inc.

36972

Moore-Love, Karla

From: James Heuer [heuerjs@attglobal.net]
Sent: Thursday, October 25, 2012 11:54 AM
To: Moore-Love, Karla
Subject: Testimony on N/NE Quadrant Plan review
Attachments: TestimonyOnNNEQuadrantPlanJHeuer.pdf

Ms. Moore-Love,

Attached is my written testimony on the N/NE Quadrant Plan review hearing for today.

Regards,
Jim Heuer

--
James S. Heuer
1903 NE Hancock Street
Portland, OR 97212
(503) 284-8481 (Home)
(503) 335-8380 (Work/Cell)

10/25/2012

City of Portland
1221 SW Fourth Avenue, Room 140
Portland, OR 97204

October 24, 2012

Attn: Council Clerk

Re: Written Testimony on N/NE Quadrant Plan Public Hearing at City Council

To the Council:

My name is James S. Heuer, and I'm a resident of the Irvington neighborhood and an active member of the Irvington Community Association's Historic Preservation Committee and its Land Use Committee. However, this communication is on my own behalf, although I believe that the commentary contained herein reflects the views of a majority of members of both of those committees.

Much has been made of the collaborative effort which has culminated in the N/NE Quadrant Plan being voted upon by City Council. While there is much truth in that, one key set of decisions was not made in a collaborative way, and the stakeholders directly involved in that area did NOT acquiesce quietly in the proposals ultimately being presented today – namely the proposed building height zoning treatment for that portion of the N/NE Quadrant Plan study area included in the Irvington National Register Historic District.

When the N/NE Plan study team presented their treatment of that area to the Portland Historic Landmarks Commission, they represented their decision to adopt a 75' high limit on buildings in the subject area as the result of negotiation with the ICA and its representatives. My understanding is that the discussion was far from a simple negotiation – the ICA was presented with the decision of the study team and told that no lower height limit would be agreed to. The consequence was that the ICA representative on the Stakeholder Advisory Committee submitted a minority opinion as part of the report addressing both traffic concerns relevant to the neighborhood and making clear that the proposed zoning height limits were unacceptable to the ICA.

It should be pointed out that in a 2007 land use case before the Historic Landmarks Commission regarding the proposed Irvington Squire Condominium building, the HLC Chair obtained an opinion from the City Attorney that the code standards which define the parameters of Historic Design Review supersede zoning limits on building height and FAR. In that decision, the LHC found that a building proposed at a height of 75 feet was not compatible with the then-effective standards for the Irvington Historic Conservation District. The standards which came into play in November, 2010, under which Irvington became a National Register Historic District are even more stringent that those under the Conservation District standards.

Zoning standards which are more relaxed than those imposed by Historic Design Review set up an inherent conflict and subject the Historic Districts to unwarranted pressures to subvert the Historic protections provided under the City's Design Review protections to exploit specific areas of potentially high value land.

In that context, the State of Oregon Certified Local Government Statute, which defines Portland's responsibilities relative to its historic properties and districts states clearly that the City must: "support historic preservation programs with adequate funding, staff, and access, and ensure that ordinances and other legislation designed to protect historic and prehistoric cultural resources are enforced."

Zoning which is in conflict with that expectation is, we believe, a prima facie violation of the State of Oregon Certified Local Government statute. Further, we believe that the process by which the N/NE Quadrant Plan team arrived at its arbitrary and unsupportable proposal for zoning heights in the Irvington Historic District was also a bald violation of the statute – as it constituted at best informal "horse trading" to arrive at new proposed zoning standards rather than the required formal review rooted in the protected historic characteristics of the Historic District.

The Plan team properly should have at minimum had hearings at which experts in Portland and Irvington history reviewed the basis for the Irvington District nomination to determine how the character of the district would be affected by potential zoning changes. And then should have provided analytical justification for its proposed height limit changes rooted in the historic character of the neighborhood as protected by the City's codes. The burden of proof would be on the N/NE Quadrant team to justify why the blocks fronting Broadway in the N/NE Quadrant planning area should have a 75 foot height limit when those blocks between 15th Avenue and 27TH Avenue are currently limited to 45 feet in height and share all the same historic characteristics as those in the planning area.

We respectfully request that in voting for approval of the N/NE Quadrant Plan, the City Council adopt an amendment excepting from its approval that part of the Plan which deals specifically with the proposed zoning for that part of the Plan area contained in the Irvington Historic District.

Very Truly Yours,

James S. Heuer
1903 NE Hancock Street
Portland, OR 97212

Moore-Love, Karla

36972

From: Paul Cathcart [pcathcar@pps.net]
Sent: Wednesday, October 24, 2012 1:10 PM
To: Moore-Love, Karla
Cc: Beckman, Stephanie
Subject: Written testimony from PPS for Item 1204 on 10/25 Council agenda
Attachments: Letter_to Portland City Council_N-NE Testimony.pdf

Good afternoon Ms. Moore-Love,

Attached is written testimony from Portland Public School Chief Operating Officer on the North/Northeast Quadrant Plan that will be before Council on October 25th at 2 pm (Item 1204). Please let me know if you need further information and whether this submittal is sufficient to get the testimony into the record for the Plan.

Thank you.

Paul Cathcart
Portland Public Schools
Planning and Asset Management
503-916-3510

C.J. Sylvester
Chief Operations Officer

PORTLAND PUBLIC SCHOOLS
Operations
501 North Dixon Street • Portland, OR 97227
(503) 916-3176 • Fax: (503) 916-3107

October 25, 2012

Mayor Adams and Portland City Council members
1221 SW Fourth Avenue, Room 140
Portland, OR 97204
Attn: Council Clerk

Dear Mayor Adams and Portland City Council members,

Thank you for the opportunity to comment on the N/NE Quadrant Project (N/NE Quadrant Plan and I-5 Broadway/Weidler Plans) and congratulate you on the completion of one of the elements of the Central City 2035 Plan update. You should be proud of the project's Stakeholder Advisory Committee (SAC) and project staff in the completion of this significant piece of work and its reflection of the high level interest the community has in this part of Portland.

Portland Public Schools (PPS) is generally in support of this project and its implications for the PPS properties located in the project planning area (Blanchard Education Services Center and the Harriet Tubman School). We have previously provided testimony to the project SAC and Planning and Sustainability Commission regarding the plan. We support the Plan's proposal to include the Blanchard site in the Lloyd District and the rezoning of the Blanchard site and Harriet Tubman School.

PPS is also supportive of investments in state and local transportation improvements identified in the I-5 Broadway/Weidler Plan. The function and operation of local streets in the vicinity of the I-5 interchange with NE Broadway/Weidler have needed attention for a number of years.

We are concerned, however, about the Plan's specific recommendations for future local street improvements to be made in conjunction with I-5 interchange improvements identified in the Plan. One of the Recommended Concept Facility Plan Elements (page 7) is the reconfiguration of streets north of Broadway to include the Hancock/Dixon Structure and freeway lid and the connection of N. Dixon Street with NE Hancock Street (page 8). While the N. Dixon Street connection with NE Hancock Street would provide an east-west, non-arterial street connection that avoids the I-5 interchange area, **making such a street connection without corresponding street and streetscape improvements to N. Dixon Street through the intersection with N. Larabee Avenue to accommodate the additional traffic volume and transportation modes will significantly impact operations at the Blanchard site.**

We recognize that the level of detail in a central city quadrant plan will be subject to a great deal of further refinement and detail after the plan is adopted. The

Portland Public Schools is an equal opportunity educator and employer.

Plan's begins to address this need through project development and management, preliminary engineering and specific design coordination implementation actions. These actions begin to speak to the concerns we noted above (page 11, Specific Design Coordination, item 2) by addressing property and parking impacts to properties affected by the proposed connection of Hancock/Dixon streets. However these actions need to be expanded to require the number of on-site and on-street parking spaces be the same or more than existing conditions for properties impacted by the proposed connection of these two streets.

These actions should also inform local property owners of any other plans PBOT might have for changes or impacts to local street operations that might affect local property owners in this area that would be out of sync with timing of improvements in the I-5 Broadway/Weidler Interchange Improvement Plan.

Again, thank you for the opportunity comment on the plan and congratulations on the completion of this significant planning effort.

Very Truly Yours,

C.J. Sylvester
Chief Operating Officer
Portland Public Schools

Moore-Love, Karla

36972

From: Maye Thompson/Doug Allen [mayedoug@spiritone.com]

Sent: Wednesday, October 24, 2012 8:00 PM

To: Moore-Love, Karla

Subject: N/NE Quadrant Plan Public Hearing Testimony for October 25, 2012

TO: Portland City Council

SUBJECT: N/NE Quadrant Plan -- Testimony for Hearing -- October 25, 2012

Mayor and Commissioners:

This is a fatally flawed project. It assumes, contrary to Portland's Climate Action Plan, continuing growth in freeway volumes based on unsupportable predictions and the assumption that we will not provide alternatives. Our planet cannot survive this kind of thinking much longer.

If Portlanders have already figured out that "we can't build our way out of congestion," then what are we doing here?

The "N/NE Quadrant Plan" is an anti-planet highway expansion project with window dressing designed to appeal to the "stakeholders." You can call an additional lane an auxiliary lane, but it is still an additional lane, and still is a huge increase in freeway capacity. As Planning and Sustainability Commissioner Chris Smith points out, alternatives to expanding highway capacity should be considered first, and in this case they were not.

Likewise, if safety is the problem, and we have $400 million to spend on safety, is this really the place to spend it? Where is the analysis of alternatives? The public knows that local governments have no printing press for money, so projects that provide a poor rate of return end up discrediting all government actions.

If the surface amenities in the N/NE Quadrant Plan are worth doing, let's spend just a fraction of this total project cost on those amenities, and forget the freeway expansion. I remember when the "Water Avenue Ramp" project was being promoted by parks advocates, who said that it was the only way to fund the East Bank Esplanade. I fought that ramp, it was killed, and somehow we managed to build an Esplanade that isn't under the shadow of a freeway ramp swooping out over the river! Let's be similarly creative here.

ODOT and Metro do not have a psychic ability to predict the future. I recall that back in the early 1980's, ODOT and the City of Portland were promoting an expansion of McLoughlin Blvd from two to three lanes in the stretch south of SE Harold St. The increase in traffic was going to be so big, that the City told the neighborhoods that the City would not do traffic calming on SE 17th, because 17th would be needed for the excess traffic that wouldn't fit on McLoughlin in the future unless it was widened. Of course McLoghlin wasn't widened, the City put in traffic calming on 17th, and the latest traffic counts on McLoughlin show traffic volumes back to the level of when that project was being promoted. And, we are finally putting light rail in that corridor.

We can do a lot about our own use of fossil fuels for transportation in Portland. We need to improve mass transit in the I-5 corridor, and permanently shut down this proposal for expanding capacity and traffic volume on I-5.

Sincerely,

Douglas R. Allen
734 SE 47th Ave.
Portland, OR 97215

Moore-Love, Karla

36972

From: Jack Rhodes [jakeman1@q.com]
Sent: Wednesday, October 24, 2012 4:32 PM
To: Moore-Love, Karla
Subject: I-5 > Broadway-Weidler Facility Plan

I may have already sent you a communication regarding this. I tried yesterday, but it didn't show up in my "sent " file so I am sending you another one so you are assured your project has support from the Clark county end at least at the hoi pol-oi level. I heard about this project from Debbie Peterson. This idea is actually well overdue and should have been handled years ago. When such projects are delayed they only get more costly as labor costs only go up. Adding the third lane in Delta Park has helped that area considerably and would definitely aid congestion there as well.

It isn't always the case but in this one, if some is good more would be betterso why stop at one new lane? I am aware that Multnoma county has had a statutory strangle hold here as there is a statutory limit of 3 thru-lanes, which blocks this kind of reasonable city planning. As long as this mentality holds the prevailing position, traffic will always be a problem in the Portland / Vancouver areachoking down trafic for thew entire west coast. I wonder if the powers that be would feel more motivated if they knew they were lagging behind cities in the Deep South such as Atlanta and Birmingham. I've seen both and can tell you their freeways get widened when they need it. They realize it is necessary to keep their economies vital . This is also true in our area as well. Hopefully, new blood in the City council and Mayor's office will shake things up.by the way, New Orleans had the good sense not to buck the system when I 10 was built there. They had proper Interstate highrise bridges built back in the 60's when they were a lot cheaper than they are today. Keep on pushing. We need thinkers like you.

Jack R Rhodes
Vancouver

10/24/2012

36972

Moore-Love, Karla

From: Curt Schneider [curt.j.schneider@gmail.com]
Sent: Tuesday, October 23, 2012 4:26 PM
To: Moore-Love, Karla
Subject: Fwd: Testimony on N/NE Quadrant Plan hearing 10-15-2012 for the record
Attachments: npGreenway N NE Quad to CC Oct 21, 2012.doc; ATT00001.htm

Karla,
Below is a letter(attachment) from npGreenway for Wednesday's hearing. Please place it in the record of the hearing.
Thank you,
Curt Schneider Co-chair
npGreenway

Sent from my iPad

Begin forwarded message:

> **From:** Curt Schneider <curt.j.schneider@gmail.com>
> **Date:** October 21, 2012, 9:53:51 AM PDT
> **To:** Sam Adams <Samadams@portlandoregon.gov>, Amanda Fritz <Amanda@portland.oregon.gov>, Amanda@portlandoregon.gov, Nick Fish <nick@portlandoregon.gov>, Dan Saltzman <dan@portlandoregon.gov>, randy@portlandoregon.gov
> **Cc:** Beate Hoelscher <beate.hoelscher@daimler.com>, Curt Schneider <curt.j.schneider@gmail.com>, Francie Royce <froyce@comcast.net>, Joe Adamski <jgadamski@gmail.com>, Lenny Anderson <sitma@teleport.com>, Pam Arden <pam_arden@hotmail.com>, Shelley Oylear <oylears@gmail.com>
> **Subject: Testimony on N/NE Quadrant Plan hearing 10-15-2012 for the record**
>
> Dear Mayor and City Council,
>
> Attached is a letter for Wednesday's hearing on the N/NE Quadrant Plan. Please include it in the record.
> Thank You,
>
> On Behalf of npGreenway
>
> --CurtSchneider, Co-Chair
> npGreenway
> Take care and help create a wonderful day!!!

npGREENWAY
friends of the north portland greenway trail

21 October 2012

To: Portland Mayor and City Council

Mayor Sam Adams
Commissioner Randy Leonard
Commissioner Amanda Fritz
Commissioner Dan Saltzman
Commissioner Nick Fish

From: npGreenway Core Group

Re: N/NE Quadrant Plan

Dear Mayor and City Council,

npGreenway is a local organization advocating for the adoption and construction of a multi-use trail between the Eastbank Esplanade and the Columbia River. We have briefly reviewed the proposed N/NE Quadrant Recommended Draft that is to be heard by you on October 25, 2012. We ask that this letter be included in the public record.

The plan illustrates (page 25) the proposed Willamette River Greenway Trail on the westerly side of Interstate Avenue between the Eastbank Esplanade and the Broadway Bridge. We SUPPORT this recommendation and urge the Council to adopt this location and we request that the North Portland Trail Alignment Plan, currently in process at Parks and Recreation, follow the same route.

Thank you for this opportunity to comment.

Respectfully,

ON BEHALF OF npGreenway Core Group
Curt Schneider, Co-Chair

Francie Royce, Co-Chair
Pam Arden, Treasurer
Joe Adamski, Secretary
Shelley Oylear, Core member
Lenny Anderson, Core member
Beate Hoelscher, Core member

npGREENWAY
friends of the north portland greenway trail

21 October 2012

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ON BEHALF OF npGreenway Core Group
Curt Schneider, Co-Chair

Francie Royce, Co-Chair
Pam Arden, Treasurer
Joe Adamski, Secretary
Shelley Oylear, Core member
Lenny Anderson, Core member
Beate Hoelscher, Core member

Parsons, Susan

36972

From: Allan Rudwick [arudwick@gmail.com]
Sent: Tuesday, October 23, 2012 3:29 PM
To: Moore-Love, Karla
Subject: Letter to City council regarding the I-5 Broadway/Weidler Plan
Attachments: I5-Broadway-AllanRudwick.docx

Hello,

Please distribute this letter to the City Council members.

Thank you very much
Allan Rudwick
228 NE Morris St
Portland OR 97212

--
Allan Rudwick
(503) 703-3910

10/24/2012

36972

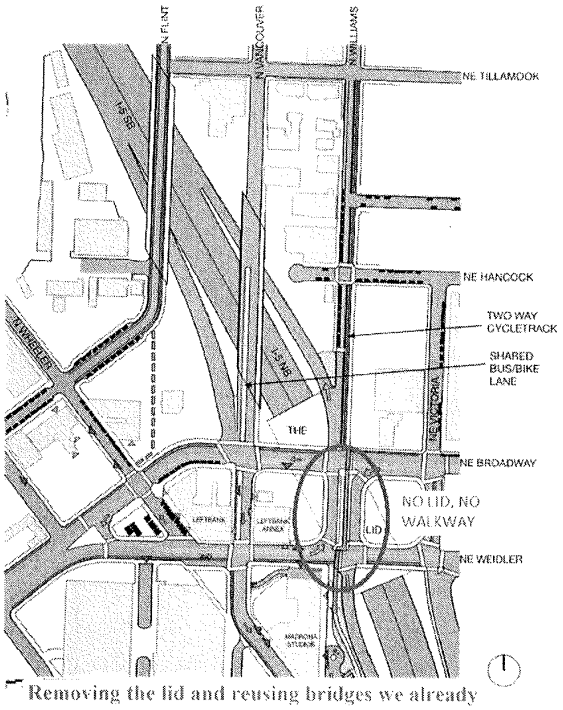
To: Mayor Sam Adams
Commissioner Dan Saltzman
Commissioner Randy Leonard
Commissioner Amanda Fritz
Commissioner Nick Fish

Dear Mayor Sam Adams and the Portland City Council,

I am writing on behalf of myself and my neighbors in the Eliot neighborhood.

The I-5 Broadway/Weidler Facility Plan should be amended.

The study that I watched and participated in made a faulty assumption: we need to add lanes to I-5. This is not technically required to create the local street improvements that are proposed, and those local streets should be the motivation for this project. The area around the interchange is choked with traffic and some minor tweaks can make it a much more pleasant place to live. We can choose to save $300M and lose the lid over I-5, and connect N Flint to Dixon connection, building this project on the existing structures is physically possible. Creating the 4-lane English-style onramps onto I-5 on N Williams might require removing the sidewalks from the N Williams overcrossing bridge, but other than that, the structures are physically capable of being reconfigured with a bit of paint and concrete.



Removing the lid and reusing bridges we already have, we can create the plan above for less than ¼ the cost of the proposed plan

There are 2 reasons not to do this:
a) It isn't shiny
b) It doesn't widen I-5

Everyone in the room knows that you will be approving the plan, so I would encourage you to push this amendment forward:
Do a 'phase 1' project to solve the mess at Flint, Wheeler & Broadway.
Do a 'phase 2' project to convert N Williams as shown above. Build the Clackamas Overcrossing to help reconnect the urban fabric across I-5.

If we do this, we can evaluate the project and decide to pay for it later. It may not be needed and the savings of roughly $300 Million could be applied to other safety projects around the city.

The only things you lose from this plan are 'nice to have' not requirements for life:
a) The Lid- possible developable land on top of I-5
b) Full width sidewalks on a few block faces that serve as interstate onramps
c)

Please push this forward before the highway lobby funds this project and commits us to unneeded spending.

Thank you for amending what is nearly a very good plan,
Allan Rudwick
228 NE Morris St
arudwick@gmail.com

36972

Parsons, Susan

From: Ronald Swaren [rswaren2002@yahoo.com]
Sent: Monday, October 22, 2012 10:59 AM
To: Moore-Love, Karla
Subject: Oct 25 meeting on I-5 Broadway-Wediler Faility Plan

Dear Council Members,

I think the I-5 Broadway Facility Plan should be built as per ODOT's plan which includes building a new lane both north and south on I-5 in the Rose Quarter. The surface improvements are good, also, in that they will facilitate improvements to nearby property. This is a much more important project than the Columbia River Crossing. I would like to see ODOT go ahead with this Facility Plan and table the CRC. Please vote in favor of the I-5 Broadway -Weidler Facility Plan.

Ron Swaren

TIME CERTAIN 2 PM
OCT 25

IMAGINATION
AT WORK

36972

AUDITOR 10/17/12 AM10:14

Sam Adams, Mayor
Amanda Fritz, Nick Fish, Dan Saltzman and Randy Leonard, Commissioners
City Hall
1221 SW 4th Avenue, Room 140
Portland, Oregon 97204

RE: October 25th, 2012 hearing on the N/NE Quadrant Plan and I-5 Broadway/Wielder Facility Plan

October 15, 2012

To the City Council,

I am the owner of a glass manufacturing business employing some 50 people located (since 1984) in the N. Albina area, and previously in the CEID. I have lived and/or worked in Portland's inner city since 1964, and have personally seen and been affected by all of the issues and developments here over these many years.

Representing L. Albina businesses, I was a member of the N/NE Quadrant Plan SAC from start to finish, and participated in almost every subcommittee meeting during the 2 year stint. I would have liked to present this message in support live, but am currently overseas on a business trip.

My experience in this planning process was very satisfying. The group heard from, and was therefore able to consider, what surely must have been every possible point of view on each topic. Fortunately, we were also provided a tremendous amount of professional input from City and ODOT staff and their consultants, so that we could make fully informed decisions.

Down to the smallest detail, the resultant product is a balanced and worthy plan, and I urge you to adopt it without casually considered '11th hour' amendments. We considered the messages brought by those inside and outside the SAC that advocated 'fringy' ideas, and occasionally these influenced our direction. We considered both larger and lesser options for transportation at length, and chose this balanced plan with a strong majority.

This process and the resulting product was a great example of democracy at work: messy at times, but respecting input from all sources. As a small business owner I shudder to think of the cost of all the staff and consultant involvement in this process, but no planning effort is going to improve on this one, and the City should pay careful attention its recommendations.

Sincerely,

Eric Lovell, President
Uroboros Glass

UROBOROS® GLASS STUDIOS, Inc.
2139 N. Kerby Avenue
Portland, Oregon 97227, USA
503-284-4900, Fax: 503-284-7584
uroboros@uroboros.com
www.uroboros.com

Moore-Love, Karla

36972

From: Tweet [tweetfamily@comcast.net]
Sent: Monday, October 15, 2012 3:38 PM
To: Moore-Love, Karla
Subject: Yes, add 2 lanes to I-5 in the Rose Quarter

I support the I-5 Broadway Weidler Facility Plan of adding lanes to I-5 that are now a bottleneck.

If this were improved, more WA residents could use I-5 more.
Rather than crowding I-84 in Portland, WA residents could travel on SR 14 on the WA side, use the I-5 bridge,
and get to destinations south.

Regional medical specialties are housed at OHSU on the waterfront and on the hill, and these lanes would
improve accessibility to these.
All of the destinations south of the improvements would be more accessible including Portland attractions like OMSI.

Freight from the ports of Portland and Vancouver could reach destinations sooner if the roads were better
suited to the traffic demand.

The state of WA has worked to make I-5 north wide enough for the traffic.

If OR would do their share, then commuters, freight, and visitors could better travel in our region.

Thank you for your consideration.

Margaret Tweet
2715 NW 34th Circle
Camas, WA 98607

36972

Moore-Love, Karla

From: Matthew Arnold [matthewa@serapdx.com]
Sent: Monday, October 15, 2012 1:35 AM
To: Moore-Love, Karla
Cc: Todd.JUHASZ@odot.state.or.us; Lisle, Karl; Leclerc, Mauricio; Sam Imperati (samimperati@comcast.net); Heather McCarey (heathermccarey@gmail.com)
Subject: BAC: Letter in Support of the N/NE Quadrant Plan Process
Attachments: BAC - Comments on N-NE Quad Process - 100912.pdf

KARLA:

Please find attached a letter on behalf of the Portland Bicycle Advisory Committee in support of the **N/NE Quadrant Plan** process, which, I believe, will be before City Council on 10/25/12.

Thank you,

MATTHEW ARNOLD.

DISCLAIMER:

This message and any attachments are intended for the sole use of the individual or entity to whom it is addressed. It may contain information that is privileged, confidential, and / or exempt from disclosure under applicable law. If you are not the intended recipient, you are hereby notified that you may not use, copy, disclose, or distribute this message or any information contained within, including any attachments, to anyone. If you have received this message in error, please immediately advise the sender and permanently delete the message and any attachments and destroy any printouts made. Although we have taken steps to ensure that our e-mail and attachments are free
from viruses, the recipients should also ensure that they are virus free.

Portland Bicycle Advisory Committee

Working to Make Bicycling a Part of Daily Life in Portland

1120 SW 5th Avenue, Room 800
Portland OR 97204



9 October 2012

Portland City Council
Portland City Hall
1221 SW Fourth Avenue
Portland, OR 97204

Dear Commissioners:

On behalf of the Portland Bicycle Advisory Committee (BAC), I respectfully submit the following letter of support for the process that led to the creation of the **N/NE Quadrant Plan** (Proposed Draft, August 2012). I (or, when necessary, my alternate, Heather McCarey) represented the BAC on the project's Stakeholder Advisory Committee (SAC) throughout the process at the invitation of the Portland Bureau of Transportation (PBOT).

As a BAC member, I was given ample opportunity to share my committee's thoughts and concerns at each of the meetings of the SAC and its various sub-committees. The BAC, and the cycling community as a whole, also benefited by having project team members from PBOT and the Oregon Department of Transportation (ODOT) attend our regular committee meetings at Portland City Hall on multiple occasions; project team members also met with a BAC task force to review key plan elements at our request.

The resulting plan – when taken as a whole – contains several positive improvements for cyclists, especially for those in the "interested but concerned" category at whom the Portland Bicycle Plan for 2030 is squarely aimed. Perhaps more importantly, the N/NE Quadrant Plan clearly reflects a process designed to gather, consider, and incorporate the ideas and opinions of a broad range of stakeholders and advisors. We trust that you will recognize the extraordinary efforts ODOT, PBOT, the Bureau of Planning and Sustainability (BPS), and their consultants took to craft, execute, and regularly adapt a committee process so as to not only garner input, but also to responsively alter plan elements and language appropriately. We ask that you adopt the plan in this spirit, and that you work hard in the coming months and years to ensure that its inherently 'balanced' elements survive the plan's implementation.

As always, we look forward to working with you and City Staff as this work is refined. Thank you very much for your consideration.

Sincerely,

Matthew Arnold
Chair, Portland Bicycle Advisory Committee

cc: Karla Moore-Love, Council Clerk
Todd Juhasz, Oregon Department of Transportation
Karl Lisle, Portland Bureau of Planning & Sustainability
Mauricio Leclerc, Portland Bureau of Transportation
Sam Imperati, Institute for Conflict Management, Inc.
Heather McCarey, Portland Bicycle Advisory Committee



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

Stakeholder Advisory Committee Meeting #19 (August 2, 2012)

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

AUGUST 2, 2012 SAC MEETING # 19 AGENDA

►►► CALAROGA TERRACE, 1400 NE SECOND AVENUE, PORTLAND, OR 97232 ◄◄◄

TIME	MIN	ITEM	LEAD(S)
5:00	30	**Informal Discussion and Meal**	All
5:30	15	**Standing Items** A) Welcome B) Meeting Purpose/Agenda Review C) Approval of Minutes D) Announcements	Imperati
5:45	15	**I-5 Facility Plan** A) Review Facility Plan final amended language (from 6/7 vote)	Juhasz
6:00	60	**Revised Draft N/NE Quadrant Plan** A) Changes since 6/28 B) Public Comment C) SAC Discussion ***Action #1: Do you endorse the Draft N/NE Quadrant Plan as revised?***	Lisle Beckman Imperati
7:00	15	**Break**	
7:15	45	**Final SAC Recommendations** A) Review overall package and draft transmittal B) Public Comment C) SAC Discussion ***Action #2: Do you endorse the SAC Transmittal of Recommendations?***	Imperati
8:00	30	**Next Steps, Evaluation, Recognition** A) Deadline to submit member letters for SAC transmittal document: 8/10 B) Next Steps - Public Process • Portland Planning and Sustainability Commission: Public Hearing, 9/11 (afternoon); Worksession & Action, 9/25 • Portland City Council: October, dates TBD • Oregon Transportation Commission: December 19 (in Portland) C) Process Evaluation D) SAC Recognition This is the final SAC meeting. Thank you!	Imperati
8:30		**Adjourn**	

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

SAC MEETING # 18, JUNE 28, 2012

Calaroga Terrace

DRAFT NOTES

Voting Members

Representative	Interest	Organization	Present
Matt Arnold	Trans: Bicycle	Bicycle Advisory Committee	**Y**
Wynn Avocette	At-large		**N**
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	**N**
Daniel Deutsch	Small Developer	Alora Development	**N**
Malina Downey	Trans: Freight	UPS	**N**
Debra Dunn	Trans: Trucking	Oregon Trucking Association	**N**
Gary Eichman	Trans: Freight	Portland Freight Committee	**N**
Dean Gisvold	Neighborhood Assoc.	Irvington NA	**Y**
Carol Gossett	Neighborhood Assoc.	Sullivan's Gulch NA	**N**
Heidi Guenin	Community Health	Upstream Public Health	**N**
Damien Hall	At-large		**Y**
Sean Hubert	Affordable Housing	Central City Concern	**N**
Wayne Kingsley	Business Org: Adjacent	Central Eastside Industrial Council	**Y**
Wade Lange	Prop/Bus/Dev: Lloyd District	Langley Investment Properties	**N**
Lloyd Lindley	Urban Design	AIA Portland / ASLA Portland	**Y**
Eric Lovell	Business Org: Lower Albina	Uroboros Glass Studio	**Y**
Jenny Lyman	Transit Rider	Tri Met	**N**
Gary Marschke	BSN Org: NNE BSN Assoc	NNE Business Association	**N**
Brock A. Nelson	Trans: Rail	Union Pacific Railroad	**N**
Jodi Parker	Labor Organization	Building Trades/Columbia Pacific	**Y**
Owen Ronchelli	Trans: Local TMA	Lloyd TMA	**Y**
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	**Y**
William Ruff	High-Density Residential	Multiple property owners/developers	**Y**
Bob Sallinger	Environment	Audubon Society	**N**
Phil Selinger	Trans: Pedestrian	Willamette Pedestrian Coalition	**Y**
Gary Warren	Neighborhood Assoc.	Lloyd District Community Assoc.	**Y**
Mike Warwick	Neighborhood Assoc.	Elliot NA	**N**
Justin Zeulner	Prop/Bus/Dev: Rose Qtr	Trail Blazers/Portland Arena Mgt	**Y**

Alternate Members

Ed Abrahamson	Neighborhood Association	Irvington Community Association Land Use Committee	**Y**
Joanna Agee	Small Developer	Alora Development	**N**
Mike Bernatz	Prop/Bus/Dev: Lloyd Dist	Ashforth Pacific	**N**
Steve Bozzone	Public Health	AROW	**N**
Brittain Brewer	Neighborhood Assoc	Sullivan's Gulch Neighborhood	**Y**
Dennis Henderson	Major Retailer	Lloyd Center	**N**
Doug Klotz	Trans: Pedestrian	Portland Pedestrian Advisory Com	**N**
Heather McCarey	Trans: Bike	Bicycle Advisory Committee	**N**
Cate Millar	Small Developer	GamePlan/Left Bank	**Y**
Chris Oxley	Prop/Bus/Dev: Rose Qtr	Portland Arena Mgt	**N**
Kelly Rodgers	Environment	Coalition for a Livable Future	**N**
Bob Russell	Trans: Trucking	Oregon Trucking Associations	**N**
Laurie Simpson	Neighborhood Assoc.	Elliot NA	**N**
Martin Soloway	Affordable Housing	Central City Concern	**N**

Joice Taylor	Business Org	N/NE Business Assoc. President	**N**
Lindsay Walker	Trans: Local TMA	Lloyd TMA	**N**
Tracy Whalen	Trans: Freight	ESCO Corporation	**Y**
Kurt Widmer	Business Org: Lower Albina	Widmer Brothers Brewing	**N**

Non-Voting Members

Lew Bowers	PDC	PDC	**N**
Chris Deffebach	Metro	Metro	**N**
Teri Dressler	OCC	OCC	**N**
Jessica Engelmann	TriMet	TriMet	**N**
Peter Englander	PDC	PDC	**N**
Sara King	PDC	PDC	**N**
Susie Lahsene	Port	Port	**N**
Alan Lehto	TriMet	TriMet	**Y**
Paul Smith	PBOT	PBOT	**N**
John Williams	Metro	Metro	**N**
Rian Windsheimer	ODOT	ODOT	**N**
Joe Zehnder	BPS	BPS	**Y**

Project Team/Staff

Stephanie Beckman	Staff	BPS	**Y**
John Cullerton	Consultant	URS	**N**
Ray Dalahanty	Consultant	DKS	**N**
Fred Eberle	Staff	ODOT	**N**
Melissa Egan	Assistant Facilitator	Institute for Conflict Management	**Y**
John Gillam	Staff	PBOT	**N**
Diane Hale	Staff	BPS	**Y**
Sam Imperati	Facilitator	Institute for Conflict Management	**Y**
Steve Iwata	Staff	BPS	**Y**
Andy Johnson	Staff	ODOT	**N**
Todd Juhasz	Staff	ODOT	**Y**
Charles Kelley	Consultant	ZGF	**Y**
Mauricio Leclerc	Staff	PBOT	**Y**
Karl Lisle	Staff	BPS	**Y**
Alan Snook	Consultant	DKS Associates	**N**
Nicholas Starin	Staff	BPS	**N**
Mike Tresidda	Consultant	Alta Planning & Design	**N**
Tim Wilson	Staff	ODOT	**N**
David Zagel	Consultant	URS	**N**

Members of the Public: Gwen Baldwin, LEP; Paul Cathcart, PPS; Lisa Donaldson; Gil Fry; Jim Howell, AORTA; Lauren Jones; Murray Koodish, NE Broadway Business Association; Anna Langley, Langley Investment Properties; Terry Parker, motorist; Lee Perlman, Eliot Neighborhood Association; Betsy Reese, Paramount Apartments; Allan Rudwick, Eliot LUC; Steve Russell, Kerns Neighborhood Association; Cornelius Swart, Oregonian; Mary Vogel, PlanGreen

INFORMAL DISCUSSION AND MEAL

WELCOME, MEETING PURPOSE, APPROVAL OF MINUTES, AND STANDING BUSINESS

Co-Chair Lloyd Lindley welcomed the group and reviewed the agenda.

Approval of Notes

The N/NEQ SAC 17 Meeting Notes were approved as written.

Announcements

Todd Juhasz, ODOT, reviewed the proposed language changes to the Facility Plan, included in the meeting packet.

Gary Warren: clarified that his request was specific to events.

ODOT: language will be amended to incorporate.

Owen Ronchelli: they suggest adding "event based pricing."

Lloyd Lindley: comment about making the language more specific.

Steve Iwata: noted they wanted to leave it flexible so the boundaries can be changed if needed.

ODOT: boundaries are subject to change depending upon what we learn through the process.

Dean Gisvold: the "or" between visual and acoustic should be changed to "and." (Re: Sean Hubert comment from SAC 17). You agreed to this at the last meeting.

ODOT: we can accommodate and change to "and."

Wayne Kingsley: we have a TMA, why wouldn't the parking issue go to the TMA?

Owen Ronchelli: we are actually working on parking this summer.

Wayne Kingsley: does not understand why it is here.

ODOT: it comes down to who actually pays for it.

Owen Ronchelli: to make Gary more comfortable with pedestrian bridge. He does not want the area to fill up with event goers. By using event based pricing, you are allowing better access to this building.

Wayne Kingsley: ok.

Process Overview/Timeline Reminder

Lloyd said that tonight is the second to last meeting. Staff has done a great job of preparing materials.

Alan Lehto: apologized that he will have to step out early.

DRAFT N/NE QUADRANT PLAN OVERVIEW

Karl Lisle, BPS, provided a quick overview of the draft N/NE Quadrant plan, reviewing the PowerPoint presentation, explaining how this N/NE Quadrant plan is part of the Central City Plan update. He reviewed some of the history of the area, noting it has undergone an enormous amount of change. There have been major impacts to Portland's African American community, with development since the 1950s largely dismantling the community and many culturally and historically significant buildings. The project team has been trying to be especially sensitive to this issue in this process.

Slide 5: End Products

City:

- Central City 2035 Plan with Updated Lloyd and Lower Albina Subdistrict Plans (N/NE Quadrant)
    - Urban Design Concept Diagram
    - Land Use Plan with Goals, Policies & Actions

ODOT:

- I-5 Improvements Project Agreement
- I-5 Facility Plan for project area

Slide 14: Key Existing Conditions

LOWER ALBINA

- Successful employment district with growth potential
- Mixed-use historic main street on N Russell Street with very limited housing.

LLOYD

- Regionally important facilities
- Significant jobs and potential for growth
- Limited housing
- Limited street-level activity / gobs of development potential
- Significant infrastructure in place

Slide 20: Key Issues and Challenges

- Urban vibrancy and vitality
    - Desire for more housing, improved amenities like open space and pedestrian friendly urban form
- Economic prosperity
    - Employment and business growth
- Human and Environmental Health
    - Air quality, green infrastructure, opportunities to improve habitat
- Balance and Equity
    - Respect cultural heritage; grow while retaining existing residents and businesses and culturally significant buildings
- Connectivity and access
    - Address transportation barriers
    - Freeway safety and operational issues

Slide 21: Project Goals

1. A diverse mix of land uses and development types
2. Economic development that supports existing and new business
3. Enhanced habitat, access to nature, and a sustainable built environment
4. Infrastructure for healthy, livable, safe and vibrant communities that respects adjacent neighborhoods
5. A full multimodal transportation system
6. Improve the local circulation system
7. Equitable access to amenities and economic opportunities
8. Protection and enhancement of cultural heritage

Karl continued the presentation, reviewing significant areas, the issues the project is trying to address, and the solutions proposed in the Quadrant Plan.

Stephanie Beckman, BPS, discussed Chapter 3 of the Plan, Goals, Policies, and Implementation Actions. The SAC received the updated version along with the track change version, so folks could easily identify what has changed.

Slide 49: N/NE Quadrant Plan Table of Contents

1. Introduction
2. Developing the Plan
3. Goals, Policies, Implementation Actions

Appendices
A. Additional Urban Design Diagrams
B. Implementation Action Details
C. I-5 Facility Plan
D. History
E. Issues, Opportunities and Constraints
F. Public Involvement Summary
G. Bibliography (pending)
H. Resolution (pending)

Noted the Resolution, Appendix H of the draft plan, as a reminder that this plan will be adopted by the City Council as a Resolution, as part of the Central City plan update.

Slide 50: Chapter 3: Goals, Policies & Actions (pg. 25)

Lloyd District
- District Goal
- Concept Diagram
- Policies
  - Regional Center: Economy & Innovation
  - Housing and Neighborhoods
  - Transportation
  - Urban Design
  - Environment
- Performance Targets
- Implementation Actions

Lower Albina
- District Goal
- Concept Diagram
- Policies
  - Regional Center: Industrial and Employment Sanctuary
  - Transportation
  - Urban Design
  - Environment
- Performance Targets
- Implementation Actions

Stephanie explained that "Performance targets" should be considered preliminary; all targets will have to be revisited as planning for the rest of the Central City proceeds. "Implementation Actions" can include specific regulatory changes, proposed projects, on-going efforts or further studies.

Stephanie continued the presentation, guiding the SAC through Chapter 3. She noted that the Blanchard site is proposed to be added into the Lloyd District (thus being removed from the Lower Albina District), with an accompanying zoning change.

Stephanie provided examples of proposed policies and actions pertaining to regional center, housing and neighborhoods, transportation, urban design, and the environment. It was not an exhaustive list; for the full list of policies and actions in the N/NE Quadrant Plan, please see this link: www.portlandoregon.gov/bps/cc2035/nneq

Karl provided a re-cap of the height proposals and proposed changes in base zoning. In Lower Albina, the concerns boil down to parking. Also, there has been significant discussion about heights on Broadway, and the proposal includes some reduction in heights for the Irvington Edge transition into the neighborhood.

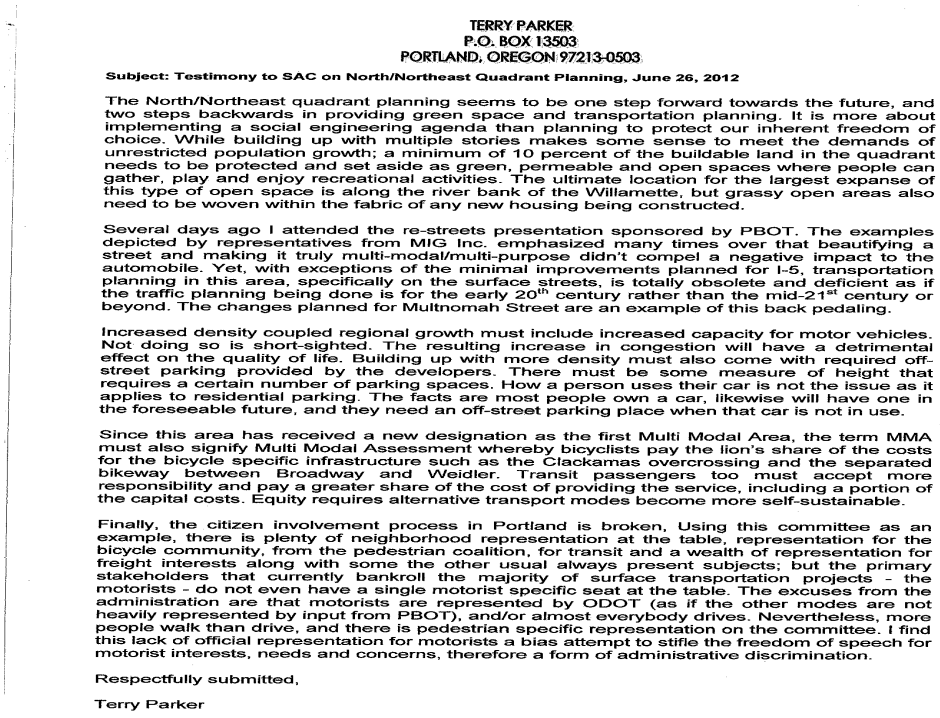
PUBLIC COMMENT

Sam Imperati, ICM, arrived late, but in time to facilitate the public comment. He said there are ten people signed up, and written comments are always welcome.

Ray Paulani, lives in SE Portland, represents Citizens for Better Transit, has been a public transportation activist for 40 years. His friend Jim Howell told him about this project. He felt he should say something. To set the tone, there was an article published in the Portland Tribune in June 2007, titled "Cars Should Be Our Servant, Not Our Masters." He read some parts of the article, the gist of which is that cities have been shaped by the car at the expense of public transportation. He believes we should fit the auto to the city, not the city to the auto. In today's Portland Tribune, he had an article published titled "MAX spurns East Side." There is only one way to go, and that is no build. The freeway portion of this project very seriously messes up this project. We need as soon as possible to consider a subway for MAX. It slows too much in downtown Portland. He expressed some additional issues related to TriMet he and his group are concerned about.

Paul Cathcart, Portland Public Schools, thanked the SAC members and the Calaroga Terrace for hosting the meetings. Diane distributed his comments in the meeting packet. PPS is very supportive of the plan and particularly supportive of the zoning changes for the Blanchard site and Harriet Tubman school. His major concern is in the transportation area, which he knows was addressed last meeting. He does not feel the plan addresses the safety and operations issues for the school district site related to proposed Hancock overcrossing. The proposed designation of Dixon Street is problematic for parking. He would like language to address this. Thank you for your time.

Terry Parker read the following comments:



TERRY PARKER
P.O. BOX 13503
PORTLAND, OREGON 97213-0503

Subject: Testimony to SAC on North/Northeast Quadrant Planning, June 26, 2012

The North/Northeast quadrant planning seems to be one step forward towards the future, and two steps backwards in providing green space and transportation planning. It is more about implementing a social engineering agenda than planning to protect our inherent freedom of choice. While building up with multiple stories makes some sense to meet the demands of unrestricted population growth; a minimum of 10 percent of the buildable land in the quadrant needs to be protected and set aside as green, permeable and open spaces where people can gather, play and enjoy recreational activities. The ultimate location for the largest expanse of this type of open space is along the river bank of the Willamette, but grassy open areas also need to be woven within the fabric of any new housing being constructed.

Several days ago I attended the re-streets presentation sponsored by PBOT. The examples depicted by representatives from MIG Inc. emphasized many times over that beautifying a street and making it truly multi-modal/multi-purpose didn't compel a negative impact to the automobile. Yet, with exceptions of the minimal improvements planned for I-5, transportation planning in this area, specifically on the surface streets, is totally obsolete and deficient as if the traffic planning being done is for the early 20th century rather than the mid-21st century or beyond. The changes planned for Multnomah Street are an example of this back pedaling.

Increased density coupled regional growth must include increased capacity for motor vehicles. Not doing so is short-sighted. The resulting increase in congestion will have a detrimental effect on the quality of life. Building up with more density must also come with required off-street parking provided by the developers. There must be some measure of height that requires a certain number of parking spaces. How a person uses their car is not the issue as it applies to residential parking. The facts are most people own a car, likewise will have one in the foreseeable future, and they need an off-street parking place when that car is not in use.

Since this area has received a new designation as the first Multi Modal Area, the term MMA must also signify Multi Modal Assessment whereby bicyclists pay the lion's share of the costs for the bicycle specific infrastructure such as the Clackamas overcrossing and the separated bikeway between Broadway and Weidler. Transit passengers too must accept more responsibility and pay a greater share of the cost of providing the service, including a portion of the capital costs. Equity requires alternative transport modes become more self-sustainable.

Finally, the citizen involvement process in Portland is broken, Using this committee as an example, there is plenty of neighborhood representation at the table, representation for the bicycle community, from the pedestrian coalition, for transit and a wealth of representation for freight interests along with some the other usual always present subjects; but the primary stakeholders that currently bankroll the majority of surface transportation projects - the motorists - do not even have a single motorist specific seat at the table. The excuses from the administration are that motorists are represented by ODOT (as if the other modes are not heavily represented by input from PBOT), and/or almost everybody drives. Nevertheless, more people walk than drive, and there is pedestrian specific representation on the committee. I find this lack of official representation for motorists a bias attempt to stifle the freedom of speech for motorist interests, needs and concerns, therefore a form of administrative discrimination.

Respectfully submitted,

Terry Parker

Mary Vogel, representing herself and her small business PlanGreen. She supports the written comments of Bob Sallinger, especially "strong language to protect ….riparian buffers and restore developed banks as redevelopment occurs." When she was writing for Urban Land about Portland, she noted the fabulous Riverbank design. Protecting habitat is incredibly important. Also, specific targets for green roofs, not just any ecoroofs, but quality ones, with native plants not invasives, which are planted in many bioswails, such as the new ones on MLK. Also bird-friendly building design; also tree targets. And thank you. Walks and bikes wherever she goes, disagrees with the last speaker.

Murray Koodish, President, N/NE Business Association; read the following comments:

June 28, 2012

To the N/NE Quadrant/I-5 Broadway-Weidler Plan Staff and SAC,

The Northeast Broadway Business Association fully approves of policy goal #4 under Housing and Neighborhoods, which supports the success of neighborhood business districts. The concept of concentrating retail and neighborhood-type businesses should help foster successful retail and service-focused businesses in business districts throughout the N/NE Quadrant.

We are also pleased to see attention paid to the maintenance and development of parking options that support retail businesses on NE Broadway, as well as on NE Weidler and other retail-focused streets such as Martin Luther King Jr. Blvd. and Grand Ave.

A major issue, mostly unaddressed here, is the lack of signals and crosswalks east of 16th Ave. along NE Broadway and NE Weidler that would support a pedestrian and bike-friendly environment that improves connections across traffic barriers. That single improvement is crucial to developing and maintaining a diverse, healthy business district and neighborhood hub. Even though this plan doesn't directly address that area, we would like to see a mention to provide a starting point for further study and improvements as part of the Central City update or other initiatives. A good template is Dean Gisvold's suggestion for item TR6.

Good work has been produced in this draft examining the development of new parking options – and the maintenance of existing parking – that supports retail and service businesses on the NE Broadway Main Street and other retail-heavy streets. That will remain critical to healthy businesses, even as other transportation options evolve.

Looking to the future, we are concerned that a large increase in density and corresponding traffic in the N/NE Quadrant may put pressure on the character of NE Broadway in coming years. The Civic Street designation in the Plan attempts to balance the recognition of higher traffic volume with the retail/main street character. Attention will need to be paid to keeping a smaller-scaled neighborhood hub "feel" intact as areas such as the Lloyd District core grow around us.

This is paralleled by a related topic: the building height reduction in item UD10, dropping the height from 75 feet to 45 feet on the Irvington Edge. We support that, since it will help maintain a neighborhood feel, even as we see increased growth along NE Broadway over the years.

Thank you.

Murray Koodish
President, Northeast Broadway Business Association

Betsy Reese, Paramount Apartments, projected a slide for her comments. She and her husband own Paramount Apartments and she has been advocating for the Paramount, their tenants, and their investment. Also, she has been advocating for bicycle safety. She has been involved in this cause for 14 years. There have been some promises, not all have come to fruition, but appreciates this opportunity again. The bike - motor vehicle crashes in front of their building rank 1st, 2nd or 3rd every year. In June, they had two collisions serious enough to send cyclist to hospital. There has been some work to address this, and she described some work done by Portland Water Bureau. What she heard from them was, hang in there, it will all be fixed when the Streetcar goes in. However, it was not in their purview and they did not know much about it, and did not do anything. They whole area has been up in the air for years. Now we have all these changes, everyone likes them, they are approved, and the only thing wrong is it is not going to happen for 5 or 10 years. Some of the safety improvements need to be fast-tracked. They had a meeting with numerous transit organizations, bike activists, lots of people who

really care and are done being patient. Andy, Todd, Mauricio, and Steve were there, too. She has a 1-page handout which describes what she has been experiencing, their observations, and common traffic infractions. She provided her contact info, and asked folks to please email her.

Brad Perkins said it's good to be here. He missed the last meeting, and will prepare written statement of his remarks tonight. It's a good group, and you have had a lot of responsibility, because you are planning for the next 100 years. He is not sure what Terry's talking about – there is plenty of car representation. He feels land use has been shortchanged. High-speed rail has not been mentioned at any point. At some point this community will be presented with a high-speed rail proposal, on the same tracks. He stressed the importance of including the "Big Boys" in this discussion. We have had Justin/Trailblazers, but in order for these things to happen, we are going to have to develop a feasibility plan. Comments about the interconnectedness of housing and green trails. New lifestyle change? Portland's ready for it. We want to get on our bike and not be on the street. Comment on the importance of Broadway, it is the artery. He seconds Murray's comments. It needs to be pedestrian-oriented, more amenable for business and walking, and driving a car. Lastly, the importance of continuing on with leaders in the community, build mainstreet Broadway, implement what we have been working on with public and private partners.

Alan Rudwick, Eliot Neighborhood Association LU Committee, said that Eliot wants the same deal that Irvington it getting regarding height. It is really important to have jobs in this area. Out in Hillsboro they are trying to get the most suburban auto oriented area. Jobs in this area are more sustainable. It would be good to reduce commute distance.

Jim Howell, AORTA, at last meeting he recommended you all vote No Build on freeway, and hopes you do so. It will be another CRC, wasted money. He commented that in the policies and action plans, on page 23, the text that say "…..*ensures resulting plans are mutually supportive."* He disputes that claim. The freeway expansion will bring in more single occupancy vehicles, so, your policies are in contradiction. There is nothing in any proposal about how to reduce traffic. This was a typical ODOT project, to build more and wider freeways. No build! Otherwise we will end up spending millions on studies that will end up on the floor.

Gil Fry, a veteran, is here to speak in support of a convention center hotel, and has devoted time to save Memorial Coliseum in Portland. When the Rose Garden was going to be built, he thought we would be moving toward building a quality hotel. Twelve years ago, the mayor had a committee, who advised that Portland does not need a convention style hotel. He thinks we need one. If you think we need jobs and housing, this would help. There has been conversation with hotels, and it is possible to be built without public financing. Thank you.

Gwen Baldwin, Lloyd Executive Partnership, and has been on the Land Use Committee. She sees familiar faces, who she has worked with for a long time. She expressed thanks for the passion and candor about things that matter. Nothing is perfect, but that should not be a barrier to good results. She is more optimistic than she has ever been about the Lloyd District and sees both the public and private sectors moving forward, living up to everything we are talking about here. Have to be mindful about the very serious crash data. Has to be addressed, we need and want safe traffic. Thanks staff for creating good outcomes, especially given how many times it could have derailed.

BREAK

Sam reviewed the correspondence received from SAC members who could not be here tonight, most of which are in the meeting packet. He read Mike Warwick's comments, sent by email on 6/28.

"Eliot agrees in concept on the height along the Eliot edge, however, we understand Staff is concerned about "downzoning" in light of Measure 49/50. Our Plan B is to retain the existing height limit (100 feet) NOT increase it as proposed AND to limit bonuses that would allow taller buildings without being subject to FAR limits that restrict tall buildings (over 3-4 stories) to "Point" towers so they don't overshadow the adjacent residential area. We also want the "step down" height buffer included and

applied to 1st Avenue and the residences at the intersection of Rodney and Hancock, some of which is outside the Conservation District, but still contains historic and potentially historic buildings. We are open to "height swaps" along this strip that would allow property owners to grant "height rights" to other developers in exchange for restrictions on the heights they could build."

Sam said we will first have questions for clarification, and then discussion.

Owen Ronchelli: regarding the goals in chapter 3, the way it reads, the nomenclature, it seems aspirational and ambiguous by design. Thus, he feels it is a "District Vision;" same for Albina. And thus, what you refer to as a "target" is actually the "goal." A goals needs to be an achievable metric; that's how he sees it.

Lloyd Lindley: under the flexible network, flexible streets in Lower Albina page 27, page 47 and 48. His comments have to do with the designation of flexible streets and "low stress" experiences. He would like to add a sentence regarding working streets (trucks, staging, etc), but still wants employees commuting to have low stress experiences; so, going forward talk about nature of streets as relates to adjacent industrial employment uses.

Dean Gisvold: page 32; first paragraph; under performance targets, housing; his experience with affordable housing is that targets are generally set by affordability category. He suggests a clarification here. 50% is fine, perhaps aggressive, but he can live with it. Housing should be spread across various affordability categories. He is not asking to specify what portion of 50% goes into 0-30, but is asking to have them spread fairly.

Joe Zehnder: described where the 50% came from; the detail is available, rapidly becomes too much detail for this plan.

Dean Gisvold: as long as it is somewhere – it is oversimplified; would be happy to provide language.

Justin Zeulner: listening to public testimony, it occurred to him that once we had a preliminary report, we discussed getting an opinion from the development community on the "excitement level" of what they think. Did we do that?

Karl Lisle: yes; we held two Developers' Forums with several big property owners in February. At that point we had a concept and the general feedback was positive, particularly from Scott Langley's group, who is currently pursuing development.

Justin Zeulner: thinking about zoning and height, no fatal flaws?

Staff: none.

Gwenn Baldwin: correct; there are individual things that give more comfort and more heartburn, but no fatal flaws - except we want to see crash stats improve. In terms of land use side, there is a lot of excitement.

Wayne Kingsley: is concerned that the language is too aspirational, and dreaming. The targets seem out of whack with reality. He is not sure he is comfortable, and this goes to what Owen and Justin were saying. When you talk about dollar amounts for affordable housing, what people can pay is a lot different than what it costs to build. (E.g., the Bud Clark Building for homeless people was one of the most expensive buildings ever built in Portland.) He described the scenario in Portland with housing and affordable housing; he just hates things that don't make sense. Question regarding the 70% mode split target - where did that come from?

Joe Zehnder: housing: part of dilemma is the ratios that Dean referred to, creating targets for the mix. It is a necessary number to have in mind so you can begin to think though the financial side of what it takes to get there. We need an order of magnitude number so when City Council adopts it, they have

some idea of costs. With today's expectations for resources, I do not think the Housing Bureau could tell you how to do it. So it is aspirational in terms of numbers, and now we will set about getting there.

Mauricio Leclerc: to determine the mode split, we relied on Metro's numbers from the regional travel demand model. The factors are high density, mixed use development, parking costs, availability to transit, and street connectivity; these were adjusted based on survey data from the TMA and the proposed actions in the plan. He described the vision for the plan, new and better connections, more housing, etc.

Karl Lisle: For comparison, the commute mode split today in Downtown is around 50%.

Mauricio Leclerc: provided an example of mode split in the Pearl District.

Steve Iwata: there is substantial history in relationship to transportation behavior; they made adjustments based on what we know about the Lloyd District.

Joe Zehnder: this number for Lloyd is because it is a special district with lots of transit and shopping; we do not expect it everywhere. It is not just planners thinking everyone won't have cars. He described process of determining the rate. This is a place where we think we can do it.

Dean Gisvold: comment regarding housing. His experience with Central City Concern is it is all concentrated in the 0-30% MFI; tools have changed over time. It has always been aspirational and a challenge, but unless you put in some aspirations, you are never going to get there. The City and County have always tried to provide affordable housing.

Tracy Whelan: this region has a shopping center that serves the region, thus drawing from outside the area, along with the Rose Garden and Convention Center.

Steve Iwata: agree; we recognize that, and the regional nature of the mall. The mode split target is for commute trips only – for employees within the Lloyd District.

Mauricio Leclerc: As a regional center, the Central City does attract trips from all over the region; about 70% is what we could aim for, and it is different from other areas.

Gary Warren: he is hung up on the low income requirement. He does not want to get in trouble making it restrictive for development. To Dean, is it feasible to put low income housing in a tower? He does not think so. He appreciates it is aspirational but does not want it to be restrictive.

Joe Zehnder: feels there are enough options; at some point you start to mix these up, in terms of housing. It is a target for investment tools. There is no specific requirement for affordable housing – though there are some incentives.

Sam said it is time to move on to the Action Items. The voting process will be the same as the last meeting; Sam will take a quick pulse then real vote.

Action 1: Recommendation on Lower Albina zoning proposals

Vote: all voting members present voted 1

Cate Millar abstained because she did not speak with Daniel Deutsch about Actions 1 and 2.

Alan Rudwick, from the audience, voted 1 for Mike Warwick.

Action 2: Recommendation on Irvington Edge height proposals

Vote: all voting members present voted 1, except those noted below.

The 2's:

Britt Brewer: has no objection on this alone; his concerns are about page 71, regarding height limitations and transitions to neighborhoods, page 61 a2, the eastern edge of boundary. He has no issue with that line or height transitions, but is concerned about UD10. He does not want UD10 to become a precedent east of 15th.

Joe Zehnder: Agree. We have not looked at Broadway east of 15th, though it could be considered in the future.

Britt Brewer: vote changes to 1

Alan Rudwick: voted 2 for Mike Warwick, but wants Eliot to be receive the same treatment as Irvington; that would change him to a 1.

Karl responded with explanatory comments about height, noting it is complicated and nuanced because the areas have different zoning and a different mix of existing uses, but thinks they are being treated pretty much the same.

Joe Zehnder: agrees.

Alan Rudwick: we can talk more later.

Dean Gisvold: in his comments, he also felt the two neighborhoods should be treated the same.

Action 3: Do you endorse the draft N/NEQ Quadrant Plan as written? (and amended through tonight's discussion)

Sam said we voted last time on Facility Plan, and described the changes that Todd reviewed earlier. This is all to let folks know that if you vote tonight on this, the Facility Plan is an appendix to this plan.

Karl Lisle: we are still taking comments through July 9th. It is not the end of the road, but this will help us figure out the remaining issues. We'll come back in August with a revised draft and list of changes.

Vote: all members voted 1 or 2

Alan Rudwick: vote 1 on everything except the freeway.

Phil Sellinger: clarifying that this vote is on land use?

Sam Imperati: yes.

Karl Lisle: to be clear, there is also an action item that says "implement the facility plan."

Sam Imperati: yes, and we will be back in August to consider the entire package.

The 2s:

Eric Lovell: is supportive of everything we have been talking about, but concerned about parking options in light of increasing density. We have heard from citizens and members, and everyone is just worried. We want to know more about some of the ideas and have options detailed in this plan. We will

have increasing parking problems with increasing density, and wants to know about tools to address this.

Owen Ronchelli: great plan, but he has not had a chance to fully comb through it. He will submit comments. No fatal flaws.

Gary Warren: appreciates the SAC covering for him in May, concerns about RX zone; does not want what is going on in the Pearl to happen here, with the first floor void. That is his big concern about going away from the RX. Also, agree with Eric on parking. Also flexible streets, wants to ensure they are not detrimental to current uses. Statement regarding pedestrian uses, he wonders how we would get in this building. He needs good access to Calaroga.

Cate Millar, for Daniel Deutsch: Daniel would vote two; he is opposed to increasing height toward the river, he thinks it should be graded back toward the Lloyd District; he sees the Broadway Bridge as the gateway to the quadrant, connector to east and west side. This pertains to the bigger conversation about the Willamette River; he feels there is an inherent conflict with building tall buildings along the river.

Dean Gisvold: spelled out his concerns in his earlier comments; he is about 85% in support; the height increases are not ok, also concerns about aspirations for Broadway as a mainstreet vis a vis the amount of traffic.

Justin Zeulner: needs to read it; comment about page 61, max heights. He met with City staff this week, and feels the 150 foot heights should be included and expanded, which he has proposed as a friendly amendment. He is sorry to have missed previous meetings, he would have brought this before.

Matt Arnold: tree canopy targets are inadequate, the 2004 Urban Forestry Plan had more ambitious targets. He described the current targets and encourages this aspect of the plan be revisited. If uncomfortable with this, also look at establishing impervious surface targets. . Mode-split conversation; know that the Climate Action plan specified 70% for the entire city. It seems like we are letting a major employment area off the hook, with 40% for Lower Albina.

Phil Sellinger: following on Betsy, as the land use plan is not all or nothing, the transportation should also not have to be all or nothing. Include some language in plan to address near term needs.

Wayne Kingsley: reminded about the “and” instead of “or,” as mentioned earlier. And he still has problems with metrics, needs to review to see if it is too much dreaming or if there is enough reality. Also, for parking – we used to have minimum parking ratios.

Mauricio Leclerc: there is no minimum parking required in Central City.

Wayne Kingsley: that is incredibly stupid.

Lloyd Lindley: for everyone’s benefit we should expedite the I-5 interchange plans; implementation starts with environmental assessment and that should start right away. The other issue, describe flexible streets as working streets, this will provide balance. Again, should provide for low stress experiences for industries and users. He understands these are mixed use streets, and as it is written

now, it looks like it is just for bike-pedestrian streets. Also recommends staff add a parking analysis to Lower Albina. Finally, wants to add "pedestrian" to page 41, in reference to the "wayfinding" system.

Tracy Whelan: concerned about tree canopy target for Lower Albina, it is 6% currently – how could you fit more trees in there to get to the 10% target? Maybe there is room, but not sure.

MEETING WRAP UP AND NEXT STEPS

In closing, Sam passed out a draft SAC Report just as a template. He noted in particular the opportunity to issue a Minority Report. All SAC members are welcome to submit comments to be included for decision-makers to review. There will be a tight turn around after our August 2nd meeting.

Additional comments on the Quadrant Plan are due to staff on July 9.

Sam asked everyone to fill out the meeting evaluation form. He thanked everyone for a good meeting.

Upcoming meetings:

- SAC Meeting #19 on 8/2 – Final SAC recommendations
- September 11 – Planning Commission (tentative date)
- October/November – City Council
- December – Oregon Transportation Commission (Facility Plan)

The meeting was adjourned at 8:45 p.m.

The meeting notes are respectfully submitted by the Institute for Conflict Management, Inc. facilitation team.

N/NEQ SAC #18 MEETING EVALUATION SUMMARY
JUNE 28, 2012

10 Evaluation Forms

	Poor	Fair	Good	Very Good	Excellent
1) OVERALL MTG QUALITY			2	7	1
2) PACING	Too Slow	3	Just right 7		Too Fast
3) CLARITY PRESENTATIONS			4	5	1
4) DOCUMENTS				7	2
5) DISCUSSION			3	5	2

6. MOST USEFUL?

- Sam's facilitation
- BPS and ODOT staff work and dedication
- Advocacy and effort of SAC members

7. LEAST USEFUL?

- Hard to think of a negative
- Review in the beginning
- Seems we get a lot of recap at each meeting; that takes up to half of the meeting. It is a l-o-n-g meeting

8. COMMENTS, SUGGESTIONS, OR QUESTIONS?

- If this is an example of what we can accomplish w/entire city plan, we are well served.

MEMO

Date: July 27, 2012

To: N/NE Quadrant and I-5 Broadway/Weidler Stakeholder Advisory Committee

From: Project Staff

Subject: Proposed changes to the Facility Plan

Based on comments made at the SAC meeting #17, the following changes have been made to the Facility Plan. For tracking, a clean copy with edits has been provided as part of the SAC #19 meeting materials.

Page 12 under Specific Design Coordination, number 5 d., add sub-bullet 4. that states: "visual and acoustic screening will be examined, designed and implemented between the Madrona Studios and the relocated on ramp to I-5 at Weidler."

Page 12 under Specific Design Coordination, number 7., add sub-bullet c. "Study and implement an event parking management plan for the Rose Quarter area, including the area adjacent to the future Clackamas Pedestrian Bridge on the east side of I-5. The exact boundaries and scope of the study will be determined at a later date."

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

Facility Plan

I-5 Broadway/Weidler Interchange Improvements



July 26, 2012

Revised Review Draft

Informational/Discussion DRAFT

CENTRAL CITY 2035

N/NE QUADRANT

CITY OF PORTLAND OREGON 1851

Oregon Department of Transportation

55048

Facility Plan:
I-5 Broadway/Weidler Interchange Improvements

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



OBJECTIVES:

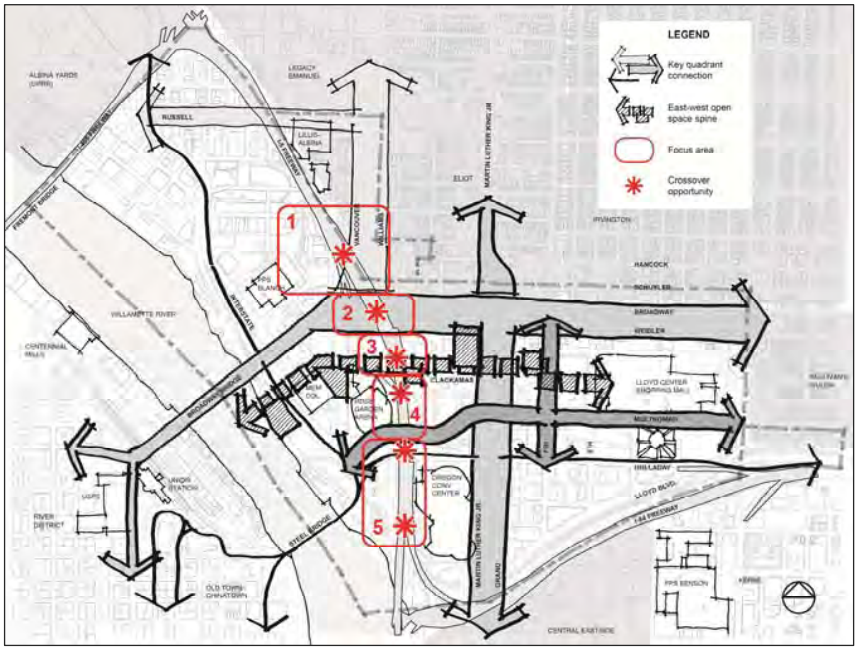
ODOT and the city through the Stakeholder Advisory Community (SAC) and extensive public outreach, explored and found solutions to meet the following objectives



EASE CONGESTION LEVELS AND IMPROVE SAFETY

ENHANCE PEDESTRIAN AND BICYCLE ROUTES

IMPROVE FREIGHT MOVEMENT



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

Acknowledgments

Oregon Transportation Commission (OTC)

Pat Egan, Chair
Tammy Baney, Commissioner
Mark Frohnmayer, Commissioner
David Lohman, Commissioner
Mary Olson, Commissioner

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Jason Tell, ODOT Region 1 Manager

ODOT Project Staff

Rian Windsheimer, ODOT Region 1 Program & Policy Manager
Andy Johnson, Major Projects Manager
Todd Juhasz, Senior Planner Major Projects, Project Manager
Tim Wilson, Region 1 Project Manager
Fred Eberle, Project Oversight
Chi Mai, Traffic Data and Analysis
Mark Johnson, Senior Preliminary Design Engineer
Canh Lam, Senior Preliminary Design Engineer
Lindsay Higa, Preliminary Roadway Designer
Sarah Abbott, Major Projects Planner
Mark Barrett, Engineer in Training
Alex Steinberger, Major Projects Intern

City of Portland, City Council

Sam Adams, Mayor, Commissioner-in-Charge
Nick Fish, Commissioner
Amanda Fritz, Commissioner
Randy Leonard, Commissioner
Dan Saltzman, Commissioner

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Seth Gallant, Transportation Planner, GIS Analyst
Terry Kearns, Environmental Lead
Emily Whiteman, Environmental Planner
Martha Richards, Environmental Planner
Jon Campbell, GIS Analyst & Graphics

HNTB

Bill James, Freeway Operations/Design Lead
Terry Song, Infrastructure and Design

ZGF Architects, LLP

Charles Kelly, Project Manager, Urban Design
Paddy Tillet, Urban Design Lead
Nolan Lienhart, Urban Design Analysis
Kate Walker, Urban Design & Graphics
Robert Wood, Urban Design & Illustrations

Alta Planning + Design

Steve Durrant, Project Manager
Mike Tressider, Bike/Pedestrian Lead

DKS Associates

Alan Snook, Transportation Planning Project Manager
Ray Delahanty, Traffic Engineer
John Bosket, Traffic Engineer
Miranda Wells, Traffic Engineer

North/Northeast Quadrant and I-5 Broadway/Weidler Plans
Stakeholder Advisory Committee

Sam Imperati, Facilitator, Institute for Conflict Management
Melissa Egan, Institute for Conflict Management

Members

Lloyd Lindley, AIA Portland/ASLA Portland, Co-Chair
Tracy Whalen, ESCO Corporation, Co-Chair
Gary Eichman, Portland Freight Committee, Co-Chair (past)

Matt Arnold, Bicycle Advisory Committee
Wynn Avocette, At-Large
Pauline Bradford, Interstate URAC, Northeast Coalition of Neighborhoods
Daniel Deutsch, Alora Development
Malina Downey, UPS
Debra Dunn, Oregon Trucking Association
Dean Gisvold, Irvington Neighborhood Association
Cynthia Gomez, Latino Network (past)
Carol Gossett, Sullivan's Gulch Neighborhood Association
Heidi Guenin, Upstream Public Health
Damien Hall, At-Large
Sean Hubert, Central City Concern
Wayne Kingsley, Central Eastside Industrial Council
Wade Lange, Langley Investment Properties
Eric Lovell, Lower Albina Council/ Uroboros Glass Studio
Jenny Lyman, TriMet
Gary Marschke, N/NE Business Association
Brock A. Nelson, Union Pacific Railroad
Jodi Parker, Building trades/Columbia Pacific
Midge Purcell, Urban League
Paul Riggs, Building trades (past)
Owen Ronchelli, Lloyd Transportation Management Association
Wanda Rosenbarger, Lloyd Center
William Ruff, Property owners/developers
Bob Sallinger, Audubon Society
Phil Selinger, Willamette Pedestrian Coalition
Gary Warren, Lloyd District Community Association
Mike Warwick, Eliot Neighborhood Association
Justin Zeulner, Trail Blazers/ Portland Arena Management

Alternates/Previous Members

Ed Abrahamson, Irvington Community Association Land Use Committee
Joanna Agee, Alora Development
Mike Bernatz, Ashforth Pacific
Steve Bozzone, Active Right of Way
Brittain Brewer, Sullivan's Gulch Neighborhood
Steve Cole, Irvington Community Association Land Use Committee
Dennis Henderson, Lloyd Center
J. Isaac, Portland Arena Management
Doug Klotz, Portland Pedestrian Advisory Committee
Andrea Marquez-Horna, Latino Network
Heather McCarey, Bicycle Advisory Committee
Cate Millar, GamePlan/EastBank
Chris Oxley, Portland Arena Management
Kelly Rodgers, Coalition for a Livable Future
Bob Russell, Oregon Trucking Association
Laurie Simpson, Eliot Neighborhood Association
Martin Soloway, Central City Concern
Joice Taylor, N/NE Business Association
Lindsay Walker, Lloyd Transportation Management Association
Kurt Widmer, Widmer Brothers Brewing

Non-Voting Members

Lew Bowers, Portland Development Commission
Chris Deffebach, Metro
Teri Dressler, Oregon Convention Center
Jessica Engelmann, TriMet
Peter Englander, Portland Development Commission
Sara King, Portland Development Commission
Susie Lahsene, Port of Portland
Alan Lehto, TriMet
Paul Smith, Portland Bureau of Transportation
John Williams, Metro
Rian Windsheimer, ODOT
Joe Zehnder, Bureau of Planning and Sustainability

The Facility Plan

Study Area

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

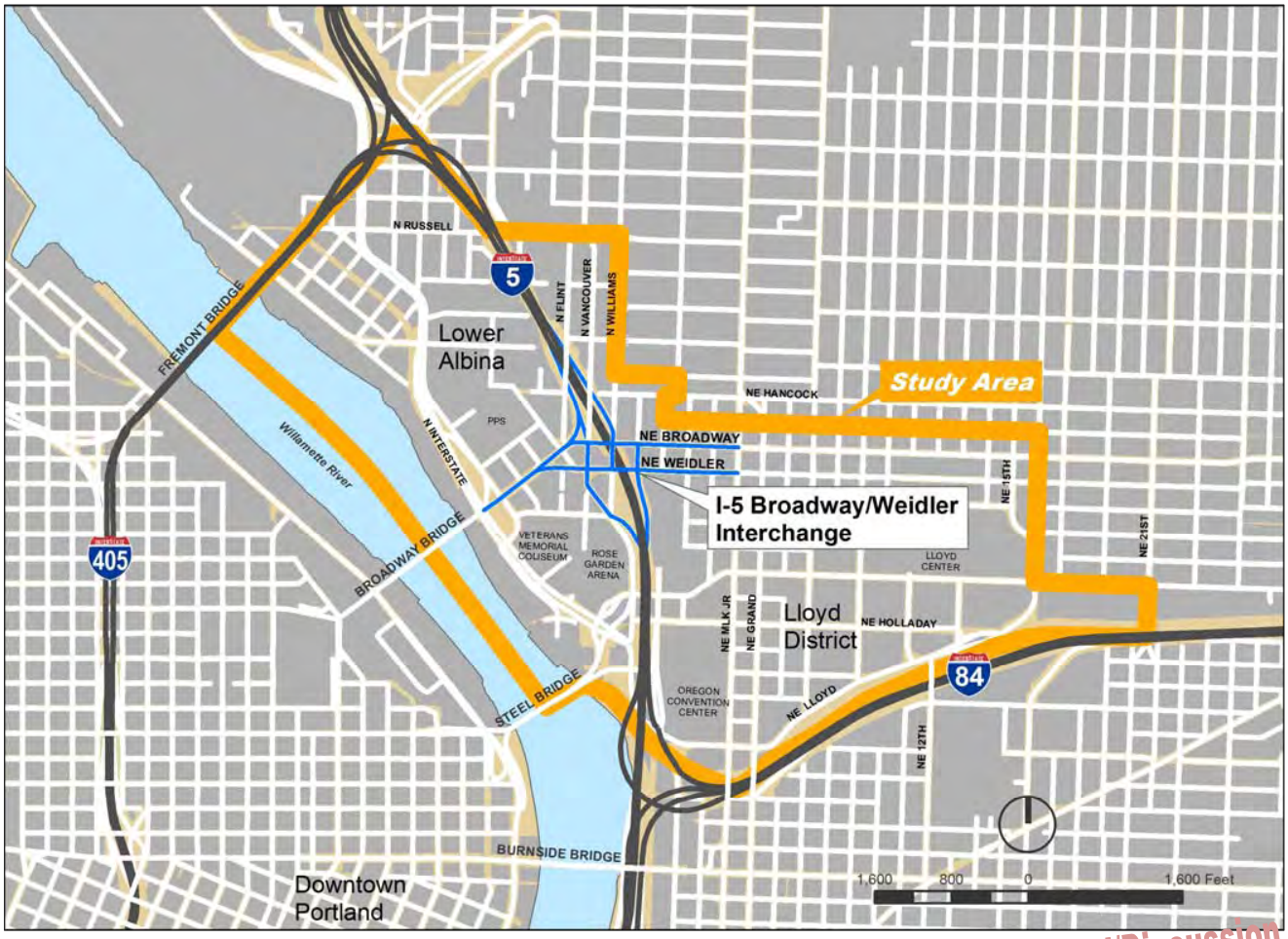


Figure 1: Study Area and Vicinity Map

Informational/Discussion DRAFT

Facility Function

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

Interchange Function

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

Purpose

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

Project Problem/Issues

Congestion and Bottleneck

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

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

I-5 Direction	Total Ramp Volumes Entering I-5	Total Ramp Volumes Exiting I-5
Northbound	29,970	37,530
	Includes entrance ramps from: • I-84 • Broadway/Williams Avenue	Includes exit ramps to: • Weidler Street/Victoria Avenue • I-405 • Greeley Avenue
Southbound	34,020	47,200
	Includes entrance ramps from: • Greeley Avenue • I-405 • Wheeler/Winning/Williams	Includes exit ramps to: • Broadway/Vancouver Avenue • I-84 • Morrison Bridge/Hwy 99E

Highest Accident Rate in the State of Oregon

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

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

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

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

Operational Friction and Congestion Caused by Heavy Weaving

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

- I-5 Northbound between I-84 Westbound and Weidler Off-ramp
- I-5 Northbound between Broadway On-ramp and I-405 Off-ramp
- I-5 Southbound between I-405 On-ramp and Broadway Off-ramp
- I-5 Southbound between Winning/Wheeler On-ramp and I-84 Eastbound Off-ramp



I-5 Northbound Weaving Section between Broadway On-ramp and I-405 Off-ramp

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

- I-5 Southbound between Winning/Wheeler On-ramp and I-84 Eastbound Off-ramp
- I-5 Northbound between I-84 Westbound and Weidler Off-ramp



I-5 Southbound Weaving Section between Winning/Wheeler On-ramp and I-84 Eastbound Off-ramp

The failing operations will be exacerbated in the future, with the most critical failure being the weave from I-5 Southbound from the Winning/Wheeler On-ramp to the I-84 Eastbound Off-ramp. This bottleneck will cause queuing that extends beyond the weaving section to the north and onto the Fremont Bridge.

The Land Use-Transportation Connection

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

The I-5 Broadway/Weidler Interchange Improvements Facility Plan proposes many new crosswalks that will improve pedestrian safety and connections to and from these major transit amenities. Two major bicycle commute routes run through the area: 1) the major east-west route along Broadway and Weidler, and 2) the major north-south route along Williams and Vancouver. The plan proposes a new east-west pedestrian and bicycle overcrossing at Clackamas Street to connect the Lloyd District with the Rose Quarter. The plan also includes a new Hancock/Dixon overcrossing structure and freeway lid that will allow for effective construction staging, improve viability of the PPS Blanchard site and provide a supplementary crossing to the north of "the Box" near the I-5 Broadway/Weidler Interchange.

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

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

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

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

Multimodal Mixed-use Area

The I-5 Broadway/Weidler Interchange is within ¼-mile of an existing interchange. ODOT staff concurs that the Multimodal Mixed-use Area (MMA) designation is appropriate for the city's companion N/NE Quadrant Plan and ODOT must be consulted prior to any future plan amendments within the MMA boundary and will remain in effect as long as progress is being made towards the implementation of project elements.

Summary of the Recommended Concept and Elements

The Recommended Concept, supported by a majority of the Stakeholder Advisory Committee (SAC) via a consensus-driven process, and its elements are based on technical assessments of bicycle and pedestrian operations, urban design/land use potential, traffic operations and safety. Table 3 describes the Facility Plan elements and their outcomes and Figure 2 and Figure 3 illustrate the extent of improvements included in the Recommended Concept. Figure 4 shows aerial perspectives of the existing conditions in the Rose Quarter and how the area would look with the improvements included in the Recommended Concept.

The Facility Plan Element 1, **Transportation System Management (TSM)** and **Transportation Demand Management (TDM) Strategies,** is designed to optimize the overall performance of the transportation system and to reduce vehicle demand, especially for commuter trips in the peak periods.

TSM measures are designed to make maximum use of existing transportation facilities, and include:

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

TDM strategies are most effective in areas with high concentrations of employment and where a robust transit system exists. Generally, the strategies are easiest to implement where there are large employers or where a TMA has been established to pool the efforts of many smaller employers. TDM measures include strategies that: 1) shift modes like carpooling, vanpooling, transit, bicycling and walking programs; 2) shift trips to non-peak periods, such as flexible work schedules and off-peak shifts; and 3) include telecommuting, which eliminates trips.

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

Informational/Discussion
DRAFT



Figure 2: Overall Project Extent of the Recommended Concept

Table 3: I-5 Broadway/Weidler Interchange Recommended Concept Facility Plan Elements

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

Informational/Discussion DRAFT

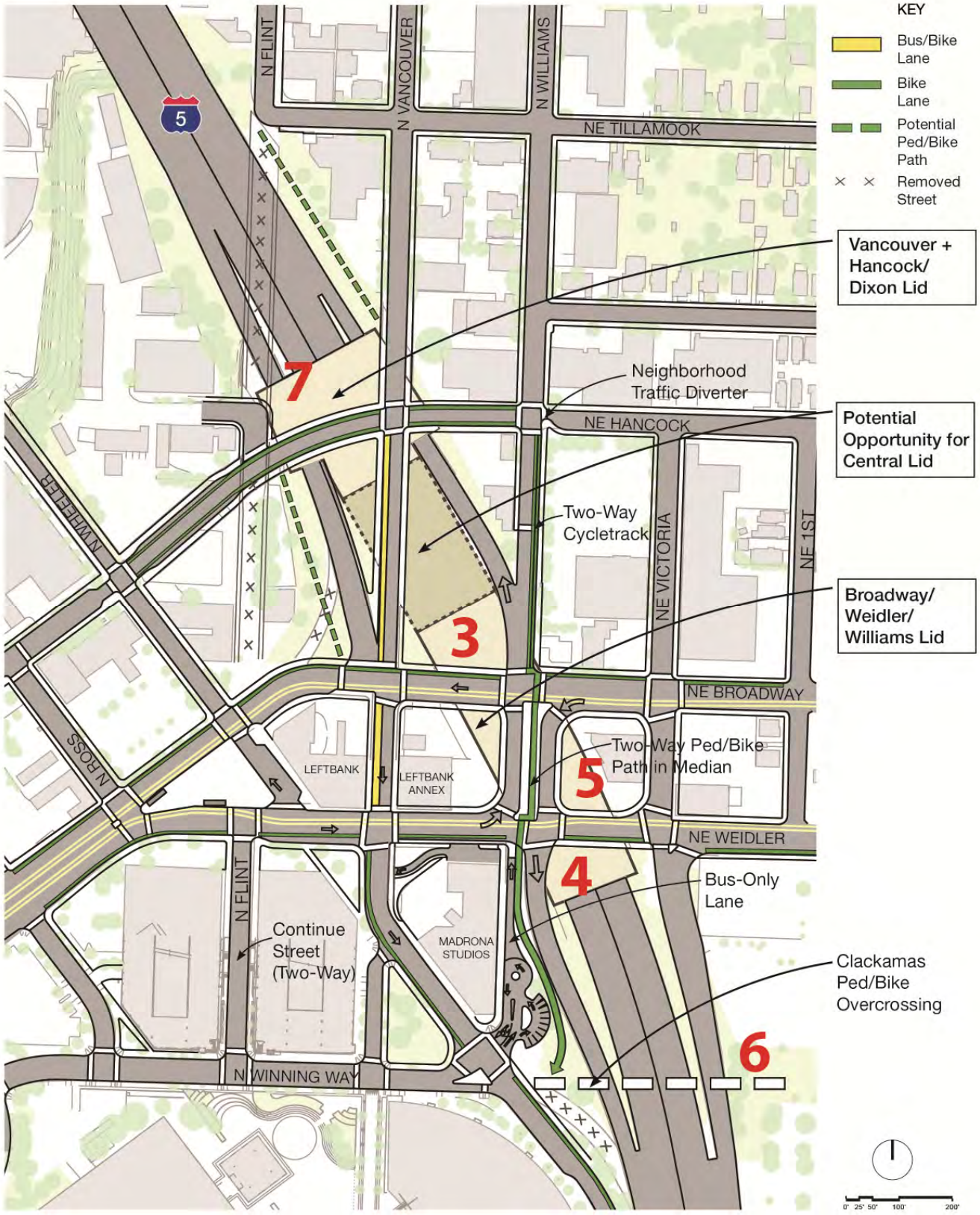
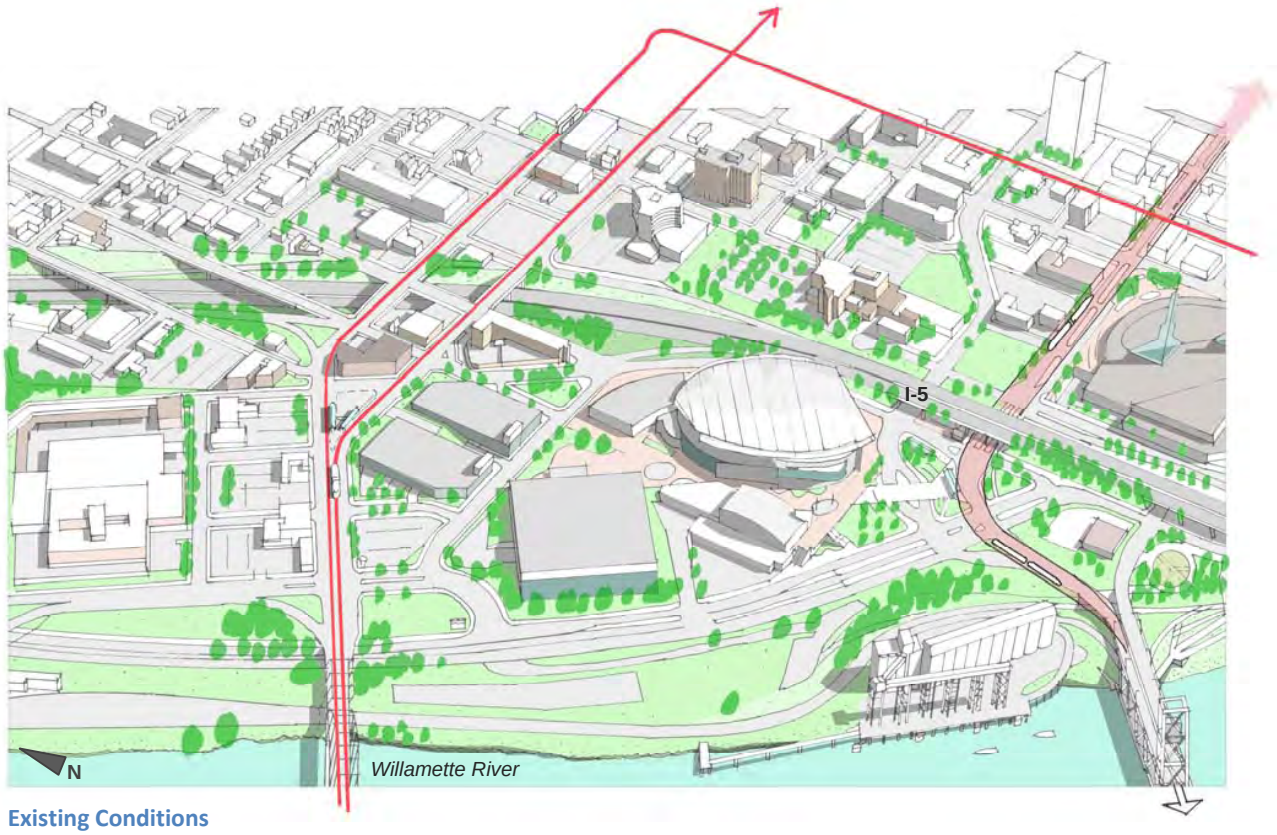
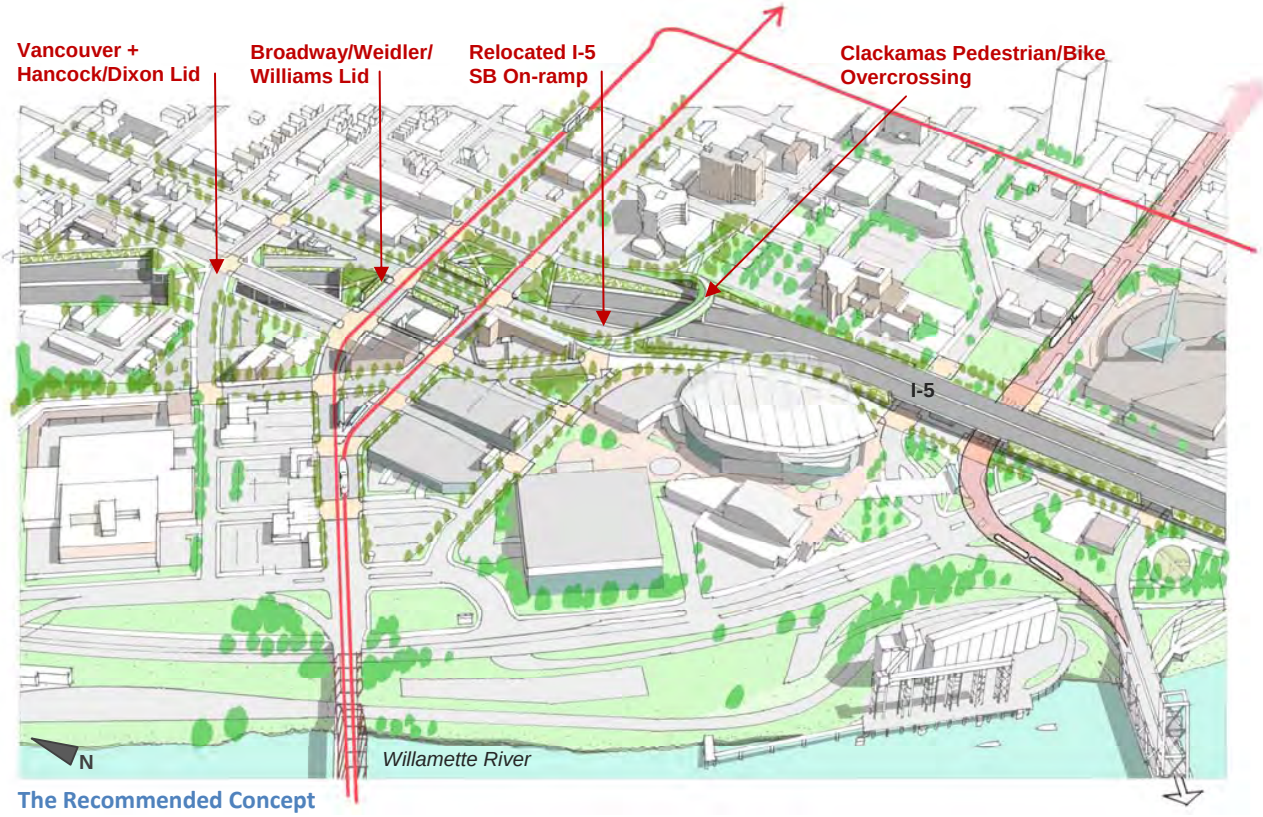


Figure 3: Enlarged "Box" Area of the Recommended Concept



Existing Conditions



The Recommended Concept

Figure 4: Aerial Perspectives of Existing Conditions and the Recommended Concept

Project Monitors and Future Project Development

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

Table 4: Project Monitors and Future Project Development

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

Informational/Discussion DRAFT

Implementation Actions

Project Development and Project Management

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

Preliminary Engineering

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

1. Complete PE level of engineering:
   - Develop project cost estimates.
   - Complete environmental documentation.
   - Identify potential construction phasing.
   - If phasing is required, the City of Portland and ODOT will work together to match phases to the funding sources available.

2. Project agreements at the completion of PE:
   - Signals will continue to be timed so as to avoid queues backing up into the deceleration area of the I-5 Southbound exit ramp at Broadway.
   - Crosswalks will be provided at all signalized locations and should be provided at all safe and feasible locations.
   - The Rose Quarter Traffic Management Plan (TMP) should be updated with the participation of ODOT, City of Portland and the Rose Garden Arena prior to construction.
   - A preliminary construction mitigation plan will be developed that would include efforts to minimize impacts, support local businesses and support minority hiring.

Specific Design Coordination

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

1. Seek a viable single lid design solution over I-5 between Weidler and Hancock by exploring mitigation measures for freeway noise and vehicle emissions, and by addressing the need for open space and economic development.
2. Develop specific measures to address property and parking impacts to the Paramount Apartments, the Portland Public Schools Blanchard site and other sites related to the proposed Hancock/Dixon connection. The number of parking spaces should be the same or more than existing conditions at the Paramount Apartments, the Leftbank Building, the Leftbank Annex and the Madrona Studios.
3. Develop alternative safe and convenient bicycle/pedestrian connections to include:

a. Enhanced facilities (including bicycle lanes, two-way cycle track, sidewalks and protected marked crossings) along Broadway, Weidler Street, Vancouver Avenue and Williams Avenue to include a wide, grade-separated multi-use path for Williams Avenue between Broadway and Weidler.
b. The development of a new pedestrian/bicycle connection between the Flint Avenue/Tillamook Street intersection to the proposed Hancock/Dixon overcrossing.
c. The development of a new pedestrian/bicycle connection from Hancock Street to Broadway while providing for potential parking mitigation, open space and redevelopment opportunities.

4. Define appropriate Eliot neighborhood traffic mitigation measures for the recommended Hancock/Dixon connection between Vancouver Avenue and Dixon Street to discourage cut-through traffic.
5. Refine a street design and circulation plan for the area in the vicinity of the I-5 Broadway/Weidler Interchange. The refined street design and circulation plan should address the following issues:
   a. Develop design elements that provide for safe and convenient access to the Leftbank Building and the Leftbank Annex.
   b. Develop and evaluate circulation alternatives and design elements for the area north of Broadway, south of North Wheeler Place and west of I-5 to:
      1. Address the changes to access and circulation around the Paramount Apartments by Investigating treatments for Wheeler Avenue, between Broadway and Hancock Street, in order to minimize cut through traffic at the west side of the Paramount but maintain access to the Lower Albina industrial district.
      2. Enhance bicycle access and safety to the proposed Hancock/Dixon connection over I-5 to the Broadway Bridge.
      3. Determine appropriate multimodal access and circulation to this area and Lower Albina.
   c. Develop and evaluate circulation alternatives for Wheeler Avenue, Winning Way, Center Court, Flint Avenue and Williams Avenue to:
      1. Enhance circulation in the area for all modes.
      2. Provide flexibility to manage event ingress and egress.
      3. Open up opportunities for redevelopment and placemaking.
   d. Develop design elements that address the changes to access and circulation to the Madrona Studios:
      1. Refine street design for Williams Avenue between Weidler Street and Wheeler Avenue to address access and circulation and on-street parking needs for the Madrona while also providing for bus, bike and pedestrian circulation.
      2. Provide for sufficient pedestrian and vehicle access to the Williams Avenue entrance to the Madrona Studios.
      3. Prepare an appropriate design treatment for the Weidler Street/Williams Avenue intersection for safe pedestrian and bicycle crossing.
      4. Visual or acoustic screening will be examined, designed and implemented between the Madrona Studios and the relocated on-ramp to I-5 at Weidler/Williams.
6. Develop design plans with TriMet for safe transit operation through the I-5 Broadway/Weidler Interchange.
7. Refine and finalize design for the Clackamas Overcrossing structure.
   a. Coordinate design with future access connections east of I-5.
   b. Coordinate design with future changes to traffic circulation west of I-5 and the relocation of the I-5 southbound on-ramp to Weidler/Williams.
   c. Study and implement an event parking management plan for the Rose Quarter area, including the area adjacent to the future Clackamas Pedestrian/Bicycle Overcrossing on the east side of I-5. The exact boundaries and scope of the study will be determined at a later date.
8. Evaluate visual and environmental impacts of the proposed widening of the elevated segment of the I-5 freeway, including over the Rose Quarter Transit Center and near Peace Park, and identify mitigation measures as needed.

MEMO

Date: July 25, 2012

To: N/NE Quadrant and I-5 Broadway/Weidler Stakeholder Advisory Committee

From: Project Staff

Subject: Revisions to the Draft N/NE Quadrant Plan

The last meeting the N/NE Quadrant Stakeholder Advisory Committee (SAC) is on August 2, 2012. At that meeting the SAC will review revisions to the draft N/NE Quadrant Plan and make final recommendations on the Quadrant Plan, as well as the I-5 Facility Plan.

In the meeting packet you will find a table of comments received on the June 18 review draft of the N/NE Quadrant Plan, with staff responses and proposed revisions. Also included is a revised plan reflecting the revisions included in the table.

The table contains 173 comments received between June 28 and July 17 from members of the SAC (including comments from the June 28 SAC meeting), public agencies, community organizations and members of the public. They are organized by general topic area and section of the plan. The staff response column indicates whether project staff agrees or disagrees with any suggested changes and indicates the substance of proposed revisions. The location of proposed changes within the revised plan document is indicated in the reference column and/or the staff response column.

Summary of Revisions
All proposed changes described in the table are included in the draft plan. Below are highlights of the revisions:

1. Fine tune performance targets, including:
   - Add language about distribution across affordability levels to housing unit target (p.32)
   - Increase Lloyd District mode split from 70 to 75% non-SOV (p.36)
   - Delete active street edge target related to retail/commercial streets (p.40)
   - Increase Lloyd District tree canopy target from 15 to 18% (p.44)

2. Clarify role of different street types, including:
   - Retail storefronts encouraged on retail/commercial streets, not on other street types (p.27)
   - Flexible street will continue to meet access needs of adjacent properties (p.27-28, 47)

3. Revise action regarding transportation needs on Broadway/Weidler to look at full corridor out to Hollywood (TR6, p.37).

4. Recognize importance of recommended improvements in the I-5 Facility Plan, including:
   - Move the implementation timeframe from 6-20 years to 2-5 years (TR8, p.37)
   - Add a new action for near-term pedestrian and bike safety improvements in the box (TR19, p.38)

5. Address parking concerns, including:
   - Make applying Employment Opportunity Subarea provisions in Lower Albina contingent on a parking management strategy (RC3, p.48)
   - Add more detail regarding potential parking management strategies for Lower Albina and clarify those for the Lloyd District (p.65, 76)

6. Increase maximum heights in portion of Rose Quarter area from 100 to 150' (p.59).

7. Update gateway diagram showing NE Broadway and 15th and clarify that not all gateways are intended to have tall buildings (p.39, 60).

8. Clarify and add emphasis on environmental health and sustainable development goals (throughout).

9. Clarify scope of actions and adjust lead and supporting implementers (throughout).

N/NE Quadrant Plan SAC Review Draft: Stakeholder Comments and Staff Responses (7/25/12)

The following table includes all comments received from members of the Stakeholder Advisory Committee and the public between June 28th through July 17th. References to specific locations in the N/NE Quadrant Plan refer to the Revised SAC Draft dated 7/24/12.

#	Source	Date	Comment	Topic	Reference	Staff Response
1	Amy Chomowicz, BES	7/17 memo	Add: "Development completely changed the physical landscape and hydrology of the area. The shoreline along the Willamette River was filled. Small streams were filled or put into pipes, and vegetation has been removed and replaced with buildings and paved surfaces."	Introduction	Page 3-4, Background	Agree. **PROPOSED CHANGE: Text added as suggested. See p.4.**
2	Amy Chomowicz, BES	7/17 memo	While some progress has ... for placemaking. In particular, as the district redevelops, it provides opportunities to integrate nature in a densely developed urban area and become a model of urban sustainable development.	Introduction	Page 7, second paragraph	Agree. **PROPOSED CHANGE: Add text: "As the district redevelops, there will also be opportunities to integrate nature in a densely developed urban area and to become a model of urban sustainable development." See p.7.**
3	Amy Chomowicz, BES	7/17 memo	It lays out ... infrastructure enhancements, ~~to help create one of the healthiest and best connected districts in the city~~ to improve watershed function and habitat vitality that provides a healthier urban environment for people and wildlife.	Introduction	Page 9, Healthy Connected Cities	Agree. **PROPOSED CHANGE: Text revised as suggested.**
4	Brad Perkins	7/17 letter	...Freight movement by trucks “and trains” is an…	Introduction	Page 6, paragraph 4	Agreed. **PROPOSED CHANGE: Text revised as suggested.**
5	Joe Angel	Mtg. 7/9	Would like to specifically see the PDC document Development Vision for the Oregon Convention Center Blocks (2006) referenced in the Lloyd Previous Planning section on Page 6.	Introduction	p. 6	Agree. **PROPOSED CHANGE: Text revised as suggested.**
6	Amy Chomowicz, BES	7/17 memo	Retail Commercial Streets: Last sentence is confusing, implies green features do not support retail street visibility. Delete or edit: Multi-level or specialized retail is encouraged along with ~~limited or less~~ “green features” that support ~~to~~ retail ~~street~~ visibility and activity. Also, clarify green features will still be present along these streets.	Proposed Concept	Page 19	Agree. **PROPOSED CHANGE: Text revised as suggested.**
7	Amy Chomowicz, BES	7/17 memo	...The streetscape includes visible “green” features, encouraging larger ~~r~~ tree canopy, ~~swales~~ green curb extensions and planters, and landscaping.	Proposed Concept	Page 20, Boulevard Streets, first paragraph	Disagree. The current language provides a general description of the elements that would be included in boulevard streets. Decisions about specific elements will be made as streets are improved.
8	Amy Chomowicz, BES	7/17 memo	Map displays all parks, open space, and natural resource areas the same; they are not the same. Plaza in front of Nordstrom not equal to Holladay Park. New park on MLK across from OCC should be represented differently to show it is a temporary park. Show the plazas in a different color or add “plaza” to the legend and explain the differences among the sites labeled “open space” in the document.	Proposed Concept	Page 21, map	Disagree. At this stage, the Quadrant Concept diagrams are not being updated.They were developed earlier in the planning process to illustrate the broad vision for the quadrant that has now been reflected in district goals, policies, actions and concept diagrams. These latter pieces will become part of the updated Central City Plan. In addition, these are concept maps which are not intended to provide alot of detail about the different types of open spaces in the district. However, we agree that it would be helpful to provide more information in the text about the existing parks to give more context. PROPOSED CHANGE: Add the following "The only significant public open space in the Lloyd District today is Holladay Park, located in the eastern portion of the district. There are also a number of small public and privately owned plaza spaces primarily located in the office core area. Lillis Albina park is located just outside of the Central City in the Vancouver/Williams study area." (p.21)

#	Source	Date	Comment	Topic	Reference	Staff Response
9	Amy Chomowicz, BES	7/17 memo	There could be more open space connections within the district, possibly these connections could be shown following flexible streets. The map on page 19 shows interior connections, and I recommend incorporating some of these as open space connections.	Proposed Concept	Page 21, map	Disagree. The connections shown on the open space diagram are generally limited to the most direct connections between open spaces. We agree that there will be many additonal routes to access open spaces, key among them is the proposed flexible network. However, all of these possible connections do not need to be shown on the open space map.
10	Amy Chomowicz, BES	7/17 memo	The Lloyd Eco~~d~~District is a public-private partnership designed to transform the Lloyd District into a showcase sustainable district that integrates nature into the built environment and uses restorative development approaches where new development enhances the environment and protects human health. Elements include~~s~~ district energy infrastructure, enhanced tree canopy, ~~improved~~ sustainable stormwater management strategies, and green building techniques. The green systems map illustrates how green infrastructure could be integrated into the quadrant to improve long-term resiliency. In addition to green building techniques, t~~T~~he concept includes the following green systems components: Tree Canopy/Water Quality Corridors: Corridors that provide enhanced tree canopy and stormwater management through large trees and vegetated stormwater facilities such bioswales and planters. Streets not designated as a Tree Canopy/Water Quality Corridor will still have these features, although they may not be as prominent.	Proposed Concept	Page 22, first paragraph	Agree. **PROPOSED CHANGE: Text revised as suggested.**
11	Amy Chomowicz, BES	7/17 memo	Recommend adding the following streets to this map: NE 9th, NE 12th, NE 15th, and NE Interstate	Proposed Concept	Page 22, Green Systems map	Disagree. See response to comment #8 regarding changes to the quadrant concept maps. However, we acknowledge that there may be reasons to change and/or add to the streets designated as tree canopy/water quality corridors. This can be achieved as this concept is futher developed under Lloyd action EN5 (previously GC5). See response to comment #149 for proposed changes.
12	Brad Perkins	7/17 letter	Connect dots between Katz Promenade and Sullivan's Gulch Trail at Peace Memorial	Proposed Concept	Page 19, map	Comment noted. See response to #8 regarding changes to quadrant concept maps.
13	Brad Perkins	7/17 letter	City attorney has not allowed us to call it "Peace Park"…"Peace Memorial" is OK	Proposed Concept	Page 23, Area 5	Agree. **PROPOSED CHANGE: Revise text references in the document to "Peace Memorial".** See comment #8 regarding changes to the quadrant concept map. We will use the correct name in the future.
14	Paul Cathcart, PPS	6/28 letter	Support action to investigate district energy options for serving PPS Blanchard. Can Blanchard be added to Green Systems Map?	Proposed Concept	GC4, Green Systems Map p. 22	Comment noted. Agree with potential inclusion of PPS Blanchard in future planning for green systems in Lloyd District as part of Lloyd EcoDistrict or other similar and/or related efforts. Proposed new Lloyd District boundary includes PPS Blanchard site.
15	Alan Rudwick	6/28 SAC	Jobs in this area are more sustainable than suburban areas. Good to reduce commute distance.	Regional Center		Comment noted.
16	Amy Chomowicz, BES	7/17 memo	Description states that achieving increased building height will include bonuses that emphasize housing, parks and open spaces, and Convention Center-supportive uses. When bonuses are developed, I suggest incorporating "biophilic" and restorative development including natural area parks and open space, native vegetation, ecoroofs, etc.	Regional Center	Page 63, RC3	Agree. **PROPOSED CHANGE: Add "Bonuses may also be developed for green buildings and the use of green infrastructure." to the description of RC3 on p.63.**

#	Source	Date	Comment	Topic	Reference	Staff Response
17	Dean Gisvold, Irvington Community Assoc.	6/28 email	Opposed to certain height limits in Lloyd and Lower Albina, see annotated map.	Regional Center	App B, RC3 Map A2, Alt B	See response to #20 and 21.
18	Paul Cathcart, PPS	6/28 letter	Support moving Blanchard from Lower Albina to Lloyd District.	Regional Center	RC1	Comment noted.
19	Amy Chomowicz, BES	7/17 memo	Add a description of how this area can be a showcase for integrating nature into the built environment and attracting more business and visitors.	Regional Center - Lloyd	Page 28, 29, Regional Center	Agree. However, there is currently language in this section that addresses this: "The formation of the Lloyd EcoDistrict presents additional opportunities to create a district that is more attractive to new businesses, employees, residents and visitors due to its leadership in sustainability and the resulting improvements in the physical environment." (p.29)
20	Cate Millar (for Daniel Deutsch)	6/28 SAC	Opposed to tall buildings along the river and at the Broadway Bridgehead.	Regional Center - Lloyd		Disagree. Proposed heights at the Broadway Bridgehead are consistent with Rose Quarter District Plan (2012) gateway concepts and recent redevelopment interests. On the Thunderbird site (none of which is currently in public ownership) proposed increased height limits would only be available in return for new public open space, offering expanded visibility to and from Veteran's Memorial Coliseum, a recently designated historic landmark.
21	Dean Gisvold, Irvington Community Assoc.	6/28 email	Do not support additional height limits for Broadway Bridgehead and Thunderbird site. Gateways do not have to have tall buildings. Taller heights do not support Broadway "main street" in Policy 4 Successful Neighborhood Districts (p. 32). Can we have a mainstreet NE Broadway with a high-density N Broadway? Policy 4 and Lloyd are not compatible. Increased heigh/density will create more demand on Broadway and increase barriers to ped/bike connectivity. See annotations on Map A2 for his specific proposed changes to staff height proposals	Regional Center - Lloyd	Lloyd RC3, App A, Map A2 and App B, RC3	Disagree. See response to #20 regarding heights on N. Broadway and riverfront. Other development regulations, including updated district design guidelines, could help sculpt taller building forms to "step down" to NE Broadway, new open space(s), etc., as desired. Broadway is proposed to be developed at different scales: the eastern portion with lower heights will have more of a "main street" character and the western portion where heights are increased will be more urban. You should also note that there are no proposed increases in FAR in the Lloyd District, and therefore no increases in overall development potential, with the exception of the PPS Blanchard site. The high density development envisioned for the district will support the use of alternative modes, balancing the demand on Broadway and other arterials.
22	Gary Warren, LDCA	6/28 SAC	Concerned about possible new retail spaces in area around Calaroga Terrace – concerned that they won't succeed. Would like to see them limited in that area.	Regional Center - Lloyd		Agree. Ground floor retail should not be required off of Retail/commercial streets as designated by Map A3 of the draft and on the Lloyd District Concept Diagram on page 27. **PROPOSED CHANGE: Add language to page 27 1st bullet to clarify: "Off of Retail/Commercial Corridors, retail would not be required or encouraged."**
23	Gil Frey	6/28 SAC	Need Convention Center Hotel project.	Regional Center - Lloyd		Agree. The plan addresses this issue. See Lloyd Policy 3D on p.29 and Action Items RC4 and RC5 on p.30.
24	Justin Zeulner, Portland Trail Blazers	6/28 SAC	Would like to see the existing 2-story Rose Quarter building and parking lot immediately to the west of the Rose Garden arena included in the area mapped with a 150-foot height limit.	Regional Center - Lloyd	Map A2	Agree. **PROPOSED CHANGE: Amend Map A2 on page 59 to show area above commercial office building and parking lot southeast of Memorial Coliseum eligible for up to 150 feet in height.**
25	Katy Langstaff and Michael Mehaffy, Sustasis Foundation	6/22 letter	Nine Bridges make Portland Unique. Building height limits should be graduated away from these Willamette River bridgeheads so that pedestrians, bicycles and cars are able to view and to access them.	Regional Center - Lloyd		Comment noted. New urban design objectives that are part of the Central City 2035 Concept Plan emphasize celebrating the Central City's diverse (and expanding) collection of Willamette River bridges. Disagree that building heights should be graduated away from them. Proposed maximum heights on page 61 do not increase maximum floor area ratios (FAR,) requiring that taller building proposals must become thinner to approach the limits. Thinner buildings increase opportunities for more views through and around them, in contrast to shorter squatter buildings built to the 100-foot limit that exists today. Public views down NE Broadway to the Broadway Bridge would not be affected by height proposal as no buildings will be built in the public ROW of NE Broadway Street.
26	Paul Cathcart, PPS	6/28 letter	Support proposed zone changes for Blanchard site and required future master plan.	Regional Center - Lloyd	Map B1	Comment noted.

#	Source	Date	Comment	Topic	Reference	Staff Response
27	Paul Cathcart, PPS	6/28 letter	Not aware of any finding that Blanchard is structurally challenged due to deferred maintenance. Also, operations in Blanchard are not obsolete, but rather can function without being in same building.	Regional Center - Lloyd	App B, RC2, p. 62	Agree. **PROPOSED CHANGE: Revised text: "The building is oversized and inefficient for the services its provides and, given its age and state of repair, major future improvements may not be a good long-term investment."**
28	Carol Gosset, Sullivan's Gulch NA	7/9 letter	Target not based on a thorough study of market conditions. We recommend against the use of percentage based goals to determine the composition of housing. Recommend a statement be inserted into Chapter 3 goal stating that, "housing investment be based on sound market driven and financeable conditions".	Housing and Neighborhoods - Lloyd	Performance Targets, Housing, page 32	Disagree. The affordability target, which is based on the current income distribution of the city, is intended to provide for a diverse supply of housing that meets the needs of all Portlanders. Housing that is affordable to lower income people is typically not market driven, unless there are subsidies or other incentives that make the project pencil out. The target will help the city plan for the type and scope of tools needed to encourage the development of affordable housing.
29	Cathy Galbraith, Bosco-Milligan Foundation	6/28 email	Question what measures and steps will be taken to minimize and avoid gentrification. Comes up in document but no substance to discussion	Housing and Neighborhoods - Lloyd		Agree. The N/NE Quadrant Plan recognizes the issues of possible displacement due to gentrification, particularly in the adjacent Eliot neighborhood, but also for existing residents and small businesses within the district. The plan includes a policy addressing this issue (Lloyd Housing and Neighborhoods policy #7, p.32) and includes an action that calls for additional tools to be developed to address this issue (Lloyd action HN8, p.34). Gentrification and displacement is a citywide issue that was identified for further work in the recently adopted Portland Plan and is on the work program for the Comprehensive Plan Update process. There is currently a project underway that will develop a tool to identify "at-risk" areas, provide a preliminary policy framework, and develop a toolkit from national sources. This topic will also be part of the work program for the Comprehensive Plan's Policy Expert Group on "Centers". **PROPOSED CHANGE: Revise lead implementing agency for HN8 (p.34) to BPS to reflect work underway to address this issue.**
30	Dean Gisvold, Irvington Community Assoc.	6/28 email	Priority is given to low and middle income housing but is then nullified by saying it will be hard. Don't give up from the get go.	Housing and Neighborhoods - Lloyd	4th paragraph, p.31	Agree. **PROPOSED CHANGE: revise language to be more positive, stating there is a need to develop additional tools to meet goals for affordable housing (see p.31).**
31	Dean Gisvold, Irvington Community Assoc.	6/28 email	If they recognize the neighborhood transitions, consider applying housing incentives to any RH zones in Eliot and Irvington areas.	Housing and Neighborhoods - Lloyd	App B, RC4 and HN1	Comment noted. RH Zoning requires housing. Where used, housing incentives are typically applied to commercial and employment zones.
32	Dean Gisvold, Irvington Community Assoc.	6/28 email	Support for housing aspiration and targets. Need language added to the target on distributing housing affordability levels fairly.	Housing and Neighborhoods - Lloyd	p. 32	Agree: **PROPOSED CHANGE: add language to p. 32 housing target: "…of the city, distributed across affordability levels."**
33	Gwenn Baldwin	7/8 email	Language about possible required housing too prescriptive, will continue the historical land banking. Incentives always work better: fast track the process, facilitate SDCs being used to improve the immediate area if housing is included, etc. Any regulations requiring housing would be strongly opposed at Council.	Housing and Neighborhoods - Lloyd	App B, page 65 HN1	Comment noted. The description includes a list of potential tools to encourage housing development. Required residential development areas have been successfully designated in the Central City in the past and therefore area listed as a potential tool, along with other tools such as height and FAR bonuses. Specific proposals will be developed as part of Zoning Code amendments to implement the Central City Plan update.
34	Murray Koodish, NE Broadway BA	6/28 letter	Support policy 4 under Housing and Neighborhoods, concentrating retail and neighborhood-type business will help.	Housing and Neighborhoods - Lloyd	p. 32	Comment noted.
35	Owen Ronchelli, Lloyd TMA	7/9 email	HN4 should include Lloyd BID as an implementer	Housing and Neighborhoods - Lloyd	HN4	Agree. **PROPOSED CHANGE: Text revised as suggested (p.33)**
36	Owen Ronchelli, Lloyd TMA	7/9 email	HN5 should include Lloyd TMA as an implementer	Housing and Neighborhoods - Lloyd	HN5	Agree. **PROPOSED CHANGE: Text revised as suggested (p.33).**

#	Source	Date	Comment	Topic	Reference	Staff Response
37	Paul Cathcart, PPS	6/28 letter	Support action for PPS to monitor population growth and school needs. Working with BPS on this.	Housing and Neighborhoods - Lloyd	Lloyd HN7	Comment noted.
38	BPS River Team	7/6 email	These actions should be separated into two, with different leads; revise as follows: (for Lloyd) TR 18: Complete the N Portland Greenway Feasibility Study. **PPR** should be the lead implementer. TR 19 (separate action item): Use the information from the completed N Portland Greenway Feasibility Study to inform the River Plan/North Reach (the update of the Willamette Greenway Plan). **BPS** should be the lead implementer. (for Albina) Page 51, TR 2: Complete the N Portland Greenway Feasibility Study. **PPR** should be the lead implementer. New/separate action item: Use the information from the completed N Portland Greenway Feasibility Study to inform the River Plan/Central Reach (the update of the Willamette Greenway Plan). ~~Implementation of the trail in some areas will rely on the ability to acquire agreements by private property owners~~. **BPS** should be the lead implementer.	Transportation	Page 38, TR18 and page 50, TR2	Agree. **PROPOSED CHANGE: Revise Lloyd action TR18 and Lower Albina action TR2 to separate the action of completing the North Portland Greenway Feasiblity Study (PPR lead) from the update of the Willamette Greenway Plan in Lloyd action EN2 and Lower Albina action EN1 (BPS lead). See p.38 and p.50.**
39	Brad Perkins	6/28 SAC	Feels land use has been short-changed in process. Should be more emphasis on off-street bikeways and high speed rail is not mentioned in plan.	Transportation		Disagree. The plan integrates the North Portland Greenway and the Sullivan's Gulch Trail, as well as pedestrian/bicycle overcrossings at Clackamas and 7th Avenues. High speed rail alignment is being addressed by the Governor's Passenger Rail Leadership Council, on which the City is represented by the Mayor.
40	Brad Perkins	6/28 SAC	Likes main street plans. Broadway is very important and serves as an artery. It needs to have a pedestrian orientation.	Transportation		Agree. Plan calls for Broadway as a key retail spine with good pedestrian connectivity.
41	Brad Perkins	7/17 letter	New networks of off street trail and high speed/commuter rapid transit corridors could be added and bring thousands of daily riders to help spur demand for mixed use development and affordable housing. N/NE Quadrant staff has deferred all opportunities for passenger rail discussion and planning.	Transportation		See response to comment #39. Also, Comprehensive Plan Goal 6-Transportation currently supports commuter rail and expansion of Northwest Corridor passenger rail services and reinforcing the role of Union Station as multimodal hub for intercity passenger rail and buses, and city transit, taxis and airport shuttles.
42	Cathy Galbraith, Bosco-Milligan Foundation	6/28 email	Share concerns of Paramount Apts. and Leftbank. Not enough consideration of likely unintended consequences of transportation plans.	Transportation		Comment noted. The Facility Plan for the I-5 Broadway-Weidler interchange improvement acknowledges that several issues need to be resolved, including the area north of Broadway that would impact Left Bank Building, Paramount Apartments and others. The current phase was a planning-level of design and engineering, while the next phase will prepare engineering-level studies and plans that will address parking, access, property impacts, and funding issues in greater detail. This will include significant outreach to property owners and other stakeholders.
43	Dean Gisvold, Irvington Community Assoc.	6/28 email	Opposed to freeway project.	Transportation	App B, TR8, p. 65	Comment noted.
44	Dean Gisvold, Irvington Community Assoc.	6/28 email	Oppose for same reason as 3 vote on freeway improvements.	Transportation	Lloyd TR8	Comment noted.

#	Source	Date	Comment	Topic	Reference	Staff Response
45	Debra Dunn, Oregon Trucking Associations	6/27 letter	"I have discussed with OTA members … that the end product of this two year process is the possibility of a future addition of a north and south bound auxiliary lane in this section of the corridor." Short weaving sections, conflicting movements and friction problems are only minimally addressed by plan. Need to improve safety and reliability in the project area.	Transportation		Comment noted.
46	Eric Lovell	6/28 SAC	Parking is a significant concern for stakeholders. Need more detail on parking options.	Transportation		Agree. See response to comment #75 regarding Lloyd District parking issues. See response to comment #94 regarding additional detail on Lower Albina parking issues.
47	Garlynn Woodsong	7/3 email	Drop the I-5 Rose Quarter widening project, instead focus on closing I-5 on the east bank. I-405 should be re-branded as I-5, and the Rose Quarter stretch should be re-branded I-84.	Transportation		Disagree. City Resolution No. 36448 accepted the Freeway Loop Advisory Group report that examined several options regarding the I-5 Freeway on the eastbank, and concluded that I-5 should remain and improving the I-5/I-84 interchange is an important priority.
48	Gary Warren, LDCA	6/28 SAC	Would like to see parking minimums required for new development.	Transportation		Comment noted. Parking ratios in all Central City districts will be considered as part of review and update of the CCTMP parking regulations in the zoning code, which will occur in a later phase of the Central City 2035 process.
49	Gary Warren, LDCA	6/28 SAC	Wants to make sure streets in the flexible network will continue to meet the needs of existing users. Plans says they are primarily pedestrian.	Transportation		Agree. The intent of the flexible network is to provide a continuous pedestrian-friendly system of connections through the district while meeting the needs of local businesses and residents along the network. **PROPOSED CHANGE: Add language to last bullet on page 27: replace "...primarily pedestrian..." with "pedestrian-friendly". Add sentence to end, "Local streets within the flexible network would continue to meet the access needs of adjacent local residents and businesses." Make similar edits to Lower Albina section on p. 47, adding "industry."**
50	Gwen Baldwin	6/28 SAC	Support for plan on balance and thanks to committee members. Need to be mindful of serious crash issue - want to ensure there are safe traffic outcomes.	Transportation		Comment noted.
51	Jim Howell	6/28 SAC	Recommends you vote for no build on the freeway project. Disputes claim on page 23 that "the joint process ensured that the resulting plans are mutually supportive". Targets for non-SOV travel are contradictory to the freeway project. There is nothing in the proposal about how to reduce traffic.	Transportation	p. 23	Disagree. A major accomplishment for both the NNEQ Plan and the I-5 Broadway-Weidler Plan was to integrate the land use concepts with the recommended I-5 Interchange improvements. The proposed interchange improvements are intended to improve safety for pedestrians and bicyclists, which is expected to result in increased bicycling and walking trips in the Lloyd District. This will in turn support increased mixed use and transit-oriented development.
52	Lloyd Lindley	6/28 SAC	Would like to see language added to the description of the flexible network about working streets and the need to respect the needs of existing businesses and residents on local streets identified as part of the flexible network.	Transportation	pages 27, 48	Agree. See response to comment #49.
53	Mary Vogel, PlanGreen	6/29 email	Disagree with comments calling for increasing auto capacity as density increases—that would be counterproductive.	Transportation		Comment noted.
54	Matt Arnold, BTA	6/28 SAC	Mode split targets are too low. Climate Action Plan targets much more aggressive.	Transportation		Agree. **PROPOSED CHANGE: Increase mode split target for Lloyd District from 70 to 75% (p.36).** Mode split performance measure will be reevaluated and readjusted as part of the Central City Plan. Lloyd District mode split may change from what's proposed but not by much. Staff poposes increasing target from 70 to 75%. Lower Albina is an area that is not foreseen to dramatically change, so a doubling of the percentage of non auto trips, as proposed, is aggressive given its present and future land uses.

#	Source	Date	Comment	Topic	Reference	Staff Response
55	Paul Cathcart, PPS	6/28 letter	Keep property owners informed of ROW implications and impacts as the interchange plans develop.	Transportation		Agree. The Facility Plan contains language calling for continued public involvement as part of implementation.
56	Phil Sellinger	6/28 SAC	The freeway plan should not be all or nothing. Would like to see some local transportation system improvements to address near term needs.	Transportation		Agree. **PROPOSED CHANGE: New action item TR19 (p.38): "Study and implement near term bicycle and pedestrian safety enhancements in the "box", especially along N Broadway, that address major safety needs and advance the long range plan. CC2014 timeframe.**
57	Ray Polani	6/28 SAC	Change Portland with people, not autos. Opposed to any freeway projects - it is expensive and will mess up the future of the area. MAX should be in a subway.	Transportation		Disagree. See response to comment #51. Also, previous studies by TriMet indicate that the current capacity of the light rail system in Central City is sufficient to meet 2035 ridership demands.
58	Sarah Huggins, PP&R	7/2 letter	TR11: PPR is lead; NB3: PBOT is lead (same action). Have agencies share lead role.	Transportation	TR11 p. 37 NB3 p. 56	Agree. **PROPOSED CHANGE: Revise actions regarding the Sullivan's Gulch trail to indicate that PPR and PBOT are joint lead agencies for implementation (p. 37 and 56).**
59	Terry Parker	6/28 SAC testimony	Surface street plans (e.g. changes proposed for Multnomah) are deficient. Increased density and regional growth must include increased capacity for motor vehicles and required off-street parking.	Transportation		Disagree. Surface streets in the plan address all modes, including on-street parking, with the long term goal of encouraging non auto trips as the area develops. This is consistent with the goals of the Central City, the TSP and the 2040 Growth Concept Plan. Off street parking requirements will be dealt with as part of the Central City Plan in 2014.
60	Terry Parker	6/28 SAC testimony	Bicyclists should pay lion's share of bicycle-specific infrastructure (e.g. Clackamas overcrossing and Broadway/Weidler separated bikeway). Transit riders should also pay greater share for service and capital costs.	Transportation		Comment noted. These are regional issues, best dealt in other public processes.
61	Tracy Whalen	6/28 SAC	The mode split targets seem too high.	Transportation		Disagree. See response to comment #54. Also, mode split targets were derived via a combination of Metro's region travel model, which anticipate a significant shift in proportion of trips towards non auto trips, and professional judgment regarding what is reasonably ambitious given the objectives and changes proposed in the plan, such as parking policy, greater street connectivity and more balanced mix of housing and jobs.
62	Wayne Kingsley	6/28 SAC	Need parking minimums.	Transportation		Comment noted. See response to comment #48.
63	Betsy Reese	6/28 SAC	Support for transportation improvements on Broadway for bicycle safety. The area in front of her building has a high incidence of bike/vehicle accidents. Shouldn't wait 5-10 years to make changes. The bicycle safety improvements should be fast-tracked.	Transportation - Lloyd		See response to comment #56.
64	Brad Perkins	7/17 letter	Next phase of the N/NE Quadrant Plan should focus on developing a master plan for the Rose Quarter Transportation Center, with a detailed study of bike/pedestrian corridors along the east bank, moving rail tracks eastward and planning a new HSR Commuter/Rapid Transit Rail Station between Interstate and the River between the Steel and Broadway bridges.	Transportation - Lloyd		Comment noted. The plan does call for making improvements to the Rose Quarter Transit Center and taking the next step to confirm the feasibility of straightening the s-curve in the UP rail tracks. See Lloyd actions TR13 and TR14 on p.38. Also, see response to comments #39 and #41 on high speed rail.
65	Brad Perkins	7/17 letter	…development; and providing strong "bicycle and pedestrian" linkages…	Transportation - Lloyd	Page 35, 3rd paragraph	Agree. **PROPOSED CHANGE: Text revised as suggested.**
66	Brad Perkins	7/17 letter	to use "and safe" active transportation "versus" non-single occupant vehicle modes.	Transportation - Lloyd	Page 35, Policies #3	Disagree. Language keeps carpooling as an non-auto option. Safety is best addressed elsewhere.
67	Brad Perkins	7/17 letter	...streetcar, bus, "potential high speed/commuter rapid transit rail" and a potential water taxi service.	Transportation - Lloyd	Page 36 #9	Disagree. See response to comments #39 and #41.
68	Brad Perkins	7/17 letter	...connecting to either 7th, 8th "or 9th" in the Central Eastside. (X in 2-5 years)	Transportation - Lloyd	Page 37, TR9	Disagree. There is an existing building preventing a connection at 9th in CES.

#	Source	Date	Comment	Topic	Reference	Staff Response
69	Brad Perkins	7/17 letter	...and implement its recommendations “and development” (X in cc2035 2014)	Transportation - Lloyd	Page 37, TR11	Disagree. Concept plan to be adopted in 2014 but implementation will take longer.
70	Brad Perkins	7/17 letter	”Work with property owners “ in straightening the S-curve” in the Union Pacific rail tracks “to improve” freight and passenger….potential of the “Thunderbird” site “for a high speed/commuter rapid transit rail station”. (“X” in CC2035 (2014)	Transportation - Lloyd	Page 38, TR13	Comment noted. The benefits and feasibility of straightening the rail line has not yet been confirmed. This action calls for the issue to be studied further. We are not aware of the site being identified as a future site for a high speed rail station. **PROPOSED CHANGE: Add text to TR13: "Work with property owners to confirm..."**
71	Brad Perkins	7/17 letter	Change the wording: 8th avenue on the south side could connect the 9th Avenue on the east side.	Transportation - Lloyd	Page 66, last paragraph	Disagree. 9th in Lloyd to 8th in CES is impractical as the distance is much longer. Same objective can be achieved with a shorter, more direct connection.
72	Brad Perkins	7/17 letter	Remove picture, not a fair representation of Sullivan’s Gulch Trail Concept Plan.	Transportation - Lloyd	Page 66, last paragraph	Disagree. Photo is not showing the trail, but existing bike lanes on Lloyd Blvd. **PROPOSED CHANGE: Add text to caption to clarify: "This rendering shows existing bike lanes on Lloyd Blvd. It does not depict the Sullivan's Gulch Trail. (p.66)**
73	Dean Gisvold, Irvington Community Assoc.	6/28 email	Rewrite TR6 to include: "Review the 1996 Broadway-Weidler Corridor Plan to identify any needed updates to implement the N/NE Quadrant planning process, while also paying particular attention to the Broadway-Weidler Corridor all the way to the Hollywood area, especially east of NE 16th. Implement the plan emphasizing pedestrian safety projects, installation of traffic signals, and maintenance of parking supply.”	Transportation - Lloyd	Lloyd TR6 (p. 37) or App B	Agree. **PROPOSED CHANGE: TR6 text revised: "Review the 1996 Broadway-Weidler Corridor Plan to identify any needed updates to implement the N/NE Quadrant planning process, as well as the stretch of the corridor east of 16th to the Hollywood area. Implement the plan emphasizing pedestrian safety projects, installation of traffic signals, and maintenance of parking supply.”**
74	Dean Gisvold, Irvington Community Assoc.	6/28 email	Question whether Civic designation for Broadway is consistent with development as a “main street” or meets objectives of NE Broadway Business group and Koodish letter of May 20.	Transportation - Lloyd	Map A3	Disagree. NE Broadway Street has been designated a “civic” retail/commercial design type as the street makes regional connections beyond the Lloyd District, east to Hollywood Town Center and southwest into Downtown Portland and further south to Portland State University. The “civic” designation is not inconsistent with the development of a “main street” character, it is more a reminder that the street is an important place in the city, offering higher levels of activity, visibility and opportunity for businesses, residents and visitors.
75	Gwenn Baldwin	7/8 email	Re: reducing amount of parking per capita. Will be very hard to manage and achieve adequate residential parking. Doesn’t specify what the per capita includes, or what type of parking. Resident only or resident and employee/business? Reducing off-street parking per capita if there is large residential growth may be a valid future conversation, but didn’t hear SAC concern that there were too many parking spaces. Language should be re-written to charge the TMA with increasing mode split and let them determine the best way to balance all the needs to get there.	Transportation - Lloyd	App B, page 65 TR2	Comment noted. Appendix B-TR2 recognizes that parking policies established in the CCTMP need to be updated to address a number of parking issues in the Central City, including the Lloyd District. It is the intent of the next phase of CC2035 Plan to address these issues. The Lloyd Transportation Policies and Implementation Actions recognizes the importance of managing on-street parking and off-street parking and to continue the public-private partnerships with the Lloyd stakeholders and the Lloyd TMA. Lloyd is the only area of the Central City with more parking stalls than residents and employees.

#	Source	Date	Comment	Topic	Reference	Staff Response
76	Janet Freiling, Holy Rosary Church	7/5 email	Concern about rendering showing widened Clackamas St. and loss of parking where church's Ambridge Center currently is. What is City intent here?	Transportation - Lloyd	Appendix B, p. 67, 68	Comment noted. This is a conceptual rendering showing one idea of how the street could be redesigned as a "flexible street", serving as a neighborhood amenity running from the Lloyd Center mall to the Rose Quarter. The rendering was intended to show improvements within the same 60-foot right-of-way. No taking of private property is implied. There is no specific improvement plan for Clackamas Street at this time. The draft plan recommends that future work be done to develop a strategy for improving Clackamas Street (see Lloyd action TR10, p.37 and p.67). **PROPOSED CHANGE: Revise the description on p.67 to to make it clear that there will be a future process to engage property owners in the design work and that access and parking needs of adjacent property owners will be addressed as part of that process. Add a second rendering (p.67, 68) of Clackamas in this location to provide more balance in terms of possible street design.**
77	Janet Freiling, Holy Rosary Church	7/5 email	Intersection of Clackamas and 3rd should be made 4-way stop. Existing safety problem.	Transportation - Lloyd		Comment noted. This issue has been referred to the PBOT Traffic Division for follow-up. A 4-way stop was analyzed by the City in the past and recommended against this due to lack or traffic warrants, meaning not enough traffic/pedestrians on Clackamas Street. Instead the City relocated the stop signs to face 3rd Ave.
78	Joe Angel	Mtg. 7/9	Would like to see more public participation in providing off-street short-term parking options to support retail activity - specifically, publicly owned or managed surface parking options within a block of retail districts/streets. Eventually, these could be replaced with structured parking facilities	Transportation - Lloyd		Comment noted. See response to comment #75.
79	Lloyd Lindley	6/28 SAC	Suggests moving the I-5 Broadway/Weider implementation action item to the 2-5 yr category.	Transportation - Lloyd	Lloyd, TR8 page 37	Agree. **PROPOSED CHANGE: move Lloyd action TR8 to the 2-5 year timeframe**.
80	Murray Koodish, NE Broadway BA	6/28 letter	Development of new parking options and preservation of existing parking to support retail and services on Broadway and retail streets will be critical to business health.	Transportation - Lloyd		Comment noted.
81	Murray Koodish, NE Broadway BA	6/28 letter	Add mention of need for more signals and crosswalks on Broadway and Weidler east of 16th Ave.all the way out to Hollywood, see Dean Gisvold suggestion for TR6.	Transportation - Lloyd	p. 37	Agree. See response to comment #73.
82	Owen Ronchelli, Lloyd TMA	7/9 email	Re: "...managing parking to support business and residential uses, incentivize development and encourage the use of non-auto transportation modes..." In what way does the City 'manage' parking for residential uses in the Lloyd District other than not enforcing past 6:00 PM (in most locations)?	Transportation - Lloyd	page 35. P 3	Comment noted. City "manages" parking in the Central City primarily via parking ratios--including residential units, parking demand analysis for visitor parking, as well as on street parking tools such as time restrictions, permits and meters.
83	Owen Ronchelli, Lloyd TMA	7/9 email	TR4 should include TMA as an implementer	Transportation - Lloyd	TR4	Agree. **PROPOSED CHANGE: TR4 (p. 37) revised as suggested.**

#	Source	Date	Comment	Topic	Reference	Staff Response
84	Owen Ronchelli, Lloyd TMA	7/9 email	TR2 appendix entry on parking management: 1) "... It includes managing the supply of parking to encourage non-auto commute trips, managing congestion, supporting retail uses, protecting livability…" 2) "Incentivizing mixed use development through the provision of shared parking facilities." [Does this include relaxing the parking code to allow residential parking to be shared with other commercial (non-residential) uses during the workday? This would promote the notion of 'right-sized parking' and would result in far less parking being built, particularly in larger mixed use developments.] 3) "Maintaining and enhancing parking to serve retail focused areas and streets." 4) Addressing event parking issues through flexible options such as the use of variable pricing and event parking management.	Transportation - Lloyd	App B, TR2, p.65	Responses to suggested changes: 1) Disagree with request to add "commute". The goal is to increase non-auto use for all trip types. Agree with request to add "support retail uses". **PROPOSED CHANGE: Add "support retail uses".** 2) Comment noted. Shared parking will be an item to consider as part of updating the CCTMP parking regulations. 3) Agree. **PROPOSED CHANGE: Add "and enhancing"** 4) Agree. **PROPOSED CHANGE: Add "event"**
85	Owen Ronchelli, Lloyd TMA	7/9 email	TR9 should also explore the idea of the NE 7th Avenue bridge being used for motor vehicles (could prohibit larger freight traffic). This could relieve traffic congestion on MLK and Grand particularly for non-through traffic movements, provide another point of north and south access on the east side of the river, and help reinforce NE 7th Avenue as a retail/commercial main street (as called out in the Street and Development Character concept – TR1)	Transportation - Lloyd	TR9	Disagree. The bridge would at least double in cost, and the complexity of analysis and related issues would significantly add to the timeline for implementation. Furthermore, the CEIS area just south of I-84 is presently a contiguous industrial/employment zone that would be affected with a major street running thorugh it. Additional infrastructure upgrades are likely to be needed in the area for traffic and to bring streets up to collector standard. We can revisit if as part of SE Quadrant the need for a multimodal connection across I-84 finds merit.
86	Paul Cathcart, PPS	6/28 letter	Concern about operations and safety impacts to N Dixon from connection of Dixon with Hancock. This connection without corresponding improvements to streets receiving more traffic is unacceptable.	Transportation - Lloyd		Comment noted. The NNEQ Plan Implementation Action TR8 calls for the implementation of the I-5 Broadway-Weidler Interchange Plan, which will be included in the Appendix. The Facility Plan for the I-5 Broadway-Weidler interchange improvement acknowledges that several issues need to be resolved, including the area north of Broadway that would impact Left Bank Building, Paramount Apartments and others. The current phase was a planning-level of design and engineering, while the next phase will prepare engineering-level studies and plans that will address parking, access, property impacts, and funding issues in greater detail. This will include significant outreach to property owners and other stakeholders.
87	Paul Cathcart, PPS	6/28 letter	Blanchard facility users need the existing on-street parking on Dixon—reports do not show how additional traffic can be accommodated in existing ROW.	Transportation - Lloyd		See response to comment #86. Also, we are not anticipating removal of parking on Dixon. The Facility plan contains language calling for additional technical analysis and public outreach and review in this area as part of implementation.
88	Paul Cathcart, PPS	6/28 letter	Dixon/Hancock shown as flexible street connection. Expected additional bike traffic could create conflicts with vehicular traffic on Dixon and local street connections. Vehicles bypassing Broadway to access Interstate could also be a problem.	Transportation - Lloyd	Street & Dev Character map, p. 19	See response to comment #86. Also, the Facility plan contains language calling for additional technical analysis and public outreach and review in this area as part of implementation.

#	Source	Date	Comment	Topic	Reference	Staff Response
89	Paul Cathcart, PPS	6/28 letter	No immediate plans to leave Blanchard. Blanchard may continue to function after the North of Broadway options have been implemented. Option 4. Flint would better support short and long term operation of PPS Blanchard. Dixon to Vancouver connection would occur through a couple of intersections with slower traffic and greater sight distance to traffic southbound on Wheeler.	Transportation - Lloyd	I-5 B/W Improvements Report, p.47, fig 28	See response to comment #86.
90	Paul Cathcart, PPS	6/28 letter	Who would be responsible for local street improvements to complement the interchange improvements? How will the improvements impact the development potential of properties proposed for rezoning?	Transportation - Lloyd		Comment noted. ODOT and the City will be implementing agencies. It is expected that these improvements will increase/enhace development potential in the area as multimodal access to them will be enhanced.
91	Brad Perkins	7/17 letter	"The North Portland Greenway Trail" would also…	Transportation - Lower Albina	Page 47, Flexible Network	Agreed. **PROPOSED CHANGE: Text revised as suggested.**
92	Cherri Warnke, PWB	7/9 email	The section of the Strand that crosses north on N Kerby Ave from N Wheeler Pl, will traverse past the driveway entrances for PWB's Interstate facility where trucks enter and exit throughout the day. WB has some major reservations with focusing bike and pedestrian traffic along this section of N Kerby Ave given the likelihood for truck/bike/ped accidents due to line of site issues that come with operating large trucks and construction equipment.	Transportation - Lower Albina	Lower Albina TR4	Comment noted. Appendix B includes additional explanation for the "the Strand". Additional study is needed to determine the feasibility and cost of this concept, including the need to address issues with potnetial conflicts with industrial operations in this area with pedestrians and bicyclist. See p.77.
93	Dean Gisvold, Irvington Community Assoc.	6/28 email	Opposed to TR8 for reasons voted 3 on freeway improvements. Would change vote if way to make only surface improvements.	Transportation - Lower Albina	Albina TR8	Comment noted.
94	Lloyd Lindley	6/28 SAC	Would like more detail on potential parking strategies for Lower Albina.	Transportation - Lower Albina		Agree. As part of applying the Employment Opportunity Subarea provisions in Lower Albina, the City would undertake a parking management study that may result, depending on existing needs and future aspirations, in a more comprehensive management of parking in the area. **PROPOSED CHANGE: Add a description to the appendix entry for Lower Albina action RC3 "Outcomes may include but not be limited to: parking inventory, and strategies to provide additional parking or better manage existing supply to maximize its utility. Examples include employee permit programs, partnerships to create additional parking, time limitations/pricing, development of a Transportation Management Association/parking coordinator, enforcement strategy, and funding options, among others." (p.76-77)**
95	Paul Cathcart, PPS	6/28 letter	Support feasibility study for a new yellow line station near Dixon.	Transportation - Lower Albina	TR12	Comment noted.
96	Carol Gosset, Sullivan's Gulch NA	7/9 letter	Strike the words ("...and Sullivan's Gulch.")	Urban Design	App B: Action Details UD6, p. 70, four para	Agree. **PROPOSED CHANGE: Text revised as suggested.**

#	Source	Date	Comment	Topic	Reference	Staff Response
97	Katy Langstaff and Michael Mehaffy, Sustasis Foundation	6/22 letter	Tall buildings can degrade livability and quality of life. Control viewshed impacts, shading effects, wind effects, economic constraints, and other negative factors, by limiting number, location and height of tall buildings. Focus more on raising FAR and developing pedestrian-friendly buildings with a fine grain of diversity and walkability.	Urban Design		Disagree. (with raising FAR instead of height). With the goal of encouraging the densest development in the Central City and languishing portions of the Lloyd District – helping to relieve redevelopment pressure on surrounding lower density neighborhoods and communities – allowing more flexibility in building heights could make the area more attractive to redevelopment interests. Current FARs in the Lloyd District are adequate. Increasing FAR would encourage larger and blockier building forms that could have greater impacts on public views.
98	Terry Parker	6/28 SAC testimony	Building up makes sense but need a minimum of 10% of buildable land to be set aside as green, permeable and open spaces. Best place is along the river, but also woven into fabric of new housing.	Urban Design		Comment noted. The Open Space Concept and several policies and actions call for development of significant new public parks and open space, including the possibility of open space along the river near the VMC. Superblock regulations will help ensure that new open space and pedestrian connections will be developed on sites that include vacated ROW. A new master plan tool will likely include provision of open space as one element.
99	Alan Rudwick	6/28 SAC	Satisfied, just wants to make sure Eliot gets the same treatment as Irvington.	Urban Design - Lloyd		Agree. The N/NE Quadrant Plan recognizes the importance of sensitive transitions in building height from NE Broadway to historic single-family neighborhoods in Eliot and Irvington to the north. The plan proposes reducing maximum building heights within the Central City Plan District north of Broadway to 75 feet except between NE 3rd and NE 7th where little historic single-family fabric remains and buildings up to potentially 125 feet would be allowed.
100	Amy Chomowicz, BES	7/17 memo	This section lacks a description of how this is a sustainable district. Add a bullet to this section that describes the environmental characteristics of the plan	Urban Design - Lloyd	Page 27-28, key elements concept	Agree. **PROPOSED CHANGE: Add the following to the description of key elements of the concept: "Sustainable Development: While it does not specifically show up on the concept diagram, sustainable development, including green buildings, green infrastructure, habitat enhancement, and embracing the designation of the Lloyd EcoDistrict, is also a key element of the overall concept for the Lloyd District." (p.28)**
101	Amy Chomowicz, BES	7/17 memo	...considerably – some can be typical streets, some could be through open spaces or plazas, and others could be through building interiors. Green features are encouraged and are highly visible.	Urban Design - Lloyd	Top of 28	Agree. **PROPOSED CHANGE: Add "Visible green features are encouraged where appropriate to the setting." to the description of flexible streets on p.28.**
102	Amy Chomowicz, BES	7/17 memo	... a more pedestrian-oriented development pattern and streetscape. Integrating nature into the built environment improves the overall livability of the district.	Urban Design - Lloyd	Page 39, first paragraph	Agree. This is an important idea, however it is more appropriate in the Environment section. **PROPOSED CHANGE: Add text as suggested on p.43.**
103	BPS River Team	7/6 email	Change the sentence structure, as follows: Work with the property owner/developer of the "Thunderbird" site to craft a development agreement. The agreement should include public open space and the greenway trail. **BPS** should be designated as the lead in implementing the Development Agreement for the Thunderbird site.	Urban Design - Lloyd	Page 42, UD8	Agree. **PROPOSED CHANGE: Text revised as suggested.**
104	Brad Perkins	7/17 letter	...Opportunities for open space and "potential" river access…	Urban Design - Lloyd	Page 39, 2nd paragraph	Agree: **PROPOSED CHANGE: text revised as suggested.**
105	Brad Perkins	7/17 letter	...freeways major arterials, rail, bike and pedestrian corridors.	Urban Design - Lloyd	Page 40, 2a	Disagree. Statement already accounts for increased connectivity to ped/bike connections.
106	Brad Perkins	7/17 letter	...12th Avenue Bridge and from Lillis Albina Bank and the "Peace Memorial."	Urban Design - Lloyd	Page 41, UD4	Comment noted. The action language proposed for revision lists views that stakeholders have identified for possible changes. However, to-date, staff has not heard of any desired changes to the existing designated view from the Peace Memorial.
107	Brad Perkins	7/17 letter	...I-5 Freeway at NE Multnomah, Holladay, "Oregon Streets and Lloyd Boulevard."	Urban Design - Lloyd	Page 42, UD9	Agree. **PROPOSED CHANGE: Text revised as suggested.**

#	Source	Date	Comment	Topic	Reference	Staff Response
108	Brad Perkins	7/17 letter	...the development of Ne 7th, "NE 9th" and NE Multnomah…	Urban Design - Lloyd	Page 42, UD11	Disagree. NE 9th is not a designated retail/commercial street in the plan. However, retail/commercial could occur here, it would just not be the primary emphasis.
109	Britt Brewer, Sullivan's Gulch NA	6/28 SAC	Does not want transition to Irvington neighborhood in this plan to set a precedent for the corridor east of 15th. For consistency, remove Sullivan's Gulch from the list of neighborhoods where a transition is scale will be provided.	Urban Design - Lloyd	p. 70, UD6 appendix entry	Agree. See responses to comment #110 and 111.
110	Carol Gosset, Sullivan's Gulch NA	7/9 letter	Intersection of NE 15th Street and Broadway indicated as a "Gateway". It is recommended here that this designation be consistent with all relevant graphic illustrations related to gateway designations.	Urban Design - Lloyd	Lloyd District Concept Diagram, page 27	Agree. **PROPOSED CHANGE: The Gateway diagram in Appendix A (p.60) has been updated to include the gateway at 15th and Broadway.**
111	Carol Gosset, Sullivan's Gulch NA	7/9 letter	Insert clause to UD 10: "Policy related to height designations along the NE Broadway/Weidler corridor will not become a precedent for that section of said corridor east of the established boundary of the N/NE Quadrant Project from NE 15th Street to 33rd Avenue. It is further recommended that policy related to height east of 15th Street along said corridor be determined by further study and analysis of existing physical and market conditions."	Urban Design - Lloyd	Urb Des, p. 39 Actions: Lloyd District - Urb Des, p. 42, UD10, & App A, Map A2: Max Heights, p. 59	Agree. **PROPOSED CHANGE: Add text to appendix description for Lloyd action UD2 (p.69): "Proposed changes to allowed heights along the Broadway/Weidler corridor within the N/NE Quadrant do not imply a precedent for revising height limits in the corridor between NE 15th and 33rd avenues, outside the Central City. Any such change would require further study and analysis as part of a future project."**
112	Cathy Galbraith, Bosco-Milligan Foundation	6/28 email	Heights for Eliot and Irvington edges should be the same, for better transitions.	Urban Design - Lloyd		Agree. The height proposals now reflect similar approach to Eliot and Irvington within plan boundary. See also response to comment #99.
113	Dean Gisvold, Irvington Community Assoc.	6/28 email	Gateway location (third paragraph) does not require tall buildings to emphasize civic importance. Oppose this goal (see comment on RC3 above).	Urban Design - Lloyd	Lloyd urban design goals, p. 39	Agree. **PROPOSED CHANGE: Add text to p.39 to make it clear that each gateway experience will be described in more detail, and that one size will not fit all: "An update to the Lloyd District's design guidelines will describe more clearly the City's intentions for the desired experience at each gateway, and how new development can support the targeted character. While many of the gateways will be reinforced by buildings that are taller than the surrounding context, others may feature special landscaping or trees, unique works of public art, and/or combinations of the above…"**
114	Dean Gisvold, Irvington Community Assoc.	6/28 email	Re: "Irvington compromise." Support compromise by this action and concept map A2 that the bonus be removed from Irvington strip, Broadway to Schuyler, 7th to 16th, but that height limit be limited to 75 feet. As part of Comp Plan, Irvington will advocate for rezoning area from RH to R1 or R2	Urban Design - Lloyd	Lloyd UD10 p. 42	Comment noted.
115	Dean Gisvold, Irvington Community Assoc.	6/28 email	Support similar step-down for Eliot sections of Broadway.	Urban Design - Lloyd		Comment noted. See response to comment #99.
116	Dean Gisvold, Irvington Community Assoc.	6/28 email	Concerns about gateway designations and desire for tall buildings.	Urban Design - Lloyd	Map A4	Comment noted. See response to comment #113.

#	Source	Date	Comment	Topic	Reference	Staff Response
117	Dean Gisvold, Irvington Community Assoc.	6/28 email	"The reason I can support the 75 foot limit on map A2, page 61, is that UD10 unconditionally recommended reduction of 75 to 45 feet on the next block. This second paragraph merely indicates that such change should be reexamined as part of the comp plan, which is not acceptable. UD2 should be rewritten to be consistent with UD10."	Urban Design - Lloyd	App B, UD2, second paragraph, p. 71	Agree. **PROPOSED CHANGE: Revise text to be consistent with UD10.**
118	Dean Gisvold, Irvington Community Assoc.	6/28 email	Excellent recommendation, esp. last paragraph on FAR and height transitions.	Urban Design - Lloyd	App B, UD6, p 70	Comment noted.
119	Joe Angel	Mtg. 7/9	Would like the view corridor from the NE 12 Avenue Bridge that currently restricts building height on part of his property south of Lloyd Blvd. between NE MLK and NE Grand (on the edge of Sullivan's Gulch) modified, relocated, or eliminated to permit greater building height on more of this "gateway" parcel. Would like to see it modified as part of this process, not in a future process.	Urban Design - Lloyd	p. 41	Comment noted. We are recommending that this corridor be addressed in a process in the next 2 years along with other view corridor issues in the Central City (see Lloyd action UD4, p.41).
120	Katy Langstaff and Michael Mehaffy, Sustasis Foundation	6/22 letter	Views of the river and trees add to livability and quality of life. Preserve the pedestrian sightlines to the tree lines surrounding Portland. Every planning decision should be made to preserve the sight lines from the perspective of a pedestrian standing at the location and maintain the ability to look up and out of the city to see the ring of trees. This allows citizens and visitors to geo-locate and know where they are.	Urban Design - Lloyd		Comment noted. An assessment of key public views from the Central City to nearby landscape, topographic, other natural features and/or identifying features will be undertaken as a part of the Central City 2035 planning process over the next 2-3 years. This project will update and/or amend resources first identified in the Scenic Resources Protection Plan from 1992.
121	Lloyd Lindley	6/28 SAC	Add the word "pedestrian" to Open Space policy in Lloyd District UD section, "…pedestrian wayfinding system…"	Urban Design - Lloyd	page 40	Agree. **PROPOSED CHANGE: add "pedestrian"...**
122	Lloyd Lindley	Phone 6/18	Confused by the incomplete table in the UD performance target on p 40. Wants to see the data or maybe delete the second of the two measures	Urban Design - Lloyd	p. 40	Agree. **PROPOSED CHANGE: remove the target related to retail/commercial streets.** We had proposed two measures for the active street edge target, one for all streets and one for retail/commercial streets only. Because this is the first quadrant plan we haven't designated retail/commercial streets in other districts. Therefore, there is no data to compare the Lloyd District to at this stage. We will reevaluate whether it is needed once we get further into planning for other quadrants.
123	Mike Warwick, Eliot NA	6/28 email	Agree in concept with Eliot edge height and understand concern about downzoning. Plan B is to "retain the existing height limit (100 feet) NOT increase it as proposed AND to limit bonuses that would allow taller buildings without being subject to FAR limits that restrict tall buildings (over 2-4 stories) to 'point' towers so they won't overshadow adjacent residential area."	Urban Design - Lloyd		Comment noted.
124	Mike Warwick, Eliot NA	6/28 email	Want step-down height buffer applied to 1st Ave and residences at intersection of Rodney and Hancock (outside conservation district but with historic bldgs).	Urban Design - Lloyd		Comment noted. The N/NEQ Plan proposes reducing building heights from 100 to 75 feet north of Broadway to Schuyler in the vicinity of NE 1st. Rodney and Hancock streets are outside the study area, but zoning regulations could potentially be considered in the Comprehensive Plan process.
125	Mike Warwick, Eliot NA	6/28 email	Open to "height swaps" along Irvington strip to allow owners to grant "height rights" to developers in exchange for restrictions on the heights they could build.	Urban Design - Lloyd		Comment noted. The mechanics of the how height and FAR bonuses and transfers work in the Central City need to be addressed for the entire Central City. Transfers of height potential are not currently allowed, but could be considered.

#	Source	Date	Comment	Topic	Reference	Staff Response
126	Murray Koodish, NE Broadway BA	6/28 letter	Increase in density and traffic will put pressure on character of Broadway, need to keep neighborhood hub "feel" as Lloyd grows.	Urban Design - Lloyd		Comment noted. See responses to #56 and #63. Plan does not propose increasing density in the Lloyd area, which is determined largely by existing floor area ratio regulations. The plan does call for a different, more balanced mix of housing and jobs, which we expect may lower the amount of traffic compared to "no change."
127	Murray Koodish, NE Broadway BA	6/28 letter	Support height reduction from 75 to 45 feet on Irvington edge.	Urban Design - Lloyd	Lloyd UD10	Comment noted.
128	Paul Cathcart, PPS	6/28 letter	Support future evaluation of view corridors in light of redevelopment opportunities and height restrictions. This should occur concurrently with rezoning identified in RC2. Master plan process should allow heights greater than proposed 100 foot limit, especially if scenic overlay restriction remain.	Urban Design - Lloyd	UD4	Comment noted. A 150 foot maximum height is proposed for the main PPS Blanchard site, with 100 feet east of Wheeler. The Master Plan process has not been developed, however there is a description of what would be addressed for this site in Appendix B on p. 62 and 63 (RC2). Public views and height of proposed structures is included.
129	Sarah Huggins, PP&R	7/2 letter	Typo second line, "serve."	Urban Design - Lloyd	p. 40, 2nd para	Agree. **PROPOSED CHANGE: Typo corrected.**
130	Sarah Huggins, PP&R	7/2 letter	The strategy is for PP&R to develop a strategy/concept for open space and also implement and build it. Change timeline from 2-5 to 6-20.	Urban Design - Lloyd	UD5 p. 41	Comment noted. The action calls for developing a strategy to acquire, masterplan and improve open spaces within the district. It is assumed that the strategy would lay out a path for implementation, which would have its own timeline. The appropriate scope and timeline for this action continues to be under discussion with implementing bureaus.
131	Sarah Huggins, PP&R	7/2 letter	Change timeline for development/open space agreement on Thunderbird site from 2-5 to 6-20, should be same timeline as TR13 related to the feasibility of straightening the s-curve in the railline.	Urban Design - Lloyd	UD8 p. 42	Disagree. It is important not to miss an opportunity to acquire open space on this vacant riverfront site. Therefore, the timeframe to work with the property owner should remain in the near-term, recognizing that any agreement will require cooperation by the property owner. The timeline on TR13 related to straightening the s-curve recognizes that such a project, if feasible, would likely occur on a longer timeframe. **PROPOSED CHANGE: Revise implementing agencies for UD8 to BPS as lead and PPR as support (p.42), recognizing that there are multiple objectives for this site.**
132	Brad Perkins	7/17 letter	..."Consider rezoning and relocating the City maintenance yard along North Mississippi to Freemont."	Urban Design - Lower Albina	Page 53, UD6	Comment noted. There are no current plans to relocate City maintenance yards to another location.
133	Bob Sallinger, Audubon Society of Portland	6/28 email	Tree targets are too low. Plan should reference targets in the urban forestry plan for certain land uses as ultimate objectives for landscape in question and set interim targets for period covered by plan. Numbers in plan are too low, even for interim targets.	Environment		Agree. The tree target for the Lloyd District, where there is opportunity to add trees in streets, new parks, Sullivan's Gulch and in setback and plazas on private property, should be increased. **PROPOSED CHANGE: The Lloyd District target (p.44) is increased from 15% to 18%, consistent with the current canopy of Downtown.** No change is proposed for Lower Albina, where there are constraints related to industrial operations.The 2004 Urban Forestry Management Plan (UFMP) established citywide tree targets, including 15% on commercial/industrial land, 35% in ROWs and 33% citywide. These targets are citywide averages. The UFMP recognized there are some areas, such as the Central City, where this level of coverage may not be possible, and others may be able to achieve a higher coverage. The targets in the plan are consistent with those in the Portland Plan, which reaffirmed the citywide target of 33% and states that Central City and industrial areas will have between 10 and 15% canopy. These are preliminary targets and will be reviewed and possibly revised once all of the quadrant plans are complete. It may be possible to set interim targets as part of that process.

#	Source	Date	Comment	Topic	Reference	Staff Response
134	Bob Sallinger, Audubon Society of Portland	6/28 email	Document should encourage bird-friendly design, see new Bird Friendly Building Design Guidelines—reduce strikes and light pollution.	Environment		Agree. Incorporating bird-friendly building design will best be approached at a central city-wide scale through an update to the Central City Fundamental Design Guidelines, which will be a follow-up work program item to the Central City Plan update. However, the N/NE Quadrant Plan does address this issue as well. Encouraging habitat-friendly design, which incorporates bird-friendly design, is stated in the environment policies (see Lloyd Environment policy #2, p.43 and Lower Albina Environment policy #2, p.53). The description of what will be addressed as part of the update to the Lloyd District design guidelines also includes bird-friendly design, along with other "green" site and/or building elements (see appendix entry for Lloyd action UD6, p.70).
135	Bob Sallinger, Audubon Society of Portland	6/28 email	Include specific targets for ecoroofs and other green infrastructure from the watershed plan.	Environment		Agree. Tracking green infrastructure and impervious surface area is an important part of measuring overall watershed health. Tree canopy targets have been included in this plan to implement established citywide goals. Other targets related to impervious surface coverage and green infrastructure will be explored in the next phases of Central City 2035 and River Plan/Central Reach. The performance targets included in this plan are preliminary and will be reevaluated in the context of the whole Central City once additional quadrant plans have been completed. This will provide an opportunity to include additional targets that could apply to the whole Central City or at the district level.
136	Bob Sallinger, Audubon Society of Portland	6/28 email	Add strong language to protect undeveloped river banks and riparian buffers (although little here) and to restore developed banks during redevelopment, regardless of rank high, medium or low.	Environment		Comment noted. There are policies and actions included in the draft plan that speak to natural resource restoration along the riverbank, balanced with other objectives (see Environment policies and actions on p.43-45 for Lloyd and on p.53-54 for Lower Albina). These issues will be further addressed through the River Plan / Central Reach planning process.
137	BPS River Team	7/6 email	Environment is a good title for this section, encompassing a variety of issues.	Environment	Pages 43 and 53	Agree. N**ote: Environment actions in previous draft were numbered GC1, GC2 … They are now numbered EN1, EN2 …**
138	BPS River Team	7/6 email	a. Correct the spelling of Inventory in the map title. b. The NRI map is not readable in black & white. Taking out the aerial layer and increasing the resolution may help.	Environment	Page 72	Agree. **PROPOSED CHANGE: A revised map that is clear in grayscale inserted p.72.**
139	Cherri Warnke, PWB	7/9 email	Re: visible "green" features by encouraging larger tree canopy, not clear if this means encouraging planting of larger trees, or increasing the number of trees. PWB has been working with the City Forster to develop a workable guideline for planting trees adjacent to water mains, water services, fire hydrants and other water system facilities. The root system of larger trees will require them to be planted with a 10' setback from any water system facility. When developing implementation actions for the Lloyd District GC5, GC6, and GC7, and Lower Albina GC2, it would be beneficial to include PWB in the discussions	Environment		Agree. **PROPOSED CHANGE: Add The Portland Water Bureau (PWB) to list of implementers for actions involving street trees (Lloyd District EN5, EN6, and EN7, and Lower Albina EN2).**
140	Mary Vogel, PlanGreen	6/29 email	Support and expand on Bob Sallinger's comments. Add strong language to protect undeveloped river banks and restore developed banks—reference and utilize Willamette Riverbank Design Notebook.	Environment		Comment noted. See response to #136 regarding riverbank restoration. As part of the River Plan / Central Reach planning process design guidelines will be revised that will likely incorporate some of the ideas from the Willamette Riverbank Design Notebook.
141	Mary Vogel, PlanGreen	6/29 email	Include targets for ecoroofs and other green infrastructure. Ecoroofs, bioswales, green walls, etc. need to use native plant communities instead of invasives, which are still overused. Native species provide the base of the food chain.	Environment		Comment noted. See response to #135 regarding targets for green infrastructure. Also, the draft plan includes references in policies and actions that encourage the use of native vegetation (see Lloyd Environment policy #2, p.43 and appendix entry for Lloyd action UD6, p.70).

#	Source	Date	Comment	Topic	Reference	Staff Response
142	Mary Vogel, PlanGreen	6/29 email	Reference tree targets in the Urban Forestry Plan. More effort needed in planting native trees. Use technology to help with sidewalk uplift.	Environment		Comment noted. See responses to #133 and 141 regarding tree targets and native vegetation. Appropriate street tree species and opportunities to increase the use of native species is a technical issue that will need to be addressed by Urban Forestry.
143	Mary Vogel, PlanGreen	6/29 email	Encourage bird-friendly design utilizing Resource Guide for Bird-Friendly Building Design.	Environment		See response to comment #134.
144	Matt Arnold, BTA	6/28 SAC	The tree canopy target is too low; would like to see it increased. Those proposed don't line up with the 2004 Urban Forestry Plan.	Environment		See response to comment #133.
145	Matt Arnold, BTA	6/28 SAC	Would like to see impervious surface targets added.	Environment		See response to comment #135.
146	Amy Chomowicz, BES	7/17 memo	… Develop the district as a complete and sustainable community, that integrates nature into the built environment, and has ~~with~~ well-designed open space, streets...	Environment - Lloyd	Page 26, first paragraph	Disagree. The goal incorporates this idea through references to a complete and sustainable community, livable district, open space and green infrastructure.
147	Amy Chomowicz, BES	7/17 memo	4. Willamette River Resources. Protect and ... improve habitat functions and connectivity to meet Portland Watershed Management Plan goals and ESA requirements, while …	Environment - Lloyd	Page 44	Agree. There should be a general reference to watershed health goals. There are no applicable ESA requirements in this area. **PROPOSED CHANGE: Revise Policy 4 Willamette River Resources as follows: "Protect and enhance natural resources along the banks of the Willamette River to ~~prevent erosion and~~ improve habitat and watershed health ~~functions and connectivity~~, while also meeting Citywide goals..." (p.44)**
148	Amy Chomowicz, BES	7/17 memo	Fifteen percent seems low for a district that is embracing green features, tree canopy cover etc. Instead of, or in addition to, one overall canopy target I recommend including the following targets from the UFMP: 35% street tree canopy cover; 30% developed parks. Although the UFMP gives a citywide target of 15% for commercial, industrial, and institutional land uses, specific areas can have more canopy cover. Given the overall livability goals of the Lloyd District coupled with the potential for redevelopment, I recommend a higher canopy target.	Environment - Lloyd	Page 44, targets	See response to comment #133.
149	Amy Chomowicz, BES	7/17 memo	GC5: Design and implement a water quality/tree canopy corridor ~~project~~ strategy within the Lloyd District.	Environment - Lloyd	Lloyd (GC5) EN5, p. 45	Agree. Also, see response to comment #11 regarding possibly designating additional streets. **PROPOSED CHANGE: Revise action EN5 (previously GC5) as follows: "Design and implement a water quality/tree canopy corridor ~~project within~~ strategy for the Lloyd District. The strategy should evaluate streets initially identified in the concept for feasibility and potentially add additional streets where opportunities are identified." (p.45)**
150	Amy Chomowicz, BES	7/17 memo	GC6: Develop and implement a ~~street~~ tree planting strategy for the Lloyd District which includes identifying potential plantable spaces and could result in an increase in the overall canopy target. Recommend this action be more broad than street trees...could result in canopy cover greater than 15%.	Environment - Lloyd	Lloyd (GC6) EN6, p. 45	Agree. **PROPOSED CHANGE: Revise action EN6 (previously GC6) as follows: "Develop and implement a ~~street~~ tree planting strategy for the Lloyd District. The strategy should identify available planting locations including streets and underutilized space within public right-of-way and could result in finetuning the tree canopy target for the district." Delete action EN7 which will be addressed by expanding EN6 to address tree planting in general. Adding sustainable stormwater facilities will be addressed through EN5. (p.45)**
151	Amy Chomowicz, BES	7/17 memo	GC8: Develop a management strategy addressing ... environmental education, special habitat area, and maintenance.	Environment - Lloyd	Lloyd (GC8) EN8, p. 45	Agree. **PROPOSED CHANGE: Text added as suggested.**

#	Source	Date	Comment	Topic	Reference	Staff Response
152	Amy Chomowicz, BES	7/17 memo	Add new action: GC 13: Scope a pilot project to develop and evaluate regulatory tools that provide incentives for green infrastructure deep energy retrofits of existing buildings, high performance new construction, and connections to district heating and cooling systems. Seattle's "Green Factor" is an example of regulations geared toward green infrastructure.	Environment - Lloyd	Lloyd Env Actions	Agree. The requested action is already included as EN3 (previously GC3). It will be modified to refer to the Seattle example as requested. **PROPOSED CHANGE: Add "Seattle's "Green Factor" is an example of flexible regulations geared toward green infrastructure." to EN3 on p.45.**
153	Amy Chomowicz, BES	7/17 memo	Revise Lloyd action GC2 regarding the update to the Willamette Greenway Plan as follows: "Enhancement and restoration opportunities could include creation of shallow water areas near the I-5/I-84 interchange and the riverbank below the "Thunderbird" site, addition of large wood along the river margins to add complexity and cover for juvenile salmonids, bio-engineering of existing rip-rap and revetments to add native plantings for cover and food sources for aquatic and terrestrial wildlife."	Environment - Lloyd	Lloyd Env Actions	Agree. However, this is too much detail for the action table. **PROPOSED CHANGE: A new appendix entry describing the River Plan process and possible riverbank restoration opportunities has been added for Lloyd action EN2 (previously GC2), see p.73.**
154	Amy Chomowicz, BES	7/17 memo	Why is the canopy target 10% for Albina? According to the UFMP, the industrial canopy target is 15%	Environment - Lloyd	Page 54 Tree Canopy	See response to comment #133.
155	Brad Perkins	7/17 letter	...to incorporate a recreation trail "and mixed use development at the bridgeheads."	Environment - Lloyd	Page 44, #5 Sullivan's Gulch	Disagree. Ploicy #5 is to recognize the natural resources within Sullivan's Gulch. Additional evaluation will be conducted as part of the Central City wide process to determine the level of protection needed for those resources (see Lloyd action EN1, previously GC1). Existing and proposed mixed use zoning within the area provides direction about the type of development that is intended. In particular, North Banfield action NB1 recommends a change to mixed use zoning with a design overlay. The enivornmental conservation (c) overlay zone is retained on the site, but could be modified as part of the future process to evaluate natural resources.
156	Owen Ronchelli, Lloyd TMA	7/9 email	Plant or preserve trees, where appropriate, within the Lloyd District sufficient to achieve 15 percent canopy coverage once the trees mature.	Environment - Lloyd	Tree target, p.44	Agree. **PROPOSED CHANGE: Text revised as suggested.**
157	Sarah Huggins, PP&R	7/2 letter	BPS a better lead for the Lloyd District street tree planting strategy, with PP&R UF assistance.	Environment - Lloyd	(GC6) EN6, p. 45	Agree. Based on other comments this action is being revised to be a broader tree planting strategy with BES and BPS as joint lead. See response to comment #150.
158	Cherri Warnke, PWB	7/9 email	PWB's Resource Protection has the BIG program (Business, Industry and Government) which provides "Water Efficiency" information and evaluation services to both commercial and residential customers. I'm not sure if BPS currently links up industrial businesses with the BIG program, but PWB's BIG program can be a resource to BPS in carrying out this action item.	Environment - Lower Albina	Lower Albina (GC4) EN4, p.54	Comment noted. We will provide this information to the BPS Sustainability at Work team.
159	Tracy Whalen	6/28 SAC	The Lower Albina tree canopy target seems too high.	Environment - Lower Albina		Disagree. See response to comment #133 regarding tree canopy targets. All part of the City can and should play a role in providing tree canopy. The lower target for Lower Albina recognizes that it is an urban industrial area and has contraints related to that. The City's Grey to Green program has had recent successful tree planting efforts in other industrial areas, including the Central Eastside and Northwest, where they teamed up with property owners to identify locations where trees could be planted that don't conflict with industrial businesses.

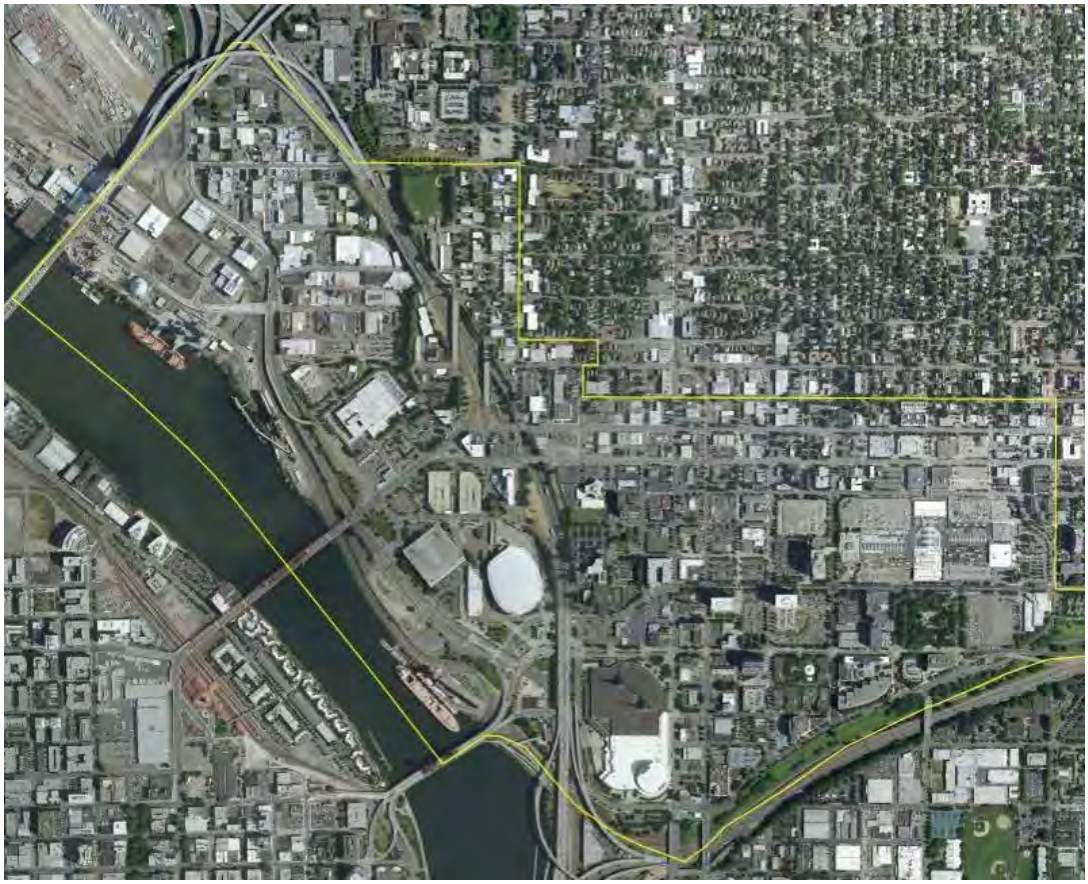
#	Source	Date	Comment	Topic	Reference	Staff Response
160	Brad Perkins	7/17 letter	Complete the Sullivan's Gulch Trail Plan (Remove "Concept" ("X"in CC2035 2014)	Study Areas	Page 56, NB3	Disagree. Concept plan to be adopted in 2014, but implementation will take longer.
161	Cathy Galbraith, Bosco-Milligan Foundation	6/28 email	References to "several" and "a number of" structures in the Vancouver/Williams rezone area that are in the Cornerstones inventory should be amended to reflect that "every house on N Williams, Vancouver and Flint Avenues and N Page Street within the boundary … have significant associations."	Study Areas	pages 56, 82	Agree. **PROPOSED CHANGE: the language on page 56 and 82 has been revised to better reflect the strong concentration of culturally significant structures in the area.**
162	Paul Cathcart, PPS	6/28 letter	Support rezone from RH to EXd in Vancouver/Williams corridor, including Tubman School site.	Study Areas	VW1	Comment noted.
163	Brad Perkins	6/28 SAC	Needs to be more on implementation - what is going to make the vision happen. Important to have the "big boys" involved and continue to work on public-private partnerships.	General		Agree. New public-private partnerships will be critical for achieving many of the plan's elements. Key implementers and timelines are identified in the action charts.
164	Brad Perkins	6/28 SAC	Think about connecting housing with green corridors. Portland is ready for a new lifestyle that is more focused on bikes and less on cars.	General		Agree. The plan's concept for a residential emphasis in the Central Lloyd area will be organized around new parks and green connections. Many of the new flexible streets will have green elements and will connect new and existing housing.
165	Katy Langstaff and Michael Mehaffy, Sustasis Foundation	6/22 letter	The Willamette River is Portland's greatest asset. Future planning decisions must work to increase the pedestrian access to the river and to bring lively commerce and play to this valuable resource.	General		Comment noted. The "Celebrate the Crossroads" urban design principle on page 15 targets improving east-west connections from the heart of the Lloyd District, across the barrier(s) presented by the freeways to the Willamette River, the adjacent bridges and the Westside of the Central City.
166	Owen Ronchelli, Lloyd TMA	7/9 email	'District Goals' (both Lloyd and Lower Albina) read like vision statement (aspirational in nature) rather than goals. In my mind goals are reached by attaining specified metrics or thresholds. The stated 'Target' under each list of policy statements are measurable 'Goals' and should be stated as such.	General		Comment noted. We have modeled the plan structure similar to that of the Central City Concept Plan policy framework that uses goals and policies. This is a valid point, but it would be difficult to change the overall plan structure at this stage.
167	Sarah Huggins, PP&R	7/2 letter	Highlight regional trails (Esplanade/Willamette Greenway, N Portland Greenway and Sullivan's Gulch) on all maps. They are shown on p. 21 but should differentiate between off-street trails and on-street open space connections	General	Maps, including page 21.	Comment noted. Future work will highlight distinctions between different connections. Implementation of quadrant concepts shown on pages 17 – 22 could require specific future updates and/or amendments to multiple existing sets of regulations, maps and guidelines described in district design guidelines, the Portland Zoning Code, or the Transportation System Plan, among others. (See action TR1 on page 50.)
168	Sarah Huggins, PP&R	7/2 letter	Its confusing when same action is listed multiple times in different areas with different numbers, e.g Sullivan's Gulch concept and NP Greenway study. Reference earlier action, not assign new number to same action.	General	Action charts	Comment noted. Because future readers may focus only on specific sections of the plan, staff believes that actions should be included wherever they are relevant, which may require some repetition, but will allow the sections to be complete when "standing alone."
169	Susan X	6/25 VM	Use empty buildings downtown so don't need to build-out elsewhere, like the Lloyd District proposal. New buildings should have thicker walls to protect from noise and smoke.	General		Comment noted. Growth projections indicate that significant new development will occur in the Central City by 2035 - far more than could be accommodated in existing buildings. Further development of the Central City will help reduce pressure on urban expansion on the fringes of the region, reducing the overall urban footprint and helping preserve rural and natural areas. Construction requirements are governed by building codes and are outside the scope of this project.
170	Terry Parker	6/28 SAC testimony	Citizen process is broken. Motorists do not have representation on the SAC.	General		Comment noted. Several unsuccessful attempts were made to have a representative from AAA participate on the SAC. Freight interests were well represented on the SAC.

#	Source	Date	Comment	Topic	Reference	Staff Response
171	Wayne Kingsley	6/28 SAC	Many of the targets seem too aggressive and unrealistic.	General		Disagree. This is a long range plan that will direct growth for the next 25 years. While they may seen unrealistic under todays conditions, they provide a goal to work toward. The targets were developed using a number of sources including development capacity analysis, forecasts, other city adopted targets and modeling. It should also be noted that N/NE Quadrant targets are preliminary, pending completion of the rest of the quadrant plans. At that time, targets for the full Central City will be revisited and potentially recalibrated.
172	Brad Perkins	7/17 letter	...access and needs both locally and “regionally”. (instead of on the freeway system)	Other	Page 12, bullet two	Disagree. The project goals were adopted by the SAC in January 2011. They are no longer being revised.
173	Brad Perkins	7/17 letter	...for historic preservation and repurposing. “This idea should be weighed against the gained view opportunities if it was removed for a park.”	Other	Page 102, c	Disagree. Appendix E is a record of comments received by February 2011; it is no longer being revised.

Central City
N/NE Quadrant Plan

Revised Stakeholder Advisory Committee Review Draft

July 2012



CENTRAL CITY 2035

N/NE QUADRANT

CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

55086

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

If you need special accommodation, please call 503-823-7700, the City's TTY at 503-823-6868, or the Oregon Relay Service at 1-800-735-2900.

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Revised SAC Review Draft – 7/24/12

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CHAPTER 1: INTRODUCTION

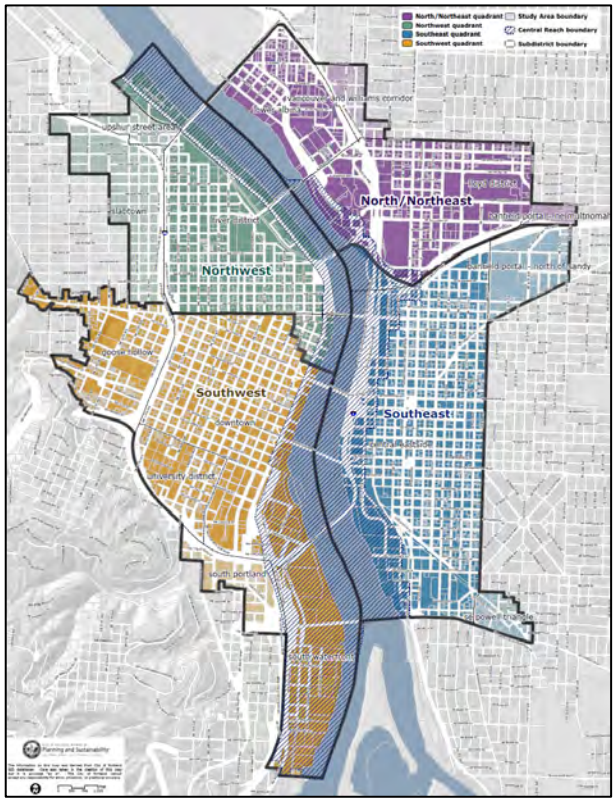
Purpose

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

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

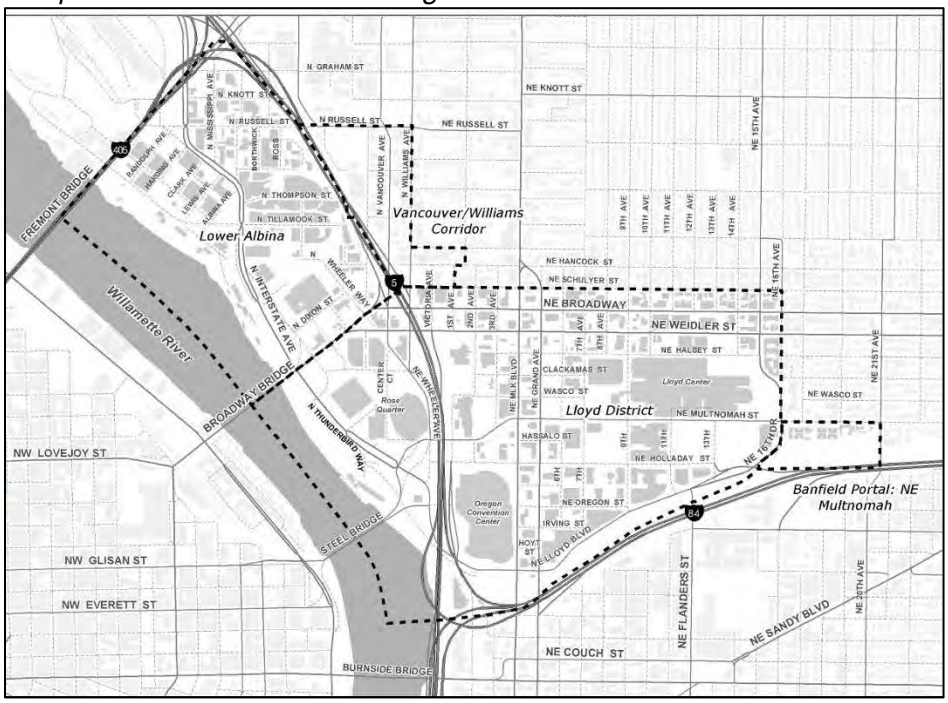
The N/NE Quadrant Plan is the first of the more detailed district plans, addressing land use, urban design, transportation, public infrastructure and development entitlements in the Lloyd District and Lower Albina subdistricts of the Central City.

Map 1: Central City 2035 Plan Boundaries



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

Map 2: N/NE Quadrant Planning Area



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

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

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

Planning Process

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

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

N/NE Quadrant Plan Timeline

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

Background

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

History

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

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

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

To the north of East Portland and covering a good part of the N/NE Quadrant was Albina. First platted in 1873, Albina grew up with two distinct sections, upper and lower. Lower Albina was a working industrial and waterfront area, which really took-off with the coming of the Union Pacific Railroad and the big terminal yards in the 1880s. In its early years Albina was populated by a large number of first and second generation European immigrants. The White Eagle Saloon, opened by Polish immigrants in 1905, is a reminder of the area's ethnic history. In 1891, the cities of Albina, East Portland and Portland consolidated into a new unified City of Portland.

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

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

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

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

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

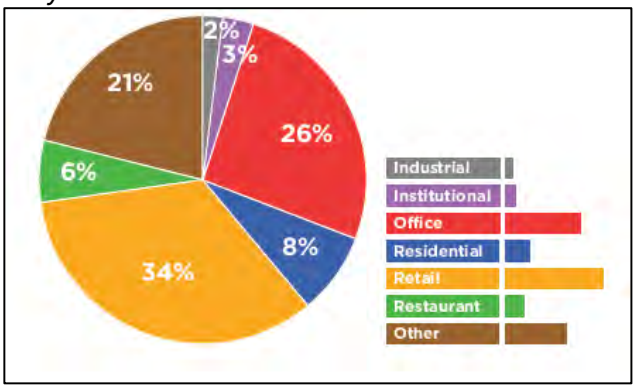
It should also be noted that, over time, development completely changed the physical landscape and hydrology of the area. The shoreline along the Willamette River was filled. Small streams were filled or put into pipes, and vegetation has been removed and replaced with buildings and paved surfaces.

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

Existing Conditions

Lloyd District

Lloyd District Land Uses



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

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

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

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

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

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

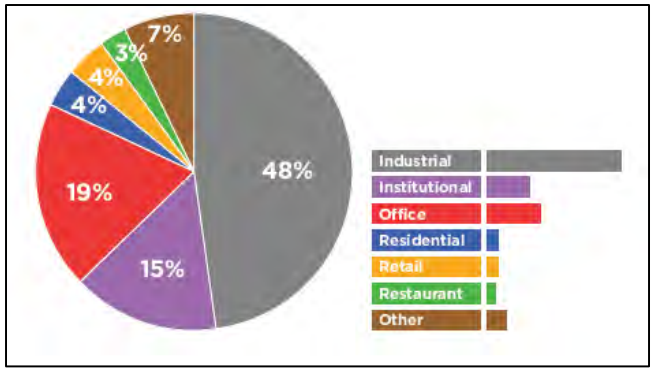
Zoning is very flexible in most of the Lloyd District. The Central Commercial (CX) zone is a high-density, mixed use zone covering 87% of area. It allows a range of uses such as office, retail, institutional, and residential. Related development standards such as maximum height and floor area ratio (FAR)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

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

Lower Albina

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

Lower Albina Land Uses



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

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

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

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

Previous Planning

Lower Albina

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

Lloyd District

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

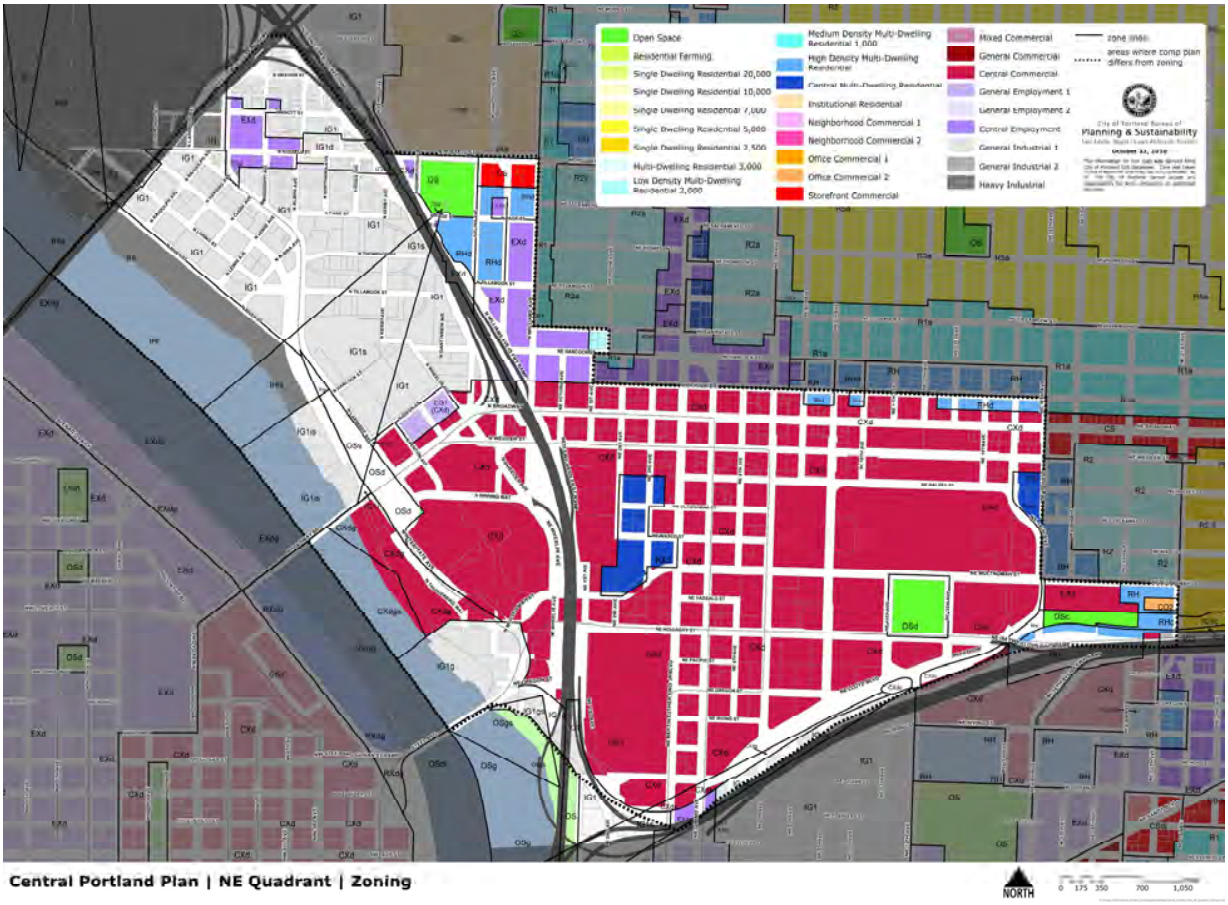
More recent efforts such as the Portland Development Commission's Lloyd District Development Strategy (2001) and Lloyd District Housing Strategy (2002) focused on increasing the amount of high-density housing. The 2006 Development Vision for the Oregon Convention Center described an vibrant 24-hour entertainment district, with new hotels, housing developments, entertainment and retail venues in the sixteen block area adjacent to the Convention Center.

The Lloyd District has been identified as an “EcoDistrict”, which is reflected in more recent planning efforts and this plan. It was first envisioned as a “green district” in the 2004 Lloyd Crossing study, that envisioned a new urban district that would maximize development potential while achieving environmental goals such as carbon neutrality, habitat restoration and reliance on solar energy. A formal Lloyd EcoDistrict partnership was initiated in 2011 to implement projects that accelerate sustainable development on a district-scale.

While some progress has been made towards achieving the goals of previous plans, the Lloyd District still contains an enormous amount of development potential and unique opportunities for place-making. As the district redevelops, there will also be opportunities to integrate nature into a densely developed urban area and to become a model of urban sustainable development.

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

Map 3: N/NE Quadrant Zoning



Relationship to the Central City 2035 Concept Plan and Portland Plan

CC2035 Concept

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

The density of uses, activities and people has established an environment of excitement, interest, vibrancy and synergy. It encourages a level of interaction between people, businesses and institutions that can not be generated elsewhere in the state. The positive impact this environment has on economic development, creativity, civic engagement, and the livability of the region as a whole is significant.
Within the N/NE Quadrant, the Lloyd District and Lower Albina are important components of the Central City and will be critical to meeting the strategic directions set by the Concept. To this end, the N/NE Quadrant Plan includes detailed goals, policies, and action item updates for these two districts. Key among these goals is to capitalize on the Lloyd District's development potential, transportation investments and EcoDistrict designation to create a vibrant, sustainable and mixed-use district that becomes an extension of downtown and strong eastside urban center. Lower Albina will continue to be home to an important close-in industrial job base and small business incubators, with an eclectic mix of uses that contributes to the diversity and character of the Central City. Future quadrant plans, for the SW, NW and Central Eastside, will similarly help implement the Central City 2035 Concept throughout the Central City.

Portland Plan and the Comprehensive Plan

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

Framework for Equity

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

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

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

Thriving Educated Youth

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

Economic Prosperity and Affordability

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

Healthy Connected City

Few other areas in the region share the Lloyd District's combination of transportation system access and degree of development opportunity. The Quadrant Plan envisions a fully-developed, cutting-edge, sustainable, livable, mixed-use community of some 30,000 jobs and perhaps 10,000 residents in the Lloyd District. It lays out a concept for open space, local pedestrian connections and regional trails, as well as tree canopy and green infrastructure enhancements, to improve watershed function and habitat vitality and provide a healthier urban environment for people and wildlife.

CHAPTER 2: DEVELOPING THE PLAN

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

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

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

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

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

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

Project Goals

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

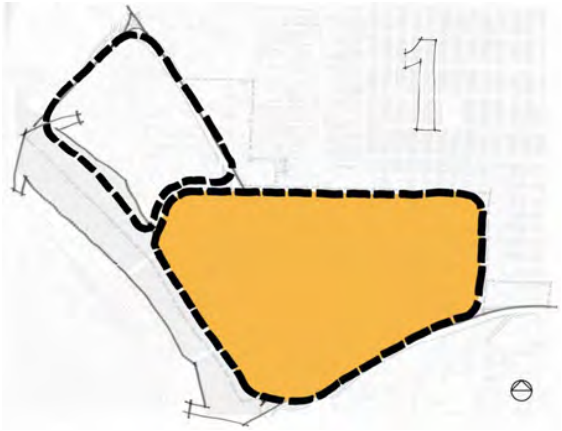
> *"This planning effort will result in integrated land use, urban design, and transportation strategies, policies and plans for the N/NE Quadrant and the I-5 Broadway/Weidler interchange that balance, complement, enhance, protect, respect, revitalize, support, and sustain economic, environmental, and social interests. The implementable plans will be consistent with the overall goals and policies of the city, region, and state.*
>
> *Our recommendations will be guided by our desire for:*
>
> - *A diverse mix of commercial, cultural, entertainment, industrial, recreational, and residential uses, including affordable housing;*
> - *A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system;*
> - *Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages;*
> - *Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment;*
> - *Equitable access to community amenities and economic opportunities;*
> - *Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods;*
> - *Protection and enhancement of the cultural heritage of the area and its sub-districts; and*
> - *Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses."*



Urban Design Principles

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

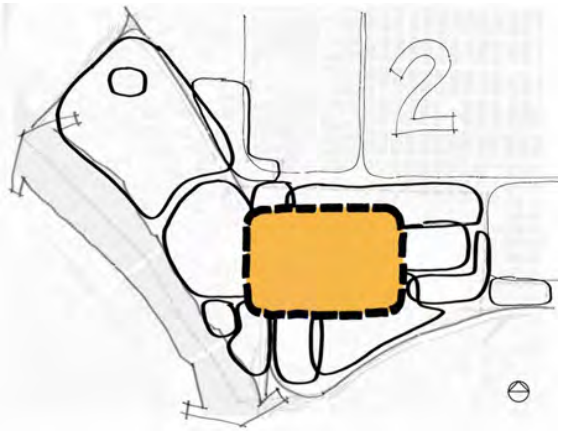
Two Distinct Places: The N/NE Quadrant study area includes two distinctly different areas, headed in different directions.



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

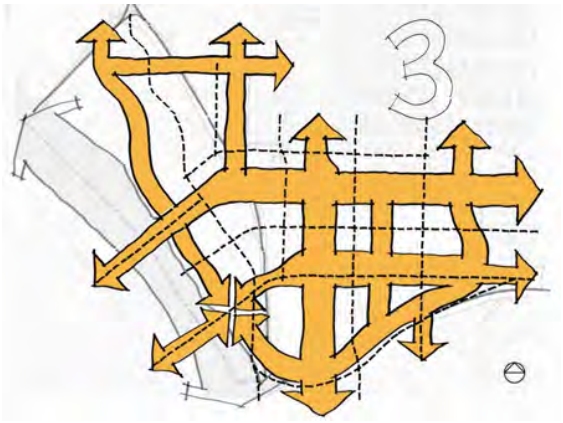
The second area is the Lloyd District, including the Rose Quarter, an area with long-held expectations for considerable redevelopment and change. Around its edges, the Lloyd District has seen slow-paced change over the past decades, including expansion of the Rose Quarter/Oregon Convention Center, new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

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



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

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



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

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

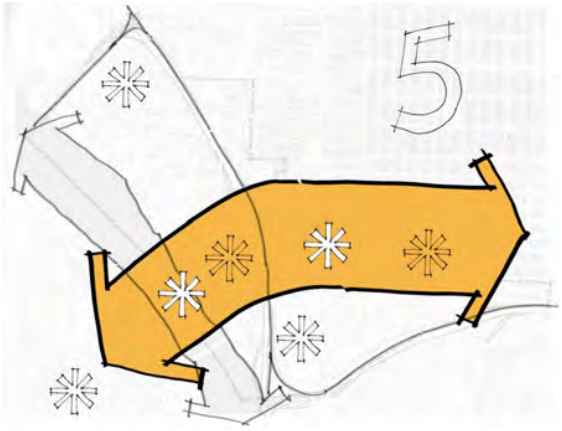
Take Advantage of Urban Form: The different urban form, pattern and character of the area present a unique alternative for Central City redevelopment.



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

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

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



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

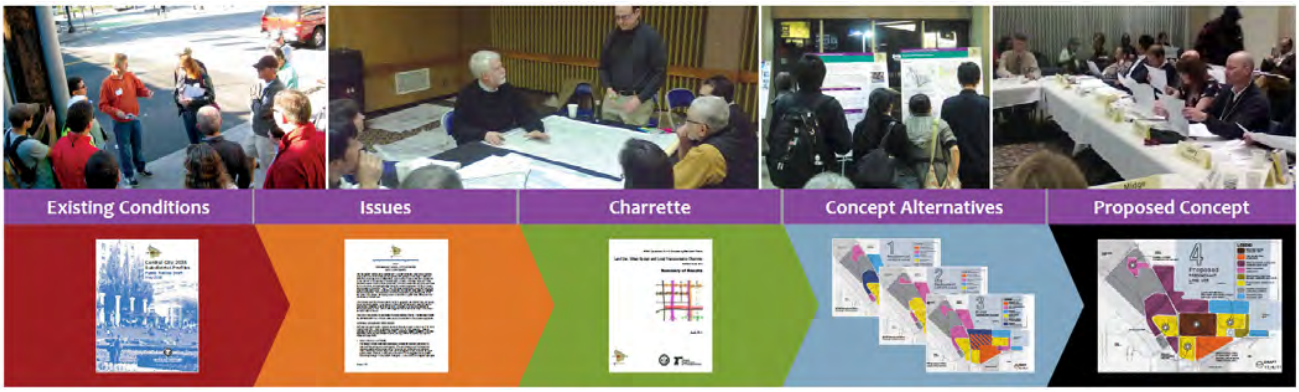
The open space system would also provide compelling amenities around which to organize new development. To date, the district has seen public event, some streetscape, transit and other transportation-related improvements, but few new public parks or open spaces to augment Holladay Park. New, high density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

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

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

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

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



Predominant Land Use and Building Height

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

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

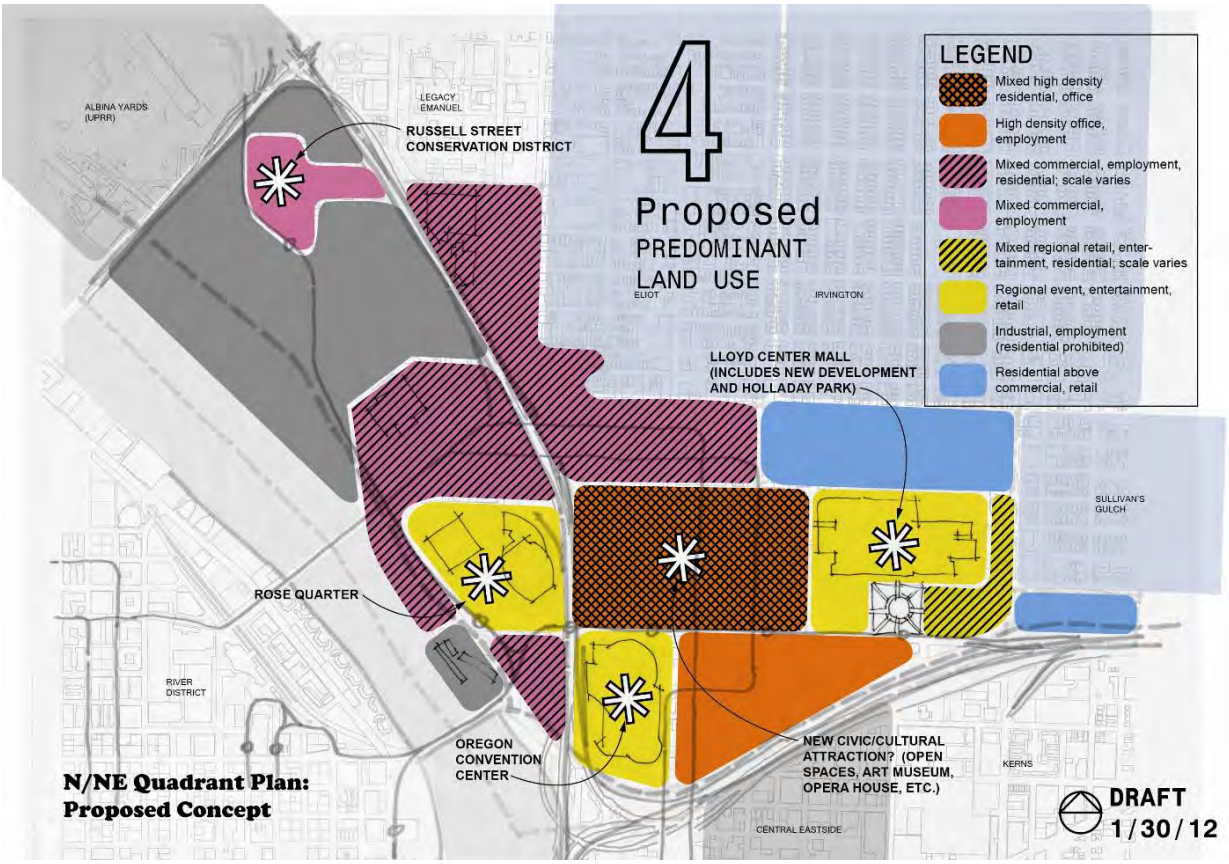
Key elements of land use concept in quadrant subareas include:

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

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

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

(cont. on next page)

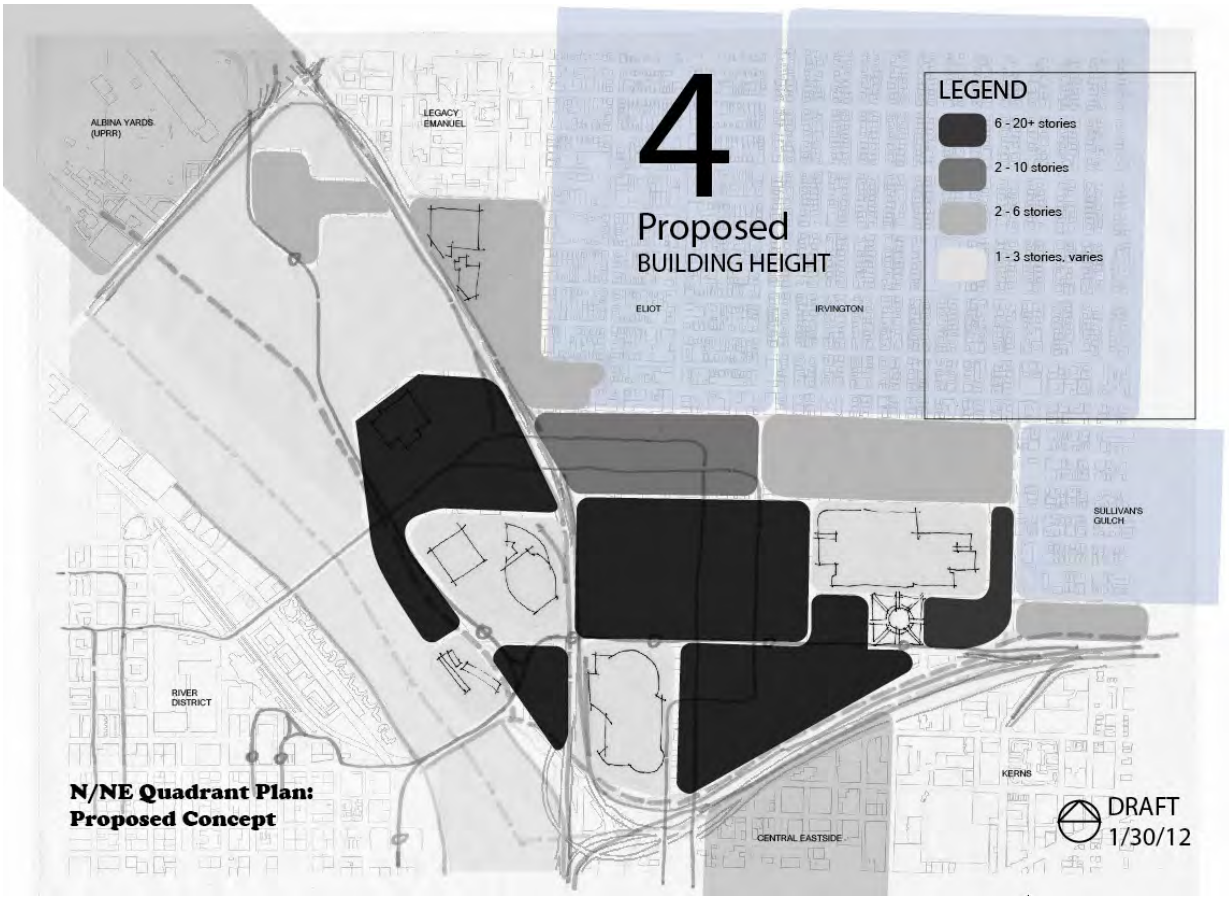


Predominant Land Use and Building Height (cont.)

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

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

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



Street and Development Character Concept

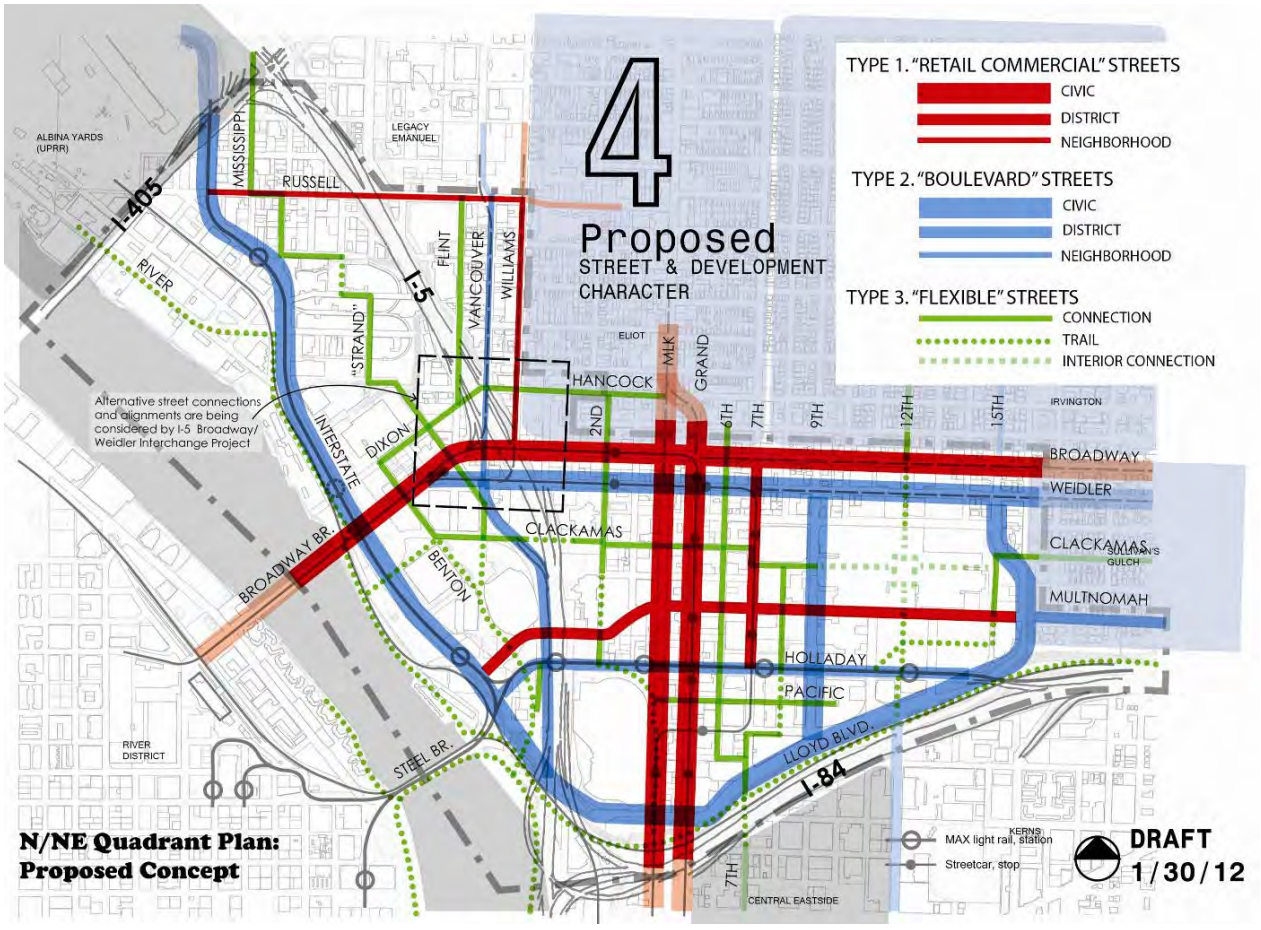
The street and development character concept outlines a more intentional approach for the quadrant's street network, uniting streetscape design with adjacent land uses and building forms, and recognizing the different scale of streets. While the concept proposes a new way of envisioning the design character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

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

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

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

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



Street and Development Character Concept (cont.)

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

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

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

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



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

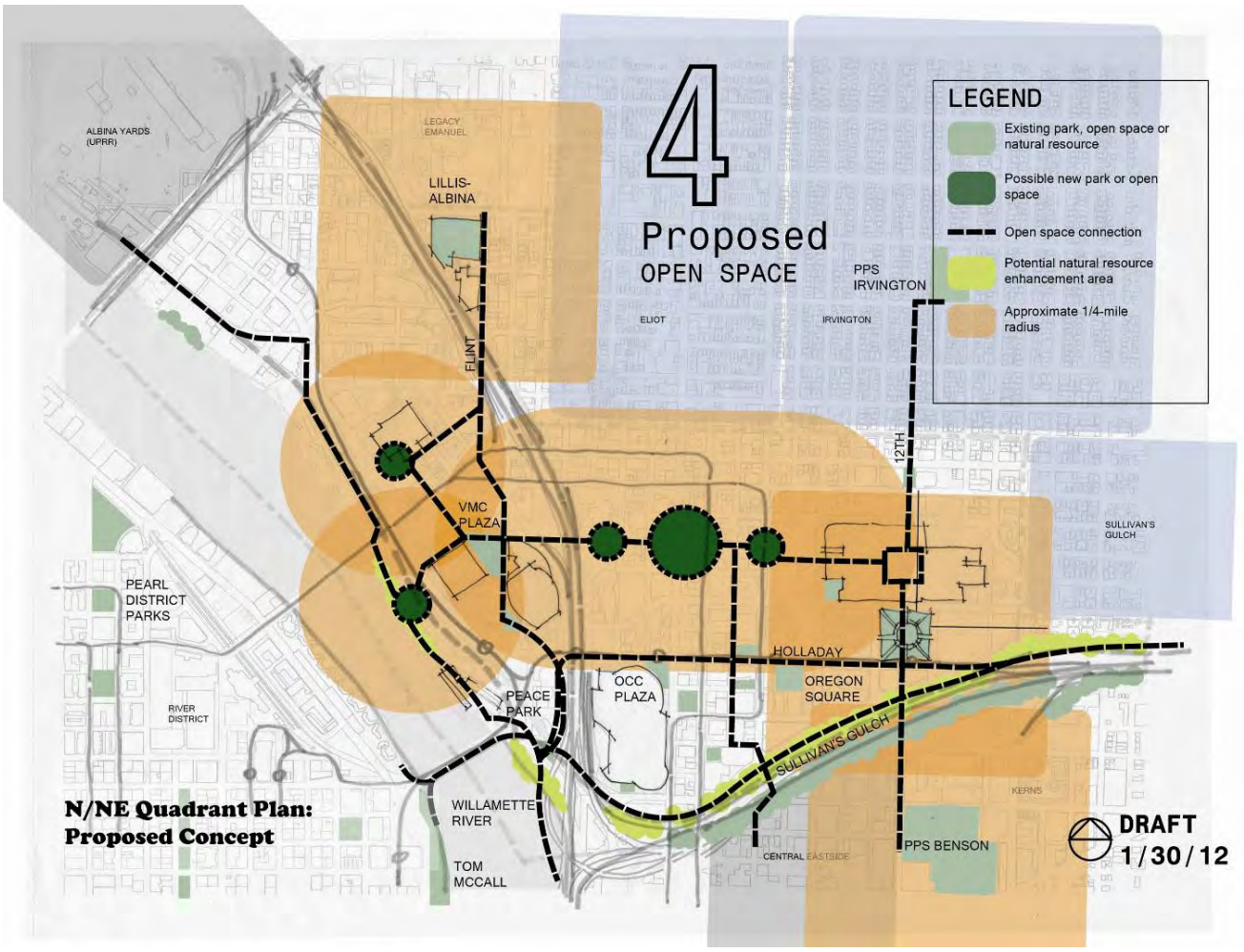
Open Space

The proposed open space concept illustrates a potential framework for parks and open space within the quadrant, an area that is currently park deficient. The only significant public open space in the Lloyd District today is Holladay Park, located in the eastern portion of the district. There are also a number of small public and privately owned plaza spaces primarily located in the office core area. Lillis Albina park is located just outside of the Central City in the Vancouver/Williams study area.

The concept envisions a series of new parks organized along an improved NE Clackamas Street linking to a new open space adjacent to the Willamette River. Clackamas would be a flexible street that prioritizes pedestrian access, creating a safe and inviting space for people to gather, play and socialize.



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



Green Systems

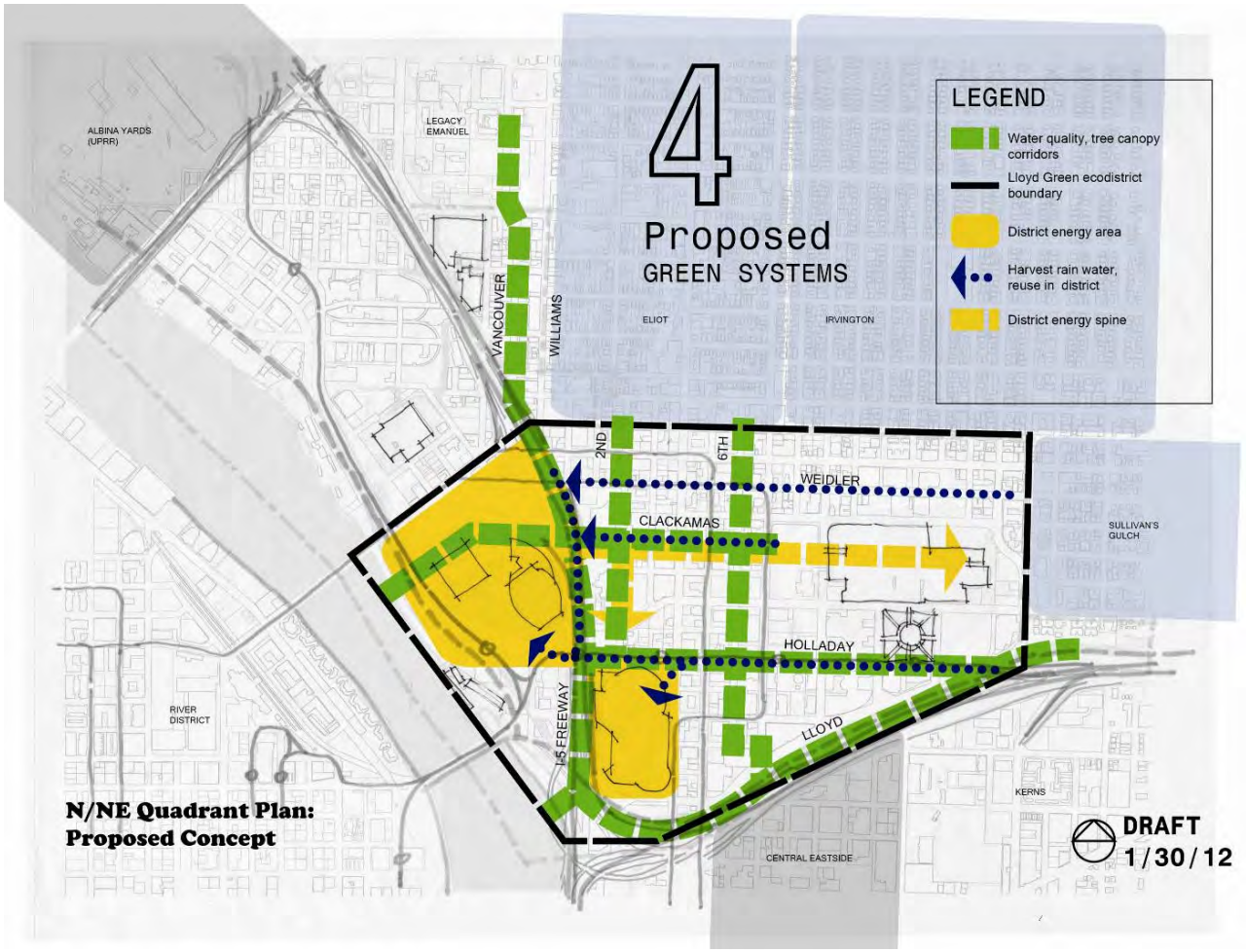
The Lloyd EcoDistrict is a public-private partnership designed to transform the Lloyd District into a showcase sustainable district that integrates nature into the built environment and uses restorative development approaches where new development enhances the environment and protects human health. Potential elements include improved energy performance, enhanced tree canopy, sustainable stormwater management strategies, and green building techniques. The green systems map illustrates how the following components could be integrated into the quadrant:

Tree Canopy/Water Quality Corridors: Corridors that provide enhanced tree canopy and stormwater management through large trees and vegetated stormwater facilities such as bioswales and planters. Streets not designated as a tree canopy/water quality corridors will still have these features, although they may not be as prominent.

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

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

Other opportunities to support goals for sustainable development include the use of native vegetation, ecoroofs, vegetated walls, bird-friendly buildings and other green building techniques.



Integration with the I-5 Broadway/Weidler Interchange Project

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

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

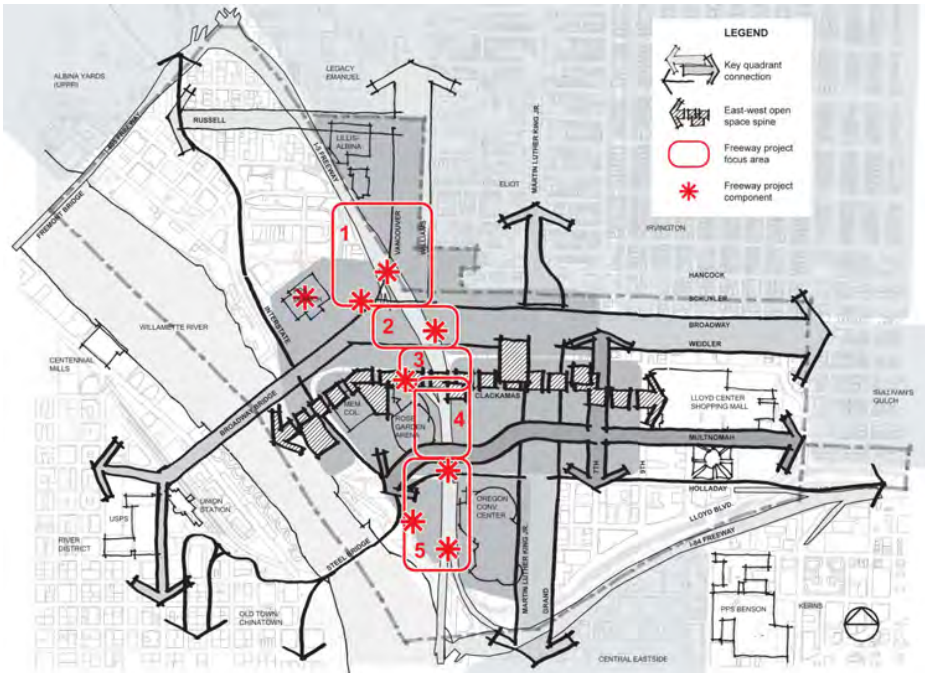
Area 1, North of Broadway: Rebuilding bridges over the freeway presents opportunities to improve existing pedestrian and bicycle conditions and create new connections between Vancouver/Williams and the Portland Public School's Blanchard site, a key redevelopment opportunity.

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

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

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

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



CHAPTER 3: GOALS, POLICIES AND IMPLEMENTATION ACTIONS

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

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

- Regional Center
- Housing and Neighborhoods
- Transportation
- Urban Design
- Environment

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

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

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

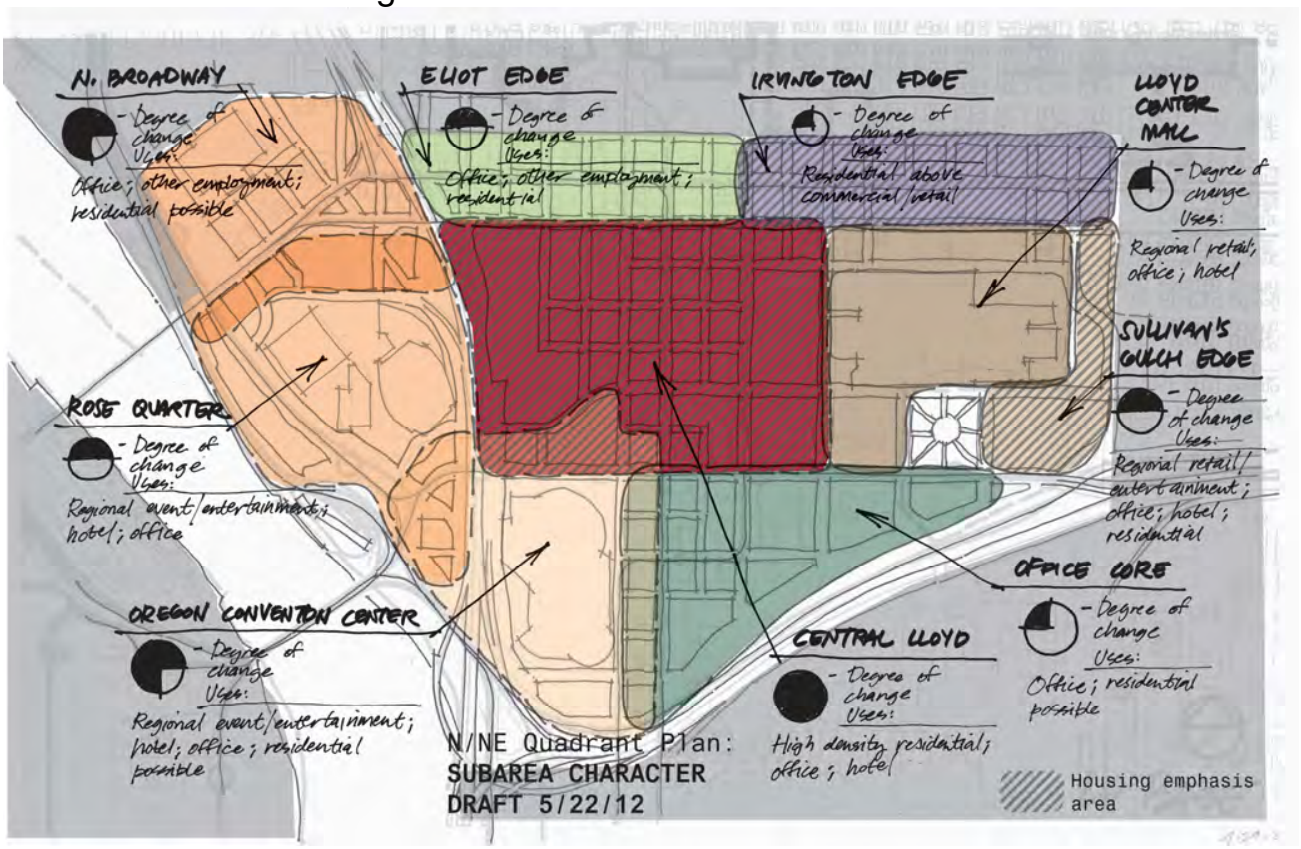
A timeline is provided, with some actions intended to be accomplished with the adoption of the full Central City 2035 plan package, anticipated in 2014. Other actions are intended to be completed 2 to 5 or 6 to 10 years beyond that, and some are ongoing.

Lloyd District

District Goal

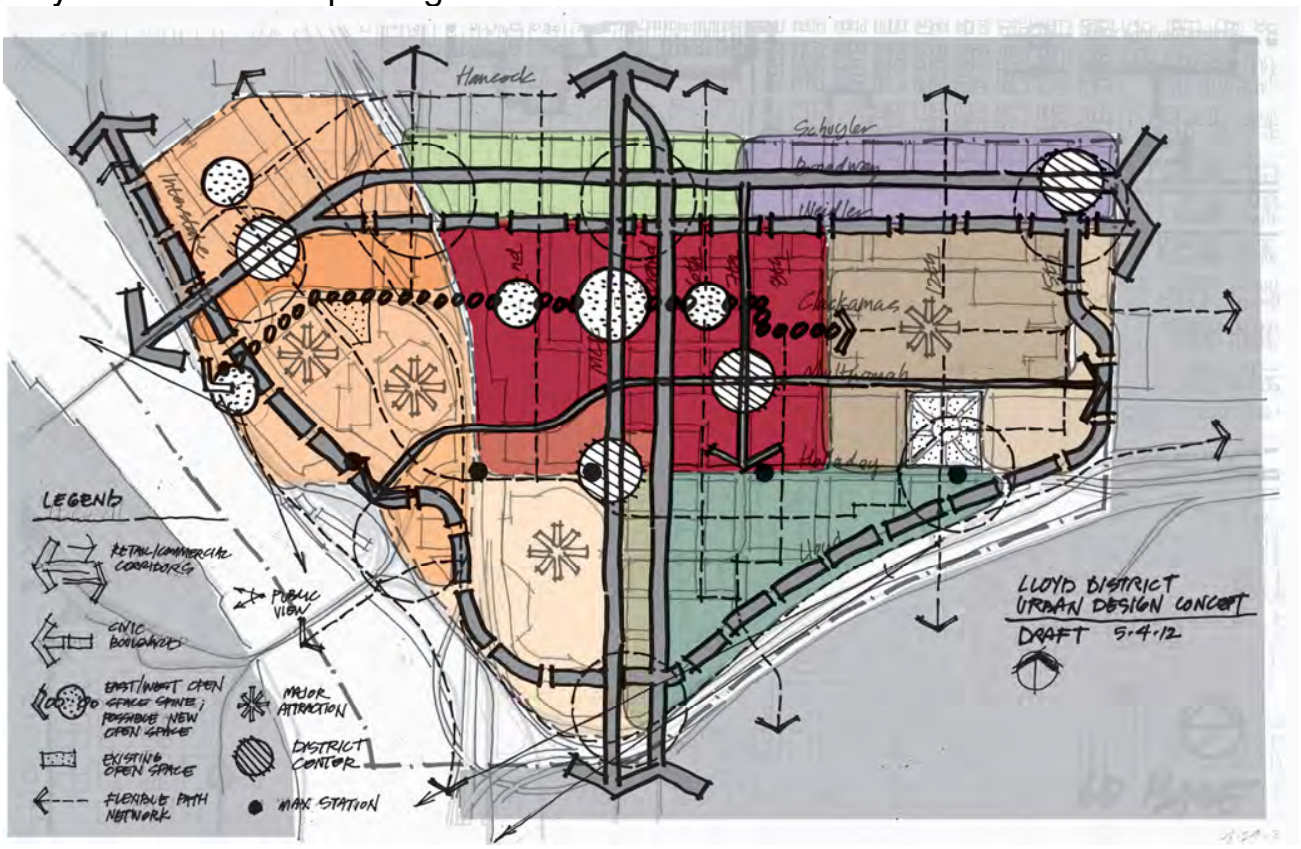
Foster the growth of the Lloyd District into the intensely urban eastside center of the Central City. Capitalize on the district's regional attractions, high quality transit and connections to create one of the most vital and livable districts in the Central City, with a strong employment base, successful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

Subarea Character Diagram



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

Lloyd District Concept Diagram



Key Elements of the Concept

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

- **Retail/Commercial Corridors.** Busiest streets with high visibility by motor vehicles, transit, bikes and pedestrians and generally consistent ground level retail storefronts. These corridors are broken down in three scales: “civic,” which make connections to other parts of the city; “district,” which are important within the boundaries of the Lloyd District; and “neighborhood,” which are smaller and found usually outside the Central City. Off of retail/commercial corridors, retail would not be required or encouraged.

- **Boulevards.** These corridors can also be some of the busiest in the district – they can be the “second” street of a couplet or define a district edge -- but they offer a more landscaped, green character, with fewer retail storefronts than the retail/commercial type. These corridors are broken down in three scales: “civic,” which make connections far beyond the district; “district,” which are important within the boundaries of the district; and “neighborhood,” which are smaller and found usually outside the Central City.

- **Flexible Network.** These streets and spaces make up a system of local, pedestrian-friendly connections through the district that offer quieter, “low-stress” experiences distinctly different from the busier streets serving the area. The forms and characters of these connections can vary

considerably – some can be typical streets, some could be through open spaces or plazas, and others could be through building interiors. Visible green features are encouraged where appropriate to the setting. Local streets within the flexible network would continue to meet the access needs of adjacent residents and businesses.

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

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

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

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

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

Sustainable Development: While it does not specifically show up on the concept diagram, sustainable development, including green buildings, green infrastructure, habitat enhancement, and embracing the designation of the Lloyd EcoDistrict, is also a key element of the overall concept for the Lloyd District. See the Green Systems diagram in Chapter 2: Developing the Plan.

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

District Policies and Implementation Actions

Regional Center: Economy and Innovation

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

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

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

Policies

1. **Employment**. Support and retain existing businesses while encouraging significant new job growth. Develop the district to support a broad array of employment types that provide living-wage jobs and equitable access to employment opportunities.

2. **Redevelopment.** Encourage high density commercial and residential development and better utilize vacant and underutilized land.

3. **Core Employment Uses.**

    a. **Office Core.** Maintain and grow the Lloyd District as an employment center for headquarters office, institutions, professional services and the government sector.

    b. **Regional Attractions.** Support the continued success of the Rose Quarter and the Oregon Convention Center and encourage new development and businesses that support and balance the episodic nature of event activity.

    c. **Retail.** Support existing and new retail development including regionally focused uses in and around the Lloyd Center Mall and neighborhood-serving uses along the NE Broadway corridor. Encourage and support retail development on retail/commercial streets identified in the district concept diagram.

    d. **Civic and Cultural Amenities.** Expand civic attractions in the Lloyd District to complement the district's tourism, regional attractions and growing residential character. Examples of attractions could include a convention hotel and centers for arts, culture, history or science.

4. **Innovation: Sustainable District.** Promote the Lloyd District as a center for innovation and application of sustainable business and development practices, foster job creation in sustainable industries and encourage the incorporation of green technology into businesses and development.

2035 Performance Target: Jobs

Add 10,000 new jobs within the Lloyd District.

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

Implementation Actions: Lloyd District – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in **bold**
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
RC1*	Adjust the Lloyd District and Lower Albina boundaries to include the PPS Blanchard site and adjacent properties to the south and east within the Lloyd District.	X				**BPS**
RC2*	Rezone the PPS Blanchard site and adjacent properties to the east from IG1 to EXd and CXd to encourage future redevelopment. Require a master plan process as part of redevelopment to address street and pedestrian connectivity, open space, views, and the transition to adjacent industrial uses.	X				**BPS**
RC3*	Adjust and increase maximum allowed heights to support high density development and encourage the provision of public amenities, and desired uses in the following areas: ▪ N. Broadway near the Broadway Bridgehead ▪ Riverfront ("Thunderbird" site) ▪ Central Lloyd area	X				**BPS**
RC4*	Adjust regulations and incentives to encourage new development that supports the Convention Center such as new or expanded hotel development, retail and other services on adjacent blocks.	X				**BPS**, PDC
RC5	Develop a strategy to promote the development of new hotels and the improvement of existing hotels in the vicinity of the Oregon Convention Center.		X			**Metro**, PDC, City, Private
RC6	Pursue development on publically owned sites in and around the Rose Quarter through public-private partnerships.				X	**City**, Private
RC7	Market the Lloyd District as a leader in sustainable development and business practices.				X	**EcoDistrict**, PDC, Private
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Housing and Neighborhoods

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

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

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

Development of housing affordable to low and middle income households within the Lloyd District is a priority given that access to a complete neighborhood reduces household transportation costs and provides access to public and private amenities crucial to economic mobility. There are currently very limited public resources to fund housing projects. It will be necessary to develop new tools to meet goals for affordable housing in the Lloyd District and citywide. It is also important to provide a diverse range of housing types and sizes within the district, including housing suitable for workforce, seniors, special needs and families.

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

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

Policies

1. **Housing Development.** Encourage the development of new housing especially in “housing emphasis areas”. Through greater concentration of housing the district can foster a sense of community and support efficient provision of residential amenities and services.

2. **Housing Diversity and Preservation.** Encourage the development and preservation of a housing supply of unit types and sizes that meets the needs of people of all incomes, ages, household sizes and special needs. Include development of affordable housing as a way to ensure income diversity, meet citywide housing needs and help mitigate the potential for displacement due to rising housing prices in the district and in adjacent neighborhoods.

3. **Complete Neighborhood.** Foster development of a complete neighborhood with amenities and services that residents need to meet their daily needs, including access to parks and open space, grocery stores, neighborhood businesses and schools.

4. **Successful Neighborhood Business Districts.** Support and expand local main street business areas within the Lloyd District and in adjacent neighborhoods. Cluster a diverse mix of neighborhood scale businesses within the NE Broadway Business District and on new district retail/commercial streets as a means of concentrating activity and promoting successful retail districts.

5. **Community Building.** Encourage public spaces, pubic art and activities that celebrate the history of the district and that help build a community in the Lloyd District and with surrounding neighborhoods.

6. **Historic and Cultural Resources.** Preserve, rehabilitate and celebrate historic and culturally significant structures and places in the Lloyd District.

7. **Displacement.** Support existing residents and businesses within the Lloyd District and in adjacent neighborhoods that are at risk for involuntary displacement.

2035 Performance Targets

Housing

Develop 5,000 new housing units and reduce the jobs to housing ratio to 5 to 1 within the Lloyd District. Seek to provide a full range of housing types and affordability options, including 50 percent of new units affordable to households with incomes below the median family income (MFI) of the city, distributed across affordability levels.

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

Complete Neighborhood

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

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

Table 2: Lloyd District Proximity to Parks and Grocery Stores (2012 estimate based on GIS analysis)

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

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

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

Transportation

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

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

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

Policies

1. **Strategic Investments.** Invest in transportation infrastructure to improve safety, convenience and operational efficiency for all modes by strengthening connectivity and access for trips to, through and within the Lloyd District, and by creating special places for workers, residents, neighbors, shoppers and visitors.

2. **Active transportation.** Encourage walking, bicycling and using transit as a way to increase transportation access and choice, enhance livability and reduce the per capita carbon footprint in the district.

3. **Transportation Demand Management.** Foster the development of business and property owner-supported programs, incentives and activities that encourage employees and residents to use active transportation and non-single occupant vehicle modes.

4. **Transit**. Strengthen the role of transit in the Lloyd District by working with TriMet to increase the frequency, reliability and safety of the light rail, bus and streetcar services.

5. **Parking.**

    a. **Off-Street.** Strengthen the role of parking management to leverage high-density mixed-use development, enhance livability and reduce reliance on single occupancy automobile trips, while supporting development of more parking options for retail-focused streets.

b. On-Street. Preserve and enhance on-street parking assets to support ground floor commercial, retail and service based business.

6. **Streetscape.** Improve the pedestrian experience by integrating high-density mixed uses, urban greenery, and pedestrian amenities into the Lloyd District's streetscape.

7. **Connectivity**. Increase the number of connections across barriers in the district, including major arterials, large blocks, freeways, rail lines, and natural features, and with adjacent neighborhoods.

8. Transportation System Management. Manage access and circulation to reduce traffic speeds and provide for safe crossings, while balancing the need for vehicle and freight access to and within the Lloyd District.

9. **Regional Attractions.** Provide access and circulation to and from the Lloyd District that attracts and supports regional development, shopping and tourism. Promote the use of transit to access the area, including light rail, streetcar, bus, and a potential water taxi service.

2035 Performance Target: Mode Split

At least 75 percent of commute trips to and from the district are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

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

Implementation Actions: Lloyd District – Transportation

#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR1	Explore ways to adopt the Street and Development Character concept, including three street types: retail/commercial, boulevard and flexible/pathways. This may include updates to the Transportation System Plan Street Design Classifications.	X				**PBOT**
TR2*	Develop and revise parking management strategies.		X			**PBOT**, TMA, Private
TR3	Update the *Lloyd District Standard Plans and Details within the Right-of-Way* document to implement the Street and Development Character Concept for the district (see Appendix A, Map A3).		X			**PBOT**, BPS, BES, PPR/UF, PWB

Implementation Actions: Lloyd District – Transportation						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR4	Study and install additional signalized pedestrian crossings, on-street parking, and reduced speed traffic progression on Martin Luther King, Jr. Blvd. and Grand Avenue.		X			**PBOT, TMA**
TR5	Implement streetscape and circulation changes for Multnomah Street to facilitate a "retail/commercial street" environment.		X			**TMA**, PBOT
TR6	Review the 1996 *Broadway-Weidler Corridor Plan* to identify any needed updates to implement the N/NE Quadrant Plan, as well as the stretch of the corridor east of 16th to the Hollywood area. Implement the plan emphasizing pedestrian safety projects, installation of traffic signals and maintenance of parking supply.		X			**PBOT**
TR7	Install electric vehicle charging stations in the Lloyd District.		X			**PBOT**, PDC
TR8*	Implement the I-5 Broadway/Weidler Interchange Plan improvements.		X			**ODOT**, PBOT
TR9*	Implement a 7th Ave pedestrian/bike bridge over I-84 connecting to either 7th or 8th in the Central Eastside.			X		**PBOT**, ODOT
TR10*	Develop a strategy for the Clackamas Flexible Street and private development extending from the Rose Quarter to NE 9th Avenue via a new pedestrian/bicycle bridge over I-5.			X		**PBOT**, BPS, PDC, ODOT, EcoDistrict, Private
TR11	Complete the Sullivan's Gulch Trail Concept Plan and implement its recommendations.			X		**PPR, PBOT**, ODOT, UPRR, Private
TR12	Study the feasibility of adding a new light rail station on the Yellow line near Dixon to serve the N Broadway area and PPS Blanchard site.			X		**TriMet**, PBOT, BPS

Implementation Actions: Lloyd District – Transportation						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR13*	Work with property owners to confirm the benefits and feasibility of straightening the "s-curve" in the Union Pacific rail tracks for freight and passenger rail operations. Options pursued should prioritize maintaining the development potential of the "Thunderbird" site. See related action UD8.			X		**ODOT**, UPRR, Private, BPS
TR14*	Work with TriMet to improve the Steel Bridgehead and Rose Quarter Transit Center area to improve transit, local circulation, access to the Eastbank Esplande, and development opportunities			X		**TriMet**, TMA, PBOT, BPS, Private
TR15	Explore water transportation options, including a Willamette River water taxi, and investigate the feasibility of a landing in the Lloyd District. Such a landing should include a safe and direct pedestrian connection to the Convention Center and the Rose Quarter.			X		**OHWR**, PBOT, BPS, PPR, Private
TR16	Expand the Central City wayfinding system in the Lloyd District to include river destinations and other local and regional attractions, as opportunities arise to add or replace signage.				X	**OHWR**, PBOT, PPR, Private
TR17	Continue City of Portland partnership with the Lloyd Transportation Management Association (TMA) to encourage workers and residents to use transit and active transportation modes.				X	**PBOT**, TMA
TR18	Complete the North Portland Greenway Feasibility Study (see also EN2, Update of the Willamette Greenway Plan).	X				**PPR**, PBOT
TR19	Study and implement near term bicycle and pedestrian safety enhancements in the "box," especially along N Broadway, that address major safety needs and advance the long range plan.	X				**PBOT**
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Urban Design

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

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

The Lloyd District includes a number of entry points or “gateway” locations, such as the Broadway and Steel Bridgeheads, the Lloyd Center station area and the crossroads intersection of MLK/Grand and Broadway/Weidler. An update to the Lloyd District’s design guidelines will describe more clearly the City’s intentions for the desired experience at each gateway, and how new development can support the targeted character. While many of the gateways will be reinforced by buildings that are taller than the surrounding context to emphasize the civic significance of these places, others may feature special landscaping or trees, unique works of public art, and/or combinations of the above (see Lloyd action UD6).

At its edges, the scale of new development in the Lloyd District will provide a transition to established lower density neighborhoods and historic districts by providing a “step down” to adjacent neighborhoods and by considering the form and pattern of existing development in the review of new development proposals.

Policies

1. **Diverse and Distinctive Urban Places**. Focus more intense development in the Central Lloyd area and Rose Quarter while enriching the entire district through strengthening the distinct character of the existing Lloyd District subareas.

2. **Better Connected District**

   a. **More Seamless Connections.** Improve the character of connections across transportation barriers in the district - freeways, major arterials and rail facilities.

   b. **Variety in Street Character.** Expand the diversity of street character in the Lloyd district, distinguishing three major types: retail/commercial, boulevard and flexible/pathways.

3. **Large Blocks.** Take advantage of the unique opportunity for dense, large site development made possible by the large blocks found in the Lloyd District. Integrate this development into the surrounding blocks through well designed internal green spaces and pedestrian connections.

4. **Open Space.** Develop a signature sequence of open spaces, linked through a pedestrian wayfinding system, that serves the Central Lloyd area, becomes a primary organizing structure for new development, and offers a diversity of character, experiences, and recreational functions for district residents, workers and visitors.

5. **Riverfront Development.** Encourage development along the Willamette River that activates the riverfront, better connects the riverfront to the rest of the district and surrounding neighborhoods, improves visual and physical access to the river, and enhances natural resources.

6. **Pedestrian-Oriented Development.** Discourage new automobile-oriented uses and encourage the eventual redevelopment of drive-throughs and large surface parking lots with development that is oriented to the street and enhances the pedestrian environment.

7. **Transition to Adjacent Neighborhoods.** Provide sensitive transitions in the scale and pattern of development between higher density development encouraged in the Lloyd District and adjacent lower density neighborhoods and historic districts.

2035 Performance Target: Active Street Edges

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

Current Conditions

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

	Lloyd District	River District	Downtown
% of street frontage with buildings oriented to street*	22%	51%	55%

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

Map 4: Ground Floor Street Edge Conditions



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

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

Environment

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

A key component to realizing the goals for improving environmental conditions in the district will be to better use space within public rights-of-way for sustainable stormwater strategies and increased tree canopy that absorb and clean water, provide habitat for birds and pollinators, and provide shade. Boulevards, flexible streets and water quality/tree canopy corridors have been identified to provide this function. Opportunities to enhance existing natural resources and improve habitat have also been identified within Sullivan's Gulch and along the Willamette River bank. Individual projects are also encouraged to incorporate green features, such as ecoroofs and energy efficiency. More detailed policies and implementation tools related to the Willamette River and Sullivan's Gulch will be developed in the next phase of CC2035 process that includes the update of the Willamette Greenway Plan and analysis of central city natural resource protection options (see Lloyd actions EN1 and EN2).

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

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

Policies

1. **Sustainable District.** Promote innovation and leadership in the Lloyd District in the areas of sustainable and restorative development, energy efficiency, water conservation, waste reduction and climate change resiliency. Support partnerships that facilitate district-wide strategies.

2. **Green Infrastructure and Tree Canopy**. Increase tree canopy and the use of vegetated stormwater facilities in Lloyd District rights-of-way particularly on designated "boulevards", "flexible streets" and "tree canopy/water quality corridors". Encourage the use of green elements and habitat-friendly design on development sites, including ecoroofs and other vegetated stormwater approaches, roof gardens, landscaped setbacks and courtyards, living walls, and native vegetation.

3. **Green Buildings and Energy**. Encourage the development of high performance buildings, renewable energy systems, district energy, and energy retrofits that reduce greenhouse gas emissions.

4. **Willamette River Resources.** Protect and enhance natural resources along the banks of the Willamette River to improve habitat and watershed health, while also meeting Citywide goals and policies regarding recreation, views, access to the river, and riverfront development.

5. **Sullivan's Gulch.** Protect and enhance natural resources within Sullivan's Gulch to improve its function as a habitat corridor, reduce the risk of wildfire and landslide, and maintain and enhance views, while providing flexibility to incorporate a recreation trail.

2035 Performance Target: Tree Canopy

Plant or preserve trees, where appropriate, within the Lloyd District sufficient to achieve 18 percent canopy coverage once the trees mature.

Current Conditions
The current tree canopy coverage in the Lloyd District is ten percent. To achieve 18 percent coverage, approximately 30 additional acres of canopy would need to be added through tree planting and growth of existing trees.

Implementation Actions: Lloyd District – Environment

#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
EN1*	Evaluate natural resource protection and management options for Sullivan's Gulch and the Willamette River bank as part of the Central City-wide natural resource analysis.	X				**BPS**, BES, OHWR
EN2*	Update the Willamette Greenway Plan for the Lloyd District as part of the River Plan / Central Reach process, building on concepts outlined in the N/NE Quadrant Plan and the North Portland Greenway Feasibility Study.	X				**BPS**, BES, OHWR, PPR, PDC, Federal, State and Regional agencies, UPRR, Private
EN3	Explore approaches to improve the environmental performance of the district. Possible tools include incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, and connections to district energy. Seattle's "Green Factor" is an example of flexible regulations geared toward green infrastructure.		X			**BPS**, BDS, BES, EcoDistrict

Implementation Actions: Lloyd District – Environment

#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
EN4	Investigate opportunities for serving the PPS Blanchard site with district energy.		X			**PDC**, BPS, PPS
EN5	Design and implement a water quality/tree canopy corridor strategy for the Lloyd District. The strategy should evaluate streets initially identified in the concept for feasibility and potentially add additional streets where opportunities are identified.			X		**BES**, PBOT, BPS, PPR/UF, PDC, OHWR, PWB
EN6	Develop and implement a tree planting strategy for the Lloyd District. The strategy should identify available planting locations including streets and underutilized space within public rights-of-way and could result in fine tuning the tree canopy target for the district.			X		**BES, BPS**, PPR/UF, BES, BPS, PBOT, PWB, Private
EN7	[Action deleted: tree planting addressed under EN6. Stormwater facilities addressed under EN5.]					
EN8	Develop a management strategy addressing multiple objectives for the Sullivan's Gulch natural resource area, including re-vegetation, trail development, environmental education, special habitat area and maintenance.		X			**BES**, PBOT, PPR, OHWR, BPS, ODOT, Private
EN9	Continue to support the Lloyd EcoDistrict work program.				X	**EcoDistrict**, City
EN10	Coordinate capital improvements and "green systems" planning with the work of the Lloyd EcoDistrict.				X	**City**, EcoDistrict
EN11*	Design infrastructure, such as the proposed Clackamas I-5 overcrossing and street improvements to accommodate district energy infrastructure where appropriate.				X	**PBOT**, ODOT, PDC
EN12	Use green infrastructure measures to improve the water quality of stormwater discharged to the Willamette River and to reduce the risk of sewer backups into basements.				X	**BES**, PBOT, Private

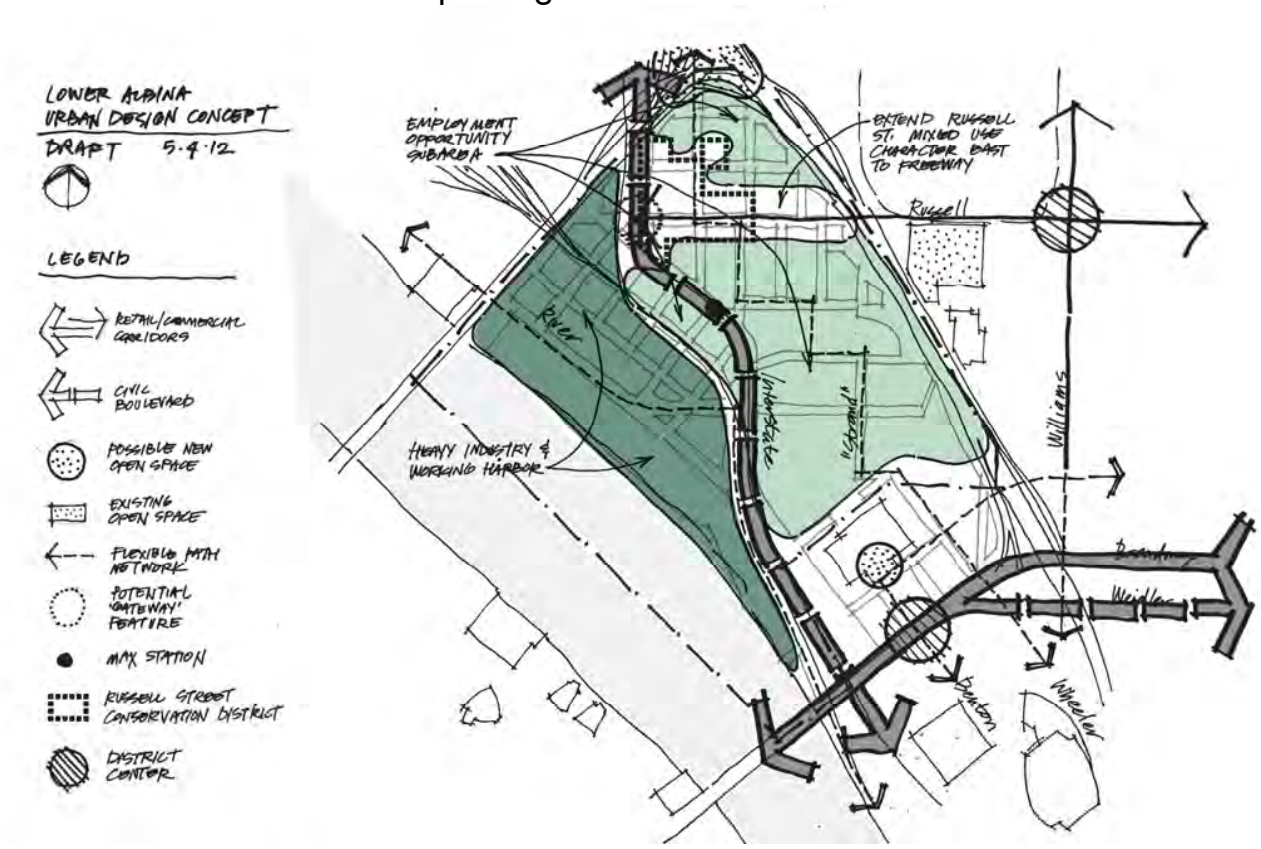
*Additional details for selected action items are included in Appendix B, Implementation Action Details.

Lower Albina

District Goal

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

Lower Albina District Concept Diagram



Key Elements of the Concept

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

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

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

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

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

- **Retail/Commercial Corridors**. These corridors are generally busy streets with high visibility for motor vehicles, transit, bikes and pedestrians. They should generally have consistent ground level retail storefronts. In Lower Albina, Russell Street is designated a “neighborhood” retail/commercial street because of its smaller scale. Russell Street connects with the Williams retail/commercial street at the historic neighborhood center at the intersection of Russell and Williams.

- **Boulevards**. These corridors are often busy streets that offer a more landscaped, green character, with fewer retail storefronts than the retail/commercial type. In Lower Albina, Interstate Avenue is designated as a “civic” boulevard because it makes connections to North Portland.

- **Flexible Network**. These streets and spaces make up a system of local, pedestrian-friendly connections through the district that offer quieter, “low-stress” experiences distinctly different from the busier streets serving the area. In Lower Albina, “the Strand” is designated as a flexible street connection that meanders through the district. The North Portland Greenway Trail would also pass through the district. Local streets within the flexible network would continue to meet the access needs of local residents, businesses and industry.

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

District Policies and Implementation Actions

Regional Center: Industrial and Employment Sanctuary

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

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

Policies

1. **Working Harbor.** Protect the Lower Albina working harbor and support river-dependant uses.

2. **Industry and Employment**. Increase economic opportunities, living-wage jobs and employment density by preserving existing industrial land uses and diversifying the range of employment activities allowed in the area east of the Union Pacific railroad and near the MAX station.

3. **Incubator**. Support existing businesses and foster the district as an industrial and employment incubator.

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

2035 Performance Target: Jobs

Add 1,000 new jobs within Lower Albina.

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

Implementation Actions: Lower Albina – Regional Center: Economy and Innovation

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

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

Transportation

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

Policies

1. **Freight System**. Prioritize freight movement and access while maintaining and improving the safety, efficiency and convenience of the transportation system for all modes.

2. **Multi-Modal Connectivity**. Improve connectivity through the district and strengthen connections to adjacent districts, including the Rose Quarter, the Vancouver/Williams Corridor and Mississippi Avenue. Improve pedestrian connections to Interstate MAX and bus service to enhance access to employment opportunities in the area.

3. **Rail and Marine**. Preserve rail and inter-modal access to the Albina Rail Yards, marine freight facilities and local industries.

4. **Freeway Access**. Maintain or improve access from industrial areas to the regional freeway system.

5. **Strategic Investments.** Encourage business creation, growth, and innovation through strategic public and private partnership investments in multi-modal transportation and parking infrastructure.

2035 Performance Target: Mode Split

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

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

Implementation Actions: Lower Albina – Transportation

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

Implementation Actions: Lower Albina – Transportation						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR2	Complete the North Portland Greenway Feasibility Study.	X				**PPR**, PBOT,
TR3	Study options for the Larrabee Street ramp that would preserve auto, bicycle and freight access while accommodating the Greenway Trail and pedestrian and bicycle access to the district and river.		X			**PBOT**, PPR
TR4*	Develop a street design plan for the "the Strand" and alternative routes to provide a lower stress connection between N. Russell Street and the Rose Quarter.		X			**PBOT**, BPS
TR5	Rebuild N River Street from the Tillamook overpass to Essex Street.			X		**PBOT**
TR6	Study the need for pedestrian improvements to facilitate employee access to transit on Russell, Interstate and Broadway/Weidler.			X		**PBOT**, TriMet
TR7	Enhance and maintain streets in working condition to facilitate access and circulation in the district.				X	**PBOT**
TR8*	Implement the I-5 Broadway/Weidler Interchange Plan Improvements, including the proposed Hancock overcrossing, to improve regional and local freight access.			X		**ODOT**, PBOT
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Urban Design

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

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

Policies

1. **Historic and Cultural Resources**. Preserve, rehabilitate and celebrate historic structures in Lower Albina, including those in the Russell Street Conservation District and culturally significant African-American resources identified in the Cornerstones of Community inventory.

2. **Russell Street**. Strengthen the character of Russell Street and reestablish the historic connection between Lower Albina and the Vancouver/Williams Corridor by encouraging new mixed uses, rehabilitated buildings and a nighttime orientation.

3. **Industrial Character**. Preserve and enhance the industrial character and functionality of the Lower Albina industrial area.

Implementation Actions: Lower Albina – Urban Design

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

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

Environment

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

Policies

1. **Willamette River Resources.** Support the natural resource protection and enhancement objectives of the River Plan / North Reach, where they apply to Lower Albina.

2. **Sustainable Design**. Encourage sustainable design in public infrastructure and industrial buildings, including green roofs, stormwater management strategies, tree canopy, habitat-friendly design, energy efficiency improvements, and alternative energy generation.

2035 Performance Target: Tree Canopy

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

Current Conditions
The current tree canopy coverage in Lower Albina is six percent. To achieve ten percent coverage, approximately seven additional acres of canopy would need to be added through tree planting and growth of existing trees.

Implementation Actions: Lower Albina – Environment

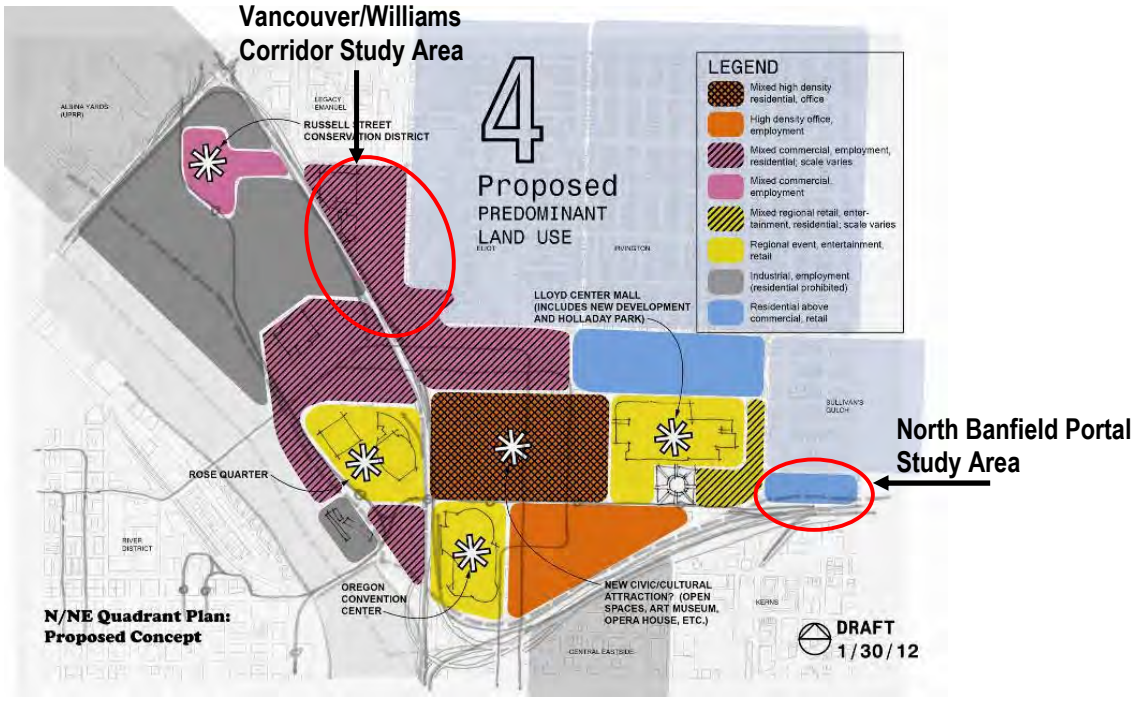
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
EN1	Update the Willamette Greenway Plan for Lower Albina, building on concepts from the North Portland Greenway Feasibility Study and provisions contained in the River Plan / North Reach, once a final court decision is made. The update will address habitat, mitigation sites, trails and access, and river dependent and river related development.	X				**BPS** BES, BDS, OHWR, PPR, PBOT, PDC, Federal, State and Regional agencies, Private

Implementation Actions: Lower Albina – Environment						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
EN2	Develop and implement a strategy to install trees and sustainable stormwater facilities to existing streets and underutilized space within rights-of-way (e.g. freeway ROW, Broadway bridgehead, west end of Russell Street). Ensure improvements do not compromise operations for industrial businesses.			X		**BES**, PPR/UF, PBOT, PWB, ODOT, Private
EN3	Explore approaches to improve the environmental performance of the industrial district. Possible tools include incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, and connections to district energy.			X		**BPS**, BDS, BES
EN4	Target outreach to industrial businesses regarding sustainable business practices.				X	**BPS**
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Study Areas

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

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



North Banfield Portal

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

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

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

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

Vancouver/Williams Corridor

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

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

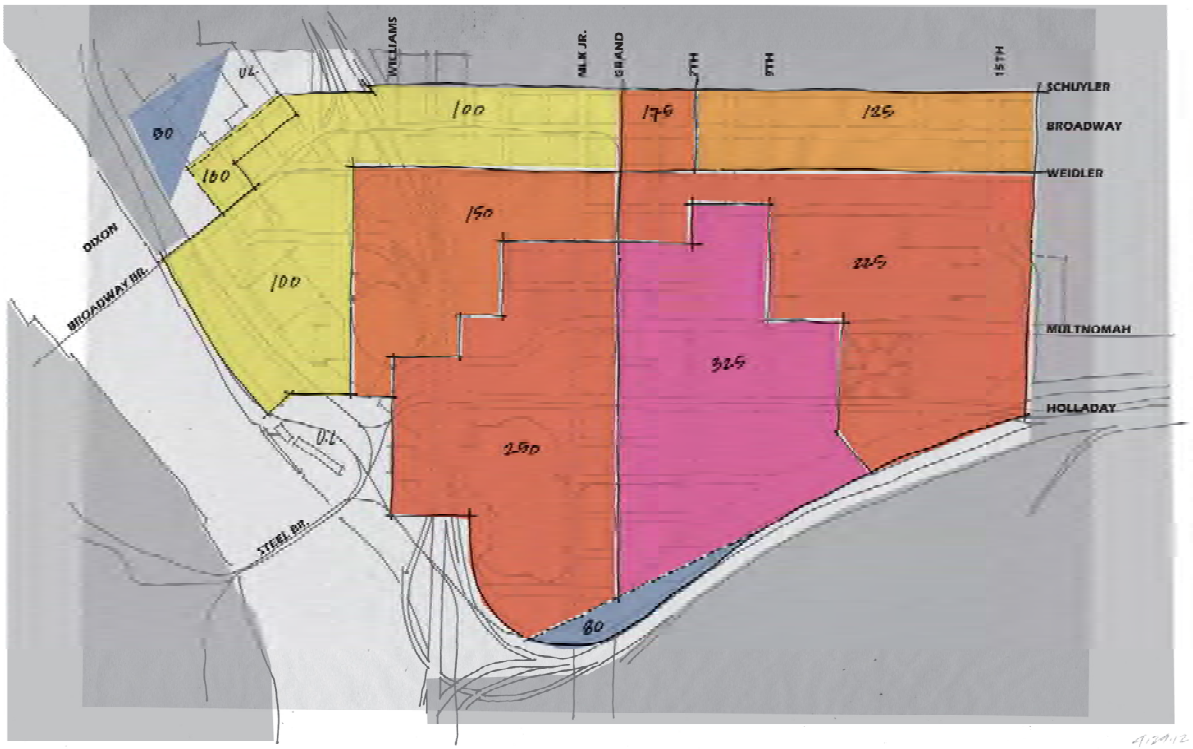
Implementation Actions: *Vancouver/Williams Corridor*						
#	Action	Timeline				Implementer (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
VW1*	Rezone portions of 4 blocks between I-5 and N Williams from RH to EXd.	X				**BPS**
VW2*	Prepare a National Register of Historic Places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

Table 4: List of Implementers

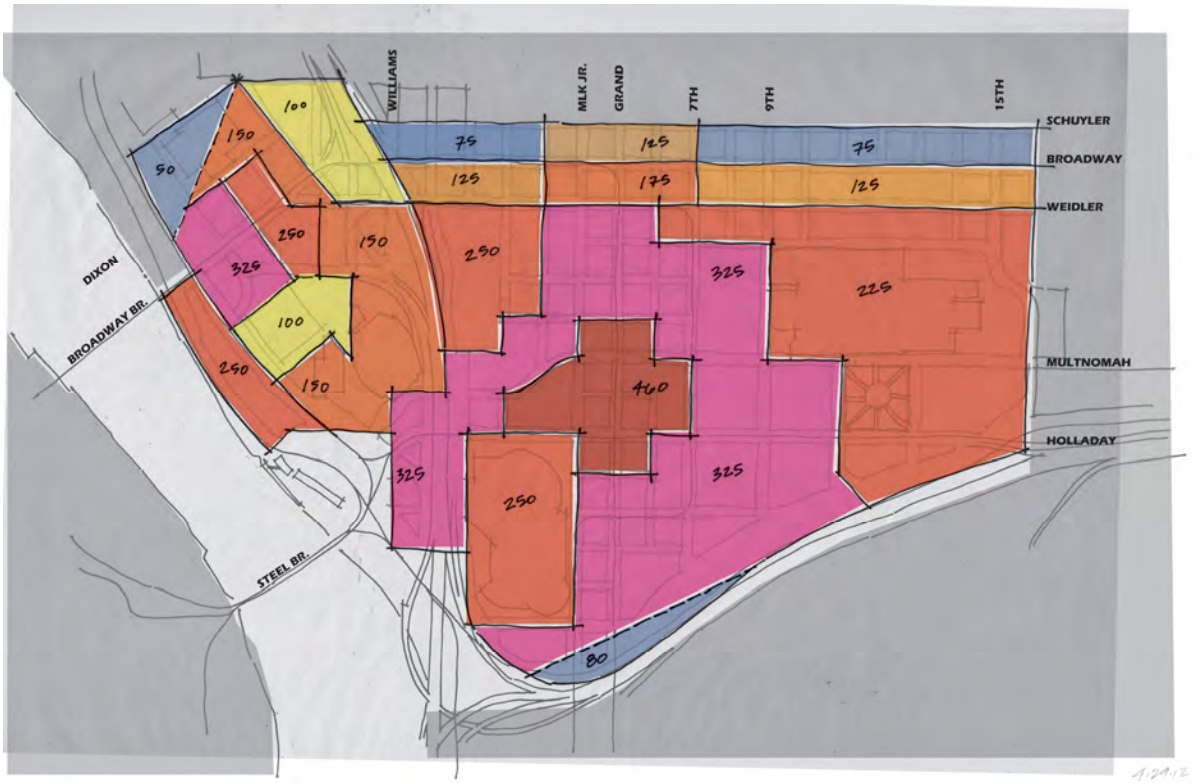
AHC	Architectural Heritage Center
BDS	Portland Bureau of Development Services
BES	Portland Bureau of Environmental Services
BID	Lloyd Business Improvement District
BPS	Portland Bureau of Planning and Sustainability
City	City of Portland
EcoDistrict	Lloyd EcoDistrict
Eliot NA	Eliot Neighborhood Association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

APPENDIX A: ADDITIONAL URBAN DESIGN DIAGRAMS

Map A1: Lloyd District - Existing Maximum Heights

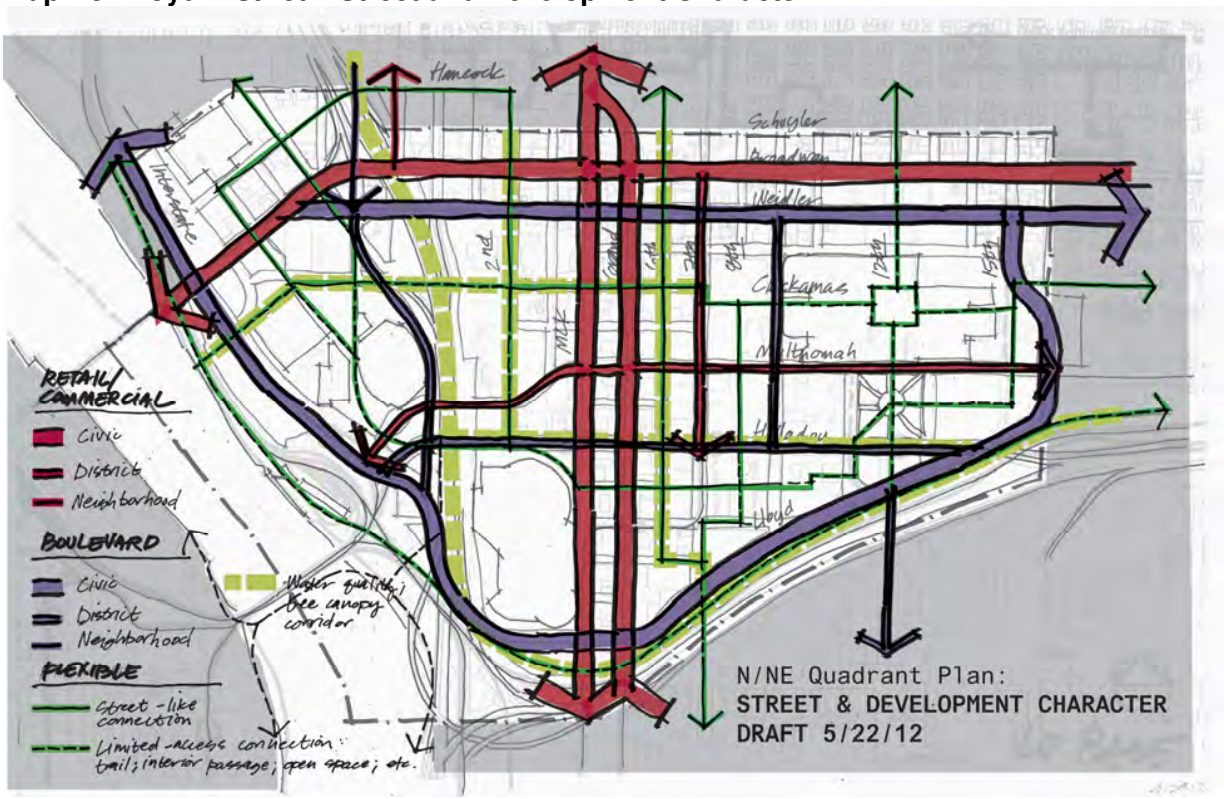


Map A2: Lloyd District - Proposed Maximum Heights

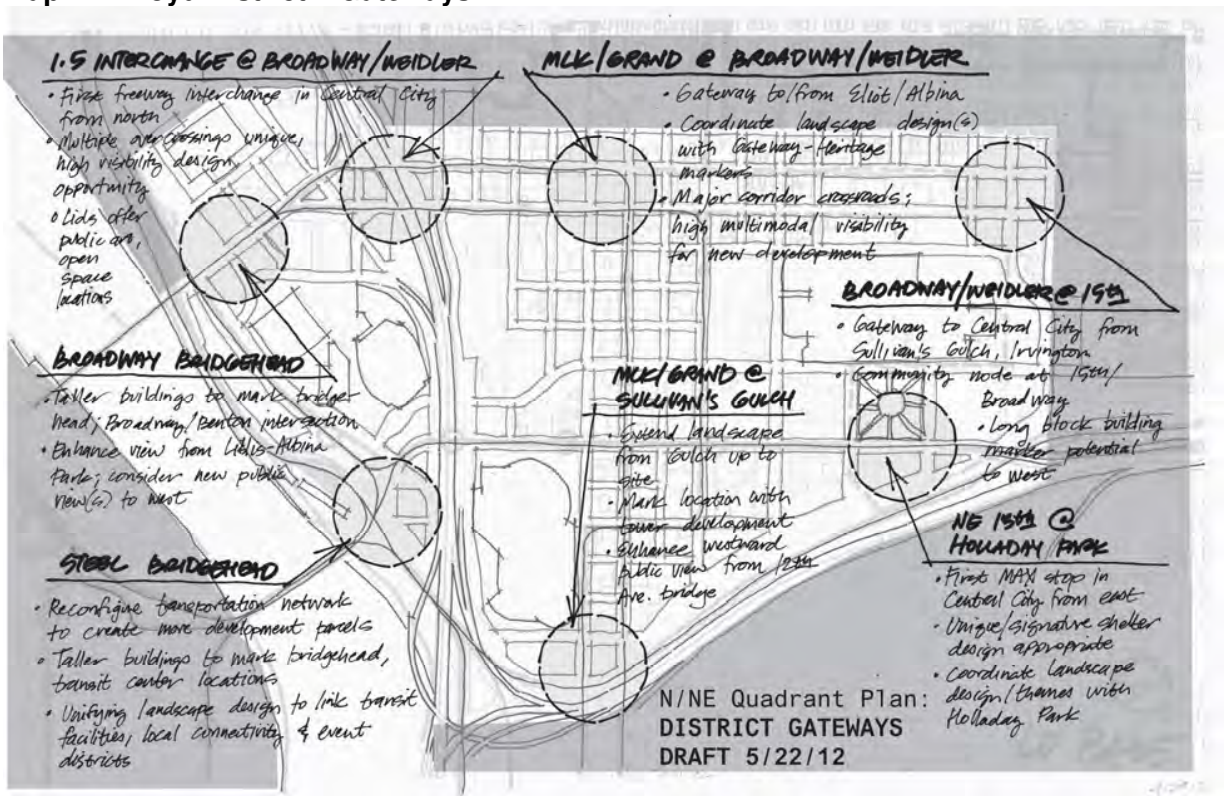


Note: Proposed maximum heights are inclusive of any potential bonuses.

Map A3: Lloyd District – Street and Development Character



Map A4: Lloyd District – Gateways



APPENDIX B: IMPLEMENTATION ACTION DETAILS

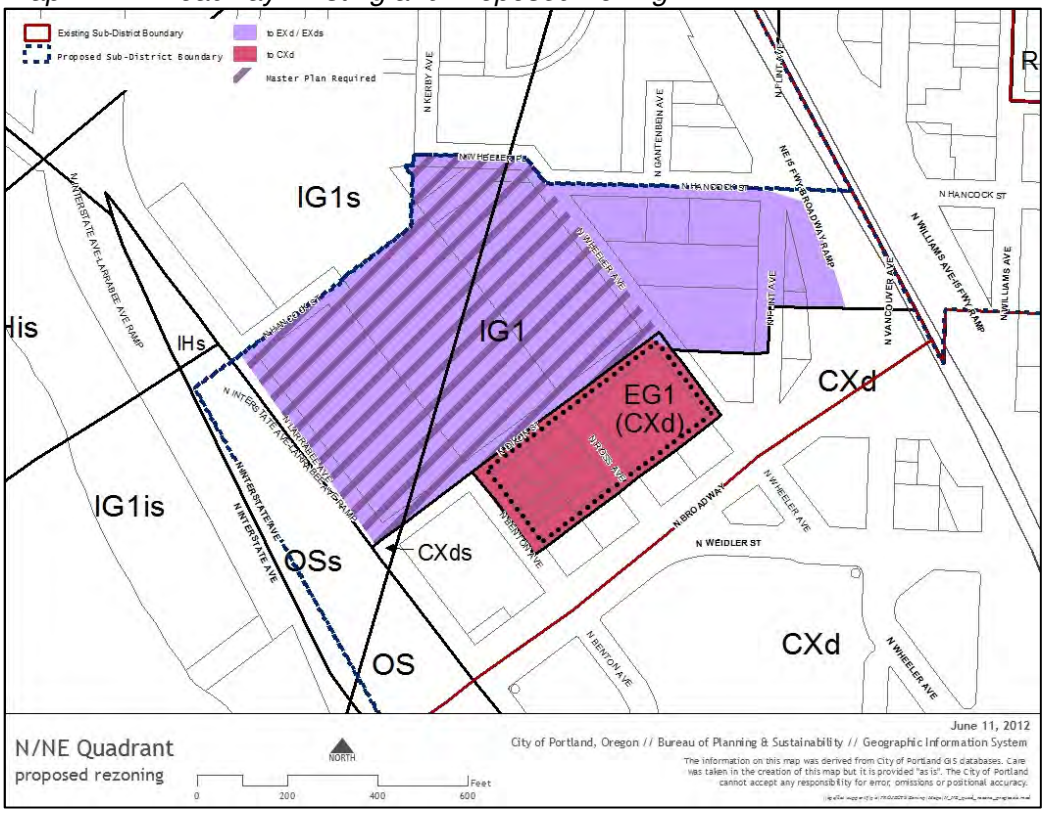
This appendix provides additional information about selected action items listed in the implementation action tables in Chapter 3: *Goals, Policies and Implementation Actions*. The information provided varies depending on the action item and includes background information, more in-depth descriptions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

Lloyd District

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

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

Map B1: N Broadway Existing and Proposed Zoning



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

Background: Although one of its primary uses is office space, Portland Public Schools' (PPS) headquarters building, the Blanchard Educational Service Center is currently zoned for industrial use. The building is oversized and inefficient for the services its provides and, given its age and state of repair, major future improvements may not be a good long-term investment. The school district has expressed interest in eventually moving to another location, which would open up the approximately 12 acre site for redevelopment. New development at the Blanchard site would complement proposed redevelopment in and adjacent to the Rose Quarter called for by the *Rose Quarter District Plan*. A zoning change for the Blanchard site and some adjacent parcels would be required to accommodate most redevelopment scenarios. Several development options for redevelopment of the area were explored in the *North of Broadway / Blanchard Site Development Study* (2010).

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

For related information see the following actions:

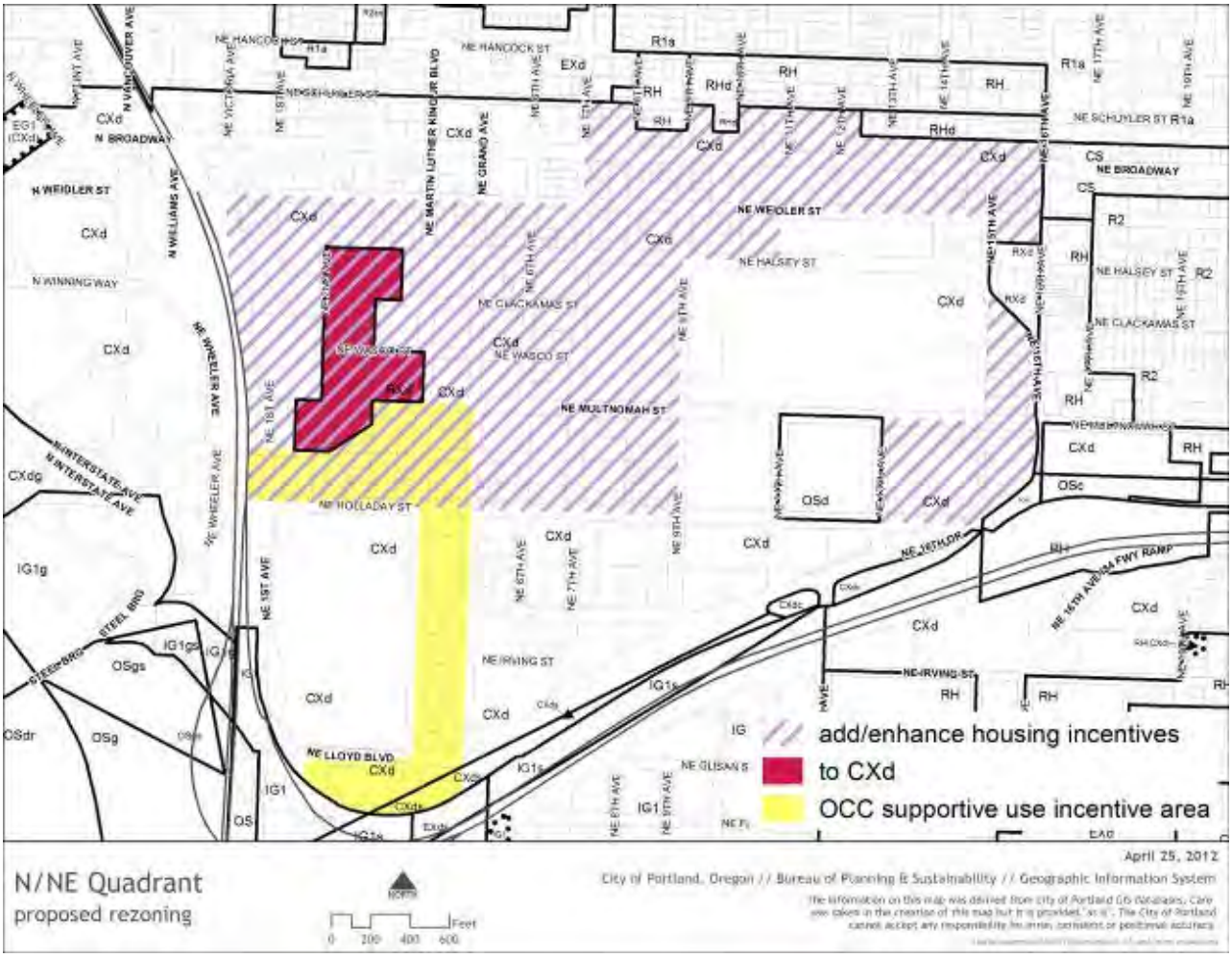
Central Lloyd – Lloyd actions RC4, HN1 and HN2
Riverfront – Lloyd action UD8

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

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

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

Map B2: Central Lloyd Existing and Proposed Zoning



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

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

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

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

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

TR2 Develop and revise parking management strategies.

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

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

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

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

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

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

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

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

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



Conceptual rendering looking east from Lloyd Blvd showing a potential design option for the 7th Avenue pedestrian/bicycle bridge. This rendering shows existing bike lanes on Lloyd Blvd. It does not depict the proposed Sullivan's Gulch Trail.

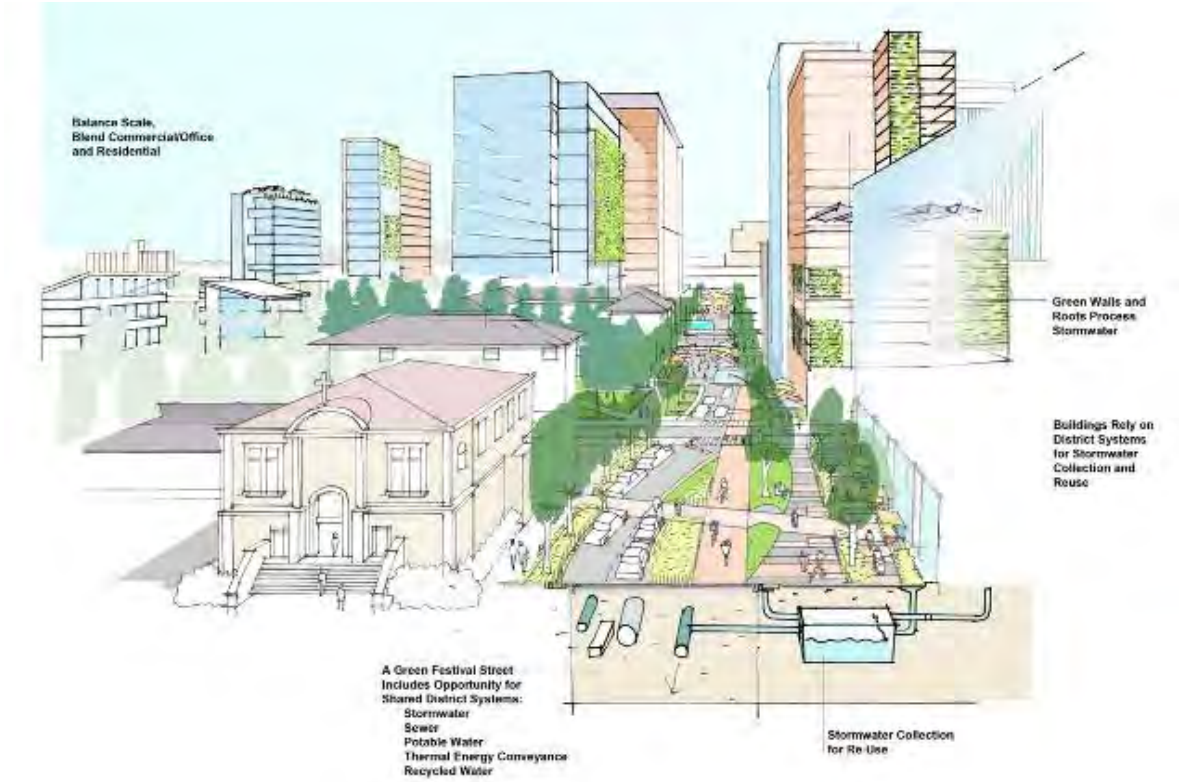
TR10 Develop a strategy for the Clackamas Flexible Street and private development extending from the Rose Quarter to NE 9th Avenue via a new pedestrian/bicycle bridge over I-5.

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

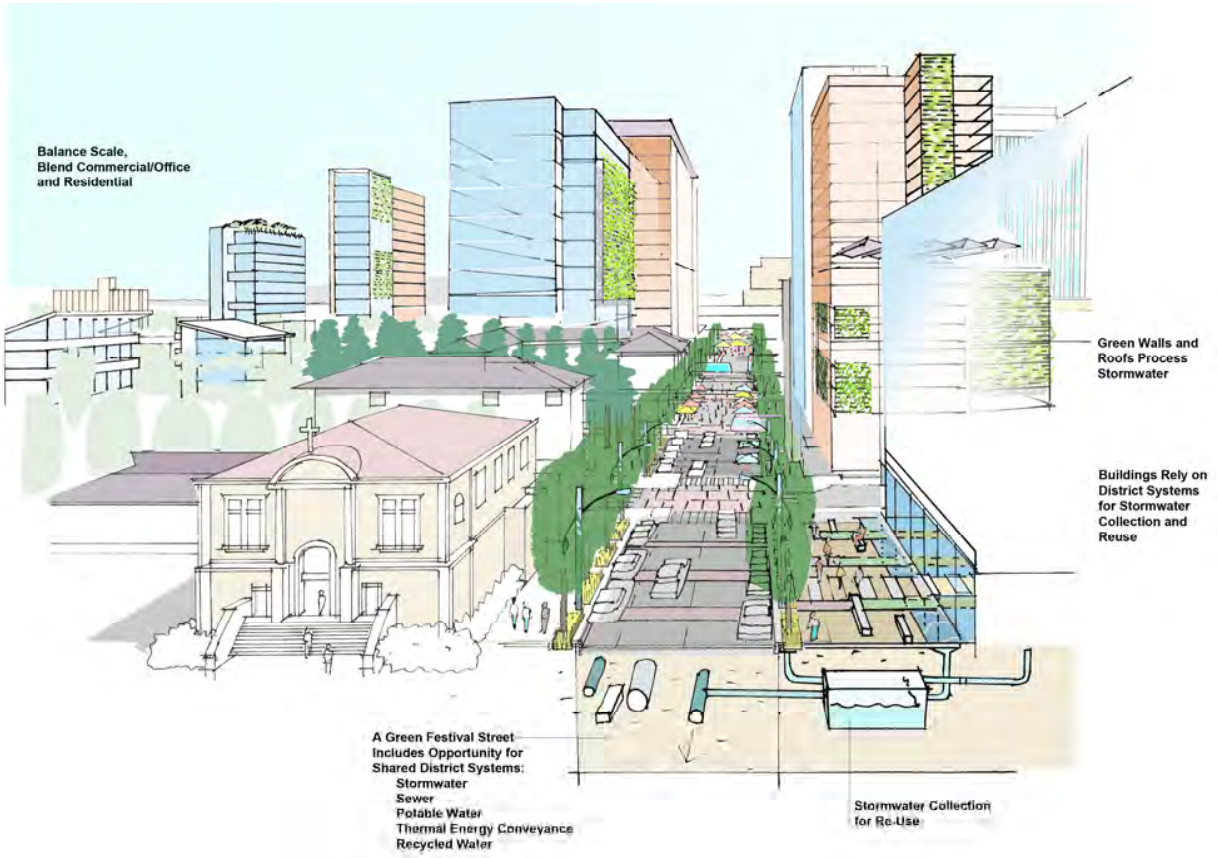
Development agreements may be part of this project's implementation program and should address public investments, private development, and sustainable design elements.

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

The conceptual renderings below show two possible ways that Clackamas Street could be improved. There will be a future process to engage property owners and other stakeholders on design alternatives, access and parking needs.



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



Conceptual rendering of Clackamas Street as a festival street and with a decorative paving treatment.

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

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

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

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

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

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

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

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

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

Existing and proposed maximum height maps are located in Appendix A*, Additional Urban Design Diagrams*. The N/NE Quadrant recommends sensitive neighborhood transitions in building height between the Lloyd District and the Eliot and Irvington neighborhoods to the north. The proposed maximum heights map shows maximum heights of 75’ north of Broadway with the exception of between NE 3rd and NE 7th where heights up to 125’ are allowed to reflect the commercial nature of the area around the Broadway and MLK intersection and to acknowledge it as an important gateway into the Central City. Maximum heights are inclusive of any bonus provisions. Proposed changes to allowed heights along the Broadway/Weidler corridor within the N/NE Quadrant do not imply a precedent for revising height limits in the corridor between NE 15th and 33rd avenues, outside the Central City. Any such change would require further study and analysis as part of a future project.

This plan is also recommending that the existing 75’ height limit between NE Schuyler and NE Hancock in the Irvington Historic District, an area that is outside the Central City Plan boundary, be reduced to 45’ as part of the update to the City’s Comprehensive Plan. The height limit change is in response to the creation of the Irvington Historic District in 2010 and the policy need to retain multi-family housing potential in this corridor. See Lloyd action UD10 in the implementation action table.

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

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

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

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

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

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

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

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



Thunderbird site with full build-out of existing current maximum height (100') and 4:1 FAR. Conceptual rendering only.



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

EN1 Evaluate natural resource protection and management options for Sullivan's Gulch and the Willamette River bank as part of the Central City-wide natural resource analysis.

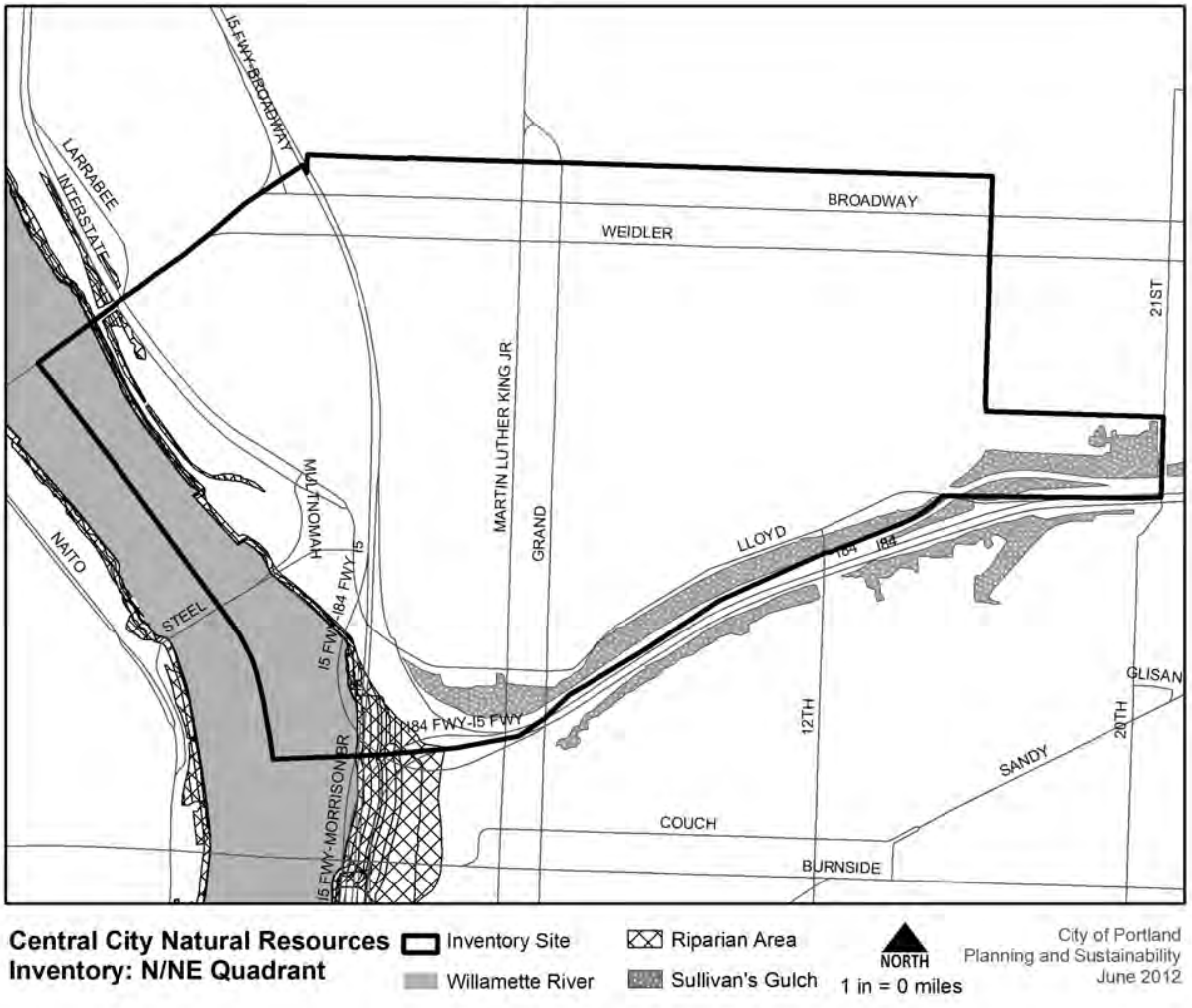
As part of comprehensive planning projects, the City updates the existing Environmental Program. This update is needed to help protect and enhance natural resources, meet watershed health goals and advance the City's compliance with local, regional and state goals and regulations. The steps to update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

In 2011, staff updated the inventory of natural resources in the N/NE Quadrant. The inventory includes documentation regarding the location, extent and relative quality of the existing resources. The two primary natural resource features identified in the inventory are the Willamette River and its riparian area and Sullivan's Gulch (see Map B3: *Central City Natural Resources Inventory: N/NE Quadrant).* The river and riparian area are important to wildlife and fish, including ESA-listed species, and provide functions like flood storage and nutrient cycling. Sullivan's Gulch is a unique feature that is used by wildlife. It is also susceptible to slope failure due to its steep grade and risk of wildfire.

The next steps will be to complete the inventory for the other quadrants and release an updated Central City Natural Resources Inventory (NRI) for the entire Central City 2035 Plan area. Next, staff will perform the Economic, Social, Environmental and Energy (ESEE) Analysis for the entire Plan area to evaluate the trade-offs associated with different levels of environmental protection. The ESEE will consider development potential, housing goals, public health, commerce, recreation, watershed health and other topics. The result will be recommendations about when, where and how to protect and manage natural resources in the plan area. The City uses different tools to protect, enhance, and

restore natural resources including environmental conservation and protection overlay zones, agreements with property owners, revegetation programs, education and best management practices. Existing overlay zones, such as the conservation overlay zone currently applied to parts of Sullivan's Gulch, will be reviewed and may be refined through the Central City project. The owners of potentially affected properties will be notified and invited to comment prior to the finalization of the Central City Natural Resource Inventory, the ESEE and program recommendations.

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



EN2 Update the Willamette Greenway Plan for the Lloyd District as part of the River Plan / Central Reach process, building on concepts outlined in the N/NE Quadrant Plan and the North Portland Greenway Feasibility Study.

The River Plan is a comprehensive, multi-objective plan for the land along the Willamette River. It involves the update of the 1987 Willamette Greenway Plan, greenway zoning code and greenway design guidelines. The River Plan is being completed in three phases with each phase focusing on a different “reach” of the Willamette River: North Reach, Central Reach and South Reach. The North Reach makes up Portland's working harbor, stretching from Willamette's confluence with the Columbia River to the Broadway Bridge on the east side to the river, including Lower Albina within the N/NE Quadrant Plan area. The River Plan / North Reach was completed in 2010, however subsequent appeals have not yet been resolved (see also Lower Albina action EN1).

Planning for the Central Reach, which stretches from the Broadway Bridge to Ross Island Bridge on the east side of the river, is being conducted as part of the Central City plan update. The Lloyd District riverfront is included in the Central Reach. The River Plan / Central Reach process will address habitat, restoration sites, design guidelines, trails and access, and river dependent and river related development. Enhancement and restoration sites within the Lloyd District could include the area of shallow water near the I-5/I-84 interchange and the riverbank below the “Thunderbird” site. Other potential opportunities to improve the riverbank include addition of large wood along the river margins to add complexity and cover for juvenile salmonids, bio-engineering of existing rip-rap and revetments to add native plantings for cover and food sources for aquatic and terrestrial wildlife.

EN11 Design infrastructure, such as the proposed Clackamas I-5 overcrossing and street improvements to accommodate district energy infrastructure where appropriate.

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

Lower Albina

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

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

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

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

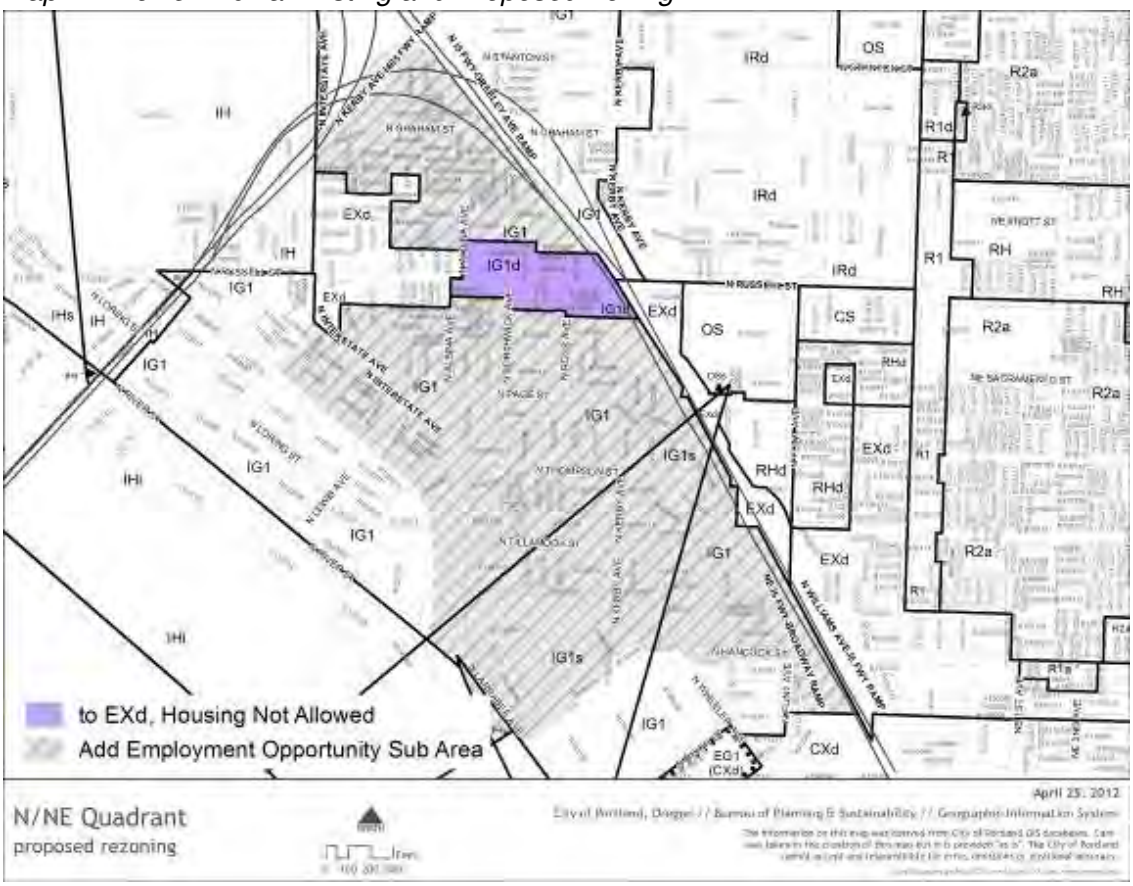
Existing Zoning: Map B4 shows the existing and proposed zoning for the site and Table B2 summarizes existing and proposed zoning provisions. The area fronting NE Russell from N Albina to the I-5 overpass contains 17 tax lots covering approximately two acres. It is currently zoned General Industrial 1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

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

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

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

Map B4: Lower Albina Existing and Proposed Zoning



RC3 Apply zoning provisions to IG1-zoned properties east of the Union Pacific railroad alignment that allow certain compatible office-like uses, similar to the Employment Opportunity Subarea regulations in the Central Eastside. Implementation of the Employment Opportunity Subarea regulations is contingent on developing a Lower Albina parking strategy that explores off-street parking facilities for workers and visitors and on-street parking strategies.

Existing Zoning: Map B4 shows the existing and proposed zoning for the site and Table B3 summarizes existing and proposed zoning provisions. The area generally east of the Union Pacific railroad and west of I-5, where additional flexibility for employment uses is proposed (hatched area on Map B4), contains 136 tax lots, covering approximately 46 acres. It is currently zoned IG1, with a Scenic Resource (s) overlay on a portion of the area, which limits building heights to 50 feet. The area to the west is zoned IG1, with Heavy Industrial (IH) zoning along the waterfront. No zoning changes are proposed west of the Union Pacific rail line.

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

Implementation of the EOS regulations is contingent on developing a Lower Albina parking strategy. Outcomes may include but not be limited to a parking inventory and strategies to provide additional parking or better manage existing supply to maximize its utility. Examples include employee permit programs, partnerships to create additional parking, time limitations/pricing, development of a Transportation Management Association/parking coordinator, enforcement strategy, and funding options, among others.

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

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

Traditional Office Designation:
- Focus on business, government, professional, medical, or financial services.

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

Industrial Office Designation:

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

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

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

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

Map B5: Proposed Strand Alignment



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

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

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



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

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

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

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

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

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

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

City Fundamentals are the approval criteria. This results in a situation where different criteria are used in directly abutting areas that have similar characteristics

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

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

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

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

Study Areas

North Banfield Portal

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

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

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

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

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

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

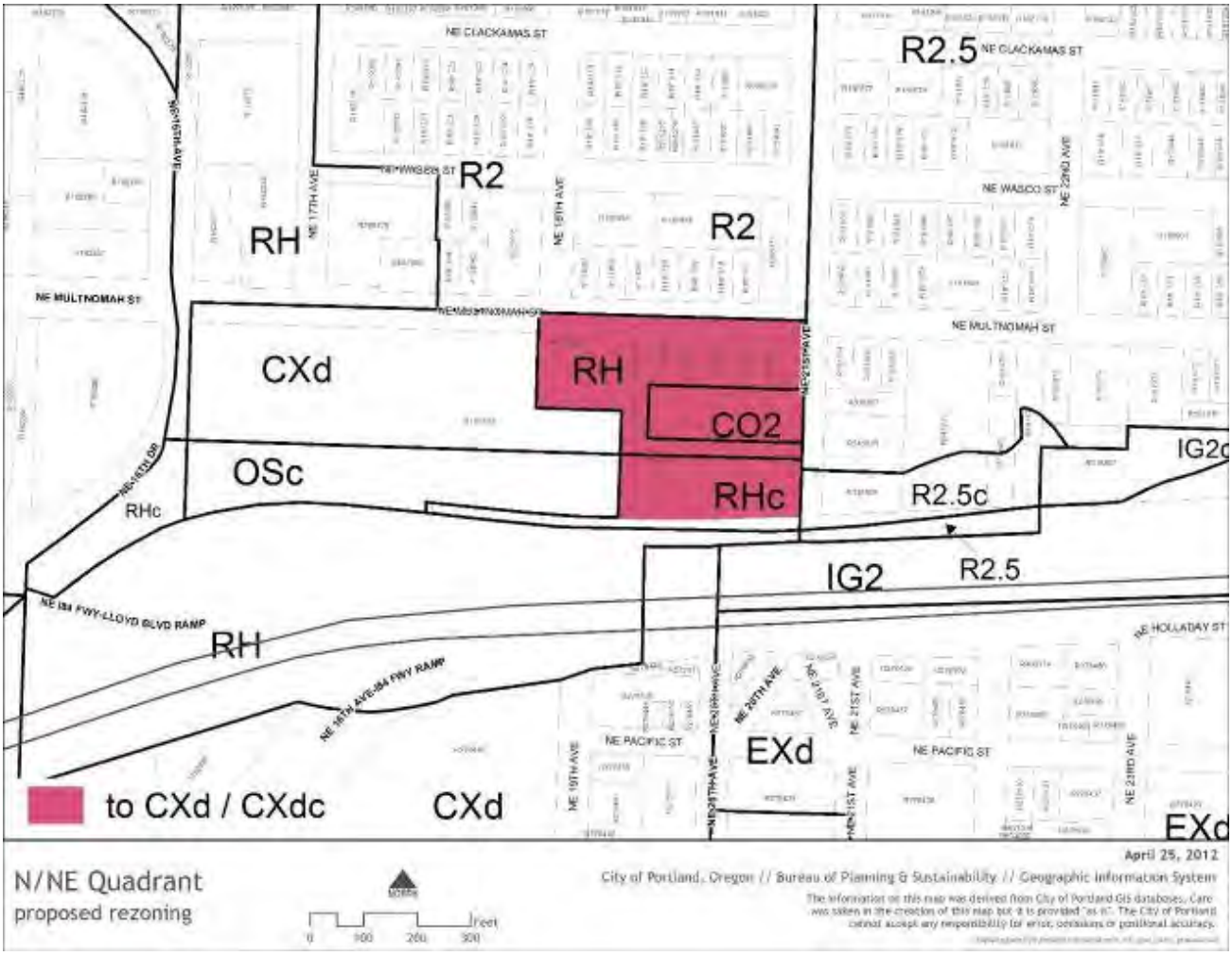
The area to the west has flexible commercial zoning (CXd) and is occupied by the Marriott Residence Inn Hotel. Areas to the north and east are zoned for medium density residential development with a height limit of 35 (R2.5) or 40 (R2) feet; commercial uses are not allowed.

Proposed Zoning: Central Commercial zoning with a design overlay (CXd) with a height limit of 75 feet and an FAR limit of 4:1 is proposed for both sites. The CXd zone would allow a more flexible mix of uses than is currently allowed, including a wide variety of residential, commercial and institutional uses. The design (d) overlay would require new development to go through a discretionary review process or meet Community Design Standards. The environmental 'c' overlay zone would remain on the southerly portion of the site, however changes could be proposed through a separate analysis of natural resources in the Central City planning area. See Lloyd action EN1 for more information.

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

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

Map B6: N Banfield Portal Existing and Proposed Zoning



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

Sullivan's Gulch has been identified as a resource in the City's 2011 update of the Natural Resource Inventory for the Central City plan area. Evaluation of these resources will be addressed through a Central city-wide analysis. See Lloyd action EN1 for a more detailed description of this process.

Vancouver/Williams Corridor

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

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

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

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

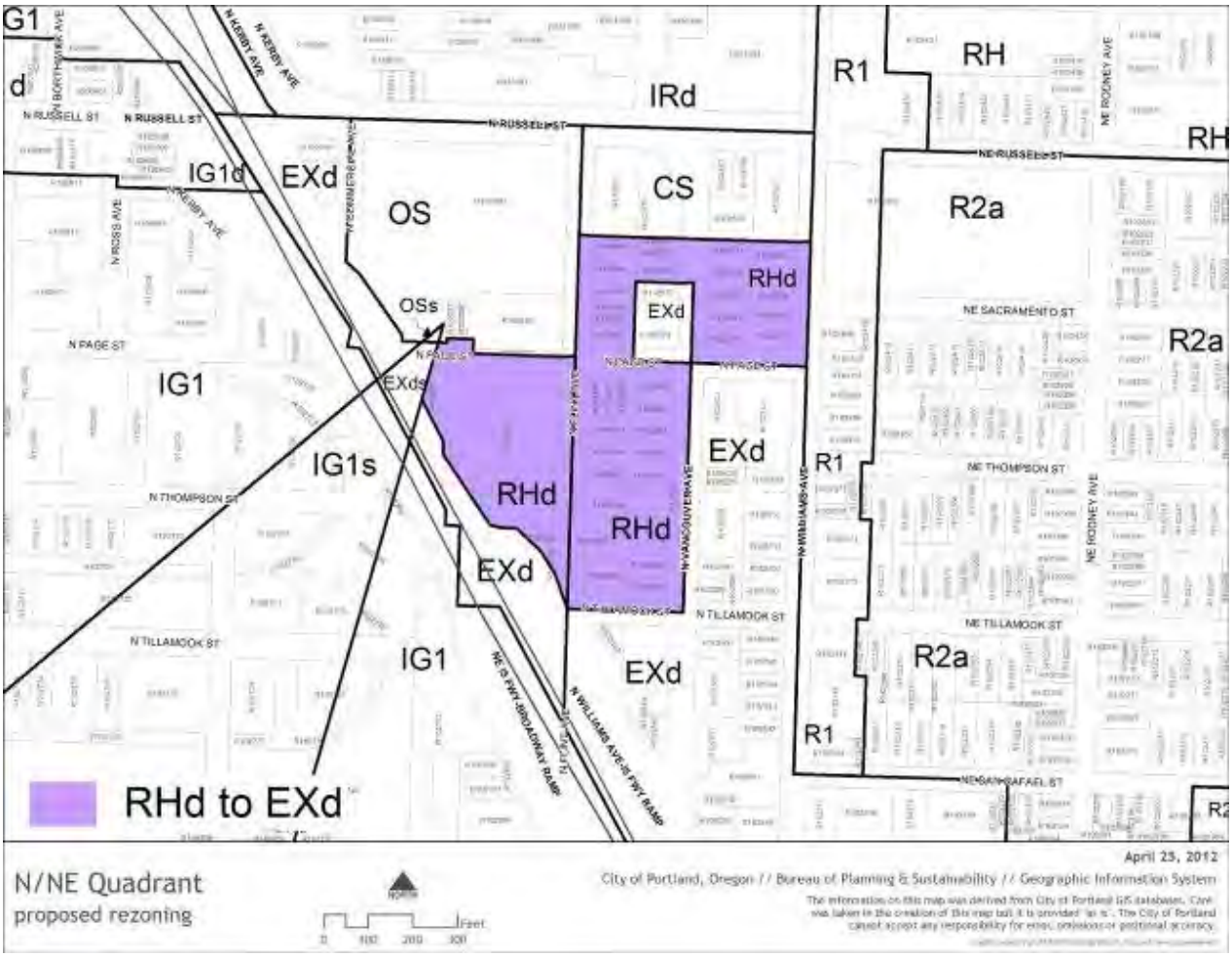
Most of the area between the I-5 freeway and N Williams Avenue has mixed employment zoning with a design overlay (EXd). Lillis Albina Park borders the area to the NW, a small area of storefront commercial (CS) zoning is located to the north along Russell St. and multi-dwelling residential (R1) zoning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

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

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

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

Map B7: Vancouver/Williams Existing and Proposed Zoning



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

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

APPENDIX C: I-5 FACILITY PLAN

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

APPENDIX D: N/NE QUADRANT HISTORY

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

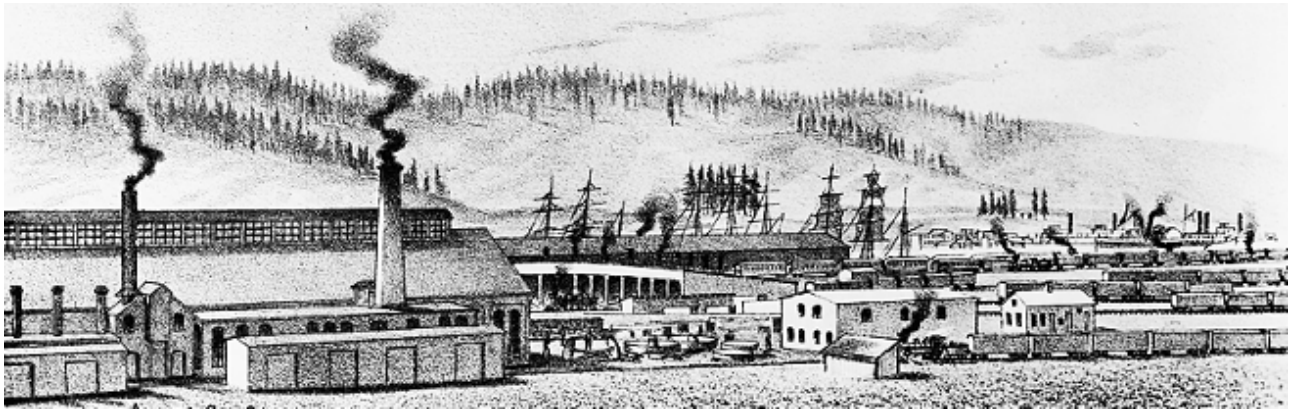
By the time Asa Lovejoy and Francis Pettygrove founded Portland in the mid-1840s, introduced diseases such as small pox and malaria had reduced the area's indigenous population by as much as 90 percent. In the 1850s, accelerating encroachment by white settlers on Indian lands and forced removal to reservations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

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

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

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

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



Lower Albina, 1887

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

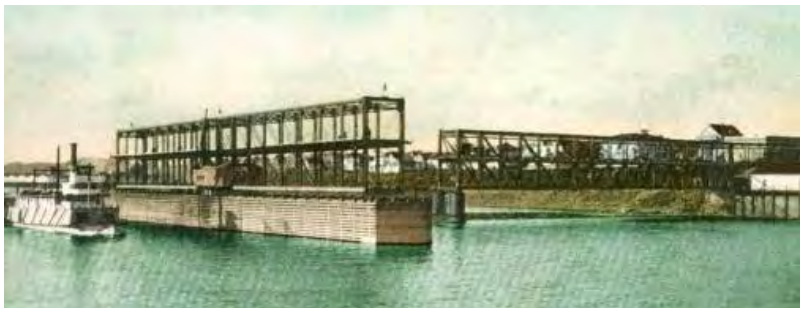
The year 1887 marked the opening of the Morrison Bridge, the first to cross the Willamette, linking Downtown to the east side. The bridge spurred further growth in both East Portland and Albina which were now linked to each other and Portland by streetcars. The same year, nearby Irvington was platted.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



Portland-Albina Streetcar

In 1891, East Portland, Albina and Portland residents voted to consolidate into a new unified and expanded City of Portland, with an area of 25 square miles and a population of more than 63,000. By the turn of century most of the inner east side was platted, and rapidly growing in population and economic activity. By 1910, the total population on the east side reached 120,000. Transportation networks and facilities have long been key aspects of east side history. Economic growth was fueled by maritime activity and the confluence of five rail lines. Residential development was aided by connections to the west side via multiple bridges and a growing streetcar network. The first bridge in the N/NE Quadrant itself was the first Steel Bridge in 1888, located about three blocks north of the current Steel Bridge, which was completed in 1912. Both were primarily intended as freight rail bridges but

also carried street cars that served East Portland and Albina. The Broadway Bridge was completed in 1912, and it too carried a streetcar line, as it will once again late in 2012. The streetcars linked residential areas to jobs and defined major commercial corridors, including Union Avenue (now Martin Luther King Jr. Blvd.) and Broadway.



First Steel Bridge, 1888

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



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

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



Hooverville in Sullivan's Gulch, late 1930s

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

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

Albina had a vital music scene. One of Portland's hottest jazz clubs in the 1940s was the Dude Ranch on Broadway between Vancouver and Wheeler owned by Pat Patterson and Sherman Pickett. Local and national jazz talent performed here, including Coleman Hawkins, Thelonius Monk, and Louis Armstrong. Recently rehabilitated as the Leftbank Building, it is one of the few surviving buildings of



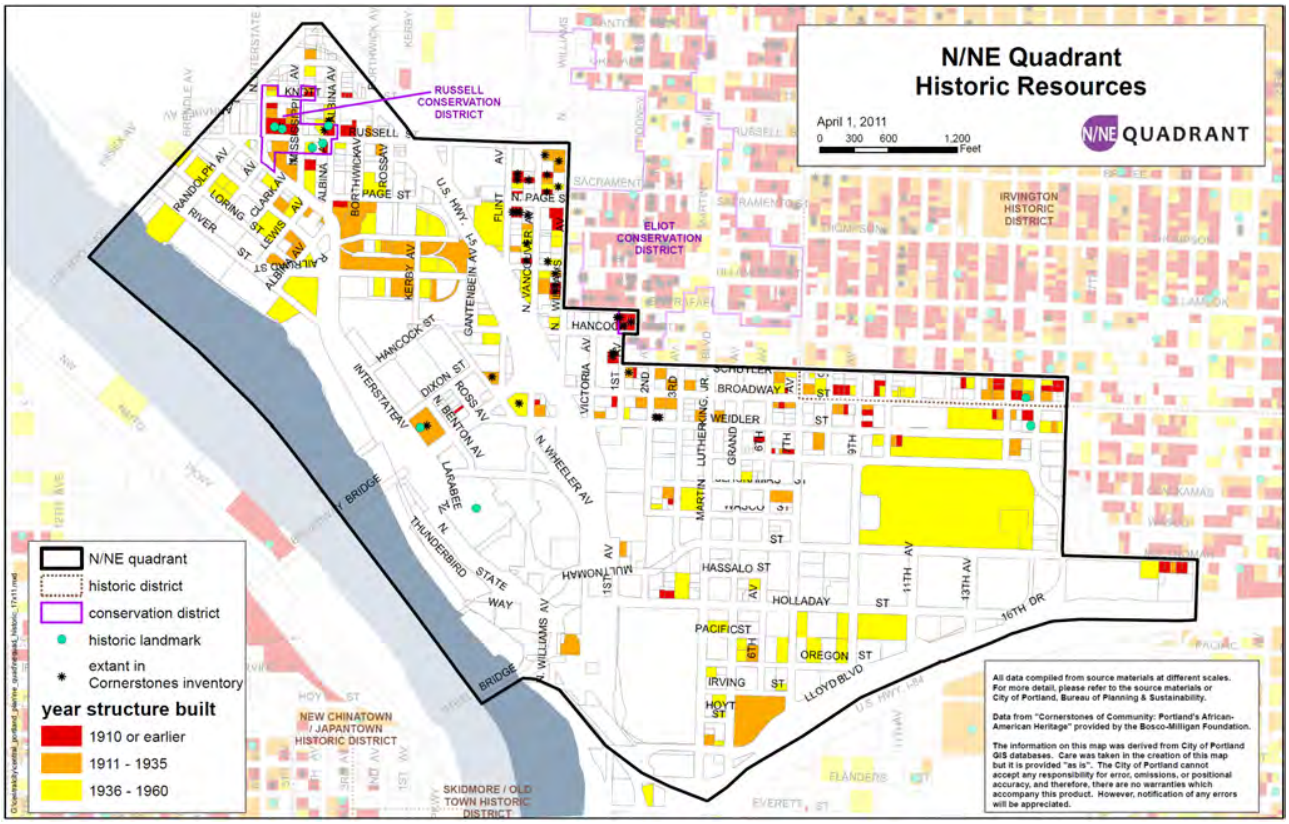
N Williams at the corner of Russell, looking north



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

the southern Albina African-American neighborhood which was largely razed by public improvement projects. This and other structures associated with Portland's African-American history are documented in *Cornerstones of Community*, a historic context statement and inventory prepared by the Bosco-Milligan Foundation in 1998 and recently updated as a part of the N/NE Quadrant Planning process.

Map H1: N/NE Quadrant Historic Resources



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

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



Veterans' Memorial Coliseum, ca. 1960s

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

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

Opening the same year as the Coliseum, the Lloyd Center was completed by Ralph Lloyd's daughters, finally implementing a somewhat different version of his long-held east side vision, seven years after his death. It covered 90 city blocks, 56 of which were occupied by shops and offices, including 200 tenants, 100 of which were in the open-air retail mall itself. Blocks not covered by buildings were used for parking, providing some 8,000 free parking spaces. Lloyd Center was one of the first large-scale, open-air shopping malls in the country, and was a regional market draw. Close to, but not in, the existing downtown retail core, the expected result (according to a Planning Commission report in the 1950s recommending approval of the project), would be that "Portland would in effect have a split central shopping core." At the juncture of two freeways and served by acres of free parking, Lloyd Center proved to be a serious challenge to traditional downtown retail establishments.



Ralph Lloyd's east side vision, ca 1930s



Lloyd Center, ca. 1960s

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



I-5 construction near Broadway/Weidler, 1962. Paramount Apartments and Leftbank Building at center

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

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

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



Oregon Convention Center today

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

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



White Eagle Saloon, early 20th century



White Eagle Saloon, today



Lloyd District, 1950



Lloyd District, 2009

APPENDIX E: ISSUES, OPPORTUNITIES AND CONSTRAINTS

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

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

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

DRAFT

PRELIMINARY ISSUES, OPPORTUNITIES AND CONSTRAINTS

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

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

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

GENERAL QUADRANT-WIDE ISSUES

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

1. Urban Vibrancy and Vitality

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

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

2. Economic Prosperity

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

3. Human and Environmental Health

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

4. Balance and Equity

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

5. Connectivity and Access

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

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

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

SUBAREA ISSUES

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

a. Most of the issues identified specific to this area focused on one of two themes: preserving and enhancing the viability of industrial nature of the district, and revitalizing and improving the historic Russell Street main street.

b. Key issues related to preserving and enhancing the **industrial viability of Lower Albina** included:
   - Improving **freight access** and parking;
   - Continuing **industrial sanctuary** policies, though possibly with some increased flexibility with regards to allowed office uses

c. On **Russell Street**, numerous opportunities for renovation and preservation of historic structures exist. These projects could increase retail and restaurant activity on Russell. Several stakeholders have commented that more mixed use development (possibly including housing) would improve the vitality of the main street. Others have noted that there are several vacant parcels adjacent to the **MAX light rail station** and that mixed-use, transit-oriented development might be appropriate in a limited area around the station - targeted zoning changes may be needed to facilitate mixed use development. Improving connections from Russell Street up to N. Mississippi Street and up Russell to Emanuel Hospital also were suggested.

d. This being a predominantly industrial area, **freight capacity and movement** is extremely important including truck-friendly street/intersection design and freeway access.

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

2. Subarea 2 -Vancouver/Williams Corridor

a. Most comments specific to this area supported efforts for **gradual redevelopment** of the area, while preserving important historic and culturally-significant buildings. Some blocks within this area currently have a residential zoning designation, complicating mixed use redevelopment that includes significant non-residential uses. It has been suggested that **zoning should be more flexible**, however preserving existing housing and encouraging new residential construction in this area continues to be important to the Eliot Neighborhood. Generally, lower scale development seems to be the desired urban form in this area. It should help transition from the single family character in Eliot to the taller buildings allowed in the Rose Quarter and Lloyd District.
   - Should **incentives** be developed to encourage, but not require, residential construction?
   - Should the current high density residential zoning in parts of this area be relaxed to allow more non-residential development?

b. **Access** is an important issue in this area – particularly as potential reconfigurations of I-5 and the over-crossings at Flint, Broadway, Vancouver, and Williams are considered. Multiple, pedestrian- and bike-friendly access options are desirable - including access from this area to the Eastbank Esplanade and future greenway trail.
   - Could there be an additional bike/ped crossing at Hancock?

c. **Views** from the area across Lower Albina and the Rose Quarter to the west side were identified as a potential issue. In particular, the current public view mapped from the southwest corner of Lillis Albina Park is fully obstructed by trees and could be impacted by some development scenarios under consideration in the Rose Quarter / Blanchard Building area.
   - How important is this viewpoint?
   - Should it be improved or relocated?

3. Subarea 3 -Rose Quarter

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

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

b. The **Willamette riverfront** is seen as a key opportunity in the Rose Quarter. Suggestions emphasize a desire for:
   - Better access to and along the river (both physical and visual);
   - Increasing water recreation and transportation opportunities; and
   - Creating riverfront habitat, although this may prove challenging as the Rose Quarter riverfront now has heavy rail lines serving an active grain terminal located between two heavily trafficked bridges.

c. The CLD Pacific **Dreyfus grain terminal** is likely to remain in place during the foreseeable future and is seen as a challenge to redevelopment in the area. Some suggested that even if this facility were no longer in use as a grain terminal, it would be an interesting opportunity for historic preservation and repurposing.

d. **Safe, multi-modal access** to and through the Rose Quarter is an important issue – particularly to the riverbank and Eastbank Esplanade as well as across I-5. The current configuration of the I-5/Broadway/Weidler "Box" is viewed as dangerous and unpleasant for all modes (see also freeway/interchange-specific issues below). Specific transportation ideas to consider here include:
   - A new separate bike/ped bridge over I-5 (possibly at Clackamas);
   - Bringing N. Dixon Street across I-5 to connect to Flint; and
   - Reversing or decoupling the direction on N Vancouver and N Williams Avenues to improve the flow in the "Box".
   - Improve pedestrian and bicycle connections under I-5 (with an emphasis on Holladay Street) between the Rose Quarter and Convention Center areas through streetscape and strategic development.
   - Ensure that essential freight access to the Rose Garden and Memorial Coliseum is maintained.

e. Improvements or reconfigurations to the **Rose Quarter Transit Center** could be an opportunity to reduce the distance between the MAX platforms and create a safer environment for pedestrians, create new development areas and increase multi-modal access to the area. There is also some desire to consider eventual realignment of the **heavy rail line** along the riverbank inland to reduce the Steel Bridge bottleneck caused by the current s-curve and also allow public access to the river, habitat restoration, and future development along the river.

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

a. Most comments received specific to this area relate to improving the **main street character** of the district and achieving a **respectful transition** from the Central City to the Irvington Historic District to the north. Specifically, it was suggested that the main street qualities present on the eastern portion of NE Broadway should continue through the entire study area to the Broadway Bridge.

b. Transportation issues have also been raised. Some stakeholders are interested in looking at changes to the current **one-way street traffic configuration on Broadway and Weidler**. Several stakeholders mentioned that there are several **difficult pedestrian crossings** (without signals) on NE Broadway and that improving bicycle safety along the length of the corridor is a priority. Providing controlled intersections for bikes and pedestrians every 2 blocks was one suggestion for resolving this issue. It was also suggested that benefits may arise from de-coupling Broadway and Weidler and creating a 2-way thoroughfare.

c. Other specific transportation issues mentioned for consideration include:
   - Looking at ways to improve multi-modal safety at the intersections of Broadway/Weidler at MLK/Grand and Broadway/Weidler at 15th/16th;
   - Reducing the number of driveways on Weidler; and
   - Untangling the situation at the "Box".

5. Subarea 5 -Central Lloyd

a. Many issues raised specific to this area focus on the opportunity to support both the development and continued success of the **Oregon Convention Center** and the established office district immediately to the east. Opportunities to help support the convention center include the headquarters hotel and entertainment-related development around the facility. **Opportunities in the office core** include unique potential for development with distinctive amenities on the superblocks in the area. Holladay Park Medical Center was also seen as a potential opportunity for growth. The need for a stronger district identity and improved public safety were identified as crucial to supporting this sub-area.

b. **Residential development** – and the general lack thereof – is frequently cited as a major issue in this part of the study area. Streetcar construction is seen as a major opportunity to help encourage more residential construction here, but questions remain about the market-readiness of the area for housing. There is clear desire for new housing at a wide range of affordability levels – ideally to roughly match the employment profile of the study area. Some questions to think about include:
   - Are the **limited parks and open space amenities** in the area sufficient to support large-scale residential construction?
   - Is the current zoning working to encourage housing?
   - What parking strategies are appropriate? Currently, parking in the area is challenging, discourages residential development, and is a burden to existing

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

c. Other issues raised specific to this area include:
   - A lack of clear **urban form and street hierarchy** (i.e large blocks and buildings). Traversing the district does not provide enough clues as to which are of the streets serves the highest priority. A clear positive outcome for this sub-district is to determine ways to support a delineation of street hierarchy. The proposed Holladay green street improvements were cited as a successful attempt at creating hierarchy in one geographic location.
   - The many **large blocks** in the district are seen as a challenge to access and pedestrian connectivity, but are also seen as a unique opportunity in the Central City with typically much smaller blocks because they provide an opportunity for a different urban pattern for redevelopment. Including pocket parks in new development was suggested as a way to achieve new green/open space amenities incrementally.

d. Regarding transportation and access, **improved pedestrian and bike access** on MLK and Grand and across/under I-5 was frequently suggested as was the importance of maintaining efficient truck access to the Rose Quarter, Convention Center and surrounding office buildings. Specific ideas suggested included providing controlled intersections for bikes and pedestrians every 2 blocks along MLK/Grand, considering new pedestrian crossings to the Rose Quarter at Clackamas and to the Central Eastside at 7th Avenue (over I-84).

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

a. The poor quality of the **pedestrian experience** and limited street-level activity is cited as a challenge to be addressed in this plan. **Increasing vitality** through redevelopment and new development is a common desire. Some specific suggestions include:
   - Improving the facade of the Lloyd Mall with aesthetic improvements would create a more inviting interface between the inside and outside of the structure and would serve to 'invite' people into the mall.
   - Developing the **Lloyd Cinema parking lot** to potentially include a mix of residential, retail and other uses to help activate the space.

b. The predominance of **large property owners** and **large blocks** was noted as both a challenge and an opportunity in this area. Existing residential development in this area is limited and typically has little or no parking. Residents are interested in residential permit programs.

c. Public safety concerns in **Holladay Park** are widespread and a variety of measures to improve conditions there have been suggested. These range from near-term actions like increased tree trimming and more active programming of the park to longer-term ideas, such as improving surrounding development conditions with new buildings facing (embracing) the park and adding additional design features to the park to attract a wider variety of users.

d. Increasing **pedestrian connectivity and safety** both within this part of the study area and between this and adjacent areas was cited as an important issue. Suggestions for improvements include:
   - A new pedestrian bridge between this area (somewhere around NE 9th Ave) and the Central Eastside (across I-84),
   - Adding bicycle lanes to the 12th Avenue bridge; and
   - Continuing bike lanes on Multnomah all the way to NE 21st Ave.

e. The properties at the SW corner of **NE Multnomah and NE 21st** are seen as an interesting development opportunity. There are concerns about possible demolition of older homes on portions of the site, but generally there seems to be interest in looking at redevelopment scenarios for the corner. There appear to be differing opinions on what scale of building would be appropriate here. The site currently has split zoning, and may need to be rezoned to accommodate desired development. This area could also provide a convenient access point to the potential future Sullivan's Gulch Trail.
   - One opportunity that arises from the charrette process would include ideas for the type of design solutions and/or development that would be most appropriate and desirable?

7. The Freeway and Interchanges

a. Freeway related issues mentioned by study participants have focused on three themes: **safety**, **operational issues** as related to the freeway and overpasses, as well as **improved freight movement**.

b. Expressed **safety** related issues have included a desire to reduce weaving and improve merge lengths on I-5 as a way to help reduce the incidence of rear end and sideswipe collisions. On overpasses and interfaces with the local street network, there is a desire to improve safety especially by clarifying vehicular patterns and/or to separate vehicular, bikes and pedestrian traffic at identified conflict areas. The Broadway/Weidler box and the intersection of Vancouver and Larrabee were singled out as particularly problematic areas, especially during major events in the Rose Quarter. Some stakeholders would like safety to be explicitly prioritized over capacity expansion when evaluating changes to I-5 and "the box".

c. Comments related to freeway **operational issues** generally focused on:
   - Improvements related to the reliability of traffic flow;
   - Reducing delay;
   - Increasing levels of service; and
   - A desire to increase average freeway speeds through the district.
   - A desire to reduce the impact of freeway traffic on the neighborhood

d. It was also suggested that the reconfiguration or removal of some or all of the **on and off ramps** to limit the number of intersections that feed onto the local street grid is desirable. Spreading the ramps and reducing the number of lights in specific locations to improve traffic flow was also mentioned, as was a desire to lengthen specific on ramps to

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

e. **Freight movement** in support of local and regional economies was highlighted as a desired outcome of this process. Maintaining and improving freight movement and distribution on the freeways, as well as to locally designated freight routes, such as Lower Albina, are needed to ensure the reliable flow of goods. Freight movement improvements may take the form of reconfigured freight geometries on local streets and at on ramps, especially in areas like the Broadway/Weidler "box".

f. A desire to increase the **reliability of travel times** and to increase capacity for freight movements on the freeways was also expressed. It was suggested that this study should identify alternative freight access routes to and from Lower Albina, Swan Island and NW industrial areas.

ISSUES BEYOND THE SCOPE OF THIS PROJECT

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

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

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



APPENDIX F: PUBLIC INVOLVEMENT SUMMARY

Public Involvement Goals

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

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

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

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

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

Key Stakeholders and Project Advisory Committees

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

Stakeholder Advisory Committee

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

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

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

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

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

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

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

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

Technical Advisory Committee

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

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

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

Public Involvement Events and Tools

Events

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

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

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

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

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

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

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

Communication/Information Tools

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

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

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

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

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

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

Note. The project staff listed in the Outreach Log includes the following members from the three partner agencies. The attendance figures do not include project staff.

- *Portland Bureau of Planning and Sustainability: Susan Anderson, Stephanie Beckman, Shannon Buono, Debbie Bischoff, Mindy Brooks, Tyler Bump, Nick Byers, Troy Doss, Sallie Edmunds, Diane Hale, Kathryn Hartinger, Steve Iwata, Roberta Jortner, Karl Lisle, Lindsey Menard, Mark Raggett, Nicholas Starin, Nan Stark, Joel Stein, Michelle Van Tijen, Spencer Williams, Joe Zehnder*
- *Oregon Department of Transportation: Fred Eberle, Andy Johnson, Todd Juhasz, Tim Wilson*
- *Portland Bureau of Transportation: John Gillam, Mauricio Leclerc, Grant Morehead, Paul Smith*

Date	Organization/Event	Project Staff	Attendance (Approximate)
9/16/10	N/NE Quadrant Stakeholder Advisory Committee Meeting #1	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	36
9/22/10	N/NE Coalition of Neighborhoods Land Use Committee	Bischoff	25
9/25/10	N/NE Quadrant Community Walk: Lloyd District	Beckman, Eberle, Hale, Iwata, Juhasz, Johnson, Leclerc, Lisle, Raggett, Starin, VanTijen, Wilson	10
9/28/10	Rose Quarter Stakeholder Advisory Committee	Lisle	50
9/28/10	N/NE Quadrant Community Walk: Lower Albina	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin, VanTijen, Wilson	10
10/6/10	N/NE Quadrant Technical Advisory Committee	Beckman, Eberle, Iwata, Johnson, Juhasz, Lisle, Raggett, Starin, Wilson	15
10/11/10	Eliot Neighborhood Association	Starin	28
10/12/10	Portland Bicycle Advisory Committee	Iwata, Leclerc	25
10/12/10	Sullivan's Gulch Neighborhood Association	Eberle, Lisle	40

Date	Organization/Event	Project Staff	Attendance (Approximate)
10/12/10	CC2035 & N/NE Quadrant Open House	Beckman, Buono, Doss, Edmunds, Hale, Iwata, Leclerc, Lisle, Morehead, Raggett	100
10/14/10	N/NE Quadrant Stakeholder Advisory Committee Meeting #2	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	40
10/28/10	Irvington Neighborhood Association Land Use Committee	Iwata	9
11/15/10	N/NE Quadrant and Rose Quarter District Plan Open House	Beckman, Buono, Eberle, Edmunds, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Michelle VanTijen, Wilson	150
11/16/10	Portland Business Alliance	Beckman, Iwata, Juhasz	33
12/1/10	N/NE Quadrant SAC Transportation Subcommittee Meeting	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	18
12/2/10	N/NE Quadrant SAC Land Use Subcommittee Meeting	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	18
12/9/10	N/NE Quadrant Stakeholder Advisory Committee Meeting #3	Beckman, Buono, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	34
12/15/10	Portland Plan Citizen Involvement Committee	Beckman, Iwata, Starin	10
12/15/10	NE Coalition of Neighborhoods	Beckman, Starin	2
1/20/11	N/NE Quadrant Stakeholder Advisory Committee Meeting #4	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle	34
2/1/2011	Series of Stakeholder Interviews	Eberle, Juhasz, Leclerc, Lisle, Raggett, Wilson	17
2/9/11	N/NE Quadrant SAC Land Use and Transportation Subcommittee Meeting	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	25
2/22/11	N/NE Quadrant Charette: Land Use and Local Transportation	Beckman, Eberle, Hale, Juhasz, Iwata, Leclerc, Lisle, Morehead, Raggett, Starin, Wilson	17
2/23/11	N/NE Quadrant Charette: Land Use and Local Transportation	Beckman, Eberle, Hale, Iwata, Juhasz, Morehead, Leclerc, Lisle, Raggett, Starin, Wilson, Zehnder	18
3/2/11	N/NE Quadrant SAC Land Use and Transportation Subcommittee Meeting	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	17

Date	Organization/Event	Project Staff	Attendance (Approximate)
3/2/11	N/NE Quadrant Technical Advisory Committee	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	17
3/10/11	N/NE Quadrant Stakeholder Advisory Committee Meeting #5	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	33
3/20/11	AHC/Bosco-Milligan Preservation & Portland Plan event	Starin	25
3/23/2011	NE Coalition of Neighbors Land Use and Transportation Committee	Beckman, Eberle	14
3/30/2011	N/NE Quadrant SAC Land Use and Transportation Subcommittee Meeting	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	21
4/7/2011	Lloyd District Community Association	Lisle, Juhasz	25
4/11/2011	N/NE Quadrant I-5 Freeway and Local Transportation Interface Charrette: Opening Session	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	38
4/12/2011	Rose Quarter Stakeholder Advisory Committee	Lisle	60
4/12/2011	N/NE Quadrant I-5 Freeway and Local Transportation Interface Charrette: Check-in Session	Beckman, Hale, Eberle, Iwata, Juhasz, Leclerc, Lisle, Raggett, Wilson	14
4/13/2011	N/NE Quadrant I-5 Freeway and Local Transportation Interface Charrette: Closing Session	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	22
4/20/2011	N/NE Quadrant SAC Land Use and Transportation Subcommittee meeting	Beckman, Eberle, Hale, Iwata, Leclerc, Lisle, Juhasz, Wilson	20
5/26/2011	N/NE Quadrant Project Stakeholder Advisory Committee Meeting #6	Beckman, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Starin, Wilson	31
6/16/2011	N/NE Quadrant Project Stakeholder Advisory Committee (SAC) Meeting #7	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	19
6/23/2011	Eliot Neighborhood Association	Eberle, Juhasz, Leclerc, Lisle	1
6/29/2011	N/NE Quadrant Open House	Beckman, Eberle, Hale, Hartinger, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Stein, Williams, Wilson	102
6/30/2011	Irvington Neighborhood Association Land Use Committee	Juhasz, Leclerc, Lisle	12
7/7/2011	Portland Freight Committee	Juhasz, Leclerc	25
7/11/2011	Oregon Convention Center Urban Renewal Advisory Committee	Iwata	16
7/12/2011	Bicycle Advisory Committee	Juhasz, Leclerc	25
7/12/2011	Eliot Neighborhood Association Land Use Committee	Eberle, Iwata, Juhasz, Leclerc	5

Date	Organization/Event	Project Staff	Attendance (Approximate)
7/13/2011	N/NE Quadrant SAC Transportation and Land Use Subcommittee meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson	18
7/18/2011	Eliot Neighborhood Association Land Use Committee	Beckman, Iwata	4
7/19/2011	Pedestrian Advisory Committee	Juhasz, Leclerc	10
7/26/2011	N/NE Quadrant Technical Advisory Committee	Beckman, Hale, Iwata, Johnson, Juhasz, Lisle, Raggett, Starin	12
7/27/2011	Calaroga Terrace	Eberle, Juhasz, Leclerc, Lisle	2
7/28/2011	N/NE Quadrant Stakeholder Advisory Committee Meeting #8	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	27
7/28/2011	Leftbank Building Tenants	Eberle, Starin, Juhasz	10
8/1/2011	Travel Portland Community Action Committee	Eberle, Iwata	10
8/2/2011	Lloyd District and Sullivan's Gulch National Night Out	Hale	30
8/15/2011	Calaroga Terrace	Beckman, Juhasz, Lisle	2
8/18/2011	Lloyd Community Association	Beckman, Leclerc, Lisle	13
8/25/2011	Ashforth Pacific	Leclerc, Lisle, Raggett	2
9/1/2011	Lloyd Transportation Management Association	Juhasz, Leclerc, Lisle	15
9/6/2011	Sullivan's Gulch Neighborhood Association Land Use Committee	Beckman	6
9/7/2011	Lower Albina Businesses	Beckman, Juhasz, Leclerc, Starin	6
9/8/2011	NE Broadway Business Association	Beckman	7
9/13/2011	Portland Business Alliance Transportation Committee	Iwata, Juhasz, Leclerc	15
9/14/2011	N/NE Quadrant SAC Land Use Subcommittee meeting	Beckman, Hale, Iwata, Leclerc, Lisle, Raggett, Starin, Wilson	14
9/18/2011	Dill Pickle Club - "How the City is Planned" walking tour	Starin	35
9/29/2011	N/NE Quadrant Stakeholder Advisory Committee Meeting #9	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	25
10/4/2011	Central Eastside Industrial Council Land Use Committee	Iwata, Juhasz	24
10/12/2011	N/NE Quadrant SAC Land Use Subcommittee meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	12
10/13/2011	N/NE Quadrant Technical Advisory Committee	Beckman, Buono, Hale, Juhasz, Lisle, Raggett, Starin, Stark	10
10/14/2011	N/NEQ Agency Director's Check-in	Anderson, Hale, Iwata, Johnson, Juhasz, Leclerc, Zehnder	4

Date	Organization/Event	Project Staff	Attendance (Approximate)
10/20/2011	Lloyd Ecodistrict Board Meeting	Iwata, Lisle	12
10/25/2011	LRS Architects	Beckman, Buono, Doss, Hale, Iwata, Raggett, Starin, Stark	2
10/27/2011	N/NE Quadrant Stakeholder Advisory Committee Meeting #10	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	33
11/3/2011	Eliot Neighborhood Association	Beckman, Starin	1
11/8/2011	N/NEQ Stakeholders (Rose Quarter Management, Langley Investments, Lloyd TMA)	Lisle, Raggett	3
11/8/2011	Oregon Trucking Association	Juhasz	1
11/9/2011	N/NE Quadrant Technical Advisory Committee	Eberle, Juhasz, Starin, Wilson	9
11/10/2011	Streimer Sheetmetal Works, Inc.	Starin	2
11/15/2011	Audubon Society	Beckman, Brooks	1
11/16/2011	Alora Development (Leftbank Project)	Iwata, Juhasz, Wilson	3
11/17/2011	N/NE Quadrant Stakeholder Advisory Committee Meeting #11	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Williams	36
11/30/2011	Rose Quarter Stakeholder Advisory Committee	Lisle	40
12/1/2011	Portland Freight Committee	Juhasz, Leclerc, Wilson	25
12/2/2011	Lower Albina Businesses (Stan Herman, Ray Kutch)	Lisle, Starin	5
12/2/2011	Matt Arnold (SAC member, Bicycle Adv. Committee)	Juhasz, Leclerc, Wilson	15
12/8/2011	N/NE Quadrant SAC Transportation Subcommittee meeting	Eberle, Iwata, Juhasz, Lisle, Wilson	32
1/4/2012	Neighborhood Representatives (Eliot, Irvington, Sullivan's Gulch)	Iwata, Johnson, Juhasz, Leclerc, Lisle	6
1/5/2012	Lloyd Transportation Management Association	Iwata, Eberle	10
1/5/2012	Portland Freight Committee	Johnson, Leclerc	10
1/6/2012	Rose Quarter Arena Management	Johnson	2
1/10/2012	Calaroga Terrace (Gary Warren), Urobos Glass (Eric Lovell), Oregon Trucking Association (Debra Dunn)	Iwata, Johnson, Leclerc	3
1/11/2012	N/NE Quadrant SAC Land Use Subcommittee meeting	Beckman, Byers, Eberle, Hale, Iwata, Lisle, Starin, Raggett, Wilson	15
1/13/2012	N/NE Quadrant SAC Co-Chairs Meeting	Gillam, Iwata, Johnson	3
1/17/2012	Betsy Reese (Owner, Paramount Apartments)	Eberle, Juhasz	2
1/17/2012	Willamette Pedestrian Coalition	Johnson, Leclerc	1
1/19/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #12	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	36

Date	Organization/Event	Project Staff	Attendance (Approximate)
1/19/2012	Broadway Toyota	Iwata, Juhasz	1
1/20/2012	TriMet	Iwata, Lisle	2
1/27/2012	Compass Oncology	Iwata	4
1/31/2012	Legacy Health	Iwata	3
2/2/2012	Latino Network, Upstream Public Health, Urban League	Iwata, Leclerc	6
2/2/2012	N/NE Quadrant Open House	Beckman, Bump, Byers, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Menard, Raggett, Starin, Williams, Wilson	100
2/6/2012	N/NE Business Association	Beckman, Juhasz	10
2/7/2012	Central Eastside Industrial Council	Gillam, Iwata, Juhasz	21
2/9/2012	Langley Investment Properties	Hale, Iwata, Lisle, Zehnder	6
2/9/2012	Lloyd Transportation Management Association	Eberle, Lisle, Morehead	1
2/10/2012	Lloyd District Development Forum	Doss, Hale, Iwata, Lisle, Zehnder	14
2/10/2012	Portland Business Alliance	Doss, Lisle	1
2/14/2012	N/NE Quadrant SAC Co-chairs meeting	Iwata, Johnson, Juhasz	3
2/16/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #13	Bischoff, Eberle, Hale, Iwata, Johnson, Juhasz, Lisle, Raggett, Starin, Zehnder	29
2/24/2012	Bicycle Transportation Alliance (BTA) & BEST	Gillam, Iwata, Johnson	2
2/29/2012	Portland Public Schools (PPS)	Iwata, Lisle	2
3/1/2012	Lloyd Transportation Management Association Annual Meeting	Beckman, Eberle, Iwata, Johnson, Morehead	30
3/5/2012	Eliot Neighborhood Association	Lisle, Zehnder	1
3/5/2012	Tracy Whalen (SAC member, Portland/Oregon Freight Committee)	Juhasz	1
3/6/2012	Joe Angel	Beckman, Brooks, Buono, Lisle	1
3/8/2012	Legacy Health	Lisle, Iwata	3
3/8/2012	Peter Finley Fry	Beckman, Iwata, Lisle	1
3/9/2012	Leftbank Building Tenants	Eberle, Hale, Iwata, Johnson	15
3/13/2012	Leftbank Project - Alora Development	Eberle, Lisle	1
3/13/2012	N/NE Quadrant SAC Co-chairs meeting	Gillam, Iwata, Johnson, Juhasz, Smith	2
3/13/2012	Portland Business Alliance	Iwata, Juhasz	15
3/15/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #14	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Wilson, Zehnder	34
3/20/2012	N/NE Quadrant Stakeholder Advisory Committee Worksession	Lisle, Iwata, Wilson	6
3/21/2012	N/NE Quadrant SAC Land Use Subcommittee meeting	Beckman, Hale, Iwata, Lisle, Raggett, Wilson	7
3/22/2012	E. John and Cleo Rumpakis	Hale, Jortner, Starin	2
3/22/2012	N/NE Broadway Business Association	Bump, Lisle	40

Date	Organization/Event	Project Staff	Attendance (Approximate)
4/5/2012	N/NE SAC Walking Tour	Beckman, Iwata, Johnson, Juhasz, Leclerc, Lisle	17
4/5/2012	Betsy Reese (Owner, Paramount Apartments)	Juhasz, Leclerc, Lisle	1
4/5/2012	Sullivan's Gulch Neighborhood Association	Beckman, Hale	1
4/11/2012	Bike Advisory Committee	Leclerc	8
4/11/2012	Eliot Neighborhood Association	Iwata, Lisle, Zehnder	10
4/12/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #15	Beckman, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	36
4/18/2012	N/NE Quadrant Technical Advisory Committee	Beckman, Buono, Hale, Juhasz, Leclerc, Lisle, Starin, Wilson	4
4/19/2012	Sullivan's Gulch Neighborhood Association Charrette	Beckman, Bump	50
4/24/2012	Trimet	Iwata, Juhasz, Leclerc, Lisle	4
4/27/2012	E. John and Cleo Rumpakis	Anderson, Hale, Zehnder	2
5/1/2012	Sullivan's Gulch Neighborhood Association	Hale, Starin	12
5/2/2012	N/NE Quadrant SAC Co-chairs meeting	Iwata, Juhasz, Johnson	3
5/10/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #16	Beckman, Bischoff, Iwata, Johnson, Leclerc, Lisle, Starin	32
5/15/2012	Portland Business Alliance Central City Committee	Iwata, Juhasz, Lisle	25
5/18/2012	Kurt Widmer / Lower Albina	Starin, Zehnder	1
5/22/2012	Eric Lovell / Lower Albina	Starin, Zehnder	1
5/23/2012	NNE Quadrant SAC Land Use Subcommittee Meeting	Beckman, Hale, Iwata, Leclerc, Lisle, Raggett, Starin	13
5/24/2012	Legacy Health	Lisle, Zehnder, Raggett	2
5/29/2012	NNE Quadrant SAC Land Use Subcommittee Meeting	Beckman, Hale, Iwata, Leclerc, Lisle, Raggett, Starin	11
5/31/2012	Planning and Sustainability Commission Officer's Briefing	Doss, Iwata, Lisle, Zehnder	8
6/5/2012	Eliot Neighborhood Association	Lisle, Zehnder	1
6/7/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #17	Beckman, Eberle, Hale, Johnson, Juhasz, Leclerc, Lisle, Morehead, Wilson	43
6/12/2012	Irvington Neighborhood Association	Zehnder, Starin	4
6/12/2012	Portland Planning and Sustainability Commission	Beckman, Doss, Hale, Iwata, Johnson, Lisle, Raggett, Starin	15
6/20/2012	Lower Albina Property Owners	Starin, Iwata, Zehnder	3
6/21/2012	Portland Design Commission	Lisle, Iwata, Raggett	12
6/25/2012	Lloyd District Community Association	Lisle, Zehnder	1
6/26/2012	Leftbank Building Tenants	Iwata, Johnson, Juhasz, Leclerc	9
6/26/2012	Portland Arena Management (Rose Quarter)	Iwata, Lisle, Raggett	3

Date	Organization/Event	Project Staff	Attendance (Approximate)
6/27/2012	N/NE Quadrant SAC Co-chairs meeting	Beckman, Hale, Iwata, Leclerc, Lisle, Raggett	1
6/28/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #18	Beckman, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett	38
6/30/2012	Bosco-Miligan Foundation/Architectural Heritage Center	Iwata	28
7/12/2012	Planning and Development Directors	Anderson, Iwata, Lisle, Zehnder	8
7/13/2012	Alora Development (Leftbank Project)	Lisle, Zehnder	1
7/17/2012	Sullivan's Gulch Neighborhood Association	Juhasz	20
7/23/2012	Historic Landmarks Commission	Beckman, Hale, Iwata, Starin	15

APPENDIX G: BIBLIOGRAPHY

Project documents produced during the N/NE Quadrant planning process are listed first, followed by background documents and reports produced for related projects. Items are listed in order of publication date.

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

STAKEHOLDER ADVISORY COMMITTEE RECOMMENDATIONS

7-27-12 Draft

Text highlighted in yellow is for facilitator/staff follow-up

This is a working draft based upon the assumption that the SAC will make recommendations in the future. It is a work in progress. The SAC has not yet voted on all of the issues. As a result, the contents are subject to change between now and the end of the process. Ultimately, the contents will conform to the SAC's recommendations, whatever they may be.

We are committed to providing equal access to information and hearings. If you need special accommodation, call the Bureau of Planning and Sustainability at 503-823-7700 (TTY 503-823-6868).

FOR MORE INFORMATION:

Please see the project website at: www.portlandoregon.gov/bps/cc2035/nneq

Or contact:

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August X, 2012

Portland City Council Oregon Transportation Commission Planning and Sustainability Commission
Add Names and Addresses

Greetings:

The North/Northeast Quadrant Stakeholder Advisory Committee (SAC) is pleased to present our final recommendations for the N/NE Quadrant Plan and the I-5 Broadway-Weidler Interchange Plan. From the fall of 2010 to the summer of 2012, we had the honor of chairing the diverse and inclusive 30-member Stakeholder Advisory Committee (SAC) as it developed its recommendations. The process for was a collaborative effort between the City of Portland, represented by the Bureau of Planning and Sustainability and the Bureau of Transportation, and the Oregon Department of Transportation. As co-chairs, we would like to acknowledge this unique effort and that SAC members embraced this challenge and appreciated the opportunity to be involved and engage with the staff from BPS, PBOT and ODOT on this project to develop our recommendations.

When we started, we set out to do something that had not been done before in this region: integrating a major freeway project with a long-range land use and transportation plan. The working assumption for doing this arose from the history of developing land use and freeway plans independent of one another. Inevitably, the end result were plans that addressed particular issues related to agency needs, but left many others as being "outside of our scope," and thus unresolved. As a result, past plans failed to address the multiple and complex issues in this area, some going back many decades, and lacked the necessary public and agency support to be implemented.

As the interstate system grew, the Lloyd District segment remained unchanged. This stretch of the freeway became an urban barrier and an unsafe and congested bottle neck. The freeway and its footprint continued to be an impediment to necessary regional access to and from the Lloyd District, Rose Quarter and Lower Albina areas. This process set out to concurrently develop two separate, but integrated plans that address the needs for livability and urban vitality of this quadrant of the Central City and the regional safety and mobility needs of I-5 as a key facility for the region and state.

Doing this together was not always easy, but the rewards more than compensate for the hard work of SAC members, staff, and public at large. We believe by working together we have plans that are not only consistent but integrated, that support and reinforce each other in physical and symbolic ways that we hope will facilitate implementation. Early on the SAC developed a comprehensive list of project goals to guide the development of the plans. They are found on page 4.

Insert summary of 1) votes and 2) any additional SAC recommendations

We believe that these plans implement the adopted goals and offer a comprehensive framework that will guide public and private investment in the next decades. By working together, we have accomplished a great deal more than had we done these plans independent of each other. Following this letter is a summary of the process and key outcomes.

We now have the blueprints for positive change. It is our next collective task and commitment led by the City and state, to continue the work to make the recommendations in these plans a reality.

Respectfully Submitted,

Get signatures – Insert PDFs

Lloyd Lindley
SAC Co-Chair

Tracy Whalen
SAC Co-Chair

On behalf of the Stakeholder Advisory Committee Voting Members:

Matt Arnold
Wynn Avocette
Pauline Bradford
Daniel Deutsch
Malina Downey
Debra Dunn
Gary Eichman
Dean Gisvold
Cynthia Gomez
Carol Gossett
Heidi Guenin
Damien Hall
Sean Hubert
Wayne Kingsley
Wade Lange
Eric Lovell
Jenny Lyman
Gary Marschke
Brock A. Nelson
Jodi Parker
Midge Purcell
Owen Ronchelli
Wanda Rosenbarger
William Ruff
Bob Sallinger
Phil Selinger
Gary Warren
Mike Warwick
Justin Zeulner

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I. Introduction, Background and Process Overview

In the summer of 2010, ODOT, PBOT and BPS ("the Project Team") initiated a partnership to begin co-developing land use and transportation concepts for the North/Northeast quadrant of the central city (N/NE Quadrant) through an iterative process involving the public and area stakeholders. (See, Figure 1.)

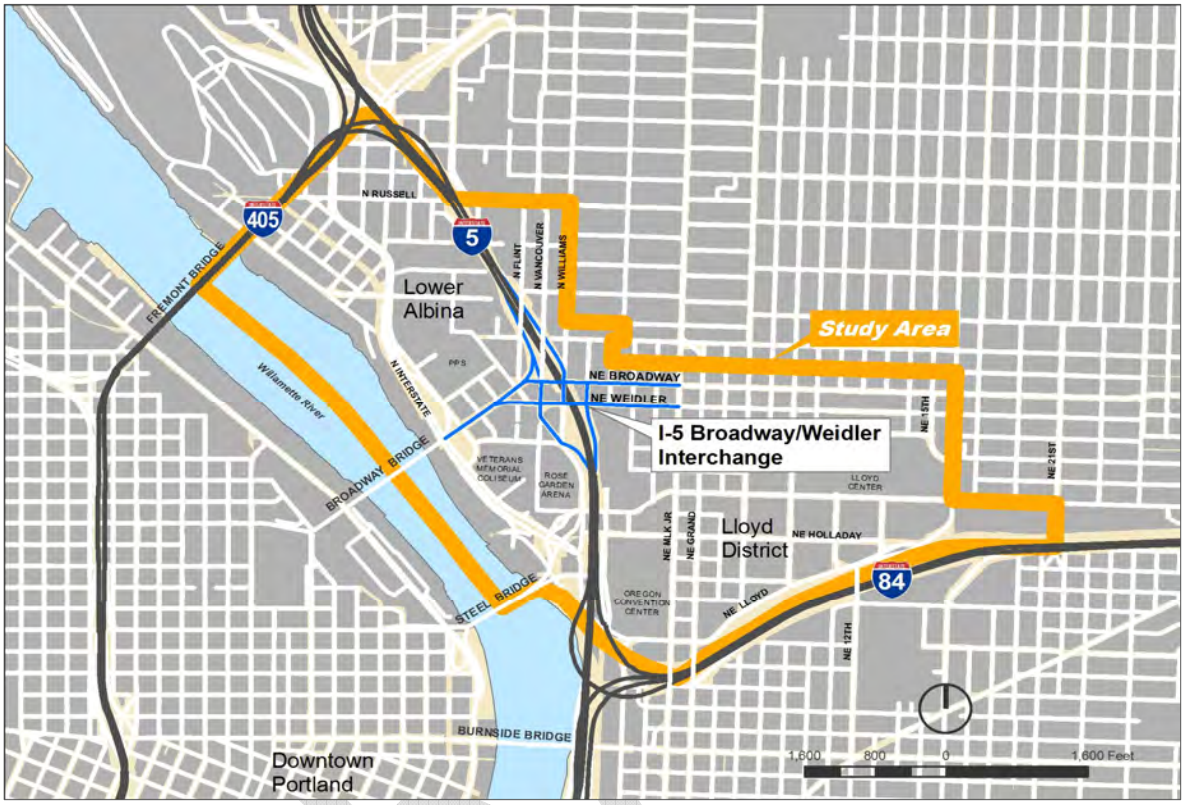

Figure 1: Study Area for the N/NE Quadrant and I-5 Broadway/Weidler Plans Project

This joint effort provides a new collaborative land use and transportation approach to integrate land use planning with urban freeway interchanges improvements. This approach combined the planning of local strategies for land use, urban design and local transportation improvements, typically a City responsibility, with the planning of interstate freeway improvements, which is an ODOT responsibility. The N/NE Quadrant Plan is part of overall process to update the 1988 Central City Plan. The SAC identified the following key issue to be addressed: the Lloyd District's lack of vibrant pedestrian activity, support the industrial uses in the Lower Albina, support the recent designation of the Lloyd EcoDistrict, and acknowledge and develop strategies to address the impacts of past large scale public project. The project's approach for freeway improvements was to address long-demonstrated safety and operational issues that, if scaled according to community aspirations, would contribute to the continued vitality of the Central City and the mobility needs of the region and state. Due to multiple constraints, freeway improvements were to focus on existing safety and efficiency scenarios instead of solutions that increase capacity to meet future travel demands.

The Stakeholder Advisory Committee (SAC) was established to provide feedback and direction to the Project Team. It and the SAC met regularly for approximately two years to discuss issues, brainstorm, develop draft concepts, and examine transportation and land use solutions concurrently over the course of a five-phase process. They were created to explore multiple alternatives to address complex urban and

transportation issues and implement the following jointly developed project goals that the SAC approved in January 2011.
The goals state:

> This planning effort will result in integrated land use, urban design, and transportation strategies, policies and plans for the N/NE Quadrant and the I-5 Broadway/Weidler interchange that balance, complement, enhance, protect, respect, revitalize, support, and sustain economic, environmental, and social interests. The implementable plans will be consistent with the overall goals and policies of the city, region, and state.
>
> Our recommendations will be guided by our desire for:
>
> - A diverse mix of commercial, cultural, entertainment, industrial, recreational, and residential uses, including affordable housing;
> - A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system;
> - Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages;
> - Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment;
> - Equitable access to community amenities and economic opportunities;
> - Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods;
> - Protection and enhancement of the cultural heritage of the area and its sub-districts; and
> - Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses.

The land use changes and urban design strategies for the City are documented in the North/Northeast Quadrant Plan (as part of the 2035 Central City Plan) and the transportation changes are documented ODOT's Facility Plan. Though developed within the same process, the land use and transportation improvements resulted in two different groups of documents for the two partnering agencies as shown in Figure 2.

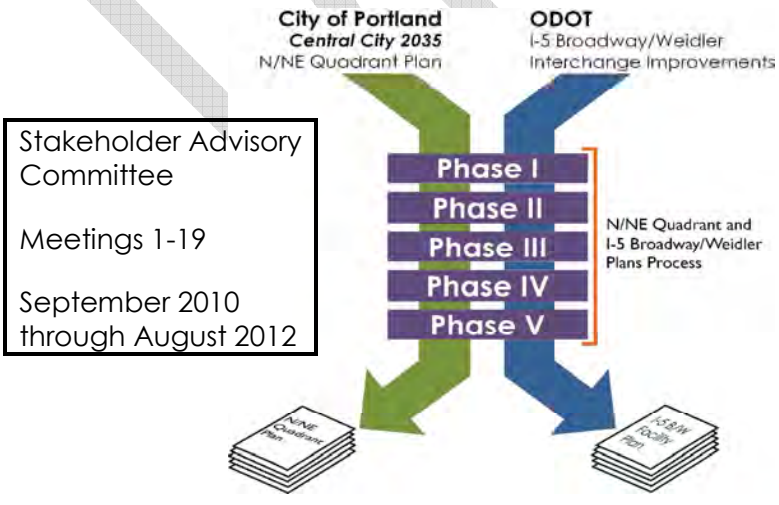

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Figure 2: Joint Effort for the N/NE Quadrant and I-5 Broadway/Weidler Plans Project: Examining Land Use and Transportation Elements Concurrently

In the end, this process resulted in land use and transportation changes in the quadrant that are mutually agreeable to both the City of Portland and to ODOT. The voting members of the SAC largely endorsed the proposed plans, with some members submitting Minority Reports explaining why they oppose the plans. See section VI, below for a summary of the voting.

II. Stakeholder Advisory Committee, Collaboration Principles and Public Involvement Overview

Stakeholder Advisory Committee

The SAC was one of the primary means of ensuring that the public had opportunities to provide meaningful input into the planning process. SAC members (see, Table 1) were selected to represent key stakeholder interests and to create a balanced committee to guide the planning effort. All SAC members were appointed by the directors of the Portland Bureau of Planning and Sustainability, the Portland Bureau of Transportation and the Oregon Department of Transportation Region 1 Office. The SAC was made up of 30 voting and non-voting members, representing area stakeholders, including business and neighborhood associations and property owners, as well as community interests such as affordable housing, cultural heritage, the environment, economic equity, labor, urban design, and transportation. Local, regional and state public agencies were represented on the committee as non-voting members. The SAC also considered non-member testimony and correspondence submitted during each meeting.

Table 1: N/NE Quadrant Project Stakeholder Advisory Committee Members (June, 2012)

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

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

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

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

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

55224

Collaboration Principles

Early in the process, SAC members developed and adopted collaboration principles that governed decision making for the committee. The document can be found in Appendix X. It contains the agreements of the participants in the North/Northeast Quadrant I-5 Broadway Weidler Plans process.

The SAC made decisions by "consensus." Consensus decision-making allows SAC members to distinguish underlying values, interests, and concerns with a goal of developing widely accepted solutions. Consensus does not mean 100% agreement on each part of every issue, but rather support for a decision, *"taken as a whole."* This means that a member, through straw polling, may vote to support a consensus proposal even though they would prefer to have it modified in some manner in order to give it their full support. Consensus is a process of *"give and take*," of finding common ground and developing creative solutions in a way that a strong majority of interests can support. Consensus is reached if a strong majority of members at the table support an idea or say, *"I can live with that."*

Public Involvement

There is a long history of large redevelopment and infrastructure projects that have had adverse impacts on the communities in Lower Albina and the Lloyd District. The public involvement process was designed to be inclusive and responsive to public concerns, and allow for active participation and meaningful public input.

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

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

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

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

The Project Team estimates 2,600 people have attended meetings and events.

Commission Briefings:

- Portland Design Commission (6/2012)
- Portland Historic Landmarks Commission (7/2012)
- Planning Commission (6/2012)

Public Events Hosted by N/NE Quadrant Team:

Event	Date	Approx Attend
CC2035 & N/NE Quadrant Open House	Oct 2010	100
N/NE Quadrant & Rose Quarter Open House	Nov 2010	150
N/NE Quadrant Open House	Jun 2011	100
N/NE Quadrant Open House	Feb 2012	100
Land Use Charrette	Feb 2011	25
Transportation Charrette	April 2011	40
Lower Albina and Lloyd District Community Walks	Sep 2010	20
N/NE Quadrant Community Walk	April 2012	20
Development Forum	Feb 2012	15
Stakeholder Meetings with Project Staff Present	Throughout	xx
Total Estimated Attendance at N/NE Quadrant Public Events		**570**

III. City of Portland Central City N/NE Quadrant Plan Highlights

The N/NE Quadrant Plan is the first of the more detailed district plans, addressing land use, urban design, transportation, public infrastructure, and development entitlements in the Lloyd District and Lower Albina sub-districts of the Central City. It is part of the Central City 2035 Project, the City of Portland's effort to update the 1988 Central City Plan. It provides detailed planning for the Lloyd District and Lower Albina, including goals, policies and implementation actions that will direct and manage growth over the next 25 years.

Highlights of the Draft Plan include:

- Preserving the industrial employment character of Lower Albina
- Concentrating high density development in the Lloyd District, with a focus on new residential development that will add activity and vibrancy to the district
- Providing amenities, such as parks, street improvements and green infrastructure to support and encourage new development
- Sensitive transitions to historic neighborhoods
- Improving regional access and local street safety and connectivity for all modes
- Continue public-private partnerships with the Lloyd TMA to increase use of alternative transportation modes
- Encouraging sustainable development that supports the Lloyd EcoDistrict and goals for improved environmental performance
- Incorporated the concerns of displacement, potential loss of historic and cultural resources

Metro's regional employment and housing forecasts predict significant growth in the Central City. The Lloyd District has the highest development capacity in the Central City. It is expected that demand will drive significant new mixed use development. This process represents a collaborative approach to the overall growth management strategy for Portland and the region.

IV. I-5 Broadway/Weidler Interchange Improvements and Facility Plan Highlights

The Recommended Concept is the result of over two years of work and discussions, refining what began as public process that developed over 70 concepts. Screening reduced the concepts to 5 fundamental alternatives the SAC narrowed down to one cohesive proposal to improve safety and operations on I-5. The Facility Plan for the I-5 Broadway/Weidler Interchange is a technical and state-required document that specifically outlines ODOT's intentions relative to this segment of the I-5 facility and the interchange. The State of Oregon agencies are required to prepare facility plans for state-owned infrastructure so that they and decision-makers may effectively manage, maintain and prioritize potential additions to or expansion of this infrastructure.

Highlights of the Recommended Concept, organized into four subsections of the study area, include:

1) **The I-5 Broadway/Weidler Interchange Area** refers to project elements related to the freeway mainline, exit and entrance ramps and other traffic operations elements in the vicinity of the freeway ramps.

   - Mainline Freeway Safety Elements
   - Three Rebuilt Freeway Structures and the Broadway/Weidler/Williams Lid
   - I-5 Broadway/Weidler Interchange Improvements
   - Relocation of Southbound I-5 Entrance Ramp to Weidler/Williams
   - Reverse Traffic Flow on Williams and improve bicycle access and safety
   - Transportation System Management (TSM) and Transportation Demand Management (TDM) Strategies

2) **North of Broadway Area - North of Broadway Option 3. Vancouver + Hancock/Dixon**

Major elements in the north of Broadway area include:

   - Rebuild Vancouver in current location
   - Remove Flint south of Tillamook and replace with new pedestrian/bike paths
   - Add Hancock/Dixon Overcrossing and Hancock/Vancouver Lid
   - Actively pursue Freeway Lid Connecting Hancock Overcrossing to the Broadway/Weidler Structures

3) **South of Weidler Street Area**

   - Clackamas Pedestrian/Bike Overcrossing
   - Continue Flint between Parking Structures

4) **Freeway Mainline Improvements near the Rose Quarter TC**

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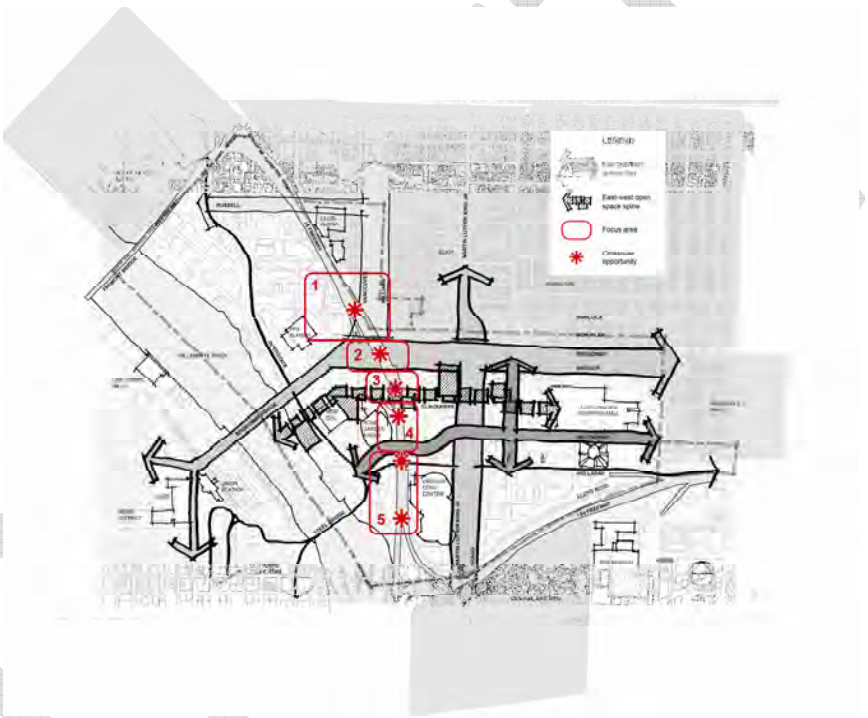
V. Integration of City of Portland and ODOT Plans

The N/NE Quadrant Plan and the I-5 Broadway-Weidler Interchange and Facility Plan were developed as a joint public planning effort to integrate the long range land use plans with current safety and operational problems on the freeway and at the interchange. The SAC participated in this unique effort to balance the needs to support the economic vitality of N/NE Quadrant businesses and the livability of area residents with the larger regional travel needs for safe and efficient freeway movement. This joint partnership resulted in creative solutions that support high-density development, safer and convenient places for walking, bicycling, and access to transit that should help increase the use of these transportation modes while accommodating safer regional freeway operations. The diagram below illustrates the opportunities to coordinate the two planning efforts, shown in five discrete areas. Accompanying the map is a summary of the complimentary relationships between the freeway improvements and the N/NE Quadrant land use-transportation-urban design elements.



Area 1: North of Broadway

The Vancouver/Williams neighborhood collector couplet intersects the I-5 Broadway-Weidler Interchange at one of the highest crash locations in Portland. The proposed improvement would provide for safer interchange operations and provide alternative bicycle and pedestrian routes to avoid the freeway interchange and improve access to potential redevelopment area north of N. Broadway.

- New connection over I-5 at Hancock and a potential second lid over freeway: This new connection would provide greater connectivity and safer route for pedestrians and bicyclists from N and NE Portland to the Broadway Bridge and across the Willamette River. A lid would further enhance crossing of the freeway and provide space for community amenities. This Hancock connection would reinforce the N/NE Quadrant Plan calls for greater connectivity across I-5 and improved

access, particularly to the Portland Public School's Blanchard site, which the plan calls to be rezoned to allow for higher density mixed use development.

- Recommendations include addressing Eliot Neighborhood concerns about potential traffic diversion with the proposed Hancock connection.

Area 2: Broadway-Weidler:

The current interchange is a major problem for safe passage for pedestrians and cyclists, and highly congested for motor vehicles, including streetcar and bus. The improvements would strengthen east-west transportation and land use connectivity as well as strengthen the economic connectivity with the Vancouver/Williams corridor.

- Reconstruction of the Broadway, Weidler, Vancouver, and Williams overcrossings: The Facility Plan calls for these structures to have better bicycle and pedestrian facilities. Traffic flow is addressed on surface streets via better access to the freeway, clarification of vehicular patterns and additional signalization.

- Lid over I-5 at Broadway/Weidler/Williams: The Facility Plan identifies a lid as a cost effective way to stage, mobilize and manage traffic during the reconstruction of the Broadway/Weidler/Williams structures over I-5. After construction the lid could be used to permanently protect the area from noise and visual disruption by providing space for potential active community uses such as open space or public or private development.

- Relocating the I-5 on ramp from Winning Way to Weidler: The Facility Plan recommends that access to the freeway take place directly from Weidler to increase the distance between interchange ramps on I-5 and clarifying the vehicular pattern along Weidler. Traffic flow is also improved for bikes and pedestrians through the inclusion of a new "reverse traffic flow lane" design on Williams, between Broadway and Weidler

The NE Quadrant Plan encourages the development of this lid as a way to reinforce Broadway's role as a continuous commercial spine, while encouraging redevelopment along the Broadway/Weidler and Vancouver/Williams corridors. Accomplishing these tasks will better serve to integrate the two sides of the district over I-5.

Area 3: Clackamas Crossing

The improvements to Area 2, especially the relocation of the current I-5 southbound on-ramp at N. Wheeler would provide for greater place making, redevelopment opportunities with a new connection at Clackamas-Winning Way connection that would establish a new link between the Willamette River, Rose Quarter and Central Lloyd subarea.

- Clackamas overcrossing: This pedestrian and cyclist connection over I-5 identified in the Facility Plan will connect the Rose Quarter area with the Lloyd District area to the east. In addition, the NE Quadrant Plan calls for Clackamas to be a "flexible street," which would emphasize pedestrian and cyclist travel from Lloyd District to the River, orient development toward the street and be an opportunity to extend district energy system from the Rose Quarter to future high-density mixed use development in the Central Lloyd area.

Areas 4: Rose Quarter and Area 5: Rose Quarter Transit Center and Peace Memorial

The I-5 Freeway segment between the Rose Quarter and the Sullivan's Gulch is elevated and has had negative impacts to this area. The proposed freeway improvements will present an opportunity to explore innovative stormwater and urban design treatments under the freeway to strengthen the connections between the Rose Quarter and Oregon Convention Center.

Freeway improvements: The Facility Plan calls for adding auxiliary lanes and shoulders to increase safety of existing traffic operations in this segment. All improvements occur within the existing freeway right-of-way.

VI. Final Votes

At the June 7, 2012 and August 2, 2012 SAC meetings, the members were polled as to their opinions on the Facilities Plan for the I-5 Interchange, the N/NE Quadrant Plan, and contents of this transmittal. The questions asked were:

- Do you endorse the Joint Facility Plan as written?
- Do you endorse the Draft N/NE Quadrant Plan as revised?
- Do you endorse the SAC Recommendations transmittal document?

The SAC's collaboration Principles defines the 1-2-3 voting protocol as follows:

- **"One"** indicates **full support** for the proposal as stated.
- **"Two"** indicates that the participant **agrees with the proposal as stated, but would prefer to have it modified in some manner in order to give it full support.** Nevertheless, the member will support the consensus even if his/her suggested modifications are not supported by the rest of the group because the proposal is worthy of general support, as written.
- **"Three"** indicates **refusal to support** the proposal as stated.

The results follow:		**Final Votes**		
Voting Members (Alternate)	**Interest**	**ODOT Facility Plan 6-7-12**	**Draft N/NE Quadrant Plan 8-2-12**	**Transmittal of SAC Recommendations 8-2-12**
Matt Arnold	Trans: Bicycle	1		
Wynn Avocette	At-large	Absent		
Pauline Bradford	Cultural Heritage	Absent		
Daniel Deutsch	Small Developer	Absent		
Malina Downey	Trans: Freight	Absent		
Debra Dunn	Trans: Trucking	Absent		
Gary Eichman	Trans: Freight	Absent		
Dean Gisvold	Neighborhood Assoc.	3		
Cynthia Gomez	Environmental Justice / Economic Equity	Absent		
Carol Gossett	Neighborhood Assoc.	1		
Heidi Guenin	Community Health	3		
Damien Hall	At-large	2		
Sean Hubert	Affordable Housing	1		

Wayne Kingsley	Business Org: Adjacent	1		
Wade Lange	Prop/Bus/Dev: Lloyd District	Absent		
Lloyd Lindley	Urban Design	1		
Eric Lovell	Business Org: Lower Albina	1		
Jenny Lyman	Transit Rider	Absent		
Gary Marschke	Business Org: N/NE	Absent		
Brock A. Nelson	Trans: Rail	1		
Jodi Parker	Labor Organization	1		
Midge Purcell	Community / Civic Org	Absent		
Owen Ronchelli	Trans: Local TMA	1		
Wanda Rosenbarger	Major Retailer	1		
William Ruff	High-Density Residential	Absent		
Bob Sallinger	Environment	Absent		
Phil Selinger	Trans: Pedestrian	1		
Gary Warren	Neighborhood Assoc.	1		
Mike Warwick	Neighborhood Assoc.	3		
Tracy Whalen	Trans: Freight	1		
Justin Zeulner	Prop/Bus/Dev: Rose Qtr	2		

Summary of Final Votes

	"1"	"2"	"3"	Result
ODOT Facility Plan draft, 6-7-12	**13**	**2**	**3**	**Pass by Majority/Minority**
N/NE Quadrant Plan draft, 8-2-12				
Transmittal of SAC Recommendations draft, 8-2-12				

A complete summary of SAC votes for the entire process can be found at Appendix X .

SAC Letters and Minority Reports

Where there was not a "consensus," members had the opportunity to submit additional information if a member voted "1" or "2," or a "minority report" if they voted a "3." Please see Appendix X for letters and minority reports submitted to the Project Team by X DATE.

VII. Process Evaluation Results and Lessons Learned

INSERT AFTER LAST MEETING BASED UPON PROCESS EVALUATION RESULTS

VIII. Conclusion and SAC Recommendations

The SAC recommends to the Portland City Council, Planning and Sustainability Commission, and the Oregon Transportation Commission that they accept the ODOT Facility Plan and the Draft N/NE Quadrant Plan as a package. Thank you for the opportunity to serve.

Insert additional recommendations from the SAC, if any

IX. Appendix

	Document	Web Link
A)	Project Overview	http://www.portlandoregon.gov/bps/52841
B)	Stakeholder Advisory Committee Collaboration Principles	PDF Link
C)	SAC Meeting Notes	PDF Link
D)	SAC Voting Summary	TBD – PDF Link
E)	SAC Letters and Minority Reports	TBD – PDF Link
F)	Public Involvement Plan	PDF Link
G)	N/NE Quadrant Plan	http://www.portlandoregon.gov/bps/53634
H)	Facility Plan for the I-5 Broadway/Weidler Interchange	http://www.portlandoregon.gov/bps/53634
I)	Process Evaluation Results and Lessons Learned	PDF Link

DRAFT

N/NEQ I-5 B-W PLANS
EVALUATION OF STAKEHOLDER ADVISORY COMMITTEE PROCESS
AUGUST 2012

Please take a moment to consider the entire SAC process. We value your candid comments and constructive feedback. You are welcome to fill this out in advance and hand it in on August 2, 2012. We will also have paper copies available that evening. Thank you for your participation!

1.	**Process Pacing**	**Excellent**	**Very Good**	**Good**	**Fair**	**Poor**
2.	**Quality of Group Interactions**	**Excellent**	**Very Good**	**Good**	**Fair**	**Poor**
3.	**Materials**	**Excellent**	**Very Good**	**Good**	**Fair**	**Poor**
4.	**Presentations**	**Excellent**	**Very Good**	**Good**	**Fair**	**Poor**
5.	**Staff Responsiveness**	**Excellent**	**Very Good**	**Good**	**Fair**	**Poor**
6.	**Consultant Responsiveness**	**Excellent**	**Very Good**	**Good**	**Fair**	**Poor**
7.	**Quality of Facilitation**	**Excellent**	**Very Good**	**Good**	**Fair**	**Poor**
8.	**Public Involvement**	**Excellent**	**Very Good**	**Good**	**Fair**	**Poor**
6.	**Project Team Communication to SAC**	**Excellent**	**Very Good**	**Good**	**Fair**	**Poor**
9.	**Project Website**	**Excellent**	**Very Good**	**Good**	**Fair**	**Poor**
10.	**Was the Substantive Outcome Better, Worse, or Same as You Expected?**	**Better**	**Slightly Better**	**As Expected**	**Slightly Worse**	**Worse**
11.	**Overall Substantive Outcome**	**Excellent**	**Very Good**	**Good**	**Fair**	**Poor**
12.	**Was the Process Better, Worse, or Same as You Expected?**	**Better**	**Slightly Better**	**As Expected**	**Slightly Worse**	**Worse**
13.	**Overall Process**	**Excellent**	**Very Good**	**Good**	**Fair**	**Poor**
14.	**Specific Things that Worked Well**					
15.	**Specific Things that Needed Improvement**					
16.	**Additional Comments**					

Name (Optional): _____

Correspondence received between July 17 and July 27

Comment 1 - received via email 7/20/12
I have worked and lived in the Lloyd Center area for over twenty years, and I definitely have an interest in how the N/NE Quadrant is developed. I really love this part of Portland. The main focus of my comments is simple. I disagree with the desire of residents and other parties who keep bringing up the same old tired line of "it is too big to fit into the area." I strongly disagree with those who want to impose very low height limits to new buildings along main boulevards such as NE Broadway, NE Weidler, or Williams. And in the Lloyd Center proper area, I think new construction should be allowed to go as high as downtown buildings (400 to 500+ feet). I think it is unfortunate that South Waterfront buildings were limited to 325 feet (and if I remember correctly, I think the few that were built to that height had to get special permission). In my opinion, it is the taller buildings around Portland that draw our attention and provide character to the skyline. What right do the residents along the hills west of South Waterfront have to a completely unobstructed view of the Cascade peaks or whatever else they want to look at? I think we will look back on that construction and wish we had let them build taller. And back to NE Portland, I think we should allow buildings to rival the height of "Big Pink" and the Wells Fargo building. Having a second downtown would be great for this city. And like I said, tall buildings can be very attractive and visually appealing. Furthermore, we should be encouraging high urban density this close in to the city.

It seems like it generally comes down to the vocal minority from neighborhood associations that speak out against change to their neighborhood. And it frustrates me. Unfortunately, those that are fine with a developer's plans for a new and different project (and usually one that is taller or larger) usually don't feel the need to chime in. I am guilty of that at times. "It doesn't fit in with the other structures in our neighborhood" or "it is too big" are often stated. I think it is those exact new, bigger structures that add positively to an existing neighborhood. And especially along busy, main streets, why can't new construction exceed 5 to 6 floors? Makes no sense to me!

Anyway, that is my main comment. In the main part of inner NE and Lloyd Center area, allow new buildings to exceed 400 and even 500 feet. And along some of the other main corridors, I think construction should not be limited to 5 or 6 floors just because somebody says it doesn't fit in with the neighborhood. I can easily envision buildings along main streets like Broadway, Weidler, MLK, Grand, Williams, Burnside, Sandy, and even Fremont that exceed 100 feet.

Thanks for considering any of these comments.

Michael Cocks
NE Portland

Comment 2 - received via email 7/25/12
I have looked at this plan for some time. It seems like a really terrible idea. Those bridges that will be torn down are not perfect but I don't think we should be mucking with a system that works on the hope we can make it better, which I am not convinced this will do, even if it works perfectly, which, as models go rarely happens.

Please do not build this. It will cost money we do not need to spend and all impacted neighborhoods agree, we don’t want it!

Thank you for your time,

reverend phil
NE PDX

Comment 3 - received via email 7/26/12
I applaud your efforts to improve the exit #302A from the north and the subsequent throughway to Weidler. "Going right and keeping left" is both confusing and unsafe. A correction is long overdue.

I am greatly concerned about the proposal the loosen height limits on new buildings. Construction higher than existing buildings would be out of place in the Lloyd District, and would compromise views for many of us who live in the area. Please reconsider this part of your proposal.

Thank you for your attention to this important matter.

Ross Robson

Comment 4 - received via email 7/26/12
To: Members of this Stakeholder Advisory Committee

Please reconsider your recommendation to endorse the planning of the Quadrant Advisory Committee. The work of the Portland Planning and Sustainability Commission if approved by the Portland City Council and the Oregon Transportation Commission would adversely affect the livability of the N/NE Quadrant. I am a resident of the Holiday Park Plaza and if the planning is approved and the work goes forward, the west view of the Plaza would be obstructed by buildings 8 to 30 floors tall. When I moved to the Plaza I paid a premium on my apartment so I could have a splendid view of the west hills. I continue to pay extra monthly rates that insure the west view will be unobstructed. There are other parcels of land on the east side of the river where tall buildings may be built and the beauty of the west hills can be preserved.

I hope the council will continue to examine the work of the Quadrant Advisory Committee and then reverse its approval so that the beauty of this city will not be destroyed.

Carlos Taylor

August 2, 2012

Sam,

I am not going to be able to attend the NE Quadrant meeting tonight. Unfortunately I am quadruple booked with a California condor meeting, Superfund Meeting and Parks Board Event. I appreciate the work of the committee and regret that Audubon was unable to be a more regular participant, due to the expansion/ extension of other City of Portland public processes. Overall we believe the committee did a good job on this document and we support many of its elements. However as per our prior comments, as well as multiple conversations with city staff, we continue to believe that the plan does not set adequate targets for green infrastructure and in particular urban tree canopy. While the city's tree goals do not anticipate a even distribution across the entire landscape, it is critical that we make significant forward progress in opportunity areas such as the NE Quadrant.

Please record that Audubon would vote 2 in terms of moving this plan forward and will submit individual comments outlining our concerns. Again we appreciate the work that went into this plan.

Feel free to share this with the rest of the committee.

Thanks,

Bob

Bob Sallinger
Conservation Director
Audubon Society of Portland
5151 NW Cornell Road
Portland, OR 97210

August 2, 2012

Dear Members of the SAC,

Please pass a resolution advocating that the portions of the now approved N/NE Quadrant and I-5 Broadway/Weidler Plans that affect the safety and traffic flow through the Flint/Broadway/Wheeler intersection be programmed and funded as soon as possible. This notoriously dangerous intersection is ranked among the top three in the city every year in reported bicycle/motor vehicle collisions. Many more go unreported. On any given day and at almost any hour it doesn't take long standing on the corner to observe frequent near misses. During rush hour or when there is a Rose Quarter event, it is extremely crowded and chaotic.

The traffic engineering design of this intersection cluster leads to conflict, collisions, and confusion for drivers, pedestrians and bicyclists. This chronic tinderbox of danger, delays, and anger is becoming increasingly volatile. Traffic of all kinds continues to increase now that the Leftbank Project and Annex are fully up and running, the Eastside Streetcar is about to become operational, and Rose Quarter events are picking up. In just the last two months three bicyclists were struck and injured seriously enough to be transported by ambulance to the hospital (see http://bikeportland.org/tag/broadway-flint-wheeler). We cannot risk further injuries or a fatality while these fixes continue to be put on hold until the freeway expansion project is funded.

All modes of travel - bikes, pedestrians, public transportation, cars and freight need this fix. These changes would improve the situation at this intersection for everyone moving through the area, regardless of their travel mode. Everyone wants to travel safely and efficiently, without confusion about appropriate behavior or fear of injuring someone or being injured. Better traffic engineering and intersection controls would reduce confusion about the right-of-way for different modes at this very busy, multi-cornered, multi-legged intersection.

On June 26th a meeting was attended by a broad group of persons representing adjacent and nearby property owners Paramount Apartments, Leftbank Project, and Portland Water Bureau, government agencies Portland Bureau of Transportation, Oregon Department of Transportation, and Portland Bureau of Planning and Sustainability, Eliot and Irvington Neighborhood Associations, Lloyd Transit Management Association, Bicycle Transportation Alliance, and BikePortland.org. Voicing support via e-mail, telephone or in person were representatives from the Bicycle Advisory Committee, Willamette Pedestrian Coalition, Portland Afoot, Lower Albina Industrial neighbors, Central City Concern, Bricker Consulting, and Active Right-of-Way. Many attendees and supporters represented multiple groups, as well as being personally concerned about their own daily encounters on foot, bicycle or behind the wheel at this intersection.

In spite of previous promises, lack of effective action has been due to the limbo this area has been in for the last 20 years. City and state transportation planners confirmed the reason the Rose Quarter area has been moribund: An agreement could not be reached over what to do with the freeway.

Now, after almost two years of hard work by this SAC and Project Staff, one plan has been settled on for the freeway and surrounding surface streets. The changes that fix our intersection are a subset of, not counter to or redundant with, the future plans for N/NE Quadrant and I-5 Broadway/Weidler. The majority of the SAC have voted for this plan without reservation. Three members voted in dissent. We should be able to get a unanimous vote on this resolution because all three of those members who voted "no" on the broader plan support the specific changes that fix this intersection independent of the freeway project.

While a resolution passed by the SAC may not be binding, it would present a collective voice calling for action now. We cannot continue to wait another 5, 10 or more years for the freeway project to fix Broadway/Flint/Wheeler. And we cannot wait for a fatality.

Sincerely,

Betsy and Rich Reese, Paramount Apartments
And signers

Philip R. Selinger
Willamette Pedestrian Coalition

Doug Klotz, member, Pedestrian Advisory Committee

Chris Smith

Commitment to sign received via email:
Steve Bozzone, Active Right of Way
Alexis Grant, Active Right of Way
Sean Hubert
Dean Gisvold
Joanna Agee, Leftbank Project



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

Stakeholder Advisory Committee Meeting #18 (June 28, 2012)

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

JUNE 28TH, 2012 SAC MEETING # 18 AGENDA

►►► CALAROGA TERRACE, 1400 NE SECOND AVENUE, PORTLAND, OR 97232 ◄◄◄

TIME	MIN	ITEM	LEAD(S)
5:00	15	**Informal Discussion and Meal**	All
5:30	15	**Standing Items** A) Welcome B) Meeting Purpose/Agenda Review C) Approval of Minutes D) Announcements • I-5 Facility Plan Update E) Process Overview/Timeline Reminder	Imperati Johnson
5:45	75	**Draft N/NE Quadrant Plan** A) Presentation: Plan Overview B) Clarifying Questions **Extended Public Comment (6:30)**	Lisle Beckman Imperati
7:00	15	**Break**	
7:15	60	**Draft N/NE Quadrant Plan (part 2)** C) SAC Discussion ***Action #1: Recommendation on Lower Albina zoning proposals*** ***Action #2: Recommendation on Irvington Edge height proposals*** ***Action #3: Do you endorse the draft N/NE Quadrant Plan as written?***	Lisle Beckman Imperati
8:15	15	**Next Steps, Meeting Evaluation** A) Comments on draft N/NE Quadrant Plan and minority reports due on 7/9 (send to samimperati@comcast.net) B) SAC Meeting #19 on 8/2– SAC Final Report C) Portland Planning and Sustainability Commission – 9/11 Hearing, 9/25 Worksession D) Meeting Evaluation	Imperati
8:30		**Adjourn**	

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

SAC MEETING # 17, JUNE 7, 2012

ROSE GARDEN ARENA, ROSE ROOM, ONE CENTER COURT

DRAFT NOTES

Voting Members

Representative	Interest	Organization	Present
Matt Arnold	Trans: Bicycle	Bicycle Advisory Committee	**Y**
Wynn Avocette	At-large		**N**
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	**N**
Daniel Deutsch	Small Developer	Alora Development	**N**
Malina Downey	Trans: Freight	UPS	**N**
Debra Dunn	Trans: Trucking	Oregon Trucking Association	**N**
Gary Eichman	Trans: Freight	Portland Freight Committee	**N**
Dean Gisvold	Neighborhood Assoc.	Irvington NA	**Y**
Cynthia Gomez	Environmental Justice / Economic Equity	Latino Network	**N**
Carol Gossett	Neighborhood Assoc.	Sullivan's Gulch NA	**Y**
Heidi Guenin	Community Health	Upstream Public Health	**N**
Damien Hall	At-large		**Y**
Sean Hubert	Affordable Housing	Central City Concern	**Y**
Wayne Kingsley	Business Org: Adjacent	Central Eastside Industrial Council	**Y**
Wade Lange	Prop/Bus/Dev: Lloyd District	Langley Investment Properties	**N**
Lloyd Lindley	Urban Design	AIA Portland / ASLA Portland	**Y**
Eric Lovell	Business Org: Lower Albina	Uroboros Glass Studio	**Y**
Jenny Lyman	Transit Rider	Tri Met	**N**
Gary Marschke	BSN Org: NNE BSN Assoc	NNE Business Association	**N**
Brock A. Nelson	Trans: Rail	Union Pacific Railroad	**Y**
Jodi Parker	Labor Organization	Building Trades/Columbia Pacific	**Y**
Midge Purcell	Community / Civic Org	Urban League	**N**
Owen Ronchelli	Trans: Local TMA	Lloyd TMA	**Y**
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	**Y**
William Ruff	High-Density Residential	Multiple property owners/developers	**N**
Bob Sallinger	Environment	Audubon Society	**N**
Phil Selinger	Trans: Pedestrian	Willamette Pedestrian Coalition	**Y**
Gary Warren	Neighborhood Assoc.	Lloyd District Community Assoc.	**Y**
Mike Warwick	Neighborhood Assoc.	Elliot NA	**Y**
Justin Zeulner	Prop/Bus/Dev: Rose Qtr	Trail Blazers/Portland Arena Mgt	**Y**

Alternate Members

Ed Abrahamson	Neighborhood Association	Irvington Community Association Land Use Committee	**Y**
Joanna Agee	Small Developer	Alora Development	**N**
Mike Bernatz	Prop/Bus/Dev: Lloyd Dist	Ashforth Pacific	**N**
Steve Bozzone	Public Health	AROW	**Y**
Brittain Brewer	Neighborhood Assoc	Sullivan's Gulch Neighborhood	**Y**
Steve Cole	Neighborhood Association	Irvington Community Association Land Use Committee	**N**
Dennis Henderson	Major Retailer	Lloyd Center	**N**
Doug Klotz	Trans: Pedestrian	Portland Pedestrian Advisory Com	**Y**
Andrea Marquez-Horna	Environmental Justice / Economic Equity	Latino Network	**N**

Heather McCarey	Trans: Bike	Bicycle Advisory Committee	**N**
Chris Oxley	Prop/Bus/Dev: Rose Qtr	Portland Arena Mgt	**N**
Kelly Rodgers	Environment	Coalition for a Livable Future	**N**
Bob Russell	Trans: Trucking	Oregon Trucking Associations	**N**
Laurie Simpson	Neighborhood Assoc.	Elliot NA	**N**
Martin Soloway	Affordable Housing	Central City Concern	**N**
Joice Taylor	Business Org	N/NE Business Assoc. President	**N**
Lindsay Walker	Trans: Local TMA	Lloyd TMA	**N**
Tracy Whalen	Trans: Freight	ESCO Corporation	**Y**
Kurt Widmer	Business Org: Lower Albina	Widmer Brothers Brewing	**N**

Non-Voting Members

Lew Bowers	PDC	PDC	**N**
Chris Deffebach	Metro	Metro	**N**
Teri Dressler	OCC	OCC	**N**
Jessica Engelmann	TriMet	TriMet	**N**
Peter Englander	PDC	PDC	**N**
Sara King	PDC	PDC	**N**
Susie Lahsene	Port	Port	**N**
Alan Lehto	TriMet	TriMet	**Y**
Paul Smith	PBOT	PBOT	**Y**
John Williams	Metro	Metro	**Y**
Rian Windsheimer	ODOT	ODOT	**N**
Joe Zehnder	BPS	BPS	**Y**

Project Team/Staff

Stephanie Beckman	Staff	BPS	**Y**
John Cullerton	Consultant	URS	**Y**
Ray Dalahanty	Consultant	DKS	**N**
Fred Eberle	Staff	ODOT	**Y**
Melissa Egan	Assistant Facilitator	Institute for Conflict Management	**Y**
John Gillam	Staff	PBOT	**N**
Diane Hale	Staff	BPS	**Y**
Sam Imperati	Facilitator	Institute for Conflict Management	**Y**
Steve Iwata	Staff	BPS	**N**
Andy Johnson	Staff	ODOT	**Y**
Todd Juhasz	Staff	ODOT	**Y**
Charles Kelley	Consultant	ZGF	**Y**
Mauricio Leclerc	Staff	PBOT	**Y**
Karl Lisle	Staff	BPS	**Y**
Alan Snook	Consultant	DKS Associates	**N**
Nicholas Starin	Staff	BPS	**N**
Mike Tresidder	Consultant	Alta Planning & Design	**N**
Tim Wilson	Staff	ODOT	**Y**
David Zagel	Consultant	URS	**Y**

Members of the Public: Doug Allen; Torsten Anderson; Chase Ballewu, PSU planning student; Jim Brown, Alameda Neighborhood; Paul Cathcart, PPS; David Goodyke, Neuve Ngau (sp?); Ted Grund; Jim Howell, AORTA; Jim Kantz; Mark McClure; Sarah Mirk, Portland Mercury; Jonna Papaefthimiou, Mayor's Office; Terry Parker; Brad Perkins, ICA; Lee Perlman, Eliot Neighborhood Association; Matt Rashleigh, KOIN TV; Betsy Reese, Paramount Apartments; Allan Rudwick, Eliot LUC;

INFORMAL DISCUSSION AND MEAL

WELCOME, MEETING PURPOSE, APPROVAL OF MINUTES, AND STANDING BUSINESS

Co-Chair Lloyd Lindley welcomed the group and Andy Johnson, ODOT, reviewed the agenda.

Approval of Notes

Phil Selinger and Damien Hall will provide ICM with edits to their statements in the draft May notes. The May N/NEQ SAC Meeting Notes were approved as amended.

Announcements

None.

Process Overview/Timeline Reminder

Andy noted that this is the last transportation focused meeting. SAC Meeting #18 on 6/28 is on the land use. Staff will be looking for SAC direction on the complete Draft Quadrant Plan. There will be one final meeting on August 2, during which the SAC will make their final recommendations. On behalf of the entire project team, Andy thanked the SAC members who have given so much time to this process.

FACILITY PLAN REPORT - I-5 BROADWAY-WEIDLER INTERCHANGE IMPROVEMENTS

Todd Juhasz, ODOT, provided a presentation on the Facility Plan which covered the history and purpose of the project, land use and transportation connections, the recommended concepts and elements and the implementation actions. He noted that for many, this presentation addresses some materials the SAC has already seen.

ODOT has engaged in this historic partnership with the City of Portland Bureau of Planning and Sustainability and Portland Bureau of Transportation to coordinate planning efforts. Todd reviewed the steps in the process that got us to where we are today. When completed, staff hopes the project will earn a Multimodal Mixed-use Area (MMA) designation.

Slide 8: The Land Use-Transportation Connection

MMA Designation:

- Multimodal Infrastructure
  - I-5 Freeway and Local Street Network
  - Four LRT Lines
  - Streetcar: Pearl to CES
  - Eight Tri-Met Bus Lines
  - Major north/south and east/west bike routes
- City/State Jointly Developed Plan
  - Integrating Transportation and Land Use Components
  - Overall Vehicle Trip Generation Expected to be Same/Lower

Slide 9: Facility Plan Elements

1. Implement TDM/TSM Measures
2. Construct Mainline Safety Elements
3. Reconstruct Broadway/Weidler/Williams
4. Relocate SB On-Ramp
5. Reverse Traffic Flow on Williams
6. Clackamas Bike/Ped Overcrossing
7. North of Broadway Improvements

Slides 12 and 13: Benefits of Project

Mainline:
- Improves length of weave between interchanges
- Aux Lane provides more time for drivers to get on/off freeway
- Full shoulders allow disabled vehicles to be moved out of mainline traffic
- Seismic Upgrades to Affected Bridges
- Projected 30-50% reduction in crashes

Improved Interface between Freeway/Local Streets:
- Improved bike and ped facilities
- Provides additional bike/ped route choices
- Creates better local street connections
- Lid creates urban design opportunities

Todd reviewed the proposal map, area by area, describing the characteristics of the facilities, proposed changes, and the improvements in connectivity.

Slide 14 and 15: Implementation Actions

Project Development/ Project Management:
- Crosswalks at all signalized intersections
- Egress Plan to Be Refined with Rose Garden and City
- Signals to be Timed to Avoid Queues Backing up Onto I-5
- ODOT/City to do Additional Outreach

Specific Design Coordination:
- Parking to Remain the Same or More
- Traffic Calming for Eliot Neighborhood
- Refine Designs for Changes to Streets and Properties Near the Box
- Refine Plans for Transit Operations

Carol Gossett: clarifying that all improvements for the freeway are happening within the existing right-of-way (ROW)?

Andy Johnson: yes.

Justin Zeulner: welcomed the group to the Rose Garden. Comment: in this facility plan, there are still some outstanding concerns about what the future looks like with the proposed ramp changes, etc. He appreciates ODOT and the City working with him. For the record, we do not have resolution and there are some pretty significant changes that will need to take place to effectively manage an event and sports arena. We have some ideas, suggestions, and he is looking forward to future conversations to work this out.

Mike Warwick: there is another letter from him in the meeting packet, which represents a significant shift from the Elliot Neighborhood Association. They see negatives in the freeway proposal. They also see some positives, but their position has shifted because they are concerned about the Hancock Overpass. They are no longer supporting that option. Another issue is that he is concerned about the City coming through, as they often do not.

Phil Selinger: thinks what we are doing here will be a much better environment for bikes and pedestrians. He is looking forward to the land use, to see how the lids are going to be handled. He wants them to be durable and useful for the entire year.

Justin Zeulner: stated the Rose Quarter is absolutely committed to traffic calming in the Elliot neighborhood. We are also going to be working to add language to the package to make this as firmly as possible an essential part of the project.

Lloyd Lindley: thanks staff for language about the Hancock Overcrossing. He hopes you will actively pursue it, not just study.

Justin Zeulner: comment regarding Clackamas Overcrossing: there are some outstanding questions. The reality is that we have a huge divide in this district. I-5 had divided the Westside from the Eastside. The I-5 divide makes it difficult for those on eastside of the freeway to move easily to the Rose Quarter area, hindering economic development and the creation of a more vibrant area. The addition of the Clackamas pedestrian bridge will be is essential to creating more access to the Rose Quarter area.

Steve Bozzone: from AROW, is here tonight as Heidi Guenin's alternate. He is concerned about community and public health. He appreciates everyone's hard work and the process thus far, and would like to see surface improvements separated from the highway. Investing in our highways does nothing for our health. He is concerned about safety, but feels we are ignoring the beast of the CRC and what it is going to do. He wants to support surface improvements but not highway, and again, wants them to be considered separately.

Wayne Kingsley: to Mike Warwick's comment about the City, he can tell you that the one ODOT project he has worked on, they did everything they said they were doing to do and more. And he has also done some good projects with the City. To Steve Bozzone's comments, his understanding is that in terms of where the money is coming from, if you do not do freeway improvements, there is no funding for surface improvements. So, considering them separately would not work.

Todd Juhasz: that is correct. To do surface improvements, we have to make safety and operations improvements to the freeway. With this particular funding stream, they go together as a package.

Steve Bozzone: but there are other funding mechanisms for surface improvements?

Todd Juhasz: yes, but it would be a lot tougher if freeway was not part of it. Without the freeway, it's less likely that we would have access to federal dollars. We would have to rely on some combination of limited state and local funding for surface improvements. It is unlikely that we could fund the proposed surface improvements with state and local funds alone.

Paul Smith: the pretext of work is that there are safety issues to address by adding auxiliary lanes to the freeway. With that assumption, there is a need to tear down existing overpasses. Then the street improvements will occur after you rebuild the freeway. We cannot do all the surface improvements without a combined project. There has long been a recognized need to address safety and mobility issues. This is considered an important step for the City and State. There is no alternative finance plan on the table. This is one project and it will need to be funded through a single package, not necessarily a single source. The City and State have made a great commitment to working together.

Steve Bozzone: he wants an opportunity to choose, if we are advising the City and the State.

Paul Smith: if there was no freeway project, there would be very little opportunity to make surface improvements.

Gary Warren: thanks, Justin. He is not opposed to any connections to the river and not opposed to the connections to the Lloyd Center. His question is it is the right use of funds to build the bike/pedestrian overcrossing? Is it addressing the parking issues? That's where his questions are. He is looking forward to further discussions. He wants to limit and mitigate the parking issues.

Sam Imperati, ICM, introduced himself to the audience as the facilitator of this process. He apologized for being late, he was at another meeting.

PUBLIC COMMENT

Jim Howell, AORTA, read a prepared statement, as follows: We sincerely urge you and our local political leaders to choose "No Build" as the preferred alternative for this extremely flawed Facility Plan for "I-5 Broadway/Weidler Interchange Improvements." As it stands, the project smacks of the outrageously defective Columba River Crossing – badly envisioned and highly overpriced.

While local, state and federal policy all promote the highest environmental values –reduction of greenhouse gases, vehicle miles traveled, fuel consumption, air pollution, urban sprawl, and global warming – it is inconceivable that ODOT and PBOT would promote a billion-dollar freeway-widening project in the middle of Portland at the Rose Quarter.

Let's be honest. The N/NE Quadrant Project has been promoted as a local street and neighborhood improvement plan when in fact it has actually been an excuse to promote a freeway-widening venture. It will require massive demolition and reconstruction of major arterial overpasses with huge disruptions to neighborhoods and local traffic patterns while providing practically no benefits. It's CRC Lite by any serious analysis.

Where is the wisdom in spending hundreds of millions of dollars to demolish, then replace, perfectly good infrastructure in order to temporarily relieve some local traffic congestion when the same money could repair miles of crumbling city streets?

The City of Portland has meekly accepted Metro's and ODOT's flawed traffic demand- forecasts, which are the reason this unsustainable project has progressed so far. Now is the time to reevaluate these forecasts as well as the bigger regional transportation picture that should include a more robust public transportation component.

So far Metro has not proposed a viable public transportation alterative to I-5 through the metropolitan area. MAX provides this alternative in the east-west plane between Gresham and Hillsboro, despite the significant bottleneck in downtown Portland. On the other hand, the north-south I-5 corridor has only the Yellow Line providing efficient high-capacity transit service north of the Rose Quarter – currently to the Expo Center and eventually to Clark County. But there is no plan to extend it southward to the edge of the metro area.

Whenever the concept of extending MAX south from the Rose Quarter has been raised at public meetings, members of the project team dismiss such comments as not germane to the prevailing local planning study. Yet widening I-5 at the Rose Quarter is being undertaken – not to fix a local traffic problem – but primarily to correct a bottleneck in an interstate freeway.

The message here flies in the face of agency environmental values, raising the idea that freeways are more important than public transport, a clear double standard.

Please put this flawed I-5 Broadway/Weidler Interchange Improvements Project on the shelf and quit spending limited public funds for expensive consultants until Metro and TriMet get their acts together and develop a regional public transportation system with an effective north-south light rail corridor that will actually reduce traffic demand, specifically on these interchanges and systemically on all the region's freeways.

Alan Rudwick, Eliot Neighborhood Association LU Committee, this is the biggest thing that has happened to Eliot since I-5 has gone through. He referred the SAC to his handout in the meeting packet, which describes his ideas for numerous surface improvements without tearing down the bridges. It is a huge waste of money to tear down perfectly good bridges. It will delay development throughout the entire area. He sees little benefit other than moving people through the area faster. He does not see any safety improvements, and the weaves will be pretty much the same as they are

today. He wonders what we are getting through this project. He thanked the SAC for spending the last two years on this project and asked them to please vote no on ODOT's project.

Betsy Reese, Paramount Apartments, is in good communication with staff; she will pass on making comments.

Doug Allen, SE Portland, has been attending various public meetings for 40 years or so. He gave an example from 1980 of a proposed project to widen McLoughlin Boulevard, which never happened. He described traffic examples from the 1970s, and traffic examples today. His point is that basically the prediction from then upon which the road widening project was based did not come true. He gave another example of the Water Avenue ramp. It also did not happen and it turns out we did not need them. The idea that we have to take on enormous highway projects to make improvements is just wrong. It is not worth the price. He has two children, and they will be living in a future world impacted by climate change. That this project will somehow improve pedestrian and bicycle facilities is ludicrous and criminal. Jim Howell said it well: this needs to be put on the shelf. Do not widen the freeway.

Doug Klotz, SAC alternate, wants to reinforce the need to make sure the Broadway-Weidler, where it crosses the lid, looks like an urban environment. We need to activate the space, like Phil mentions. He thinks that one or two story buildings which continue on across the lid, so you will not even know there is a freeway under there. He especially wants to be sure there are no visible ventilation ducts, per his previous comments. Also, the west sidewalk on Vancouver from Hancock down to Broadway continues as it does today, all the way to Broadway. Our charge it to make the best plan as we can for our constituencies; if it is to go through, it is the best effort.

These comments were received by staff after the meeting.

From: Heidi [mailto:heidi@upstreampublichealth.org]
Sent: Thursday, June 07, 2012 4:00 PM
To: Hale, Diane; Sam Imperati
Cc: Steve B
Subject: Re: N/NE BW SAC Member Attendance and Process Check-In

Great - thanks for the clarification, Diane. I'm cc'ing Steve here so he can see what I'm submitting to you and Sam for the meeting tonight.

I understand that, since I have not been able to attend the last several meetings, I might be a little behind in understanding some of what's spelled out in the Draft Facility Plan, but I do have some concerns that I'd like to submit. Right off the bat, the first "objective" listed on (the first) page 2 is to "ease congestion levels and improve safety," and "congestion and bottleneck" are listed before the safety concerns on (the second) p.2. Since September of 2010, it's been my experience that ODOT staff have discussed the need for this project *primarily* in terms of safety needs on I-5, and the safety concerns were framed primarily around the short weaving distances and the emergency response and *not* the congestion in and of itself. Looking back through our older materials, there are many goals listed, and I don't see the word "congestion" in there (unless it made it to later versions that I missed in my notebook perusing). I do remember seeing references to increasing freeway speeds and LOS early in the process, but I don't remember the SAC uniting around these as priorities. Is that what happened in the last few months?

The bicycle and pedestrian improvements proposed throughout the project area seem poised to make a significant difference in the safety and accessibility of these modes of travel. So while I'm still not convinced that expanding a freeway in the heart of the city is the best long-term solution & I'm concerned about what seems a recent privileging of "congestion" as an issue, if the auxiliary lanes *are* to be extended, I appreciate the work that went into talking through the bicycle and pedestrian improvements with stakeholders.

In Table 4, I would like to see a reference to the fact that these issues were considered by the current SAC and were rejected, if that's the case, as I believe it is. I'd also like to see more language in the "PE" section about the priorities for phasing. As we saw with the streetcar construction in this area, bicycle and pedestrian safety

improvements and amenities were not given priority, which left us with quite a mess for pedestrian and people on bikes to navigate.

Sam described the 1-2-3 voting method in preparation for voting on the Facility Plan. To address Steve's issue, we will also need to agree on how to go about it. Setting the context in terms of what the next part of the process looks like is the following: today's major action is the facility plan. On June 28, the focus will be on land use. Finally, on August 2, it will all come back together for final review and discussion. It is an iterative process, and we can only talk about one issue at a time, but we are looking at the package as a whole.

Lloyd Lindley: to ODOT, in the next phase, will the process of refinements be public?

ODOT: yes.

Andy Johnson: we do not know exactly what it will look like; a group similar to this, maybe more technically focused and, of course we will continue to work directly with property owners. He hopes it will continue to be a joint process with the City.

Mike Warwick: anything further on splitting the vote?

Sam Imperati: described the process, asking if there were any further amendments? He clarified to the SAC if you want to say, "I don't support the ODOT portion," then you vote 3. If we have a majority of the committee voting 3, then that is the vote.

Joe Zehnder: on the 3 votes, we will forward the committee's recommendation, and note where there is consensus and where there was a minority-majority, including why folks voted 3.

Steve Bozzone: can you ask 3 questions instead of 1?

Carol Gossett: to Steve, she does not understand. If the freeway facilitates the surface improvements, and you want surface improvements, then she does not understand your philosophy.

Sam Imperati: if you vote 3 on transportation, that is essentially a vote for "no build," which comes in 2 flavors, the mainline/trench and the surface.

Joe Zehnder: it is cleaner and does get to the same place. If you are voting 3, we want to know why. It will all be transmitted to the City Council. He prefers we just vote on the package and to hear the reasoning behind your vote.

Damien Hall: we have already done that at previous meetings, we are now on the third vote. He is not sure why we would need to vote three times again.

Lloyd Lindley: seconds what Damien said. The urban design and transportation proposals are connected in this process. It would be best to know where we fail and were we succeed, as a package.

Steve Bozzone: would like to know, if this package has been presented, did we vote once? He does not think they are the same thing. He proposes one vote on one question. He is an optimist. We are going to have a change of who is in power in the City. Our priorities are changing, that's clear. He prefers to vote on land use and the freeway separately.

Ed Abrahamson: appreciates this opportunity. We have coupled the freeway process with all the other process in the N/NE quadrant. If we do not move the package forward, there are still improvements that need to be done.

Sam said we will vote on the process question with 1-2-3 voting. A vote of "1" means you support voting on the entire package. A vote of "3" means you would like to do it piece by piece.

Vote on Voting Process

1 - All Voting Members except Mike Warwick and Steve Bozzone
3 - Mike Warwick and Steve Bozzone

Action: Do you endorse the joint facility plan as written?

Straw poll to get a sense of where the group is, to tee up discussion:

1 – Tracy, Wayne, Brock, Carol, Jody, Matt, Phil, Eric, Wanda, Owen
2 – Lloyd, Damien, Gary, Justin, Sean
3 – Mike, Dean, Steve

Sam asked those who voted 3, what, if anything, would change your vote to a 2?

Mike Warwick: cannot change his vote, he is bound by the Eliot LU Committee.

Dean Gisvold: there is no way to move to 2. He has outlined his reasons about two months ago. Also, he agrees with Mike Warwick, and 4 out of the 5 public speakers are opposed. This is CRC lite, there is no justification for spending the money for the nominal benefits. He is not supportive of this plan.

Steve Bozzone: it is a false choice; we only get one without looking at this a little more pragmatically. He would call it CRC Phase 2.

Sam asked those who voted 2, what, if anything, would change your vote to a 1?

Justin Zeulner: 1) cannot move to a 1 tonight, he needs more information to further validate the safety improvements, and 2) confirmation that congestion will be eased. Is the bottleneck truly the Rose Quarter or I-84? And finally, 3) needs further work on Rose Quarter event operations as previously stated.

Gary Warren: as a Lloyd District representative, he is in total support of expansion of the freeway, and feels what is being proposed does address safety and getting folks in and out of Rose Quarter, Lloyd Mall, and the Convention Center. The reason he is a 2 is the Clackamas Overcrossing. He is opposed to it. He will change to a 1 if something is in there saying we will do a parking plan like Geld Wen. With that, he would change to a 1.

Sean Hubert: Andy and he conferred on his issue, which can be found on page 11 of the Facility Plan. He requested adding text, something to the effect of, "the new ramp moving adjacent to the Madrona will be visually and aurally screened." He would change to a 1 with that addition.

Damien Hall: on just the freeway, he would vote 1. In his view, the local street plan came up short. The main issue is looking at the project as a whole, recommending more facilities be built, without taking into account what will come out to build those. There is a set amount of money, which he understands is not enough for the lid and that is the major opportunity to improve the area. The circulation from the proposed local street plan is not optimal.

Lloyd Lindley: his reservation comes from page 53, regarding the freeway lid; he could get to a 1 if the text were changed to, “actively seek” instead of “study.”

Andy Johnson: in the short facility plan, it is on the bottom of page 10, the 4th bullet; that change has been made.

Lloyd Lindley: changes his vote to a 1.

Paul Smith: to Gary, and speaking for PBOT, he supports a parking plan being part of the recommendation. There is a lot to be worked out and he supports that.

Sam asked the SAC if anyone was opposed to this friendly amendment? No one was opposed, thus a request to create a parking plan will be part of the final recommendation.

Justin Zeulner: would pose the parking question to our TMA; the Rose Quarter cannot comment.

Owen Ronchelli: supports it and he would make a request to be part of the planning effort, especially west of MLK.

Sam re-stated that the final vote will include this concept.

Mike Warwick: Eliot is in discussion with Rose Quarter on this topic, as well.

Todd Juhasz: to Sean, we will add language to the final report stating that noise attenuation and/or a vegetative barrier will be built adjacent to the Madrona.

Sean Hubert: great, I would move from a 2 to 1 with that commitment.

Andy Johnson: wants to be sure he understands, to Justin, you want more information on the safety improvements and confirmation that congestion will be eased. And, to Damien, you are pushing us to do better in future on the local streets.

Damien Hall: yes.

Justin Zeulner: if this does not address safety and congestion, he cannot fully support it.

Sam to a vote on the Facility Plan, as amended by the above discussion:

Action: Do you endorse the joint facility plan as written?

3 – Steve, Mike, Dean
2 – Justin, Damien
1 – Tracy, Wayne, Brock, Carol, Jody, Matt, Phil, Eric, Wanda, Owen, Lloyd, Gary, Sean

The Facility Plan was endorsed by a majority – minority vote.

BREAK

N/NE QUADRANT PLAN DRAFT

Subcommittee Update: Plan Development and Review of Draft Goals, Implementation Actions, and Urban Design Diagrams

Stephanie Beckman, PBS, provided a brief overview of the progress made at the two land use subcommittee meetings held on May 23rd and 29th. We had planned a couple times to have the discussion at full SAC meetings, but twice did not have time, so staff decided to have subcommittees. A revised Draft Quadrant Plan will be available for SAC and public review on June 18th. Staff provided a comment summary in tonight's packet. We want to ask you tonight if there are any other comments or anything you see missing from the Draft. Comments welcome. We have a PDF version of the plan document if folks need to see it or refer to it.

Stephanie opened up the floor for comments.

Carol Gossett: Sullivan Gulch's asked for a district "gateway/portal" to be added to the Lloyd District Urban Design Concept at NE Broadway/Weidler and NE15th.

Karl Lisle: we have not had time to update it, but it will be added. Revised maps will be included in draft plan out on 6/18 and will be discussed at the SAC meeting on June 28th.

Gary Warren: thanks to many of the SAC members who noted their concern about his feedback on the zoning. He was not at the last meeting and he appreciates the effort and consideration. He is concerned about elimination of the RXd zone. Residential is very important in this area. He is concerned about CXd zone going in there. We all know what has happened in the Pearl. It is likely to have a detrimental impact on the neighborhood, as well as a lot of other implications, especially parking. Appreciates Karl and Joe reaching out; he will share his concerns at their upcoming meeting.

Karl referred to the map and explained the sections of zoning that Gary was referring to.

Eric Lovell: the previous map has the dashed line for the pedestrian passage way for the future river park, on this version it it ends in an arrow.

Staff: we will fix that.

Lower Albina Zoning Proposals - Subcommittee Update

Karl provided an update on the Lower Albina Zoning Proposals, which incorporate feedback from the subcommittee. We won't take a formal vote tonight, but staff wants to at least get a sense if we are heading in the right direction.

Karl reviewed the proposal map of lower Albina, nothing they are mostly leaving as it, recognizing the area as important industrial land, but proposing two changes, as explained in Slide 8, below.

Slide 8: Lower Albina – Proposed Changes to Zoning

RC2) Change IG1d on Russell east of existing conservation district to EXd (with housing prohibited).

Based on subcommittee feedback, staff recommends keeping this in the proposal.

RC3) Apply Employment Opportunity Subarea (EOS) provisions east of Union Pacific rail line.

Conversations continue with Lower Albina stakeholders regarding this proposal. Options under consideration are:

a. *Proceed with (EOS) as proposed.*

b. *Reduce area to which EOS is applied.*
c. *Reduce EOS allowances for non-industrial uses.*
d. *Do not apply EOS in Lower Albina.*

NE Broadway Transition Heights – Revised Proposal

Karl reviewed the NE Broadway Transition Heights proposal and revisions made since the subcommittee meetings. He said staff got support at the subcommittee for a revised Proposal (aka subcommittee Alternative B). They discussed it with Pauline Bradford, who could not be here tonight, and she is more supportive of this than the previous proposal. There are some outstanding issues, one of which is the Irvington Edge. He showed some options for how you could do a step-down. He showed a diagram of Dean Gisvold's proposal, which staff is not entirely comfortable with. They are having a meeting with Dean next week to discuss.

Dean Gisvold: the block between Broadway and Schuyler is consistent with what is on the ground now. There is no building on the south side of Schuyler higher than 45 feet. His proposed step-down is consistent with a recently constructed condo project. Irvington is the largest historic district in the state and needs protection. He described his proposal and the reasons for it, and the relationship to the Portland Comprehensive Plan. There is still some residential zoning we want to change. We want this historic district to work and, in order for it to work, we need these changes. What we are asking for is what we believe is consistent with the goals and objectives of this historic district. This is what the LU committee and the ICA wants as part of protecting the historic district.

Gary Warren: what is height of condo project?

Karl Lisle: four stories over retail.

Dean Gisvold: retail on the ground floor, and four stories on top of that - 55, 60 feet.

Alan Lehto: comments for clarification of height issues.

Karl showed area, gave examples of heights. There was continued discussion about heights and the character of an historic district.

Dean Gisvold: those buildings are affordable housing, and it is not the character we are going for. Not the "affordable" part, but that type of building. Housing authority projects are something we can talk about.

Karl Lisle: for an historic district, a developer has to go through historic design review.

Joe Zehnder: this is the discussion we will be having next week. Across the city, we are struggling with this. The character of the historic district has to be balanced with how good a location is this area for multi-family units. We are looking, city-wide, with the Housing Bureau. We are looking for places that already have the amenities to make for successful multi-family developments. The five-over-one that Alan referred to is what we are looking at. The Broadway-Weidler corridor is an inherently good area for multifamily because of transit access.

Karl Lisle: we do not need to vote on the whole thing, but would like direction on the Eliot edge.

Mike Warwick: the step-down to historic district boundaries and historic property boundaries, he likes that idea. He described his ideas of how to handle the step down. It is a small area, but critical. Comment on 175 foot heights and putting 175 building on the area between Broadway and Weidler there would defeat purpose. It might be nicer to have a plaza instead of tall building. This was Pauline's point at the last meeting.

Tracy Whalen: likes the comments, she understands better what you have been trying to get at. Depending upon what discussions come out with, will we be able to vote on proposals that have some separate block step-downs?

Karl Lisle: within reason and with sensitivity to property values, law suit potential, etc., but we are not going to look at property by property height zoning.

Joe Zehnder: agrees; we would prefer to keep it not that fine a scale. It is hard to justify. They are looking for a solution that meets the broadest needs.

Tracy Whalen: thanks, just looking to clarify.

Mike Warwick: to Joe, is that something you can do?

Joe Zehnder: with a bonus, perhaps.

Dean Gisvold: he differs with Joe and Karl that the design review process is how to deal with these issues. The design standards process is not discretionary; if the developer meets design standards, then they get the permit. The question is what is in those design standards? The current zoning is has mid-block adjustments both north and south and east and west. So, does not buy the arguments staff is making. It is not impossible to do step-downs property-by-property; nothing is illegal about that.

Karl Lisle: in a historic district, you have to go through the historic design review.

Dean Gisvold: yes; those trump state law. That option of what process is followed is up to the developer not the neighborhood. That is they we went to a historic district.

Joe Zehnder: you are right, when you get into the conservation district.

Justin Zeulner: question about Rose Quarter: what is the max height for the Clackamas Overcrossing? Wonders what was the rationale?

Karl Lisle: there is a lot of available height potential in that area.

Justin Zeulner: what about the grain elevator?

Karl Lisle: it is in industrial zoning, which has no height limit.

There was continued discussion on the height issues.

PUBLIC COMMENT

None.

MEETING WRAP UP AND NEXT STEPS

In closing, Sam asked everyone to fill out the meeting evaluation form. He said there will be several off-line meetings to move some issues forward; He thanked everyone for a good meeting.

Upcoming meetings:

- SAC Meeting #18 on 6/28 – SAC direction on complete draft Quadrant Plan
- SAC Meeting #19 on 8/2 – Final SAC recommendations
- September 11 – Planning Commission (tentative date)
- October/November – City Council
- December – Oregon Transportation Commission (Facility Plan)

The meeting was adjourned at 8:15 p.m.

The meeting notes are respectfully submitted by the Institute for Conflict Management, Inc. facilitation team.

N/NEQ SAC #17 MEETING EVALUATION SUMMARY
JUNE 7, 2012

10 Evaluation Forms

	Poor	Fair	Good	Very Good	Excellent
1) OVERALL MTG QUALITY			1	6	2
2) PACING	Too Slow		Just right		Too Fast
		1	9		
3) CLARITY PRESENTATIONS			3	6	1
4) DOCUMENTS		1	1	6	2
5) DISCUSSION		1	2	5	2

6. MOST USEFUL?

- Facilitator being late
- Voting process discussion and vote itself. Well done.

7. LEAST USEFUL?

- Facilitator arriving
- Public comment (just kidding)

8. COMMENTS, SUGGESTIONS, OR QUESTIONS?

- A little hard to hear sometimes; tell Lloyd to speak up!
- Discussions as project has progress have gotten less substantive – dealing with minutiae
- Room too big, poor acoustics
- Sound problems

Eratta

Proposed changes to the Facility Plan based on comments from the June 7th, 2012 SAC meeting. (Refer to notes from SAC #17 for specific comments.)

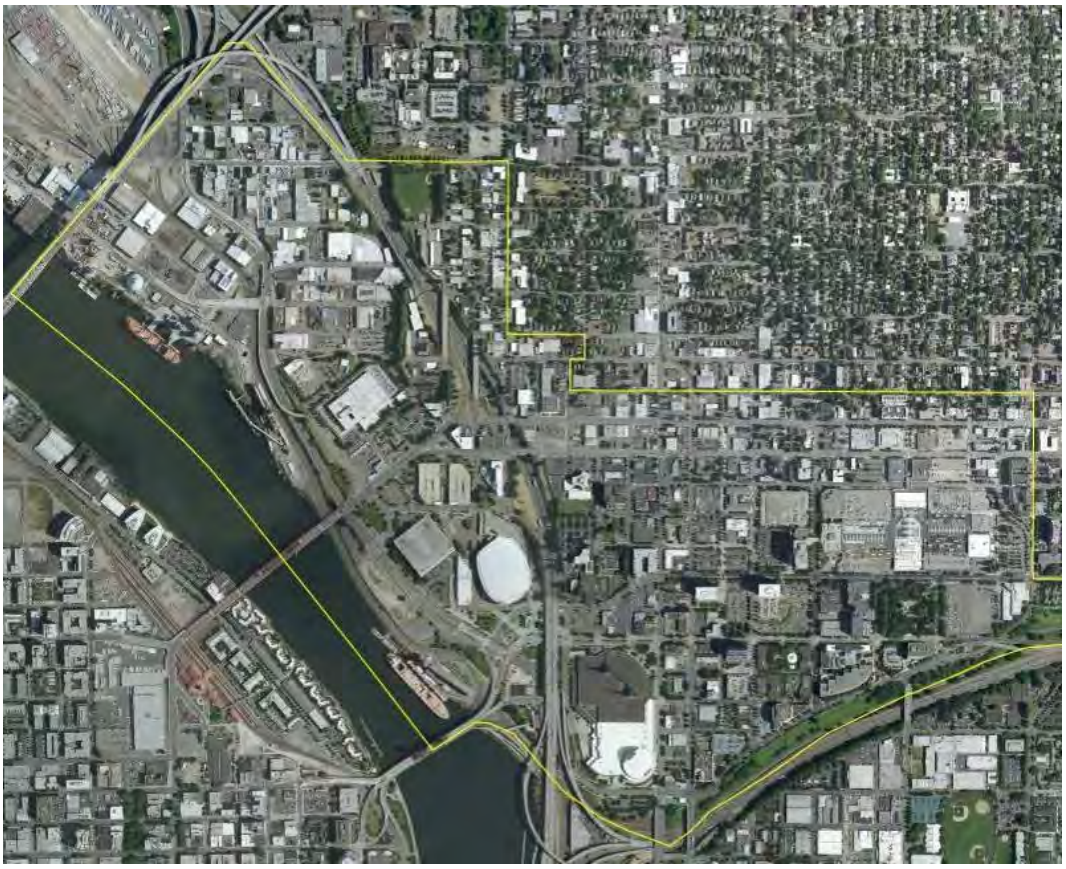
Page 11 under Specific Design Coordination, number 7., add sub-bullet c. "Study and implement a parking plan for the area adjacent to the Clackamas Pedestrian Bridge on the east side of I-5."

Page 11 under Specific Design Coordination, number 5 d., add sub-bullet 4. that states: "visual or acoustic screening will be examined, designed and implemented between the Madrona Studios and the relocated on ramp to I-5 at Wiedler."

Central City
N/NE Quadrant Plan

Stakeholder Advisory Committee Review Draft

June 2012



CENTRAL CITY 2035

N/NE QUADRANT

CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

55257

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

If you need special accommodation, please call 503-823-7700, the City's TTY at 503-823-6868, or the Oregon Relay Service at 1-800-735-2900.

For more information about the **N/NE Quadrant Plan**, please contact:

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ACKNOWLEDGEMENTS

Portland City Council

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Nick Fish, Commissioner
Amanda Fritz, Commissioner
Randy Leonard, Commissioner
Dan Saltzman, Commissioner

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Consultant
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Facilitator: Sam Imperati, Institute for Conflict Management

Gary Eichman, Lloyd Lindley and Tracy Whalen, Co-Chairs

Matt Arnold
Wynn Avocette
Pauline Bradford
Carol Gossett
Phil Selinger
Carolyn Briggs (past)
Daniel Deutsch
Malina Downey
Debra Dunn
Dean Gisvold
Cynthia Gomez (past)
Heidi Guenin
Damien Hall
Sean Hubert
Wayne Kingsley
Wade Lange
Eric Lovell
Jenny Lyman
Gary Marschke
Brock A. Nelson
Midge Purcell
Jodi Parker
Paul Riggs (past)
Owen Ronchelli
Wanda Rosenbarger
William Ruff
Bob Sallinger
Gary Warren
Mike Warwick
Justin Zeulner
J. Isaac (past)

Non-Voting Members

John Williams
Teri Dresler
Rian Windsheimer
Susie Lahsene
Joe Zehnder
Paul Smith
Lew Bowers
Peter Englander
Alan Lehto

Technical Advisory Committee

See Appendix F: Public Involvement Summary

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

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CHAPTER 1: INTRODUCTION

Purpose

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

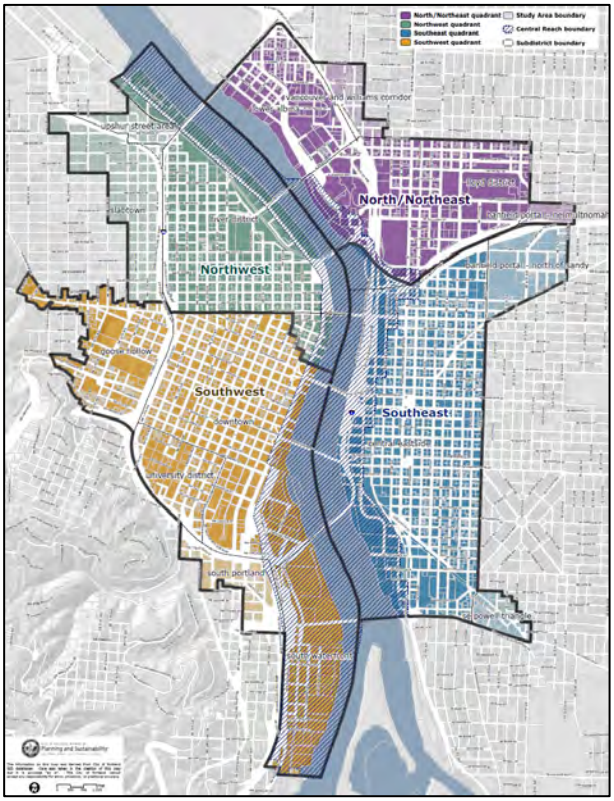
The CC2035 Plan will include new guiding policies, updated land use and urban design plans, and more detailed plans for specific Central City districts. The Plan will replace the 1988 Central City Plan as the primary guiding policy document for the Central City. The Central City 2035 plan will be part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

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

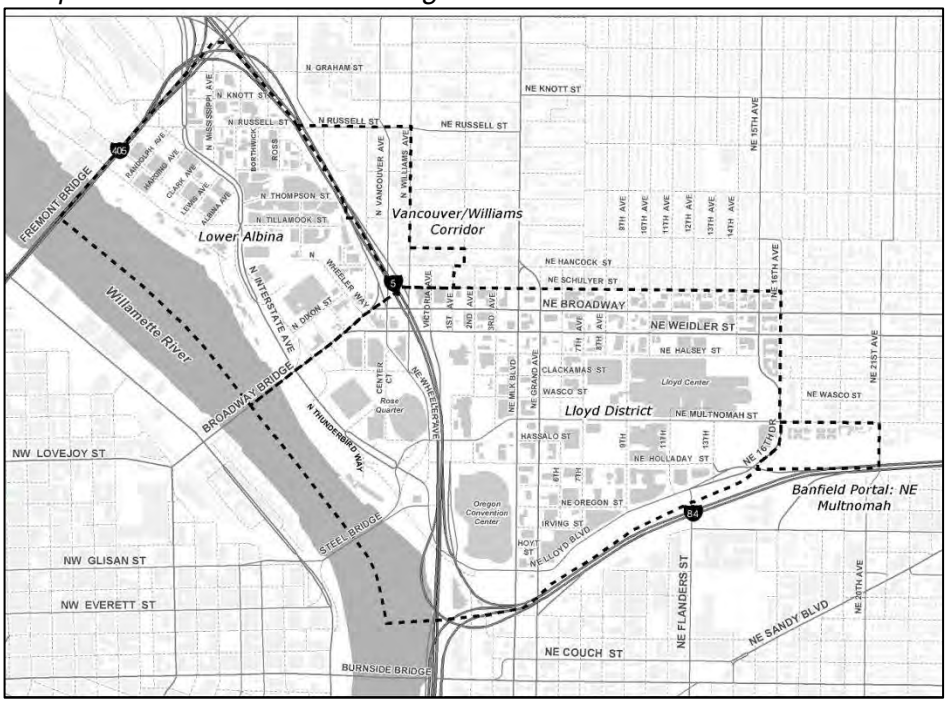
The planning area also includes two study areas: the North Banfield Portland and the Vancouver Williams Corridor. These areas, which are outside of the Central City, were included in the plan boundary because of the potential for land use and transportation proposals in the quadrant to affect them and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

The N/NE Quadrant contains significant facilities and functions of state-wide and regional significance, including the industrial

Map 1: Central City 2035 Plan Boundaries



Map 2: N/NE Quadrant Planning Area



working waterfront in Lower Albina and major event, office and retail facilities in the Lloyd District. However, this area as a whole has not fully realized economic development goals and targets related to jobs and housing set in the Central City Plan. Both the Lloyd District and Lower Albina have the potential to continue to grow and evolve as unique elements of a vital Central City.

A major transportation facility in the N/NE Quadrant is the I-5 Freeway. While the freeway provides regional access to Lloyd and Lower Albina and serves industrial uses and regional attractions well, the history of the construction of the Interstate Freeway System in Portland has been controversial, including impacts to neighborhoods, families, and in particular to the African-American community in Portland. Today, the freeway and Broadway/Weidler interchange are congested, with the highest crash rates in Oregon on the freeway and a high number of crashes, particularly involving pedestrians and bicyclists on surrounding local streets. The freeway corridor running through the district also acts as a barrier disconnecting the land use and communities east and west of the freeway. To address these issues, the City of Portland and Oregon Department of Transportation (ODOT) engaged in a joint effort in the N/NE Quadrant planning process to develop an I-5 Broadway/Weidler Interchange Plan concurrently with the N/NE Quadrant Plan. This interchange plan was intended to establish a new type of framework that integrates the high-density, pedestrian emphasis for the Broadway/Weidler corridor with an urban freeway interchange.

Planning Process

The N/NE Quadrant Plan was developed through a unique collaborative partnership between the City of Portland and the Oregon Department of Transportation to address land use, urban design and local transportation issues for the quadrant at the same time as major transportation issues related to the I-5 freeway. Over a nearly two-year period, a diverse, 30-member Stakeholder Advisory Committee (SAC) worked with interested community members and staff to develop this plan and the recommended concept for I-5 Broadway/Weidler Interchange Improvements. The SAC met 19 times and held 13 subcommittee meetings. Several public events were held at key milestones in the process to encourage broad participation and input. The project team also attended regular meetings of community groups such as neighborhood and business associations, organized meetings with stakeholders and conducted an on-line survey to obtain feedback on plan proposals. The resulting products of this effort represent a careful balance between land use and transportation improvements and have received broad support from the SAC and community at large.

Additional information about the planning process is contained in Chapter 2: *Developing the Plan* and Appendix F: *Public Involvement Summary*.

N/NE Quadrant Plan Timeline

PROJECT TIMELINE						
September 2010	**Fall 2010**	**Winter 2010**	**Spring/Summer 2011**	**Fall/Winter 2011/2012**	**Spring/Summer 2012**	**Fall 2012**
Project Start-up	Background and Existing Conditions	Set Project Goals and Scope Identify Issues, Opportunities and Constraints	Develop Concept Alternatives	Select Preferred Concept	Develop Plan	Adoption/ Approval Process
PUBLIC EVENTS						
	Community Walks September 2010	Public Open House November 2010	Charrettes February/April 2011 Public Open House June 2011	Public Open House February 2012	Extended Public Comments SAC Meetings June 2012	Planning & Sustainability Commission September 2012 City Council October 2012

Background

The N/NE Quadrant is made-up of two Central City districts, Lower Albina and the Lloyd District. Each is a very distinct place, with different urban characters, development patterns, and land uses. Lower Albina is primarily an industrial district, with a working harbor area, an important living-wage job base and a small mixed-use historic area along N Russell Street. The Lloyd District is characterized by a number of large region-serving facilities, including the Rose Garden, Oregon Convention Center and the Lloyd Center shopping mall, as well as a concentration of large office buildings and neighborhood serving retail on the eastern portion of NE Broadway.

History

For centuries prior to first contact with Europeans and Americans, Chinookan-speaking peoples, including the Clackamas and the Multnomah, inhabited the lower Columbia basin in the vicinity of the area now known as Portland. Villages and trade routes were located along portions of the lower Willamette River. By the time Portland was founded in the mid-1840s, disease had reduced the area's indigenous population by as much as 90 percent. By the 1850s, encroachment by white settlers and forced removal to reservations further devastated indigenous societies and few Native Americans remained in the Portland area.

The Lloyd District and Lower Albina share aspects of their histories as east side communities that grew-up near, but not in, the City of Portland. Growth on the east side was initially slower than on the west, as development was hampered by swamps and sloughs along the waterfront. Eventually, two communities with separate and distinct identities grew up, Albina and East Portland, each of which grew over time and became incorporated cities in their own right.

From the 1850s to the 1870s, East Portland, covering the southern portions of the Lloyd District, was largely rural, with timbered areas, giving way to small farms and residential growth over time. It was connected to Portland with several ferries. By the early 1880s it had a strong commercial spine running along Grand Avenue and a growing trade-oriented working waterfront.

To the north of East Portland and covering a good part of the N/NE Quadrant was Albina. First platted in 1873, Albina grew up with two distinct sections, upper and lower. Lower Albina was a working industrial and waterfront area, which really took-off with the coming of the Union Pacific Railroad and the big terminal yards in the 1880s. In its early years Albina was populated by a large number of first and second generation European immigrants. The White Eagle Saloon and Hotel, which was opened by Polish immigrants, is an example of the development that was occurring at the time. In 1891, the cities of Albina, East Portland and Portland consolidated into a new unified City of Portland.

By the turn of the century, most of the inner east side was platted, and rapidly growing in population and economic activity. In 1910, the total population on the eastside reached 120,000. Economic growth was fueled by maritime activity and the confluence of five rail lines. Residential development was aided by connections to the west side via multiple bridges and a growing streetcar network. The first bridge in the N/NE Quadrant itself was the first Steel Bridge in 1888, located about 3 blocks north of the current Steel Bridge, which was completed in 1912. Both carried freight rail and street cars that served East Portland and Albina. The Broadway Bridge was completed in 1912, it too carried a streetcar line.

The black population on the east side had steadily increased in the first part of the 20th century, especially after 1919 when organized residential segregation was instituted by Portland real estate

agents, and Albina became one of the few areas in the city where African Americans could readily obtain housing. World War II drew thousands of African Americans to Portland to work in the ship yards. Following the war there was a large housing shortage, and the situation was much worse for African-Americans, whose housing options were limited. The situation reached crisis levels after the Vanport flood displaced 17,000 people in 1948. After the flood many African Americans moved to Albina.

The heart of mid-century African-American Albina stretched from the area where the Coliseum is now to north of Russell Street, with N Williams Avenue serving as a commercial, institutional and social spine for the community. One of Portland's hottest jazz clubs in the 1940s, the Dude Ranch, was located in the area. The building is the recently rehabilitated Leftbank Building, which is one of the few surviving buildings of the southern Albina African-American neighborhood. Another significant surviving structure is the Mount Olivet Baptist Church, located at 1st and Schuyler, which served as an important gathering place for the African-American community.

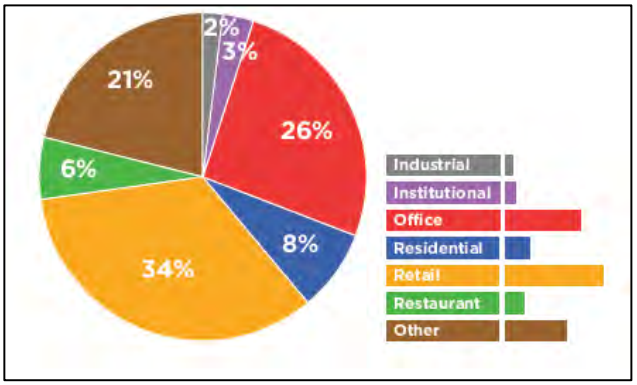
While the industrial character of Lower Albina has remained relatively stable, the Lloyd District area changed dramatically in the last half century, its form and character shaped by several major public infrastructure projects and large public and private developments. Beginning in the 1950s and continuing throughout the late twentieth century, major freeway projects, including I-84 (1965) and I-5 (1966), and large developments such as the Veterans Memorial Coliseum (1960) and the Lloyd Center (1960), resulting from Ralph Lloyd's grand vision for the area, re-made the fabric of the area. These and other projects entailed the demolition of large swaths of housing and small-scale commercial buildings, disproportionately impacting Portland's African-American community. The Coliseum project entailed the demolition of 476 housing units, half of which were inhabited by African-Americans, and dozens of businesses, essentially razing the southern anchor of a vital African-American neighborhood.

Additional information about the history of the N/NE Quadrant is contained in Appendix D: History.

Existing Conditions

Lloyd District

Lloyd District Land Uses



The Lloyd District today is predominantly a commercial area, with 26% of the area in office use, 16% in retail/major event entertainment and 14% in retail/shopping. Hotels make up about 10% and residential uses 8%. Another 10% is in parking structures (excluding surface parking). Retail activity is mainly focused around three areas, the Rose Quarter, the Lloyd Center area and the Broadway/Weidler couplet. Offices are concentrated in the southern and central portions of the Lloyd District. The most significant public open space is four-acre Holladay Park, south of the Lloyd Center.

The Lloyd District had 70 acres of redevelopable land identified in a 2007 study of vacant and underutilized land in the Central City. Those 70 acres have enough development potential under current entitlements to nearly triple the amount of built space in the district.

The district was estimated to have about 16,800 jobs in 2010, accounting for approximately 14% of the total in the Central City. Some of the biggest employment sectors in 2006 were: Services (30%); Retail, Arts, and Accommodation (30%); and Public Sector (12%).

In terms of residential population, the Lloyd District is one of the smaller districts in Central City. The 2010 Census recorded approximately 1,500 residents, making up less than five percent of the Central City's population. The district contains approximately 1,000 housing units. A 2008 housing inventory found that 87% of the housing in the Lloyd District was rental, with an average rent per square foot of $1.09, and a majority of rental units falling within the 81–120 percent Median Family Income (MFI) bracket, meaning they are moderately affordable.

Table 1: N/NE Quadrant Population, Housing and Employment, 2010

	Lloyd District	% of CC	Lower Albina	% of CC	Central City
Population	1,535	4.7%	139	0.4%	32,362
Housing Units	1,056	4.7%	88	0.4%	22,653
Jobs	16,799	13.6%	3,379	2.7%	123,565

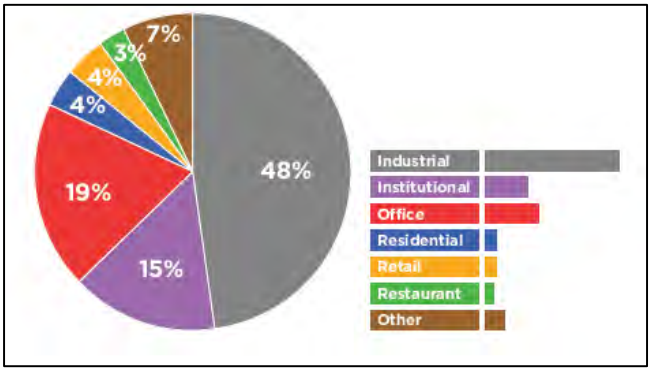
Zoning is very flexible in most of the Lloyd District. The Central Commercial (CX) zone is a high-density, mixed use zone covering 87% of area. It allows a range of uses such as office, retail, institutional, and residential. Related development standards such as maximum height and floor area atio (FAR) are generous, resulting in development entitlements comparable to those in the downtown core. Roughly five blocks of Central Residential (RX) zoning is located in the center of the district. An area of General Industrial 1 (IG1) is located near the river, at the site of the Louis Dreyfus grain elevators.

The Lloyd District has well-developed transportation infrastructure. It is served by two interstate freeways, four MAX light rail lines, the Portland Streetcar and eight bus lines. Some of the most heavily-trafficked auto streets include two major couplets: Broadway-Weidler and MLK-Grand. The abundant parking available in the Lloyd District is a highly visible characteristic. There are roughly 23,000 parking spaces, with roughly 21,000 spaces in surface lots or multi-story structures. The Lloyd District serves as a major conduit for bicycle routes to and from North and Northeast Portland, particularly the Broadway-Weidler and Vancouver-Williams couplets. The Eastbank Esplanade, a popular route for commuting and recreational cyclists, connects the District to Downtown and the Central Eastside.

Lower Albina

Today, Lower Albina remains primarily an industrial and employment district, with nearly half of its area devoted to industrial land uses and another 35% in office or institutional uses. In 2010 there were approximately 3,400 jobs in the district. Some of the biggest employment sectors in 2006 were: Education and Health (52%, primarily due to the Portland Public Schools Blanchard facility); Transportation, Warehousing, and Wholesale (14%); and Manufacturing (13%).

Lower Albina Land Uses



Lower Albina has a very low resident population, with 139 residents in 2010, making up less than one percent of the Central City population. It contains 88 housing units, of which nearly all are rental units. Most of the housing is in the small mixed-use area in the vicinity of the historic Russell Street Conservation District, a concentration of historic structures, several of which have been rehabilitated in the last decade.

There is no public open space in the district, however Lillis Albina park is just outside of the district on the east side of the I-5 freeway.

The industrial character and low population of Lower Albina is a reflection of its zoning pattern; 76% of the district is zoned General Industrial 1 (IG1) and 16% is Heavy Industrial (IH). Both zones strictly limit non-industrial uses and generally prohibit residential development. Mixed-use zones total only a few acres each: Central Employment (EX) along Russell Street, accounts for 4% of the district, and Central Commercial (CX) makes up 3%, concentrated at the southern boundary of the subdistrict adjacent to the Rose Quarter.

Freight movement by trucks is an important part of the economic well being of Lower Albina. The access route to I-5 North is N Interstate Avenue to the N Going Street interchange. The access to I-5 South and I-84 is NE Broadway to the Wheeler on-ramp. Interstate Avenue is the major north/south arterial in Lower Albina and is used for automobiles, trucks, light rail, transit, bicycles, and pedestrians. Russell Street is the main east-west connection. The nearby Union Pacific rail yard is classified as a Freight District.

Previous Planning

Lower Albina

Planning efforts from the last few decades in Lower Albina have focused on retaining and enhancing the industrial and employment functions of the district. Both the 1988 Central City Plan and the 1993 Albina Community and Eliot Neighborhood plans called for ongoing support of the district's industrial activities and freight movement, while preserving the mix of uses and historic character of the Russell Street area and seeking better connections to the Willamette River. More recently, the River Plan/North Reach planning process reconfirmed the value of the industrial development and operations in Lower Albina.

Lloyd District

The Lloyd District has been the focus of a number of planning efforts in the past few decades, many seeking to build on the district's existing assets, such as its regional transportation connections and concentration of regionally significant event facilities and services. One of the key intentions of the 1988 Central City Plan was to connect the Lloyd District with the Downtown core, creating a continuous swath of high-density commercial development and downtown activity. Other goals called for improving the pedestrian environment, reinforcing the Lloyd Center as the eastern anchor of Central City retail, and enhancing major focal points such as the Convention Center and the Memorial Coliseum. More recent efforts such as the Portland Development Commission's Lloyd District Development Strategy (2001) and Lloyd District Housing Strategy (2002) focused on increasing the amount of high-density housing.

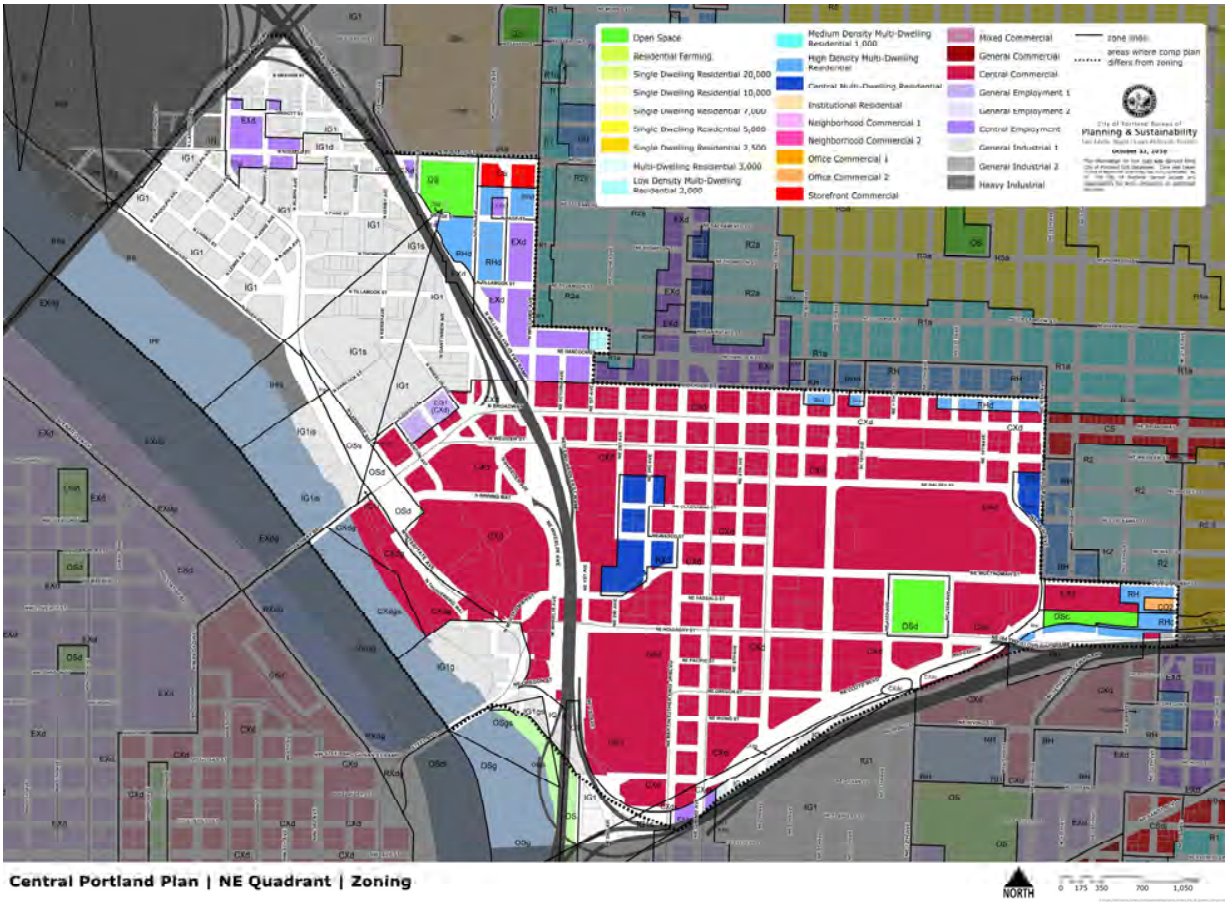
The Lloyd District has been identified as an "EcoDistrict", which is reflected in more recent planning efforts and this plan. It was first envisioned as a "green district" in the 2004 Lloyd Crossing study, that envisioned a new urban district that would maximize development potential while achieving

environmental goals such as carbon neutrality, habitat restoration and reliance on solar energy. A formal Lloyd EcoDistrict partnership was initiated in 2011 to implement projects that accelerate sustainable development on a district-scale.

While some progress has been made towards achieving the goals of previous plans, the Lloyd District still contains an enormous amount of development potential and unique opportunities for place-making.

Additional information on existing conditions and previous planning, including information on the two study areas included the N/NE Quadrant planning area, is contained in the *Central City 2035 Subdistrict Profiles* report.

Map 3: N/NE Quadrant Zoning



Relationship to the Central City 2035 Concept Plan and Portland Plan

CC2035 Concept

The Central City 2035 Concept is a 25-year concept plan that will guide the updates to the 1988 Central City Plan. It defines the overall direction for the Central City as a "Center for Innovation and Exchange" within the context of city-wide goals established through the Portland Plan and Comprehensive Plan. The Concept recognizes the Central City as the center of the economy for the Portland metropolitan region and the Columbia River Basin. It is also the regional center for arts and cultural activities, retail, entertainment, tourism, higher education and lifelong learning, urban living and the region's multimodal transportation network.

The density of uses, activities and people has established an environment of excitement, interest, vibrancy and synergy. It encourages a level of interaction between people, businesses and institutions that can not be generated elsewhere in the state. The positive impact this environment has on economic development, creativity, civic engagement, and the livability of the region as a whole is significant.
Within the N/NE Quadrant, the Lloyd District and Lower Albina are important components of the Central City and will be critical to meeting the strategic directions set by the Concept. To this end, the N/NE Quadrant Plan includes detailed goals, policies, and action item updates for these two districts. Key among these goals is to capitalize on the Lloyd District's development potential, transportation investments and EcoDistrict designation to create a vibrant, sustainable and mixed-use district that becomes an extension of downtown and strong eastside urban center. Lower Albina will continue to be home to an important close-in industrial job base and small business incubators, with an eclectic mix of uses that contributes to the diversity and character of the Central City. Future quadrant plans, for the SW, NW and Central Eastside, will similarly help implement the Central City 2035 Concept throughout the Central City.

Portland Plan and the Comprehensive Plan

Portland's Comprehensive Plan is currently being updated based on the guidance provided by the Portland Plan, a strategic plan for the City of Portland adopted by Council in 2012. It sets broad goals for improving equity, prosperity, educational outcomes and human and environmental health in Portland. The Comprehensive Plan will implement the Portland Plan policies that relate to state-mandated long-range plan requirements that guide land use, transportation, conservation, and capital projects. The Portland Plan places key emphasis on achieving success citywide in four key areas: a framework for equity, thriving educated youth, economic prosperity and affordability, and a healthy connected city. While at its core it is a land use planning policy document, the N/NE Quadrant Plan is relevant to the Portland Plan's equity focus and integrated strategies in a variety of ways as outlined below.

Framework for Equity

Broad outreach and engagement has been a major focus of the N/NE Quadrant Plan process. A diverse 30-member Stakeholder Advisory Committee (SAC) advised staff throughout the development of both the Quadrant Plan and the I-5 Broadway/Weidler Interchange Improvement planning process. This committee included representatives from equity and health-oriented organizations, businesses, property owners, transportation advocates, adjacent neighborhood organizations and other perspectives. In addition, a range of public events and outreach activities including open houses, design charrettes, and surveys provided opportunities for input from a broad constituency. In addition

to SAC meetings and larger public events, staff attended more than 75 individual meetings on the project with area groups and interested individuals.

The goals, policies and actions included in the N/NE Quadrant Plan are in many ways intended to help repair a neighborhood that has been done significant harm by large public projects of the past. Neighborhood connectivity, housing production and preservation of historic and cultural resources are key areas in which the plan attempts to correct damage done in the past. Policies are included that attempt to discourage displacement, while allowing for significant new development. Limited change is recommended in Lower Albina where business displacement risk is high. However, in the Lloyd District, which has few residents today and significant vacant and underutilized lands, the plan suggests a high level of change. This approach is intended to accommodate substantial new development will access to transit, jobs and other Central City amenities with very limited displacement. However, it will be important to monitor potential impacts on adjacent areas that could be at risk for displacement, such as the Eliot neighborhood.

Thriving Educated Youth

Centrally located and well-served by all transportation modes, the Central City and N/NE Quadrant are highly accessible to youth from around the region. The N/NE Quadrant Plan emphasizes job growth and residential development, both of which could increase youth access to these important opportunities. Further, in the Lloyd District the plan seeks to provide new open space and outdoor recreation opportunities that are important to support families and youth activities. The plan also recognizes and supports existing major regional facilities such as the Lloyd Center Mall and the Rose Quarter, which are important recreational and social facilities for youth providing critical opportunities for community interaction. The plan seeks to balance the episodic nature of these activity centers and improve neighborhood vitality, diversity and safety through encouraging mixed-use, urban development.

Economic Prosperity and Affordability

The N/NE Quadrant Plan places significant emphasis on capacity for job development – in both Lower Albina and the Lloyd District. Together the districts provide opportunities for business growth in a wide range of sectors from industrial and manufacturing to retail and professional services. In addition, the transportation policies and actions, including the recommended I-5 Broadway/Weidler Interchange Improvements developed in conjunction with this plan, recognize the importance of a robust and diverse transportation system to serve this crucial employment district in the future. The plan seeks to provide a full range of housing options and affordability levels in the Lloyd District and establishes ambitious goals for housing production, including affordable units. However, new resources and tools will need to be identified in order to achieve affordability goals.

Healthy Connected City

Few other areas in the region share the Lloyd District's combination of transportation system access and degree of development opportunity. The Quadrant Plan envisions a fully-developed, cutting-edge, sustainable, livable, mixed-use community of some 30,000 jobs and perhaps 10,000 residents in the Lloyd District. It lays out a concept for open space, local pedestrian connections and regional trails, as well as tree canopy and green infrastructure enhancements, to help create one of the healthiest and best connected districts in the city.

CHAPTER 2: DEVELOPING THE PLAN

Community involvement was a critical part of the development of the N/NE Quadrant Plan. Extensive work was completed in 2010 and 2011, including SAC meetings, stakeholder meetings, community walks, charrettes and open houses resulting in four products that guided development of the district concept diagrams, goals, policies and implementation actions in Chapter 3 that will become part of the updated Central City Plan. This chapter describes these products, which include:

Project Goals: Overall project goals developed and adopted by the Stakeholder Advisory Committee to guide development of the plan. The project goals are outlined on page 12.

Urban Design Principles: Five organizing principles for quadrant-wide urban form that informed the development of concept alternatives and the eventual proposed concept for the N/NE Quadrant. These principles, listed below, are described in detail beginning on page 13.

- Two distinct places
- Fill in the central core
- Strengthen connectivity
- Take advantage of urban form
- Celebrate the crossroads

Proposed Concept: A series of five concept diagrams for the quadrant that illustrate the preferred future direction for land use, building height, street and development character, open space and green systems. The proposed concept formed the basis for the district concept diagrams and detailed policies and actions in Chapter 4. The proposed concept is described in detail with accompanying diagrams beginning on page 16.

Integration with the I-5 Freeway Project: A description of how improvements proposed for the I-5 Broadway/Weidler Interchange can support the growth and development of the local area envisioned in the proposed concept. Integration with the freeway project is described in detail on page 23.

Project Goals

The following are the overall project goals were developed and adopted by the Stakeholder Advisory Committee (SAC) in January 2011. The goals guided development of the plan and provided general criteria for periodic evaluation of draft concepts, policies and action items.

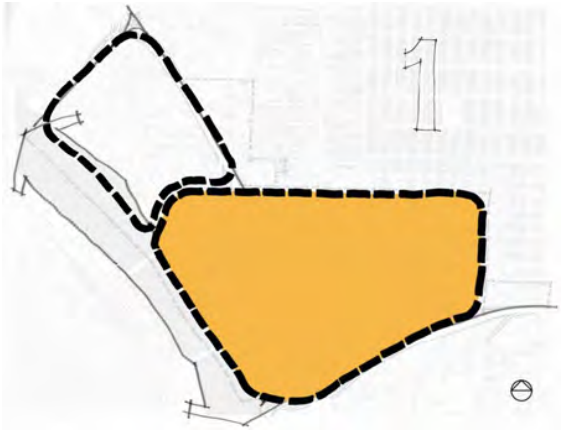
> *"This planning effort will result in integrated land use, urban design, and transportation strategies, policies and plans for the N/NE Quadrant and the I-5 Broadway/Weidler interchange that balance, complement, enhance, protect, respect, revitalize, support, and sustain economic, environmental, and social interests. The implementable plans will be consistent with the overall goals and policies of the city, region, and state.*
>
> *Our recommendations will be guided by our desire for:*
>
> - *A diverse mix of commercial, cultural, entertainment, industrial, recreational, and residential uses, including affordable housing;*
> - *A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system;*
> - *Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages;*
> - *Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment;*
> - *Equitable access to community amenities and economic opportunities;*
> - *Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods;*
> - *Protection and enhancement of the cultural heritage of the area and its sub-districts; and*
> - *Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses."*



Urban Design Principles

In Spring 2011, the project team developed concept alternatives for the quadrant that were used to illustrate choices and solicit input from the SAC and public. One of the resulting products of this input were the urban design principles described below, which established organizing principles and big picture ideas regarding the quadrant-wide urban form.

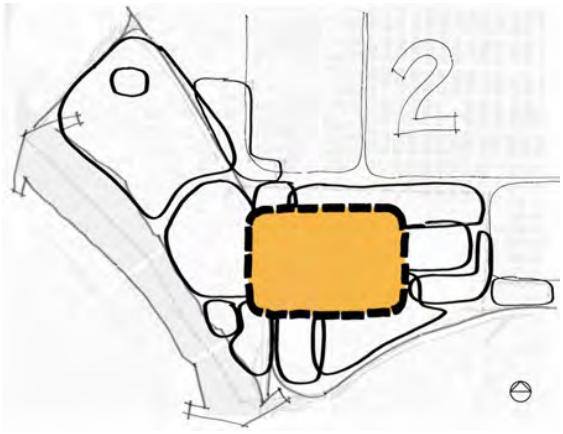
Two Distinct Places: The N/NE Quadrant study area includes two distinctly different areas, headed in different directions.



Lower Albina is an active industrial and employment district not anticipated to dramatically change in its form, function or character between now and 2035. Incremental infill development in and around Russell Street is expected to continue along with gradual growth of the district's industrial and commercial businesses.

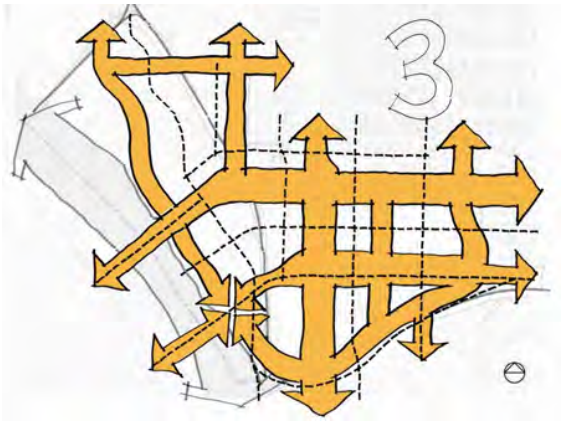
The second area is the Lloyd District, including the Rose Quarter, an area with long-held expectations for considerable redevelopment and change. Around its edges, the Lloyd District has seen slow-paced change over the past decades, including expansion of the Rose Quarter/Oregon Convention Center, new mixed use residential buildings along the eastern Broadway/Weidler corridor, and a steady increase in new office buildings in the office core area along NE Holladay. Notably still missing from the Lloyd is a critical mass of high-density residential development, while significant new residential communities rapidly emerged over the last two decades in other areas of the Central City.

Fill in the Central Core: Physical transformation of the landscape is highest in this area.



For the success of the quadrant and specifically the Lloyd District, the "Central Core" area should transform into a high-density, high-amenity urban place that features a mix of residential and commercial/ employment uses organized around a new, signature public open space system. Currently this area is notable for its lack of a defined identity and sense of place, somewhat different from the other areas surrounding it. New development in the Central Core has the opportunity to help craft a new, marketable image or brand for the Lloyd District. The new streetcar alignment along 7th Avenue could represent a new, transit and pedestrian-oriented focal point, providing a human-scaled, storefront retail center for the Central Core area.

Strengthen Connectivity: Strengthen connectivity to and through the quadrant area.



The N/NE Quadrant enjoys good regional auto and transit connections for its residents, workers and visitors. However, the two freeways – I-5 and 84 – while providing vital regional access to and from the quadrant, create challenges to local connectivity, both within the quadrant area and to adjacent districts. The Broadway/Weidler, MLK/Grand and Vancouver/Williams corridors all serve the quadrant area and offer access to different parts of the Central City and inner neighborhoods, but feature few distinguishing qualities, and in most cases act as boundaries or edges, rather than focal points or centers. The quadrant also features an expanding set of transit corridors, bicycle facilities and some discontinuous segments of a flexible pathway system through and among the larger blocks.

Some of the biggest streets or corridors will be enhanced and designed to reflect their "civic" roles, becoming focal points for development and urban, active places by both day and night. Other streets or corridors could take on more of a "boulevard" function, having less adjacent storefront retail activity but more landscape plantings and a much stronger tree canopy presence. In-between the Quadrant's busy streets, the large blocks and quiet street in the quadrant create the potential for a continuous system of quieter pedestrian and bicycle-oriented streets and sometimes public, sometimes private pathways that when completed could provide a unique district amenity in Portland.

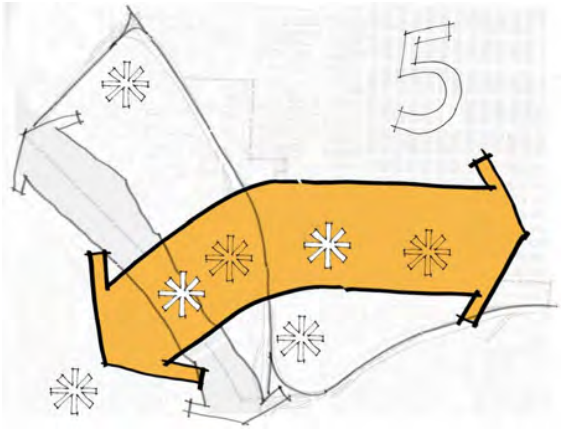
Take Advantage of Urban Form: The different urban form, pattern and character of the area present a unique alternative for Central City redevelopment.



The larger scale of blocks and buildings in the quadrant, coupled with significant development entitlements present special opportunities not available everywhere in the Central City. The Lloyd District offers many large blocks that present an alternative development platform to the prevalent small block pattern of the rest of the Central City. Larger office/employment (or other) businesses and uses that require specialized connections between multiple buildings, need larger floorplates, or prefer campus-like arrangements could take advantage of large blocks in the district.

The larger block pattern also offers new options for public spaces and overall quadrant connectivity. Today, there are several pedestrian and bicycle-oriented pathway segments, and current regulations require new public connections through the larger blocks. New development, especially on the large blocks, could add new, similarly oriented links to these existing segments, turning the network into a viable pathway system, simultaneously increasing mobility choices for quadrant residents, workers and visitors and providing a major new development attracting amenity.

Celebrate the Crossroads: Connect the quadrant across barriers to the river, the rest of the Central City and adjacent neighborhoods along a signature system of public spaces.



Today, the quadrant features a series of regionally-scaled facilities. While serving important functions, these facilities present physical and psychological barriers between central parts of the quadrant and north/northeastern neighborhoods and the rest of the Central City and the Willamette River. A new, centrally-located east-west system of public spaces and improved multi-modal connections would help quadrant residents, workers and visitors reach destinations south and west of the freeways and large event facilities.

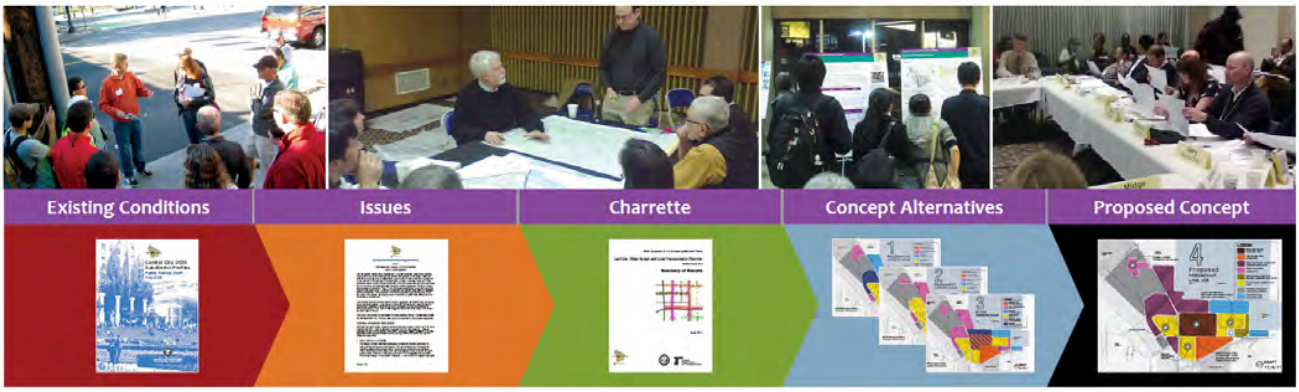
The open space system would also provide compelling amenities around which to organize new development. To date, the district has seen public event, some streetscape, transit and other transportation-related improvements, but few new public parks or open spaces to augment Holladay Park. New, high density employment, institutional and residential uses in the quadrant will need to be supported by new parks and open spaces offering opportunities for recreation, relaxation and respite. Linking new facilities to each other and existing open spaces like Holladay will increase the functionality of the overall system and its service to a variety of potential new users.

Proposed Quadrant Concept for Land Use, Urban Design and Local Transportation

The project team developed quadrant-wide concept alternatives in spring 2011, intended to describe different future development scenarios and highlight key choices for this planning process. Ideas in the concept alternatives were drawn from a number of sources, including existing conditions, issues, opportunities and constraints, feedback from Stakeholder Advisory Committee (SAC) and subcommittee meetings and a charrette held in 2011.

The ideas gathered from these sources were grouped into three quadrant-wide concepts based on broad land use options: residential, employment, and a residential/employment blend. The concept alternatives were illustrated by three related infrastructure systems: mobility, open space and green systems. Finer grained ideas and issues were grouped into eight geographic subareas, such as Historic Russell Street or the Rose Quarter.

Following extensive outreach to stakeholders and community groups, a draft proposed concept was developed and presented to the Stakeholder Advisory Committee (SAC) in fall 2011. The SAC endorsed a revised concept in February 2012, which formed the basis for the district concept diagrams and detailed policies and actions in Chapter 3 of this plan. The proposed quadrant concept contains five layers: land use, building height, street and development character, open space and green systems.



Predominant Land Use and Building Height

Each “bubble” on the land use diagram below reflects the predominant land uses that would be encouraged under that development type. With the exception of industrial areas, other uses would generally continue to be allowed, and some mixing of uses would be expected in all areas.

The building height diagram on the next page indicates approximate maximum building height in different areas of the quadrant under the proposed concept.

Key elements of land use concept in quadrant subareas include:

Lower Albina: Support the continued success of the industrial district, with additional flexibility for compatible employment uses, intended to gradually increase employment density and reuse of older structures, and an expanded mixed use area adjacent to historic Russell Street.

Central Lloyd: Significant redevelopment to achieve a vibrant, high-density mixed- use district, with an emphasis on new housing development.

Office Core and Regional Attractions: Reinforce existing employment centers and regional attractions, including the office core, Lloyd Center Mall, Convention Center and Rose Quarter, through continued employment growth and complimentary mixed-use development in adjacent areas including increased flexibility at the Public Portland Schools Blanchard site.

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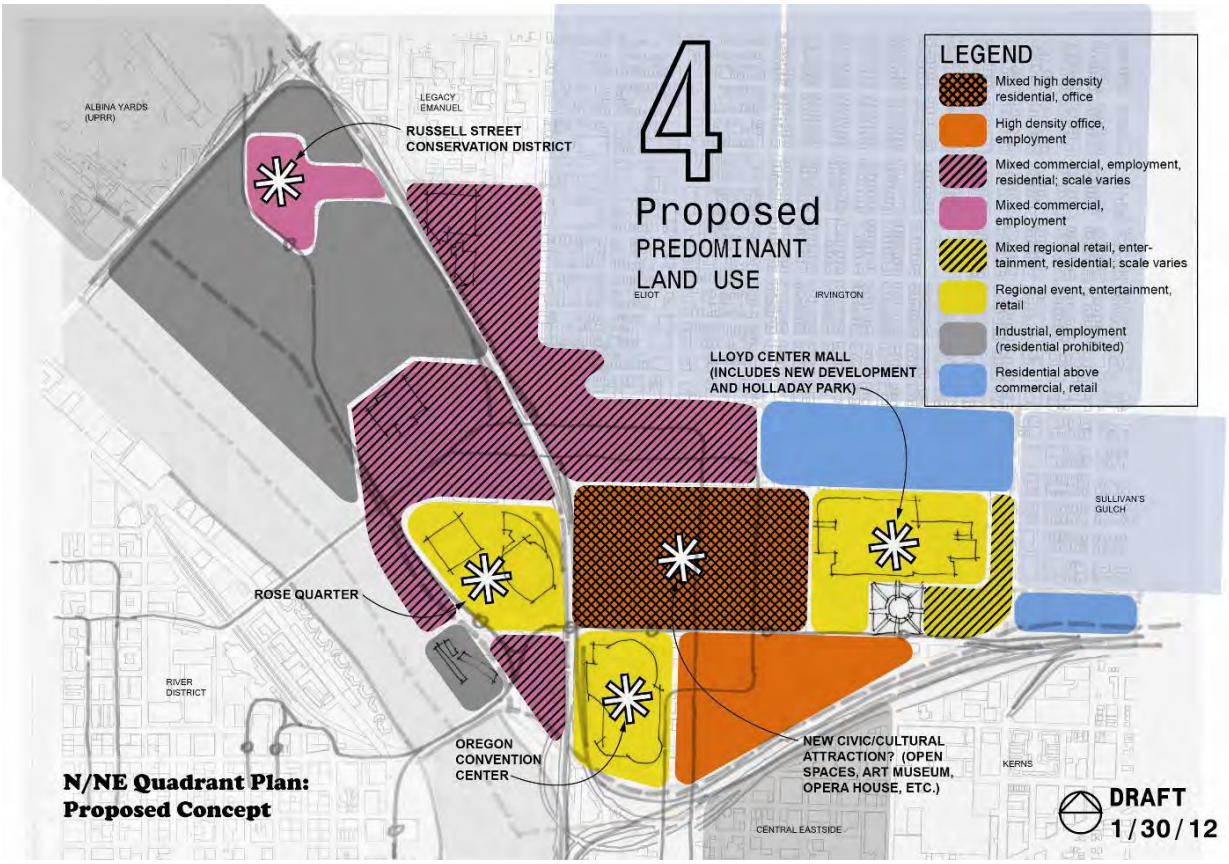
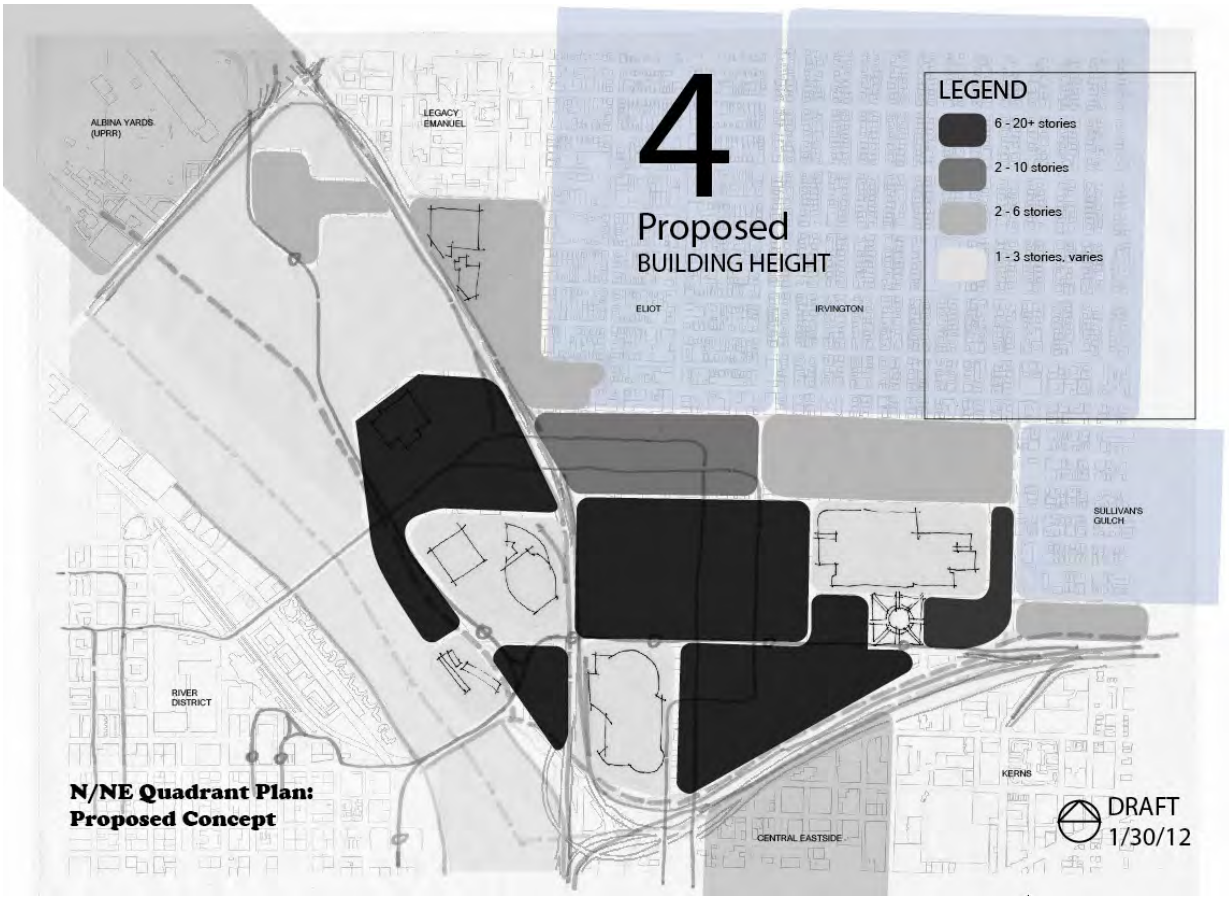


Predominant Land Use and Building Height (cont.)

Broadway/Weidler Corridor: Reinforce the existing main street character of NE Broadway and providing a sensitive transition to adjacent neighborhoods through lower scale development along the Central City edge. Emphasis on housing over retail east of NE 7th; mixed use west of NE 7th.

Vancouver/Williams Corridor: Increase flexibility to allow more commercial and employment uses to support existing uses and employment growth.

Eastern Edge/Multnomah: Focus on residential development around Lloyd Center mall, with a potential expansion of mall-related regional retail. Increase flexibility to allow mixed use development on NE Multnomah and 21st to encourage investment.



Street and Development Character Concept

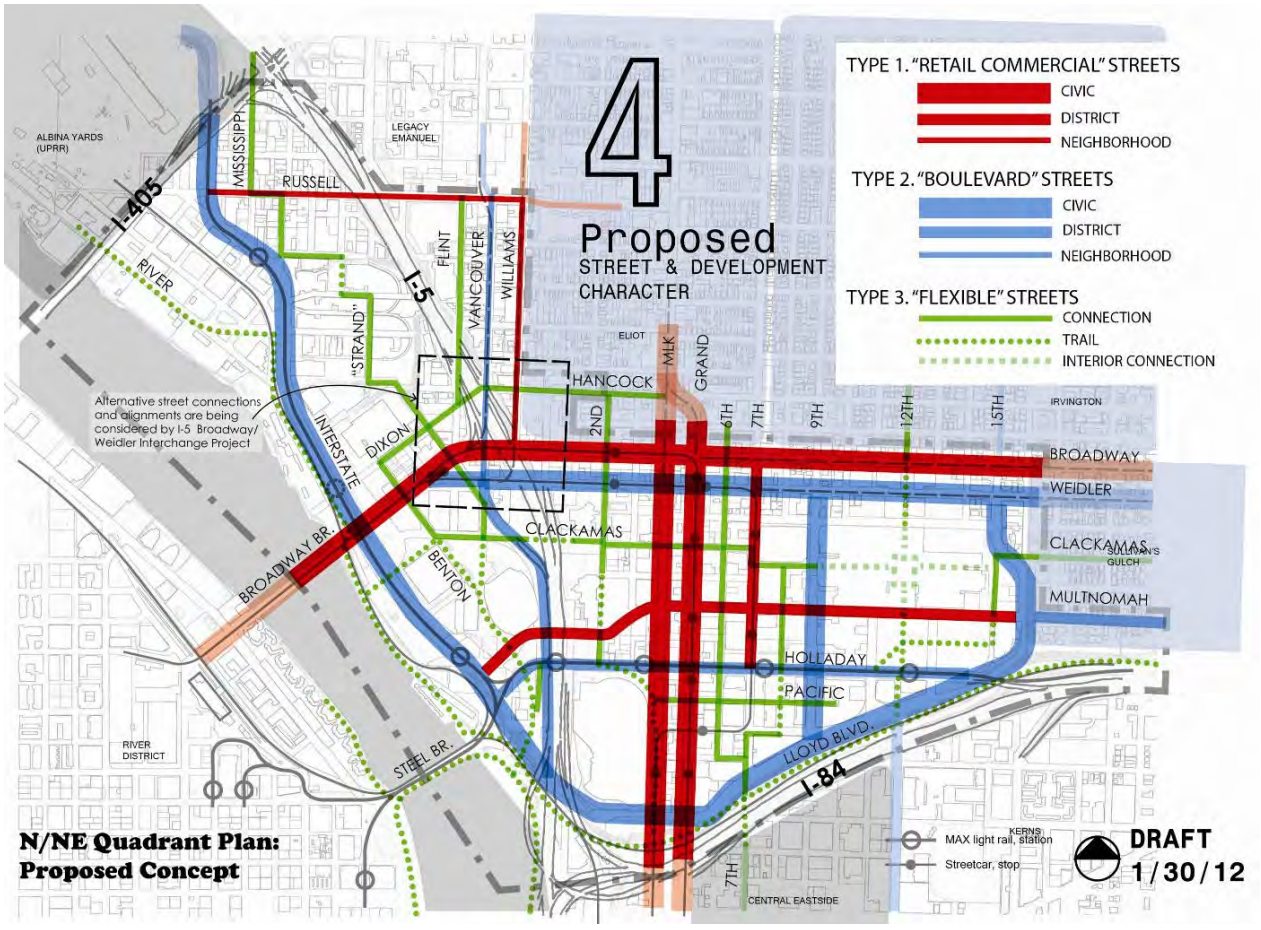
The street and development character concept outlines a more intentional approach for the quadrant's street network, uniting streetscape design with adjacent land uses and building forms, and recognizing the different scale of streets. While the concept proposes a new way of envisioning the design character of these public streets and connections, it does not imply changes to the City's existing system of modal classifications that define the functional roles streets play in moving people and goods throughout the quadrant.

It is assumed that all streets would continue to have active adjacent ground floors, good sidewalks with safe crossings, attractive public amenities and furnishings and stormwater management functionality. It is also assumed that adjacent development, along with the street character, would respond to the local geography, surrounding context and envisioned character.

The proposed concept includes the following street types with three scales for each type:

Retail Commercial Streets: Busy, continuous streets with retail activity throughout the day, evenings and weekends that provide for multi-modal access for vehicles, transit, bicycles and pedestrians. Ground-floor retail uses are required or strongly encouraged. Multi-level or specialized retail is encouraged with limited or less "green features" to support retail street visibility. The following are three tiers for the retail/commercial streets:

- Civic – Busy high-volume city streets with connections beyond the quadrant.
- District - Central to the quadrant with opportunities for new community activity centers.
- Neighborhood - Local focal points with infill and continuation of existing character and patterns.



Street and Development Character Concept (cont.)

Boulevard Streets: Busy, continuous streets with emphasis on access and flow that provide multi-modal access and circulation for vehicles, transit, bicycles and pedestrians. The streetscape includes visible "green" features, encouraging larger tree canopy, swales, and landscaping. Ground floor retail uses allowed, and encouraged at key locations. The following are the three tiers for boulevard streets:

- Civic – High volume city streets that could be part of a couplet corridor, and extend beyond the quadrant.
- District - Central to the quadrant with opportunities for distinctive corridors, some offering specialized transit or other mobility facilities.
- Neighborhood - Local streets with continuation of existing character and patterns.

Flexible Streets: Highly specialized localized street designs responsive to community needs and adjacent land uses and development that could be in public or private ownership. Key public features would include low-volume, low speed quiet streets that are part of a connected, primarily pedestrian and local bicycle network. Visible "green" features are encouraged. Three types of flexible streets include:

- Connection - Pedestrian and bicyle connections on existing public streets to open spaces, key destinations within and beyond the N/NE Quadrant.
- Trail - Off street paths connecting to the regional trail network.
- Interior Connection - Primarily pedestrian connections, including connections within buildings on private property, that facilitate movement within the district.



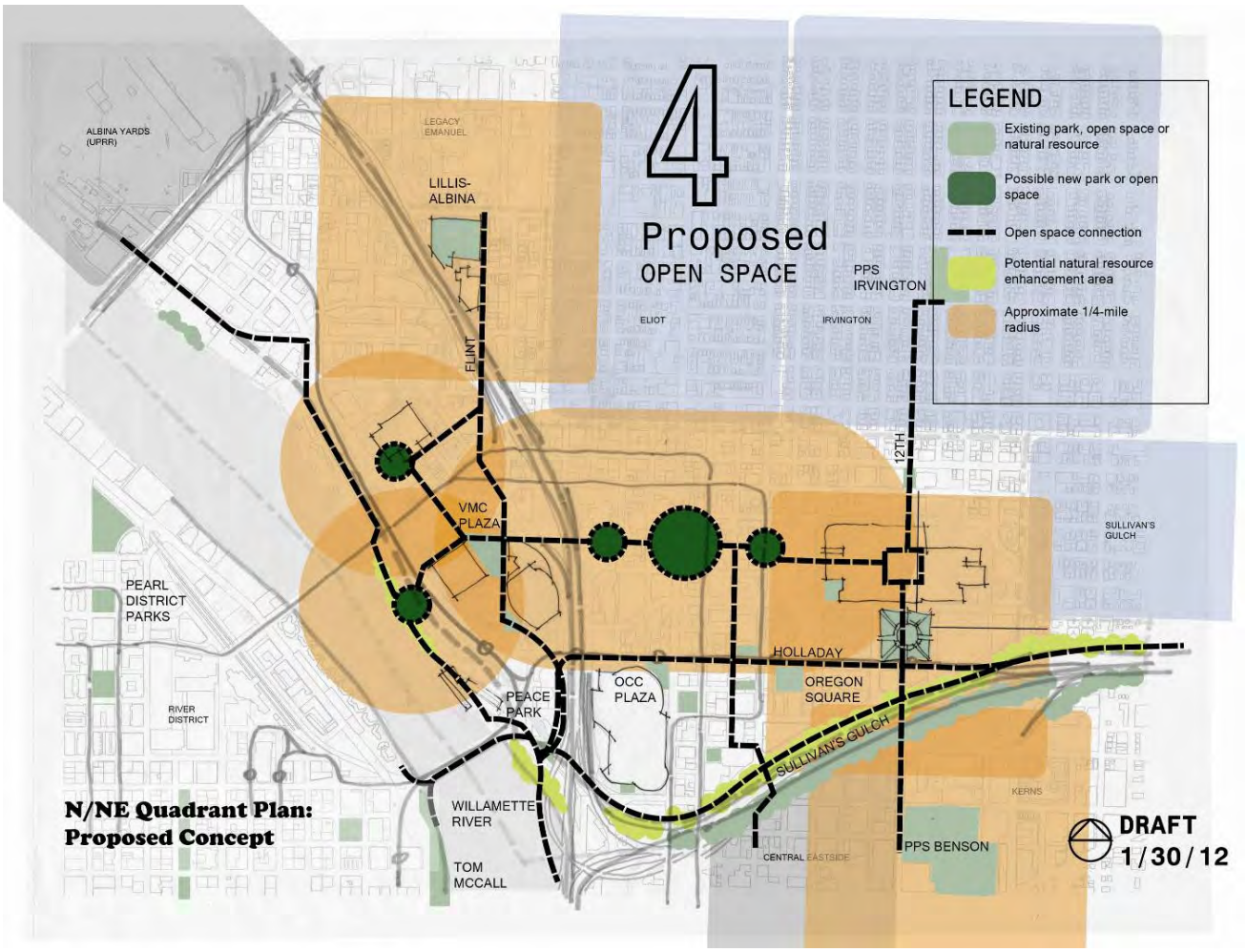
Conceptual rendering showing NE 7th Avenue as a district scale, retail/ commercial street.

Open Space

The proposed open space concept illustrates a potential framework for parks and open space within the quadrant, an area that is currently park deficient. The concept envisions a series of new parks organized along an improved NE Clackamas Street linking to a new open space adjacent to the Willamette River. Clackamas would be a flexible street that prioritizes pedestrian access, creating a safe and inviting space for people to gather, play and socialize.

The proposed parks would likely range in size and function, and could be augmented by privately owned pocket parks and plazas. The open space concept also proposes enhancement to natural resources along the riverbank and within Sullivan's Gulch.





Green Systems

The Lloyd Ecodistrict is a public-private partnership designed to transform the Lloyd District into a showcase sustainable district that includes district energy infrastructure, enhanced tree canopy, improved stormwater strategies and green building techniques. The green systems map illustrates how green infrastructure could be integrated into the quadrant to improve long-term resiliency. The concept includes the following green systems components:

Tree Canopy/Water Quality Corridors: Corridors that provide enhanced tree canopy and stormwater management through large trees and vegetated stormwater facilities such bioswales and planters.

District Energy: A system that could facilitate shared energy production and distribution between different businesses, residential uses and facilities.

Rainwater Harvesting: A system that would facilitate capture and reuse of rainwater.

Other opportunities to support goals for sustainable development in improvements to the natural environment include the use of native vegetation, eco-roofs, vegetated walls, bird-friendly buildings and other green building techniques.



Integration with the I-5 Broadway/Weidler Interchange Project

The proposed concept for the N/NE Quadrant was developed concurrently with recommended improvements to the I-5 Freeway and Broadway/Weidler Interchange. The joint process ensured that the resulting plans are mutually supportive. The regional employment and housing growth since the completion of the Interstate System has dramatically increased the traffic volumes on the freeway. Both I-5 in the study area and the Broadway/Weidler corridor have high incidents of crashes. Additionally, the freeway is a barrier to connections between areas north and south of the interchange. This partnership established a framework that addresses both improved safety on I-5, while supporting high-density mixed-use development with safer and greater pedestrian and bicycle connectivity. The framework also addressed previous freeway impacts to improve livability and vitality in the area.

The diagram below shows five geographic areas where the freeway project has the potential to directly support the proposed concept for the N/NE Quadrant.

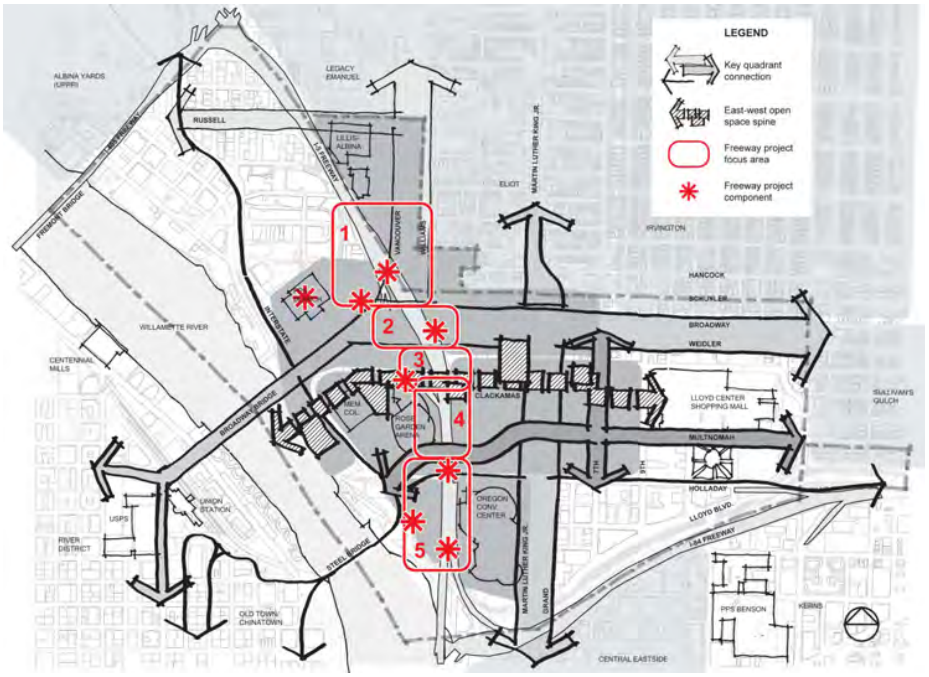
Area 1, North of Broadway: Rebuilding bridges over the freeway presents opportunities to improve existing pedestrian and bicycle conditions and create new connections between Vancouver/Williams and the Portland Public School's Blanchard site, a key redevelopment opportunity.

Area 2, Broadway/Weidler Lid: Rebuilding bridges provides opportunities to simplify traffic movements to and from the freeway, improve local access and safety for all modes and improve pedestrian and bicycle facilities. Creating a lid over the freeway could potentially be used for new open space, development and/or to reconfigure local multi-modal circulation.

Area 3, Clackamas Crossing: The proposed new pedestrian/bike connection over I-5 supports the creation of a flexible connection and open space system along Clackamas Street that would stretch from Lloyd Center to the Willamette River and could provide supporting infrastructure for a proposed district energy system linking facilities in the Rose Quarter with the remainder of the Lloyd District.

Area 4, Rose Garden: Freeway improvements in this area could include improvements to bicycle routes between the Rose Quarter Transit Center and Broadway/Weidler, innovative stormwater management opportunities and improvements to the undercrossing at Multnomah.

Area 5, Rose Quarter Transit Center & Peace Park: Improvements could include innovative design treatments under the bridges to improve pedestrian connections between the Rose Quarter and the Convention Center, and improvements to upgrade conditions and mitigate impacts to the MAX station and Peace Park.



CHAPTER 3: GOALS, POLICIES AND IMPLEMENTATION ACTIONS

This plan chapter is organized into sections addressing each Central City district (the Lloyd District and Lower Albina), as well as the two study areas included in the N/NE Quadrant planning boundary. A district goal and concept diagram convey the overarching vision for each district, followed by a series of policies, which provide more specific direction on issues associated with the larger goal. The district goals and policies reflect the project goals and objectives adopted by the Stakeholder Advisory Committee to guide the overall planning process. The district concept diagrams are based on the N/NE Quadrant Concept diagrams, which were developed through a planning process that included a stakeholder charrette, several public events and detailed review by the SAC. The SAC goals and the quadrant concept diagrams are described in Chapter 2: Developing the Plan.

The policies are organized into topic areas generally consistent with the planning framework developed for the Central City 2035 (CC2035) Concept Plan, which will establish the overall vision and direction for the Central City as a whole. Because issues that apply Central City-wide will be addressed in the CC2035 Concept Plan, the N/NE Quadrant Plan will focus on issues that are unique to its planning area within the Lloyd District and Lower Albina. The policy topics are as follows:

- Regional Center
- Housing and Neighborhoods
- Transportation
- Urban Design
- Environment (title under discussion)

All five policy topic areas are covered for the Lloyd District, however Lower Albina, a largely industrial area, does not have a “Housing and Neighborhoods” section.

Performance targets are established for key measures as a means of tracking progress toward meeting goals and policies. They are based on a number a sources, including assumptions about future development, housing and employment forecasts, targets from other planning processes such as the Portland Plan and Climate Action Plan, and transportation modeling. The performance targets in this plan should be considered preliminary. They will need to be revisited, and potentially recalibrated for the full Central City, once all of the quadrant plans have been completed.

Implementation actions, such as changes to regulations, future work items, projects, programs or studies, are proposed for each district and for the two study areas: North Banfield Portal and Vancouver/Williams Corridor. Implementers are identified, including public agencies, private and non-profit entities and other community partners, with the lead implementing agency noted in **bold**. A list of implementers and abbreviations used in the action tables is provided at the end of this document.

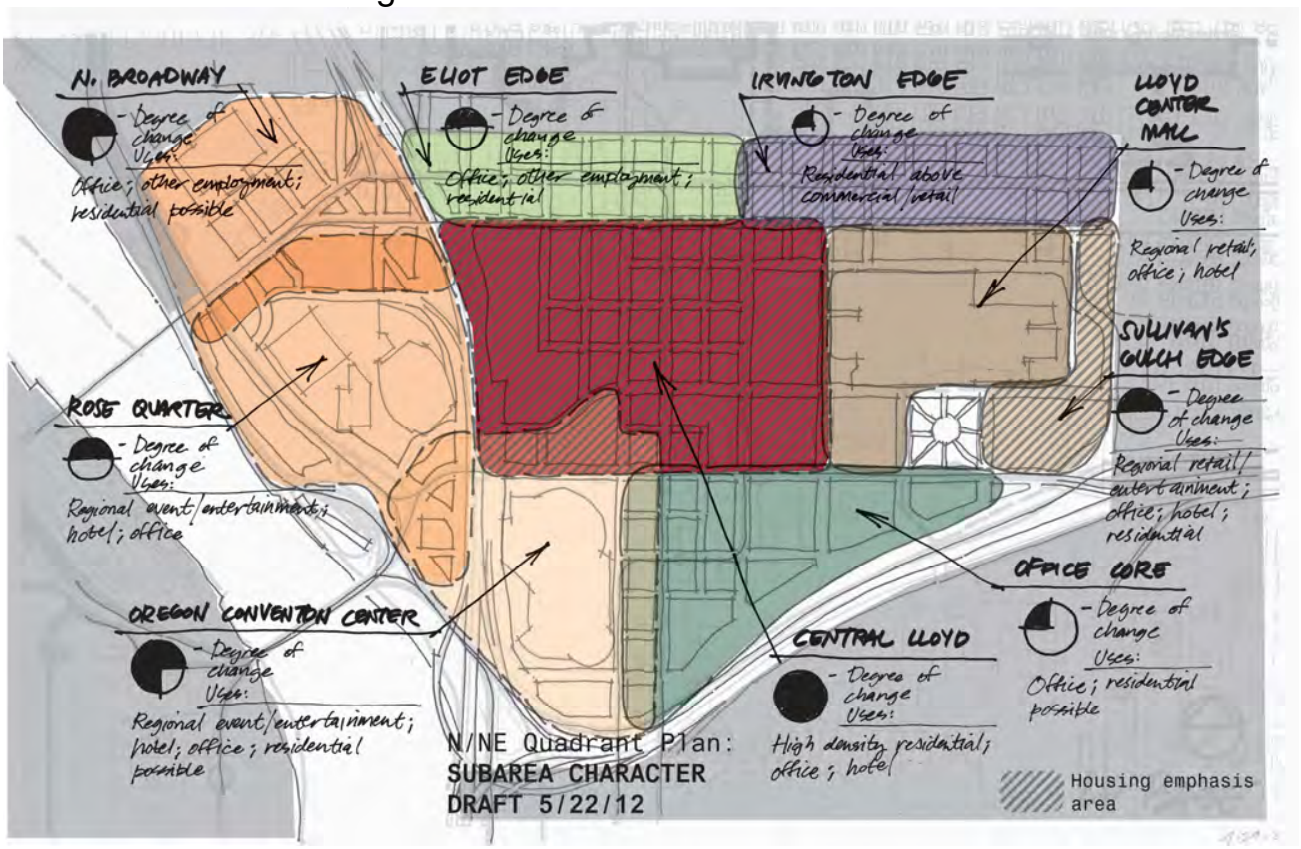
A timeline is provided, with some actions intended to be accomplished with the adoption of the full Central City 2035 plan package, anticipated in 2014. Other actions are intended to be completed 2 to 5 or 6 to 10 years beyond that, and some are ongoing.

Lloyd District

District Goal

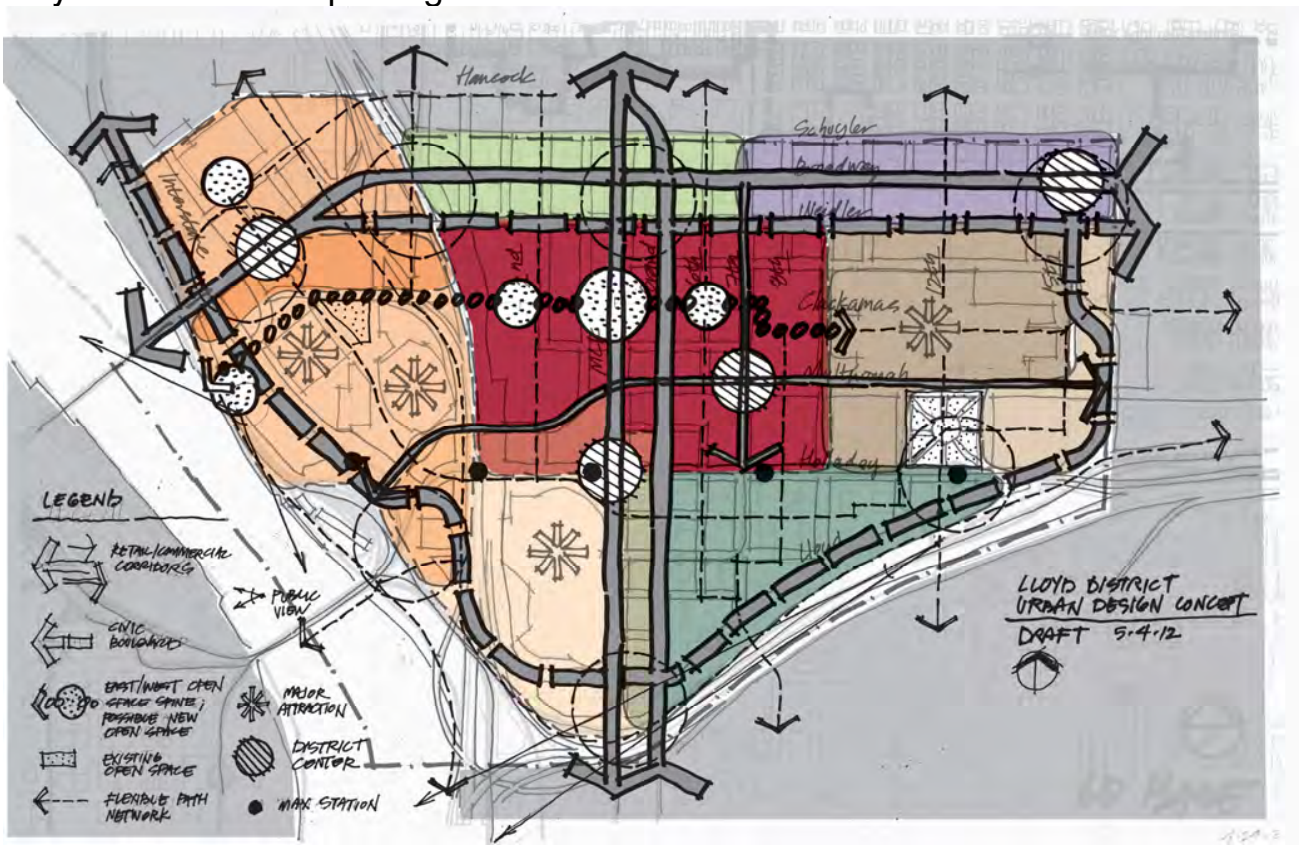
Foster the growth of the Lloyd District into the intensely urban eastside center of the Central City. Capitalize on the district's regional attractions, high quality transit and connections to create one of the most vital and livable districts in the Central City, with a strong employment base, successful residential community and a variety of urban amenities. Develop the district as a complete and sustainable community with well-designed open space, streets, and high-performance green buildings and infrastructure.

Subarea Character Diagram



This diagram illustrates the types of uses planned for the different "subareas" of the Lloyd District, as well as the degree of change expected in those areas as the district develops. For example, major redevelopment with high-density mixed use development is envisioned within the Central Lloyd area, which is expected to have the highest degree of change. Other areas that are currently well established, such as the Office Core and Irvington edge, are expected to have a relatively low degree of change. This diagram also identifies "housing emphasis areas" where development of new housing is a priority.

Lloyd District Concept Diagram



Key Elements of the Concept

Street and Development Character: The character and function of three main street types shown in the concept diagram are described below. A more detailed description of the street types is provided in a separate report, N/NE Quadrant Plan: Street and Development Character Concept (2/1/12 Draft).

- **Retail/Commercial Corridors.** Busiest streets with high visibility by motor vehicles, transit, bikes and pedestrians and generally consistent ground level retail storefronts. These corridors are broken down in three scales: “civic,” which make connections to other parts of the city; “district,” which are important within the boundaries of the Lloyd District; and “neighborhood,” which are smaller and found usually outside the Central City.

- **Boulevards.** These corridors can also be some of the busiest in the district – they can be the “second” street of a couplet or define a district edge -- but they offer a more landscaped, green character, with fewer retail storefronts than the retail/commercial type. These corridors are broken down in three scales: “civic,” which make connections far beyond the district; “district,” which are important within the boundaries of the district; and “neighborhood,” which are smaller and found usually outside the Central City.

- **Flexible Network.** These streets and spaces make up a system of local, primarily pedestrian connections through the district that offer quieter, “low-stress” experiences distinctly different from the busier streets serving the area. The forms and characters of these connections can vary

considerably – some can be typical streets, some could be through open spaces or plazas, and others could be through building interiors.

East-West Open Space Spine: This is a series of connected open spaces offering different characters and functions, running from the Lloyd Center Shopping Mall west to the Willamette River. The connection could be obvious, such as the Park Blocks; it could be evident, like the boardwalk along NW 10th Avenue in the Pearl District; or it could be described by a subtler set of wayfinding clues. This signature series of parks and open spaces would become the organizing system for a new high density mixed use community in the Central Lloyd area.

Major Attraction: Regional event, entertainment and/or retail facility that brings in thousands of people annually district. These currently include the Veteran's Memorial Coliseum, the Rose Garden Arena, the Oregon Convention Center and the Lloyd Center Shopping Mall.

District Center: High-visibility hubs of retail and commercial activity in the different areas of the district. Locations with concentrations of restaurants, hotels and other similar retail/commercial businesses, generating high levels of pedestrian movement and crossings.

Gateway: Point of transition into or out of the district. Specific experience determined by character of identified location, and could be enhanced by public sector improvements, private development design approaches and/or a combination of both..

Public View: Currently designated public viewpoint and view cone, as described in the *Scenic Resources and Protection Plan* of 1992.

See Appendix A, Additional Urban Design Diagrams, for more details on the street and development character, gateways and building height elements of the concept.

District Policies and Implementation Actions

Regional Center: Economy and Innovation

As home to vital regionally-significant facilities, the Lloyd District is an integral part of the Central City today, and its tremendous growth potential means it will contribute to the regional center in a variety of new ways in the future.

These policies and actions will help maintain and grow existing assets in the district, including regional event attractions at the Rose Quarter and Oregon Convention Center, the main street small business and retail-oriented character along NE Broadway, regional retail uses at the Lloyd Center Mall and a well-established office cluster of professional, medical and government services.

New businesses that balance the episodic nature of the regional event centers and new high-density residential and commercial development in Central Lloyd and North Broadway will support job growth and enliven the district. The formation of the Lloyd EcoDistrict presents additional opportunities to create a district that is more attractive to new businesses, employees, residents and visitors due to its leadership in sustainability and the resulting improvements in the physical environment.

Policies

1. **Employment**. Support and retain existing businesses while encouraging significant new job growth. Develop the district to support a broad array of employment types that provide living-wage jobs and equitable access to employment opportunities.

2. **Redevelopment.** Encourage high density commercial and residential development and better utilize vacant and underutilized land.

3. **Core Employment Uses.**

    a. **Office Core.** Maintain and grow the Lloyd District as an employment center for headquarters office, institutions, professional services and the government sector.

    b. **Regional Attractions.** Support the continued success of the Rose Quarter and the Oregon Convention Center and encourage new development and businesses that support and balance the episodic nature of event activity.

    c. **Retail.** Support existing and new retail development including regionally focused uses in and around the Lloyd Center Mall and neighborhood-serving uses along the NE Broadway corridor. Encourage and support retail development on retail/commercial streets identified in the district concept diagram.

    d. **Civic and Cultural Amenities.** Expand civic attractions in the Lloyd District to complement the district's tourism, regional attractions and growing residential character. Examples of attractions could include a convention hotel and centers for arts, culture, history or science.

4. **Innovation: Sustainable District.** Promote the Lloyd District as a center for innovation and application of sustainable business and development practices, foster job creation in sustainable industries and encourage the incorporation of green technology into businesses and development.

2035 Performance Target: Jobs

By 2035, add 10,000 new jobs within the Lloyd District.

Current Conditions
Based on a 2010 estimate, there are approximately 18,000 existing jobs in the Lloyd District (with revised district boundary, see action RC1). The addition of 10,000 new jobs would result in a total of 28,000 jobs. This would require a 55% growth in jobs over 25 years.

Implementation Actions: Lloyd District – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in **bold**
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
RC1*	Adjust the Lloyd District and Lower Albina boundaries to include the PPS Blanchard site and adjacent properties to the south and east within the Lloyd District.	X				**BPS**
RC2*	Rezone the PPS Blanchard site and adjacent properties to the east from IG1 to EXd and CXd to encourage future redevelopment. Require a master plan process as part of redevelopment to address street and pedestrian connectivity, open space, views, and the transition to adjacent industrial uses.	X				**BPS**
RC3*	Adjust and increase maximum allowed heights to support high density development and encourage the provision of public amenities, and desired uses in the following areas: ▪ N. Broadway near the Broadway Bridgehead ▪ Riverfront ("Thunderbird" site) ▪ Central Lloyd area	X				**BPS**
RC4*	Adjust regulations and incentives to encourage new development that supports the Convention Center such as new or expanded hotel development, retail and other services on adjacent blocks.	X				**BPS**, PDC
RC5	Develop a strategy to promote the development of new hotels and the improvement of existing hotels in the vicinity of the Oregon Convention Center.		X			**Metro**, PDC, City, Private
RC6	Pursue development on publically owned sites in and around the Rose Quarter through public-private partnerships.				X	**City**, Private
RC7	Market the Lloyd District as a leader in sustainable development and business practices.				X	**EcoDistrict**, PDC, Private
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Housing and Neighborhoods

The N/NE Quadrant Plan envisions the Lloyd District as a high-density, high-amenity, mixed-use area, with a focus on increasing residential development for a more balanced jobs to housing ratio. Greater housing density will increase the vitality of the district and further citywide and regional goals that encourage housing in areas close to employment centers and well connected to alternative transportation networks.

Areas in which housing development should be emphasized are proposed in the Central Lloyd area, upper Broadway and the eastern edge. Policies and actions promoting a diverse housing mix that is attractive and affordable to a broad range of people will help implement equity and diversity goals put forth in the Portland Plan and the Central City 2035 Plan.

Increased residential density will require amenities and services necessary for residents to meet their daily needs. It is essential that the area develop as a complete neighborhood with convenient and safe access to neighborhood businesses, park and recreation facilities and schools in a clean and healthy environment. Development of new open spaces and creating an environment that is supportive of local, neighborhood serving businesses are high priorities. Safe and attractive regionally available alternative transportation options, such as walking, biking and taking transit, are also important for promoting healthy lifestyles and meeting climate action goals for reduced green house gas emissions. See the transportation section for policies and actions that support those elements.

Development of housing affordable to low and middle income households within the Lloyd District is a priority given that access to a complete neighborhood reduces household transportation costs and provides access to public and private amenities crucial to economic mobility. However, it is recognized the development of affordable housing will be a challenge because there are currently very limited public resources to fund housing projects. It is also important to provide a diverse range of housing types and sizes within the district, including housing suitable for workforce, seniors, special needs and families.

The Lloyd District has a diverse history and is well located to serve as eastside civic center for Portland. The design of public spaces, as well as programming within those spaces, should celebrate the history of the place and help build community among those that visit, work and live in the district.

The goal of increased growth and density brings concerns about the potential for displacement of current residents and businesses due to increasing costs – an issue that applies citywide in areas of growth and change. This plan identifies a need for citywide programs to address potential displacement, reinforcing the recommendations of the Portland Plan.

Policies

1. **Housing Development.** Encourage the development of new housing especially in “housing emphasis areas”. Through greater concentration of housing the district can foster a sense of community and support efficient provision of residential amenities and services.

2. **Housing Diversity and Preservation.** Encourage the development and preservation of a housing supply of unit types and sizes that meets the needs of people of all incomes, ages, household sizes and special needs. Include development of affordable housing as a way to ensure income diversity, meet citywide housing needs and help mitigate the potential for displacement due to rising housing prices in the district and in adjacent neighborhoods.

3. **Complete Neighborhood.** Foster development of a complete neighborhood with amenities and services that residents need to meet their daily needs, including access to parks and open space, grocery stores, neighborhood businesses and schools.

4. **Successful Neighborhood Business Districts.** Support and expand local main street business areas within the Lloyd District and in adjacent neighborhoods. Cluster a diverse mix of neighborhood scale businesses within the NE Broadway Business District and on new district retail/commercial streets as a means of concentrating activity and promoting successful retail districts.

5. **Community Building.** Encourage public spaces, pubic art and activities that celebrate the history of the district and that help build a community in the Lloyd District and with surrounding neighborhoods.

6. **Historic and Cultural Resources.** Preserve, rehabilitate and celebrate historic and culturally significant structures and places in the Lloyd District.

7. **Displacement.** Support existing residents and businesses within the Lloyd District and in adjacent neighborhoods that are at risk for involuntary displacement.

2035 Performance Targets

Housing

Develop 5000 new housing units and reduce the jobs to housing ratio to 5 to 1 within the Lloyd District. Seek to provide a full range of housing types and affordability options, including 50% of new units affordable to households with incomes below the median family income (MFI) of the city.

Current Conditions
Based on the 2010 Census, there are approximately 1,100 existing housing units in the Lloyd District and it has a jobs to housing ratio of 17 to 1. The addition of 5,000 units and 10,000 jobs would result in a total of 6,100 housing units and a jobs to housing ratio of 5 to1.

Complete Neighborhood

80% of Lloyd District residents live within ¼ mile of a public park and within ½ mile of a full service grocery store.

Current Conditions
As shown in Table 2 below, none of the existing population is within ¼ mile of public parks and 64% of the population is within a ½ mile of a grocery store. Because the existing population in the district is currently quite low, the amount of land area in proximity to parks and grocery stores is also provided.

Table 2: Lloyd District Proximity to Parks and Grocery Stores (2012 estimate based on GIS analysis)

	Within ¼ mile of parks	Within ½ mile of parks	Within ½ mile of grocery store
Population	0%	81%	64%
Land Area	30%	87%	41%

Implementation Actions: Lloyd District – Housing and Neighborhoods						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
HN1*	Develop regulatory tools to encourage housing development and the inclusion of affordable housing. Focus on housing emphasis areas (see subarea character diagram).	X				**BPS**, PHB, BDS
HN2*	Rezone the area of RXd zoning in Central Lloyd to CXd to provide flexibility and encourage investment. Apply housing incentives described in HN1 to this area.	X				**BPS**
HN3	Develop affordable rental housing through investment of TIF Set Aside funds and other PHB programs. Possible tools include: Limited Tax Exemption program, System Development Charge Exemption Program.		X			**PHB**
HN4	Improve the function and safety of Holladay Park through programming that increases its use and CPTED (Crime Prevention Through Environmental Design) improvements.		X			**PPR**, Private
HN5	Identify sites for community building activities and pursue projects and activities that support community building, such as weekend markets, cultural programming in parks and public art.		X			**LDCA**, EcoDistrict City
HN6	Support connections between district employers and employee housing within the district through employer-assisted housing programs and coordinated mixed-use development, particularly employer-assisted housing for service-level workers employed within the district.		X			**PHB**, Private
HN7	Monitor residential population growth and the related school needs of the district. Encourage space for early education programs in new development.				X	**PPS**, Private

HN8	Address potential displacement of residents and businesses in the Lloyd District and in adjacent at risk neighborhoods, such as Eliot, through citywide programs developed as part of the Comprehensive Plan. Potential programs include housing and small business assistance programs targeted for areas at risk for displacement.				X	**PHB** (housing), **PDC** (business) Office of Equity, BPS
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Transportation

The Lloyd District is well served by a multi-modal transportation system that supports its role as a regional center for retail, business, entertainment, and government. The district has unique regional transportation advantages, including direct connections to the interstate freeway system via I-5 and I-84 and the regional light rail and bus network at the Rose Quarter Transit Center. With the addition of streetcar and continued investments in bicycle and pedestrian systems, the transportation network will provide a solid foundation to support goals for high-density development, greater use of active transportation (walking and biking) modes, and reduced greenhouse gas emissions.

The Lloyd District contains a number of major traffic corridors, including the MLK/Grand and Broadway/Weidler corridors, which carry large volumes of traffic into and through the district. These streets are important for supporting large and small businesses and regional attractions. However, because of the high volume of traffic and limited signalized crossing, these streets have also been identified as barriers to overall connectivity and to travel by walking and biking.

The N/NE Quadrant Plan calls for building upon and enhancing the Lloyd District's transportation assets by: improving the efficiency and safety of traffic operations; maintaining regional transit, auto and freight access; enhancing internal circulation and connectivity to adjacent areas, particularly for pedestrians and bicyclists; managing parking to support business and residential uses, incentivize development and encourage the use of non-auto transportation modes; leveraging street improvements with future development; and providing strong linkages between the district and the Willamette River. It is important to note that residents of Portland have transportation choices, and that active transportation may not be the solution for all. Therefore, providing optimum regional access for all modes will be key to realizing the goal of developing the Lloyd District as a high density Central City district and assuring its long-term success.

Policies

1. **Strategic Investments.** Invest in transportation infrastructure to improve safety, convenience and operational efficiency for all modes by strengthening connectivity and access for trips to, through and within the Lloyd District, and by creating special places for workers, residents, neighbors, shoppers and visitors.

2. **Active transportation.** Encourage walking, bicycling and using transit as a way to increase transportation access and choice, enhance livability and reduce the per capita carbon footprint in the district.

3. **Transportation Demand Management.** Foster the development of business and property owner-supported programs, incentives and activities that encourage employees and residents to use active transportation and non-single occupant vehicle modes.

4. **Transit**. Strengthen the role of transit in the Lloyd District by working with TriMet to increase the frequency, reliability and safety of the light rail, bus and streetcar services.

5. **Parking.**

    a. **Off-Street.** Strengthen the role of parking management to leverage high-density mixed-use development, enhance livability and reduce reliance on single occupancy automobile trips, while supporting development of more parking options for retail-focused streets.

b. On-Street. Preserve and enhance on-street parking assets to support ground floor commercial, retail and service based business.

6. **Streetscape.** Improve the pedestrian experience by integrating high-density mixed uses, urban greenery, and pedestrian amenities into the Lloyd District's streetscape.

7. **Connectivity**. Increase the number of connections across barriers in the district, including major arterials, large blocks, freeways, rail lines, and natural features, and with adjacent neighborhoods.

8. Transportation System Management. Manage access and circulation to reduce traffic speeds and provide for safe crossings, while balancing the need for vehicle and freight access to and within the Lloyd District.

9. **Regional Attractions.** Provide access and circulation to and from the Lloyd District that attracts and supports regional development, shopping and tourism. Promote the use of transit to access the area, including light rail, streetcar, bus, and a potential water taxi service.

2035 Performance Target: Mode Split

70 percent of commute trips to and from the district are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

Current Conditions
The current Lloyd District mode split is approximately 44 percent by non-single occupancy vehicle (SOV) for the district. Members of the Lloyd TMA have an improved mode split of 60% non-SOV.

Implementation Actions: Lloyd District – Transportation

#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR1	Explore ways to adopt the Street and Development Character concept, including three street types: retail/commercial, boulevard and flexible/pathways. This may include updates to the Transportation System Plan Street Design Classifications.	X				**PBOT**
TR2*	Develop and revise parking management strategies.		X			**PBOT**, TMA, Private
TR3	Update the *Lloyd District Standard Plans and Details within the Right-of-Way* document to implement the Street and Development Character and Green Systems concepts for the district.		X			**PBOT**, BPS, BES, PPR/UF

Implementation Actions: Lloyd District – Transportation						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR4	Study and install additional signalized pedestrian crossings, on-street parking, and reduced speed traffic progression on Martin Luther King, Jr. Blvd. and Grand Avenue.		X			**PBOT**
TR5	Implement streetscape and circulation changes for Multnomah Street to facilitate a "retail/commercial street" environment.		X			**TMA**, PBOT
TR6	Review the 1996 *Broadway-Weidler Corridor Plan* to identify any needed updates to implement the N/NE Quadrant planning process. Implement the plan emphasizing pedestrian safety projects, installation of traffic signals and maintenance of parking supply.		X			**PBOT**
TR7	Install electric vehicle charging stations in the Lloyd District.		X			**PBOT**, PDC
TR8*	Implement the I-5 Broadway/Weidler Interchange Plan improvements.			X		**ODOT**, PBOT
TR9*	Implement a 7th Ave pedestrian/bike bridge over I-84 connecting to either 7th or 8th in the Central Eastside.			X		**PBOT**, ODOT
TR10*	Develop a strategy for the Clackamas Flexible Street and private development extending from the Rose Quarter to NE 9th Avenue via a new pedestrian/bicycle bridge over I-5.			X		**PBOT**, BPS, PDC, ODOT, EcoDistrict, Private
TR11	Complete the Sullivan's Gulch Trail Concept Plan and implement its recommendations.			X		**PPR**, PBOT, ODOT, UPRR, Private
TR12	Study the feasibility of adding a new light rail station on the Yellow line near Dixon to serve the N Broadway area and PPS Blanchard site.			X		**TriMet**, PBOT, BPS

Implementation Actions: Lloyd District – Transportation						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR13*	Confirm the benefits and feasibility of straightening the "s-curve" in the Union Pacific rail tracks for freight and passenger rail operations. Options pursued should prioritize maintaining the development potential of the "Thunderbird" site. See related action UD8.			X		**ODOT**, UPRR, Private, BPS
TR14*	Work with TriMet to improve the Steel Bridgehead and Rose Quarter Transit Center area to improve transit, local circulation, access to the Eastbank Esplande, and development opportunities			X		**TriMet**, TMA, PBOT, BPS, , Private
TR15	Explore water transportation options, including a Willamette River water taxi, and investigate the feasibility of a landing in the Lloyd District. Such a landing should include a safe and direct pedestrian connection to the Convention Center and the Rose Quarter.			X		**OHWR**, PBOT, BPS, PPR, Private
TR16	Expand the Central City wayfinding system in the Lloyd District to include river destinations and other local and regional attractions, as opportunities arise to add or replace signage.				X	**OHWR**, PBOT, PPR, Private
TR17	Continue City of Portland partnership with the Lloyd Transportation Management Association (TMA) to encourage workers and residents to use transit and active transportation modes.				X	**PBOT**, TMA
TR18	Complete the North Portland Greenway Feasibility Study and use the information to inform the River Plan / Central Reach (the update of the Willamette Greenway Plan).	X				**PPR**, PBOT, BPS, Private
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Urban Design

These policies and actions will enable the Lloyd District to offer a set of unique, human-scaled urban experiences different compared to the west side of the Central City. The area features a series of existing places with established character that will be strengthened around a revitalized and redeveloped Central Lloyd area. The Central Lloyd area will include more high-rise office buildings and a new, high-density residential district, organized around a signature system of linked open spaces and supported by a network of diverse streets. The high-quality transit service in the area provides an opportunity to shift the Lloyd District from a focus on auto access and auto-oriented uses, to a more pedestrian-oriented development pattern and streetscape.

The large blocks in the Lloyd District are part of a distinctive urban pattern that allows for larger buildings and unique public spaces including courtyards, plazas and parks. These open spaces will be linked by a system of pathways, multi-use trails and quiet streets that are enhanced with vegetation and together create a set of lower stress and quieter routes, and an alternative to the busy arterials through the district. New low stress connections across freeways to the west and south will strengthen connections to the rejuvenated Rose Quarter, the PPS Blanchard site, the Willamette River and the Central Eastside. A desire for better access and connections to the river were expressed throughout the planning process. Connections to the river can be achieved visually, through views or a trail along the river, or physically through direct access via a trail, steps or dock. Both types of access are desired, however direct access will be difficult due to limited availability of riverfront property and the location of the Union Pacific train tracks along the river bank. There are only two riverfront sites in the Lloyd District. The Dreyfus grain terminal is a long-established industrial business that is expected to continue operation for the foreseeable future. Opportunities for open space and potentially river access may exist on the vacant “Thunderbird” site. See additional discussion of the Thunderbird site under Lloyd actions UD8 and TR13.

The Lloyd District includes a number of entry points or “gateway” locations, such as the Broadway and Steel Bridgeheads, the Lloyd Center station area and the crossroads intersection of MLK/Grand and Broadway/Weidler. These gateways will be reinforced by buildings that are taller than the surrounding context, emphasizing the civic significance of these places. At its edges, the scale of new development in the Lloyd District will provide a transition to established lower density neighborhoods and historic districts by providing a “step down” to adjacent neighborhoods and by considering the form and pattern of existing development in the review of new development proposals.

Policies

1. **Diverse and Distinctive Urban Places**. Focus more intense development in the Central Lloyd area and Rose Quarter while enriching the entire district through strengthening the distinct character of the existing Lloyd District subareas.

2. **Better Connected District**

    a. **More Seamless Connections.** Improve the character of connections across transportation barriers in the district - freeways, major arterials and *rail* facilities.

    b. **Variety in Street Character.** Expand the diversity of street character in the Lloyd district, distinguishing three major types: retail/commercial, boulevard and flexible/pathways.

3. **Large Blocks.** Take advantage of the unique opportunity for dense, large site development made possible by the large blocks found in the Lloyd District. Integrate this development into the surrounding blocks through well designed internal green spaces and pedestrian connections.

4. **Open Space.** Develop a signature sequence of open spaces, linked through a wayfinding system, that serve the Central Lloyd area, becomes a primary organizing structure for new development, and offers a diversity of character, experiences, and recreational functions for district residents, workers and visitors.

5. **Riverfront Development.** Encourage development along the Willamette River that activates the riverfront, better connects the riverfront to the rest of the district and surrounding neighborhoods, improves visual and physical access to the river, and enhances natural resources.

6. **Pedestrian-Oriented Development.** Discourage new automobile-oriented uses and encourage the eventual redevelopment of drive-throughs and large surface parking lots with development that is oriented to the street and enhances the pedestrian environment.

7. **Transition to Adjacent Neighborhoods.** Provide sensitive transitions in the scale and pattern of development between higher density development encouraged in the Lloyd District and adjacent lower density neighborhoods and historic districts.

2035 Performance Target: Active Street Edges

40% of all street frontages within the Lloyd District are occupied by buildings oriented to the street, measured by the amount of retail storefront and partial fenestration (windows and doors) facing the street.

One-third (33%) of the retail/commercial street frontages are occupied by retail storefronts.

Current Conditions

Table 3: Central City Groundfloor Edge Conditions (2011 estimate based on BPS inventory)

	Lloyd District	River District	Downtown
% all street frontage with buildings oriented to street*	22%	51%	55%
% retail/commercial street frontage with retail storefront	Average: 18% Range: 8%-30%	Data not available	Data not available

* Measured by linear feet of retail storefront and partial fenestration (windows and doors) facing the street.

Map 4: Ground Floor Street Edge Conditions



Implementation Actions: Lloyd District – Urban Design						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD1	Update Title 33 Zoning Code development regulations and maps to implement the district concept. Potential regulations to be amended include: heights, active ground floor building uses, required building lines, drive-through limitations, and auto access restrictions related to street car.	X				**BPS**
UD2*	Revise height regulations along Broadway on the Eliot and Irvington neighorhood edges to provide a step down from taller heights allowed in the rest of the Lloyd District.	X				**BPS**
UD3	Develop regulatory tools to encourage the provision of open space, including public open space, publicly-accessible private open space on large blocks, and multifunctional private courtyard spaces with new high density residential development. Possible tools include: height/FAR bonus incentives, superblock regulations, and master plan requirements.	X				**BPS**, BDS, PPR
UD4	Evaluate existing view designations and potential new view designations in the Lloyd District as part of a Central City-wide analysis of scenic resources. Existing Lloyd District view corridors to be examined for potential changes include the views of downtown from the 12th Ave bridge and from Lillis Albina park.	X				**BPS**
UD5	Develop a strategy to acquire, masterplan, build and improve public parks, plazas and open spaces consistent with the district concept diagram and policies. Seek to time the development of the signature open space system on or near Clackamas concurrent with significant residential development in the district.		X			**PPR**, BPS, PDC

Implementation Actions: Lloyd District – Urban Design						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD6*	Update the Lloyd District's 1991 design guidelines: *Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan* to reflect the district concept.		X			**BPS**, BDS, BES, PBOT, PDC
UD7	Create and promote a strategy to activate public open space, rights-of-way and surface parking lots during off hours to bring in new people, interests and energy to the district.		X			**LDCA**, EcoDistrict, TMA, Private, PPR, PBOT, BPS, PDC
UD8*	Work with the property owner/developer of the "Thunderbird" site to craft a development agreement that incorporates public open space and the greenway trail on the riverfront. See related action TR13.		X			**PPR**,, BPS, OHWR, ODOT, Private
UD9	Enhance the pedestrian and cycling environment under the I-5 Freeway at NE Multnomah and Holladay Streets.			X		**PBOT**, TriMet, ODOT, TMA
UD10	Recommend that the existing 75' height limit between NE Schuyler and NE Hancock and NE 7th and NE 16th in the Irvington Historic District be reduced to 45' as part of the Comprehensive Plan update process. The height limit change is in response to the creation of the Irvington Historic District in 2010 and the policy need to retain multi-family housing potential in this corridor.		X			**BPS**
UD11	Work with property owners and developers to further the development of NE 7th and NE Multnomah as district retail/commercial streets.				X	**BPS**, PDC
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Environment (title under discussion)

The combination of significant potential for new development, extensive transit, pedestrian and bicycle networks and the formation of the Lloyd EcoDistrict presents a unique opportunity to dramatically improve environmental conditions within the Lloyd District and help meet Portland's broader sustainability goals. This plan capitalizes on that potential by promoting district-wide sustainability strategies that result in significant improvements in the environmental performance of the district. The plan calls for green buildings, green infrastructure and sustainable design to be integrated with new development in order to improve air quality, water quality, watershed health, habitat, resource conservation, climate and livability.

A key component to realizing the goals for improving environmental conditions in the district will be to better use space within public rights-of-way for sustainable stormwater strategies and increased tree canopy that absorb and clean water, provide habitat for birds and pollinators, and provide shade. Boulevards, flexible streets and water quality/tree canopy corridors have been identified to provide this function. Opportunities to enhance existing natural resources and improve habitat have also been identified within Sullivan's Gulch and along the Willamette River bank. Individual projects are also encouraged to incorporate green features, such as ecoroofs and energy efficiency. More detailed policies and implementation tools related to the Willamette River and Sullivan's Gulch will be developed in the next phase of CC2035 process that includes the update of the Willamette Greenway Plan and analysis of central city natural resource protection options (see Lloyd actions GC1 and GC2).

This plan embraces the formation of the Lloyd Eco-District and supports its goals for restorative development that improves environmental conditions, a connected district, and to be climate positive. To this end, the district concept is considered a starting place that will be refined and added to as the EcoDistrict priorities are developed in the coming years.

While this policy area primarily focuses on integrating green features into development, it should be noted that the built form envisioned for the district - high density, mixed-use development that is well served by transit and facilities for biking and walking - will also make a significant contribution to sustainability goals. This will encourage the use of active transportation modes, thereby reducing emissions and energy use and increasing the efficiency of urban services.

Policies

1. **Sustainable District.** Promote innovation and leadership in the Lloyd District in the areas of sustainable and restorative development, energy efficiency, water conservation, waste reduction and climate change resiliency. Support partnerships that facilitate district-wide strategies.

2. **Green Infrastructure and Tree Canopy**. Increase tree canopy and the use of vegetated stormwater facilities in Lloyd District rights-of-way particularly on designated "boulevards", "flexible streets" and "tree canopy/water quality corridors". Encourage the use of green elements and habitat-friendly design on development sites, including ecoroofs and other vegetated stormwater approaches, roof gardens, landscaped setbacks and courtyards, living walls, and native vegetation.

3. **Green Buildings and Energy**. Encourage the development of high performance buildings, renewable energy systems, district energy, and energy retrofits that reduce greenhouse gas emissions.

4. **Willamette River Resources.** Protect and enhance natural resources along the banks of the Willamette River to prevent erosion and improve habitat functions and connectivity, while also meeting Citywide goals and policies regarding recreation, views, access to the river, and riverfront development.

5. **Sullivan's Gulch.** Protect and enhance natural resources within Sullivan's Gulch to improve its function as a habitat corridor, reduce the risk of wildfire and landslide, and maintain and enhance views, while providing flexibility to incorporate a recreation trail.

2035 Performance Target: Tree Canopy

Plant or preserve trees within the Lloyd District sufficient to achieve 15 percent canopy coverage once the trees mature.

Current Conditions
The current tree canopy coverage in the Lloyd District is 10 percent. To achieve 15 percent coverage, approximately 19 additional acres of canopy would need to be added through tree planting and growth of existing trees.

Implementation Actions: Lloyd District – Environment

#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC1*	Evaluate natural resource protection and management options for Sullivan's Gulch and the Willamette River bank as part of the Central City-wide natural resource analysis.	X				**BPS**, BES, OHWR
GC2	Update the Willamette Greenway Plan for the Lloyd District as part of the River Plan / Central Reach process, building on concepts outlined in the N/NE Quadrant Plan and the North Portland Greenway Feasibility Study. The update will address habitat, restoration sites, design guidelines, trails and access, and river dependent and river related development. Restoration sites could include the area of shallow water near the I-5/I-84 interchange and the riverbank below the "Thunderbird" site.	X				**BPS**, BES, OHWR, PPR, PDC, Federal, State and Regional agencies, UPRR, Private

Implementation Actions: Lloyd District – Environment						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC3	Explore approaches to improve the environmental performance of the district. Possible tools include incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, and connections to district energy.		X			**BPS**, BDS, BES, EcoDistrict
GC4	Investigate opportunities for serving the PPS Blanchard site with district energy.		X			**PDC**, BPS, PPS
GC5	Design and implement a water quality/tree canopy corridor project within the Lloyd District.			X		**BES**, PBOT, BPS, PPR/UF, PDC, OHWR
GC6	Develop and implement a street tree planting strategy for the Lloyd District.			X		**PPR/UF**, BES, BPS, PBOT, Private
GC7	Identify and improve underutilized space within public rights-of-way (e.g. along I-5, I-84, Interstate Ave) to increase tree canopy, habitat value and stormwater function.			X		**BES**, PBOT, PPR/UF, ODOT
GC8	Develop a management strategy addressing multiple objectives for the Sullivan's Gulch natural resource area, including re-vegetation, trail development, environmental education, and maintenance.		X			**BES**, PBOT, PPR, OHWR, BPS, ODOT, Private
GC9	Continue to support the Lloyd EcoDistrict work program.				X	**EcoDistrict**, City
GC10	Coordinate capital improvements and "green systems" planning with the work of the Lloyd EcoDistrict.				X	**City**, EcoDistrict
GC11*	Design infrastructure, such as the proposed Clackamas I-5 overcrossing and street improvements to accommodate district energy infrastructure where appropriate.				X	**PBOT**, ODOT, PDC

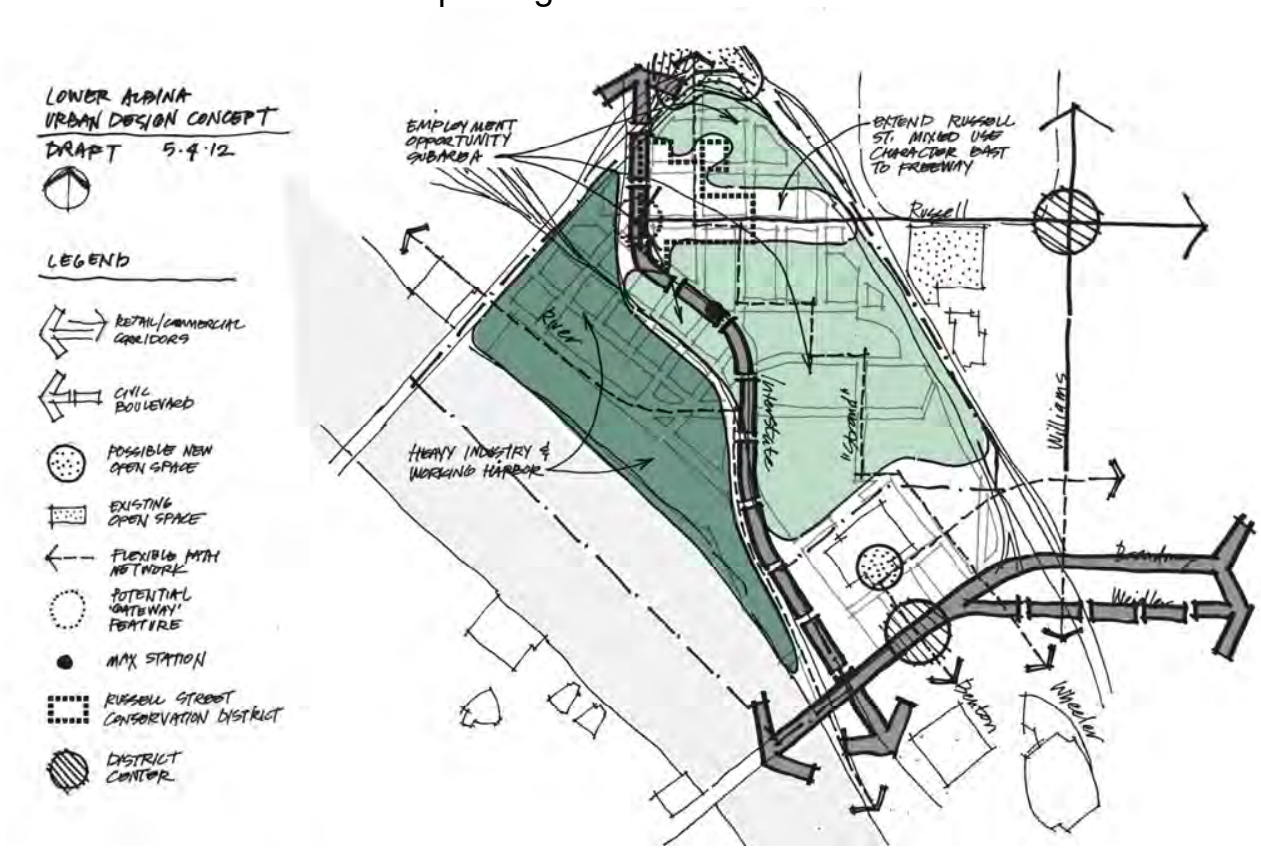
Implementation Actions: Lloyd District – Environment						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC12	Use green infrastructure measures to improve the water quality of stormwater discharged to the Willamette River and to reduce the risk of sewer backups into basements.				X	**BES**, PBOT, Private
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Lower Albina

District Goal

Strengthen Lower Albina as an industrial and employment area by reinforcing the working harbor and providing for diverse employment and development opportunities. Enliven historic Russell Street with mixed-use and commercial activities that are compatible with industrial and employment uses.

Lower Albina District Concept Diagram



Key Elements of the Concept

Russell Street Mixed Use Area: This area includes the existing commercial node within the Russell Street Conservation District and suggests an expansion of retail and commercial uses to the east, reestablishing the historic connection between Lower Albina and the Vancouver/Williams corridor.

Employment Opportunity Subarea: This area remains industrial, but has additional flexibility for commercial uses as a means of increasing employment density. Commercial uses are restricted to those that are less service oriented and therefore are compatible with industrial businesses.

Heavy Industry and Working Harbor: This area is regionally significant industrial land and remains a heavy industrial area and working harbor.

Street and Development Character: The character and function of three main street types shown in the concept diagram are described below. A more detailed description of the street types is provided

in a separate report, N/NE Quadrant Plan: Street and Development Character Concept (2/1/12 Draft).

- **Retail/Commercial Corridors**. These corridors are generally busy streets with high visibility for motor vehicles, transit, bikes and pedestrians. They should generally have consistent ground level retail storefronts. In Lower Albina, Russell Street is designated a "neighborhood" retail/commercial street because of its smaller scale. Russell Street connects with the Williams retail/commercial street at the historic neighborhood center at the intersection of Russell and Williams.

- **Boulevards**. These corridors are often busy streets that offer a more landscaped, green character, with fewer retail storefronts than the retail/commercial type. In Lower Albina, Interstate Avenue is designated as a "civic" boulevard because it makes connections to North Portland.

- **Flexible Network**. These streets and spaces make up a system of local, primarily pedestrian connections through the district that offer quieter, "low-stress" experiences distinctly different from the busier streets serving the area. In Lower Albina, "the Strand" is designated as a flexible street connection that meanders through the district. The greenway trail would also path through the district.

Gateway: These areas designate a point of transition into or out of the district. The specific experience is determined by the character of the location, and could be enhanced by public sector improvements, private development design approaches and/or a combination of both. In Lower Albina, a gateway is designated at the intersection of Interstate and Russell.

District Policies and Implementation Actions

Regional Center: Industrial and Employment Sanctuary

Lower Albina plays a key role in the Central City and the region as a center of industrial employment. It serves as a critical incubator for emerging and innovative businesses and provides an important living-wage job base near inner North and Northeast neighborhoods. The district's mix of industrial businesses, working waterfront and multimodal freight facilities are complemented by a small mixed-use commercial area along lower Russell Street, where retail activity is especially active at night.

The policies and action items in this plan are intended to build on the strength of the district's existing industrial fabric and provide additional flexibility for commercial uses that are compatible with industrial businesses and increase employment density. Housing is currently allowed within the Russell Street Conservation District, which is zoned for mixed use. The plan proposes to extend the mixed use zoning east on Russell, however new housing will not be allowed in that area.

Policies

1. **Working Harbor.** Protect the Lower Albina working harbor and support river-dependant uses.

2. **Industry and Employment**. Increase economic opportunities, living-wage jobs and employment density by preserving existing industrial land uses and diversifying the range of employment activities allowed in the area east of the Union Pacific railroad and near the MAX station.

3. **Incubator**. Support existing businesses and foster the district as an industrial and employment incubator.

4. **District Vitality.** Support the urban vibrancy of Russell Street and its unique blend of working daytime industrial activity with compatible nighttime restaurant and entertainment activity.

2035 Performance Target: Jobs

Add 1,000 new jobs within Lower Albina.

Current Conditions
Based on a 2010 estimate, there are approximately 2,000 existing jobs in Lower Albina (with revised district boundary, see Action RC1). The addition of 1,000 new jobs would result in a total of 3,000 jobs. This would require a 50% growth in jobs over 25 years.

Implementation Actions: Lower Albina – Regional Center: Economy and Innovation

#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
RC1*	Adjust the Lower Albina subdistrict boundary to exclude the PPS Blanchard site and adjacent properties to the south and east, placing them within the Lloyd District.	X				**BPS**
RC2*	Rezone properties east of the Russell St. Conservation District fronting Russell Street from IG1d to EXd. Set max FAR at 3:1 and maximum height at 50'. Prohibit housing in this area.	X				**BPS**
RC3*	Apply zoning provisions to IG1-zoned properties east of the Union Pacific railroad alignment that allow certain compatible office-like uses, similar to the Employment Opportunity Subarea regulations in the Central Eastside. [Note: this action is still under discussion with stakeholders.]	X				**BPS**
RC4	Identify potential brownfield sites and identify clean-up and redevelopment strategies to bring them back into economic use.		X			**BPS**, PDC, BES, Private
RC5	Assist small businesses and property owners through storefront grants, Development Opportunity Services grants, loans for tenant improvements, start-up and equipment, and other programs.				X	**PDC**

*Additional details for selected action items are included in Appendix B, Implementation Action Details.

Transportation

Lower Albina is located at the southern end of the North Willamette River working harbor area, the northern end of the Central City, and adjacent to historic streetcar neighborhoods. As a predominately industrial area, freight movement associated with the working harbor, freight railroad, and trucks are essential for the economic vitality of this district, City and region. Its location within the Central City also provides for transit, bicycle and walking facilities for workers, shoppers, and visitors to the district. To sustain the vitality of Lower Albina, maintenance and continued improvement of the multi-modal transportation system will be important.

Policies

1. **Freight System**. Prioritize freight movement and access while maintaining and improving the safety, efficiency and convenience of the transportation system for all modes.

2. **Multi-Modal Connectivity**. Improve connectivity through the district and strengthen connections to adjacent districts, including the Rose Quarter, the Vancouver/Williams Corridor and Mississippi Avenue. Improve pedestrian connections to Interstate MAX and bus service to enhance access to employment opportunities in the area.

3. **Rail and Marine**. Preserve rail and inter-modal access to the Albina Rail Yards, marine freight facilities and local industries.

4. **Freeway Access**. Maintain or improve access from industrial areas to the regional freeway system.

5. **Strategic Investments.** Encourage business creation, growth, and innovation through strategic public and private partnership investments in multi-modal transportation and parking infrastructure.

2035 Performance Target: Mode Split

40 percent of commute trips to and from Lower Albina are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

Current Conditions
The current Lower Albina mode split is approximately 18 percent by non-single occupancy vehicle (SOV) for the district.

Implementation Actions: Lower Albina – Transportation

#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR1	Explore ways to adopt the Street and Development Character concept, including three street types: retail/commercial, boulevard and flexible/pathways. This may include updates to the Transportation System Plan Street Design Classifications.	X				**PBOT**, BPS

Implementation Actions: Lower Albina – Transportation						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR2	Complete the North Portland Greenway Feasibility Study and use the information to inform the revision of the River Plan North Reach (the update of the Willamette Greenway Plan). Implementation of the trail in some areas will rely on the ability to acquire agreements by private property owners.			X		**PPR**, PBOT, BPS
TR3	Study options for the Larrabee Street ramp that would preserve auto, bicycle and freight access while accommodating the Greenway Trail and pedestrian and bicycle access to the district and river.		X			**PBOT**, PPR
TR4*	Develop a street design plan for the "the Strand" and alternative routes to provide a lower stress connection between N. Russell Street and the Rose Quarter.		X			**PBOT**, BPS
TR5	Rebuild N River Street from the Tillamook overpass to Essex Street.			X		**PBOT**
TR6	Study the need for pedestrian improvements to facilitate employee access to transit on Russell, Interstate and Broadway/Weidler.			X		**PBOT**, TriMet
TR7	Enhance and maintain streets in working condition to facilitate access and circulation in the district.				X	**PBOT**
TR8*	Implement the I-5 Broadway/Weidler Interchange Plan Improvements, including the proposed Hancock overcrossing, to improve regional and local freight access.			X		**ODOT**, PBOT
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Urban Design

Lower Albina has a rich and varied fabric of largely industrial and employment buildings, with the exception of retail and commercial uses largely clustered within the Russell Street Conservation District. As the character of Lower Albina is not expected to change dramatically, these policies and actions are intended to strengthen its existing urban forms and patterns and offer guidance for the integration of new development that is sensitive to this significant industrial area. To that end, policies focus on preserving the existing industrial character of the majority of the Lower Albina area, enhancing the unique character of the Russell Street area and preserving historic buildings in the district in general.

Actions also call for repurposing, reconfiguring and improving the appearance of spaces underneath and adjacent to freeways and ramps to the north and east to offer an expanded range of recreational opportunities and a more attractive set of connections between employment centers and mixed use neighborhoods, in addition to enhancing the district's function as a "gateway" into the Central City from North Portland. Multi-modal connectivity would also be enhanced with "the Strand", a lower stress connection and wayfinding system between the Russell Street commercial area and the Rose Quarter. See Transportation action TR4 for more information on the Strand.

Policies

1. **Historic and Cultural Resources**. Preserve, rehabilitate and celebrate historic structures in Lower Albina, including those in the Russell Street Conservation District and culturally significant African-American resources identified in the Cornerstones of Community inventory.

2. **Russell Street**. Strengthen the character of Russell Street and reestablish the historic connection between Lower Albina and the Vancouver/Williams Corridor by encouraging new mixed uses, rehabilitated buildings and a nighttime orientation.

3. **Industrial Character**. Preserve and enhance the industrial character and functionality of the Lower Albina industrial area.

Implementation Actions: Lower Albina – Urban Design

#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD1*	Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.		X			**AHC**, BPS
UD2*	Improve the design review approval criteria used for development proposals within the Russell Street Conservation District and design overlay zone within Lower Albina.		X			**BPS**, BDS

Implementation Actions: Lower Albina – Urban Design						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD3	Improve the character and activate the area under the Fremont Bridge ramps. Consider active recreation, public art, sustainable landscaping and stormwater management, and improved parking facilities.			X		**City**, ODOT
UD4	Improve the character of N Russell under the I-5 freeway. Consider lighting improvements, public art, sustainable landscaping and stormwater management, and screening of adjacent publically-owned storage yards.			X		**PBOT**, , ODOT
UD5*	Encourage and assist Lower Albina property owners to nominate their historic properties for designation as landmarks.				X	**BPS**, AHC, SHPO, Eliot NA
UD6	Improve the appearance of publically-owned storage yards located under and adjacent to the I-5 and I-405 freeways.		X			**PBOT**, ODOT
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Environment (title under discussion)

The Central City 2035 Concept Plan calls for increasing energy efficiency, enhancing natural resources and habitat, improving air and water quality and expanding the use of green infrastructure central-city wide. While the Lower Albina area will continue to be a primarily industrial district, there are opportunities for achieving these goals through incremental improvements to the riverbank, adding green infrastructure to rights-of-way where they don't conflict with industrial operations, and encouraging the use of sustainable design in new development or remodels. Increasing green building and infrastructure could also contribute to business development by making the area more attractive to tenants and employees.

Policies

1. **Willamette River *Resources*.** Support the natural resource protection and enhancement objectives of the River Plan / North Reach, where they apply to Lower Albina.

2. **Sustainable Design**. Encourage sustainable design in public infrastructure and industrial buildings, including green roofs, stormwater management strategies, tree canopy, habitat-friendly design, energy efficiency improvements, and alternative energy generation.

2035 Performance Target: Tree Canopy

Plant or preserve trees within Lower Albina sufficient to achieve 10 percent canopy coverage once the trees mature.

Current Conditions
The current tree canopy coverage in Lower Albina is 6 percent. To achieve 10 percent coverage, approximately 7 additional acres of canopy would need to be added through tree planting and growth of existing trees.

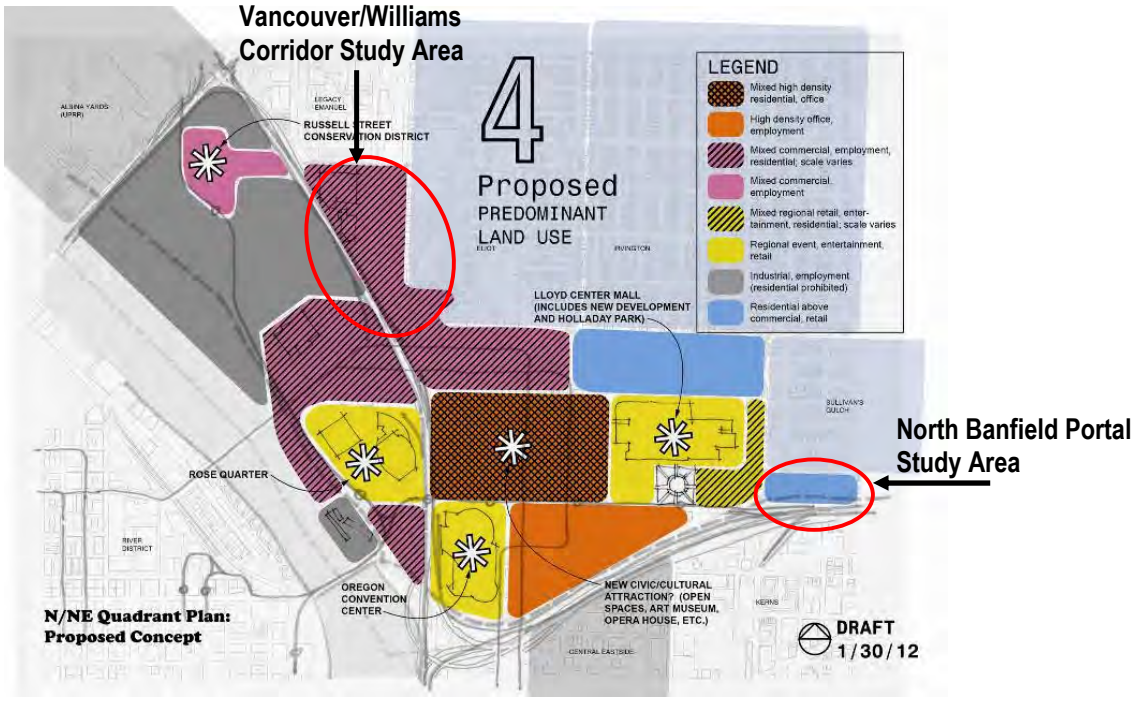
Implementation Actions: Lower Albina – Environment						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC1	Update the Willamette Greenway Plan for Lower Albina, building on concepts from the North Portland Greenway Feasibility Study and provisions contained in the River Plan / North Reach, once a final court decision is made. The update will address habitat, mitigation sites, trails and access, and river dependent and river related development.	X				**BPS** BES, BDS, OHWR, PPR, PBOT, PDC, Federal, State and Regional agencies, Private

Implementation Actions: Lower Albina – Environment						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC2	Develop and implement a strategy to install trees and sustainable stormwater facilities to existing streets and underutilized space within rights-of-way (e.g. freeway ROW, Broadway bridgehead, west end of Russell Street). Ensure improvements do not compromise operations for industrial businesses.			X		**BES**, PPR/UF, PBOT, ODOT, Private
GC3	Explore approaches to improve the environmental performance of the industrial district. Possible tools include incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, and connections to district energy.			X		**BPS**, BDS, BES
GC4	Target outreach to industrial businesses regarding sustainable business practices.				X	**BPS**
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Study Areas

Two areas adjacent to the N/NE Quadrant are included in the plan's study area: the North Banfield Portal and the Vancouver/Williams Corridor. They are included because of the potential for land use and transportation proposals in the quadrant to affect them and because community members asked the Bureau of Planning and Sustainability to address long-identified land use and zoning issues in these areas.

Each study area has proposed action items intended to further objectives identified in the planning process, primarily zoning changes to encourage new development or support existing uses. However, these areas will remain outside of the Central City boundary and therefore no new policies are proposed.



North Banfield Portal

The North Banfield Portal is the eastern gateway to the Lloyd District, at the transition from the Central City's higher density commercial and residential development to lower density residential in the Sullivan's Gulch neighborhood.

Sullivan's Gulch provides valuable natural resources in central Portland where habitat areas are less common. Enhancement of the Gulch resources and development of the Sullivan's Gulch Trail will increase connectivity for both wildlife and pedestrians and bikes, connecting the Willamette River with areas to the east. New redevelopment opportunities along Multnomah will bring additional residents and new neighborhood-oriented commercial services to the area. The Sullivan's Gulch Trail offers a unique opportunity to enhance and strengthen transportation options in the Lloyd District and Sullivan's Gulch neighborhood by incorporating bike and pedestrian linkage to existing MAX, auto, bus, and streetcar options in the area.

The N/NE Quadrant Plan will increase flexibility and encourage neighborhood-serving mixed-use development, including housing, in this area by proposing a change in zoning. The current zoning is primarily residential (RH), with a small area of office zoning (CO1). The current zoning presents a potential obstacle to development because it is restrictive in use and it creates site planning challenges due to development standards that vary across the site.

Implementation Actions: North Banfield Portal

#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
NB1*	Apply CXd zoning to the sites south of Multnomah St. and west of NE 21st Ave. Existing environmental conservation (c) overlay zoning will remain.	X				**BPS**
NB2*	Evaluate natural resource protection and management options for Sullivan's Gulch as part of the Central City-wide natural resource analysis.	X				**BPS**, BES
NB3	Complete the Sullivan's Gulch Trail Concept Plan and implement the trail connection through the area.			X		**PBOT**, PPR, , Private

*Additional details for selected action items are included in Appendix B, Implementation Action Details.

Vancouver/Williams Corridor

The Vancouver/Williams Corridor is in the Eliot neighborhood, a part of the Albina Community Plan area, adjacent to the Central City. This area is included in the N/NE Quadrant Plan study area because of its proximity to potential reconfigurations of nearby freeway over-crossings and long-standing concerns about an area of residential zoning, which contains non-conforming commercial uses and does not allow mixed-use development. It also contains a number of buildings identified in the Bosco-Milligan Foundation's Cornerstones of Community inventory of African-American cultural resources.

This area will remain outside of the Central City and no changes to existing Albina Community Plan policies that govern it are proposed. The primary proposed action is to rezone an area of existing high density residential zoning (RHd) to central employment (EXd). The EXd zoning allows a broad range of uses, including commercial, light industrial and residential uses, consistent with the current land uses in the area. This additional land use flexibility will support reinvestment and expansion of existing employment uses in the area, which are currently nonconforming uses. It will also support the rehabilitation of cultural resources by providing a broader range of uses allowed within existing buildings.

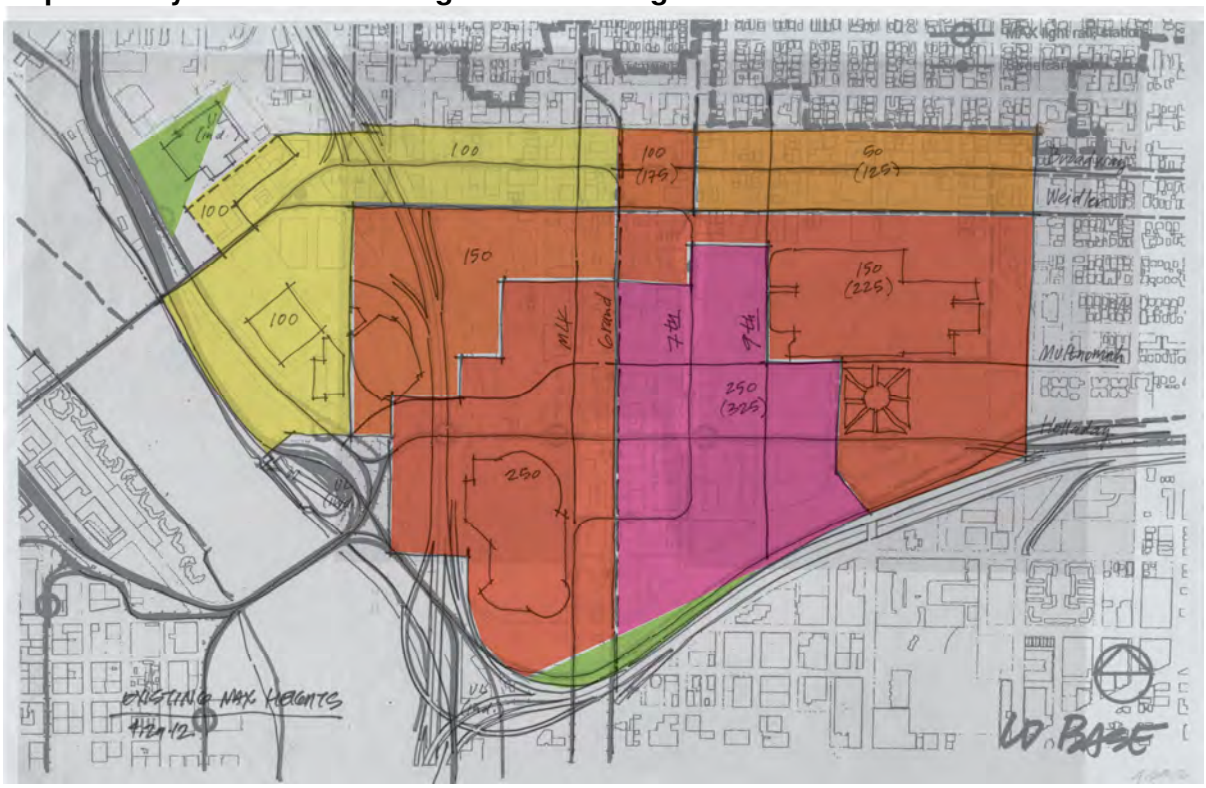
Implementation Actions: *Vancouver/Williams Corridor*						
#	Action	Timeline				Implementer (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
VW1*	Rezone portions of 4 blocks between I-5 and N Williams from RH to EXd.	X				**BPS**
VW2*	Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.		X			**AHC**, BPS,
VW3	Ensure that any reconfiguration of surface streets in conjunction with I-5 freeway improvements maintain and enhance connectivity of the surface street system between and within the N/NE Quadrant and the Eliot neighborhood and minimizes traffic impacts on the Eliot neighborhood.			X		**ODOT**, PBOT, BPS
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Table 4: List of Implementers

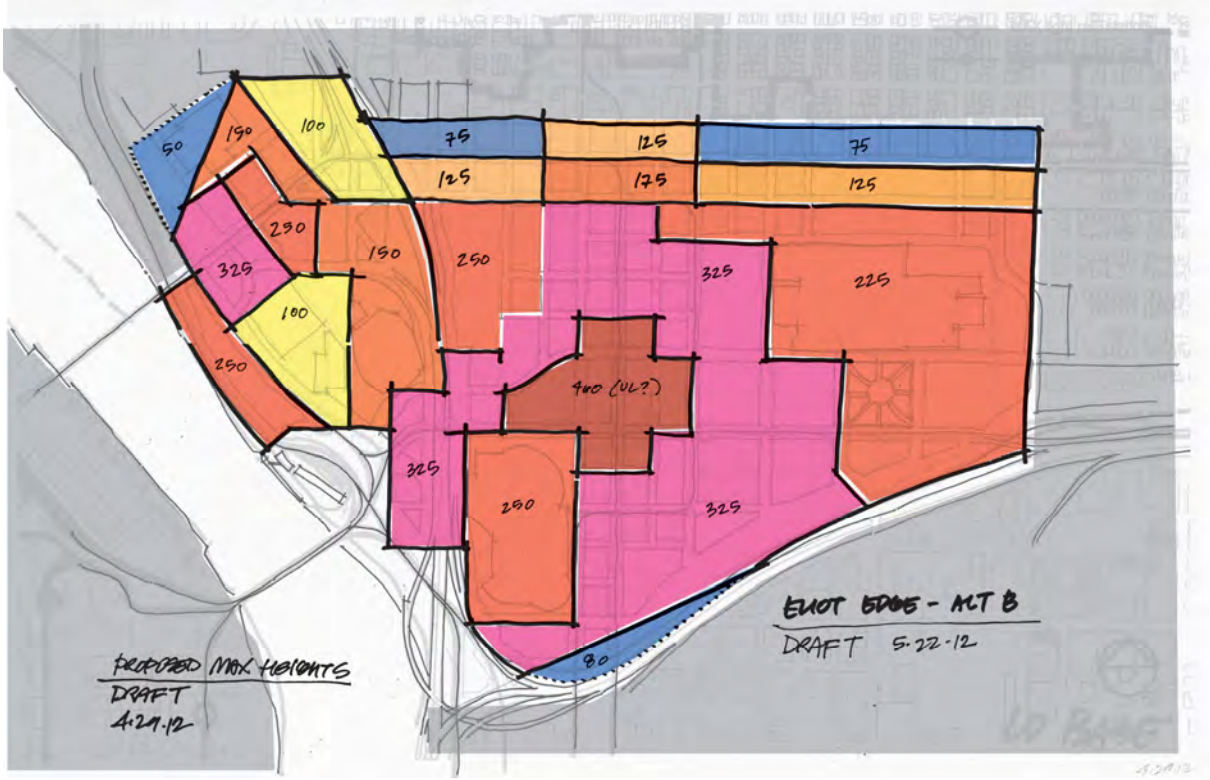
AHC	Architectural Heritage Center
BDS	Portland Bureau of Development Services
BES	Portland Bureau of Environmental Services
BPS	Portland Bureau of Planning and Sustainability
City	City of Portland
EcoDistrict	Lloyd EcoDistrict
Eliot NA	Eliot Neighborhood Association
LDCA	Lloyd District Community Association
Metro	Metro
OE	Portland Office of Equity
ODOT	Oregon Department of Transportation
OHWR	Portland Office of Healthy Working Rivers
PBOT	Portland Bureau of Transportation
PCC	Portland Community College
PDC	Portland Development Commission
PHB	Portland Housing Bureau
PPR	Portland Bureau of Parks and Recreation
PPR/UF	Portland Bureau of Parks and Recreation/ Urban Forestry
PPS	Portland Public Schools
Private	Private property owners, businesses or non-profits
SHPO	State of Oregon Historic Preservation Office
TMA	Lloyd Transportation Management Association
TriMet	TriMet
UPRR	Union Pacific Railroad

APPENDIX A: ADDITIONAL URBAN DESIGN DIAGRAMS

Map A1: Lloyd District - Existing Maximum Heights

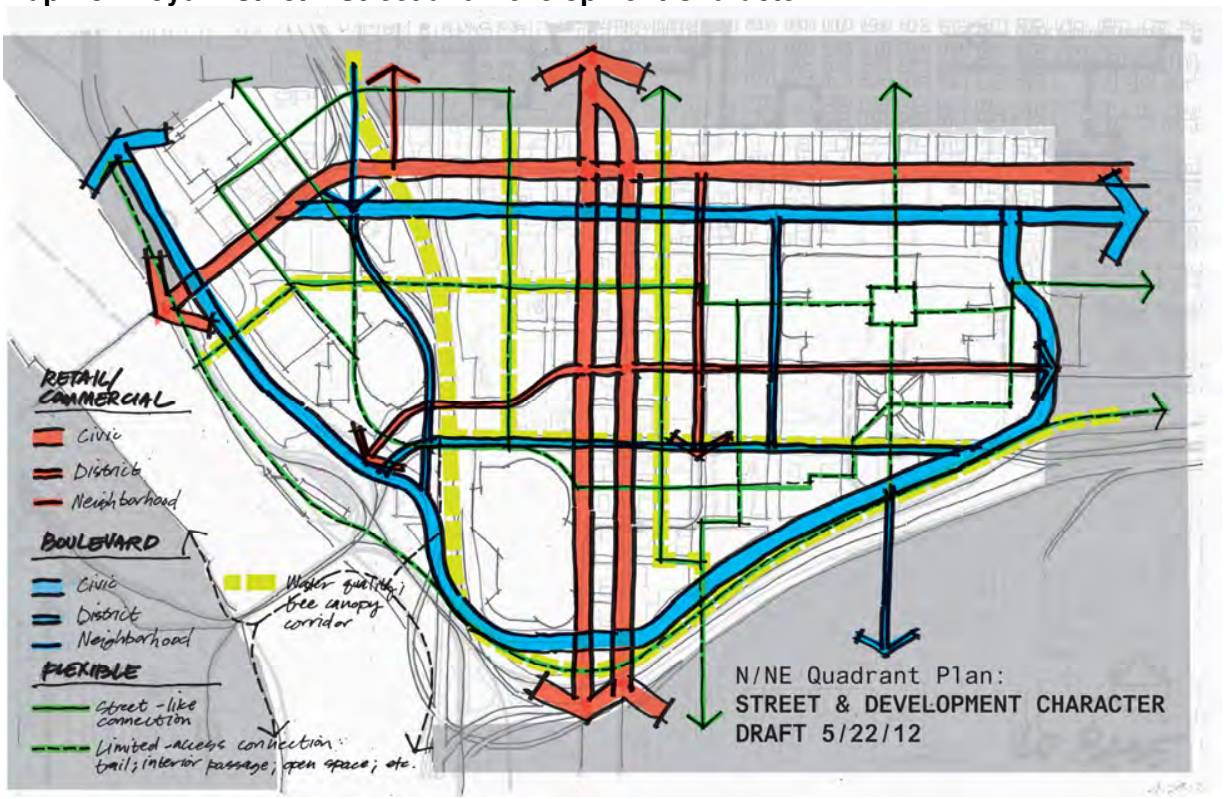


Map A2: Lloyd District - Proposed Maximum Heights

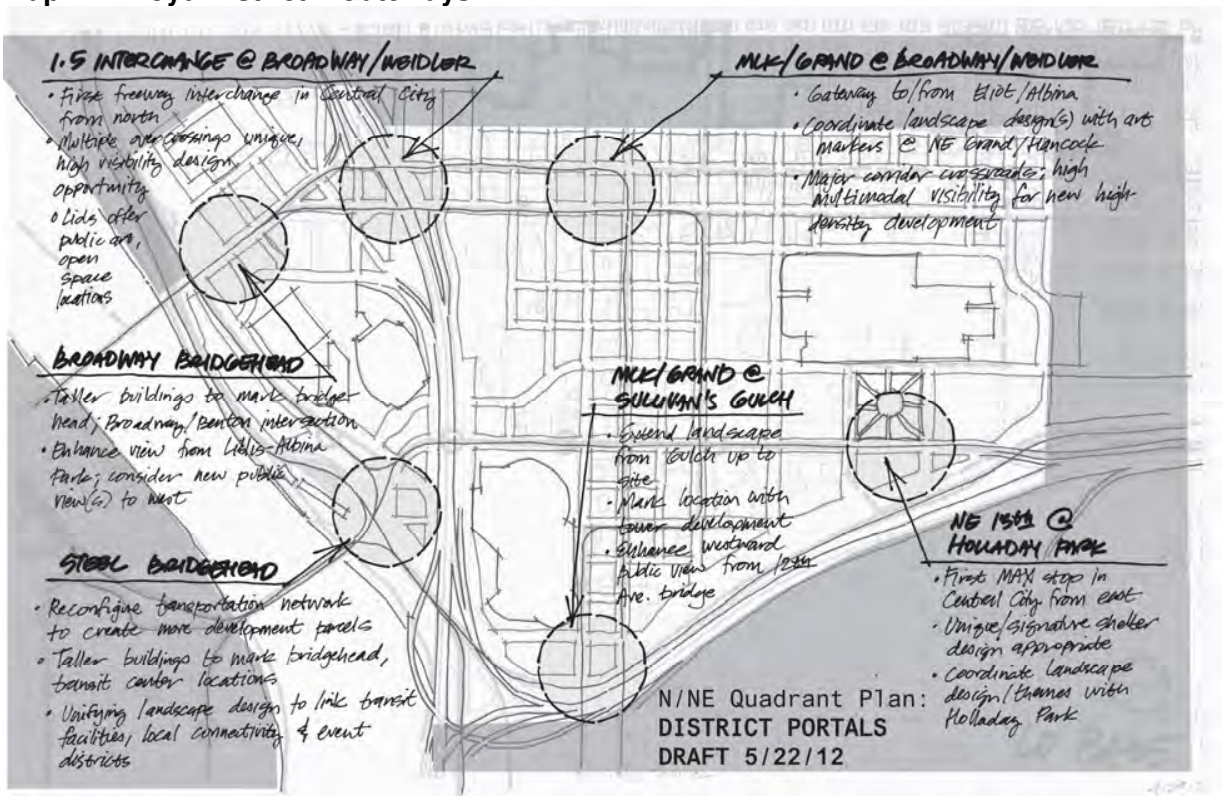


Note: Proposed maximum heights are inclusive of any potential bonuses.

Map A3: Lloyd District – Street and Development Character



Map A4: Lloyd District – Gateways



APPENDIX B: IMPLEMENTATION ACTION DETAILS

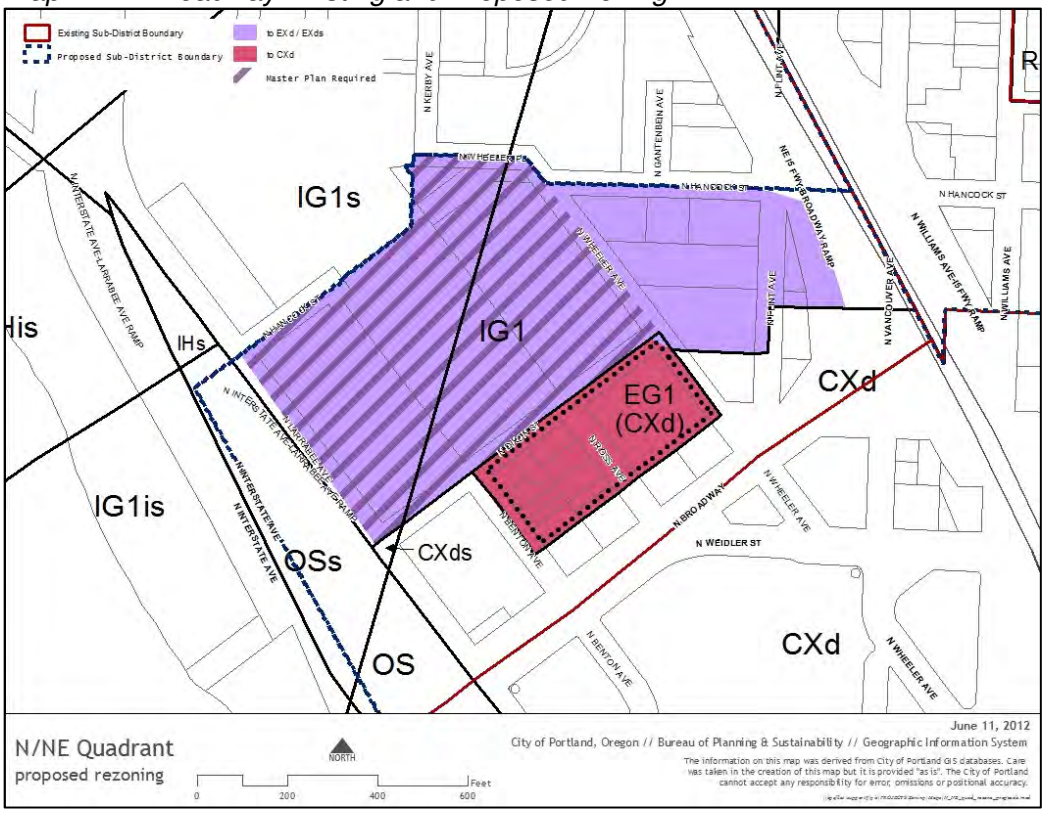
This appendix provides additional information about selected action items listed in the implementation action tables in Chapter 3, Goals, Policies and Implementation Actions. The information provided varies depending on the action item and includes background information, more in-depth descriptions of actions and their purpose and direction about next steps.

Lloyd District

RC1 Adjust the Lloyd District and Lower Albina boundaries to include the PPS Blanchard site and adjacent properties to the south and east within the Lloyd District.

This action along with Lloyd action RC2, recognizes the overall vision for a vibrant N Broadway area, linking the River District on the west side of the Willamette River with the Lloyd District. This proposed action would create sufficient depth north and south of Broadway to promote the economic revitalization envisioned in the *Rose Quarter District Plan* (2012). The Portland Public Schools Blanchard site, currently located within the Lower Albina industrial district, presents a significant redevelopment opportunity for activating the north side of Broadway consistent with the Lloyd District's mixed use character. The current office use of the Blanchard Building and desired future uses for the site are non-industrial in nature, and because the natural topographical transition from the area around N Broadway and the Rose Quarter happens at a steep bluff north of the Blanchard site, the boundary between the Lloyd District and Lower Albina should be adjusted as shown in Map B1: *N Broadway Existing and Proposed Zoning*. See Lloyd action RC2 for detailed information on the proposed zone change.

Map B1: N Broadway Existing and Proposed Zoning



RC2 Rezone the PPS Blanchard site and adjacent properties to the east from IG1 to EXd and CXd to encourage future redevelopment.

Background: Although one of its primary uses is office space, Portland Public Schools' (PPS) headquarters building, the Blanchard Educational Service Center is currently zoned for industrial use. The building is both structurally challenged due to deferred maintenance and functionally obsolete due to downsizing of headquarter functions by PPS. The school district has expressed interest in eventually moving to another location, which would open up the approximately 12 acre site for redevelopment. New development at the Blanchard site would complement proposed redevelopment in and adjacent to the Rose Quarter called for by the *Rose Quarter District Plan*. A zoning change for the Blanchard site and some adjacent parcels would be required to accommodate most redevelopment scenarios. Several development options for redevelopment of the area was explored in the *North of Broadway / Blanchard Site Development Study* (2010).

Existing Zoning: Map B2 shows the existing and proposed zoning for the site and Table B1 summarizes existing and proposed zoning provisions. The area contains 25 taxlots with approximately 12 acres.

Approximately 10 acres are zoned General Industrial (IG1). The IG1 zone is intended for industrial development, with sites that generally have smaller lots, a grid block pattern, high building coverages and buildings that are usually close to the street. The northwest portion of the site has a Scenic Resource (s) overlay accompanying a viewpoint from Lillis Albina Park, with a 50 foot height limit.

Approximately 2 acres are zoned General Employment 1 (EG1) with a comprehensive plan designation of CXd. This area has a 45 ft height limit and an FAR of 4:1. The EG zones allow a range of employment uses, emphasizing industrial uses and limiting office, retail and residential development. EG1 areas generally have smaller lots, a grid block pattern, high building coverages and buildings that are usually close to the street, similar to IG1.

The areas to the south and east of the Blanchard site have flexible commercial zoning (CXd) and are occupied by surface parking lots, a storage building and an apartment building. Areas to the north of the site are part of the Lower Albina subdistrict, and are zoned for industrial use with active industrial businesses in operation. A slope on the North side of the site helps form a natural transition between the Blanchard site and the industrial district to the North.

Proposed Zoning - Map B2 shows the existing and proposed zoning for the site and Table B2 summarizes existing and proposed zoning provisions. The area currently zoned General Industrial (IG1/IG1s) is proposed to change to Central Employment (EX), with a design overlay (d) and the continuation of the Scenic Resource overlay (s) on a portion of the area. The EXd zone is a flexible employment zone intended for mixed-use areas of the central city with industrial character. Light industrial, office, retail and residential uses are allowed. The proposed maximum height limit in the EXd area is 100' east of Wheeler and 150' west of Wheeler. The EXds area would continue to have a 50' maximum height to reflect the view of the west side from Lillis Albina Park.

Because of the large size and unique opportunity presented by redevelopment of the main Blanchard site, staff proposes to require a master plan process on the area shown on Map B1 as part of its redevelopment. This process will be developed prior to changing the zoning on the site. The master plan for this site will need to address the following issues:

a. public views over the site and from the site
b. future street network and traffic – for all modes
c. open space opportunities

d. sensitive transitions to industrial land uses to the north – particularly regarding siting of any residential uses to avoid nuisance issues
e. height, bulk and design of proposed structures

The master plan process would not be required for adjacent smaller parcels also included in this rezoning proposal as their small size limits the need to consider the issues above and beyond the normal land use and design review process.

Commercial zoning with a design overlay (CXd) and a height limit of 150' east of Ross and 250' west of Ross is proposed for the area currently zoned General Employment (EG1). The CXd zone is consistent with the city's existing Comprehensive Plan designation of this area and would allow a more flexible mix of uses than is currently allowed, including a wide variety of residential, commercial and institutional uses. The design overlay would require new development to go through a discretionary review process.

Table B1: Summary of N Broadway Existing and Recommended Zoning Provisions

Provision	**Existing IG1**	**Existing EG1**	**Recommended CXd**	**Recommended EXd/EXds**
Land Uses	Primarily Industrial uses only.	Industrial, institutional and some commercial. Limitations on office, retail and residential.	Wide range of residential, office and retail allowed.	Wide range of residential, office, retail and industrial allowed.
Height limit	No limit	100'	100'-250'*	50'-150'*
FAR limit	No limit	4:1	4:1	3:1
Design overlay	No	No	Yes. Discretionary design review required.	Yes. Discretionary design review required.

* See proposed maximum height map in Appendix 1: *Additional Urban Design Diagrams*.

RC3 Adjust and increase maximum allowed heights to support high density development and encourage the provision of public amenities and desired uses in the following areas: Broadway Bridgehead, Riverfront ("Thunderbird" site) and Central Lloyd area.

Existing and proposed height maps are located in Appendix A: *Additional Urban Design Diagrams*. The heights shown on Map A2: *Proposed Maximum Heights* are maximums inclusive of any potential bonus height provisions. The specifics of the bonuses required to reach these maximums have not yet been developed but depending on location, they will emphasize providing housing, providing parks and open spaces, and providing Convention Center-supportive uses.

For related information see the following actions:

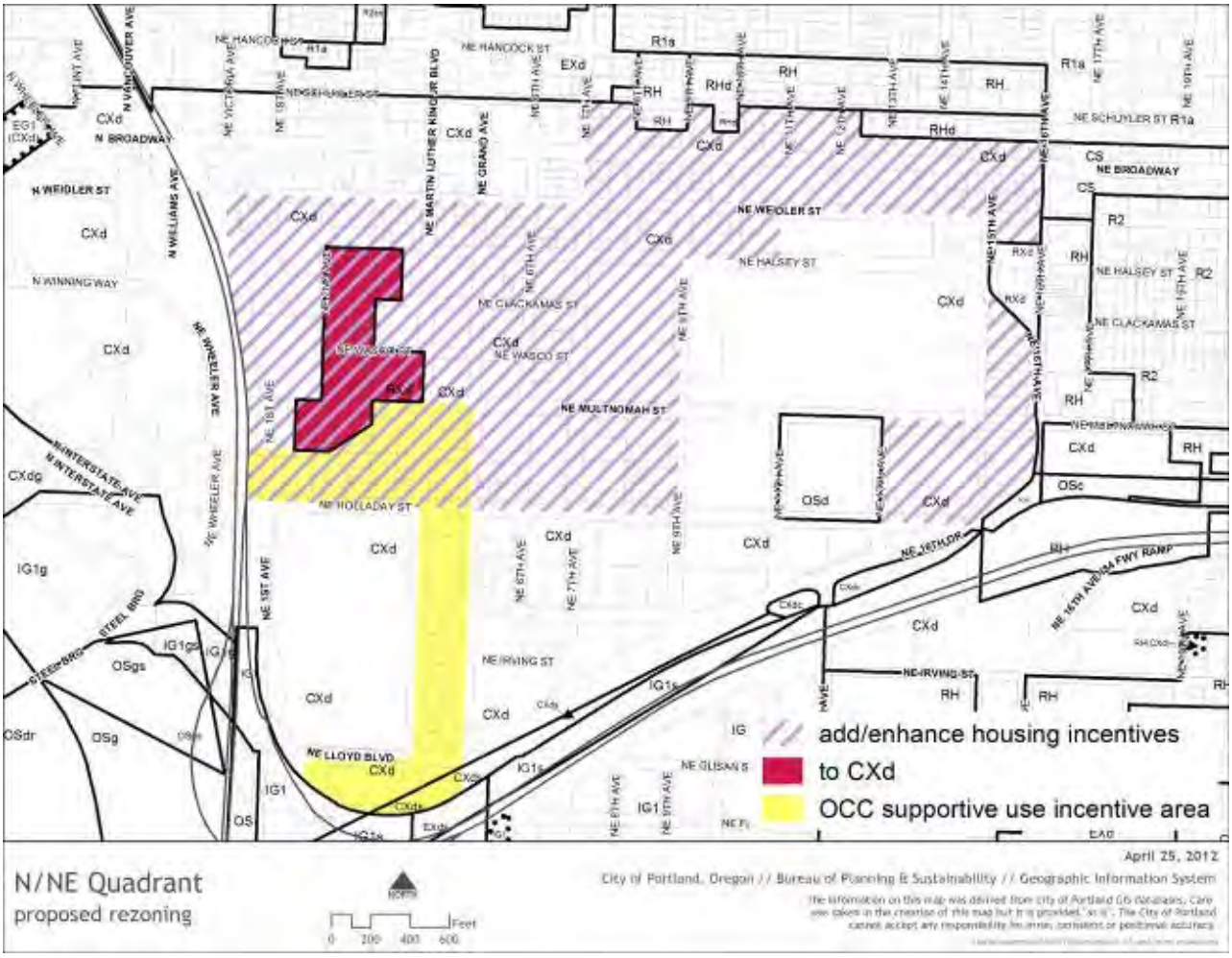
Central Lloyd – Lloyd actions RC4, HN1 and HN2
Riverfront – Lloyd action UD8

RC4 Adjust regulations and incentives to encourage new development that supports the Convention Center such as new or expanded hotel development, retail and other services on adjacent blocks.

There is a long-held desire to increase activity and vitality in the area surrounding the Oregon Convention Center. The *Lloyd District Development Strategy* (2001) and the *Development Vision for the Oregon Convention Center Blocks* (2006) both sought to create an exciting entertainment-oriented district on the blocks directly adjacent to the facility. This action calls for implementation of regulatory bonuses and incentives on these blocks that would encourage future development to incorporate entertainment-related uses to help realize this vision. See Map B2: *Central Lloyd Existing and Proposed Zoning* for the recommended area of implementation.

Desirable uses in this area include retail spaces (perhaps multi-story), restaurants and bars, entertainment and meeting venues, hotels and cultural facilities including galleries and museums. Prominent architecture, with significant night lighting and public art installations may also be encouraged in this area to enrich the pedestrian experience. Bonuses could be made available for additional building height (up to the proposed maximum heights) or additional floor area ratio (pending revision of the Central City's FAR bonus and transfer program). Other regulatory incentives should also be considered. See Appendix A: *Additional Urban Design Diagrams,* for existing and proposed maximum height maps.

Map B2: Central Lloyd Existing and Proposed Zoning



HN1 Develop regulatory tools to encourage housing development and the inclusion of affordable housing. Focus on housing emphasis areas.

The Lloyd District Goal includes an emphasis on developing a high-density mixed-use residential and employment district in the Central Lloyd, with sensitive transitions to the historic main street on NE Broadway and to the surrounding neighborhoods. To help achieve this goal, this action calls for refocusing available residential incentives (regulatory and financial) for both market rate and subsidized housing to apply in the areas shown on Map B2: *Central Lloyd Existing and Proposed Zoning*. Few, if any housing incentives or requirements would be provided outside the area illustrated on the map.

Potential incentives to encourage housing development include allowing additional building height (up to the maximums on the proposed height map) or additional floor area ratio (pending revision of the Central City's FAR bonus program). In certain areas where some housing is seen as essential, housing requirements may be applied – at least until a specified threshold of units have been built in the district. Changes to superblock regulations to encourage or require housing should also be explored.

HN2 Rezone the area of RXd zoning in Central Lloyd to CXd to provide flexibility and encourage investment. Apply housing incentives described in HN1 to this area.

This action implements the desire for a high-density mixed-use residential and employment district in the Central Lloyd by uniformly applying the flexible Central Commercial Zone with a Design Overlay (CXd) to the area show on Map B2: *Central Lloyd Existing and Proposed Zoning* and applying a variety of housing incentives as described in Lloyd action HN1. It is intended to increase land use flexibility and encourage investment in the district without losing sight of housing objectives. The majority of new housing development in the Central City since 1990 has been in CXd and EXd zoned-areas. For example, Pearl District is largely zoned EXd and Downtown and South Waterfront are largely CXd.

TR2 Develop and revise parking management strategies.

Parking policy is a key component of a successful high density urban area. In the Central City, parking policy serves many purposes. It includes managing the supply of parking to encourage non auto trips, managing congestion, protecting livability, addressing air quality issues, supporting growth in the Central City and protecting historic buildings from underuse and demolition. As the Central City parking policy is updated as part of Central City 2035, the City will address the following in relation (though not exclusively) to the Lloyd District:

- Incentivizing mixed use development through the provision of shared parking facilities.
- Promoting the use of transit and active transportation modes by reducing the amount of parking spaces per capita in the district over time.
- Maintaining parking to serve retail focused areas and streets.
- Addressing event parking issues through flexible options such as the use of variable pricing and parking management. An example of this is the current parking plan for Jeld-Wen Field during Portland Timbers games.

TR8 Implement the I-5 Broadway-Weidler Interchange Plan improvements.

See Appendix C: *I-5 Facility Plan*, for a complete description of anticipated interchange improvements and implementation issues to be addressed in the next steps of project design and engineering.

TR9 Implement a 7th Ave pedestrian/bike bridge over I-84 connecting to either 7th or 8th in the Central Eastside.

The Lloyd District is surrounded in the south and west by natural and man made barriers. To the south there is Sullivan's Gulch, the active Union Pacific line, the light rail line and the I-84 freeway separating Lloyd from the Central Eastside.

Three bridges connect these two areas: the overpasses at MLK and Grand and the 12th Avenue bridge. These bridges serve the needs of all modes, concentrating high numbers of vehicles with transit lines, trucks, pedestrians and cyclists. The Grand and MLK overpasses are loud and have substandard sidewalks and fast moving vehicles. Conflicts between vehicle and pedestrian needs are most present at Grand and Everett, where there is an on-ramp onto I-84 with a free right turn for vehicles. Pedestrian crossing is not allowed at this leg of the intersection.

There are no bicycle lanes on the MLK and Grand bridges. Streetcar tracks have been installed as part of the Streetcar Loop project, which precludes adding bike lanes adjacent to the curbs. The 12th avenue Bridge has recently received bicycle infrastructure improvements; however, the 12th Avenue bridge is located too far east to serve most travelers to and through the district.

These factors support the need for an additional crossing to serve pedestrians and cyclists with a safe and convenient new connection with direct access to the heart of the Lloyd District. Given the presence of existing bicycle lanes on NE 7th in the Lloyd District and of a building in good condition at the end of NE 9th in the Central Eastside that would need to be demolished to provide a 9th Avenue to 9th Avenue connection, the best alternative routes are from NE 7th in the Lloyd District to either 7th or 8th (shortest distance) in the Central Eastside.



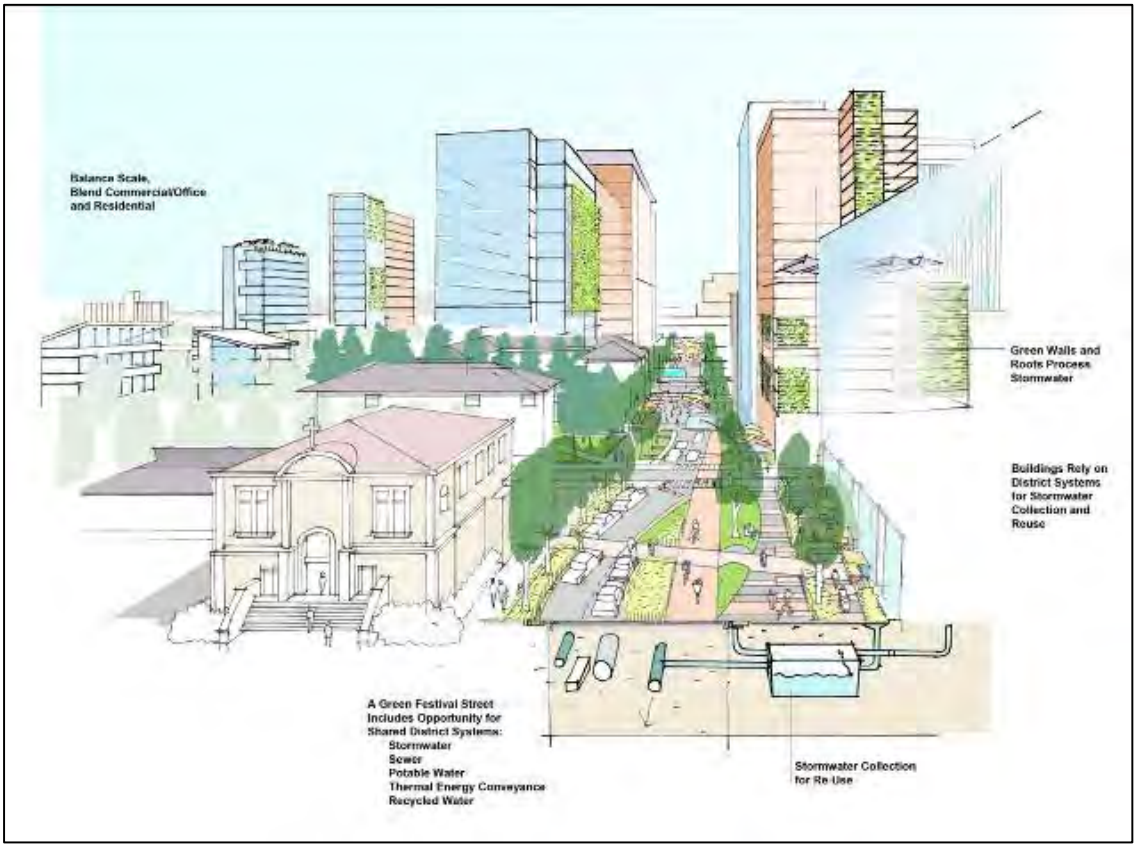
Conceptual rendering looking east from Lloyd Blvd showing a potential design option for the 7th Avenue pedestrian/bicycle bridge.

TR10 Develop a strategy for the Clackamas Flexible Street and private development extending from the Rose Quarter to NE 9th Avenue via a new pedestrian/bicycle bridge over I-5.

The concept for a Clackamas Flexible Street would create an intimate urban street that provides for a safe and pleasant place for people to gather, play, and socialize. The street would provide for slow local vehicle access, bicycle access, and street amenities geared toward improving the pedestrian experience and creating a district amenity. This project should showcase the Lloyd EcoDistrict as a sustainable district that would include district energy infrastructure, enhanced tree canopy, improved stormwater strategies and green building technologies. The project should be a public-private partnership effort that leverages public infrastructure investments to obtain private investments in high-density, mixed-use development that contribute the goal of creating an urban neighborhood in the Central Lloyd area.

Development agreements may be part of this project's implementation program and should address public investments, private development, and sustainable design elements.

Additional plan elements that would increase the positive impact of the Clackamas Flexible Street include the parks and open space strategy called for in action UD5 and the proposed Clackamas Pedestrian and Bicycle I-5 Overcrossing included in the I-5 Broadway/Weider Interchange Improvements Facility Plan (See Lloyd action TR8) that would link NE Clackamas Street with the Rose Quarter and potentially to the Willamette River. The Clackamas Flexible Street Project can occur separately from this project.



Conceptual rendering of the Clackamas Flexible Street with a unique design and shared district systems.

TR13 Confirm the benefits and feasibility of straightening the "s-curve" in the Union Pacific rail tracks for freight and passenger rail operations. Options pursued should prioritize maintaining the development potential of the "Thunderbird" site.

Currently, the "Thunderbird" site is separated from the riverbank by the Union Pacific Railroad mainline tracks. The tracks currently have a series of sharp curves around the Louis Dreyfus grain elevators near the Steel Bridge that dramatically slow train traffic. There may be mutual gain in a scenario that straightens the curves by placing the tracks in a trench or tunnel closer to Interstate Avenue. This would speed train traffic, reducing rail system congestion around the Steel Bridge. Relocating the train tracks would also open up the opportunity for public access to the riverbank at the Thunderbird site while still preserving some development potential. See Lloyd action UD8 for a conceptual illustration of the site with trenched railroad tracks.

TR14 Work with TriMet to improve the Steel Bridgehead and Rose Quarter Transit Center area to improve transit, local circulation, access to the Eastbank Esplande, and development opportunities

The present configuration of the Rose Quarter Transit Center (RQTC) is an evolution from a simple bus transfer center recommended by the City of Portland's Industrial Access Study in the late 1970's to a major transit center for light rail and buses and a multi-modal hub to accommodate the spectators attending events at the Rose Quarter. The Interstate MAX Project was the most recent project to reconfigure the transit center.

With the construction of the Interstate MAX Project, City and TriMet staff acknowledged that the at-grade transit center was an interim solution and that a longer term solution would likely be needed in the future. In particular, as a transportation hub, the signal system would not have sufficient capacity to accommodate anticipated long-term growth in demand by any mode - light rail, bus and vehicle traffic, pedestrians, and bicyclists.

A key challenge for the RQTC also has been the need to better activate the center itself. This is particularly an issue as it relates to public safety. The current arrangement of the transit center and local streets inhibits development opportunities that would help activate the area.

The goals of this future work include exploring alternative configurations of street and rail infrastructure that:

- Improve the quality, safety and experience of the public realm, particularly for pedestrians, bicyclists and transit users.
- Improve transit capacity, readability, reliability and safety of the area – for MAX light rail and bus, as necessary.
- Improve development potential, creating developable parcels in the area of reasonable size and with good access and visibility.
- Increase access to and through the area – for vehicles, bikes and pedestrians.

UD2 Revise height regulations along Broadway along the Eliot and Irvington neighborhood edges to provide a step down from taller heights allowed in the rest of the Lloyd District.

Existing and proposed maximum height maps are located in Appendix A*, Additional Urban Design Diagrams*. The N/NE Quadrant recommends sensitive neighborhood transitions in building height between the Lloyd District and the Eliot and Irvington neighborhoods to the north. The proposed maximum heights map shows maximum heights of 75' north of Broadway with the exception of between NE 3rd and NE 7th where heights up to 125' are allowed to reflect the commercial nature of

the area around the Broadway and MLK intersection and to acknowledge it as an important gateway into the Central City. Maximum heights are inclusive of any bonus provisions.

This plan is also recommending that the existing 75' height limit between NE Schuyler and NE Hancock in the Irvington Historic District, an area that is outside the Central City Plan boundary, be reexamined as part of the update to the City's Comprehensive Plan. See Lloyd action UD10 in the implementation action table.

UD6 Update the Lloyd District's 1991 design guidelines: *Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan* to reflect the district concept.

The *Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan* is recommended to be amended to reflect the design direction described in the district plan's urban design concept and supporting information. The existing document will be extensively revised and updated to feature new formatting, new illustrative examples of how to meet the guidelines and a new structure based on the Central City Fundamental Design Guidelines. New design issues to be addressed by the guidelines will include different street and development characters; incorporating/integrating green elements in site and building designs; and transitions to adjacent neighborhoods.

The "Street & Development Character" concept (see Appendix A*)* describes more intentional direction for the different streets in the Lloyd District. The concept proposes changes in both the street design standards as well as the adjacent building edges. The concept proposes three different types of street characters: retail/commercial, boulevard and flexible. New content in the design guidelines will address building edges of proposals along the different street types, illustrated with examples of desired building edge responses for each of the different street types. In addition, as some of the flexible network moves through private property, new design guidelines will speak to the character and orientation of new connections through these large blocks. More information is also available in a separate report: *N/NE Quadrant Plan: Street and Development Character Concept* (2012).

New design guidelines will address the incorporation of "green" site and/or building elements. These elements could include, but are not limited to, native vegetation, bird-friendly design approaches for larger buildings, building orientation to maximize solar performance, energy production systems and stormwater management facilities. The content of these design guidelines would be developed in coordination with the Lloyd Ecodistrict planning and infrastructure implementation efforts.

In addition to maximum floor area ratio (FAR) and height regulations that limit building form(s), new design guideline content will address desired transitions from the Lloyd District to adjacent neighborhoods that include Eliot, Irvington and Sullivan's Gulch. The guidelines will be crafted to speak to the unique characteristics of the edges along each of these neighborhoods, and how new development proposals should respond accordingly. Design issues described by the guidelines, with narrative and illustrative examples, will range from site/building patterns, façade articulation, attention to detail, quality of construction, and potential building step-downs to existing historically, culturally or architecturally significant resources. In addition, existing guidelines that address specific locations in the district, such as the Broadway/Weidler corridor, would be updated to reflect the Irvington Historic District designation and boundary change. Language in the guidelines would provide clearer direction for design compatibility with adjacent contributing properties.

UD8 Work with the property owner/developer of the "Thunderbird" site to craft a development agreement that incorporates public open space and the greenway trail on the riverfront.

On the Thunderbird site located between the Veterans' Memorial Coliseum and the Willamette River additional height above the 100' current maximum would be allowed in exchange for providing public open space – preferably in front of the Coliseum. In exchange for providing significant public open space, buildings would be allowed to be up to 250'. The existing floor area ratio (FAR) would remain at 4:1, therefore the total amount of development potential on the site would remain the same.

As described in Lloyd action TR13, one option being considered in this area is the relocation of the Union Pacific railroad tracks to improve freight and passenger rail operations. It will be important to work with ODOT rail and Union Pacific to ensure that any plans developed for rail relocation maintain access, the development potential of the site and provide park and riverbank enhancement opportunities. Also see related Lloyd action RC3 regarding height changes proposed.



Thunderbird site with full buildout of existing current maximum height (100') and 4:1 FAR. Conceptual rendering only.



Thunderbird site with buildout to ~250' and 4:1 FAR, incorporating a new waterfront open space. The railroad tracks have been moved to accommodate riverfront access and increase rail efficiency in this conceptual rendering.

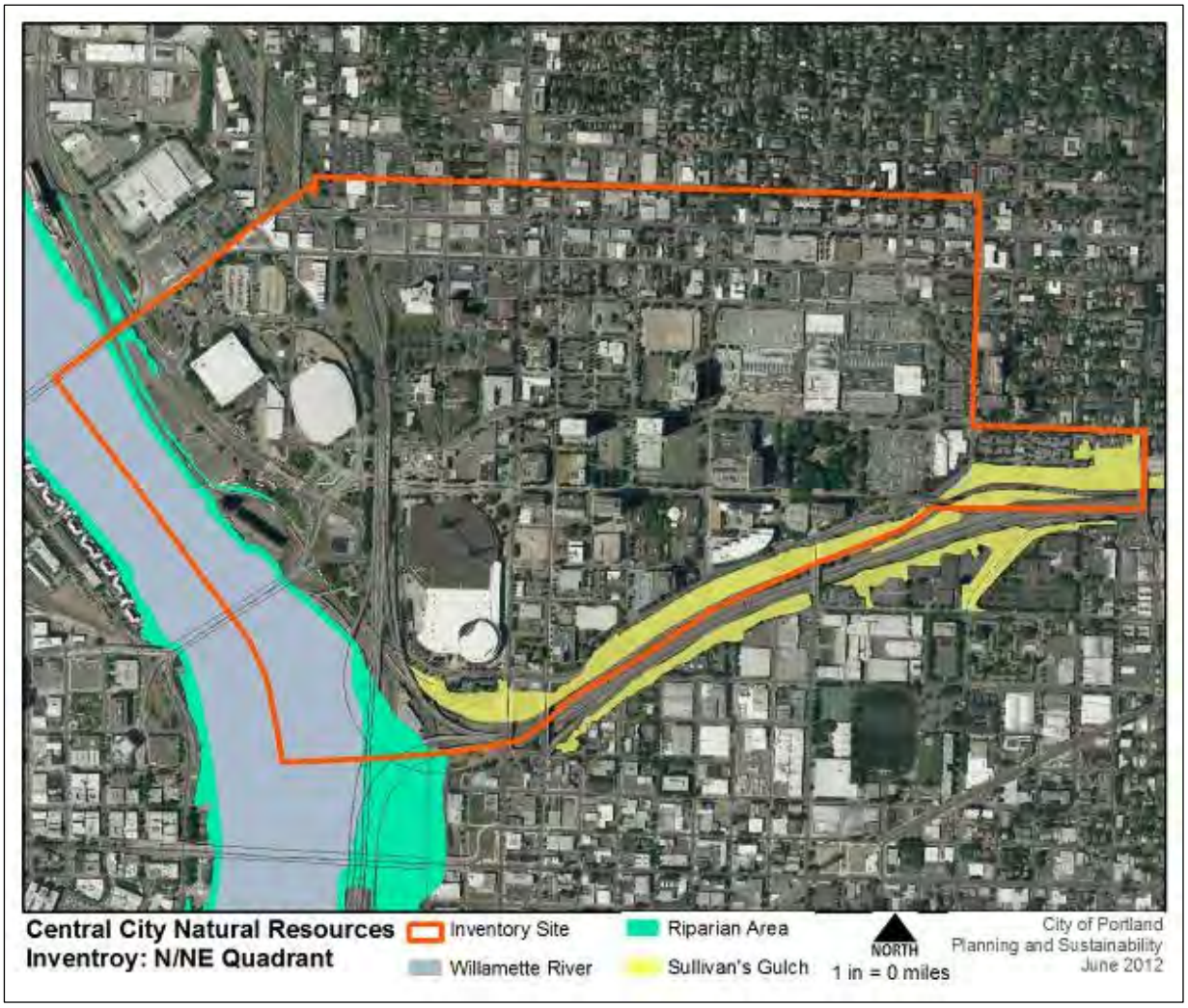
GC1 Evaluate natural resource protection and management options for Sullivan's Gulch and the Willamette River bank as part of the Central City-wide natural resource analysis.

As part of comprehensive planning projects, the City updates the existing Environmental Program. This update is needed to help protect and enhance natural resources, meet watershed health goals and advance the City's compliance with local, regional and state goals and regulations. The steps to update the Environmental Program include 1) inventory existing natural resources; 2) evaluate the economic, social, environmental and energy trade-offs of different levels of resource protection; and 3) apply appropriate programmatic tools.

In 2011, staff updated the inventory of natural resources in the N/NE Quadrant. The inventory includes documentation regarding the location, extent and relative quality of the existing resources. The two primary natural resource features identified in the inventory are the Willamette River and its riparian area and Sullivan's Gulch (see Map B3: *Central City Natural Resources Inventory: N/NE Quadrant).* The river and riparian area are important to wildlife and fish, including ESA-listed species,

and provide functions like flood storage and nutrient cycling. Sullivan's Gulch is a unique feature that is used by wildlife. It is also susceptible to slope failure due to its steep grade and risk of wildfire.

Map B3: Central City Natural Resources Inventory: N/NE Quadrant



The next steps will be to complete the inventory for the other quadrants and release an updated Central City Natural Resources Inventory (NRI) for the entire Central City 2035 Plan area. Next, staff will perform the Economic, Social, Environmental and Energy (ESEE) Analysis for the entire Plan area to evaluate the trade-offs associated with different levels of environmental protection. The ESEE will consider development potential, housing goals, public health, commerce, recreation, watershed health and other topics. The result will be recommendations about when, where and how to protect and manage natural resources in the plan area. The City uses different tools to protect, enhance, and restore natural resources including environmental conservation and protection overlay zones, agreements with property owners, revegetation programs, education and best management practices. Existing overlay zones, such as the conservation overlay zone currently applied to parts of Sullivan's Gulch, will be reviewed and may be refined through the Central City project. The owners of potentially affected properties will be notified and invited to comment prior to the finalization of the Central City Natural Resource Inventory, the ESEE and program recommendations.

GC11 Design infrastructure, such as the proposed Clackamas I-5 overcrossing and street improvements to accommodate district energy infrastructure where appropriate.

As of June 2012, the City of Portland, the Portland Development Commission, and the Portland Trailblazers are currently in the design process to develop an initial district energy node. Corix Utilities was selected to plan a phased Rose Quarter Shared Thermal Energy System (district energy). In its first phase, the system will provide heating and cooling services to the Rose Garden Arena and Veterans Memorial Coliseum. These services would be extended to the Oregon Convention Center in the second phase through underground piping. In the third phase, the system will expand east toward the Lloyd Center providing heating and cooling services through a network of pipe infrastructure. For this expansion to the greater Lloyd District, crossing I-5 poses a significant challenge that could be resolved by a Clackamas pedestrian/bike overcrossing. Connection to the Rose Quarter Shared Thermal Energy System would contribute to the redevelopment of Clackamas as a high performing green street. Additional district energy and water opportunities in the Lloyd District are also under consideration and could complement the Rose Quarter system.

Lower Albina

RC1 Adjust the Lower Albina subdistrict boundary to exclude the PPS Blanchard site and adjacent properties to the south and east, placing them within the Lloyd District.

This action along with Lloyd District action RC2, recognizes the current major use (office) of the Portland Public Schools Blanchard Building and its desired future as a mixed-use, flexible urban redevelopment opportunity. Because the current office use and desired future uses for the site are non-industrial in nature, and because the natural topographical transition from the area around N Broadway and the Rose Quarter happens at a steep bluff north of the Blanchard site, the boundary between the Lloyd District and Lower Albina should be adjusted as shown in Map B1: *N Broadway Existing and Proposed Zoning.* Future redevelopment of the Blanchard site would complement proposed redevelopment in and adjacent to the Rose Quarter called for by the Rose Quarter District Plan. See Lloyd action RC2 for detailed information on the proposed zone change for the area.

RC2 Rezone properties east of the Russell St. Conservation District fronting Russell Street from IG1d to EXd. Set max FAR at 3:1 and maximum height at 50'. Prohibit housing in this area.

Background: The majority of the Lower Albina district is zoned for industrial uses. It serves as a critical incubator for emerging and innovative businesses and provides an important living-wage job base near inner North and Northeast neighborhoods. The district's mix of industrial businesses, working waterfront and multimodal freight facilities are complemented by a small mixed-use historic area along lower Russell Street, where retail activity is especially active in the evening.

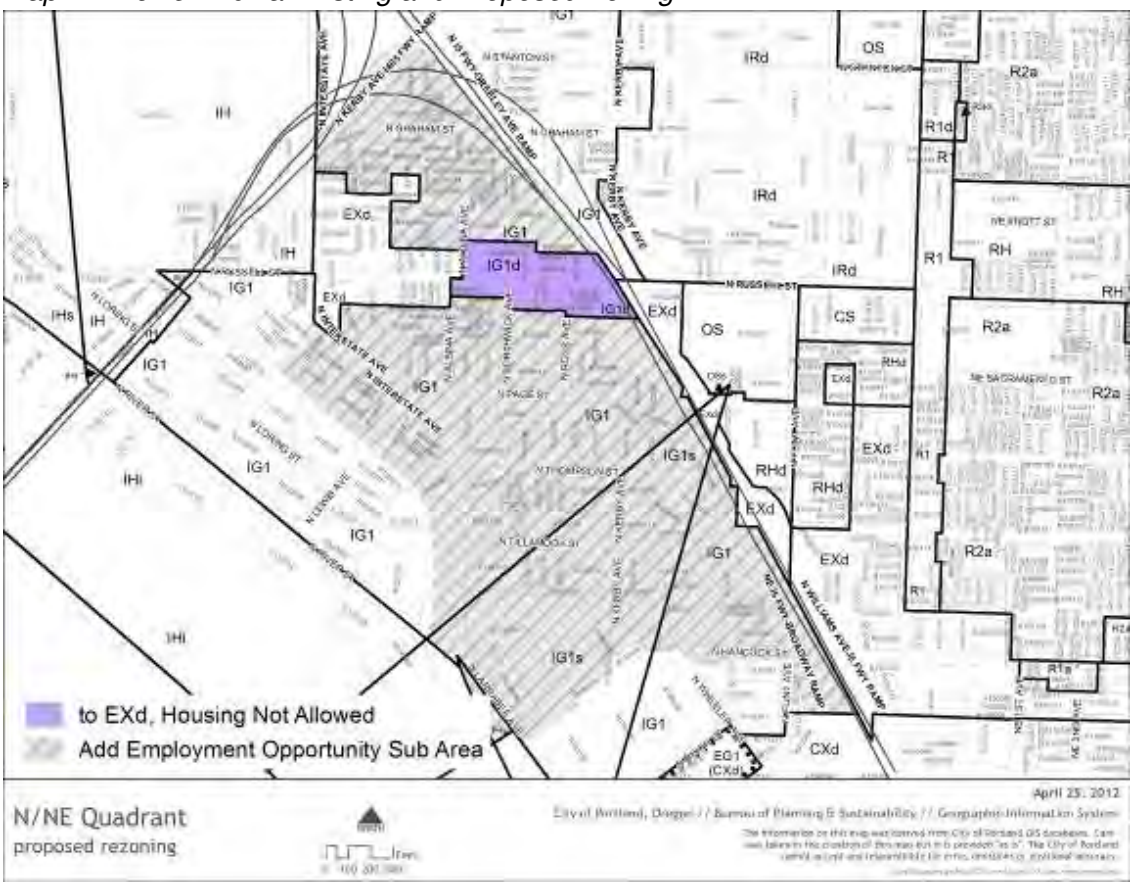
Existing Zoning: Map B4 shows the existing and proposed zoning for the site and Table B2 summarizes existing and proposed zoning provisions. The area fronting NE Russell from N Albina to the I-5 overpass contains 17 tax lots covering approximately two acres. It is currently zoned General Industrial 1 (IG1) with a design (d) overlay zone and has several additional development standards, such as a 50 foot height limit, a maximum 3:1 FAR, and ground floor active use and residential bonus target designations. Many of these requirements are inconsistent with the underlying industrial zoning, make the economic use of these properties difficult, and complicate potential redevelopment. Immediately to the east of this area is the Russell Street Conservation District, which is zoned EXd, allowing a mix of industrial, commercial and residential uses. No zoning changes are proposed in the conservation district.

Proposed Zoning: Staff proposes rezoning the properties fronting N Russell between the Russell Street Conservation District and the I-5 overpass from IG1d to EXd, with a new provision that would prohibit residential development. This would continue to allow industrial uses, while also allowing office and retail uses. The existing 50 foot height limit and 3:1 maximum FAR would be retained. No changes are proposed in the existing EXd zoned area, where housing would continue to be allowed. Increasing zoning flexibility to allow a wider range of uses will support the existing retail node and encourage investment in existing buildings and help recreate the connection between Lower Albina and the Vancouver/Williams Corridor.

Table B2: Summary of Lower Albina Existing and Proposed Zoning Provisions (EXd)

Provision	Existing IG1	Proposed EXd (no residential)
Office: Allowed	1 Office (or Retail) use per site, up to 3,000 SF	Allowed, limited by FAR (3:1 proposed)
Office: Conditional Use	More than 3,000 SF, max of 60,000 SF or 1:1 FAR	NA
Retail: Allowed	1 Retail (or Office) use per site, up to 3,000 SF	Allowed, limited by FAR (3:1 proposed)
Retail: Conditional Use	More than 3,000 SF, max of 25,000 SF or 1:1 FAR	NA
Residential	Generally not allowed	Not allowed (proposed)

Map B4: Lower Albina Existing and Proposed Zoning



RC3 Apply zoning provisions to IG1-zoned properties east of the Union Pacific railroad alignment that allow certain compatible office-like uses, similar to the Employment Opportunity Subarea regulations in the Central Eastside.

Existing Zoning: Map B4 shows the existing and proposed zoning for the site and Table B3 summarizes existing and proposed zoning provisions. The area generally east of the Union Pacific

railroad and west of I-5, where additional flexibility for employment uses is proposed (hatched area on Map B4), contains 136 tax lots, covering approximately 46 acres. It is currently zoned IG1, with a Scenic Resource (s) overlay on a portion of the area, which limits building heights to 50 feet. The area to the west is zoned IG1, with Heavy Industrial (IH) zoning along the waterfront. No zoning changes are proposed west of the Union Pacific rail line.

Proposed Zoning: Staff proposes applying Employment Opportunity Subarea (EOS) provisions to the IG1 area generally east of the Union Pacific rail line and west of the freeway (hatched area on map B4). This would allow some additional flexibility for commercial and employment uses that are compatible with industrial activities. The EOS provisions have the potential to increase job density, capture growing industry sectors, and foster the continued vitality of Lower Albina as an employment center and business incubator. Staff believes this targeted approach is less likely to result in land use conflicts with industrial activities than applying an employment base zone, which would have broader allowances for office and retail uses and the potential for residential development. The existing Scenic Resource (s) overlay would remain on a portion of the area.

*Table B3: Summary of Lower Albina Existing and Proposed Zoning Provisions (EOS)**

Provision	Existing IG1	Proposed IG1 with Employment Opportunity Subarea (EOS)
Traditional Office: Allowed	1 Office (or Retail) use per site, up to 3,000 SF	5,000 SF per site
Traditional Office: Conditional Use	More than 3,000 SF, max of 60,000 SF or 1:1 FAR	More than 5,000 SF, max of 60,000 SF
Industrial Office: Allowed	NA	60,000 SF per site
Industrial Office: Conditional Use	NA	More than 60,000 SF
Retail: Allowed	1 Retail (or Office) use per site, up to 3,000 SF	5,000 SF per site
Retail: Conditional Use	More than 3,000 SF, max of 25,000 SF or 1:1 FAR	None
Residential	Generally not allowed	Generally not allowed

Traditional Office Designation:
- Focus on business, government, professional, medical, or financial services.
- Examples: Professional services, lawyers, accountants, real estate agents; financial, bank HQs, brokerage houses; sales offices; government offices; medical and dental clinics.

Industrial Office Designation:
- Conducted in an office-like setting but more compatible with industrial activities & districts. Less service-oriented with focus on development, production, processing of products, including digital products, e.g. internet & media content, designs & specifications, software, advertising materials. Primarily provide products to other businesses. Do not require customers or clients to visit the site.
- Examples: Software and internet content development & publishing; computer design & programming; graphic & industrial design; engineers & architects; telecommunication providers & data processing; TV, video, radio, internet studios & broadcasting; scientific & technical services; medical & dental labs.

** The specific EOS zoning proposal described above is consistent with the provision as applied in the Central Eastside Industrial District. The allowances above may be modified based on input from Lower Albina Stakeholders.*

TR4 Develop a street design plan for the "the Strand" and alternative routes to provide a lower-stress connection between N. Russell Street and the Rose Quarter.

The Lower Albina district concept calls for “the Strand”, which would provide a supplementary north-south, lower-stress connection between Lower Albina’s Russell Street commercial area and the Rose Quarter to the south and the Mississippi main street to the north. The Strand was developed as part of the Land Use Charrette for the N/NE Quadrant Plan held in February 2011

Map B5: Proposed Strand Alignment



Today, N Interstate Avenue is the main connection, but it is a high volume traffic street and has narrow sidewalks and an unpleasant pedestrian environment. The Strand is envisioned as a wayfinding system that is compatible with the industrial activities that take place in the southern portion of the Lower Albina’s industrial district. Potential design features of the Strand could include pedestrian and bicycle enhancements, such as continuous sidewalks and/or pavement markings that do not conflict with industrial operations. It could also celebrate the industrial heritage of the district through public art, murals and historical markers along its path. Possible elements of the wayfinding system could include signage, special street paving and art.

The route identified for the Strand generally runs in the north-south direction and zig-zags through the district on existing streets (see map B5). The one exception is a segment between N Page and N Thompson Streets, where the route would need to cross private property via an easement or acquired right-of-way. This private segment presents an additional challenge due to the grade.

The Strand should be pursued as a preliminary streetscape project to determine its feasibility and cost. The study should consider non-traditional streetscape treatments that integrate with the industrial character of the area and examine other possible routes that would provide the same benefit of a lower-stress connection through the district.



Conceptual rendering of the Strand in Lower Albina. Art murals and special paving provide a wayfinding system through the district.

TR8 Implement the I-5 Broadway/Weidler Plan improvements, including the proposed Hancock overcrossing, to improve regional and local freight access.

See Appendix C: *I-5 Facility Plan*, for a complete description of anticipated interchange improvements and implementation issues to be addressed in the next steps of project design and engineering.

UD1 Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.

In 1998, the Bosco-Milligan Foundation (Architectural Heritage Center) completed "Cornerstones of Community," a historical context statement and inventory of over 3,000 properties associated with African-American history in Portland. In 2010, as part of the N/NE Quadrant Plan process, Bosco-Milligan updated the inventory, reflecting recent demolitions, correcting information, and converting the data so that it may be used in computer-based Geographic Information Systems. The context statement and updated inventory are powerful preservation planning tools that can assist in public education and historic preservation efforts in the N/NE Quadrant and through-out the city. They can serve as the basis for the development of a Multiple Property Documentation (MPD) form for African-American historic resources in Portland. Such an MPD would provide contextual information about the African-American community and evaluation criteria that would assist property owners who wish to list their historic properties in the National Register of Historic Places.

UD2 Improve the design review approval criteria used for development proposals within the Russell Street Conservation District and design overlay zone within Lower Albina.

The Community Design Guidelines are currently used as the approval criteria for historic design reviews in the Russell Street Conservation District. This is the only situation in the Central City where the Central City Fundamental Design Guidelines are not used as historic design review criteria (in some cases, other criteria are used in addition to the Central City Fundamentals). In addition, Lower Albina is the only Central City area outside of the downtown core that lacks a district-specific set of design guidelines. In the area east of the conservation district proposed for EXd zoning, the Central City Fundamentals are the approval criteria. This results in a situation where different criteria are used in directly abutting areas that have similar characteristics

In general, the Community Design Guidelines were intended to be used in areas outside the Central City and may not be the most appropriate criteria in a Central City conservation district. Options to consider include: developing a new set of sub-district design guidelines for Lower Albina that would speak to the characteristics of the Russell Street area specifically; amending the Central City Fundamentals and applying them within the conservation district; or amending current language in the Community Design Guidelines to better address the character of the conservation district.

UD5 Encourage and assist Lower Albina property owners to nominate their historic properties for designation as landmarks.

Two sources of information can assist Lower Albina property owners to list their properties in the National Register of Historic Places. The existing Multiple Property Documentation (MPD) form "Historic and Architectural Properties in the Eliot Neighborhood" provides historical context and evaluation criteria for historic resources within the Eliot Neighborhood, including Lower Albina. The MPD reduces the National Register documentation requirements for properties that meet the criteria laid out in the MPD. This document is available from the Oregon State Historic Preservation Office.

Another helpful source is the historic resources inventory completed for the Albina Community Plan. This multi-volume set completed in the mid 1990s updated information in the City's 1984 adopted Historic Resources Inventory. It contains information on hundreds of historic properties in N and NE Portland, including the Lower Albina area. The inventory is housed in the City of Portland Archives and Records Center.

Study Areas

North Banfield Portal

NB1 Apply CXd zoning to the sites south of Multnomah St. and west of NE 21st Avenue. Existing environmental conservation (c) overlay zoning will remain.

Background: Two sites at the corner of NE Multnomah and NE 21st Avenue are currently occupied by a courtyard apartment building and several older single-family homes. Stakeholders are interested in seeing redevelopment in the area with a mix of uses, but much of the area is zoned for residential and one of the sites is currently split-zoned with a mix of residential and commercial office zoning, complicating redevelopment. The staff proposal is to rezone the site to better meet future redevelopment desires.

Existing Zoning: Map B6 shows the existing and proposed zoning for the site and Table B4 summarizes existing and proposed zoning provisions. The sites contain nine tax lots totaling approximately 3 acres.

Approximately 1.6 acres is zoned High Density Residential (RH), with a 75 ft height limit and a floor area ratio (FAR) of 4:1. The RH zone is a high density, multi-dwelling zone. New housing in this zone is expected to be medium-rise apartments and condominiums.

Approximately .8 acres is zoned RH with an Environmental Conservation Overlay (RHc), with a 75 ft height limit and an FAR of 4:1. The 'c' overlay zone is intended to conserve important resources while allowing development that is environmentally sensitive. The 'c' overlay does not prohibit development.

Approximately .6 acres is zoned Commercial Office (CO2) with a 45 ft height limit. The CO2 zone is a low and medium intensity office zone that generally allows uses in the office and institutional categories, but not other commercial uses. Retail uses are limited to 10% of the total floor area.

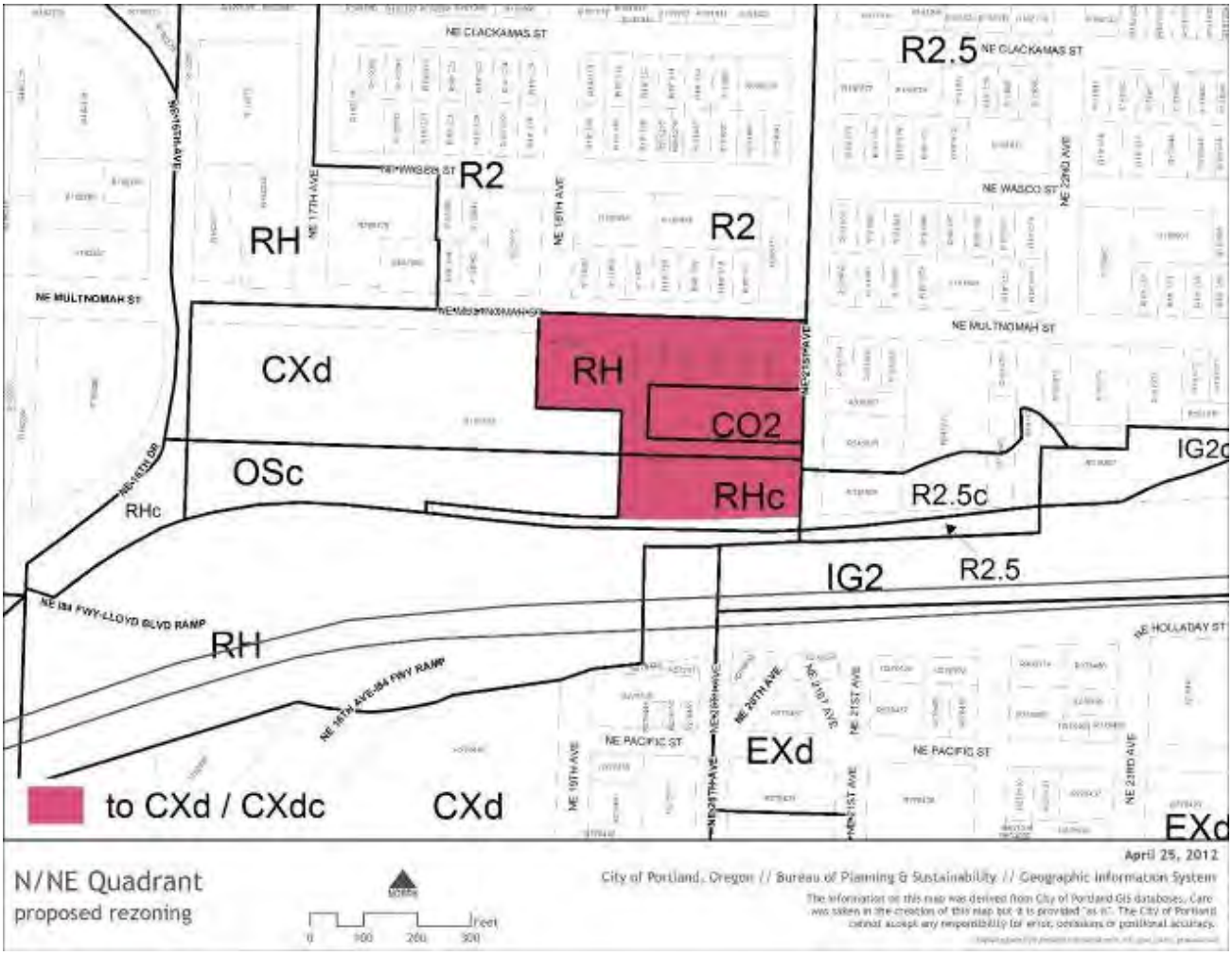
The area to the west has flexible commercial zoning (CXd) and is occupied by the Marriott Residence Inn Hotel. Areas to the north and east are zoned for medium density residential development with a height limit of 35 (R2.5) or 40 (R2) feet; commercial uses are not allowed.

Proposed Zoning: Central Commercial zoning with a design overlay (CXd) with a height limit of 75 feet and an FAR limit of 4:1 is proposed for both sites. The CXd zone would allow a more flexible mix of uses than is currently allowed, including a wide variety of residential, commercial and institutional uses. The design (d) overlay would require new development to go through a discretionary review process or meet Community Design Standards. The environmental 'c' overlay zone would remain on the southerly portion of the site, however changes could be proposed through a separate analysis of natural resources in the Central City planning area. See Lloyd action GC1 for more information.

Table B4: Summary of N Banfield Portal Existing and Proposed Zoning Provisions

Provision	Existing RH	Existing CO2	Proposed CXd
Land Uses	Primarily residential only.	Office and residential allowed, retail limited.	Residential, office and retail allowed. Mixed uses allowed.
Height limit	75'	45'	75'
FAR limit	4:1	2:1	4:1
Design overlay	No	No	Yes. Discretionary design review or use of Community Design Standards required.

Map B6: N Banfield Portal Existing and Proposed Zoning



NB2 Evaluate natural resource protection and management options for Sullivan's Gulch as part of the Central City-wide natural resource analysis.

Sullivan's Gulch has been identified as a resource in the City's 2011 update of the Natural Resource Inventory for the Central City plan area. Evaluation of these resources will be addressed through a Central city-wide analysis. See Lloyd action GC1 for a more detailed description of this process.

Vancouver/Williams Corridor

VW1 Rezone portions of 4 blocks between I-5 and N Williams from RH to EXd.

Background: This area is currently home to a diverse mix of uses, including light manufacturing, warehousing, retail, residential and institutional uses. Some of the area is zoned for high density housing that doesn't allow most other uses and can limit the ability of existing, commercial and light industrial uses to expand. The Harriet Tubman School comprises almost half of the developed square footage in the area; of the remaining area, approximately half of the developed square footage is in non-residential use. There are also several structures in the area that are part of the "Cornerstones of Community: Portland's African-American Heritage" inventory completed by the Bosco-Milligan Foundation (see Lower Albina action UD1 for more information). Staff is proposing to rezone the area to better meet neighborhood desires, eliminate the regulatory conflicts for existing businesses and reflect the historic mix of uses.

Existing Zoning: Map B7 shows the existing and proposed zoning for the site and Table B5 summarizes existing and proposed zoning provisions. The area contains thirty-eight tax lots totaling approximately 6.5 acres.

Approximately 6.5 acres is zoned High Density Residential with a design overlay (RHd), with a 75 ft height limit and an FAR of 4:1. The RH zone is a high density multi-dwelling zone. New housing in this zone is expected to be medium-rise apartments and condominiums. The design overlay requires new development to go through a discretionary review process or meet community design standards.

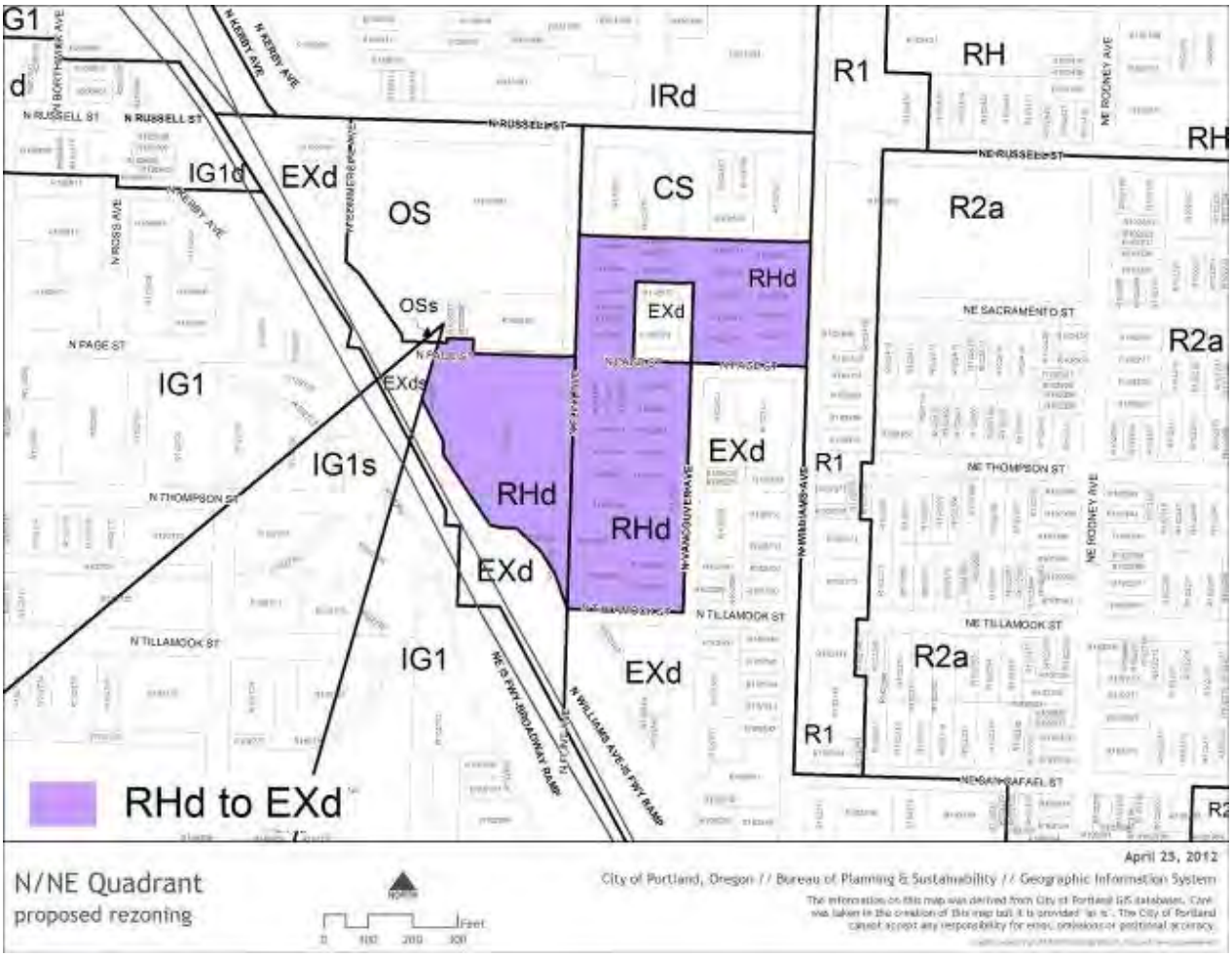
Most of the area between the I-5 freeway and N Williams Avenue has mixed employment zoning with a design overlay (EXd). Lillis Albina Park borders the area to the NW, a small area of storefront commercial (CS) zoning is located to the north along Russell St. and multi-dwelling residential (R1) zoning is across N Williams to the east.

Proposed Zoning: Staff proposes Central Employment zoning with a design overlay (EXd), which includes a height limit of 65 feet and a maximum FAR of 3:1. The EXd zone allows industrial and commercial uses suited for a central location, in addition to residential uses. This change would allow a more flexible mix of uses than is currently allowed and will support the maintenance and expansion of existing businesses. The design overlay would continue to require new development to go through a discretionary review process or meet Community Design Standards. The combination of increased zoning flexibility, reduced overall development potential (FAR), and no minimum residential density requirements will encourage reinvestment in culturally significant structures by providing a wider array of potential economic uses and development options.

Table B5: Summary of Vancouver/Williams Existing and Proposed Zoning Provisions

Provision	Existing RHd	Proposed EXd
Land Uses	Primarily residential only.	Residential, office and industrial allowed. Mixed uses allowed.
Height limit	75'	65'
FAR limit	4:1	3:1
Design overlay	Yes. Discretionary design review or use of Community Design Standards required.	Yes. Discretionary design review or use of Community Design Standards required.
Minimum Density	1 unit per 1,000 SF of site area	None

Map B7: Vancouver/Williams Existing and Proposed Zoning



VW2 Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.

A number of properties identified on the Bosco-Milligan Foundation's "Cornerstones of Community" inventory are located in the Vancouver/Williams Corridor study area. See the appendix entry for Lower Albina action UD1 for a more complete description of this action.

APPENDIX C: I-5 FACILITY PLAN

The Facility Plan is under development. Please see the project website, www.portlandonline.com/bps/cc2035/nneq, for the latest draft of the plan. It is anticipated that the final draft version of the Facility Plan will be included the Public Review Draft of the N/NE Quadrant Plan (anticipated August, 2012).

N/NE QUADRANT HISTORY

For centuries prior to first contact with Europeans and Americans, Chinookan-speaking peoples, including the Clackamas and the Multnomah, inhabited the lower Columbia basin in the vicinity of the area now known as Portland. Chinookans villages, made-up of multi-family cedar plankhouses, were located on both sides of the Columbia near the mouth of the Willamette, with additional villages, camps, resource areas, and trade routes located along the lower Willamette, making the Portland Basin one of the most densely populated areas in the American West prior to white settlement. Chinookan societies relied on the bounty of the region's temperate climate, rich forests and plains, and extensive river systems. Active social, familial and trade networks were maintained among the inland, valley and coastal cultures of the area.

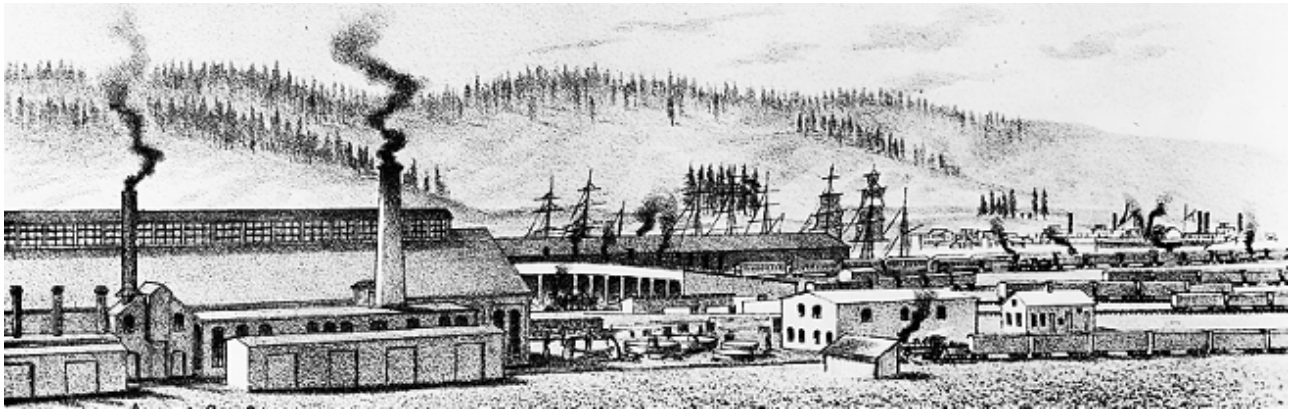
By the time Asa Lovejoy and Francis Pettygrove founded Portland in the mid-1840s, introduced diseases such as small pox and malaria had reduced the area's indigenous population by as much as 90 percent. In the 1850s, accelerating encroachment by white settlers on Indian lands and forced removal to reservations further devastated indigenous societies and few Native Americans remained in the Portland area.

Incorporated in 1851, the City of Portland was still limited to the west bank of the Willamette River in the 1850s and 1860s. The town grew rapidly, with multi-storied masonry buildings, an active trade-oriented waterfront, a growing street network and other aspects of urbanization. In contrast, the east side of the river and what was to become Lower Albina and the Lloyd District remained relatively rural. Extensive wetlands and sloughs made development along the east bank difficult and much of the area was still covered in forest. A few farms were in cultivation notably those of the Loring, Shelton and Wheeler families, who had filed Donation Land Claims along the river in the 1850s.

By the 1870s, residential development had begun to accelerate, aided by a growing network of roads and several ferries that linked the east side to Portland. Two distinct east side communities began to coalesce, East Portland and Albina. East Portland, the northern portions of which covered parts of the Lloyd District, was first platted in 1865 and was incorporated as an independent city in 1870. In 1871, early settler Jacob Wheeler sold several hundred acres to wealthy transportation magnate and developer Ben Holladay, who platted Holladay's Addition using a 200-foot x 200-foot grid, following the pattern established on Portland's west side. In 1868, Holladay had sold his stage coach business in California to Wells Fargo and moved to Portland to get involved in the railroad business. He lost his railroad in 1876, and died in Portland in 1887. Holladay included as part of his East Portland residential development two large hotels and more than four acres for Holladay Park, the first public park on the east side, which remains one of the Lloyd District's most important open spaces. By the early 1880s development was booming; East Portland had over 3,000 residents, a strong commercial spine running along Grand Avenue and an active working waterfront linked to regional and international markets by ocean-going ships and rail lines.

To the north of East Portland and covering a good part of the N/NE Quadrant was Albina, platted in 1873 by prominent Portland businessmen Edwin Russell, William W. Page and George H. Williams. It was sparsely populated in the early years and development along the waterfront was hampered by large swampy areas. Eventually incorporated in 1887, the City of Albina covered some 13 square miles. From the beginning it developed as two distinct sections, upper and lower, separated by steep geography. Lower Albina was the smaller area, covering 200 acres adjacent to railroad yards and industry along the Willamette River. Lower Albina grew in the 1880s as a working-class neighborhood and industrial area, initially inhabited mainly by first- and second-generation Germans, Scandinavians, Poles and other Northern and Eastern Europeans.

A river ferry linked Lower Albina to Downtown, landing at the foot of Russell Street, which became the main street of the Lower Albina area. The east-west-oriented Russell Street which extended up the hill to upper Albina, and north-south-oriented Williams Avenue, were Albina's primary commercial corridors. Russell Street had a rough character, with some 30 saloons along its length from the ferry slip to what is now Martin Luther King Jr. Boulevard.


Lower Albina, 1887

Albina's development was closely tied to the Oregon Railroad and Navigation Company (OR&N), which owned the extensive Albina railroad yards. Directed by Henry Failing and William S. Ladd, the company was a dominant presence in Albina and one of the most powerful corporations in Oregon. In real estate alone, the OR&N owned nearly two miles of waterfront property and controlled nearly 40 city blocks of track and terminal operations along Albina's streets. As many as 900 rail cars passed through the area each day. The coming of the Union Pacific transcontinental railroad in 1883 further spurred commercial and industrial growth in both East Portland and Albina.

The year 1887 marked the opening of the Morrison Bridge, the first to cross the Willamette, linking Downtown to the east side. The bridge spurred further growth in both East Portland and Albina which were now linked to each other and Portland by streetcars. The same year, nearby Irvington was platted. Of a different character than more working- and middle-class Albina and East Portland, Irvington was intended to be an inward-looking, middle- to upper-class residential district and it came to have some of Portland's grandest homes.


Portland-Albina Streetcar

In 1891, East Portland, Albina and Portland residents voted to consolidate into a new unified and expanded City of Portland, with an area of 25 square miles and a population of more than 63,000. By the turn of century most of the inner east side was platted, and rapidly growing in population and economic activity. By 1910, the total population on the east side reached 120,000. Transportation networks and facilities have long been key aspects of east side history. Economic growth was fueled by maritime activity and the confluence of five rail lines. Residential development was aided by connections to the west side via multiple bridges and a growing streetcar network. The first bridge in the N/NE Quadrant itself was the first Steel Bridge in

1888, located about three blocks north of the current Steel Bridge, which was completed in 1912. Both were primarily intended as freight rail bridges but also carried street cars that served East Portland and Albina. The Broadway Bridge was completed in 1912, and it too carried a streetcar line, as it will once again late in 2012. The streetcars linked residential areas to jobs and defined major commercial corridors, including Union Avenue (now Martin Luther King Jr. Blvd.) and Broadway.



First Steel Bridge, 1888

In 1910, California oilman Ralph Lloyd began acquiring property in the inner east side. Over the next four decades, he and his family continued to purchase property, including large tracts of single-family homes and undeveloped lots, eventually accumulating 100 city blocks. Lloyd had a grand vision for the east side, wanting to transform it into a self-sufficient civic, commercial and residential center to rival the west side. Although the Great Depression and sustained opposition from west side commercial interests thwarted his plans somewhat, Lloyd and his descendants built many multi-story apartments and new commercial buildings in the early and mid-twentieth century, eventually culminating in the Lloyd Center mall in 1960, one of the defining features of the Lloyd District today.

The Depression was hard on Portland, as in all American cities, and growth slowed on the east side in the 1930s. A sign of the times was the large “Hooverville” or shantytown built by unemployed workers in Sullivan’s Gulch.



N Broadway at Larrabee Ave & Interstate looking east, 1930s


Hooverville in Sullivan's Gulch, late 1930s

The black population in Albina had steadily increased in the first part of the twentieth century, especially after 1919 when organized residential segregation was instituted by local real estate agents and "redlining" cut off bank loans for African Americans. Albina became one of the few areas in the city where African Americans could readily obtain housing. World War II drew thousands of African Americans to Portland to work in the ship yards. Many lived in Vanport, the massive war housing development near the ship yards. Following the war, there was a large housing shortage, and circumstances were much worse for African-Americans, whose housing options were limited. The situation reached crisis levels after the Vanport flood displaced 17,000 people in 1948. After the flood many African Americans moved to Albina.

The heart of mid-century African-American Albina stretched from the area where the Veterans Memorial Coliseum is now to north of Russell Street, with North Williams Avenue serving as the commercial, institutional and social spine for the community. Here were the social clubs, bars, barbecue joints, markets, theaters, businesses and institutions that supported and reflected African-American life in the city.



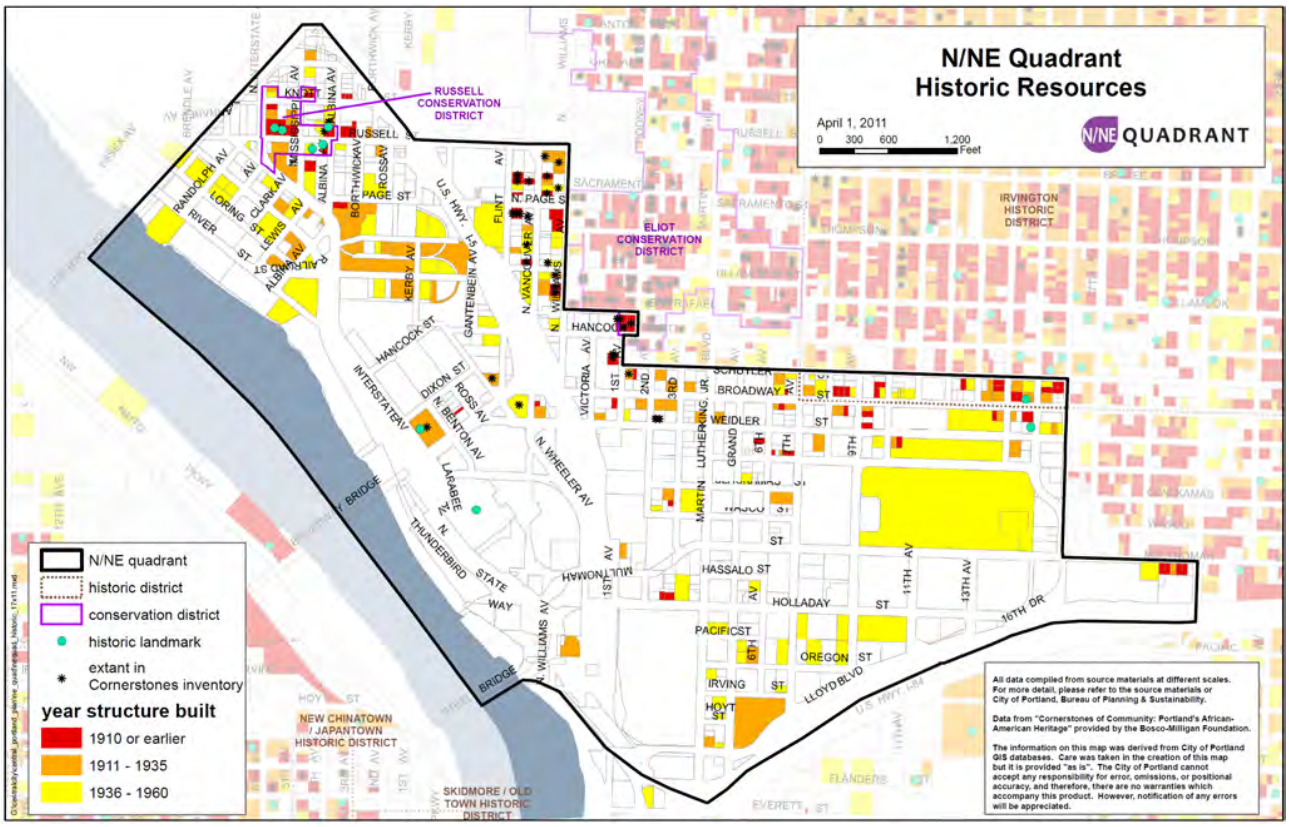
N Williams at the corner of Russell, looking north

Albina had a vital music scene. One of Portland's hottest jazz clubs in the 1940s was the Dude Ranch on Broadway between Vancouver and Wheeler owned by Pat Patterson and Sherman Pickett. Local and national jazz talent performed here, including Coleman Hawkins, Thelonius Monk, and Louis Armstrong. Recently rehabilitated as the Leftbank Building, it is one of the few surviving buildings of the southern Albina African-American neighborhood which was largely razed by public improvement projects. This and other structures associated with Portland's African-American history are documented in *Cornerstones of Community*, a historic context statement and inventory prepared by the Bosco-Milligan Foundation in 1998 and recently updated as a part of the N/NE Quadrant Planning process.



Louis Armstrong at the Dude Ranch with club owners Pat Patterson & Sherman Pickett

Map H1: N/NE Quadrant Historic Resources



The existing character and form of the N/NE Quadrant has been shaped by a number of mid-twentieth century large-scale public infrastructure and urban renewal projects, including major auto and freight related transportation facilities. Among the first was the completion in 1955 of the Banfield Freeway (which eventually became Interstate 84) along Sullivan's Gulch. Also completed in the 1950's were improvements to Highway 99W, including new connections from the Steel Bridge to Interstate Avenue which necessitated several building demolitions. These disruptions were dwarfed by projects that soon followed.

The Veterans Memorial Coliseum, completed in 1960, was financed by an $8 million bond measure approved by voters in 1954. Land clearance started around the same time as the Lloyd Center was being constructed, in the mid-1950s. The project entailed the demolition of 476 housing units, half of which were inhabited by African-Americans, and dozens of businesses. Devastating for those directly affected, the dislocations of this project also had the effect of cutting-out the southern anchor of African-American Albina and shifting the social and commercial center of the community northward.

Completed in 1960, the Coliseum is an icon of Portland modernist architecture, designed by internationally known architecture firm Skidmore, Owings and Merrill. It is monumentally sited on the bluff above the Willamette, a glass-curtain-walled box with a freestanding concrete seating bowl inside. It was listed in the National Register of Historic Places in 2009.


Veterans' Memorial Coliseum, ca. 1960s

The Coliseum development was prototypical of urban renewal projects across the country in this era, with large land-clearances in older, often minority neighborhoods that were declared blighted or sub-standard. This mid-century urban renewal paradigm was optimistically (or perhaps cynically) envisioned as a solution to multiple urban problems, from crime and poverty to inner-city decline spurred by growing suburbanization. In the 50s and early 60's urban renewal was widely supported by community leaders and the general public, even to some extent by communities heavily impacted by the ground-scraping approach. These perceptions would change as the 1960s and 1970s unfolded.

Opening the same year as the Coliseum, the Lloyd Center was completed by Ralph Lloyd's daughters, finally implementing a somewhat different version of his long-held east side vision, seven years after his death. It covered 90 city blocks, 56 of which were occupied by shops and offices,

including 200 tenants, 100 of which were in the open-air retail mall itself. Blocks not covered by buildings were used for parking, providing some 8,000 free parking spaces. Lloyd Center was one of the first large-scale, open-air shopping malls in the country, and was a regional market draw. Close to, but not in, the existing downtown retail core, the expected result (according to a Planning Commission report in the 1950s recommending approval of the project), would be that "Portland would in effect have a split central shopping core." At the juncture of two freeways and served by acres of free parking, Lloyd Center proved to be a serious challenge to traditional downtown retail establishments.



Ralph Lloyd's east side vision, ca. 1930s


Lloyd Center, ca. 1960s

Major transportation projects were also completed in the 1960s. Following passage of the Interstate and Defense Highways Act in 1956, two big freeways were planned to converge in Portland, I-84, along the Banfield route and I-5 along the east bank and running through N/NE Portland. Improvements to the Banfield were largely completed by 1963. Interstate 5 was completed in 1966. The Minnesota Freeway, the part of I-5 through N/NE Portland removed about 125 residences and businesses in Albina. The Fremont Bridge opened in 1973, the final link of Portland's "Inner Loop."


I-5 Construction near Broadway-Weidler, 1962, Paramount Apts. & Leftbank bldg. at center

In 1970 the Portland Development Commission and Emanuel Hospital initiated an urban renewal project to expand the hospital. About nine square blocks were cleared and 188 mostly black-occupied homes were demolished. The once vital Williams/Russell African-American commercial center was essentially razed. However, in a cruel irony, after 200 people and 20 businesses were removed, work on the project abruptly stopped in April 1973, as Congress failed to fund the planned new construction. The project had been heavily opposed by the African-American community. The scar of vacant, cleared land remained for decades as a potent reminder of successive postwar construction projects that ate away at the fabric of Albina and disproportionately impacted the African-American population.

Large-scale commercial buildings were constructed in the Lloyd District in the 1960s and into the next decades, sprinkling the area with an assortment of corporate office towers, medical buildings and hotels, each accompanied by surface parking lots or parking structures. The new construction greatly contributed to the amount of Class A office space available in the city, much of it comparable to parts of Downtown. In the early 1970s, the Lloyd Corporation built two prominent office towers on NE Multnomah, one at 5th Ave., the other at 7th Ave. The large hotel tower that stands prominently near the I-5 freeway and Holladay Park dates from 1970. The Holladay Park Medical Center (now part of the Legacy system) was built in 1981. Another large office tower rose in 1981 at Multnomah and 9th and the federal government built an office tower in 1985 at the southern edge of the district, on Lloyd Boulevard at 9th Ave. Other major buildings include the Bonneville Power Authority, State Office Building, and the Metro renovation of the Sears building.

In 1990 the Oregon Convention Center opened, a large, public facility drawing large numbers of people from outside the area. In 1995 the Rose Garden opened, the region's premier indoor sports and entertainment facility, a symbol of Portland's ambition to be a "Major League" city. The district's high-density development and region-serving facilities are supported by major transportation investments from the past few decades, including MAX light rail lines and the soon-to-open east side Portland Streetcar line.



Oregon Convention Center

While the Lloyd District experienced tremendous changes in the twentieth century, the essentially industrial character of Lower Albina, first established in the nineteenth century, has remained relatively constant, a result in part from Portland's Industrial Sanctuary policies and zoning. The steep hill separating the industrial area and working waterfront from nearby residential neighborhoods also has helped maintain the stability of industrial uses. Lower Albina—with few housing units, greater proximity to industrial activity and the bisection of Interstate 5—has been little affected by the gentrification and transition caused by the 1990s-era economic boom in the nearby, more residential neighborhoods of North and Northeast Portland.

Today, Lower Albina includes a small mixed-use area that corresponds to the Russell Street Conservation District, a collection of historically and architecturally significant buildings that recalls the rough and tumble working-class history of the district. It includes several historic properties that have been rehabilitated in recent years including the Widmer Brothers Gasthaus (the historic Smithson & McKay Bros. Block) at the corner of Russell and Interstate. The White Eagle Saloon and Hotel, which was opened in 1905 by Polish immigrants Barney Soboleski and William Hryszko has been renovated and is now operated by the local McMenamin's chain of brewpubs. Opening in 2004, the MAX yellow line along Interstate Ave. serves the district.



White Eagle Saloon, early 20th century



White Eagle Saloon, today



Lloyd District, 1950


Lloyd District, 2009

APPENDIX E: ISSUES, OPPORTUNITIES AND CONSTRAINTS

This appendix section is the N/NE Quadrant *Issues, Opportunities and Constraints* report from February 2012. It summarizes a range of comments and ideas from a broad spectrum of stakeholders, including: the Stakeholder Advisory Committee; verbal and written comments collected at public events; comments submitted during the brainstorming sessions with the two project subcommittees, public agency partners; and individuals contacting the project staff through the project website and/or email.

The project goals and quadrant concept diagrams described in Chapter 3, and the goals, policies and actions contained in Chapter 4 were informed by the issues and ideas identified during this phase of the project.

N/NE Quadrant and I-5 Broadway/Weidler Plans

DRAFT

PRELIMINARY ISSUES, OPPORTUNITIES AND CONSTRAINTS

Over the past few months, N/NE Quadrant and I-5 Broadway/Weidler Plans (N/NE Quadrant Project) staff from involved state and city agencies have gathered a wide range of issues and ideas from a broad spectrum of stakeholders. Major sources of input to date have included one-on-one interviews with members of the Stakeholder Advisory Committee, verbal and written comments collected at public events (community walks held in September and public open house held in November), comments submitted during the brainstorming session with the two project subcommittees on December 1st and 2nd, and individuals contacting the project staff through the project website and/or email. In addition, project staff has identified some issues for discussion that are included here. This compilation of comments represents a good starting place for the next phase of the process - developing options or alternatives to guide future development and investments in the study area.

This document sorts the comments received so far by geography (see attached map), and groups similar comments together. It also begins to differentiate between general issues and specific opportunities, constraints or ideas that may lead to proposals in the upcoming alternatives development phase of work. Several issues suggested that are beyond the scope of this project are briefly listed at the end.

This is not a final product, but summarizes the issues identified thus far. **It is intended to move the discussion forward.** Additional issues can still be considered in the process as appropriate.

GENERAL QUADRANT-WIDE ISSUES

Staff received a great number of general comments that seem to apply to most or all of the N/NE Quadrant study area. These can generally be grouped into five main categories. These are increasing the area's **urban vibrancy and vitality**, increasing **economic prosperity** in the area, **improving human and environmental health**, seeking **balance and equity**, and improved **access and connectivity**.

1. Urban Vibrancy and Vitality

This category includes statements encouraging increased development (particularly on current surface parking lots) including retail, office and housing to provide better/more interesting pedestrian experiences, and new amenities like pocket parks and pedestrian routes. Introducing a diverse range of new uses was suggested to help overcome the highly episodic nature of activity in many parts of the district. It was suggested that an updated urban design strategy will help achieve these goals. A more robust and integrated open space

system is seen as needed in parts of the study area. Public safety is seen by some as a major issue threatening livability and investment.

2. Economic Prosperity

This category includes numerous references to increasing employment and business growth in the quadrant – particularly by supporting expansion of existing businesses and building on existing major attractors like the Oregon Convention Center, Rose Quarter, and Lloyd Center Mall. Several stakeholders voiced strong support for continuing efforts to locate a new major hotel near the convention center in the future. Several people suggested that districts within the study area would benefit from stronger identities – more "there there".

3. Human and Environmental Health

Topics related to human and environmental health include supporting the Lloyd Green pilot EcoDistrict concept currently under development, improving habitat conditions, continuing progress on stormwater management, expanding access to parks and natural areas, finding opportunities for urban gardens, improving air quality, reducing noise pollution, and pioneering green building technologies including measures to improve migratory bird-friendliness in new and existing buildings Specific opportunity sites mentioned for improving or creating new natural habitat areas include the banks of the Willamette River in the Rose Quarter and the northern slope of Sullivan's Gulch stretching the length of the study area's southern edge. However, the heavy rail lines and grain terminal along the Rose Quarter riverfront, and the heavy traffic on I-84 along Sullivan's Gulch do present challenges to these opportunities. Improving the jobs to housing ratio in the district by encouraging more housing at appropriate affordability levels along with job growth is also seen as a means to improve environmental performance in the study area through commute trip reduction.

4. Balance and Equity

Issues identified generally focused on finding room in the quadrant for new people, business, development, etc. while retaining the existing population, businesses and culturally/historically significant buildings, etc. at the same time. Minimizing or mitigating negative impacts on surrounding areas and important local structures is a key goal. Specifically mentioned for preservation were buildings appearing in the *Bosco-Milligan Cornerstones of Community* inventory as well as the retention of existing affordable housing. Building new affordable and middle-income (often referred to as "workforce") housing is also seen as important to maintain a diverse and equitable community in the study area. A "concentric circles" model of economic development that prioritizes local sourcing of goods and talent was suggested. Finally, desire was expressed to see more multi-cultural gathering places in the study area - community centers and marketplaces were mentioned specifically.

5. Connectivity and Access

Issues applicable to the entire study area included maintaining and improving access to, within, and through the quadrant for all modes of transportation including pedestrian, bicycle, auto, transit (bus, light rail and streetcar), and truck/freight. I-5 and I-84 are seen as significant pedestrian/bike barriers. Current and future trails should be included as part of the

future transportation network. Improving safety across all transportation modes and reducing conflict between different modes is highly desirable. Considering a variety of ways to safely improve connectivity for bicycles and pedestrians, including options that exceed anticipated funding, is also desired. There is a general desire to increase the overall efficiency of our transportation system while adequately serving current and future facilities, businesses and residents and reducing emissions and climate impact. Specific measures to improve efficiency mentioned include: increasing trips by bicycle and walking, increasing transit capacity and use, reducing single-occupant vehicle travel, eliminating vehicles from certain areas, promoting motor cycles and scooters, improving signage, and increasing the use of alternative fuel vehicles. Increasing housing in the quadrant was suggested as an important opportunity to increase bike and walk commute trips.

The general sentiment related to *parking* is that there are too many surface parking lots in the area, but there is acknowledgement that a constrained parking supply may be discouraging new development and business growth. Regional traffic access to and parking available for major regional event attractors in the quadrant (Rose Garden, convention center, etc.) remains extremely important both now and in the future. Addressing conflicts between local resident parking and event parking, considering new parking facilities for MAX riders and establishing minimum parking requirements for new development were also suggested topics.

SUBAREA ISSUES

1. Subarea 1 and 1a - Lower Albina and Russell Street

a. Most of the issues identified specific to this area focused on one of two themes: preserving and enhancing the viability of industrial nature of the district, and revitalizing and improving the historic Russell Street main street.

b. Key issues related to preserving and enhancing the **industrial viability of Lower Albina** included:
   - Improving **freight access** and parking;
   - Continuing **industrial sanctuary** policies, though possibly with some increased flexibility with regards to allowed office uses

c. On **Russell Street**, numerous opportunities for renovation and preservation of historic structures exist. These projects could increase retail and restaurant activity on Russell. Several stakeholders have commented that more mixed use development (possibly including housing) would improve the vitality of the main street. Others have noted that there are several vacant parcels adjacent to the **MAX light rail station** and that mixed-use, transit-oriented development might be appropriate in a limited area around the station - targeted zoning changes may be needed to facilitate mixed use development. Improving connections from Russell Street up to N. Mississippi Street and up Russell to Emanuel Hospital also were suggested.

d. This being a predominantly industrial area, **freight capacity and movement** is extremely important including truck-friendly street/intersection design and freeway access.

e. Additional issues raised specific to this area were:
   - Poor access to the **Willamette River** and potential future greenway trails; and
   - A potential opportunity to do more with the lands under the elevated I-5/I-405 freeway interchange.
   - Improving pedestrian conditions, bicycle/pedestrian connectivity through the district and bicycle parking were also mentioned.
   - While a few people expressed interest in limiting industrial expansion along the riverfront, reexamining the industrial zoning between Interstate Avenue and I-5, and allowing wide-spread redevelopment including tall residential towers, those voices seem to be a minority opinion.

2. Subarea 2 -Vancouver/Williams Corridor

a. Most comments specific to this area supported efforts for **gradual redevelopment** of the area, while preserving important historic and culturally-significant buildings. Some blocks within this area currently have a residential zoning designation, complicating mixed use redevelopment that includes significant non-residential uses. It has been suggested that **zoning should be more flexible**, however preserving existing housing and encouraging new residential construction in this area continues to be important to the Eliot Neighborhood. Generally, lower scale development seems to be the desired urban form in this area. It should help transition from the single family character in Eliot to the taller buildings allowed in the Rose Quarter and Lloyd District.
   - Should **incentives** be developed to encourage, but not require, residential construction?
   - Should the current high density residential zoning in parts of this area be relaxed to allow more non-residential development?

b. **Access** is an important issue in this area – particularly as potential reconfigurations of I-5 and the over-crossings at Flint, Broadway, Vancouver, and Williams are considered. Multiple, pedestrian- and bike-friendly access options are desirable - including access from this area to the Eastbank Esplanade and future greenway trail.
   - Could there be an additional bike/ped crossing at Hancock?

c. **Views** from the area across Lower Albina and the Rose Quarter to the west side were identified as a potential issue. In particular, the current public view mapped from the southwest corner of Lillis Albina Park is fully obstructed by trees and could be impacted by some development scenarios under consideration in the Rose Quarter / Blanchard Building area.
   - How important is this viewpoint?
   - Should it be improved or relocated?

3. Subarea 3 -Rose Quarter

a. The N/NE Quadrant Project will seek to support and coordinate with the results of the **Rose Quarter Development Project**. To this end, there appears to be substantial support for considering redevelopment at the **School District's Blanchard Building** site. This would likely require a zoning change from the site's current industrial zoning

designation to commercial/mixed use zoning. Other changes to development regulations might also be recommended by the Rose Quarter work. Additionally, the theme emerged of supporting and strengthening the current role of the Veteran's Memorial Coliseum and Rose Garden arena while encouraging new uses. It was also suggested that public investment and/or disposition of publicly owned land could spur private redevelopment throughout the area.

b. The **Willamette riverfront** is seen as a key opportunity in the Rose Quarter. Suggestions emphasize a desire for:
   - Better access to and along the river (both physical and visual);
   - Increasing water recreation and transportation opportunities; and
   - Creating riverfront habitat, although this may prove challenging as the Rose Quarter riverfront now has heavy rail lines serving an active grain terminal located between two heavily trafficked bridges.

c. The CLD Pacific **Dreyfus grain terminal** is likely to remain in place during the foreseeable future and is seen as a challenge to redevelopment in the area. Some suggested that even if this facility were no longer in use as a grain terminal, it would be an interesting opportunity for historic preservation and repurposing.

d. **Safe, multi-modal access** to and through the Rose Quarter is an important issue – particularly to the riverbank and Eastbank Esplanade as well as across I-5. The current configuration of the I-5/Broadway/Weidler "Box" is viewed as dangerous and unpleasant for all modes (see also freeway/interchange-specific issues below). Specific transportation ideas to consider here include:
   - A new separate bike/ped bridge over I-5 (possibly at Clackamas);
   - Bringing N. Dixon Street across I-5 to connect to Flint; and
   - Reversing or decoupling the direction on N Vancouver and N Williams Avenues to improve the flow in the "Box".
   - Improve pedestrian and bicycle connections under I-5 (with an emphasis on Holladay Street) between the Rose Quarter and Convention Center areas through streetscape and strategic development.
   - Ensure that essential freight access to the Rose Garden and Memorial Coliseum is maintained.

e. Improvements or reconfigurations to the **Rose Quarter Transit Center** could be an opportunity to reduce the distance between the MAX platforms and create a safer environment for pedestrians, create new development areas and increase multi-modal access to the area. There is also some desire to consider eventual realignment of the **heavy rail line** along the riverbank inland to reduce the Steel Bridge bottleneck caused by the current s-curve and also allow public access to the river, habitat restoration, and future development along the river.

4. Subarea 4 - Broadway/Weidler Corridor and transition to Irvington and Eliot neighborhoods

a. Most comments received specific to this area relate to improving the **main street character** of the district and achieving a **respectful transition** from the Central City to the Irvington Historic District to the north. Specifically, it was suggested that the main street qualities present on the eastern portion of NE Broadway should continue through the entire study area to the Broadway Bridge.

b. Transportation issues have also been raised. Some stakeholders are interested in looking at changes to the current **one-way street traffic configuration on Broadway and Weidler**. Several stakeholders mentioned that there are several **difficult pedestrian crossings** (without signals) on NE Broadway and that improving bicycle safety along the length of the corridor is a priority. Providing controlled intersections for bikes and pedestrians every 2 blocks was one suggestion for resolving this issue. It was also suggested that benefits may arise from de-coupling Broadway and Weidler and creating a 2-way thoroughfare.

c. Other specific transportation issues mentioned for consideration include:
   - Looking at ways to improve multi-modal safety at the intersections of Broadway/Weidler at MLK/Grand and Broadway/Weidler at 15th/16th;
   - Reducing the number of driveways on Weidler; and
   - Untangling the situation at the "Box".

5. Subarea 5 -Central Lloyd

a. Many issues raised specific to this area focus on the opportunity to support both the development and continued success of the **Oregon Convention Center** and the established office district immediately to the east. Opportunities to help support the convention center include the headquarters hotel and entertainment-related development around the facility. **Opportunities in the office core** include unique potential for development with distinctive amenities on the superblocks in the area. Holladay Park Medical Center was also seen as a potential opportunity for growth. The need for a stronger district identity and improved public safety were identified as crucial to supporting this sub-area.

b. **Residential development** – and the general lack thereof – is frequently cited as a major issue in this part of the study area. Streetcar construction is seen as a major opportunity to help encourage more residential construction here, but questions remain about the market-readiness of the area for housing. There is clear desire for new housing at a wide range of affordability levels – ideally to roughly match the employment profile of the study area. Some questions to think about include:
   - Are the **limited parks and open space amenities** in the area sufficient to support large-scale residential construction?
   - Is the current zoning working to encourage housing?
   - What parking strategies are appropriate? Currently, parking in the area is challenging, discourages residential development, and is a burden to existing

residents as new development makes use of the already limited supply. Some residents would like a residential parking permit program in this area.

c. Other issues raised specific to this area include:
   - A lack of clear **urban form and street hierarchy** (i.e large blocks and buildings). Traversing the district does not provide enough clues as to which are of the streets serves the highest priority. A clear positive outcome for this sub-district is to determine ways to support a delineation of street hierarchy. The proposed Holladay green street improvements were cited as a successful attempt at creating hierarchy in one geographic location.
   - The many **large blocks** in the district are seen as a challenge to access and pedestrian connectivity, but are also seen as a unique opportunity in the Central City with typically much smaller blocks because they provide an opportunity for a different urban pattern for redevelopment. Including pocket parks in new development was suggested as a way to achieve new green/open space amenities incrementally.

d. Regarding transportation and access, **improved pedestrian and bike access** on MLK and Grand and across/under I-5 was frequently suggested as was the importance of maintaining efficient truck access to the Rose Quarter, Convention Center and surrounding office buildings. Specific ideas suggested included providing controlled intersections for bikes and pedestrians every 2 blocks along MLK/Grand, considering new pedestrian crossings to the Rose Quarter at Clackamas and to the Central Eastside at 7th Avenue (over I-84).

6. Subarea 6 and 6a -Lloyd Center Mall, Office Core, Holladay Park and Sullivan's Gulch transition

a. The poor quality of the **pedestrian experience** and limited street-level activity is cited as a challenge to be addressed in this plan. **Increasing vitality** through redevelopment and new development is a common desire. Some specific suggestions include:
   - Improving the facade of the Lloyd Mall with aesthetic improvements would create a more inviting interface between the inside and outside of the structure and would serve to 'invite' people into the mall.
   - Developing the **Lloyd Cinema parking lot** to potentially include a mix of residential, retail and other uses to help activate the space.

b. The predominance of **large property owners** and **large blocks** was noted as both a challenge and an opportunity in this area. Existing residential development in this area is limited and typically has little or no parking. Residents are interested in residential permit programs.

c. Public safety concerns in **Holladay Park** are widespread and a variety of measures to improve conditions there have been suggested. These range from near-term actions like increased tree trimming and more active programming of the park to longer-term ideas, such as improving surrounding development conditions with new buildings facing (embracing) the park and adding additional design features to the park to attract a wider variety of users.

d. Increasing **pedestrian connectivity and safety** both within this part of the study area and between this and adjacent areas was cited as an important issue. Suggestions for improvements include:
   - A new pedestrian bridge between this area (somewhere around NE 9th Ave) and the Central Eastside (across I-84),
   - Adding bicycle lanes to the 12th Avenue bridge; and
   - Continuing bike lanes on Multnomah all the way to NE 21st Ave.

e. The properties at the SW corner of **NE Multnomah and NE 21st** are seen as an interesting development opportunity. There are concerns about possible demolition of older homes on portions of the site, but generally there seems to be interest in looking at redevelopment scenarios for the corner. There appear to be differing opinions on what scale of building would be appropriate here. The site currently has split zoning, and may need to be rezoned to accommodate desired development. This area could also provide a convenient access point to the potential future Sullivan's Gulch Trail.
   - One opportunity that arises from the charrette process would include ideas for the type of design solutions and/or development that would be most appropriate and desirable?

7. The Freeway and Interchanges

a. Freeway related issues mentioned by study participants have focused on three themes: **safety**, **operational issues** as related to the freeway and overpasses, as well as **improved freight movement**.

b. Expressed **safety** related issues have included a desire to reduce weaving and improve merge lengths on I-5 as a way to help reduce the incidence of rear end and sideswipe collisions. On overpasses and interfaces with the local street network, there is a desire to improve safety especially by clarifying vehicular patterns and/or to separate vehicular, bikes and pedestrian traffic at identified conflict areas. The Broadway/Weidler box and the intersection of Vancouver and Larrabee were singled out as particularly problematic areas, especially during major events in the Rose Quarter. Some stakeholders would like safety to be explicitly prioritized over capacity expansion when evaluating changes to I-5 and "the box".

c. Comments related to freeway **operational issues** generally focused on:
   - Improvements related to the reliability of traffic flow;
   - Reducing delay;
   - Increasing levels of service; and
   - A desire to increase average freeway speeds through the district.
   - A desire to reduce the impact of freeway traffic on the neighborhood

d. It was also suggested that the reconfiguration or removal of some or all of the **on and off ramps** to limit the number of intersections that feed onto the local street grid is desirable. Spreading the ramps and reducing the number of lights in specific locations to improve traffic flow was also mentioned, as was a desire to lengthen specific on ramps to

minimize traffic bound for the freeway from backing up on local streets. Finally, a strong desire was expressed to **avoid impacts on key cultural sites** when looking at proposed freeway improvements.

e. **Freight movement** in support of local and regional economies was highlighted as a desired outcome of this process. Maintaining and improving freight movement and distribution on the freeways, as well as to locally designated freight routes, such as Lower Albina, are needed to ensure the reliable flow of goods. Freight movement improvements may take the form of reconfigured freight geometries on local streets and at on ramps, especially in areas like the Broadway/Weidler "box".

f. A desire to increase the **reliability of travel times** and to increase capacity for freight movements on the freeways was also expressed. It was suggested that this study should identify alternative freight access routes to and from Lower Albina, Swan Island and NW industrial areas.

ISSUES BEYOND THE SCOPE OF THIS PROJECT

Staff prepared a scope document to clarify the types of issues the N/NE Quadrant and I-5 Broadway/Weidler Plans will consider. The Stakeholder Advisory Committee reviewed the document at their December 9th meeting and is expected to approve a revised version at their meeting on January 20th. Using that document as guidance, a number of issues have been raised that are clearly not within the scope of this project. As a result they have not been included above in this document. Issues commonly raised in this category include but are not necessarily limited to:

- Questions about the future of the I-5 Eastbank Freeway in the Central Eastside and removing I-5 from the study area.
- Issues pertaining to possible future high speed rail system needs in the quadrant.
- Determining future streetcar system priorities or alignments.
- Decisions on current or future Urban Renewal Areas.

N/NE QUADRANT SUB AREAS MAP
(Freeway – not shown – is area 7)



February 9, 2011

APPENDIX F: PUBLIC INVOLVEMENT SUMMARY

Public Involvement Goals

There is a long history of large redevelopment and infrastructure project that have had adverse impacts on the communities in Lower Albina and the Lloyd District. The N/NE Quadrant Plan strives to repair the community fabric, and to this end the public involvement process was designed to be inclusive and responsive to public concerns, and allow for active participation and meaningful public input.

The public involvement efforts for the N/NE Quadrant Project were guided by the public involvement goals developed by the Community Involvement Committee (CIC) for the Portland Plan, the long-range planning effort for the City as a whole, which was taking place when the quadrant plan process began. Incorporating these public involvement goals provided for consistent public involvement efforts:

- Build on existing relationships
- Engage broader and diverse groups with education and information and provide all interested with enough education so they can meaningfully participate
- Provide multiple venues and means for community involvement and engagement
- Involve as many people as possible
- With feedback and continuous engagement throughout Portland Plan development and implementation, ensure community members are being heard

In addition, the N/NE Quadrant project strove to:

- Provide a process that is open and transparent, with a special emphasis on early involvement in providing policy-setting input
- Clearly define opportunities where the public can provide timely input so that there is an opportunity to inform policy-making and otherwise affect change
- Wherever possible, design interactive formats for meetings and ensure a balanced and fair discussion of issues

Key Stakeholders and Project Advisory Committees

The Bureau of Planning and Sustainability, working with the other project partners Oregon Department of Transportation and the Portland Bureau of Transportation, involved a variety of stakeholders and interested parties in the N/NE Quadrant planning process. These stakeholders had varying levels of interest in the planning process, ranging from property owners who will be directly impacted by the plan outcomes to members of the general public who wanted to stay informed about what is happening in the Central City.

Stakeholder Advisory Committee

A Stakeholder Advisory Committee (SAC) was one of the primary means of ensuring that the public had opportunities to provide meaningful input into the planning process. SAC members (see table F1) were selected to represent key stakeholder interests and to create a balanced committee to guide the planning effort. All SAC members were appointed by the directors of the Portland Bureau of Planning and Sustainability, the Portland Bureau of Transportation and the Oregon Department of

Transportation Region 1 Office. The SAC was made up of 30 voting members, representing area stakeholders, including business and neighborhood associations and property owners, as well as community interests such as affordable housing, cultural heritage, the environment, economic equity, labor, urban design and transportation. Local, regional and state public agencies were also represented on the committee as non-voting members.

The role of the SAC was to advise and direct project staff throughout the planning process and to make recommendations about the project to the Portland Planning and Sustainability Commission and the Oregon Transportation Commission. SAC members were expected to report back to and solicit input from their stakeholder groups and constituencies, represent the broader interests of those groups at meetings and promote public involvement in project events. Early in the process SAC members developed and adopted collaboration principles that governed decision making for the committee.

Subcommittees of the SAC met periodically to address specific issues, such as transportation, land use and urban design. Members of the public were invited to join the subcommittee to have more in-depth participation in the process.

In all, 19 full SAC meetings and 13 subcommittee meetings were held. All meetings were open to the public and included opportunities for public comment.

Table F1: N/NE Quadrant Project Stakeholder Advisory Committee Members (June, 2012)

Voting Members			
Representative	**Interest**	**Organization**	**Alternate**
Matt Arnold	Transportation-Bicycle	Bicycle Advisory Committee	Heather McCarey
Wynn Avocette	At-large		
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	
Carol Gossett	Neighborhood Association	Sullivan's Gulch Neighborhood Association	Britt Brewer
Phil Selinger Carolyn Briggs (past)	Transportation-Pedestrian	Willamette Pedestrian Coalition	Doug Klotz Erin L Kelley (past)
Daniel Deutsch	Small Developer	Alora Development	Joanna Agee
Malina Downey	Regional Access	UPS	
Debra Dunn	Transportation-Trucking	Oregon Trucking Association	Bob Russell
Gary Eichman (co-chair)	Transportation-Freight	Portland Freight Committee	Tracy Whalen (co-chair)
Dean Gisvold	Neighborhood Association	Irvington Neighborhood Association	Ed Abrahamson
Cynthia Gomez (past)	Environmental Justice / Economic Equity	Latino Network	Andrea Marquez-Horna
Heidi Guenin	Community Health	Upstream Public Health	Steve Bozzone
Damien Hall	At-large		
Sean Hubert	Affordable Housing	Central City Concern	Martin Soloway
Wayne Kingsley	Adjacent Businesses	Central Eastside Industrial Council	

Wade Lange	Property Owner/Business- Lloyd District	Langley Investments	Mike Bernatz
Lloyd Lindley (co-chair)	Urban Design	AIA Portland / ASLA Portland	
Eric Lovell	Lower Albina Businesses	Uroboros Glass Studio	Kurt Widmer
Jenny Lyman	Transit Riders		
Gary Marschke	NNE business association	NNE Business Association	Joice Taylor
Brock A. Nelson	Transportation-Rail	Union Pacific Railroad	
Midge Purcell	Community / Civic Org	Urban League	
Jodi Parker Paul Riggs (past)	Labor Organization	Building Trades/Columbia Pacific BCTC	
Owen Ronchelli	Transportation-Local TMA	Lloyd TMA	
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	Dennis Henderson
William Ruff	Architect/Developer	LRS Architects	
Bob Sallinger	Environment	Audubon Society	Kelly Rodgers
Gary Warren	Neighborhood Association	Lloyd District Community Association	
Mike Warwick	Neighborhood Association	Elliot Neighborhood Association	Laurie Simpson
Justin Zeulner J. Isaac (past)	Property Owner/Business- Rose Quarter	Portland Arena Management	Chris Oxley
Non-Voting Members			
John Williams		Metro	Chris Deffebach
Teri Dresler Jeff Blosser (past)		Oregon Convention Center	
Rian Windsheimer		Oregon Department of Transportation	Andy Johnson
Susie Lahsene		Port of Portland	
Joe Zehnder		Portland Bureau of Planning and Sustainability	Steve Iwata
Paul Smith		Portland Bureau of Transportation	John Gillam
Lew Bowers/ Peter Englander		Portland Development Commission	Sara King
Alan Lehto		TriMet	Jessica Engelmann

Technical Advisory Committee

A Technical Advisory Committee (TAC) representing public agencies with specialized expertise related to the plan and implementation served as a resource for the planning process. TAC members were responsible for reviewing project proposals, providing comments to project staff and reporting back to their agencies throughout the planning process. The TAC met six times, in addition to individual coordination meetings with City bureaus and other public agencies that occurred during the process.

Table F2: N/NE Quadrant Project Technical Advisory Committee Members (June, 2012)

Organization	Representative(s)
Metro	Ted Reid
Multnomah County	Karen Schilling, Maya Bhat
Oregon Dept. of Transportation	Andy Johnson, Todd Juhasz, Tim Wilson, Fred Eberle, Mark Johnson, Cahn Lam, Chi Mai, Simon Eng
Oregon Dept. of Environmental Quality	Cory Wind, Keith Johnson
Port of Portland	Susie Lahsene
Portland Bureau of Development Services	Kara Fioravanti, Tim Heron
Portland Bureau of Environmental Services	Amy Chomowicz, Rick Bastasch, Kevin Kilduff, Emily Hauth, Marie Johnson
Portland Bureau of Fire & Rescue	Erin Janssens
Portland Bureau of Planning & Sustainability	Mark Raggett, Lora Lillard, Leslie Lum, Sallie Edmunds, Shannon Buono
Portland Bureau of Transportation	John Gillam, Mauricio Leclerc, Grant Morehead, Roger Geller, April Bertelsen, Bob Hillier, Lewis Wardrip, Ellen Vanderslice
Portland Housing Bureau	Kim McCarty, David Sheern
Portland Office of Healthy Rivers	Ann Beier, Kevin Kilduff
Portland Office of Management and Finance	Claudio Campuzano
Portland Office of Neighborhood Involvement	Judith Mowry, Jeri Williams
Portland Bureau of Parks and Rec	Brett Horner, Kathleen Wadden, Sarah Coates Huggins
Portland Water Bureau	Stan VandeBergh, Cheri Warnke, Mike Saling, Tom Carter
Portland Public Schools	Paul Cathcart
Portland Development Commission	Kia Selley, Sara King, Kevin Brake, Irene Bowers, Denyse McGriff
Portland Streetcar	Vicky Diede
TriMet	Alan Lehto, Jessica Tump

Public Involvement Events and Tools

Events

SAC Meetings: SAC and its subcommittee meetings were held approximately monthly, and served as ongoing opportunities to share information and receive feedback from stakeholders and members of the general public. SAC meeting materials and minutes were posted on the project website.

Public Workshops/Charrettes: Two design charrettes were held during the concept development phase of the project focused on land use/urban design and the I-5 Freeway improvements. Charrette participants, including technical experts, SAC members and the general public, discussed issues and opportunities in the quadrant and explored possible solutions. Approximately 65 people attended the charrettes.

Open Houses: Four open houses were held at key points in the process to inform the public and get feedback. Staff presented recommendations, answered questions and took public comments. Approximately 450 people attended the open houses.

Community Walks: Community walks were conducted during the existing conditions phase of the planning process in September 2010 and before the SAC was asked to endorse the recommended I-5 freeway concept in April 2012. Staff and community members shared their knowledge of the N/NE quadrant with the SAC and other members of the public, and the groups discussed potential issues and opportunities related to the concept proposals. Approximately 40 people attended the walks.

Community Group Meetings: The project team attended meetings of existing community groups, such as neighborhood and business associations, advocacy groups and other organizations, to share information and get feedback throughout the process. In the summer of 2011, the project team made a significant effort to obtain feedback on plan proposals, attending 20 separate outreach meetings in less than 3 months.

Commission Briefings and Public Hearings: Project briefings were provided to the Portland Community Involvement Committee, Planning and Sustainability Commission, Historic Landmarks Commission and Design Commission during the process. The plan will undergo a formal public hearing process before the Portland Planning and Sustainability Commission and City Council prior to adoption.

In addition to the events outlined above, staff met with individual businesses, property owners and other interested stakeholders throughout the process. A complete list of events and meetings is outlined in Table F3: *N/NE Quadrant Project Outreach Log.*

Communication/Information Tools

Project Website: The project website served as the primary source of information for the public and as a means to solicit and receive public feedback. The website included project information and regular updates, documents, a calendar of events, meeting agendas and minutes, links to other related planning efforts and staff contact information.

Survey: In the summer of 2011, an on-line survey was developed to get feedback on three concept alternatives developed by staff in coordination with SAC members. Survey responses helped inform development of a proposed concept, which was eventually endorsed by the SAC, and formed the

basis for the goals, policies and implementation actions included in the quadrant plan. Approximately 140 survey responses were received.

Mailings and Newsletters: An electronic mailing list was used to provide frequent updates to interested parties regarding meetings, events and new products. Occasional articles and notices were distributed through the BPS bimonthly e-newsletter. A hard copy notice announcing the project and the first open house was mailed to businesses and residents within the N/NE Quadrant planning area and other interested parties.

Media: Announcements for key events and document releases were distributed to local media outlets (Oregonian, Daily Journal of Commerce, neighborhood newspapers and other outlets).

Table F3: N/NE Quadrant Plan Outreach Log (Draft as of May, 2012. To be Updated)

Date	Organization/Event	Project Staff	Attendance (Approximate)
9/16/10	N/NE Quadrant Stakeholder Advisory Committee	Stephanie Beckman, Fred Eberle, John Gillam, Hale, Iwata, Andy Johnson, Todd Juhasz, Leclerc, Lisle, Starin, Tim Wilson	36
9/22/10	N/NE Quadrant Land Use Committee	Debbie Bischoff	25
9/25/10	N/NE Quadrant Community Walk: Lloyd District	Beckman, Eberle, Hale, Iwata, Juhasz, Johnson, Leclerc, Lisle, Raggett, Starin, Michelle VanTijen, Wilson	10
9/28/10	Rose Quarter Stakeholder Advisory Committtee	Lisle	50
9/28/10	N/NE Quadrant Community Walk: Lower Albina	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin, Michelle VanTijen, Wilson	10
10/6/10	N/NE Quadrant Technical Advisory Committee	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	18
10/11/10	Eliot NA General Membership Mtg.	Starin	28
10/12/10	Portland Bicycle Advisory Committee	Iwata, Leclerc	25
10/12/10	Sullivan's Gulch NA General Mtg.	Eberle, Lisle	40
10/12/10	CC2035 & N/NE Quadrant Open House	Beckman, Buono, Doss, Edmunds, Hale, Hamblin, Iwata, Leclerc, Lisle, Grant Morehead, Raggett	100
10/28/10	Irvington NA Land Use Committee	Iwata	9
11/15/10	N/NE Quadrant and Rose Quarter Open House	Beckman, Buono, Eberle, Edmunds, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Michelle VanTijen, Wilson	150
11/16/10	Portland Business Alliance	Beckman, Iwata, Juhasz	33

Date	Organization/Event	Project Staff	Attendance (Approximate)
12/1/10	N/NE Quadrant Transportation Subcommittee	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	18
12/2/10	N/NE Quadrant Land Use Subcommittee	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	18
12/9/10	N/NE Quadrant Stakeholder Advisory Committee	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	31
12/15/10	Portland Plan Citizen Involvement Committee	Beckman, Iwata, Starin	10
12/15/10	NE Coalition of Neighborhoods	Beckman, Starin	2
1/20/11	N/NE Quadrant Stakeholder Advisory Committee	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle	33
2/1/2011	Series of Stakeholder Interviews	Eberle, Juhasz, Leclerc, Lisle, Raggett, Wilson	17
2/9/11	N/NE Quadrant Land Use and Transportation Subcommittee	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	25
2/22/11	N/NE Quadrant Charette: Land Use and Local Transportation	Beckman, Eberle, Hale, Juhasz, Iwata, Leclerc, Lisle, Morehead, Raggett, Starin, Wilson	17
2/23/11	N/NE Quadrant Charette: Land Use and Local Transportation	Beckman, Eberle, Hale, Iwata, Juhasz, Morehead, Leclerc, Lisle, Raggett Starin, Wilson, Zehnder	18
3/2/11	N/NE Quadrant Joint Subcommittee	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	17
3/2/11	N/NE Quadrant Technical Advisory Committee	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	21
3/10/11	N/NE Quadrant Stakeholder Advisory Committee	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	25
3/20/11	AHC/Bosco-Milligan Preservation & Portland Plan event	Steve Dotterrer, Mickle, Starin	25
3/23/2011	NE Coalition of Neighbors Land Use and Transportation Committee	Beckman, Eberle	14
3/30/2011	N/NE Quadrant Joint Subcommittee Meeting	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	21
4/7/2011	Lloyd District Community Association	Lisle, Juhasz	25

Date	Organization/Event	Project Staff	Attendance (Approximate)
4/8/2011	Civic and Cultural Life Symposium #1	Beckman, Buono, Caron, Cole Doss, Edmunds, Hamblin, Lisle, Starin, Raggett	23
4/11/2011	N/NE Quadrant I-5 Freeway and Local Transportation Interface Charrette: Opening Session	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	38
4/12/2011	Rose Quarter Stakeholder Advisory Committtee	Lisle	60
4/12/2011	N/NE Quadrant I-5 Freeway and Local Transportation Interface Charrette: Check-in Session	Beckman, Hale, Eberle, Iwata, Juhasz, Leclerc, Lisle, Raggett, Wilson	14
4/13/2011	N/NE Quadrant I-5 Freeway and Local Transportation Interface Charrette: Closing Session	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	22
4/20/2011	N/NE Quadrant Land Use and Transportation Subcommittee meeting	Beckman, Eberle, Hale, Iwata, Leclerc, Lisle, Juhasz, Wilson	20
5/26/2011	N/NE Quadrant Project Stakeholder Advisory Committee (SAC) Meeting #6	Beckman, Hale, Leclerc, Juhasz, Iwata, Lisle, Starin, Wilson	30
6/16/2011	N/NE Quadrant Project Stakeholder Advisory Committee (SAC) Meeting #7	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson	19
6/23/2011	Eliot NA Land Use Chair	Eberle, Juhasz, Leclerc, Lisle, Mark Johnson	1
6/29/2011	N/NE Quadrant Open House	Beckman, Eberle, Hale, Hartinger, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Joel Stein, Spencer Williams, Wilson	102
6/30/2011	Irvington NA Land Use Committee	Juhasz, Leclerc, Lisle	12
7/7/2011	Portland Freight Committee	Juhasz, Leclerc	25
7/11/2011	Oregon Convention Center Urban Renewal Advisory Committee	Iwata	16
7/12/2011	Bicycle Advisory Committee	Juhasz, Leclerc	25
7/12/2011	Eliot Neighborhood Association Land Use Committee	Eberle, Iwata, Juhasz, Leclerc,	5
7/13/2011	N/NE Quadrant SAC Joint subcommittee meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson	18
7/18/2011	Eliot Neighborhood Association Land Use Committee	Beckman, Iwata	4
7/19/2011	Pedestrian Advisory Committee	Juhasz, Leclerc	10
7/27/2011	Calaroga Terrace	Eberle, Juhasz, Leclerc, Lisle	2
7/28/2011	N/NE Quadrant SAC meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson	30
7/28/2011	Left Bank Building Tenants	Eberle, Starin, Juhasz	10

Date	Organization/Event	Project Staff	Attendance (Approximate)
8/1/2011	Travel Portland Community Action Committee	Eberle, Iwata	10
8/2/2011	Lloyd District and Sullivan's Gulch National Night Out	Hale, Lum	30
8/15/2011	Calaroga Terrace	Beckman, Juhasz, Lisle	2
8/18/2011	Lloyd Community Association	Beckman,Leclerc, Lisle	13
8/25/2011	Ashforth Pacific	Leclerc, Lisle, Raggett	2
9/1/2011	Lloyd TMA	Juhasz, Leclerc, Lisle	15
9/6/2011	Sullivan's Gulch Land Use Committee	Beckman	6
9/7/2011	Lower Albina Businesses	Beckman, Juhasz, Leclerc, Starin	6
9/8/2011	NE Broadway Business Association	Beckman	7
9/13/2011	Portland Business Alliance Transportation Committee	Iwata, Juhasz, Leclerc	15
9/18/2011	Dill Pickle Club - "How the City is Planned" walking tour	Starin	35
9/29/2011	N/NE Quadrant SAC meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	24
10/4/2011	CEIC Land Use Committee	Iwata, Juhasz	24
10/12/2011	N/NE Quadrant SAC Land Use Subcommittee meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	12
10/13/2011	N/NEQ TAC	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	10
10/14/2011	N/NEQ Agency Director's Check-in	Anderson, Hale, Iwata, Johnson, Juhasz, Leclerc, Zehnder	4
10/20/2011	Lloyd Ecodistrict Board Meeting	Iwata, Lisle	12
10/25/2011	LRS Architects	Beckman, Buono, Doss, Hale, Hamblin, Iwata, Raggett, Starin, Nan Stark	2
10/27/2011	N/NE Quadrant SAC meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	33
11/3/2011	Eliot Neighborhood Association	Beckman, Starin	1
11/8/2011	N/NEQ Stakeholders (Rose Quarter Management, Ashforth Pacific, Lloyd TMA)	Lisle, Raggett	3
11/8/2011	Oregon Trucking Association	Juhasz	1
11/9/2011	N/NEQ TAC	Eberle, Juhasz, Starin, Wilson	10
11/10/2011	N/NEQ Lower Albina Stakeholders (Streimer Sheetmetal Works, Inc.)	Starin	2
11/15/2011	Audubon Society	Beckman, Mindy Brooks	1
11/16/2011	Alora Development (Leftbank Project)	Iwata, Juhasz, Wilson	3

Date	Organization/Event	Project Staff	Attendance (Approximate)
11/17/2011	N/NE Quadrant SAC meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Williams	36
11/30/2011	Rose Quarter Stakeholder Advisory Committtee	Lisle	40
12/1/2011	Portland Freight Committee	Juhasz, Leclerc, Wilson	25
12/2/2011	Lower Albina Businesses (Stan Herman, Ray Kutch)	Lisle, Starin	5
12/2/2011	NNEQ Stakehoders (Matt Arnold)	Juhasz, Leclerc, Wilson	15
12/8/2011	N/NE Quadrant Transportation Subcommittee	Eberle, Iwata, Juhasz, Lisle, Wilson	32
1/4/2012	Neighborhood Representatives (Eliot, Irvington, Sullivan's Gulch)	Iwata, Johnson, Juhasz, Leclerc, Lisle	6
1/5/2012	Lloyd TMA Meeting	Iwata, Eberle	10
1/5/2012	Portland Freight Committee	Johnson, Leclerc	10
1/6/2012	Rose Quarter	Johnson	2
1/10/2012	Calaroga Terrace (Gary Warren), Urobos Glass (Eric Lovell), Oregon Trucking Association (Debra Dunn)	Iwata, Johnson, Leclerc	3
1/11/2012	N/NE Quadrant Land Use Subcommittee	Beckman, Byers, Eberle, Hale, Iwata, Lisle, Starin, Raggert, Wilson	15
1/13/2012	N/NE Quadrant SAC Co-Chairs Meeting	Gillam, Iwata, Johnson	3
1/17/2012	Paramount Apartments	Eberle, Juhasz	2
1/17/2012	Willamette Pedestrian Coalition	Johnson, Leclerc	1
1/19/2012	N/NE Quadrant SAC Meeting	Beckman, Hale, Eberle,Johnson, Juhasz, Leclerc, Lisle, Iwata, Starin, Wilson, Zehnder	35
1/19/2012	Broadway Toyota	Iwata, Juhasz	1
1/20/2012	TriMet	Iwata, Lisle	2
1/27/2012	Compass Oncology	Iwata	4
1/31/2012	Legacy	Iwata	3
2/2/2012	Latino Network, Upstream Public Health, Urban League	Iwata, Leclerc	6
2/2/2012	N/NE Quadrant Open House	Beckman, Bump, Byers, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Menard, Raggett, Starin, Williams, Wilson	100
2/6/2012	N/NE Business Association	Beckman, Juhasz	10
2/7/2012	Central Eastside Industrial Council	Gillam, Iwata, Juhasz	21
2/9/2012	Langley Investment Properties	Hale, Iwata, Lisle, Zehnder	6
2/9/2012	Lloyd District Development Forum	Doss, Hale, Iwata, Lisle, Zehnder	14
2/9/2012	Lloyd TMA	Eberle, Lisle, Morehead	1
2/10/2012	Portland Business Alliance	Doss, Lisle	1
2/14/2012	N/NE Quadrant SAC Co-chairs meeting	Iwata, Johnson, Juhasz	3

Date	Organization/Event	Project Staff	Attendance (Approximate)
2/16/2012	N/NE Quadrant SAC Meeting	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin, Zehnder	33
2/24/2012	Bicycle Transportation Alliance (BTA) & BEST	Gillam, Iwata, Johnson	2
2/29/2012	Portland Public Schools (PPS)	Iwata, Lisle	2
3/1/2012	Lloyd TMA Annual Meeting	Beckman, Eberle, Iwata, Johnson, Morehead	30
3/5/2012	Eliot Neighborhood Association	Lisle, Zehnder	1
3/5/2012	Tracy Whalen (SAC freight rep)	Juhasz	1
3/6/2012	Joe Angel	Beckman, Brooks, Buono, Lisle	1
3/8/2012	Legacy Health	Lisle, Iwata	3
3/8/2012	Peter Finley Fry	Beckman, Iwata, Lisle	1
3/9/2012	Leftbank Project Tenants	Eberle, Hale, Iwata, Johnson	15
3/13/2012	Leftbank Project - Alora Development	Eberle, Lisle	1
3/13/2012	N/NE Quadrant SAC Co-chairs meeting	Gillam, Iwata, Johnson, Juhasz, Paul Smith	2
3/13/2012	Portland Business Alliance	Iwata, Juhasz	15
3/15/2012	N/NE Quadrant SAC Meeting	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Zehnder	34
3/20/2012	N/NE Quadrant Stakeholder Advisory Committee Worksession	Lisle, Iwata, Wilson	6
3/21/2012	N/NE Quadrant Land Use Committee	Beckman, Lisle, Raggett, Wilson	7
3/22/2012	E. John and Cleo Rumpakis	Hale, Roberta Jortner, Starin	2
3/22/2012	N/NE Broadway Business Association	Bump, Lisle	40
4/5/2012	N/NE SAC Walking Tour	Beckman, Iwata, Johnson, Juhasz, Leclerc, Lisle	17
4/5/2012	Paramount Apartments	Juhasz, Leclerc, Lisle	1
4/5/2012	Sullivan's Gulch Neighborhood Association	Beckman, Hale	1
4/11/2012	Bike Advisory Committee	Leclerc	8
4/11/2012	Eliot Neighborhood Association	Iwata, Lisle, Zehnder	10
4/12/2012	N/NE Quadrant SAC Meeting	Beckman, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	25
4/12/2012	N/NE Quadrant SAC Meeting	Beckman, Iwata, Johnson, Leclerc, Lisle, Starin	33
4/18/2012	N/NE Technical Advisory Committee	Beckman, Buono, Hale, Juhasz, Leclerc, Lisle, Starin, Wilson	4
4/19/2012	Sullivan's Gulch Neighborhood Association Charrette	Beckman, Bump	50
4/24/2012	Trimet	Iwata, Juhasz, Leclerc, Lisle	4
5/2/2012	N/NE Quadrant SAC Co-chairs meeting	Iwata, Juhasz, Johnson	3
5/15/2012	Portland Business Alliance	Iwata, Juhasz, Lisle	25
5/18/2012	Kurt Widmer / Lower Albina	Starin, Zehnder	1
5/22/2012	Eric Lovell / Lower Albina	Starin, Zehnder	1

This document shows changes from the 5/4/12 version of the draft Goals, Policies and Implementation Actions, based on comments from the SAC and Subcommittee. This track change version is provided to facilitate review of the complete draft N/NE Quadrant Plan, provided under separte cover.

~~N/NE Quadrant Plan~~

Chapter 3: ~~Draft~~ Goals, Policies and Implementation Actions

This plan chapter~~, the heart of the N/NE Quadrant Plan, will be~~ is organized into sections addressing each Central City district (the Lloyd District and Lower Albina), as well as the two study areas included in the N/NE Quadrant planning boundary. A district goal and concept diagram ~~will~~ convey the overarching vision for each district, followed by a series of policies, which provide more specific direction on issues associated with the larger goal. The district goals and policies reflect the project goals and objectives adopted by the Stakeholder Advisory Committee to guide the overall planning process. The district concept diagrams are ~~currently being developed, therefore are not available with this draft. However, they will be~~ based on the N/NE Quadrant Concept diagrams~~ described in Chapter 3~~, which were developed as part of the planning process that included a stakeholder charrette, several public events and detailed review by the SAC. ~~the SAC has reviewed several times.~~ The SAC goals and the quadrant concept diagrams are described in Chapter 2: Developing the Plan.

The policies are organized into topic areas generally consistent with the planning framework developed for the Central City 2035 (CC2035) Concept Plan, which will establish the overall vision and direction for the Central City as a whole. Because issues that apply Central City-wide will be addressed in the CC2035 Concept Plan, the N/NE Quadrant Plan will focus on issues that are unique to its planning area within the Lloyd District and Lower Albina. The policy topics are as follows:

1. Regional Center~~: Economy and Innovation~~
2. Housing and Neighborhoods
3. Transportation
4. Urban Design
5. ~~Green Central City~~ Environment (title under discussion)

All five policy topic areas are covered for the Lloyd District, however Lower Albina, a largely industrial area, does not have a “Housing and Neighborhoods” section.

Performance targets are established for key measures as a means of tracking progress toward meeting goals and policies. They are based on a number a sources, including assumptions about future development, housing and employment forecasts, targets from other planning processes such as the Portland Plan and Climate Action Plan, and transportation modeling. The performance targets in this plan should be considered preliminary. They will need to be revisited, and potentially recalibrated for the full Central City, once all of the quadrant plans have been completed.

Implementation actions, such as changes to regulations~~ory changes~~, future work items, projects, programs or studies, are proposed for each district and for the two study areas: North Banfield Portal and Vancouver/Williams Corridor. ~~Potential i~~Implementers are identified, including public agencies, private and non-profit entities and other community partners, with the ~~. It is anticipated that a~~ lead implementing agency noted in **bold**. ~~will be identified in the next draft of this document, after additional consultation with the implementing agencies.~~ A list of implementers and abbreviations used in the action tables is provided at the end of this document.

A timeline is provided, with some actions intended to be accomplished with the adoption of the full Central City 2035 plan package, anticipated in 2014. Other actions are intended to be completed 2 to

5 or 6 to 10 years beyond that, and some are ongoing. ~~These timelines are preliminary pending review by bureau managers to ensure they align with their anticipated budget and workload constraints.~~

~~Relationship to SAC Goals~~ (this section deleted from full plan version, SAC goals are included in Chapter 2 of the plan)

~~As noted above, the draft goals and policies are organized consistent with the CC2035 framework. They were also crafted with the original SAC goals and objectives, developed at the beginning of this process, in mind. Below is a summary of how the SAC goals and objectives have been incorporated into the draft plan policies:~~

~~SAC Goals~~	~~Draft Plan Policy Areas~~
~~Goal 1: A diverse mix of commercial, cultural, entertainment, industrial, recreational and residential uses, including affordable housing.~~	~~*Lloyd:* Regional Center: Economy & Innovation, Housing and Neighborhoods~~ ~~*Lower Albina:* Regional Center: Economy & Innovation~~
~~Goal 2: Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages~~	~~*Lloyd:* Regional Center: Economy & Innovation, Housing and Neighborhoods~~ ~~*Lower Albina:* Regional Center: Economy & Innovation~~
~~Goal 3: Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment.~~	~~*Lloyd:* Housing and Neighborhoods, Urban Design, Green Central City~~ ~~*Lower Albina*: Green Central City~~
~~Goal 4: Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods.~~	~~*Lloyd:* Housing and Neighborhoods, Urban Design~~
~~Goal 5: A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system.~~	~~*Lloyd:* Transportation, Urban Design~~ ~~*Lower Albina*: Transportation~~
~~Goal 6: Improve the local circulation system for safe access for all transportation modes within the quadrant and at freeway interchanges.~~	~~*Lloyd:* Transportation, Urban Design~~ ~~*Lower Albina*: Transportation~~
~~Goal 7: Equitable access to community amenities and economic opportunities.~~	~~*Lloyd:* Regional Center: Economy & Innovation, Housing and Neighborhoods~~ ~~*Lower Albina:* Regional Center: Economy & Innovation~~
~~Goal 8: Protection and enhancement of the cultural heritage of the area and its sub-districts.~~	~~*Lloyd:* Housing and Neighborhoods~~ ~~*Lower Albina:* Urban Design~~

Lloyd District

District Goal

Foster the growth of the Lloyd District into the intensely urban eastside center of the Central City. Capitalize on the district's regional attractions, high quality transit and connections to create one of the most vital and livable districts in the Central City, with a strong employment base, successful residential community and a variety of urban amenities. Develop the district as a complete and ~~green~~ sustainable community with well-designed open space, streets, and high-performance green buildings and infrastructure.

Subarea Character

[insert subarea character diagram]

This diagram illustrates the types of uses planned for the different "subareas" of the Lloyd District, as well as the degree of change expected in those areas as the district develops. For example, major redevelopment with high-density mixed use development is envisioned within the Central Lloyd area, which is expected to have the highest degree of change. Other areas that are currently well established, such as the Office Core and Irvington edge, are expected to have a relatively low degree of change. This diagram also identifies "housing emphasis areas" where development of new housing is a priority.

Lloyd District Concept Diagram

[insert Lloyd District concept diagram]

Key Elements of the Concept

Street and Development Character: The character and function of three main street types shown in the concept diagram are described below. A more detailed description of the street types is provided in a separate report, N/NE Quadrant Plan: Street and Development Character Concept (2/1/12 Draft).

- **Retail/Commercial Corridors.** Busiest streets with high visibility by motor vehicles, transit, bikes and pedestrians and generally consistent ground level retail storefronts. These corridors are broken down in three scales: "civic," which make connections to other parts of the city; "district," which are important within the boundaries of the Lloyd District; and "neighborhood," which are smaller and found usually outside the Central City.

- **Boulevards.** These corridors can also be some of the busiest in the district – they can be the "second" street of a couplet or define a district edge -- but they offer a more landscaped, green character, with fewer retail storefronts than the retail/commercial type. These corridors are broken down in three scales: "civic," which make connections far beyond the district; "district," which are important within the boundaries of the district; and "neighborhood," which are smaller and found usually outside the Central City.

- **Flexible Network.** These streets and spaces make up a system of local, primarily pedestrian connections through the district that offer quieter, "low-stress" experiences distinctly different from the busier streets serving the area. The forms and characters of these connections can vary

considerably – some can be typical streets, some could be through open spaces or plazas, and others could be through building interiors.

East-West Open Space Spine: This is a series of connected open spaces offering different characters and functions, running from the Lloyd Center Shopping Mall west to the Willamette River. The connection could be obvious, such as the Park Blocks; it could be evident, like the boardwalk along NW 10th Avenue in the Pearl District; or it could be described by a subtler set of wayfinding clues. This signature series of parks and open spaces would become the organizing system for a new high density mixed use community in the Central Lloyd area.

Major Attraction: Regional event, entertainment and/or retail facility that brings in thousands of people annually district. These currently include the Veteran's Memorial Coliseum, the Rose Garden Arena, the Oregon Convention Center and the Lloyd Center Shopping Mall.

District Center: High-visibility hubs of retail and commercial activity in the different areas of the district. Locations with concentrations of restaurants, hotels and other similar retail/commercial businesses, generating high levels of pedestrian movement and crossings.

Gateway: Point of transition into or out of the district. Specific experience determined by character of identified location, and could be enhanced by public sector improvements, private development design approaches and/or a combination of both..

Public View: Currently designated public viewpoint and view cone, as described in the *Scenic Resources and Protection Plan* of 1992.

See Appendix A, Additional Urban Design Diagrams, for more details on the street and development character, gateways and building height elements of the concept.

District Policies and Implementation Actions

Regional Center: Economy and Innovation

As home to vital regionally-significant facilities, the Lloyd District is an integral part of the Central City today, and its tremendous growth potential means it will contribute to the regional center in a variety of new ways in the future.

These policies and actions will help maintain and grow existing assets in the district, including regional event attractions at the Rose Quarter and Oregon Convention Center, the main street small business and retail-oriented character along NE Broadway, regional retail uses at the Lloyd Center Mall and a well-established office cluster of professional, medical and government services.

New businesses that balance the episodic nature of the regional event centers and new high-density residential and commercial development in Central Lloyd and North Broadway will support job growth and enliven the district. The formation of the Lloyd EcoDistrict presents additional opportunities to create a district that is more attractive to new businesses, employees, residents and visitors due to its leadership in sustainability and the resulting improvements in the physical environment.

Policies

1. **Employment**. Support and retain existing businesses while encouraging significant new job growth. Develop the district to support a broad array of employment types that provide living-wage jobs and equitable access to employment opportunities.

2. **Redevelopment.** Encourage high density commercial and residential development and better utilize vacant and underutilized land.

3. **Core Employment Uses.**

    a. **Office Core.** Maintain and grow the Lloyd District as an employment center for headquarters office, institutions, professional services and the government sector.

    b. **Regional Attractions.** Support the continued success of the Rose Quarter and the Oregon Convention Center and encourage new development and businesses that support and balance the episodic nature of event activity.

    c. **Retail.** Support existing and new retail development including regionally focused uses in and around the Lloyd Center Mall and neighborhood-serving uses along the NE Broadway corridor. Encourage and support retail development on "retail/~~Retail and C~~commercial s~~S~~treets~~"~~ identified in the district concept diagram.

    d. **Civic and Cultural Amenities.** Expand civic attractions in the Lloyd District to complement the district's tourism, regional attractions and growing residential character. Examples of attractions could include a convention hotel and centers for arts, culture, history or science.

4. **Innovation: ~~High Performance Green~~Sustainable District.** Promote the Lloyd District as a center for ~~green~~ innovation and application of sustainable business and development practices, foster job creation in sustainable industries and encourage the incorporation of green technology into businesses and development.

~~Placeholder~~ 2035 Performance Target: Jobs

By 2035, add 10,000 new jobs within the Lloyd District.

Current Conditions
Based on a 201~~0~~06 estimate, there are approximately ~~18,977~~18,000 existing jobs in the Lloyd District (with revised district boundary, see action RC1). The addition of 10,000 new jobs would result in a total of ~~28,977~~28,000 jobs. This would require a 5~~3~~% growth in jobs over 2~~0~~50 years.

Implementation Actions: Lloyd District – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
RC1*	Adjust the Lloyd District and Lower Albina boundaries to include the PPS Blanchard site and adjacent properties to the south and east within the Lloyd District.	X				**BPS**
RC2*	Rezone the PPS Blanchard site and adjacent properties to the east from IG1 to EXd and CXd to encourage future redevelopment. Require a master plan process as part of redevelopment to address street and pedestrian connectivity, open space, views, and the transition to adjacent industrial uses. ~~See zoning map.~~	X				**BPS**
RC3*	Adjust and increase maximum allowed heights to support high density development and encourage the provision of ~~, provide~~ public amenities, and ~~encourage~~ desired uses in the following areas ~~(see height map)~~: ▪ N. Broadway near the Broadway Bridgehead ▪ Riverfront ("Thunderbird" site) ▪ Central Lloyd area	X				**BPS**
RC4*	Adjust regulations and incentives to encourage new development that supports the Convention Center such as new or expanded hotel development, retail and other services on adjacent blocks ~~(see zoning map)~~.	X				**BPS**, PDC
RC5	Develop a strategy to promote the development of new hotels and the improvement of existing hotels in the vicinity of the Oregon Convention Center. ~~Placeholder for Convention Center hotel strategy.~~		X			**Metro**, PDC, City, Private
RC6	Pursue development on publically owned sites in and around the Rose Quarter through public-private partnerships.				X	**City**, Private
RC7	Market the Lloyd District as a leader in sustainable development and business practices.				X	**EcoDistrict**, PDC, Private
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Housing and Neighborhoods

The N/NE Quadrant Plan envisions the Lloyd District as a high-density, high-amenity, mixed-use area, with a focus on increasing residential development for a more balanced jobs to housing ratio. Greater housing density will increase the vitality of the district and further citywide and regional goals that encourage housing in areas close to employment centers and well connected to alternative transportation networks.

Areas in which housing development should be emphasized are proposed in the Central Lloyd area, upper Broadway and the eastern edge. Policies and actions promoting a diverse housing mix that is attractive and affordable to a broad range of people will help implement equity and diversity goals put forth in the Portland Plan and the Central City 2035 Plan.

Increased residential density will require amenities and services necessary for residents to meet their daily needs. It is essential that the area develop as a complete neighborhood with convenient and safe access to neighborhood businesses, park and recreation facilities and schools in a clean and healthy environment. Development of new open spaces and creating an environment that is supportive of local, neighborhood serving businesses are high priorities. Safe and attractive regionally available alternative transportation options, such as walking, biking and taking transit, are also important for promoting healthy lifestyles and meeting climate action goals for reduced green house gas emissions. See the transportation section for policies and actions that support those elements.

Development of housing affordable to low and middle income households within the Lloyd Dedistrict is a priority given that access to a complete neighborhood reduces household transportation costs and provides access to public and private amenities crucial to economic mobility. However, it is recognized the development of affordable housing will be a challenge because there are currently very limited public resources to fund housing projects. It is also important to provide a diverse range of housing types and sizes within the district, including housing suitable for workforce, seniors, special needs and families.

The Lloyd District has a diverse history and is well located to serve as eastside civic center for Portland. The design of public spaces, as well as programming within those spaces, should celebrate the history of the place and help build community among those that visit, work and live in the district.

The goal of increased growth and density brings concerns about the potential for displacement of current residents and businesses due to increasing costs – an issue that , which is a concern that applies citywide in areas of growth and change. This plan identifies a need for citywide programs to address potential displacement, reinforcing the recommendations of the Portland Plan.

Policies

1. **Housing Development.** Encourage the development of new housing especially in “housing emphasis areas”. Through greater concentration of housing the district can foster a sense of community and support efficient provision of residential amenities and services.

2. **Housing Diversity and Preservation.** Encourage the development and preservation of a housing supply of unit types and sizes that meets the needs of people of all incomes, ages, household sizes and special needs. Include development of affordable housing as a way to ensure income diversity, meet citywide housing needs and help mitigate the potential for displacement due to rising housing prices in the district and in adjacent neighborhoods.

3. **Complete Neighborhood.** Foster development of a complete neighborhood with amenities and services that residents need to meet their daily needs, including access to parks and open space, grocery stores, neighborhood businesses and schools.

4. **Successful Neighborhood Business Districts.** Support and expand local main street business areas within the Lloyd District and in adjacent neighborhoods. Cluster a diverse mix of neighborhood scale businesses ~~on the~~within the ~~existing~~ NE Broadway Business District ~~retail corridor~~ and on new district retail/~~-~~commercial streets as a means of concentrating activity and promoting successful retail districts.

5. **Community Building.** Encourage public spaces, pubic art and activities that celebrate the history of the district and that help build a community in the Lloyd District and with surrounding neighborhoods.

6. **Historic and Cultural Resources.** Preserve, rehabilitate and celebrate historic and culturally significant structures and places in the Lloyd District.

7. **Displacement.** Support existing residents and businesses within the Lloyd District and in adjacent neighborhoods that are at risk for involuntary displacement.

~~Placeholder~~ 2035 Performance Target~~s:~~

Housing

~~By 2035, d~~Develop 5000 new housing units and reduce the jobs to housing ratio to 5 to 1 within the Lloyd District. Seek to provide a full range of housing types and affordability options, including 50% of new units affordable to households with incomes below the median family income (MFI) of the city.

Current Conditions
Based on ~~a 2008 estimate~~the 2010 Census, there are approximately ~~1,165~~ 1,100 existing housing units in the Lloyd District and it has a jobs to housing ratio of 17 to 1. The addition of 5,000 units and 10,000 jobs would result in a total of 6,100 ~~6,165~~ housing units and a jobs to housing ratio of 5 to~~:~~1.

Complete Neighborhood

80% of Lloyd District residents live within ¼ mile of a public park and within ½ mile of a full service grocery store.

Current Conditions:
As shown in Table 2 below, none of the existing population is within ¼ mile of public parks and 64% of the population is within a ½ mile of a grocery store. Because the existing population in the district is currently quite low, the amount of land area in proximity to parks and grocery stores is also provided.

Table 2: Lloyd District Proximity to Parks and Grocery Stores (2012 estimate based on GIS analysis)

	Within ¼ mile of parks	Within ½ mile of parks	Within ½ mile of grocery store
Population	0%	81%	64%
Land Area	30%	87%	41%

Implementation Actions: Lloyd District – Housing and Neighborhoods						
#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
HN1*	Develop regulatory tools to encourage housing development and the inclusion of affordable housing. Focus on housing emphasis areas (see subarea character diagram). [Note: detail listed below are moved to Appendix B] ~~(see zoning map).~~ ~~Regulatory options to encourage housing include:~~ ~~•Restructuring the FAR/Height base and bonus system~~ ~~•Apply existing tools such as required residential area and residential bonus target area~~ ~~•Changes to superblock regulations~~ ~~Removing existing housing incentives from the Office Core area~~	X				**BPS**, PHB, BDS
HN2*	Rezone the area of RXd zoning in Central Lloyd to CXd to provide flexibility and encourage investment. Apply housing incentives described in HN1 to this area ~~(see zoning map)~~.	X				**BPS**
HN3	Develop affordable rental housing through investment of TIF Set Aside funds and other PHB programs. Possible tools include: Limited Tax Exemption program, System Development Charge Exemption Program.		X			**PHB** ~~PDC~~
HN4	Improve the function and safety of Holladay Park through programming that increases its use and CPTED (Crime Prevention Through Environmental Design) improvements.		X			**PPR**, Private
HN5	Identify sites for community building activities and pursue projects and activities that support community building, such as weekend markets, cultural programming in parks and public art.		X			**LDCA**, EcoDistrict City

HN6	Support connections between district employers and employee housing within the district through employer-assisted housing programs and coordinated mixed-use development, particularly employer-assisted housing for service-level workers employed within the district.		X			**PHB**, Private~~, PHB, PDC~~
HN7	Monitor residential population growth and the related school needs of the district. Encourage space for early education programs in new development.				X	**PPS**, Private
HN8	Address potential displacement of residents and businesses in the Lloyd District and in adjacent at risk neighborhoods, such as Eliot, through citywide programs developed as part of the Comprehensive Plan. Potential programs include housing and small business assistance programs targeted for areas at risk for displacement. ~~Possible housing tools include: Limited Tax Exemption program, System Development Charge Exemption program, school family housing, and employer assisted housing.~~				X	~~PDC~~**PHB** (housing), **PDC** (business) Office of Equity, BPS
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Transportation

The Lloyd District is well served by a multi-modal transportation system that supports its role as a regional center for retail, business, entertainment, and government. The district has unique regional transportation advantages, including direct connections to the interstate freeway system via I-5 and I-84 and the regional light rail and bus network at the Rose Quarter Transit Center. With the addition of streetcar and continued investments in bicycle and pedestrian systems, the transportation network will provide a solid foundation to support goals for high-density development, greater use of active transportation (walking and biking) modes, and reduced greenhouse gas emissions.

The Lloyd District contains a number of major traffic corridors, including the MLK/Grand and Broadway/Weidler corridors, which carry large volumes of traffic into and through the district. These streets are important for supporting large and small businesses and regional attractions. However, because of the high volume of traffic and limited signalized crossing, these streets have also been identified as barriers to overall connectivity and to travel by walking and biking.

The N/NE Quadrant Plan calls for building upon and enhancing the Lloyd District's transportation assets by: improving the efficiency and safety of traffic operations; maintaining regional transit, auto and freight access; enhancing internal circulation and connectivity to adjacent areas, particularly for pedestrians and bicyclists; managing parking to support business and residential uses, incentivize development and encourage the use of non-auto transportation modes; leveraging street improvements with future development; and providing strong linkages between the district and the Willamette River. It is important to note that residents of Portland have transportation choices, and that active transportation may not be the solution for all. Therefore, ~~P~~providing optimum regional access for all modes will be key to realizing the goal of developing the Lloyd District as a high density Central City district and assuring its long-term success.

Policies

1. **Strategic Investments.** Invest in transportation infrastructure to improve safety, convenience and operational efficiency for all modes by strengthening connectivity and access for trips to, through and within the Lloyd District, and by creating special places for workers, residents, neighbors, shoppers and visitors.

2. **Active transportation.** Encourage walking, bicycling and using transit as a way to increase transportation access and choice, enhance livability and reduce the per capita carbon footprint in the district.

3. **Transportation Demand Management.** Foster the development of business and property owner-supported programs, incentives and activities that encourage employees and residents to use active transportation and non-single occupant vehicle modes.

4. **Transit**. Strengthen the role of transit in the Lloyd District by working with TriMet to increase the frequency, reliability and safety of the light rail, bus and streetcar services.

5. **Parking.**

    a. **Off-Street.** Strengthen the role of parking management to leverage high-density mixed-use development, enhance livability and reduce reliance on single occupancy automobile trips, while supporting development of more parking options for retail-focused streets.

b. On-Street. Preserve and enhance on-street parking assets to support ground floor commercial, retail and service based business.

6. **Streetscape.** Improve the pedestrian experience by integrating high-density mixed uses, urban greenery, and pedestrian amenities into the Lloyd District's streetscape.

7. **Connectivity**. Increase the number of connections across barriers in the district, including major arterials, large blocks, freeways, rail lines, and natural features, and with adjacent neighborhoods.

8. Transportation System Management. Manage access and circulation to reduce traffic speeds and provide for safe crossings, while balancing the need for vehicle and freight access to and within the Lloyd District.

9. **Regional Attractions.** Provide access and circulation to and from the Lloyd District that attracts and supports regional development, shopping and tourism. Promote the use of transit to access the area, including light rail, streetcar, bus, and a potential water taxi service.

~~Placeholder~~ 2035 Performance Target: Mode Split

~~By 2035,~~ 70 percent of commute trips to and from the district are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

Current Conditions
The current Lloyd District mode split is approximately 44 percent by non-single occupancy vehicle (SOV) for the district. Members of the Lloyd TMA have an improved mode split of 60% non-SOV.

Implementation Actions: Lloyd District – Transportation						
#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR1	Explore ways to adopt the Street and Development Character concept, including three street types: retail/commercial, boulevard and flexible/pathways. This may include updates to the Transportation System Plan Street Design Classifications.	X				**PBOT**

Implementation Actions: Lloyd District – Transportation						
#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR2*	Develop and revise parking management strategies. [Note: details below moved to Appendix B] ~~to:~~ ~~• Incentivize mixed use development through the provision of shared parking facilities.~~ ~~• Address event parking issues through flexible options such as the use of variable pricing and parking management.~~ ~~▪ Promote use of transit and active transportation modes by reducing the amount of parking spaces per capita in the district over time.~~	~~X~~	X			**PBOT**, TMA, Private
TR3	Update the *Lloyd District Standard Plans and Details within the Right-of-Way* document to implement the Street and Development Character and Green Systems concepts for the district.		X			**PBOT**, BPS, BES, PPR/UF
TR4	Study and install additional signalized pedestrian crossings, on-street parking, and reduced speed traffic progression on Martin Luther King, Jr. Blvd. and Grand Avenue.		X			**PBOT**
TR5	Implement streetscape and circulation changes for Multnomah Street to facilitate a "retail/commercial street" environment.		X			**TMA**, PBOT
TR6	Review ~~Implement the final phases of~~ the 1996 *Broadway-Weidler Corridor Plan* to identify any needed updates to implement the N/NE Quadrant planning process.~~,~~ Implement the plan emphasizing pedestrian safety projects, ~~and~~ installation of traffic signals and maintenance of parking supply. ~~at intersections identified in the Plan that are not yet signalized.~~		X			**PBOT**
TR7	Install electric vehicle charging stations in the Lloyd District.		X			**PBOT**, PDC~~, PBOT~~
TR8*	Implement the I-5 Broadway/Weidler Interchange Plan improvements.			X		**ODOT**, PBOT

Implementation Actions: Lloyd District – Transportation						
#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR9*	Implement a 7th Ave pedestrian/bike bridge over I-84 connecting to either 7th or 8th in the Central Eastside.			X		**PBOT**, ODOT
TR10*	Develop a strategy for the Clackamas Flexible Street and private development extending from the Rose Quarter to NE 9th Avenue via a new pedestrian/bicycle bridge over I-5.			X		**PBOT**, BPS, PDC, ODOT, EcoDistrict, Private
TR11	Complete the ~~North Portland Greenway Feasibility Study and~~ Sullivan's Gulch Trail Concept Plan and implement its ~~their~~ recommendations.			X		**PPR**, PBOT, ODOT, UPRR, Private
TR12	Study the feasibility of adding a new light rail station on the Yellow line near Dixon to serve the N Broadway area and PPS Blanchard site.			X		**TriMet**, PBOT, BPS
TR13*	Confirm the benefits and feasibility of straightening the "s-curve" in the Union Pacific rail tracks for freight and passenger rail operations. Options pursued should prioritize maintaining the development potential of the "Thunderbird" site. See related action UD8.			X		**ODOT**, UPRR, Private, BPS~~, PDC~~
TR14*	Work with TriMet to improve the Steel Bridgehead and Rose Quarter Transit Center area to improve transit, local circulation, ~~and river~~ access to the Eastbank Esplande, ~~movement~~ and development opportunities			X		**TriMet**, TMA, PBOT, BPS, ~~PDC~~, Private
TR15	Explore water transportation options, including a Willamette River water taxi, and investigate the feasibility of a landing in the Lloyd District. Such a landing should include a safe and direct pedestrian connection to the Convention Center and the Rose Quarter.			X		**OHWR**, PBOT, BPS, PPR, Private
TR16	Expand the Central City wayfinding system in the Lloyd District to include river destinations and other local and regional attractions, as opportunities arise to add or replace signage.~~.~~			~~X~~	X	**OHWR**, PBOT, PPR, Private

Implementation Actions: Lloyd District – Transportation						
#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR17	Continue City of Portland partnership with the Lloyd Transportation Management Association (TMA) to encourage workers and residents to use transit and active transportation modes.				X	**PBOT**, TMA
TR18	Complete the North Portland Greenway Feasibility Study and use the information to inform the River Plan / Central Reach (the update of the Willamette Greenway Plan).	X				**PPR**, PBOT, BPS, Private
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Urban Design

These policies and actions will enable the Lloyd District to offer a set of unique, human-scaled urban experiences different compared to the west side of the Central City. The area features a series of existing places with established character that will be strengthened around a revitalized and redeveloped Central Lloyd area. The Central Lloyd area will include more high-rise office buildings and a new, high-density residential district, organized around a signature system of linked open spaces and supported by a network of diverse streets. The high-quality transit service in the area provides an opportunity to shift the Lloyd District from a focus on auto access and auto-oriented uses, to a more pedestrian-oriented development pattern and streetscape.

The large blocks in the Lloyd District are part of a distinctive urban pattern that allows for larger buildings and unique public spaces including courtyards, plazas and parks. These open spaces will be linked by a system of pathways, multi-use trails and quiet streets that are enhanced with vegetation and together create a set of lower stress and quieter routes, and an alternative to the busy arterials through the district. New low stress connections across freeways to the west and south will strengthen connections to the rejuvenated Rose Quarter, the PPS Blanchard site, the Willamette River and the Central Eastside. A desire for better access or connections to the river were expressed throughout the planning process. Connections to the river can be achieved visually, through views or a trail along the river, or physically through direct access via a trail, steps or dock. Both types of access are desired, however direct access will be difficult due to limited availability of riverfront property and the location of the Union Pacific train tracks along the river bank. There are only two riverfront sites in the Lloyd District. The Dreyfus grain terminal is a long-established industrial business that is expected to continue operation for the foreseeable future. Opportunities for open space and potentially river access may exist on the vacant “Thunderbird” site. See additional discussion of the Thunderbird site under Lloyd actions UD8 and TR13.

The Lloyd District includes a number of entry points or “gateway” locations, such as the Broadway and Steel Bridgeheads, the Lloyd Center station area and the crossroads intersection of MLK/Grand and Broadway/Weidler. These gateways will be reinforced by buildings that are taller than the surrounding context, ~~that~~ emphasizinge~~e~~ the civic significance of these places. At its edges, the scale of new development in the Lloyd District will provide a transition to established lower density neighborhoods and historic districts by providing a “step down” to adjacent neighborhoods and by considering the form and pattern of existing development in the review of new development proposals.

Policies

1. **Diverse and Distinctive Urban Places**. Focus more intense development in the Central Lloyd area and Rose Quarter while enriching the entire district through strengthening the distinct character of the existing Lloyd District subareas.

2. **Better Connected District**

   a. **More Seamless Connections.** Improve the character of connections across transportation barriers in the district - freeways, major arterials and *rail* facilities.

   b. **Variety in Street Character.** Expand the diversity of street character in the Lloyd district, distinguishing three major types: retail/commercial, boulevard and flexible/pathways.

3. **Large Blocks.** Take advantage of the unique opportunity for dense, large site development made possible by the large blocks found in the Lloyd District. Integrate this development into the surrounding blocks through well designed internal green spaces and pedestrian connections.

4. **Open Space.** Develop a signature ~~system~~ sequence of ~~linked~~ open spaces, linked through a wayfinding system, that serve~~s~~ the Central Lloyd area, becomes a primary organizing structure for new development, and offers a diversity of character, experiences, and recreational functions for district residents, workers and visitors.

5. **Riverfront Development.** Encourage development along the Willamette River that activates the riverfront, better connects the riverfront to the rest of the district and surrounding neighborhoods, improves visual and physical access to the river, and enhances natural resources.

6. **Pedestrian-Oriented Development.** Discourage new automobile-oriented uses and encourage the eventual redevelopment of drive-throughs and large surface parking lots ~~and drive-throughs~~ with ~~pedestrian-oriented~~ development that is oriented to the street and enhances the pedestrian environment.

7. **Transition to Adjacent Neighborhoods.** Provide sensitive transitions in the scale and pattern of development between higher density development encouraged in the Lloyd District and adjacent lower density neighborhoods and historic districts.

2035 Performance Target: Active Street Edges

40% of all street frontages within the Lloyd District are occupied by buildings oriented to the street, measured by the amount of retail storefront and partial fenestration (windows and doors) facing the street.

One-third (33%) of the retail/commercial street frontages are occupied by retail storefronts.

Current Conditions

Table 3: Central City Groundfloor Edge Conditions (2011 estimate based on BPS inventory)

	Lloyd District	River District	Downtown
% all street frontage with buildings oriented to street*	22%	51%	55%
% retail/commercial street frontage with retail storefront	Average: 18% Range: 8%-30%	Data not available	Data not available

* Measured by linear feet of retail storefront and partial fenestration (windows and doors) facing the street.

[insert ground floor edge maps]

Implementation Actions: Lloyd District – Urban Design						
#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD1	Update Title 33 Zoning Code development regulations and maps to implement the district concept. Potential regulations to be amended include: heights, active ground floor building uses, required building lines, drive-through limitations, and auto access restrictions related to street car.	X				**BPS**
UD2*	Revise height regulations along Broadway on the Eliot and ~~within the~~ Irvington neighorhood edges ~~Historic District~~ to provide a step down from taller heights allowed in the rest of the Lloyd District. ~~allow a maximum height of 75 feet on the north side of Broadway (between Broadway and Schuyler). No height bonuses will be available in this area.~~ [Note: details moved to Appendix B]	X				**BPS**
UD3	Develop regulatory tools to encourage the provision of open space, including public open space, publicly-accessible private open space on large blocks, and multifunctional private courtyard spaces with new high density residential development. Possible tools include: height/FAR bonus incentives, superblock regulations, and master plan requirements.	X				**BPS**, BDS, PPR
UD4	Evaluate existing view designations and potential new view designations in the Lloyd District as part of a Central City-wide analysis of scenic resources. Existing Lloyd District view corridors to be examined for potential changes include the views of downtown from the 12th Ave bridge and from Lillis Albina park.	X				**BPS**

Implementation Actions: Lloyd District – Urban Design						
#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD5	Develop a strategy to acquire, masterplan, build and improve public parks, plazas and open spaces consistent with the district concept diagram and policies. Seek to time the development of the signature open space system on or near Clackamas concurrent with significant residential development in the district.		X			**PPR**, BPS, PDC
UD6*	Update the Lloyd District's 1991 design guidelines: *Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan* to reflect the district concept. [Note: details below moved to Appendix B] ~~including:~~ ~~•Street character and relationship of development to streets and transit~~ ~~•Connections through development sites~~ ~~•Relationship of development to private and public open spaces~~ ~~•Building orientation~~ ~~•Incorporating green elements, native vegetation, bird-friendly design and green infrastructure in development~~ • ~~Transitions to adjacent neighborhoods~~		X			**BPS**, BDS, BES, PBOT, PDC
UD7	Create and promote a strategy to activate public open space, rights-of-way and surface parking lots during off hours to bring in new people, interests and energy to the district.		X			**LDCA**, EcoDistrict, TMA, Private, PPR, PBOT, BPS, PDC
UD8*	Work with the property owner/developer of the "Thunderbird" site to craft a development agreement that incorporates public open space and the greenway trail on the riverfront. [Note: details below moved to Appendix B] ~~Continue to work with ODOT rail and Union Pacific to ensure that any plans to relocate the rail tracks in the area maintain access, the development potential of the site and provide park and riverbank enhancement opportunities.~~ See related action TR13.		X			**PPR**, ~~PDC~~, BPS, OHWR, ODOT, Private

Implementation Actions: Lloyd District – Urban Design						
#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD9	Enhance the pedestrian and cycling environment under the I-5 Freeway at NE Multnomah and Holladay Streets.			X		**PBOT**, TriMet, ODOT, TMA
UD10	Recommend that the existing 75' height limit between NE Schuyler and NE Hancock and NE 7th and NE 16th in the Irvington Historic District be reduced to 45' as part of the Comprehensive Plan update process. The height limit change is in response to the creation of the Irvington Historic District in 2010 and the policy need to retain multi-family housing potential in this corridor.		X			**BPS**
UD11	Work with property owners and developers to further the development of NE 7th and NE Multnomah as district retail/commercial streets.				X	**BPS**, PDC
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

~~Green Central City~~ Environment (title under discussion)

The combination of significant potential for new development, extensive transit, pedestrian and bicycle networks and the formation of the Lloyd EcoDistrict presents a unique opportunity to dramatically improve environmental conditions within the Lloyd District and help meet Portland's broader sustainability goals. This plan capitalizes on that potential by promoting district-wide sustainability strategies that result in ~~a "high-performance" green district that has~~ significant~~ly~~ improvements ind ~~the~~ environmental performance of the district. The plan calls for green buildings, green infrastructure and sustainable design to be integrated with new development in order to improve air quality, water quality, watershed health, habitat, resource conservation, climate and livability.

A key component to realizing the goals for ~~green development~~ improving environmental conditions in the district will be to better use ~~of~~ space within public rights-of-way for sustainable stormwater strategies and increased tree canopy that absorb and clean water, provide habitat for birds and pollinators, and provide shade. Boulevards, flexible streets and water quality/tree canopy corridors have been identified to provide this function. Opportunities to enhance existing natural resources and improve habitat have also been identified within Sullivan's Gulch and along the Willamette River bank. Individual projects are also encouraged to incorporate green features, such as ecoroofs and energy efficiency. More detailed policies and implementation tools related to the Willamette River and Sullivan's Gulch will be developed in the next phase of CC2035 process that includes the update of the Willamette Greenway Plan and analysis of central city natural resource protection options (see Actions GC1 and GC2).

This plan embraces the formation of the Lloyd Eco-District and supports its goals for restorative development that improves environmental conditions, a connected district, and to be climate positive. To this end, the district concept is considered a starting place that will be refined and added to as the EcoDistrict priorities are developed in the coming years.

While this policy area primarily focuses on integrating green features into development, it should be noted that the built form envisioned for the district—high density, mixed-use development that is well served by transit and facilities for biking and walking—will also make a significant contribution to sustainability goals. This will encourage the use of active transportation modes, thereby reducing emissions and energy use and increasing the efficiency of urban services.

Policies

1. ~~**High-Performance Green**~~**Sustainable District.** Promote innovation and leadership in the Lloyd District in the areas of sustainable and restorative development, energy efficiency, water conservation, waste reduction and climate change resiliency. Support partnerships that facilitate district-wide strategies.

2. **Green Infrastructure and Tree Canopy**. Increase tree canopy and the use of vegetated stormwater facilities in Lloyd District rights-of-way particularly on designated "boulevards", "flexible streets" and "tree canopy/water quality corridors". Encourage the use of green elements and habitat-friendly design on development sites, including ecoroofs and other vegetated stormwater approaches, roof gardens, landscaped setbacks and courtyards, living walls, and native vegetation.

3. **Green Buildings and Energy**. Encourage the development of high performance buildings, renewable energy systems, district energy, and energy retrofits that reduce greenhouse gas emissions.

4. **Willamette River Resources.** Protect and enhance natural resources along the banks of the Willamette River to prevent erosion and improve habitat functions and connectivity, while also meeting Citywide goals and policies regarding recreation, views, access to the river, and riverfront development.

5. **Sullivan's Gulch.** Protect and enhance natural resources within Sullivan's Gulch to improve its function as a habitat corridor, reduce the risk of wildfire and landslide, and maintain and enhance views, while providing flexibility to incorporate a recreation trail.

~~Placeholder~~ 2035 Performance Target: Tree Canopy

~~By 2035,~~Plant or preserve trees ~~are planted~~ within the Lloyd District sufficient to achieve 15 percent canopy coverage once the trees mature.

Current Conditions
The current tree canopy coverage in the Lloyd District is 10 percent. To achieve 15 percent coverage, approximately 19 additional acres of canopy would need to be added through tree planting and growth of existing trees.

Implementation Actions: Lloyd District – ~~Green Central City~~ Environment						
#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC1*	Evaluate natural resource protection and management options for Sullivan's Gulch and the Willamette River bank as part of the Central City-wide natural resource analysis ~~(Goal 5 ESEE analysis). Possible tools include regulations, incentives, agreements, partnerships and acquisition~~. [Note: details moved to Appendix B]	X				**BPS**, BES, OHWR

Implementation Actions: Lloyd District – ~~Green Central City~~ Environment						
#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC2	Update the Willamette Greenway Plan for the Lloyd District as part of the River Plan / Central Reach process, building on concepts outlined in the N/NE Quadrant Plan and the North Portland Greenway Feasibility Study. The update will address habitat, restoration sites, design guidelines, trails and access, and river dependent and river related development. Restoration ~~Identify sites for restoration as part of the River Plan/Central Reach process. Potential~~ sites could include the area of shallow water near the I-5/I-84 interchange and the riverbank below ~~adjacent to~~ the "Thunderbird" site.	X				**BPS**, BES, OHWR, PPR, PDC, Federal, State and Regional agencies, UPRR, Private
GC3	Explore approaches to improve the environmental performance of the district. Possible tools include incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, and connections to district energy.		X			**BPS**, BDS, BES, EcoDistrict
GC4	Investigate opportunities for serving the PPS Blanchard site with district energy.		X			**PDC**, BPS, PPS
GC5	Design and implement a water quality/tree canopy corridor project within the Lloyd District.			X		**BES**, PBOT, BPS, PPR/UF, PDC, OHWR
GC6	Develop and implement a street tree planting strategy for the Lloyd District.			X		**PPR/UF**, BES, BPS, PBOT, Private
GC7	Identify and improve underutilized space within public rights-of-way (e.g. along I-5, I-84, Interstate Ave) to increase tree canopy, habitat value and stormwater function.			X		**BES**, PBOT, PPR/UF, ODOT

Implementation Actions: Lloyd District – ~~Green Central City~~ Environment						
#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC8	Develop a management strategy addressing multiple objectives for the Sullivan's Gulch natural resource area, including~~and the Willamette River shallow water habitat area. Incorporate~~ re-vegetation, trail development, environmental education, and maintenance.		X	~~X~~		**BES**, PBOT, PPR, OHWR, BPS, ODOT, Private
GC9	Continue to support the Lloyd EcoDistrict work program.				X	**EcoDistrict**, City
GC10	Coordinate capital improvements and "green systems" planning with the work of the Lloyd EcoDistrict.				X	**City**, EcoDistrict
GC11*	Design infrastructure, such as the proposed Clackamas I-5 overcrossing and street improvements to accommodate district energy infrastructure where appropriate.				X	**PBOT**, ODOT, PDC
GC12	Use green infrastructure measures to improve the water quality of stormwater discharged to the Willamette River and to reduce the risk of sewer backups into basements.				X	**BES**, PBOT, Private
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Lower Albina

District Goal

Strengthen Lower Albina as an industrial and employment area by reinforcing the working harbor and providing for diverse employment and development opportunities. Enliven ~~the~~ historic Russell Street ~~Conservation District and the adjacent MAX station area~~ with mixed-use and commercial activities that are compatible with industrial and employment uses.

Lower Albina District Concept Diagram

[insert concept diagram]

Key Elements of the Concept

Russell Street Mixed Use Area: This area includes the existing commercial node within the Russell Street Conservation District and suggests an expansion of retail and commercial uses to the east, reestablishing the historic connection between Lower Albina and the Vancouver/Williams corridor.

Employment Opportunity Subarea: This area remains industrial, but has additional flexibility for commercial uses as a means of increasing employment density. Commercial uses are restricted to those that are less service oriented and therefore are compatible with industrial businesses.

Heavy Industry and Working Harbor: This area is regionally significant industrial land and remains a heavy industrial area and working harbor.

Street and Development Character: The character and function of three main street types shown in the concept diagram are described below. A more detailed description of the street types is provided in a separate report, N/NE Quadrant Plan: Street and Development Character Concept (2/1/12 Draft).

- **Retail/Commercial Corridors**. These corridors are generally busy streets with high visibility for motor vehicles, transit, bikes and pedestrians. They should generally have consistent ground level retail storefronts. In Lower Albina, Russell Street is designated a "neighborhood" retail/commercial street because of its smaller scale. Russell Street connects with the Williams retail/commercial street at the historic neighborhood center at the intersection of Russell and Williams.

- **Boulevards**. These corridors are often busy streets that offer a more landscaped, green character, with fewer retail storefronts than the retail/commercial type. In Lower Albina, Interstate Avenue is designated as a "civic" boulevard because it makes connections to North Portland.

- **Flexible Network**. These streets and spaces make up a system of local, primarily pedestrian connections through the district that offer quieter, "low-stress" experiences distinctly different from the busier streets serving the area. In Lower Albina, "the Strand" is designated as a flexible street connection that meanders through the district. The greenway trail would also path through the district.

Gateway: These areas designate a point of transition into or out of the district. The specific experience is determined by the character of the location, and could be enhanced by public sector

improvements, private development design approaches and/or a combination of both. In Lower Albina, a gateway is designated at the intersection of Interstate and Russell.

District Policies and Implementation Actions

Regional Center: ~~Economy and Innovation~~Industrial and Employment Sanctuary

Lower Albina plays a key role in the Central City and the region as a center of industrial employment. It serves as a critical incubator for emerging and innovative businesses and provides an important living-wage job base near inner North and Northeast neighborhoods. The district's mix of industrial businesses, working waterfront and multimodal freight facilities are complemented by a small mixed-use commercial area along lower Russell Street, where retail activity is especially active at night.

The policies and action items in this plan are intended to build on the strength of the district's existing industrial fabric and provide additional flexibility for commercial uses that are compatible with industrial businesses and increase employment density. Housing is currently allowed within the Russell Street Conservation District, which is zoned for mixed use. The plan proposes to extend the mixed use zoning east on Russell, however new housing will not be allowed in that area.

Policies

1. **Working Harbor.** Protect the Lower Albina working harbor and support river-dependant uses.

2. **Industry and Employment**. Increase economic opportunities, living-wage jobs and employment density by preserving existing industrial land uses and diversifying the range of employment activities allowed in the area east of the Union Pacific railroad and near the MAX station.

3. **Incubator**. Support existing businesses and foster the district as an industrial and employment incubator.

4. **District Vitality.** Support the urban vibrancy of Russell Street and its unique blend of working daytime industrial activity with compatible nighttime restaurant and entertainment activity.

~~Placeholder~~ 2035 Performance Target: Jobs

~~A~~By ~~2035, a~~Add ~~x~~ 1,000~~x~~ new jobs within Lower Albina.

Current Conditions
Based on a 2010~~2006~~ estimate, there are approximately ~~2,712~~ 2,000 existing jobs in Lower Albina (with revised district boundary, see Action RC1). The addition of 1,000~~xx~~ new jobs would result in a total of 3,000 ~~xx~~ jobs. This would require a 50~~xx~~% growth in jobs over 25~~0~~ years.

Implementation Actions: Lower Albina – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
RC1*	Adjust the Lower Albina subdistrict boundary to exclude the PPS Blanchard site and adjacent properties to the south and east, placing them within the Lloyd District.	X				**BPS**
RC2*	Rezone properties east of the Russell St. Conservation District fronting Russell Street from IG1d to EXd. Set max FAR at 3:1 and maximum height at 50'. Prohibit housing in this area.	X				**BPS**
RC3*	Apply zoning provisions to IG1-zoned properties east of the Union Pacific railroad alignment that allow certain compatible office-like uses, similar to the Employment Opportunity Subarea regulations in the Central Eastside. [Note: this action is still under discussion with stakeholders.]	X				**BPS**
RC4	Identify potential brownfield sites and identify clean-up and redevelopment strategies to bring them back into economic use.		X			**BPS**, PDC, BES, Private
RC5	Assist small businesses and property owners through storefront grants, Development Opportunity Services grants, loans for tenant improvements, start-up and equipment, and other programs~~Placeholder for small business assistance, such as storefront grants, Development Opportunity Services grants, and loans for tenant improvements, start-up and equipment~~.				X	**PDC**
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Transportation

Lower Albina is located at the southern end of the North Willamette River working harbor area, the northern end of the Central City, and adjacent to historic streetcar neighborhoods. As a predominately industrial area, freight movement associated with the working harbor, freight railroad, and trucks are essential for the economic vitality of this district, City and region. Its location within the Central City also provides for transit, bicycle and walking facilities for workers, shoppers, and visitors to the district. To sustain the vitality of Lower Albina, maintenance and continued improvement of the multi-modal transportation system will be important.

Policies

1. **Freight System**. Prioritize freight movement and access while maintaining and improving the safety, efficiency and convenience of the transportation system for all modes.

2. **Multi-Modal Connectivity**. Improve connectivity through the district and strengthen connections to adjacent districts, including the Rose Quarter, the Vancouver/Williams Corridor and Mississippi Avenue. Improve pedestrian connections to Interstate MAX and bus service to enhance access to employment opportunities in the area.

3. **Rail and Marine**. Preserve rail and inter-modal access to the Albina Rail Yards, marine freight facilities and local industries.

4. **Freeway Access**. Maintain or improve access from industrial areas to the regional freeway system.

5. **Strategic Investments.** Encourage business creation, growth, and innovation through strategic public and private partnership investments in multi-modal transportation and parking infrastructure.

~~Placeholder~~ 2035 Performance Target: Mode Split

~~By 2035,~~ 40 percent of commute trips to and from ~~in~~ Lower Albina are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

Current Conditions
The current Lower Albina mode split is approximately 18 percent by non-single occupancy vehicle (SOV) for the district.

Implementation Actions: Lower Albina – Transportation

#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR1	Explore ways to adopt the Street and Development Character concept, including three street types: retail/commercial, boulevard and flexible/pathways. This may include updates to the Transportation System Plan Street Design Classifications.	X				**PBOT**, BPS

Implementation Actions: Lower Albina – Transportation						
#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR2	Complete the North Portland Greenway Feasibility Study and use the information to inform the revision of the River Plan North Reach (the update of the Willamette Greenway Plan). ~~I~~implementation of ~~its recommendations in Lower Albina,~~ the trail in some areas will rely ~~based~~ on the ability to acquire agreements by private property owners.			X		**PPR**, PBOT, BPS
TR3	Study options for the Larrabee Street ramp that would preserve auto, bicycle and freight access while accommodating the Greenway Trail and pedestrian and bicycle access to the district and river.		X	~~X~~		**PBOT**, PPR
TR4*	Develop a street design plan for the "the Strand" and alternative routes to provide a lower stress connection between N. Russell Street and the Rose Quarter.~~,~~ ~~including alternative approaches for the privately owned block in a way that maintains freight access.~~		X	~~X~~		**PBOT**, BPS
TR5	Rebuild N River Street from the Tillamook overpass to Essex Street.			X		**PBOT**
TR6	Study the need for pedestrian improvements to facilitate employee access to transit on Russell, Interstate and Broadway/Weidler.			X		**PBOT**, TriMet
TR7	Enhance and maintain streets in working condition to facilitate access and circulation in the district.				X	**PBOT**
TR8*	Implement the I-5 Broadway/Weidler Interchange Plan Improvements, including the proposed Hancock overcrossing, to improve regional and local freight access.			X		**ODOT**, PBOT
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Urban Design

Lower Albina has a rich and varied fabric of largely industrial and employment buildings, with the exception of retail and commercial uses largely clustered ~~especially~~ within the Russell Street Conservation District. As the character of Lower Albina is not expected to change dramatically, these policies and actions are intended to strengthen its existing urban forms and patterns and offer guidance for the integration of new development that is sensitive to this significant industrial area. To that end, policies focus on preserving the existing industrial character of the majority of the Lower Albina area, enhancing the unique character of the Russell Street area and preserving historic buildings in the district in general.

Actions also call for r~~R~~epurposing, ~~and~~ reconfiguring and improving the appearance of spaces underneath and adjacent to freeways and ramps to the north and east ~~will~~ to offer an expanded range of recreational opportunities and a more attractive set of connections between employment centers and mixed use neighborhoods, in addition to enhancing the district's function as a "gateway" into the Central City from North Portland. Multi-modal connectivity would also be enhanced with ~~The plan calls for a~~ "the Strand" ~~that would~~ , a ~~provide an additional~~ lower stress ~~north/south~~ connection and wayfinding system ~~to provide for a lower stress connection~~ between the Russell Street commercial area and the Rose Quarter. ~~The Strand is envisioned as a wayfinding system, coupled with pedestrian and bicycle enhancements that are compatible with industrial operations. It could also celebrate the industrial heritage of the district through public art, murals and historical markers along its path (also~~ (see Transportation Action TR4 for more information on the Strand)~~related Transportation policies and actions)~~.

Policies

1. **Historic and Cultural Resources**. Preserve, rehabilitate and celebrate historic structures in Lower Albina, including those in the Russell Street Conservation District and culturally significant African-American resources identified in the Cornerstones of Community inventory.

2. **Russell Street**. Strengthen the character of Russell Street and reestablish the historic connection between Lower Albina and the Vancouver/Williams Corridor by encouraging~~with~~ new mixed uses, rehabilitated buildings and a nighttime orientation.

3. **Industrial Character**. Preserve and enhance the industrial character and functionality of the Lower Albina industrial area.

Implementation Actions: Lower Albina – Urban Design						
#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD1*	Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.		X			**AHC**, BPS

Implementation Actions: Lower Albina – Urban Design						
#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD2*	Improve the design review approval criteria used for development proposals within the Russell Street Conservation District and design overlay zone within Lower Albina.		X			**BPS**, BDS
UD3	Improve the character and activate the area under the Fremont Bridge ramps. Consider active recreation, public art, sustainable landscaping and stormwater management, and improved parking facilities.			X		**City**, ODOT
UD4	Improve the character of N Russell under the I-5 freeway. Consider lighting improvements, public art, sustainable landscaping and stormwater management, and screening of adjacent ~~City~~publically-owned storage yards.			X		**PBOT**, ~~City~~, ODOT
UD5*	Encourage and assist Lower Albina property owners to nominate their historic properties for designation as landmarks.				X	**BPS**, AHC, SHPO, Eliot NA
UD6	Improve the appearance of publically-owned storage yards located under and adjacent to the I-5 and I-405 freeways.		X			**PBOT**, ODOT
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

~~Green Central City~~Environment (title under discussion)

The Central City 2035 Concept Plan calls for increasing energy efficiency, enhancing natural resources and habitat, improving air and water quality and expanding the use of green infrastructure central-city wide. While the Lower Albina area will continue to be a primarily industrial district, there are opportunities for achieving these goals through incremental improvements to the riverbank, adding green infrastructure to rights-of-way where they don't conflict with industrial operations, and encouraging the use of sustainable design in new development or remodels. Increasing green building and infrastructure ~~within the district will~~ could also contribute to business development by making the area more attractive to tenants and employees.

Policies

1. **Willamette River *Resources*.** Support the natural resource protection and enhancement objectives of the River Plan / North Reach, where they apply to Lower Albina.

2. **Sustainable Design**. Encourage sustainable design in public infrastructure and industrial buildings, including green roofs, stormwater management strategies, tree canopy, habitat-friendly design, energy efficiency improvements, and alternative energy generation.

~~Placeholder~~ 2035 Performance Target: Tree Canopy

~~By 2035,~~ Plant or preserve trees ~~are planted~~ within Lower Albina sufficient to achieve 10 percent canopy coverage once the trees mature.

Current Conditions
The current tree canopy coverage in Lower Albina is 6 percent. To achieve 10 percent coverage, approximately 7 additional acres of canopy would need to be added through tree planting and growth of existing trees.

Implementation Actions: Lower Albina – ~~Green Central City~~Environment						
#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC1	Update the Willamette Greenway Plan for Lower Albina, building on concepts from the North Portland Greenway Feasibility Study and provisions contained in the ~~Revise, adopt and implement the~~ River Plan / North Reach, once a final court decision is made. The update will address habitat, mitigation sites, trails and access, and river dependent and river related development.~~to provide more specific river-related policy guidance and regulations within the North Reach, which includes Lower Albina~~.	X	~~X~~			**BPS** BES, BDS, OHWR, PPR, PBOT, PDC, Federal, State and Regional agencies, Private

Implementation Actions: Lower Albina – ~~Green Central City~~Environment						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC2	Develop and implement a strategy to install trees and sustainable stormwater facilities to existing streets and underutilized space within rights-of-way (e.g. freeway ROW, Broadway bridgehead, west end of Russell Street). Ensure improvements do not compromise operations for industrial businesses.			X		**BES**, PPR/UF, PBOT, ODOT, Private
GC3	Explore approaches to improve the environmental performance of the industrial district. Possible tools include incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, and connections to district energy.			X		**BPS**, BDS, BES
GC4	Target outreach to industrial businesses regarding sustainable business practices.				X	**BPS**
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Study Areas

Two areas adjacent to the N/NE Quadrant are included in the plan's study area: the North Banfield Portal and the Vancouver/Williams Corridor. They are included because of the potential for land use and transportation proposals in the quadrant to affect them and because community members asked the Bureau of Planning and Sustainability to address long-identified land use and zoning issues in these areas.

Each study area has proposed action items intended to further objectives identified in the planning process, primarily zoning changes to encourage new development or support existing uses. However, these areas will remain outside of the Central City boundary and therefore no new policies are proposed.

[insert diagram showing study areas]

North Banfield Portal

The North Banfield Portal is the eastern gateway to the Lloyd District, at the transition from the Central City's higher density commercial and residential development to lower density residential in the Sullivan's Gulch neighborhood.

Sullivan's Gulch provides valuable natural resources in central Portland where habitat areas are less common. Enhancement of the Gulch resources and development of the Sullivan's Gulch Trail will increase connectivity for both wildlife and pedestrians and bikes, connecting the Willamette River with areas to the east. New redevelopment opportunities along Multnomah will bring additional residents and new neighborhood-oriented commercial services to the area. The Sullivan's Gulch Trail offers a unique opportunity to enhance and strengthen transportation options in the Lloyd District and Sullivan's Gulch neighborhood by incorporating bike and pedestrian linkage to existing MAX, auto, bus, and streetcar options in the area.

The N/NE Quadrant Plan will increase flexibility and encourage neighborhood-serving mixed-use development, including housing, in this area by proposing a change in zoning. The current zoning is primarily residential (RH), with a small area of office zoning (CO1). The current zoning presents a potential obstacle to development because it is restrictive in use and it creates site planning challenges due to development standards that vary across the site.

Implementation Actions: North Banfield Portal

#	Action	Timeline				Implementers (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
NB1*	Apply CXd zoning to the sites south of Multnomah St. and west of NE 21st Ave. Existing environmental conservation (c) overlay zoning will remain.	X				**BPS**

Implementation Actions: North Banfield Portal						
#	Action	Timeline				Implementers (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
NB2*	Evaluate natural resource protection and management options for Sullivan's Gulch as part of the Central City-wide natural resource analysis ~~(Goal 5 ESEE analysis). Possible tools include regulations, incentives, agreements, partnerships and acquisition~~. [Note: details moved to Appendix B]	X				**BPS**, BES
NB3	Complete the Sullivan's Gulch Trail Concept Plan and implement the trail connection through the area.			X		**PBOT**, PPR, ~~PBOT~~, Private
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Vancouver/Williams Corridor

The Vancouver/Williams Corridor is in the Eliot neighborhood, a part of the Albina Community Plan area, adjacent to the Central City. This area is included in the N/NE Quadrant Plan study area because of its proximity to potential reconfigurations of nearby freeway over-crossings and long-standing concerns about an area of residential zoning, which contains non-conforming commercial uses and does not allow mixed-use ~~re~~development. It also contains a number of buildings identified in the Bosco-Milligan Foundation's Cornerstones of Community inventory of African-American cultural resources.

This area will remain outside of the Central City and no changes to existing Albina Community Plan policies that govern it are proposed. The primary proposed action is to rezone an area of existing high density residential zoning (RHd) ~~zoning~~ to central employment (EXd). The EXd zoning allows a broad range of uses, including commercial, light industrial and residential uses, consistent with the current land uses in the area. This additional land use flexibility will support ~~mixed-use development,~~ reinvestment and expansion of ~~in~~ existing ~~non-conforming~~ employment uses in the area, which are currently nonconforming uses. It will also support~~, and~~ the rehabilitation of cultural resources by providing a broader range of uses allowed within existing buildings.

Implementation Actions: *Vancouver/Williams Corridor*						
#	Action	Timeline				Implementer (lead in **bold)**
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
VW1*	Rezone portions of 4 blocks between I-5 and N Williams from RH to EXd.	X				**BPS**

Implementation Actions: *Vancouver/Williams Corridor*						
#	Action	Timeline				Implementer (lead in **bold**)
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
VW2*	Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.		X			**AHC**, BPS,
VW3	Ensure that any reconfiguration of surface streets in conjunction with I-5 freeway improvements maintain and enhance connectivity of the surface street system between and within the N/NE Quadrant and the Eliot neighborhood and minimizes traffic impacts on the Eliot neighborhood.			X		**ODOT**, PBOT, BPS
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

Table 4: List of Implementers

~~Implementers listed in Implementation Action Tables~~	
AHC	Architectural Heritage Center
BDS	Portland Bureau of Development Services
BES	Portland Bureau of Environmental Services
BPS	Portland Bureau of Planning and Sustainability
City	City of Portland
EcoDistrict	Lloyd EcoDistrict
Eliot NA	Eliot Neighborhood Association
LDCA	Lloyd District Community Association
Metro	Metro
OE	Portland Office of Equity
ODOT	Oregon Department of Transportation
OHWR	Portland Office of Healthy Working Rivers
PBOT	Portland Bureau of Transportation
PCC	Portland Community College
PDC	Portland Development Commission
PHB	Portland Housing Bureau
PPR	Portland Bureau of Parks and Recreation
PPR/UF	Portland Bureau of Parks and Recreation/ Urban Forestry
PPS	Portland Public Schools
Private	Private property owners, businesses or non-profits
SHPO	State of Oregon Historic Preservation Office
TMA	Lloyd Transportation Management Association
TriMet	TriMet
UPRR	Union Pacific Railroad



N/NE QUADRANT & I-5 BROADWAY/WEIDLER PLANS

Stakeholder Advisory Committee Meeting #18

June 28, 2012

CENTRAL CITY 2035

N/NE QUADRANT

CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

AGENDA

1. Standing Items
2. Draft N/NE Quadrant Plan
3. Public Comment
4. BREAK
5. SAC Discussion and Actions
6. Next Steps & Adjourn

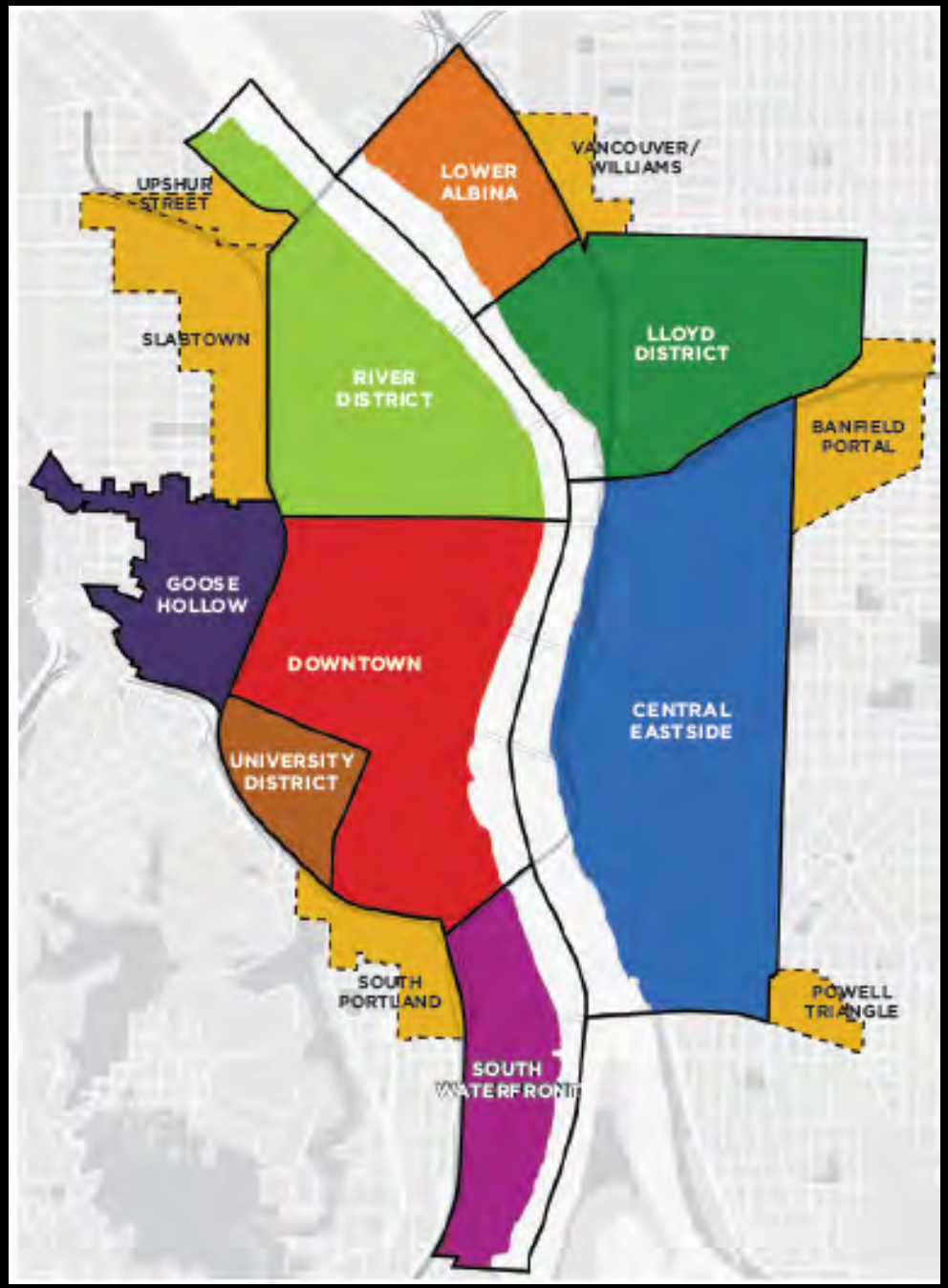
DRAFT N/NE QUADRANT PLAN PRESENTATION OVERVIEW

1. Introduction and Process
2. History and Existing Conditions Highlights
3. Plan Concept Development
4. Goals, Policies & Actions Highlights (Plan Chapter 3)
5. Recap Specific Zoning & Building Height Limits Proposals

CC2035 PLAN AREA BOUNDARY

Boundaries of the 1988 Central City Plan with 8 sub districts

Includes six expanded study areas



END PRODUCTS

City:

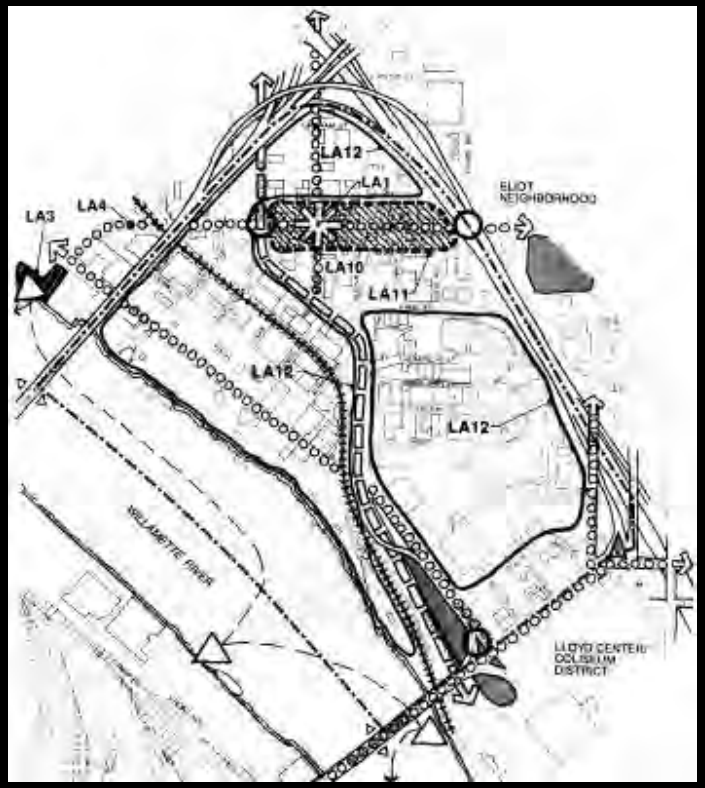
- Central City 2035 Plan with Updated Lloyd and Lower Albina Subdistrict Plans (N/NE Quadrant)
  - Urban Design Concept Diagram
  - Land Use Plan with Goals, Policies & Actions

ODOT:

- I-5 Improvements Project Agreement
- I-5 Facility Plan for project area



1988 CENTRAL CITY PLAN

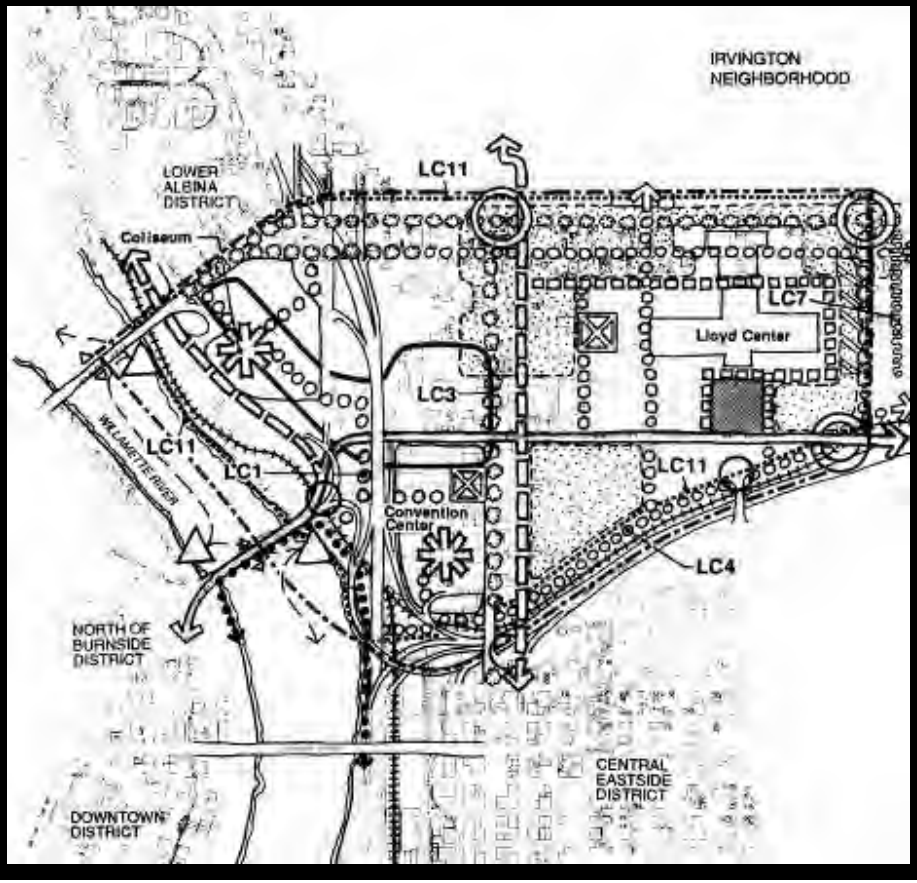


LOWER ALBINA

"strengthen the economic development of the area as an industrial employment area"

LLOYD DISTRICT

"eastern anchor of Central City retailing and locate highest density new development in areas served by light rail"



PROCESS OVERVIEW

PROJECT TIMELINE

September 2010	Fall 2010	Winter 2010	Spring/Summer 2011	Fall/Winter 2011/2012	Spring/Summer 2012	Fall 2012
Project Start-up	Background and Existing Conditions	Set Project Goals and Scope Identify Issues, Opportunities and Constraints	Develop Concept Alternatives	Select Preferred Concept	Develop Plan	Adoption/ Approval Process

PUBLIC EVENTS

	Community Walks September 2010	Public Open House November 2010	Charrettes February/April 2011 Public Open House June 2011	Public Open House February 2012	Extended Public Comments SAC Meetings June 2012	Planning & Sustainability Commission September 2012 City Council October 2012

Meetings and Events

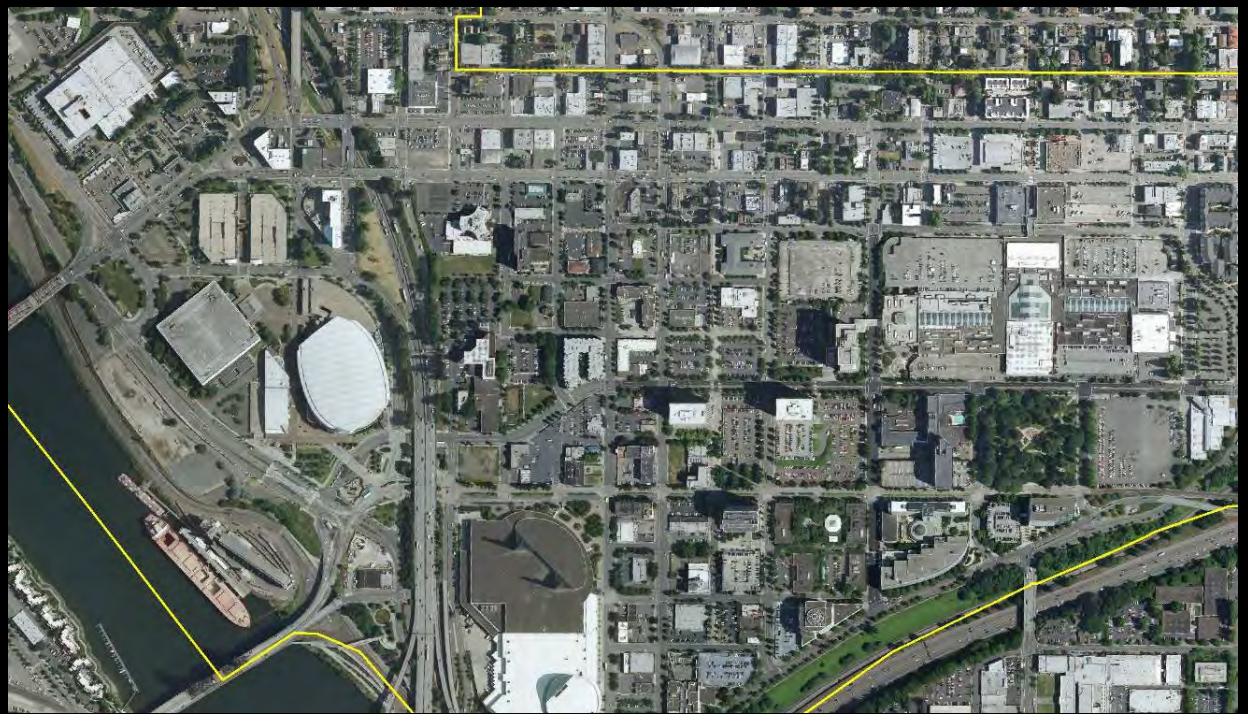
18 SAC meetings
14 SAC subcommittee meetings
4 Open Houses
2 Charrettes
3 Community Walks
~80 Other community and stakeholder meetings

Total attendance estimate: ~2,500 people

HISTORY AND EXISTING CONDITIONS HIGHLIGHTS



1950

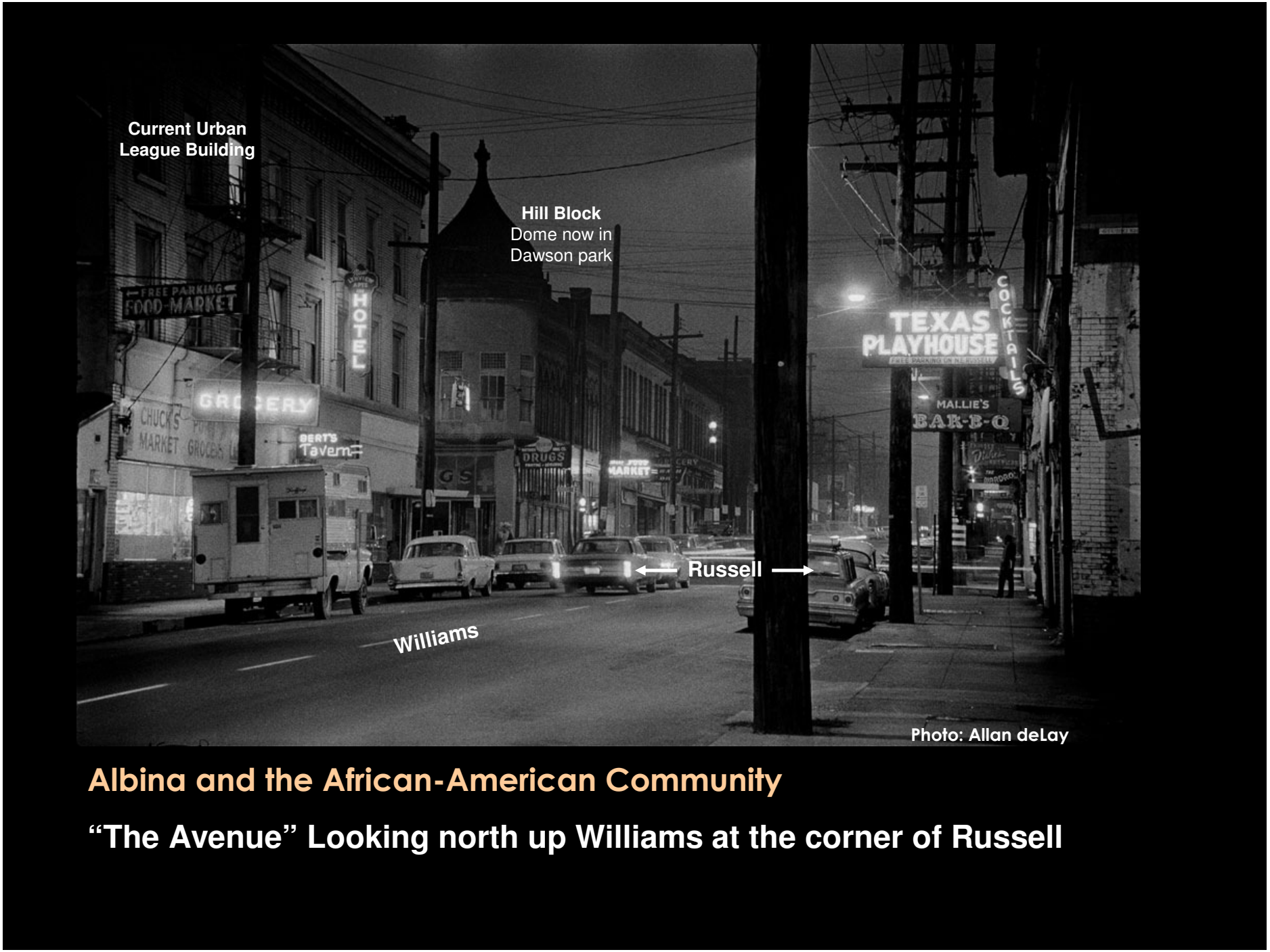


2009

55428

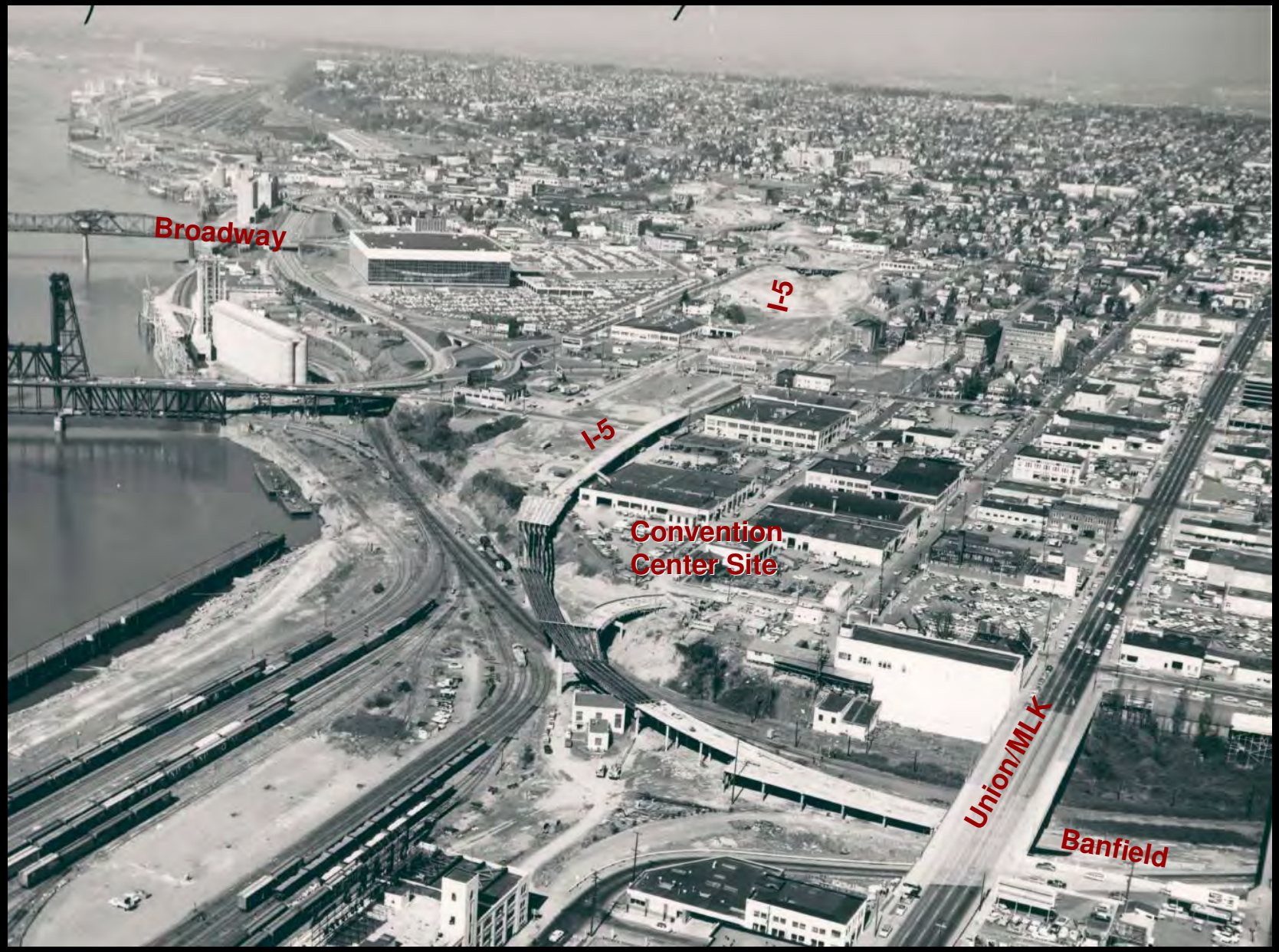


N Broadway at Larrabee Ave & Interstate looking east, 1930s



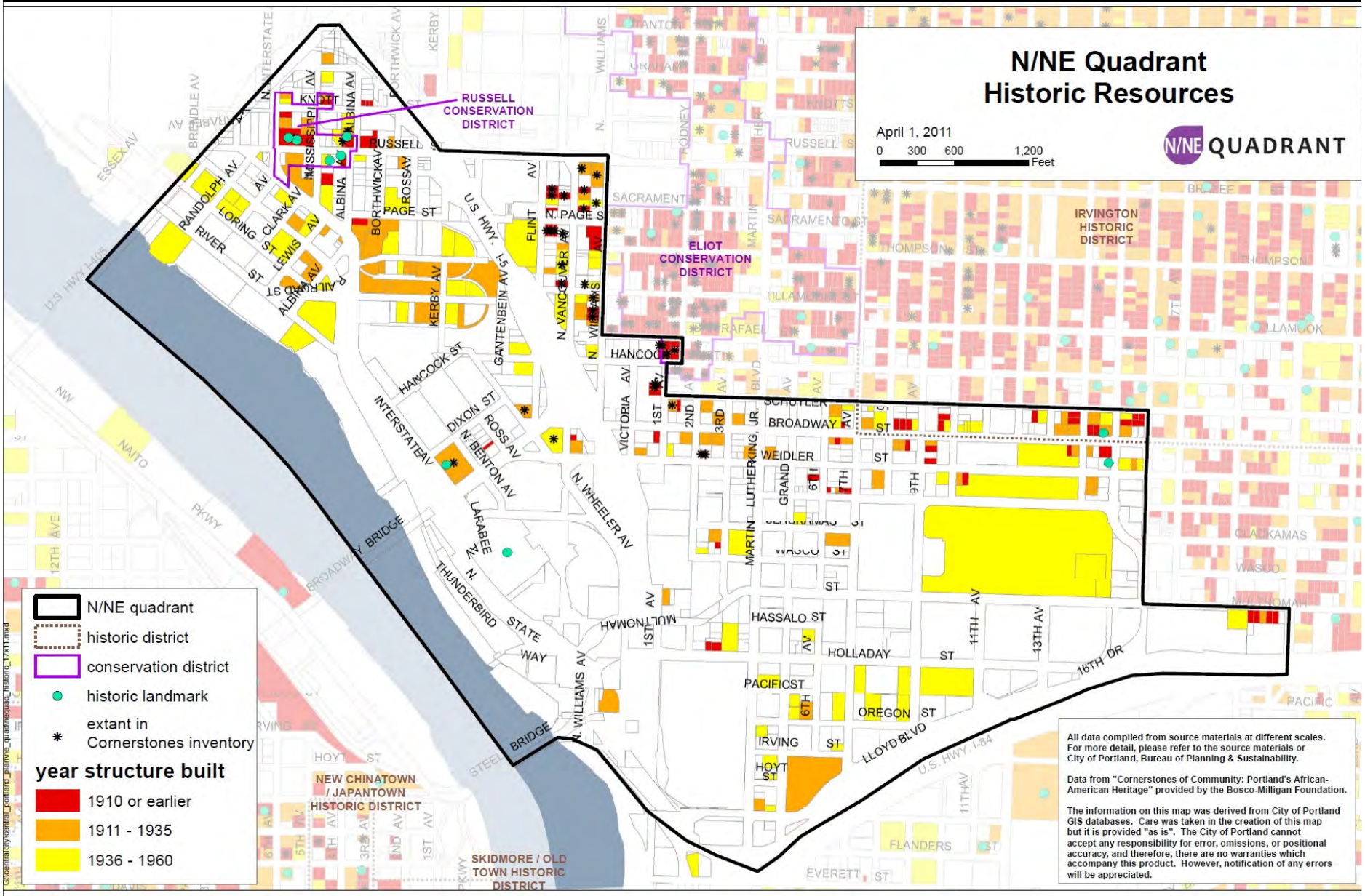
Albina and the African-American Community

"The Avenue" Looking north up Williams at the corner of Russell



I-5 Construction at the I-84 Interchange, 1962

CORNERSTONES OF COMMUNITY: PORTLAND'S AFRICAN-AMERICAN HERITAGE



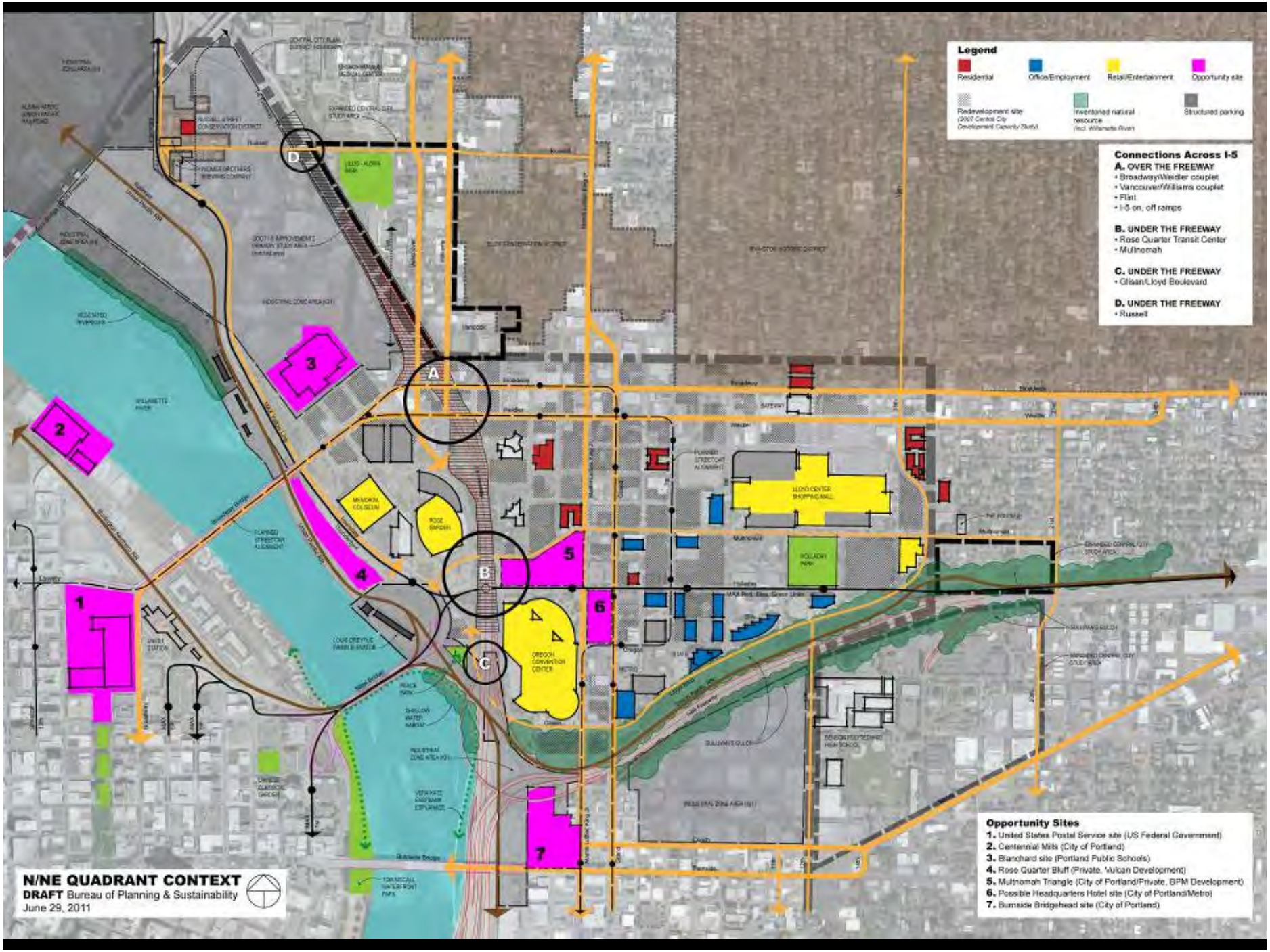
KEY EXISTING CONDITIONS

LOWER ALBINA

- Successful employment district with growth potential
- Mixed-use historic main street on N Russell Street with very limited housing.

LLOYD

- Regionally important facilities
- Significant jobs and potential for growth
- Limited housing
- Limited street-level activity / gobs of development potential
- Significant infrastructure in place


Legend
Residential
Office/Employment
Retail/Entertainment
Opportunity site
Redevelopment site
(2007 Central City Development Capacity Study)
Inventoried natural resource
(incl. Willamette River)
Structured parking
Connections Across I-5
A. OVER THE FREEWAY
• Broadway/Weidler couplet
• Vancouver/Williams couplet
• Flint
• I-5 on, off ramps
B. UNDER THE FREEWAY
• Rose Quarter Transit Center
• Multnomah
C. UNDER THE FREEWAY
• Gliisan/Lloyd Boulevard
D. UNDER THE FREEWAY
• Russell
Opportunity Sites
1. United States Postal Service site (US Federal Government)
2. Centennial Mills (City of Portland)
3. Blanchard site (Portland Public Schools)
4. Rose Quarter Bluff (Private, Vulcan Development)
5. Multnomah Triangle (City of Portland/Private, BPM Development)
6. Possible Headquarters Hotel site (City of Portland/Metro)
7. Burnside Bridgehead site (City of Portland)
N/NE QUADRANT CONTEXT
DRAFT Bureau of Planning & Sustainability
June 29, 2011

GROUND FLOOR EDGE CONDITIONS



Lloyd lacks urban vibrancy…



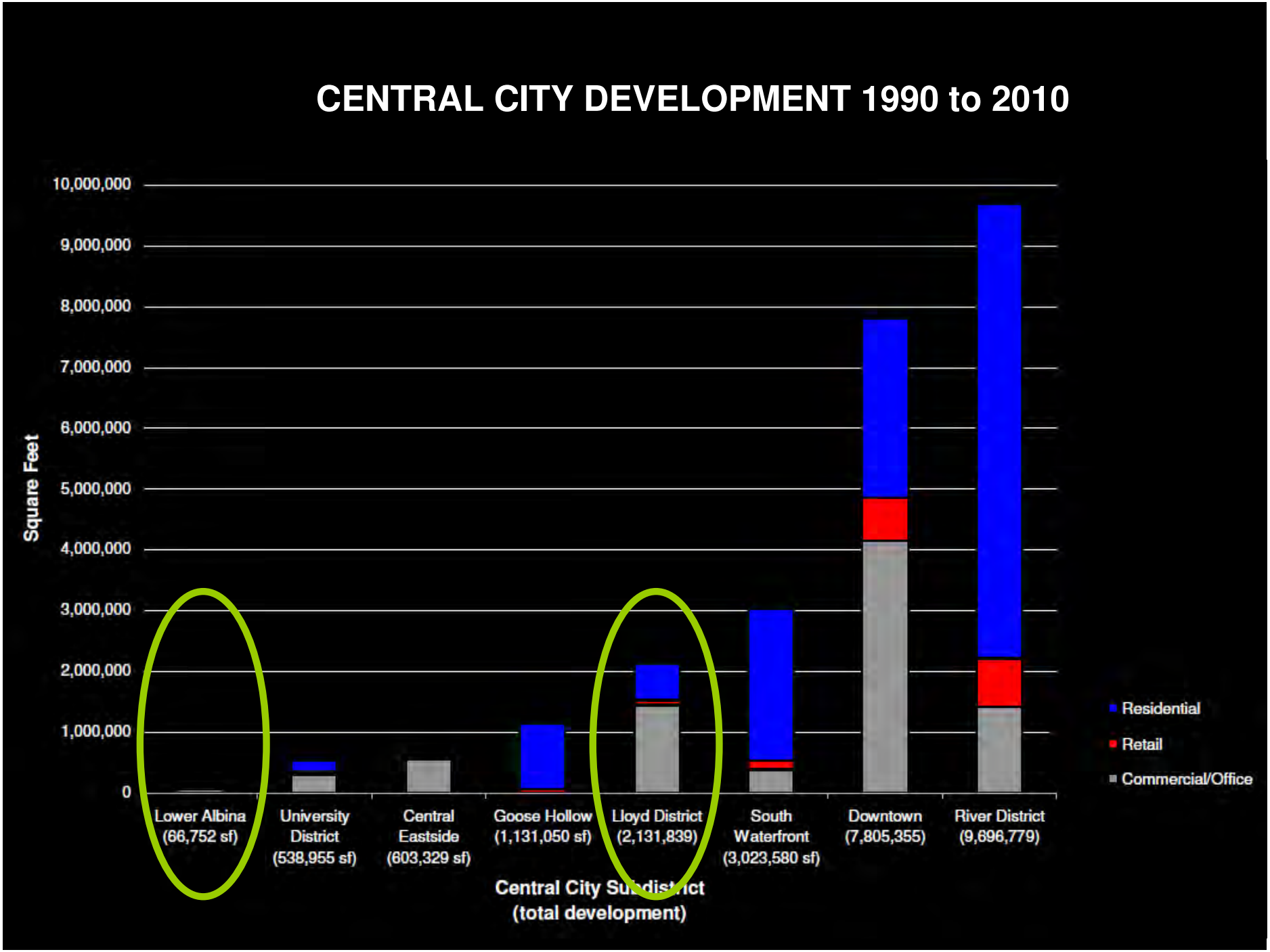
N/NE QUADRANT PRODUCING JOBS, BUT LITTLE HOUSING

Employment Change: 2000 to 2008

	CBD & SoWa.	Univ.	River	Goose Hollow	Lloyd District	Lower Albina	Central E-side	Central City Total
Total	(1,047)	227	2,468	(1,156)	**2,060**	**1,386**	3,522	7,460
District Share	(14%)	3%	33%	(15%)	**28%**	**19%**	47%	100%

Housing Inventory 2008

	Lower Albina	Lloyd District	Central City
Total Housing Units	87	1,165	22,994
Jobs to Housing Unit ratios		16:1	6:1


CENTRAL CITY DEVELOPMENT 1990 to 2010
10,000,000
9,000,000
8,000,000
7,000,000
6,000,000
5,000,000
4,000,000
3,000,000
2,000,000
1,000,000
0
Square Feet
Lower Albina (66,752 sf)
University District (538,955 sf)
Central Eastside (603,329 sf)
Goose Hollow (1,131,050 sf)
Lloyd District (2,131,839)
South Waterfront (3,023,580 sf)
Downtown (7,805,355)
River District (9,696,779)
Central City Subdistrict (total development)
Residential
Retail
Commercial/Office


OVER 20M FT² OF NEW DEVELOPMENT POTENTIAL

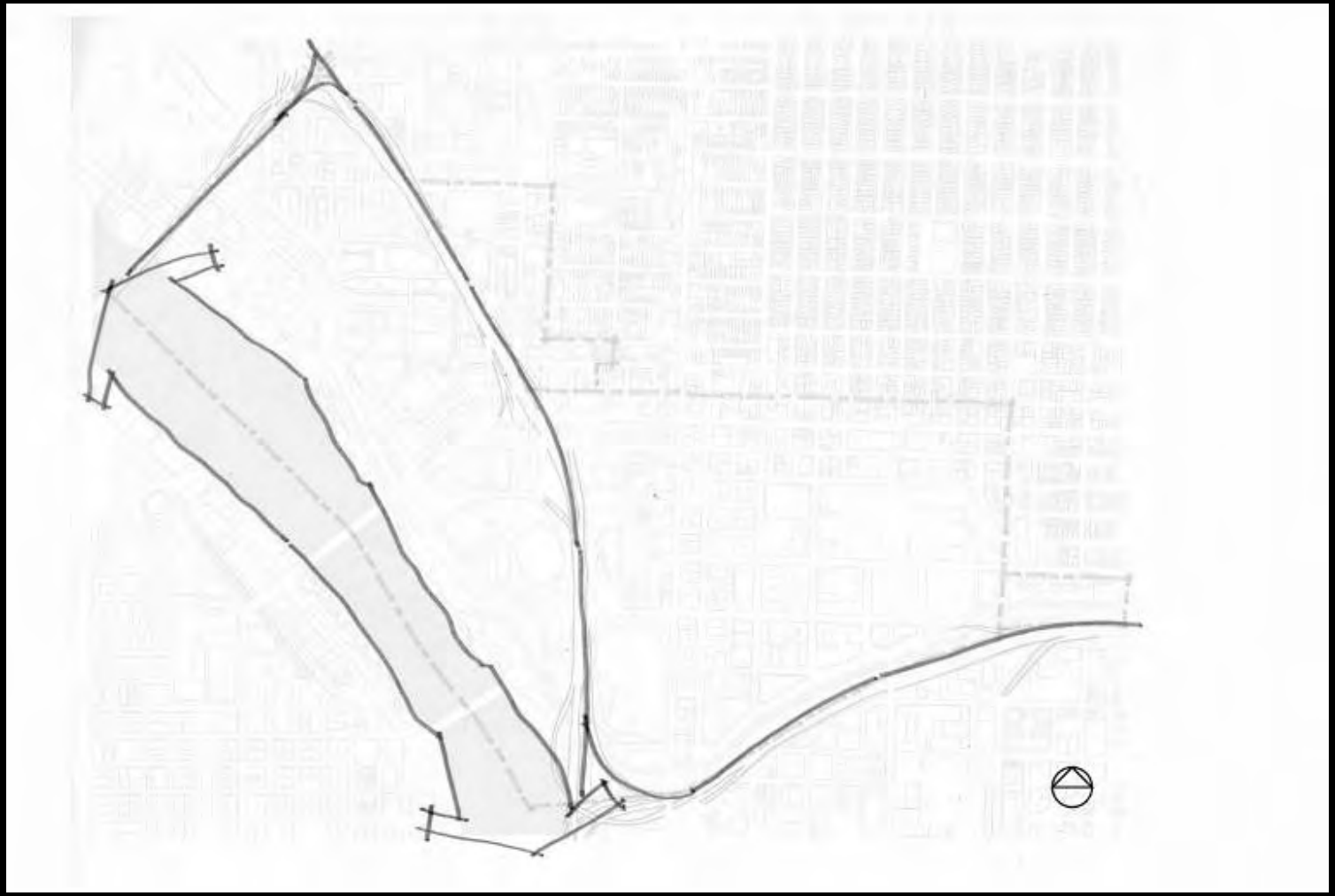
KEY ISSUES AND CHALLENGES

- **Urban vibrancy and vitality**
  - –Desire for more housing, improved amenities like open space and pedestrian friendly urban form
- **Economic prosperity**
  - –Employment and business growth
- **Human and Environmental Health**
  - –Air quality, green infrastructure, opportunities to improve habitat
- **Balance and Equity**
  - –Respect cultural heritage; grow while retaining existing residents and businesses and culturally significant buildings
- **Connectivity and access**
  - –Address transportation barriers
  - –Freeway safety and operational issues

PROJECT GOALS

1. A diverse mix of land uses and development types
2. Economic development that supports existing and new business
3. Enhanced habitat, access to nature, and a sustainable built environment
4. Infrastructure for healthy, livable, safe and vibrant communities that respects adjacent neighborhoods
5. A full multimodal transportation system
6. Improve the local circulation system
7. Equitable access to amenities and economic opportunities
8. Protection and enhancement of cultural heritage

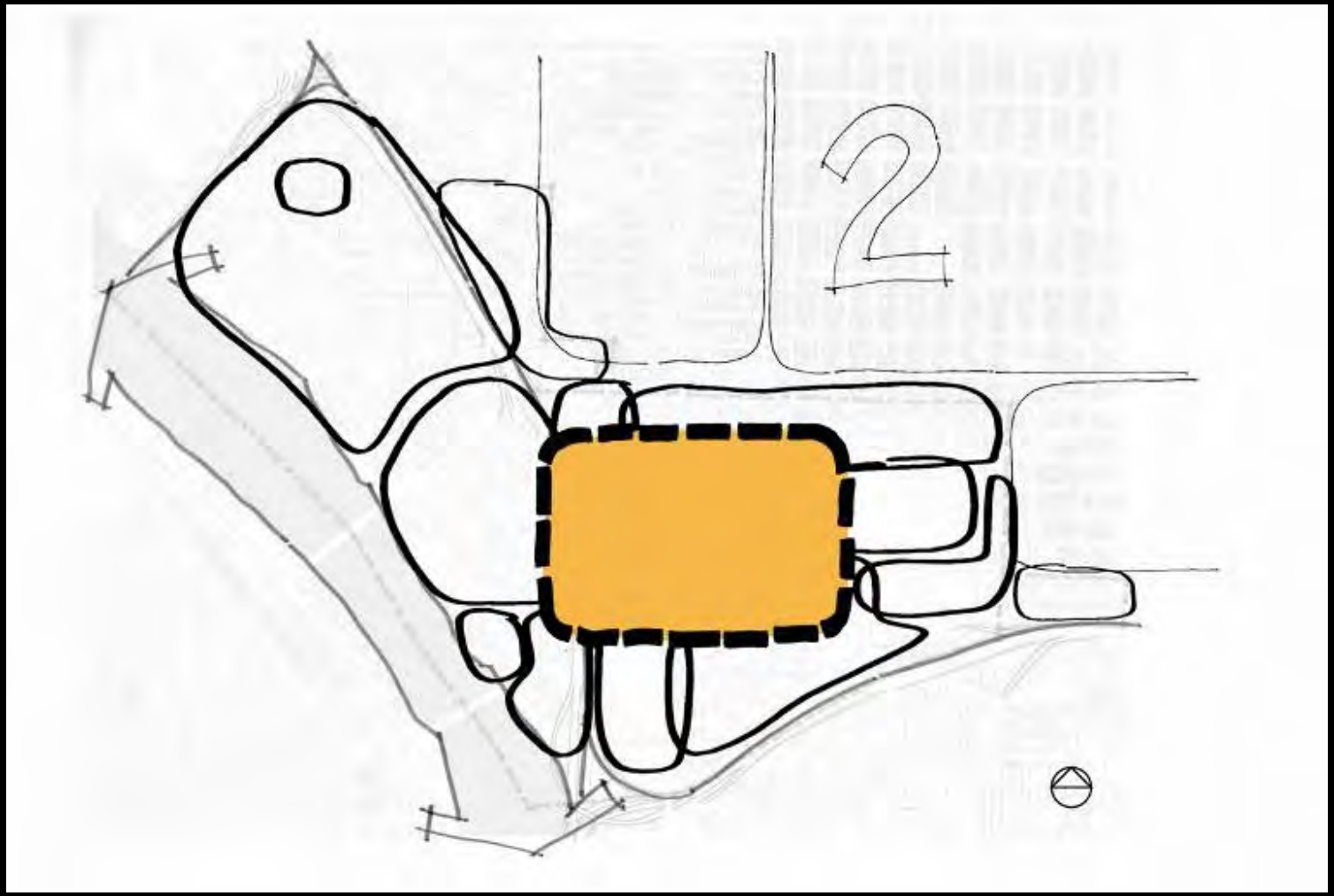
URBAN DESIGN PRINCIPLES



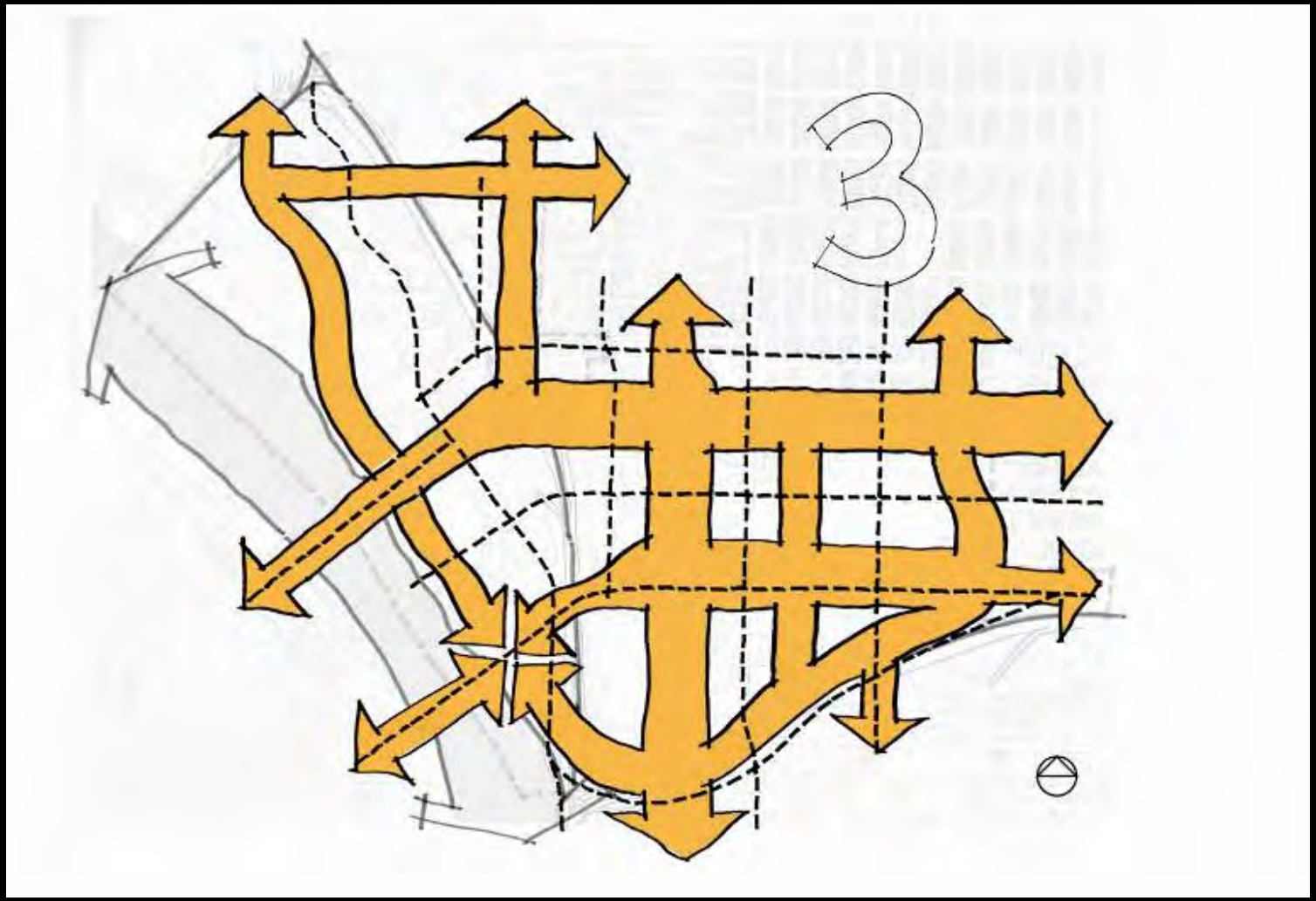
TWO DISTINCT PLACES



FILL IN THE CENTRAL CORE



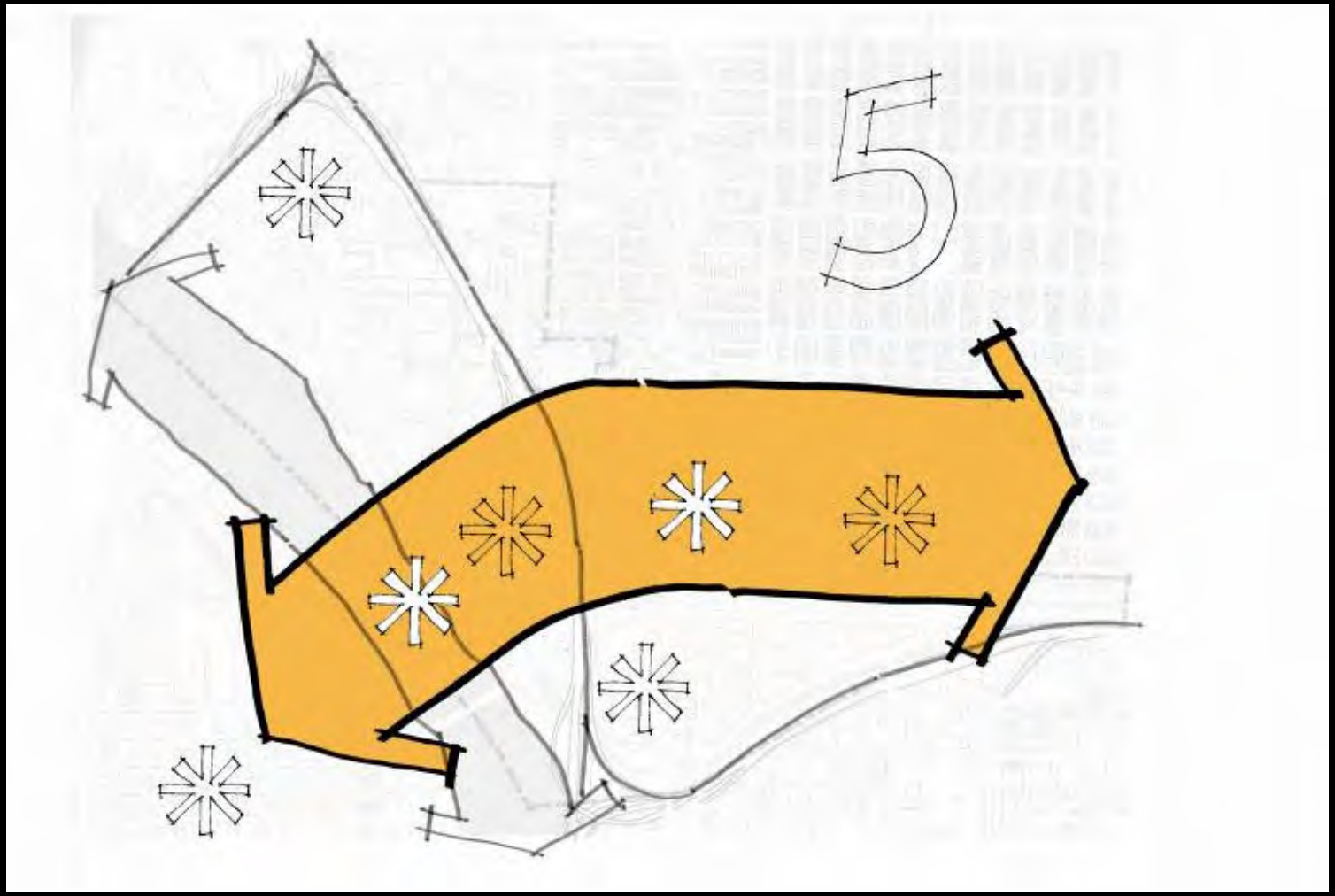
STRENGTHEN CONNECTIVITY



TAKE ADVANTAGE OF URBAN FORM



CELEBRATE THE CROSSROADS





55447

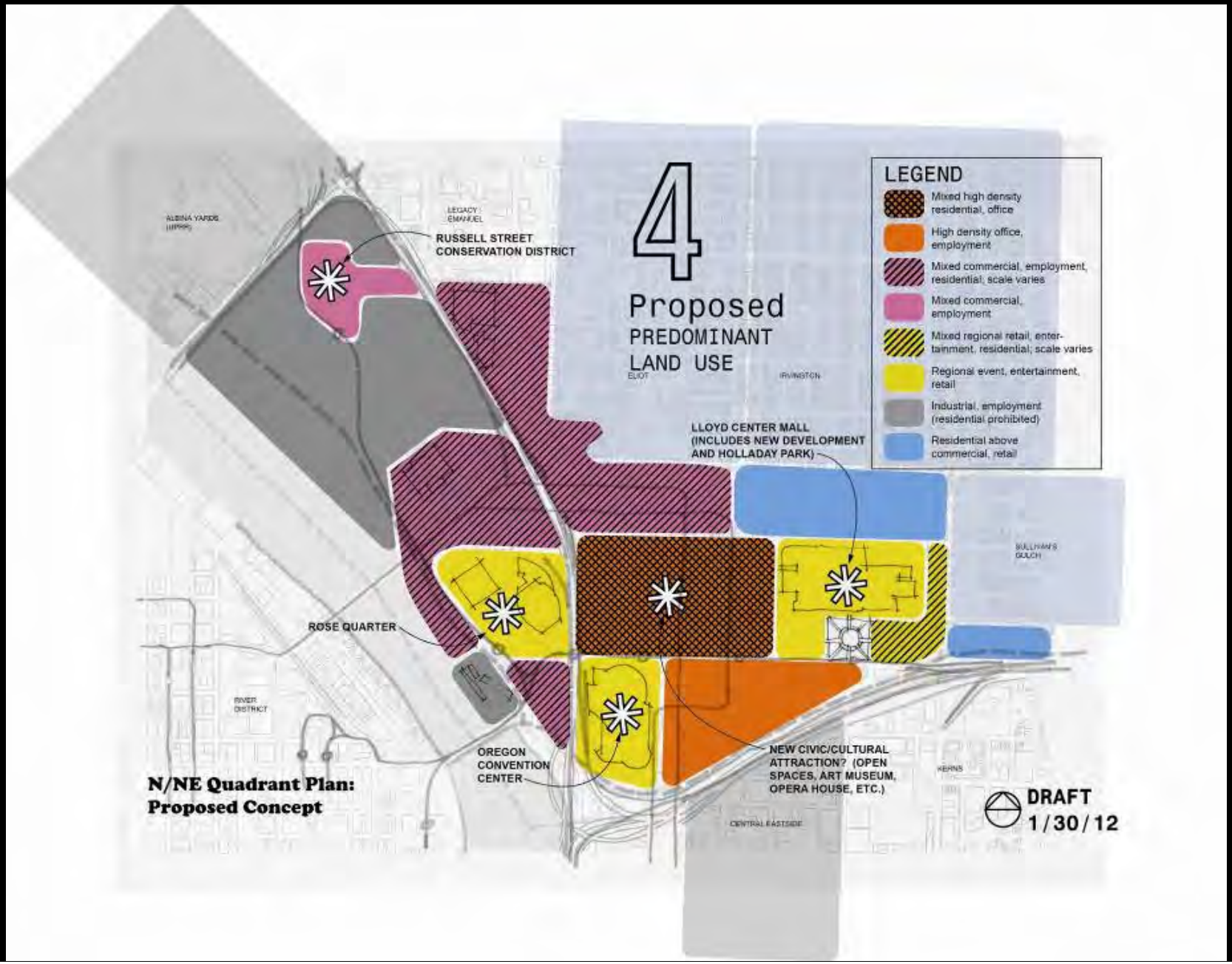
QUADRANT PLAN CONCEPT DEVELOPMENT

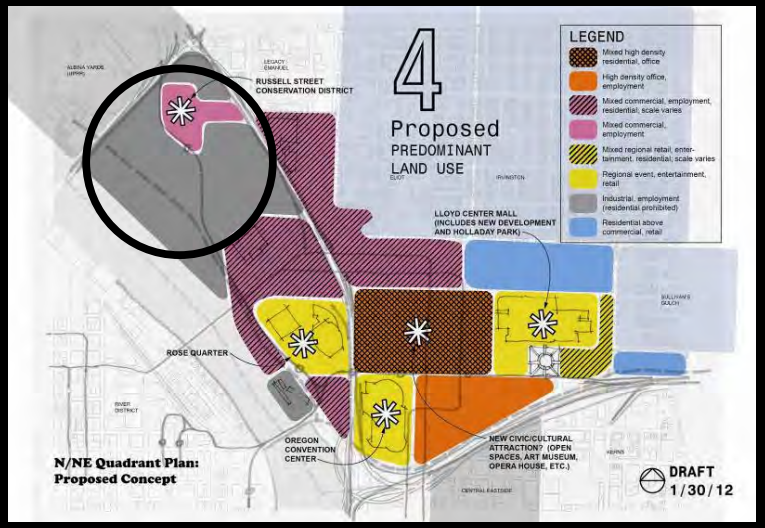


Concept Refinement:

Sept. 2011	70% Draft
Nov. 2011	95% Draft
Jan. 2012	new street character types
Feb. 2012	revised proposal – SAC endorsed

QUADRANT PLAN CONCEPT





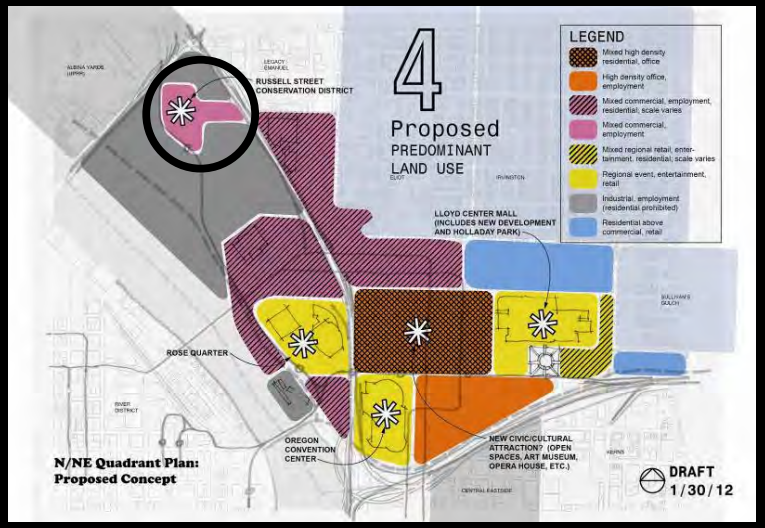
LOWER ALBINA

- Support continued success of industrial district
- Additional flexibility for compatible employment uses east of Union Pacific rail line







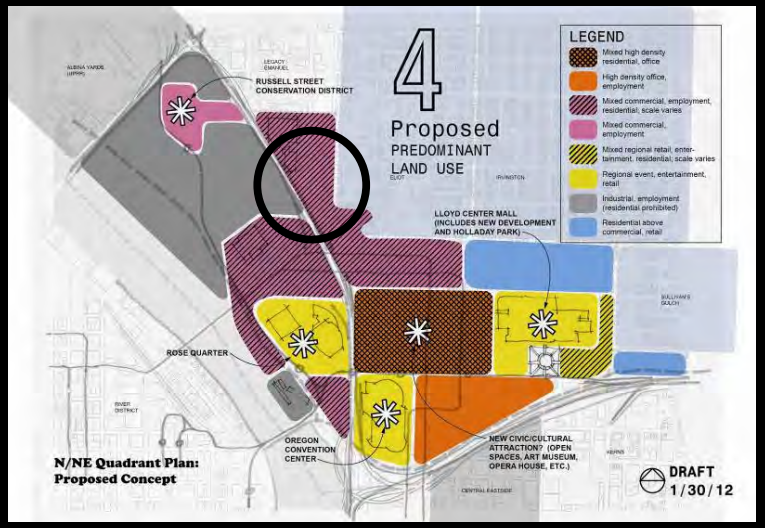




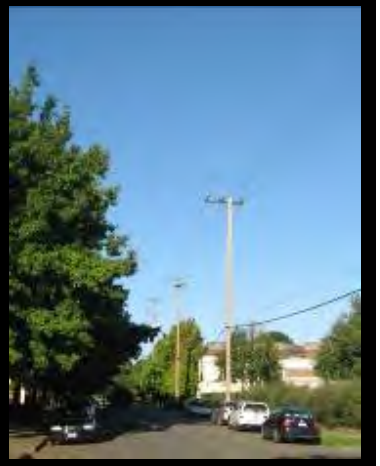


RUSSELL STREET

- Continue to preserve and celebrate the conservation district
- Expand mixed use area east along Russell
- No expansion of residential area



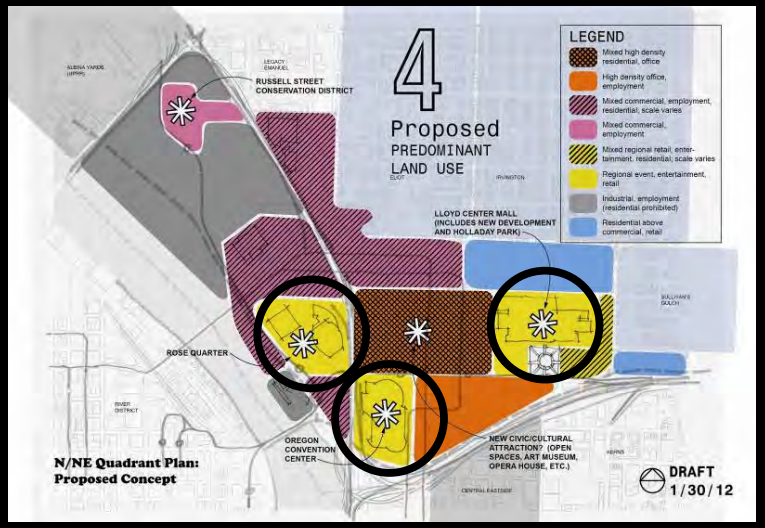






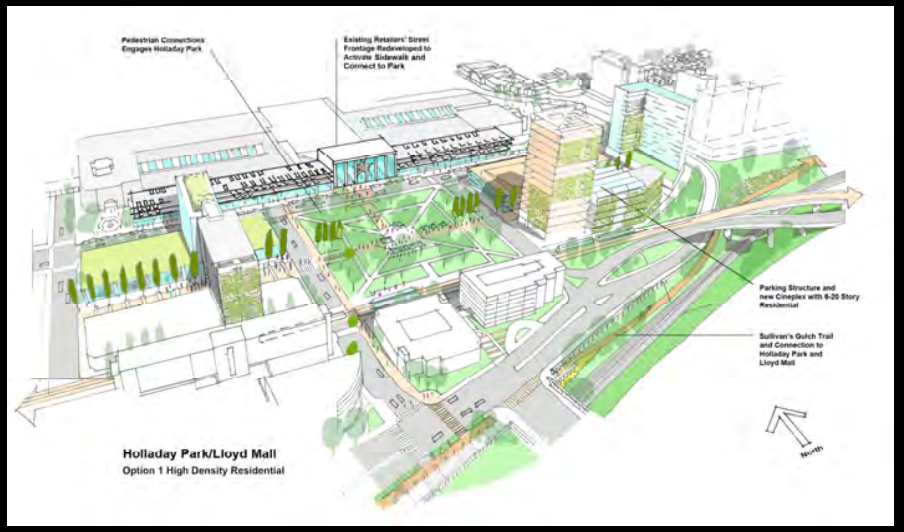
LOWER VANCOUVER / WILLIAMS

- Increase flexibility to allow more commercial, employment uses in current RH-zoned areas
- Celebrate Russell and Williams as neighborhood main streets
- Integrate and enhance cultural and historic resources in the area





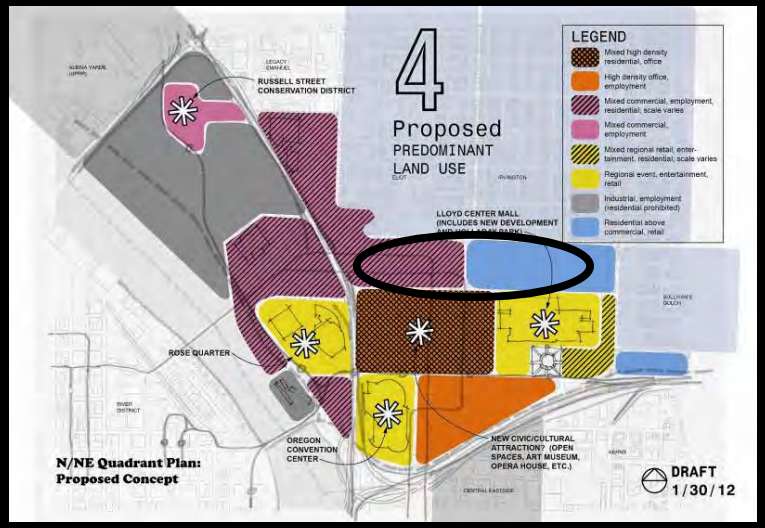






REGIONAL ATTRACTIONS

- Unique in the Central City
- Potential for new attraction in Central Lloyd area
- Encourage new uses, places at edges to improve balance of activity



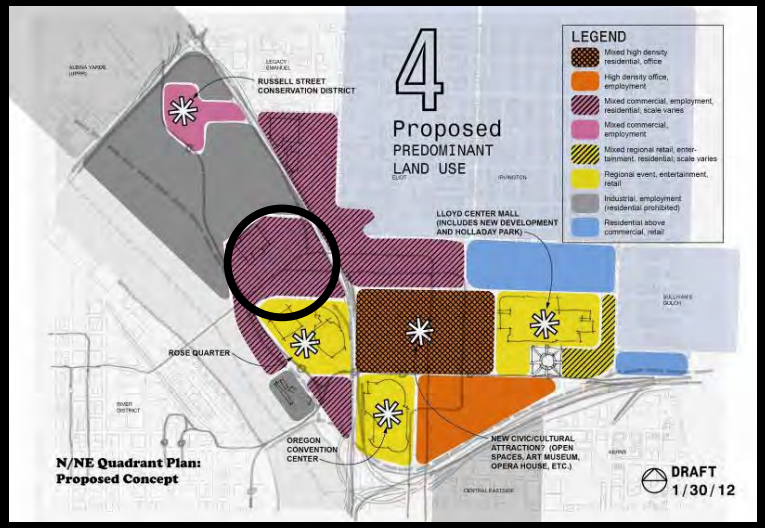






BROADWAY / WEIDLER CORRIDOR

- Extend and expand existing main street development to the west
- Typically 2 to 6 story development north of Broadway, taller to the south.
- Emphasis on housing over ground floor commercial, retail uses





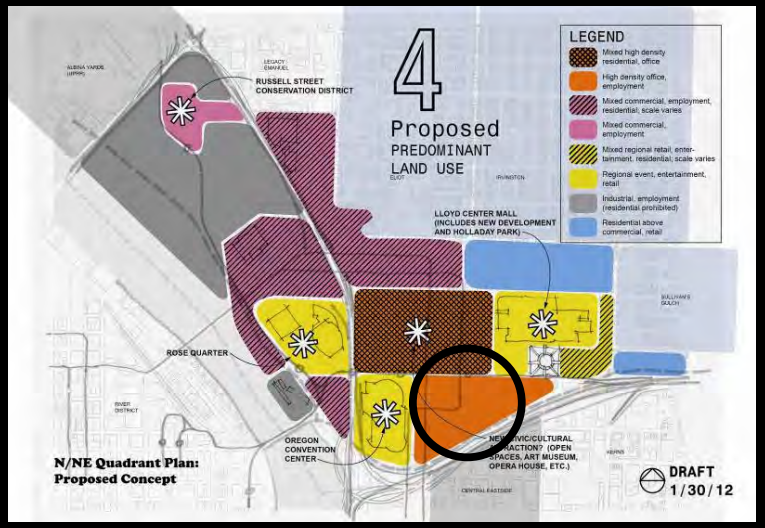




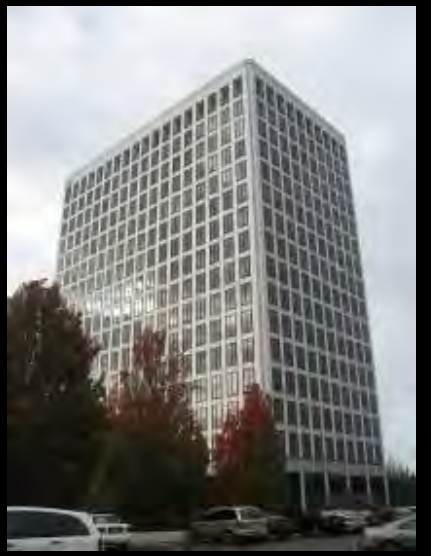
NORTHWEST ROSE QUARTER

- Increased land use flexibility at the PPS Blanchard site, residential possible – sensitive transition to industrial area needed
- Larger scale, active, urban development along N. Broadway
- New riverfront open space





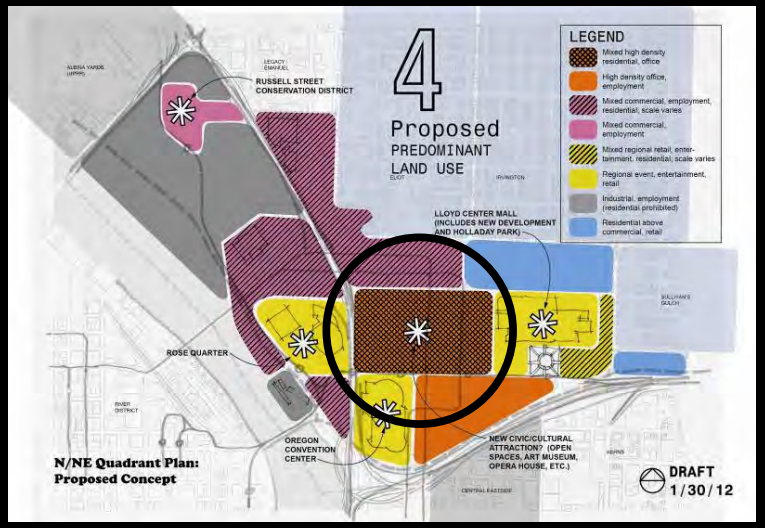




OFFICE CORE

- Continue as active, expanding office district
- Residential possible, but not emphasized





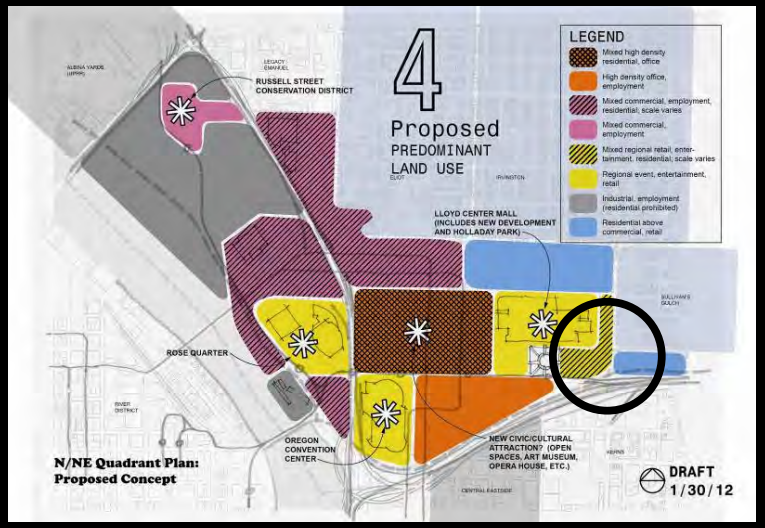


CENTRAL CORE

- Mix of high density residential and office development organized around new, signature open space and pedestrian system
- NE 7th at NE Multnomah as potential new urban "center" for the area





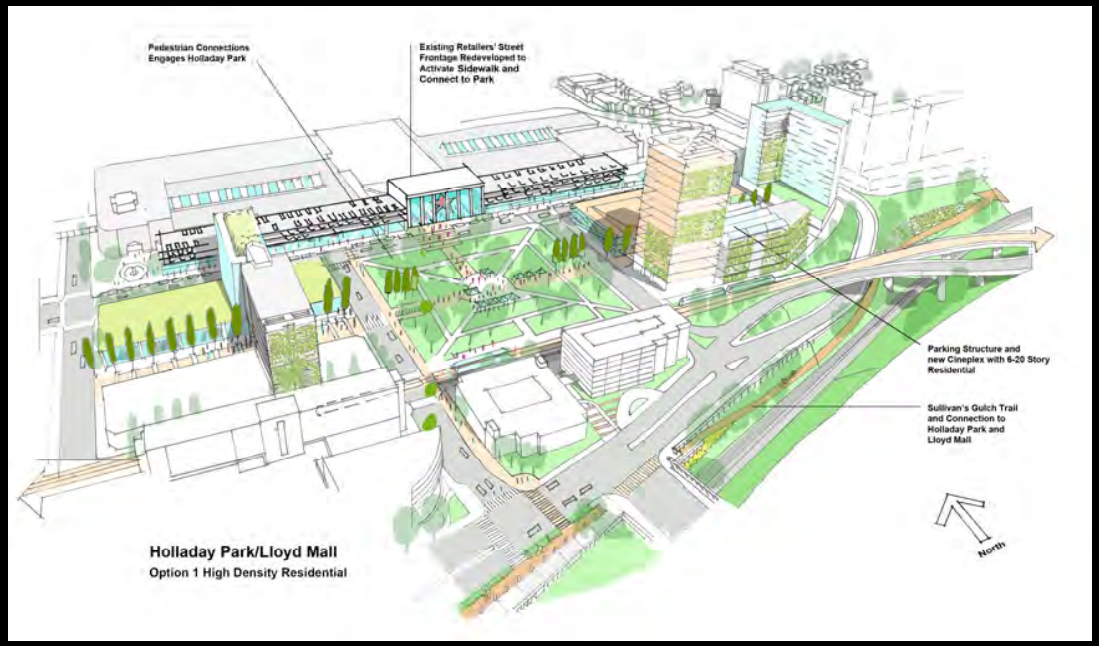




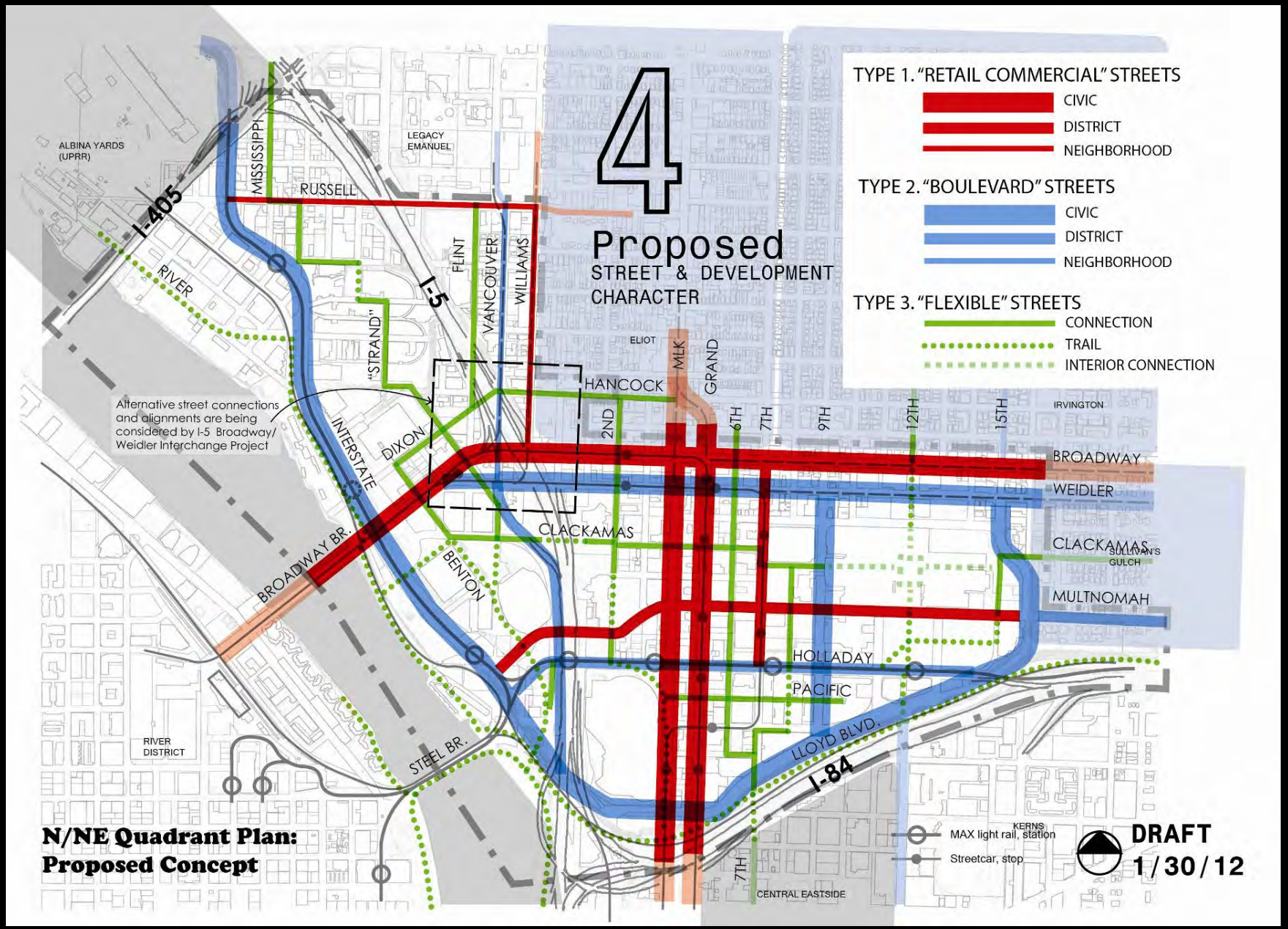


EASTERN EDGE / MULTNOMAH

- Focus on residential development, commercial allowed
- Potential expansion of mall-related regional retail
- 2 to 6 story development east of 16th, taller allowed around Holladay Park



STREET AND DEVELOPMENT CHARACTER



“Retail Commercial” Streets

1. Busy, continuous, active streets by day and night with high volumes of vehicles, transit, bicycles and pedestrians
2. Stormwater management less visible or at intersections with side streets
3. Retail uses required/strongly encouraged, specialized retail encouraged



Scales:
Civic: *Broadway, MLK and Grand*
District: *Multnomah and 7th*
Neighborhood: *Russell and Williams*







“Boulevard” Streets

1. Busy, continuous streets with nodal activity and emphasis on access, movement and flow. High volumes of vehicles, transit, bicycles and pedestrians
2. Visible “green” and stormwater management features allowed/encouraged, including landscaped building setbacks
3. Retail uses allowed, encouraged at key locations



Scales:

Civic: *Weidler, 15th/16th, 9th, Lloyd Blvd. and Interstate*

Neighborhood: *Vancouver and Wheeler*





“Flexible” Streets

1. Quieter low volume streets, alternative routes for pedestrians and bicyclists
2. Visible “green” and stormwater management features allowed/encouraged, including landscaped building setbacks
3. Retail uses limited or discouraged, except at key locations
4. Highly specialized/localized designs responsive to adjacent land uses/development
5. Linked together as part of a system that reaches the river



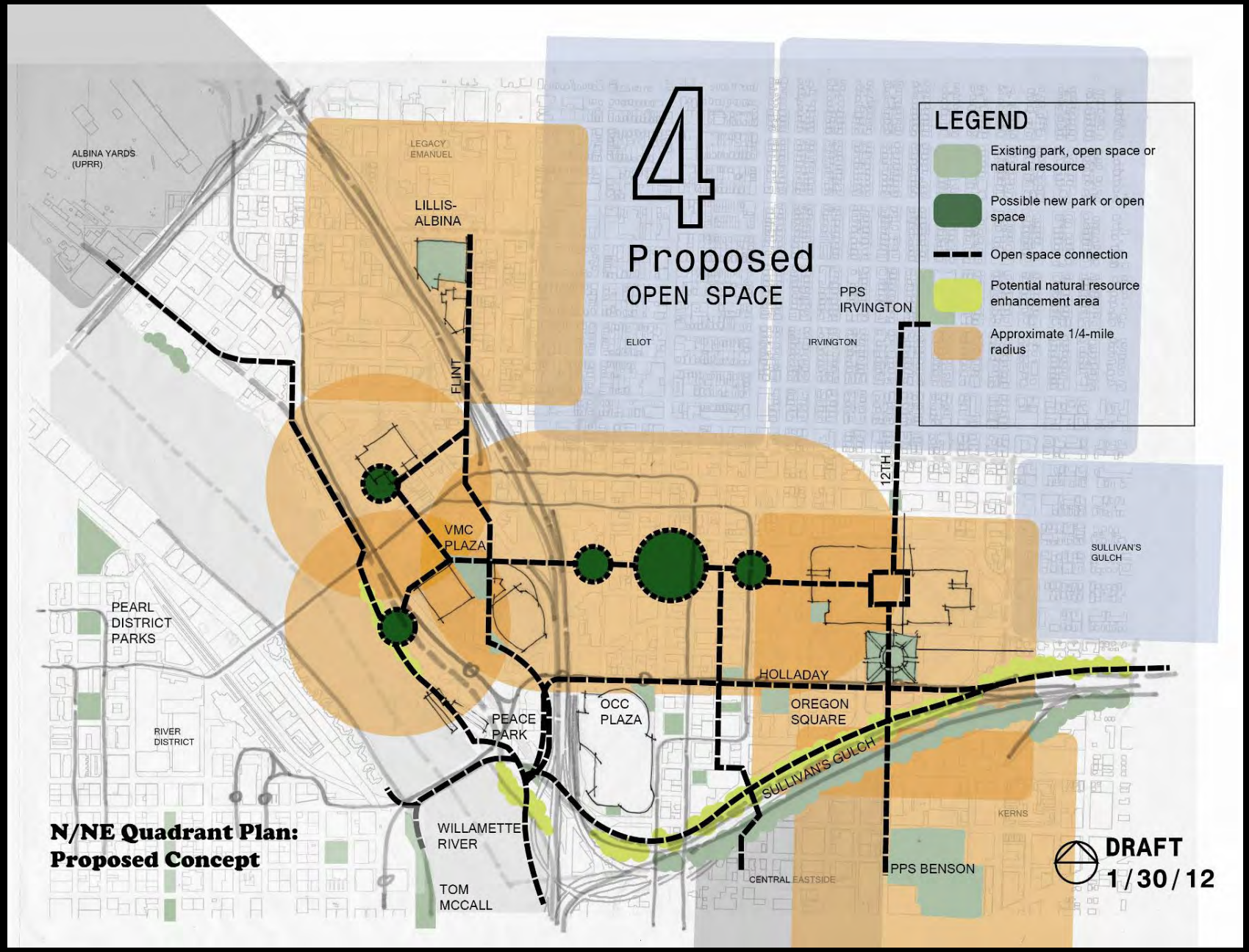
Some potential variations:

Woonerf, Festival Street, Pathway, Alley





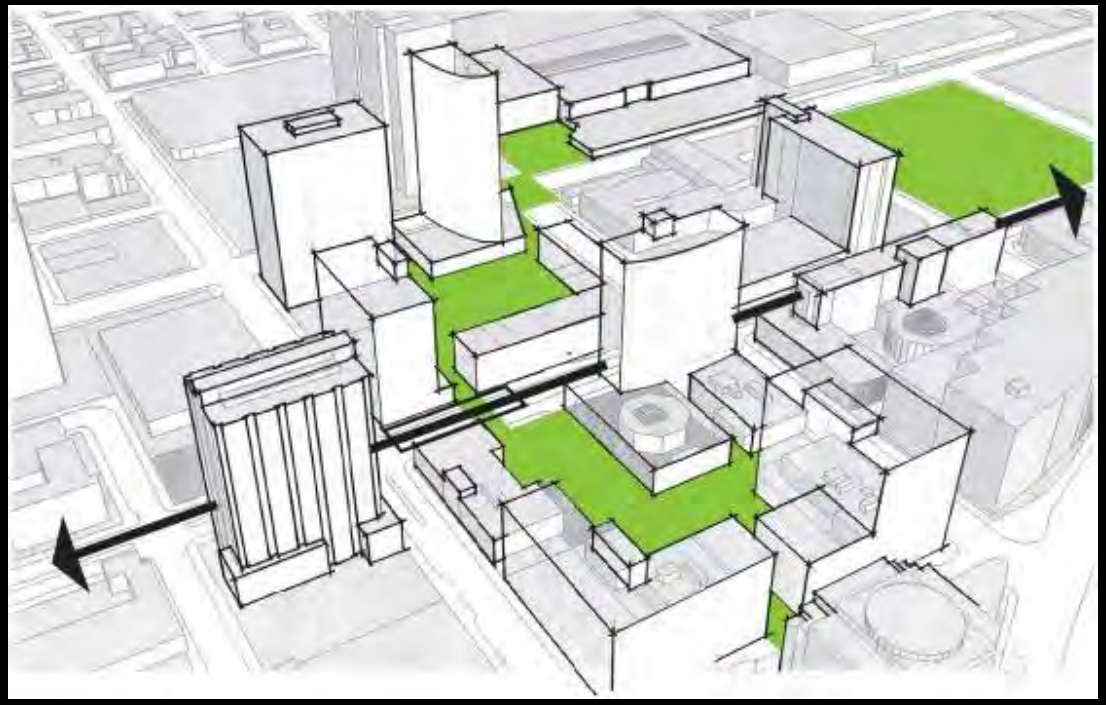
Open Space


4
Proposed
OPEN SPACE
LEGEND
Existing park, open space or natural resource
Possible new park or open space
Open space connection
Potential natural resource enhancement area
Approximate 1/4-mile radius
ALBINA YARDS (UPRR)
LEGACY EMANUEL
LILLIS-ALBINA
FLINT
ELIOT
IRVINGTON
PPS IRVINGTON
12TH
VMC PLAZA
SULLIVAN'S GULCH
PEARL DISTRICT PARKS
HOLLADAY
OREGON SQUARE
OCC PLAZA
PEACE PARK
RIVER DISTRICT
SULLIVAN'S GULCH
KERNS
WILLAMETTE RIVER
TOM MCCALL
CENTRAL EASTSIDE
PPS BENSON
N/NE Quadrant Plan:
Proposed Concept
DRAFT
1/30/12

OPEN SPACE

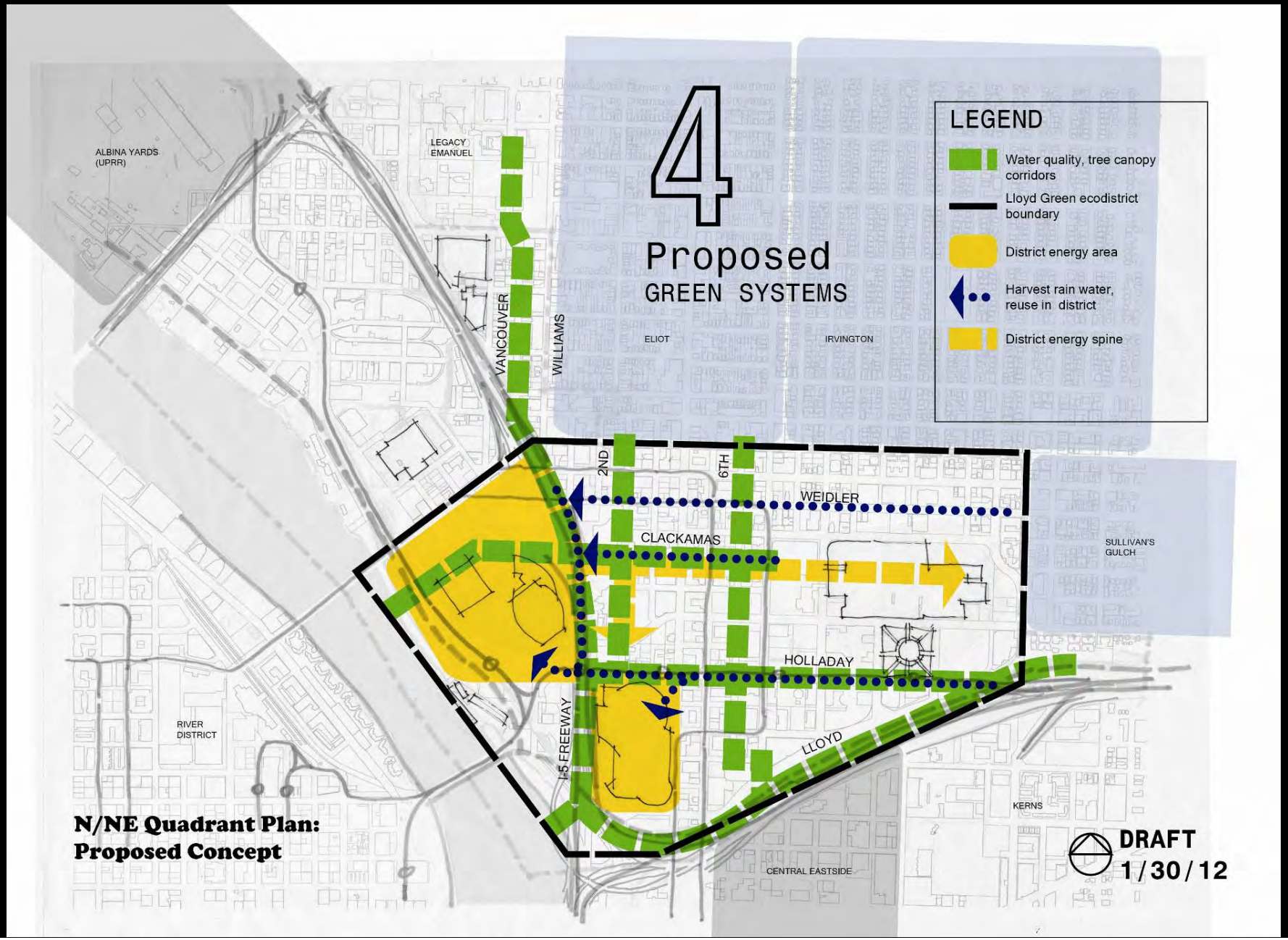








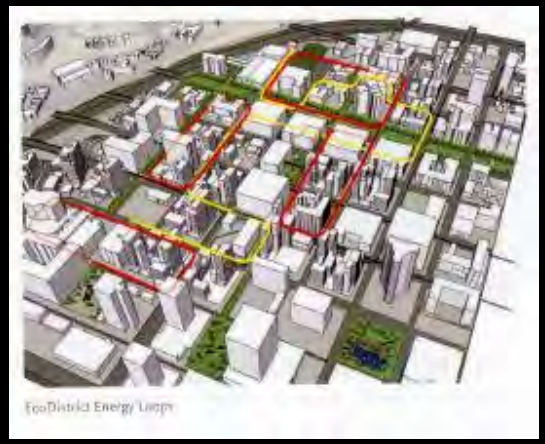
Green Systems



GREEN SYSTEMS







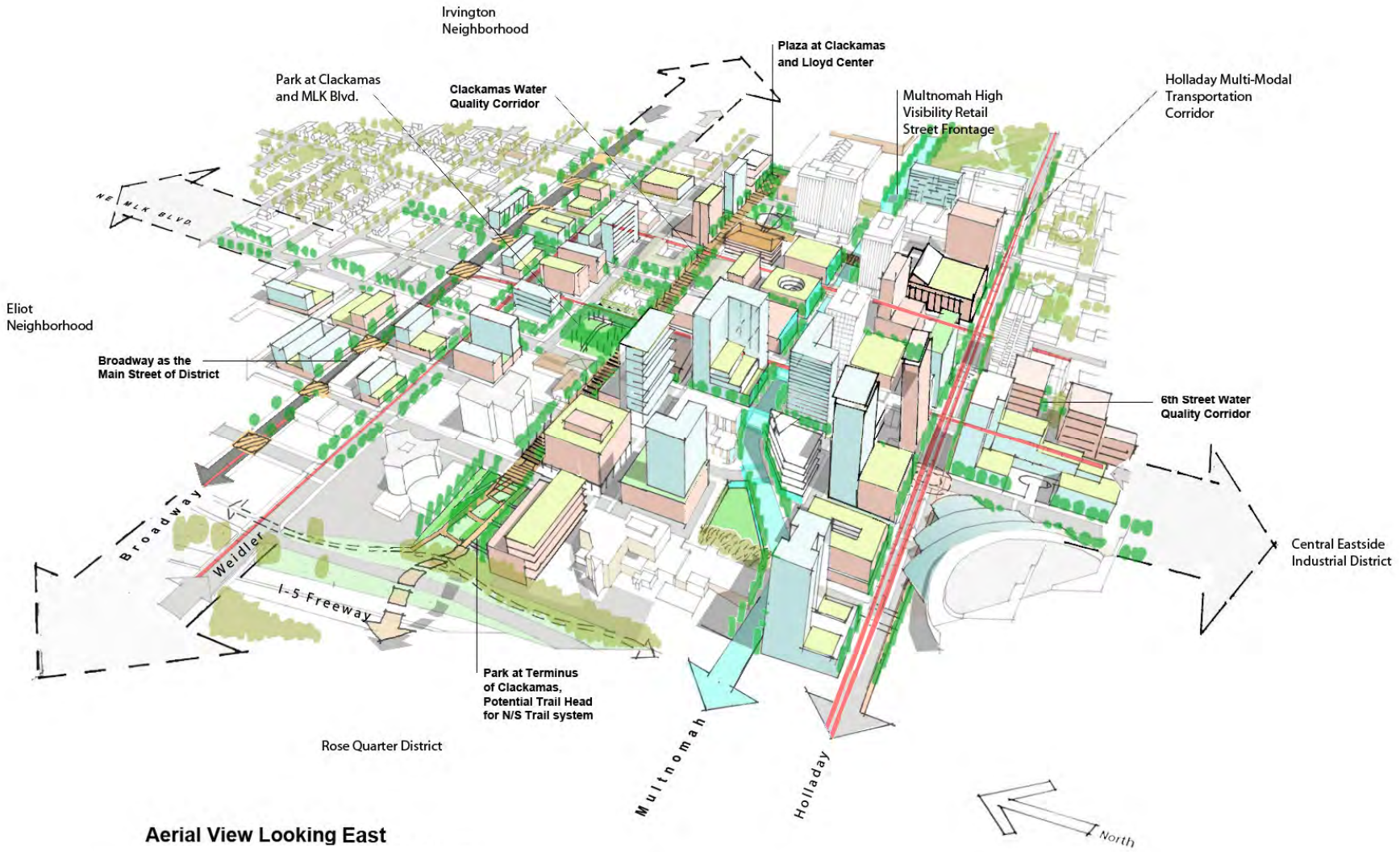


- District energy
- Water quality, tree canopy corridors
- Harvest, treat rain water, pump back to district
- Integrate systems with ecodistrict efforts









Aerial View Looking East

N/NE Quadrant Plan
TABLE OF CONTENTS

1. Introduction
2. Developing the Plan
3. Goals, Policies, Implementation Actions

Appendices

A. Additional Urban Design Diagrams
B. Implementation Action Details
C. I-5 Facility Plan
D. History
E. Issues, Opportunities and Constraints
F. Public Involvement Summary
G. Bibliography (pending)
H. Resolution (pending)

Chapter 3: Goals, Policies & Actions **(pg. 25)**

Lloyd District

- District Goal
- Concept Diagram
- Policies
  - Regional Center: Economy & Innovation
  - Housing and Neighborhoods
  - Transportation
  - Urban Design
  - Environment
- Performance Targets
- Implementation Actions

Lower Albina

- District Goal
- Concept Diagram
- Policies
  - Regional Center: Industrial and Employment Sanctuary
  - Transportation
  - Urban Design
  - Environment
- Performance Targets
- Implementation Actions

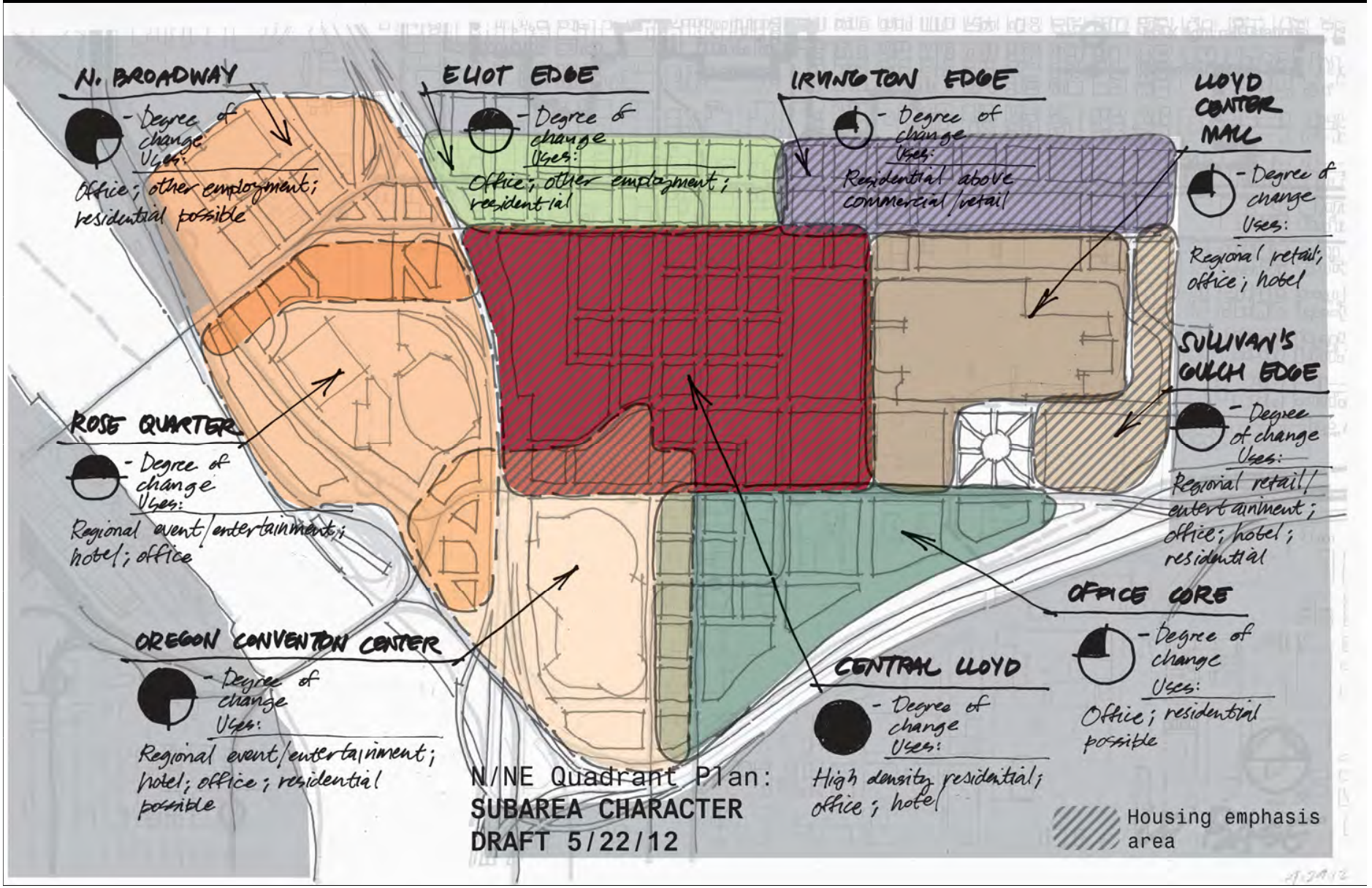
Lloyd District Goal (pg. 26)

Foster the growth of the Lloyd District into the intensely urban eastside center of the Central City.

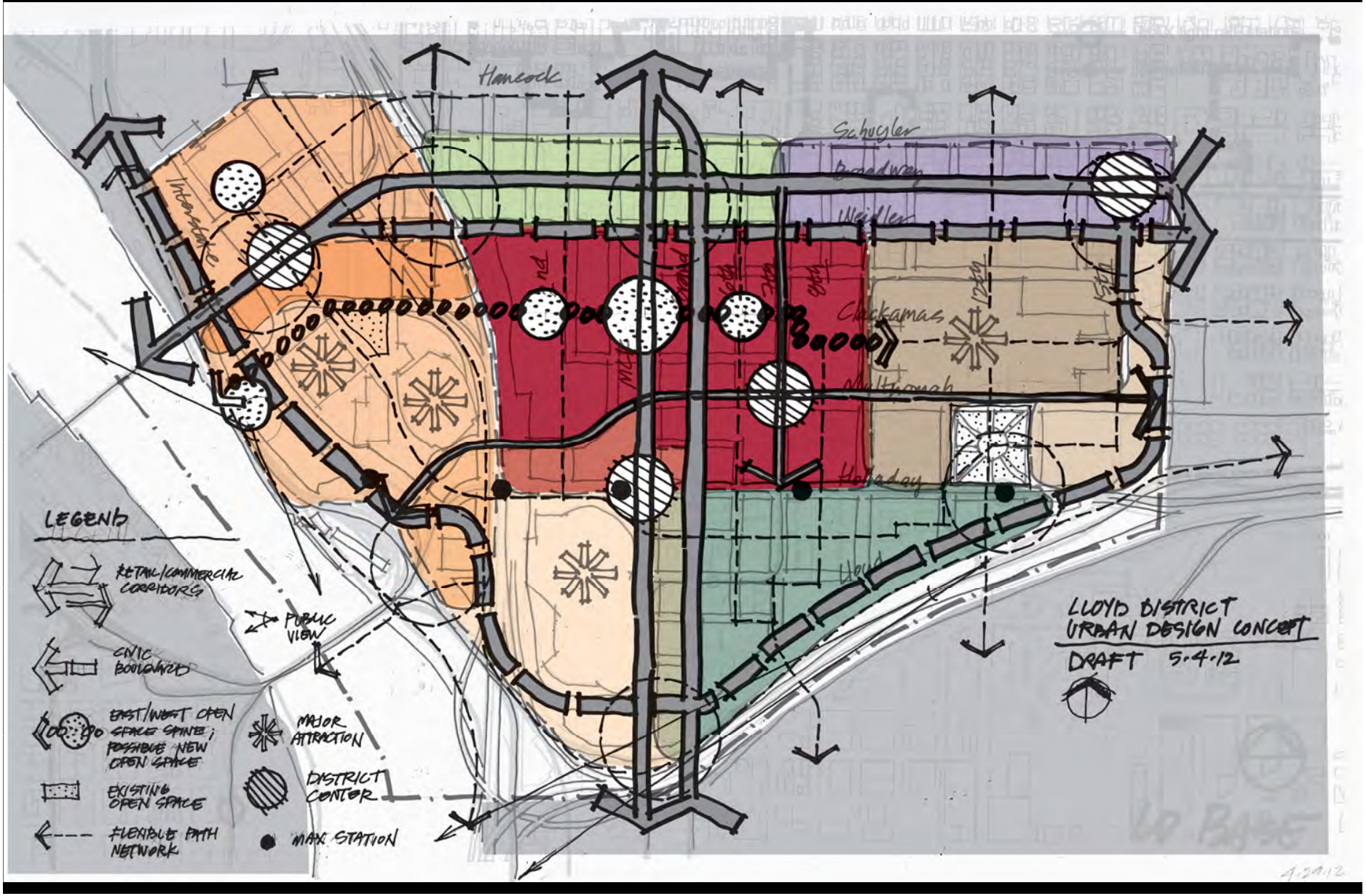
Capitalize on the district's regional attractions, high quality transit and connections to create one of the most vital and livable districts in the Central City, with a strong employment base, successful residential community and a variety of urban amenities.

Develop the district as a complete and sustainable community with well-designed open space, streets, and high-performance green buildings and infrastructure.

Lloyd District Subarea Character



Lloyd District Concept



Lloyd District
Policy and Action Examples

Regional Center: Economy and Innovation (pg. 28)

Policies

- Support employment growth, regional attractions and tourism
- Encourage high density development
- Promote area as sustainable district

Target: Add 10,000 new jobs by 2035 (55% growth)

Actions

- Zoning and height changes to encourage development
- Develop Convention Center hotel strategy and regulatory incentives for convention center supportive uses



Lloyd District
Policy and Action Examples

Housing and Neighborhoods (pg. 31)

Policies

- Encourage significant new housing development meeting needs of a diverse population
- Develop a complete neighborhood

Target: Add 5,000 new housing units by 2035 (5x more than today)

Actions

- Develop regulatory tools to encourage housing development
- Improve function and safety of Holladay Park



Lloyd District
Policy and Action Examples

Transportation (pg. 35)

Policies

- Invest in and manage the system for better safety and operations
- Support the use of non-auto modes
- Strengthen the role of parking management; preserve on-street parking in retail areas

Target: Achieve 70% non-SOV commute mode split (44% today)

Actions

- I-5 Broadway/Weidler Improvements
- Develop parking management strategies, including event parking
- Make pedestrian safety and parking improvements on MLK/Grand and Broadway/Weidler



Lloyd District
Policy and Action Examples

Urban Design (pg. 39)

Policies

- Improve vibrancy, connectivity and street character
- Develop a signature open space system
- Activate the riverfront and improve access to the river
- Provide sensitive transitions to adjacent neighborhoods

Actions

- Update 1991 design guidelines
- Develop public open space strategy (acquisition, improvement)
- Revise height regulations to “step down” to adjacent neighborhoods



Lloyd District
Policy and Action Examples

Environment (pg. 43)

Policies

- Encourage leadership and innovation in sustainability
- Increase tree canopy and use of green infrastructure (i.e. eco-roofs, vegetated stormwater facilities)
- Enhance natural resources – river banks and Sullivan's Gulch

Target: Achieve 15% tree canopy (10% today)

Actions

- Update natural resource and greenway regulations
- Coordinate capital investments to support EcoDistrict and district energy
- Develop a tree planting strategy



Lower Albina District Goal (pg.47)

Strengthen Lower Albina as an industrial and employment area by reinforcing the working harbor and providing for diverse employment and development opportunities.

Enliven historic Russell Street with mixed-use and commercial activities that are compatible with industrial and employment uses.

Lower Albina Concept



Lower Albina
Policy and Action Examples

Regional Center: Industrial and Employment Sanctuary (pg. 48)

Policies

- Protect the working harbor
- Increase employment densities and range of activities allowed
- Foster role as small business incubator

Target: Add 1,000 new jobs by 2035 (50% growth)

Actions

- Zoning changes to increase flexibility for commercial uses on Russell Street and for compatible office uses east of UP railroad
- Develop parking strategy (new)



Lower Albina
Policy and Action Examples

Transportation (pg. 50)

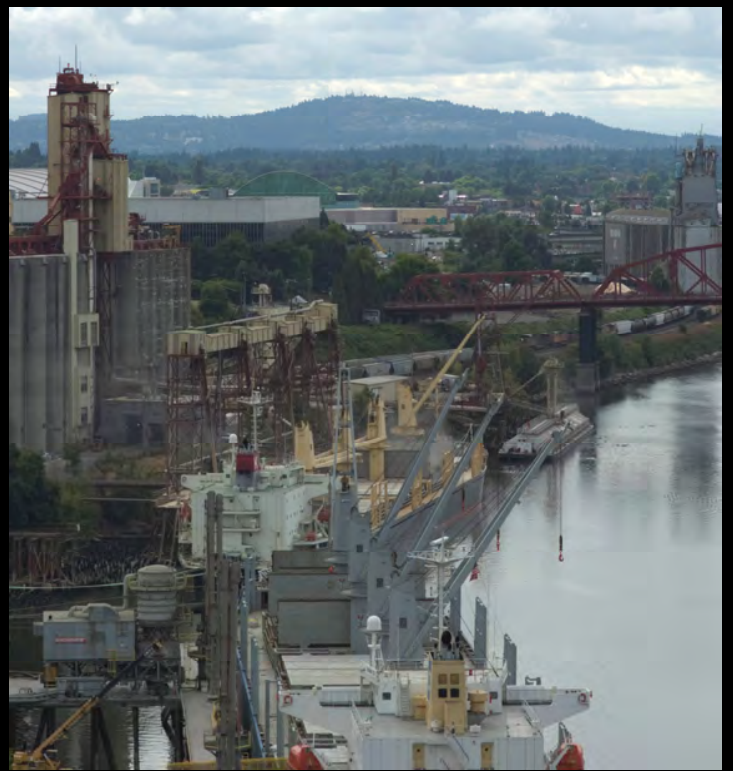
Policies

- Prioritize freight movement to support industrial activity
- Improve multi-modal connectivity through area and to other districts

Target: Achieve 40% non-SOV commute mode split (18% today)

Actions

- Study options for rebuilding/reuse of Larrabee Street ramp
- Develop street design plan for “the strand”; consider alternative routes
- Rebuild River Street



Lower Albina
Policy and Action Examples

Urban Design (pg. 52)



Policies

- Preserve historic structures and culturally significant resources
- Strengthen the character of Russell Street
- Preserve and enhance industrial character

Actions

- Prepare and assist in documenting historic properties
- Improve character under freeway at Russell and Fremont Bridge
- Improve appearance of publically-owned storage yards

Lower Albina
Policy and Action Examples

Environment (pg. 54)

Policies

- Support natural resource objectives of River Plan / North Reach
- Encourage sustainable design in infrastructure and buildings

Target: Achieve 10% tree canopy (6% today)

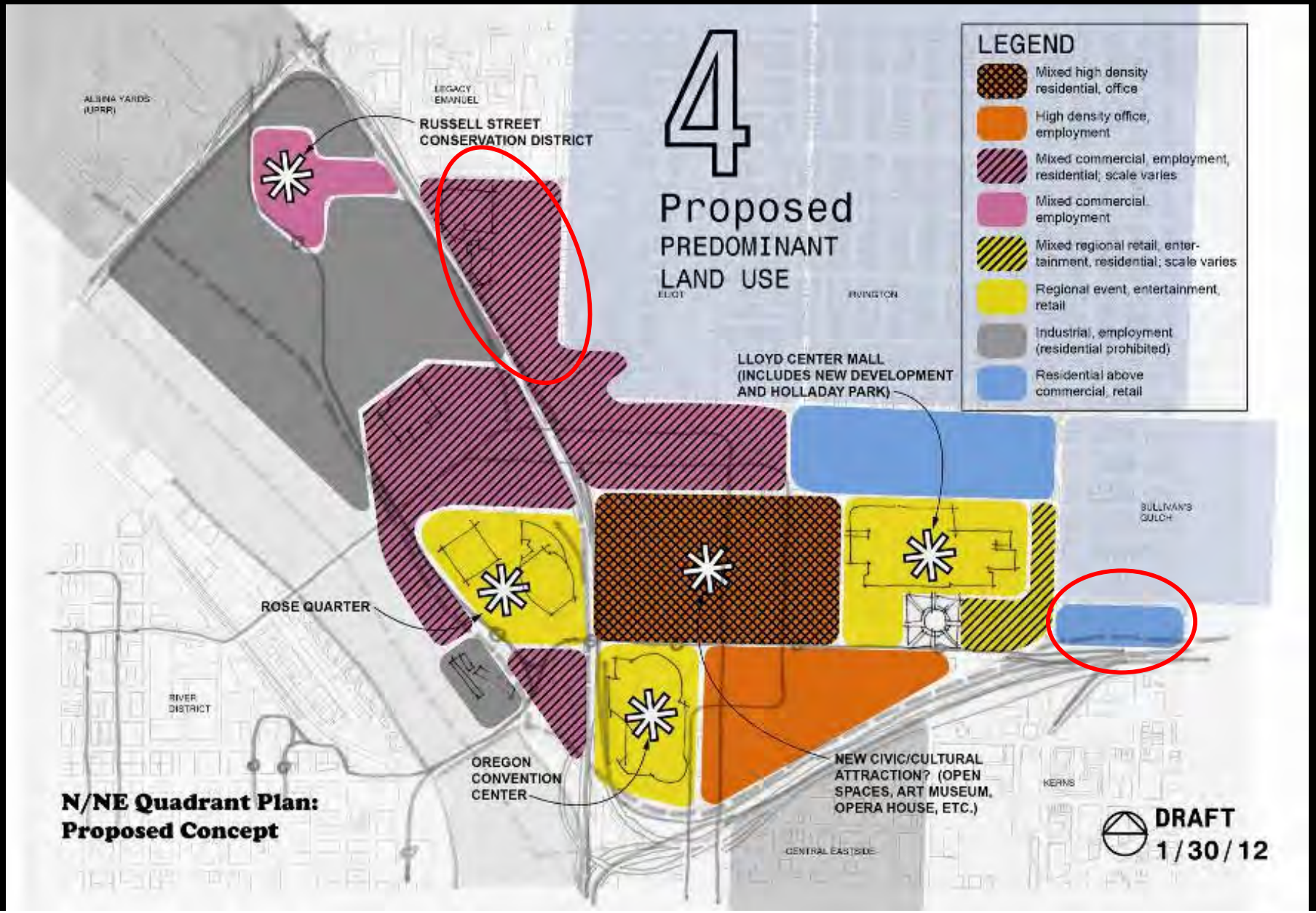


Actions

- Update greenway regulations as part of River Plan / North Reach process (pending final court decision)
- Develop strategy to add trees and sustainable stormwater approaches



Study Areas


4
Proposed
PREDOMINANT
LAND USE
LEGEND
Mixed high density residential, office
High density office, employment
Mixed commercial, employment, residential; scale varies
Mixed commercial, employment
Mixed regional retail, entertainment, residential; scale varies
Regional event, entertainment, retail
Industrial, employment (residential prohibited)
Residential above commercial, retail
RUSSELL STREET CONSERVATION DISTRICT
LLOYD CENTER MALL (INCLUDES NEW DEVELOPMENT AND HOLLADAY PARK)
ROSE QUARTER
OREGON CONVENTION CENTER
NEW CIVIC/CULTURAL ATTRACTION? (OPEN SPACES, ART MUSEUM, OPERA HOUSE, ETC.)
ALBINA YARDS (UPRR)
LEGACY EMANUEL
ELIOT
IRVINGTON
SULLIVAN'S GULCH
KERNS
CENTRAL EASTSIDE
RIVER DISTRICT
N/NE Quadrant Plan:
Proposed Concept
DRAFT
1/30/12

Study Area Example Actions

No formal policies for areas outside of Central City plan boundary

North Banfield Portal

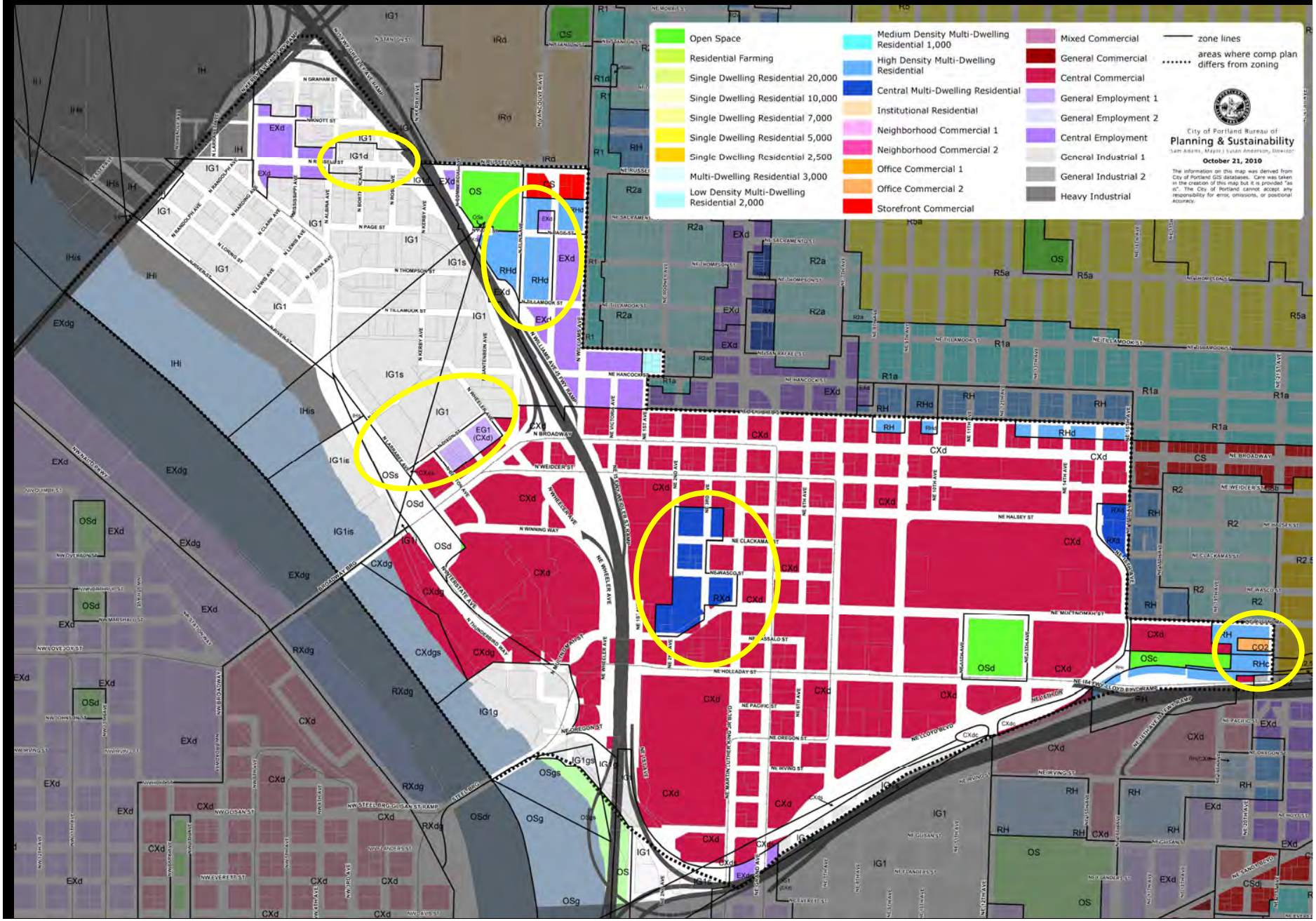
- Zoning change at 21st and Multnomah to encourage redevelopment
- Evaluate natural resource mgmt options for Sullivan's Gulch (as part of Central City-wide process)

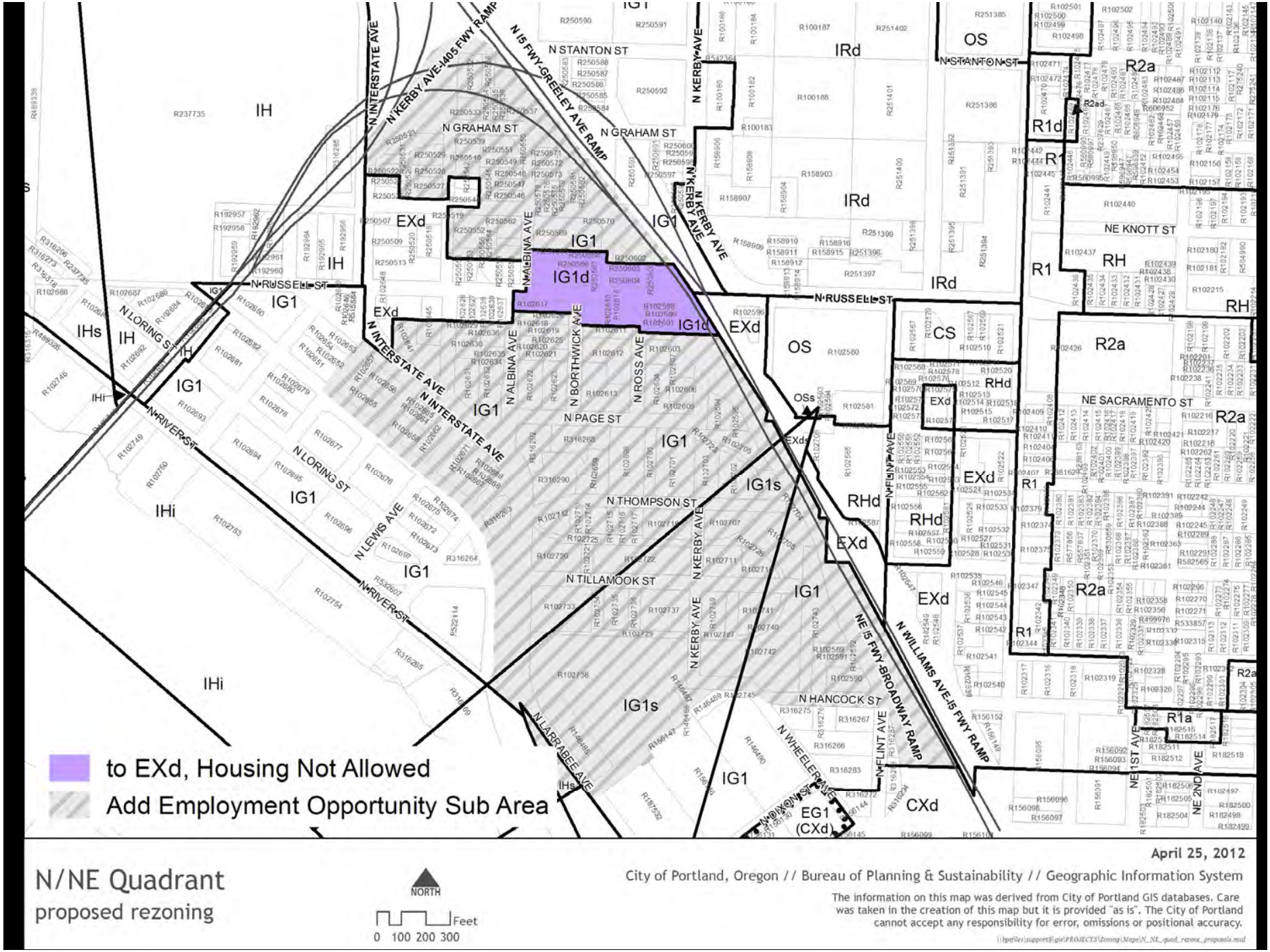
Vancouver/Williams Corridor

- Zoning change to allow broader range of uses to support existing uses in area
- Prepare National Register documentation for Cornerstones of Community inventory
- Address traffic issues related to proposed I-5 overcrossing at Hancock

Specific Zoning and Height Proposals

Existing Zoning Designations & Proposed Changes




to EXd, Housing Not Allowed
Add Employment Opportunity Sub Area
N/NE Quadrant
proposed rezoning
NORTH
Feet
0 100 200 300
April 25, 2012
City of Portland, Oregon // Bureau of Planning & Sustainability // Geographic Information System
The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.
N STANTON ST
N GRAHAM ST
N KERBY AVE-I405 FWY RAMP
N I5 FWY-GREELEY AVE RAMP
N INTERSTATE AVE
N KERBY AVE
N RUSSELL ST
N ALBINA AVE
N BORTHWICK AVE
N ROSS AVE
N PAGE ST
N LORING ST
N RIVER ST
N LEWIS AVE
N THOMPSON ST
N TILLAMOOK ST
N HANCOCK ST
N LARRABEE AVE
N WHEELER AVE
N FLINT AVE
N WILLIAMS AVE-I5 FWY RAMP
NE I5 FWY-BROADWAY RAMP
NE KNOTT ST
NE SACRAMENTO ST
NE 1ST AVE
NE 2ND AVE
IH
IHs
IHi
IG1
IG1d
IG1s
EXd
EXds
IRd
OS
OSs
CS
CXd
EG1 (CXd)
RH
RHd
R1
R1d
R2a
R2ad
R1a

Revised Lower Albina Zoning Proposal

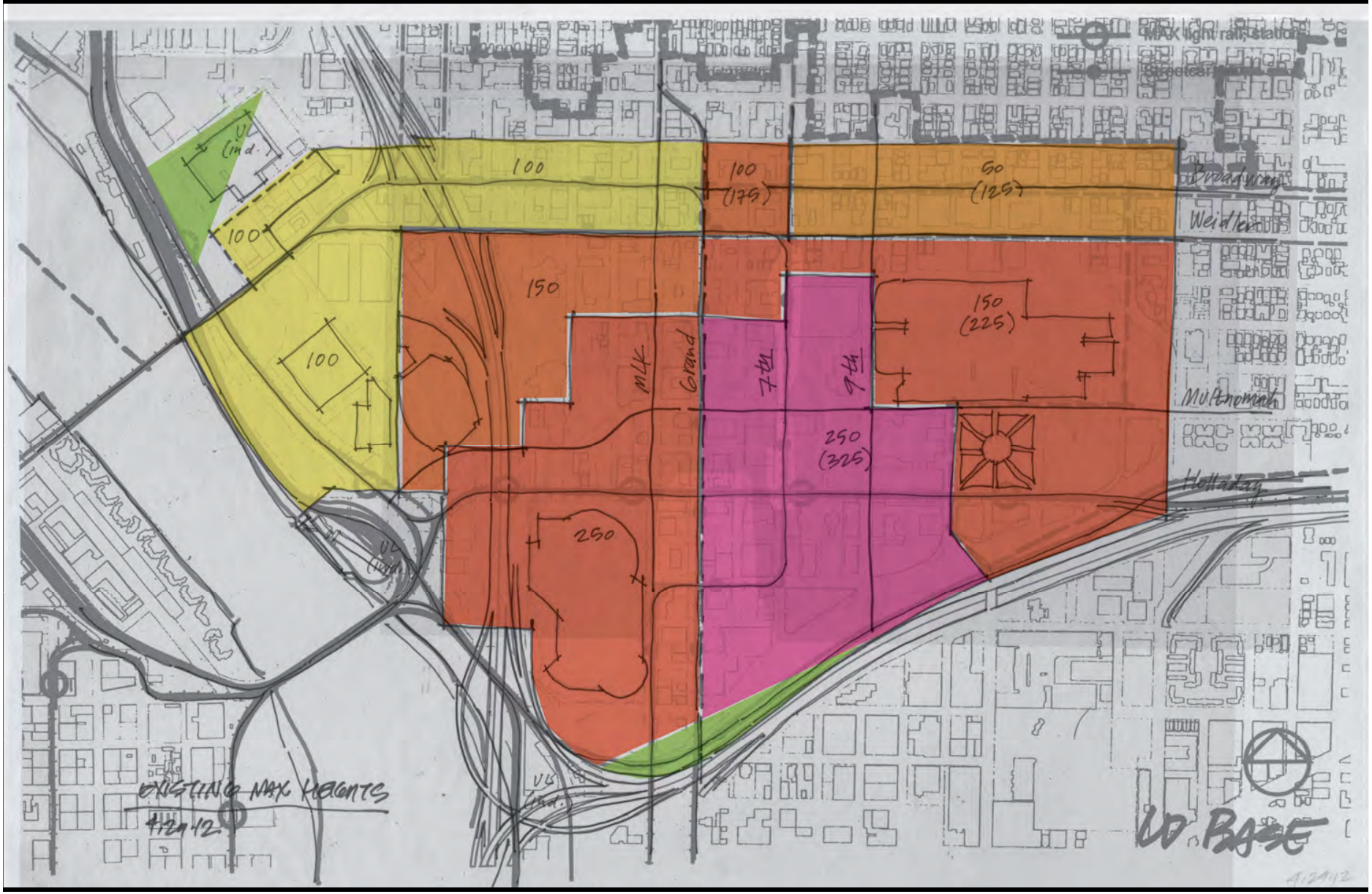
Amend action RC3 (pg. 49) to make Employment Opportunity Subarea regulations contingent on a parking strategy.

Proposed language to be added:

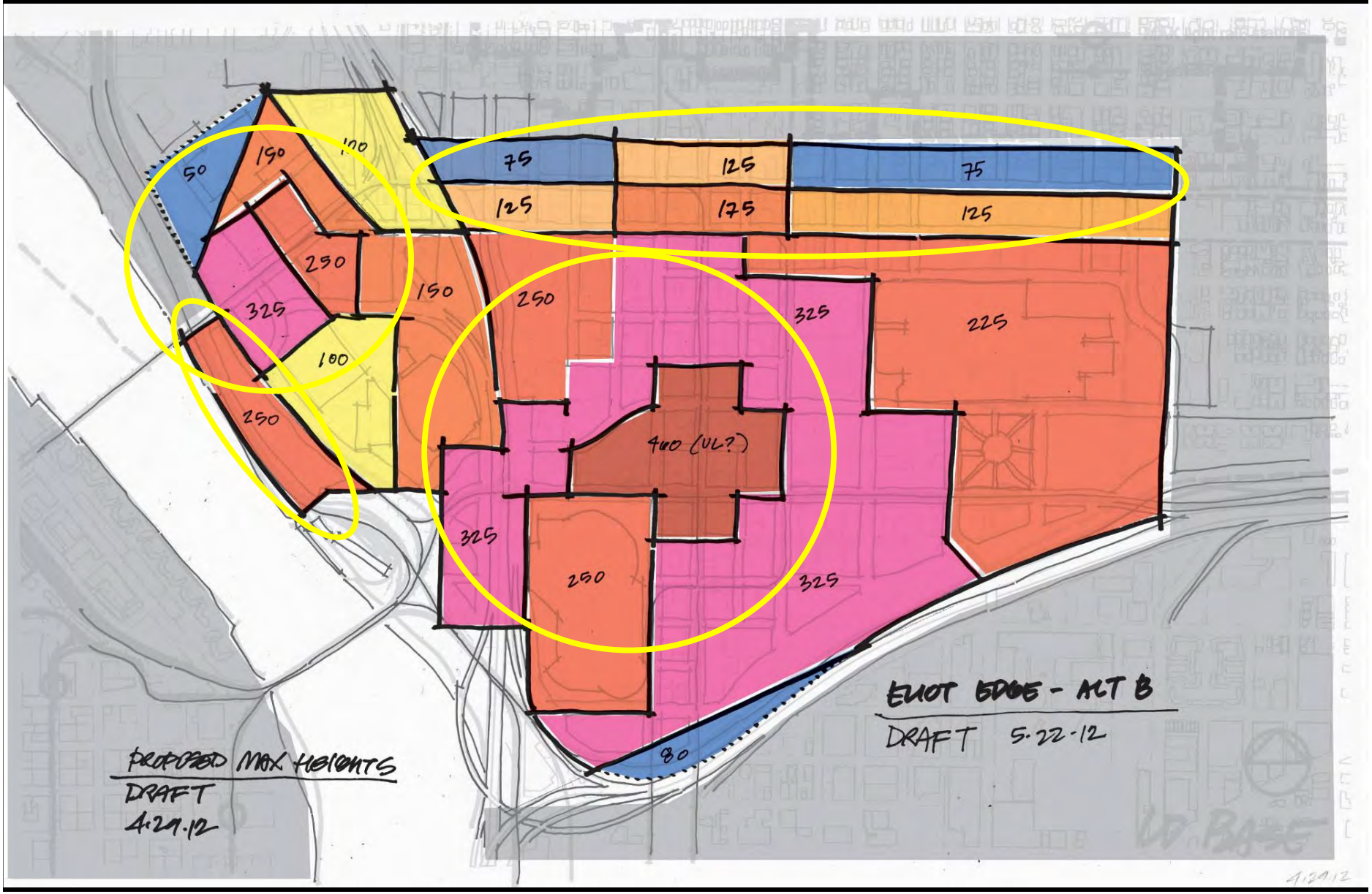
"Implementation of the Employment Opportunity Subarea regulations is contingent on developing a Lower Albina parking strategy that explores off-street parking facilities for workers and visitors and on-street parking strategies."

Implementers: BPS, PDC, PBOT, private

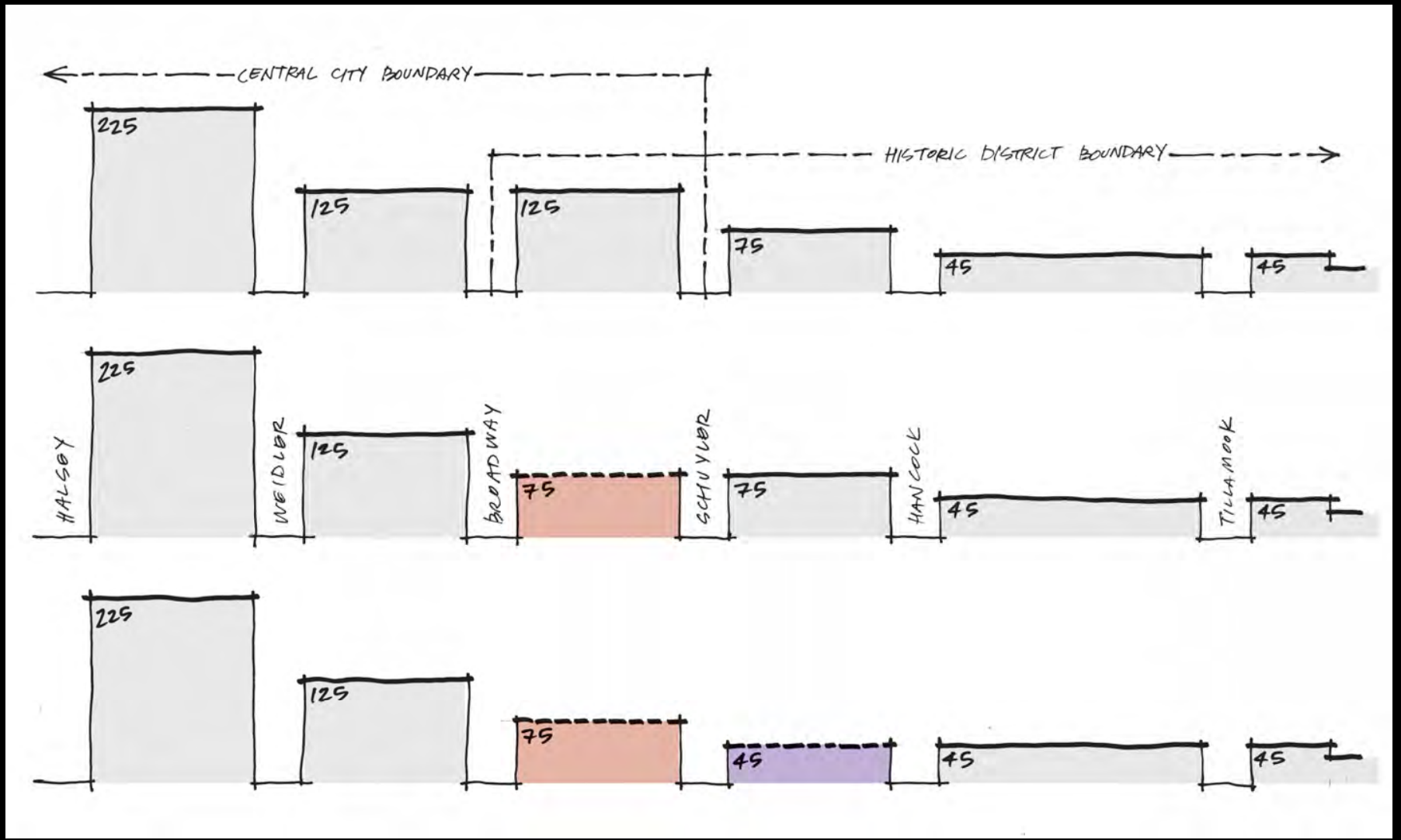
Existing Height Limits



Proposed Height Limits (including bonuses)



Revised Irvington Edge Height Proposal



Revised Irvington Edge Height Proposal

New Lloyd action, UD10 (pg. 42):

"Recommend that the existing 75' height limit between NE Schuyler and NE Hancock and NE 7th and NE 16th in the Irvington Historic District be reduced to 45' as part of the Comprehensive Plan update process. The height limit change is in response to the creation of the Irvington Historic District in 2010 and the policy need to retain multi-family housing potential in this corridor."

Implementer: BPS

Clarifying Questions

Public Comment

SAC Discussion

SAC Action #1

Do you support the revised recommendation on Lower Albina zoning proposals?

SAC Action #2

Do you support the revised recommendation on Irvington Edge height proposals?

SAC Action #3

Do you endorse the draft N/NE Quadrant Plan?

Next Steps

- Additional comments due by July 9
- Revised plan published in mid-July
- Aug 2 SAC Meeting: final SAC recommendations and report



Public comments received between June 7th and June 28th, 2012.

Ron Swaren (via email, 6/9/12)
I think the proposal from ODOT to rearrange the interchanges at 1-5 in the Rose Quarter is a very good project. It benefits all parties. Adding a lane each way on I-5 will significantly reduce congestion. And there are provisions for other users as well. But the added lanes are critical for this to be a worthwhile project. I hope you proceed.

Debbie Peterson (via email, 6/9/12)
I am requesting that you widen I-5 at the designated choke points. I often drive I-5, and am concerned about the parking lot that is known as I-5. The pollution, loss of dollars is a concern and is a problem that can be solved - should have been solved decades ago.

Thank you for interest in this long-standing problem. I am hopeful that it will be solved in an expedient manner (unlike the faulty CRC Project).

Phone-in comment received by Dave Davis, Ask ODOT (6/11/12)
A gentleman called this morning to voice his support of the North/Northeast Quadrant Project on I-5 in Portland. He said he felt the project is a good one and will eliminate a choke-point for traffic that should increase the efficiency of the traffic flow exponentially. "It's a good project."

Margaret Tweet (via voicemail message to BPS staff, 6/13/12)
I live in Washington State and travel to Portland to visit relatives and to go to OHSU medical facilities. I like the idea of the freeway project because it will improve conditions for traveling through the area. I am not aware of investments in the freeway for a long time and think it is needed.

Susan (via voicemail message to BPS staff, 6/25/12)
I wanted to leave comments related to issues about sustainability - I understand Portland is leading the effort, but I think we could do more to use up empty buildings in the downtown area for businesses rather than having to build out in other communities especially like the proposal with the Lloyd Center. We cannot keep using more land and leaving other buildings vacated, and that is not going to make it [downtown] catch up in the future since it's only going to deteriorate or be abandoned with vandalism.

The other thing in terms of livability is building thicker walls. I know there is a huge push with trimet to have transportation closer to where people live. But instead of building thicker walls, thinner walls are used in a very enclosed and much more dense space. In terms of livability that is a huge issue since you can always hear your neighbors and are affected by smoke and other issues. Thank you.

From: "Bob Sallinger" <bsallinger@audubonportland.org>
Date: Thu, 28 Jun 2012 10:18:29 -0700
To: 'Sam Imperati'<samimperati@comcast.net>
Cc: <Mindy.Brooks@portlandoregon.gov>; <joe.zehnder@portlandoregon.gov>
Subject: NE Quadrant Meeting

Sam,

I don't have time to go through the NE Quadrant information right now due to the insanity with WHI. I won't be there tonight since I am heading to Goldendale...already a day late. However I wanted to flag a couple of things that are of concern.

1) The tree targets are in my opinion too low. I think the document should reference the tree targets that are in the urban forestry plan for certain land use types as the ultimate objective for each part of the landscape in question and also set interim targets for the time period covered by the plan. The numbers I have seen in recent documents seem very low even for interim targets.

2) The documents should encourage bird friendly building design. Audubon, the City and USFWS just produced Bird friendly Building Design Guidelines. The includes building buildings that reduce strike risk and also reducing light polution.

3) The plan should include specific targets for ecoroofs and other green infrastructure from the watershed plan.

4) There should be strong language to protect undeveloped river banks and riparian buffers (very little in this area of the city I know) and also strong language to restore developed banks when redevelopment occurs. This should apply on all riverbank regardless of whether they are ranked high, medium or low.

Bob

Bob Sallinger
Conservation Director
Audubon Society of Portland
5151 NW Cornell Road
Portland, OR 97210

(503) 292-9501 ext. 110

Help Save West Hayden Island Wildlife Area! Hundreds of acres of forest, meadow and wetlands at risk of being converted to parking lots! Go to http://www.facebook.com/home.php?#!/pages/Save-West-Hayden-Island/136664296349832?ref=ts

From: Cathy Galbraith [mailto:cathyg@visitahc.org]
Sent: Thursday, June 28, 2012 12:20 PM
To: 'Karl' 'Lisle'
Cc: 'Warwick, Mike'; 'Dean P. Gisvold'; 'Betsy & Rich'; melissaicm@comcast.net
Subject: Tonight's N/NE Q meeting

Hi Karl –
I have a major schedule conflict with tonight's meeting & can't attend. The comments I submitted for the last meeting remain the same - - especially regarding the heights at the Eliot and Irvington edges - - they should be the same for both neighborhoods, to better transition to the residential properties north of Broadway.

I read through the packet; there are a couple of differing statements regarding African American resources in the Vancouver/Williams Rezone discussion (6/18 Draft report), page 83. It says "There are also several structures that are part of the Cornerstones inventory…"; on the very next page it says "There are a number of properties…" In fact - - every house on N Williams, Vancouver and Flint Avenues, and N Page Street within the boundary was determined in the original inventory to have significant associations over time; the Billy Webb Elks Lodge and Urban League building on N Williams are also significant, as you know. (The Cornerstones map does not show this very clearly, given its scale.) There are also some African American historic resources in the Russell Street Conservation District, as noted.

I continue to question what actual measures and steps will be taken to minimize and avoid gentrification - - this arises multiple times in the draft document. There simply is no substance in any of the discussions.

I also share the continuing concerns of the owners of the Paramount Apartments and the Left Bank. I don't think enough consideration has been given to the likely "unintended consequences" of the transportation plans at these locations.

Thanks very much –
Cathy

Cathy Galbraith, Executive Director
Bosco-Milligan Foundation/Architectural Heritage Center
701 SE Grand Avenue
Portland, OR 97214

503-231-7264
www.VisitAHC.org
Portland Preservation Blog
http://portlandpreservation.wordpress.com/

June 27, 2012

Dear SAC Members,

On behalf of the Oregon Trucking Associations' members, I would like to provide the following comments regarding the N/NE Quadrant and I-5 Broadway Weilder Plan. The Oregon Trucking Associations, Inc (OTA)., the only association representing trucking in Oregon and has members with many different types of operations, including general commodities, sand and gravel, forest products, household goods, bulk, heavy haulers, warehouse, and local cartage. OTA members are part of a network of carriers that drive Oregon's highways to deliver freight and the project area is a critical corridor where the reliability has significantly deteriorated.

Over the last six months I have discussed with OTA members in every corner of the state that the end product of this two year process is the possibility of a future addition of a north and south bound auxiliary lane in this section of the corridor. A corridor that according to the American Transportation Research Institute Bottleneck Report is ranked 35th out of the top 250 bottlenecks in the country. They expressed the same fundamental concerns that OTA outlined in our comments on March 13, 2013. OTA members put safety first, investing in improved driver training programs and advanced safety technologies. They actively participate in industry safety initiatives at the local, state and national levels and the direction the committee has taken to address our mutual safety goals in the project area are disappointing.

Today I want to reiterate OTA's concerns by reminding the committee that the project team's research (presented on December 8, 2011) indicated that the crash rate in the project area is three times what it is in the Terwilliger curves. From 2005 - 2009, there were 472 crashes reported in the study area and the crashes are due to short weaving sections, conflicting movements and friction from through movements, problems which are only minimally being addressed through the current plan. On page 2 of the June 7, 2012 - Facility Plan the data presented describes the problems in the project area and again confirms our safety concerns. Unfortunately the safety and reliability needs of the freight community and the motorists that travel the corridor have been seriously discounted throughout this process.

OTA has long supported a balanced transportation system throughout Oregon and has been actively involved in discussions in the Portland region where significant investments have been made in alternative transportation. While we applaud these efforts, we believe it's time to balance the investments in our transportation system and invest in improving safety in the I-5 Broadway Weidler/N/NE Quadrant.

The trucking industry in Oregon plays a significant role in the economy. There are over 6,190 trucking companies based in Oregon, most of which are small and locally owned. These companies provide one out of 16 jobs (85,050) in Oregon, paying wages totaling over $3.8 billion. The trucking industry also 'invests' over $486 million in federal and state roadway taxes and fees each year. For OTA and its members, the facts are clear: We need to invest in the asset. It's time to relieve the pressure this quadrant is under by improving safety and reliability in the project area. This will ultimately enhance the economic strength of the region.

Sincerely,

Debra Dunn

Debra Dunn
President

Oregon Trucking Associations, Inc.
4005 SE Naef Rd., Portland, OR 97267
Phone: 503. 513.0005 Fax: 503.513.9541
www.ortrucking.org

PORTLAND PUBLIC SCHOOLS
Office of School Modernization

June 28, 2012

Central City North/Northeast Quadrant Plan Stakeholder Advisory Committee and project staff,

Thank you for the opportunity to comment on the N/NE Quadrant Plan Review Draft. Congratulations on your efforts to date as they reflect the significant time, effort, and interest you and community members have in this area of Portland.

As you know Portland Public Schools' (PPS) central office and warehouse facilities (Blanchard Educational Services Center – aka "Blanchard site") are located within the planning area of the North/Northeast Quadrant Plan as is the Harriet Tubman School. The comments below relate to policies and implementation actions of the Draft Plan that would affect the current and future operations of these facilities.

Transportation: I-5 Broadway/Weidler Interchange Improvements Report
The N/NE Quadrant Plan needs to consider the operational and safety impacts to N. Dixon St. from the connection of N. Dixon St. with NE Hancock St. The I-5 Broadway/Weidler Interchange Improvements Report identifies (page 53) identifies "Option 3 Vancouver + Hancock/Dixon" as the preferred street configuration for the local street improvements to be made in conjunction the I-5 interchange improvements identified in the same report. While the N. Dixon St. connection with NE Hancock St. would provide an east-west, non-arterial street connection that avoids the I-5 interchange area, **making such a street connection without corresponding improvements to streets receiving additional traffic from the street connection is unacceptable.**

PPS's operations at the Blanchard site require the existing on-street parking N. Dixon St. provides for employees and the numerous other PPS employees and visitors to the Blanchard site coming from elsewhere in the city on a daily basis. Neither the Draft I-5 Broadway/Weidler Interchange Improvement Report or the N/NE Quadrant Draft Plan identify how the additional traffic from a NE Hancock St. connection would be accommodated with the existing street improvements in the existing right-of-way.

The "Proposed Street & Development Character" graphic on page 19 of the Draft Plan shows the N. Dixon and NE Hancock street connection as a "flexible" street "connection". "Connection" is later defined as "pedestrian and bicycle connections on existing public streets to open spaces, key destinations within and beyond the N/NE Quadrant". The preferred Vancouver + Hancock/Dixon connection would divert a significant portion of the north/south bicycle traffic currently using NE/N Broadway on to N. Dixon St. creating potential conflicts between vehicular traffic using N. Dixon and the four local street connections with N. Dixon (N. Wheeler Ave., N. Ross Ave., N. Benton Ave., N. Larabee Ave.). Vehicular traffic seeking to bypass N. Broadway will also use this connection to make their way to N. Interstate Ave.

While the PPS has previously stated that central office and warehouse operations no longer need to be performed from a central location such as the Blanchard site, there are no immediate plans to move

from the Blanchard site until there is a revenue neutral solution that would allow central office/warehouse functions to be moved from the site.

Street improvements to N. Dixon St. will likely be evaluated as part of any future redevelopment of the Blanchard site. However, we must entertain the prospect of existing PPS operations continuing at the Blanchard site for the foreseeable future, possibly beyond the time of the proposed "North of Broadway Options" have been implemented.

We believe "Option 4. Flint" identified (Figure 28, page 47 of the Draft I-5 Broadway/Weidler Interchange Improvements Report) would better support short and long term operation of the PPS Blanchard site. The proposed connection of N. Dixon St. to N. Vancouver Ave. would occur through a couple of intersections providing traffic slowing opportunities and providing greater sight distance opportunities of traffic south bound on N. Wheeler Ave. The straight alignment between NE Hancock St. shown in Option 3 and N. Vancouver St. shown in Option 5 would increase traffic sped on N. Dixon St. as traffic makes its way to N. Interstate Ave. and would pose operational challenges to the current use of the site through the straight alignment of the streets especially if done without improvements in the N. Dixon right of way to accommodate additional bicycle traffic.

The "Flint" option provides this connection with an offset alignment thereby slowing traffic. The grade difference between N. Flint St. and N. Wheeler St. is substantial. The intersection of N. Wheeler with the proposed N. Vancouver Avenue realignment in the "Flint" option should be mindful of this grade difference and identify adequate speed control for this intersection.

Even with lower traffic speeds and volume of the "Flint" alternative, improvements to N. Dixon St. would be needed for reasons noted with the Vancouver + Hancock/Dixon.

Transportation: Draft Plan Policies & Implementation Actions
We support investment into transportation infrastructure for the reasons noted in the transportation policies identified on pages 35 and 36 of the Draft Plan and presume the investments identified in the Recommended Elements of the I-5 Broadway/Weidler Interchange Plan Improvements would primarily be investments by PBOT and ODOT and improvements triggered by the Zoning Code of new development be the responsibility of private property owners.

It is unclear (and understandably beyond the scope of a quadrant plan) who might be responsible for the local street improvements being contemplated to compliment the I-5 interchange plan improvements. It would also be useful to have some general sense of how the proposed improvements would impact the development potential of properties proposed for rezoning in the implementation actions.

As the proposed improvements of the I-5 Broadway-Weidler Interchange Improvement Plan further develop, it will also be useful to keep interested property owners informed of any right-of-way implications from this effort and any impact of available traffic trips these improvements would affect.

We support the implementation action TR12 to study the feasibility of adding a new light rail station on the Yellow line near Dixon to serve the N. Broadway area and PPS Blanchard site.

District Boundaries
PPS supports of the Draft Plan's proposal to include the Blanchard site in the Lloyd District, removing it from the Lower Albina District (Implementation action RC1 of both the Lloyd and Lower Albina Districts).

As Appendix B on page 63 notes, the current office use of the Blanchard site is non-industrial and is separated from industrial uses to the north be a steep slope. Additionally, future redevelopment of the Blanchard site is better supported by the proposed predominant land uses of the N/NE Quadrant Plan that more closely aligns with the Lloyd District.

Proposed Zoning
Blanchard Site
PPS is in support of the proposed zone change from the current General Industrial (IG1) of the Blanchard site (and associated properties) to Central Employment (EX) and from General Employment (EG1) to Central Commercial (CX) for properties south of the Blanchard building (as identified in Map B1). We presume the designation of the design "d" overlay to the Blanchard site would be to require design review to the Design Zone of the Lloyd District.

We are also supportive of the master planning process for the redevelopment of the Blanchard site as part of redevelopment to address street and pedestrian connectivity, open space, scenic views, and transition to adjacent industrial uses. A master plan would allow greater flexibility in the design for redevelopment of the Blanchard site and the establishment of development parameters for phased development.

The explanation of Implementation Action RC2 in Appendix B (page 64) characterizes the Blanchard building as "structurally challenged due to deferred maintenance". We are not aware of any study that characterizes the BESC in this way. The same paragraph characterizes the Blanchard building as "functionally obsolete due to downsizing of headquarter functions by PPS". The operations conducted by PPS in the Blanchard building are not obsolete. Rather, the departments that operate from the BESC can do so effectively without being in same building.

Scenic Overlay Zone
As you know, a portion of the Blanchard site is within a scenic overlay zone. We agree with implementation measure UD4's recommendation to evaluate the quality and uniqueness of existing view corridors in light of their potential impact on redevelopment through due to height restrictions. It seems likely that redevelopment of the Blanchard and adjacent sites will provide a number of opportunities for the designation of new view corridors. This evaluation should happen concurrently with and inform the rezoning process identified in Implementation Action RC2. We presume the conditional use master plan process that allows the creation of site specific development standards could be used to allow a variation of building heights above the proposed 100-foot height limit especially if the height restrictions of the scenic overlay remain on the Blanchard site.

Harriet Tubman School
We support the proposed rezoning of portions of 4 blocks between I-5 and N. Williams from RH to EXd as identified in the Vancouver/Williams Corridor Study Area of the Draft Plan. This area includes Harriet Tubman School. EX zoning would allow school use outright and greater options for future uses of the property.

Housing Implementation Actions
We are supportive of Implementation Action HN7 (monitor residential population growth and the related school needs of the district). We've begun work with the Bureau of Planning and Sustainability to look at the longer term housing development potential of the district overall. This in combination with PPS's enrollment forecasting conducted by Portland State University's Population Research Center and the addition of Metro household forecasts later this year will improve enrollment forecasting throughout the District including the Lloyd District area.

Lloyd District - Environment
We support implementation action GC4, investigate opportunities for serving PPS Blanchard site with district energy. Would inclusion of PPS Blanchard site in Lloyd District bring the site into the Green systems concept map (page 22)?

Thank you again for the continued opportunity to comment on the progress of the N/NE Quadrant Draft Plan. Please let me know if you have any questions regarding the comments above.

Sincerely,



Paul Cathcart
Project Manager

TERRY PARKER
P.O. BOX 13503
PORTLAND, OREGON 97213-0503

Subject: Testimony to SAC on North/Northeast Quadrant Planning, June 26, 2012

The North/Northeast quadrant planning seems to be one step forward towards the future, and two steps backwards in providing green space and transportation planning. It is more about implementing a social engineering agenda than planning to protect our inherent freedom of choice. While building up with multiple stories makes some sense to meet the demands of unrestricted population growth; a minimum of 10 percent of the buildable land in the quadrant needs to be protected and set aside as green, permeable and open spaces where people can gather, play and enjoy recreational activities. The ultimate location for the largest expanse of this type of open space is along the river bank of the Willamette, but grassy open areas also need to be woven within the fabric of any new housing being constructed.

Several days ago I attended the re-streets presentation sponsored by PBOT. The examples depicted by representatives from MIG Inc. emphasized many times over that beautifying a street and making it truly multi-modal/multi-purpose didn't compel a negative impact to the automobile. Yet, with exceptions of the minimal improvements planned for I-5, transportation planning in this area, specifically on the surface streets, is totally obsolete and deficient as if the traffic planning being done is for the early 20th century rather than the mid-21st century or beyond. The changes planned for Multnomah Street are an example of this back pedaling.

Increased density coupled regional growth must include increased capacity for motor vehicles. Not doing so is short-sighted. The resulting increase in congestion will have a detrimental effect on the quality of life. Building up with more density must also come with required off-street parking provided by the developers. There must be some measure of height that requires a certain number of parking spaces. How a person uses their car is not the issue as it applies to residential parking. The facts are most people own a car, likewise will have one in the foreseeable future, and they need an off-street parking place when that car is not in use.

Since this area has received a new designation as the first Multi Modal Area, the term MMA must also signify Multi Modal Assessment whereby bicyclists pay the lion's share of the costs for the bicycle specific infrastructure such as the Clackamas overcrossing and the separated bikeway between Broadway and Weidler. Transit passengers too must accept more responsibility and pay a greater share of the cost of providing the service, including a portion of the capital costs. Equity requires alternative transport modes become more self-sustainable.

Finally, the citizen involvement process in Portland is broken, Using this committee as an example, there is plenty of neighborhood representation at the table, representation for the bicycle community, from the pedestrian coalition, for transit and a wealth of representation for freight interests along with some the other usual always present subjects; but the primary stakeholders that currently bankroll the majority of surface transportation projects - the motorists - do not even have a single motorist specific seat at the table. The excuses from the administration are that motorists are represented by ODOT (as if the other modes are not heavily represented by input from PBOT), and/or almost everybody drives. Nevertheless, more people walk than drive, and there is pedestrian specific representation on the committee. I find this lack of official representation for motorists a bias attempt to stifle the freedom of speech for motorist interests, needs and concerns, therefore a form of administrative discrimination.

Respectfully submitted,

Terry Parker

From: Mary Vogel [mailto:mvogelpnw@gmail.com]
Sent: Friday, June 29, 2012 9:53 AM
To: Sam Imperati
Cc: Brooks, Mindy (Planning); Zehnder, Joe; Bob Sallinger; Lisle, Karl
Subject: Comments on the SAC draft NE Quadrant Plan

Sam,
Please enter my written testimony--to compliment my verbal testimony--into the record. . . Thanks!

I'm testifying to endorse **and expand upon** Bob Sallinger's comments on the SAC draft NE Quadrant Plan. I have several relevant affiliations, but I'm testifying only on behalf of myself and my WBE, PlanGreen. I'm also an Audubon member who once played a role on its Conservation Committee.

I'm starting in reverse order:
1. Protect undeveloped river banks and riparian buffers and add strong language to restore developed banks when redevelopment occurs. When I was writing an article for Urban Land on Porltland as a model for waterfront redevelopment, one of the most impressive tools I downloaded was the ***Willamette Riverbank Design Notebook*** (done by a team chaired by Mike Abbaté, now Director of Portland Parks). I was thrilled to see a city trying to make room for other species--even in its most urban and urbanizing areas. This is a mark of true wisdom. **Please reference and utilize this unique document during implementation phase.**

2. Include specific targets for ecoroofs and other green infrastructure from the watershed plan. To this I would add that to truly follow through on Portland's world class Watershed Management Plan, any ecoroofs, bioswales, raingardens, green walls,, parks, etc., need to use the landscape to provide far greater ecosystem services than those extant today. If we use NATIVE plant communities rather than the incipient invasive species, such as Nandina, that are so greatly overused in bioswales on Portland's green streets today, we will provide habitat for the base of the food chain, our native insects. Insects are so important, not only for all the jobs they do--like pollination and detritus decomposition--but as food for the birds that provide us with additional services in keeping a balanced urban ecosystem--in addition to the beauty and delight that they provide us.

3. Reference the tree targets in the Urban Forestry Plan. Again, I believe that much more effort should be put to planting NATIVE trees. If sidewalk uplift is a potential problem, then utilize a technology such as Deep Root that will prevent it. As a Tree Crew Leader for Friends of Trees, I always compliment a homeowner who has chosen a native tree. Invariably, the other homeowners on my crew say "We would have chosen native too, if we had known." Recent Oregon Community Trees keynote speaker, Doug Tallamy, told the Chicago Tribune that while Portland is lush and beautiful, it is DEAD. That's because the overwhelming majority of our vegetation is non-native and the larvae of our native insects need native plants to complete their cycle into adults.

4. Encourage bird-friendly building design utilizing the "Resource *Guide* for *Bird-friendly Building Design*" recently published by Audubon, along with the City and USFWS.

Thank you so much for your time. And by the way, I want to say that as someone who lives downtown and walks and bikes nearly everywhere I go, I couldn't disagree more with the last speaker (Terry Parker) who called for increasing auto capacity to the level that you increase the density. That is definitely not needed and, in fact, counterproductive.
Sincerely,
Mary Vogel

Mary Vogel, CNU-A
PlanGreen
A Woman Business Enterprise/Emerging Small Business in Oregon
503-245-7858
PlanGreen
PlanGreen Blog
Sustainable Industries Column

N/NE Quadrant and I-5 Broadway/Weidler Plans

N/NE Quadrant and I-5 Broadway/Weidler Stakeholder Advisory Committee Final Report

6-28-12 Draft - Outline

This is a working draft based upon the assumption that the SAC will make recommendations in the future. It is a work in progress. The SAC has not yet voted on all of the issues. As a result, the contents are subject to change between now and the end of the process. Ultimately, the contents will conform to the SAC's recommendations, whatever they may be.

Text highlighted in yellow is for facilitator/staff follow-up

We are committed to providing equal access to information and hearings. If you need special accommodation, call the Bureau of Planning and Sustainability at 503-823-7700 (TTY 503-823-6868).

August X, 2012

Portland City Council Oregon Transportation Commission Planning and Sustainability Commission

LETTER FROM SAC Co-CHAIRS

Greetings:

N/NE Quadrant and I-5 Broadway/Weidler Plans process was a collaborative effort between the City of Portland Bureau of Planning and Sustainability, Portland Bureau of Transportation, and the Oregon Department of Transportation. From the fall of 2010 to the summer of 2012, we chaired the diverse, regional, 30-member Stakeholder Advisory Committee (SAC) as it developed its recommendations

This Report provides a summary of the process and the recommendations.

TBD

DRAFT

Respectfully Submitted,

Lloyd Lindley and Tracy Whalen, SAC Co-Chairs

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DRAFT

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MAPS

Map 1: Central City 2035 Plan Boundaries
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GLOSSARY OF KEY TERMS, ACRONYMS AND ABBREVIATIONS

BPS	Bureau of Planning and Sustainability, City of Portland
CoP	City of Portland
FAR	Floor-to-Area Ratio
ODOT	Oregon Department of Transportation
PBOT	Portland Bureau of Transportation, City of Portland
ROW	Right-of-Way
SAC	Stakeholder Advisory Committee
TDM	Transportation Demand Management
TSM	Transportation System Management
TSP	Transportation System Plan

DRAFT

ACKNOWLEDGMENTS

The Sponsors would like to acknowledge the participation and hard work of the following individuals and the organizations they represent. There are also numerous stakeholders and technical experts not mentioned below who have provided invaluable feedback to guide the process and SAC decision-making. We thank you all for your time and effort.

Stakeholder Advisory Committee Voting Members

Gary Eichman, Portland Freight Committee, Co-Chair
Lloyd Lindley, AIA Portland / ASLA Portland, Co-Chair
Tracy Whalen, ESCO Corporation, Co-Chair
Matt Arnold, Bicycle Advisory Committee
Wynn Avocette, At-large
Pauline Bradford, Interstate Urban Renewal Advisory Committee, NE Coalition of Neighborhoods
Daniel Deutsch, Alora Development
Malina Downey, UPS
Debra Dunn, Oregon Trucking Association
Dean Gisvold , Irvington Neighborhood Association
Cynthia Gomez, Latino Network
Carol Gossett, Sullivan's Gulch Neighborhood Association
Heidi Guenin, Upstream Public Health
Damien Hall, At-large
Sean Hubert, Central City Concern
Wayne Kingsley, Central Eastside Industrial Council
Wade Lange, Langley Investment Properties
Eric Lovell, Uroboros Glass Studio
Jenny Lyman, TriMet
Gary Marschke, NNE Business Association
Brock A. Nelson, Union Pacific Railroad
Jodi Parker, Building Trades/Columbia Pacific
Midge Purcell, Urban League
Owen Ronchelli, Lloyd Transportation Management Association
Wanda Rosenbarger, Lloyd Center Mall
William Ruff, Multiple property owners/developers
Bob Sallinger, Audubon Society
Phil Selinger, Willamette Pedestrian Coalition
Gary Warren, Lloyd District Community Association
Mike Warwick, Elliot Neighborhood Association
Justin Zeulner, Trail Blazers/Portland Arena Management

Stakeholder Advisory Committee Alternates/Previous Members

Ed Abrahamson, Irvington Community Association Land Use Committee
Joanna Agee, Alora Development
Mike Bernatz, Ashforth Pacific
Steve Bozzone, Active Right of Way
Brittain Brewer, Sullivan's Gulch Neighborhood
Steve Cole, Irvington Community Association Land Use Committee
Dennis Henderson, Lloyd Center

DRAFT

Doug Klotz, Portland Pedestrian Advisory Committee
Andrea Marquez-Horna, Latino Network
Heather McCarey, Bicycle Advisory Committee
Chris Oxley, Portland Arena Management
Kelly Rodgers, Coalition for a Livable Future
Bob Russell, Oregon Trucking Associations
Laurie Simpson, Elliot Neighborhood Association
Martin Soloway, Central City Concern
Joice Taylor, N/NE Business Association President
Lindsay Walker, Lloyd Transportation Management Association
Kurt Widmer, Widmer Brothers Brewing

Non-Voting Members

Lew Bowers, Portland Development Commission
Chris Deffebach, Metro
Teri Dressler, Oregon Convention Center
Jessica Engelmann, TriMet
Peter Englander, Portland Development Commission
Sara King, Portland Development Commission
Susie Lahsene, Port of Portland
Alan Lehto, TriMet
Paul Smith, Portland Bureau of Transportation
John Williams, Metro
Rian Windsheimer, ODOT
Joe Zehnder, Bureau of Planning and Sustainability

Project Staff

Stephanie Beckman, Bureau of Planning and Sustainability
Fred Eberle, Oregon Department of Transportation
John Gillam, Portland Bureau of Transportation
Diane Hale, Bureau of Planning and Sustainability
Steve Iwata, Bureau of Planning and Sustainability
Andy Johnson, Oregon Department of Transportation
Todd Juhasz, Oregon Department of Transportation
Mauricio Leclerc, Portland Bureau of Transportation
Karl Lisle, Bureau of Planning and Sustainability
Mark Raggett, Bureau of Planning and Sustainability
Nicholas Starin, Bureau of Planning and Sustainability
Tim Wilson, Oregon Department of Transportation

Project Consultants

John Cullerton, URS
Melissa Egan, Institute *for* Conflict Management
Sam Imperati, Institute *for* Conflict Management
Charles Kelley, ZGF
Alan Snook, DKS Associates
Mike Tressida, Alta Planning & Design
David Zagel, URS

FOR MORE INFORMATION PLEASE CONTACT

Portland Bureau of Planning and Sustainability	**Portland Department of Transportation**	**Oregon Department of Transportation**
Karl Lisle, Project Manager 1900 SW 4th Avenue, Suite 7100 Portland, Oregon 97201-5380 503-823-7700 nnequadrant@portlandoregon.gov	Mauricio Leclerc, Project Manger **INFO**	Todd Juhasz, Project Manager **INFO**

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HOW TO READ THIS DOCUMENT

For a high-level overview of the process and key recommendations, please read the Executive Summary.

For more detail, please read the body of the Report.

To review actual language, please go to the Appendices Table of Contents where you will find hyperlinks to the relevant documents.

Project website:
http://www.portlandonline.com/bps/index.cfm?c=52841

Thank You!

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I. Executive Summary

This Report provides an overview of the N/NE Quadrant I-5 Broadway-Weidler Plans process and key recommendations. The process utilized a collaborative approach between ODOT, the City of Portland Bureau of Planning and Sustainability, the Portland Bureau of Transportation, and the North/Northeast Portland community. The Project Team and stakeholders examined transportation and land use solutions concurrently over the course of a five-phase process. In the end, it resulted in land use and transportation changes in the quadrant that are mutually agreeable to both the City of Portland and to ODOT. The land use changes and urban design strategies for the City are documented in the North/Northeast Quadrant Plan (as part of the 2035 Central City Plan) and the transportation changes are documented in this report and ODOT's Facility Plan. Though developed within the same process, the land use and transportation improvements would result in two different groups of documents for the two partnering agencies as shown in Figure 1.

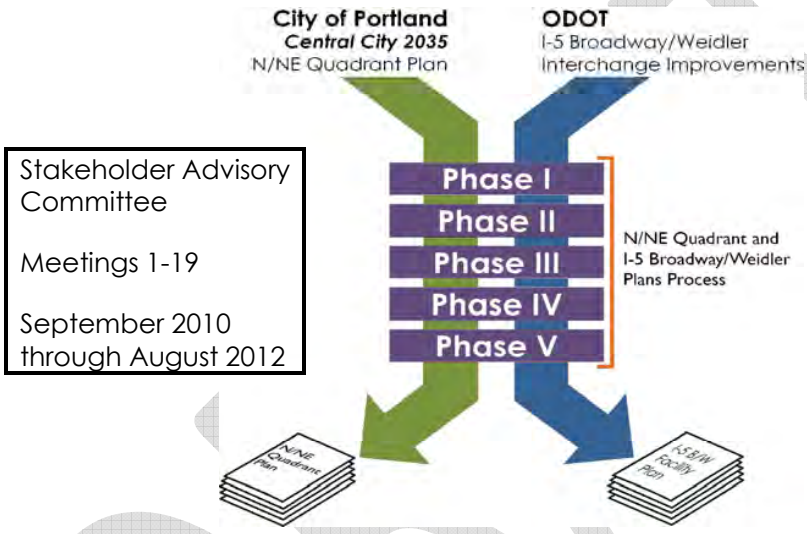

Figure 1: **Joint Effort for the N/NE Quadrant and I-5 Broadway/Weidler Plans Project: Examining Land Use and Transportation Elements Concurrently**

INSERT SUMMARY OF VOTES, MAJORITY/MINORTY REPORTS & RECOMMENDATIONS

II. Introduction and Process Overview

A) Background, Context, and Study Area Boundaries: Combining Land Use and Transportation Planning

In the summer of 2010, ODOT, PBOT and BPS (henceforth, "the Project Team") initiated a partnership to begin co-developing land use and transportation concepts for the North/Northeast quadrant of the central city (N/NE Quadrant) through an iterative process involving the public and area stakeholders. The project includes identifying specific improvements to the I-5 freeway within the overall project study area (see Figure 2), between I-84 and I-405 (at the Fremont Bridge), and improvements to the I-5 Broadway/Weidler Interchange area.

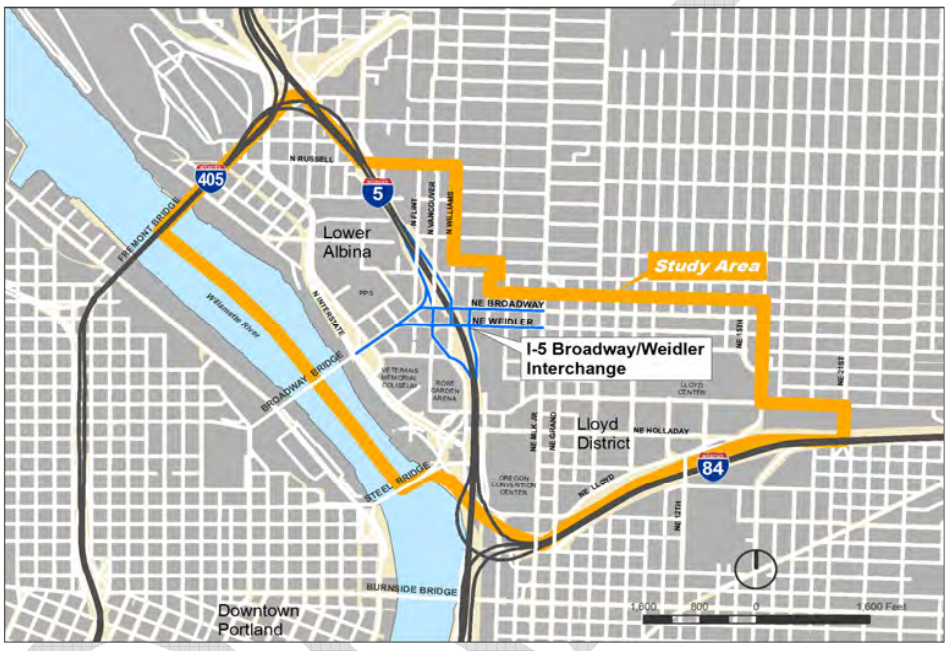

Figure 2: Study Area for the N/NE Quadrant and I-5 Broadway/Weidler Plans Project

Previous studies by ODOT and the City of Portland have attempted to address the considerable safety and operational issues of the I-5 freeway between I-84 and I-405 (Fremont Bridge). This segment of I-5 has not been improved since it was built in the 1960s and it remains one of the few sections of freeway in the region where there are only two through lanes in each direction. The safety and operational issues here derive largely from the close spacing of the I-84, Broadway/Weidler, I-405 and Greeley interchanges that occur within this short segment of I-5 and the high proportion of traffic volume entering onto and exiting from I-5 that create "weave" maneuvers between motorists entering and exiting the freeway.

This joint effort represents a new land use-transportation approach in planning improvements to urban freeway interchanges. This approach combines the planning of local strategies for land use, urban design and local transportation improvements, typically a City responsibility, with the planning of interstate freeway improvements, which is an ODOT responsibility. The project's approach for freeway improvements was to address long-demonstrated safety and operational issues that, if scaled according to community aspirations, would contribute to the continued vitality of the Central City and the mobility needs of the region and state. Due to multiple constraints, freeway improvements were to focus on existing safety and reliability issues and not necessarily increase capacity to meet future travel demands.

B) Project Goals

The following are the overall project goals were developed and adopted by the Stakeholder Advisory Committee (SAC) in January 2011. The goals guided development of the plan and provided general criteria for periodic evaluation of draft concepts, policies and action items.

> **"**This planning effort will result in integrated land use, urban design, and transportation strategies, policies and plans for the N/NE Quadrant and the I-5 Broadway/Weidler interchange that balance, complement, enhance, protect, respect, revitalize, support, and sustain economic, environmental, and social interests. The implementable plans will be consistent with the overall goals and policies of the city, region, and state.
>
> Our recommendations will be guided by our desire for:
>
> - A diverse mix of commercial, cultural, entertainment, industrial, recreational, and residential uses, including affordable housing;
> - A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system;
> - Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages;
> - Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment;
> - Equitable access to community amenities and economic opportunities;
> - Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods;
> - Protection and enhancement of the cultural heritage of the area and its sub-districts; and
> - Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses."

C) Stakeholder Advisory Committee

The Project Team involved a variety of stakeholders and interested parties in the N/NE Quadrant planning process. These stakeholders had varying levels of interest in the planning process, ranging from property owners who will be directly impacted by the plan outcomes to members of the general public who wanted to stay informed about what is happening in the Central City.

The Stakeholder Advisory Committee (SAC) was one of the primary means of ensuring that the public had opportunities to provide meaningful input into the planning process. SAC members (see table F1) were selected to represent key stakeholder interests and to create a balanced committee to guide the planning effort. All SAC members were appointed by the directors of the Portland Bureau of Planning and Sustainability, the Portland Bureau of Transportation and the Oregon Department of Transportation Region

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1 Office. The SAC was made up of 30 voting members, representing area stakeholders, including business and neighborhood associations and property owners, as well as community interests such as affordable housing, cultural heritage, the environment, economic equity, labor, urban design and transportation. Local, regional and state public agencies were also represented on the committee as non-voting members.

The role of the SAC was to advise and direct project staff throughout the planning process and to make recommendations about the project to the Portland Planning and Sustainability Commission and the Oregon Transportation Commission. SAC members were expected to report back to and solicit input from their stakeholder groups and constituencies, represent the broader interests of those groups at meetings and promote public involvement in project events.

Subcommittees of the SAC met periodically to address specific issues, such as transportation, land use and urban design. Members of the public were invited to join the subcommittee to have more in-depth participation in the process.

In all, 19 full SAC meetings and 13 subcommittee meetings were held. All meetings were open to the public and included opportunities for public comment.

Table F1: N/NE Quadrant Project Stakeholder Advisory Committee Members (June, 2012)

Voting Members			
Representative	**Interest**	**Organization**	**Alternate**
Matt Arnold	Transportation-Bicycle	Bicycle Advisory Committee	Heather McCarey
Wynn Avocette	At-large		
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	
Carol Gossett	Neighborhood Association	Sullivan's Gulch Neighborhood Association	Britt Brewer
Phil Selinger Carolyn Briggs (past)	Transportation-Pedestrian	Pedestrian Advisory Committee	Doug Klotz Erin L Kelley (past)
Daniel Deutsch	Small Developer	Alora Development	Joanna Agee
Malina Downey	Regional Access	UPS	
Debra Dunn	Transportation-Trucking	Oregon Trucking Association	Bob Russell
Gary Eichman (co-chair)	Transportation-Freight	Portland Freight Committee	Tracy Whalen (co-chair)
Dean Gisvold	Neighborhood Association	Irvington Neighborhood Association	Ed Abrahamson
Cynthia Gomez (past)	Environmental Justice / Economic Equity	Latino Network	Andrea Marquez-Horna
Heidi Guenin	Community Health	Upstream Public Health	Steve Bozzone
Damien Hall	At-large		
Sean Hubert	Affordable Housing	Central City Concern	Martin Soloway
Wayne Kingsley	Adjacent Businesses	Central Eastside Industrial Council	
Wade Lange	Property Owner/Business-Lloyd District	Ashforth-Pacific	Mike Bernatz
Lloyd Lindley (co-chair)	Urban Design	AIA Portland / ASLA Portland	
Eric Lovell	Lower Albina Businesses	Uroboros Glass Studio	Kurt Widmer
Jenny Lyman	Transit Riders		
Gary Marschke	NNE business association	NNE Business Association	Joice Taylor
Brock A. Nelson	Transportation-Rail	Union Pacific Railroad	

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Midge Purcell	Community / Civic Org	Urban League	
Jodi Parker Paul Riggs (past)	Labor Organization	Building Trades/Columbia Pacific BCTC	
Owen Ronchelli	Transportation-Local TMA	Lloyd TMA	
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	Dennis Henderson
William Ruff	Architect/Developer	LRS Architects	
Bob Sallinger	Environment	Audubon Society	Kelly Rodgers
Gary Warren	Neighborhood Association	Lloyd District Community Association	
Mike Warwick	Neighborhood Association	Elliot Neighborhood Association	Laurie Simpson
Justin Zeulner J. Isaac (past)	Property Owner/Business- Rose Quarter	Portland Arena Management	Chris Oxley
Non-Voting Members			
John Williams		Metro	Chris Deffebach
Teri Dresler Jeff Blosser (past)		Oregon Convention Center	
Rian Windsheimer		Oregon Department of Transportation	Andy Johnson
Susie Lahsene		Port of Portland	
Joe Zehnder		Portland Bureau of Planning and Sustainability	Steve Iwata
Paul Smith		Portland Bureau of Transportation	John Gillam
Lew Bowers/ Peter Englander		Portland Development Commission	Sara King
Alan Lehto		TriMet	Jessica Engelmann

D) Collaboration Principles

Early in the process SAC members developed and adopted collaboration principles that governed decision making for the committee. It can be found in Appendix X. It contains the agreements of the participants in the North/Northeast Quadrant I-5 Broadway Weidler Plans process.

The SAC made decisions by "consensus." Consensus decision-making allows SAC members to distinguish underlying values, interests, and concerns with a goal of developing widely accepted solutions. Consensus does not mean 100% agreement on each part of every issue, but rather support for a decision, *"taken as a whole."* This means that a member may vote to support a consensus proposal even though they would prefer to have it modified in some manner in order to give it their full support. Consensus is a process of *"give and take*," of finding common ground and developing creative solutions in a way that all interests can support. Consensus is reached if all members at the table support an idea or say, *"I can live with that."*

E) Technical Advisory Committee

A Technical Advisory Committee (TAC) representing public agencies with specialized expertise related to the plan and implementation served as a resource for the planning process. TAC members were responsible for reviewing project proposals, providing comments to project staff and reporting back to their agencies throughout the planning process. The TAC met six times, in addition to individual coordination meetings with City bureaus and other public agencies that occurred during the process.

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Table F2: N/NE Quadrant Project Technical Advisory Committee Members (June, 2012)

Organization	Representative(s)
Metro	Ted Reid
Multnomah County	Karen Schilling, Maya Bhat
Oregon Dept. of Transportation	Andy Johnson, Todd Juhasz, Tim Wilson, Fred Eberle, Mark Johnson, Cahn Lam, Chi Mai, Simon Eng
Oregon Dept. of Environmental Quality	Cory Wind, Keith Johnson
Port of Portland	Susie Lahsene
Portland Bureau of Development Services	Kara Fioravanti, Tim Heron
Portland Bureau of Environmental Services	Amy Chomowicz, Rick Bastasch, Kevin Kilduff, Emily Hauth, Marie Johnson
Portland Bureau of Fire & Rescue	Erin Janssens
Portland Bureau of Planning & Sustainability	Mark Raggett, Lora Lillard, Leslie Lum, Sallie Edmunds, Shannon Buono
Portland Bureau of Transportation	John Gillam, Mauricio Leclerc, Grant Morehead, Roger Geller, April Bertelsen, Bob Hillier, Lewis Wardrip, Ellen Vanderslice
Portland Housing Bureau	Kim McCarty, David Sheern
Portland Office of Healthy Rivers	Ann Beier, Kevin Kilduff
Portland Office of Management and Finance	Claudio Campuzano
Portland Office of Neighborhood Involvement	Judith Mowry, Jeri Williams
Portland Bureau of Parks and Rec	Brett Horner, Kathleen Wadden, Sarah Coates Huggins
Portland Water Bureau	Stan VandeBergh, Cheri Warnke, Mike Saling, Tom Carter
Portland Public Schools	Paul Cathcart
Portland Development Commission	Kia Selley, Sara King, Kevin Brake, Irene Bowers, Denyse McGriff
Portland Streetcar	Vicky Diede
TriMet	Alan Lehto, Jessica Tump

F) Public Involvement

There is a long history of large redevelopment and infrastructure project that have had adverse impacts on the communities in Lower Albina and the Lloyd District. The public involvement process was designed to be inclusive and responsive to public concerns, and allow for active participation and meaningful public input.

The public involvement efforts for the N/NE Quadrant Project were guided by the public involvement goals developed by the Community Involvement Committee (CIC) for the Portland Plan, the long-range planning effort for the City as a whole, which was taking place when the quadrant plan process began. Incorporating these public involvement goals provided for consistent public involvement efforts:

- Build on existing relationships
- Engage broader and diverse groups with education and information and provide all interested with enough education so they can meaningfully participate
- Provide multiple venues and means for community involvement and engagement
- Involve as many people as possible
- With feedback and continuous engagement throughout Portland Plan development and implementation, ensure community members are being heard

In addition, the N/NE Quadrant project strove to:

- Provide a process that is open and transparent, with a special emphasis on early involvement in providing policy-setting input
- Clearly define opportunities where the public can provide timely input so that there is an opportunity to inform policy-making and otherwise affect change
- Wherever possible, design interactive formats for meetings and ensure a balanced and fair discussion of issues

III. Stakeholder Advisory Committee and Public Involvement Overview

Describe.

The SAC recommendations were developed in careful consideration of the following outreach:

ENTER DATA WHEN TALLY COMPLETE

SAC Meetings	19
Subcommittee/Special Information Meetings	
Other Public Meetings	
Public Meeting Contacts	
Stakeholder Meetings	
Stakeholder Contacts	
Total Contacts	
Total Number of Meetings	

IV. City of Portland Central City N/NE Quadrant Plan Highlights

INSERT HIGHLIGHTS, FINDINGS WHEN REPORT FINALIZED

The N/NE Quadrant Plan is the first of the more detailed district plans, addressing land use, urban design, transportation, public infrastructure and development entitlements in the Lloyd District and Lower Albina subdistricts of the Central City.

V. I-5 Broadway/Weidler Interchange Improvements and Facility Plan Highlights

INSERT HIGHLIGHTS, FINDINGS WHEN REPORT FINALIZED

This section provides an overview of this nearly two-year process as the project team, the SAC and numerous area stakeholders have contributed, shaped and narrowed the many improvement concepts.

The Facility Plan for the I-5 Broadway/Weidler Interchange is a technical and state-required document that specifically outlines ODOT's intentions relative to this segment of the I-5 facility and the interchange. The State of Oregon agencies are required to prepare facility plans for state-owned infrastructure so that they and decision-makers may effectively manage, maintain and prioritize potential additions to or expansion of this infrastructure. The Facility Plan for the I-5 Broadway/Weidler Interchange represents a discussion draft of a facility plan that ODOT staff will present to the Oregon Transportation Commission (OTC) in the Fall of 2012 regarding recommended improvements to I-5 in the area around the I-5 Broadway/Weidler Interchange between Interstate 84 (I-84) and Interstate 405 (I-405) at the Fremont Bridge. This Facility Plan will represent and confirm, if adopted by the OTC, the state's long-range intent relative to this section of I-5 and the I-5 Broadway/Weidler Interchange.

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VI. Recommendations

A) Summary of Final Vote

At the SAC's last meeting on August 2, 2012, the members were polled as to the contents of this report, the N/NE Quadrant Plan and the Facilities Plan. The question asked was, "taken as a whole, do you support …"

The SAC's collaboration Principles defines the 1-2-3 voting protocol as follows:

- **"One"** indicates **full support** for the proposal as stated.
- **"Two"** indicates that the participant **agrees with the proposal as stated, but would prefer to have it modified in some manner in order to give it full support.** Nevertheless, the member will support the consensus even if his/her suggested modifications are not supported by the rest of the group because the proposal is worthy of general support, as written.
- **"Three"** indicates **refusal to support** the proposal as stated.

The results follow:

TOPIC	VOTE	"3" VOTES	COMMENTS

B) Majority and Minority Reports

A complete summary of SAC votes can be found at Appendix X Where there was not a "consensus," members had the opportunity to submit additional information if a member voted "1" or "2," or a "minority report" if they voted a "3."

C) SAC Recommendations

As a result, the SAC recommends to the Portland City Council, Planning and Sustainability Commission, and the Oregon Transportation Commission that they accept its conclusions and recommendations. They include:

INSERT

VII. Process Evaluation Results and Lessons Learned

INSERT

VIII. Conclusion

The SAC encourages the Portland City Council, Planning and Sustainability Commission, and the Oregon Transportation Commission to implement these conclusions and recommendations as a package.

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N/NE Quadrant and I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #17 (June 7, 2012)

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N/NE Quadrant and I-5 Broadway/Weidler Plans

JUNE 7TH, 2012 SAC MEETING # 17 AGENDA

►►► ROSE GARDEN ARENA, ROSE ROOM, ONE CENTER COURT ◄◄◄

(NEW MEETING LOCATION)

TIME	MIN	ITEM	LEAD(S)
5:00	15	**Informal Discussion and Meal**	All
5:30	15	**Standing Items** A) Welcome B) Meeting Purpose/Agenda Review C) Approval of Minutes D) Announcements E) Process Overview/Timeline Reminder	Imperati
5:45	90	**Facility Plan Report - I-5 Broadway Weidler Interchange Improvements** A) Presentation B) SAC Discussion **Extended Public Comment Period** ***Action #1: Recommendation on the May 31st I-5 and Broadway/Weidler Facility Plan.***	Johnson Juhasz
7:15	10	**Break**	
7:25	60	**N/NE Quadrant Plan Draft** A) Subcommittee Update: Plan Development Review of Draft Goals, Policy, Implementation Actions and Urban Design Diagrams B) Update on Lower Albina Zoning Proposals C) Revised Height Recommendations on Broadway Edge D) SAC Discussion **Public Comment** ***Action #2: Recommendation on Revised Broadway Edge Heights.***	Beckman Lisle Raggett
8:25	5	**Next Steps, Meeting Evaluation** A) SAC Meeting #18 on 6/28 – SAC direction on complete Draft Quadrant Plan B) SAC Meeting #19 on 8/2 – Final SAC recommendations C) Meeting Evaluation	Imperati
8:30		**Adjourn**	

N/NE Quadrant and I-5 Broadway/Weidler Plans

SAC MEETING # 16, MAY 10, 2012

ODOT REGION 1 HEADQUARTERS, 123 NW FLANDERS, PORTLAND, OR

DRAFT NOTES

Voting Members

Representative	Interest	Organization	Present
Matt Arnold	Trans: Bicycle	Bicycle Advisory Committee	**N**
Wynn Avocette	At-large		**N**
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	**Y**
Daniel Deutsch	Small Developer	Alora Development	**N**
Malina Downey	Trans: Freight	UPS	**N**
Debra Dunn	Trans: Trucking	Oregon Trucking Association	**N**
Gary Eichman	Trans: Freight	Portland Freight Committee	**N**
Dean Gisvold	Neighborhood Assoc.	Irvington NA	**N**
Cynthia Gomez	Environmental Justice / Economic Equity	Latino Network	**N**
Carol Gossett	Neighborhood Assoc.	Sullivan's Gulch NA	**Y**
Heidi Guenin	Community Health	Upstream Public Health	**N**
Damien Hall	At-large		**Y**
Sean Hubert	Affordable Housing	Central City Concern	**Y**
Wayne Kingsley	Business Org: Adjacent	Central Eastside Industrial Council	**Y**
Wade Lange	Prop/Bus/Dev: Lloyd District	Langley Investment Properties	**N**
Lloyd Lindley	Urban Design	AIA Portland / ASLA Portland	**N**
Eric Lovell	Business Org: Lower Albina	Uroboros Glass Studio	**Y**
Jenny Lyman	Transit Rider	Tri Met	**Y**
Gary Marschke	BSN Org: NNE BSN Assoc	NNE Business Association	**N**
Brock A. Nelson	Trans: Rail	Union Pacific Railroad	**N**
Jodi Parker	Labor Organization	Building Trades/Columbia Pacific	**Y**
Midge Purcell	Community / Civic Org	Urban League	**N**
Owen Ronchelli	Trans: Local TMA	Lloyd TMA	**Y**
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	**Y**
William Ruff	High-Density Residential	Multiple property owners/developers	**N**
Bob Sallinger	Environment	Audubon Society	**N**
Phil Selinger	Trans: Pedestrian	Willamette Pedestrian Coalition	**Y**
Gary Warren	Neighborhood Assoc.	Lloyd District Community Assoc.	**Y**
Mike Warwick	Neighborhood Assoc.	Elliot NA	**Y**
Justin Zeulner	Prop/Bus/Dev: Rose Qtr	Trail Blazers/Portland Arena Mgt	**N**

Alternate Members

Ed Abrahamson	Neighborhood Association	Irvington Community Association Land Use Committee	**N**
Joanna Agee	Small Developer	Alora Development	**Y**
Mike Bernatz	Prop/Bus/Dev: Lloyd Dist	Ashforth Pacific	**N**
Steve Bozzone	Public Health	AROW	**N**
Brittain Brewer	Neighborhood Assoc	Sullivan's Gulch Neighborhood	**Y**
Steve Cole	Neighborhood Association	Irvington Community Association Land Use Committee	**Y**
Dennis Henderson	Major Retailer	Lloyd Center	**N**
Doug Klotz	Trans: Pedestrian	Portland Pedestrian Advisory Com	**Y**
Andrea Marquez-Horna	Environmental Justice /	Latino Network	**N**

	Economic Equity		
Heather McCarey	Trans: Bike	Bicycle Advisory Committee	**N**
Chris Oxley	Prop/Bus/Dev: Rose Qtr	Portland Arena Mgt	**N**
Kelly Rodgers	Environment	Coalition for a Livable Future	**N**
Bob Russell	Trans: Trucking	Oregon Trucking Associations	**N**
Laurie Simpson	Neighborhood Assoc.	Elliot NA	**N**
Martin Soloway	Affordable Housing	Central City Concern	**N**
Joice Taylor	Business Org	N/NE Business Assoc. President	**N**
Lindsay Walker	Trans: Local TMA	Lloyd TMA	**N**
Tracy Whalen	Trans: Freight	ESCO Corporation	**Y**
Kurt Widmer	Business Org: Lower Albina	Widmer Brothers Brewing	**N**

Non-Voting Members

Lew Bowers	PDC	PDC	**N**
Chris Deffebach	Metro	Metro	**Y**
Teri Dressler	OCC	OCC	**N**
Jessica Engelmann	TriMet	TriMet	**N**
Peter Englander	PDC	PDC	**Y**
Sara King	PDC	PDC	**N**
Susie Lahsene	Port	Port	**N**
Alan Lehto	TriMet	TriMet	**Y**
Paul Smith	PBOT	PBOT	**Y**
John Williams	Metro	Metro	**N**
Rian Windsheimer	ODOT	ODOT	**N**
Joe Zehnder	BPS	BPS	**Y**

Project Team/Staff

Stephanie Beckman	Staff	BPS	**Y**
John Cullerton	Consultant	URS	**Y**
Ray Dalahanty	Consultant	DKS	**N**
Fred Eberle	Staff	ODOT	**Y**
Melissa Egan	Assistant Facilitator	Institute for Conflict Management	**Y**
John Gillam	Staff	PBOT	**N**
Diane Hale	Staff	BPS	**N**
Sam Imperati	Facilitator	Institute for Conflict Management	**Y**
Steve Iwata	Staff	BPS	**Y**
Andy Johnson	Staff	ODOT	**Y**
Todd Juhasz	Staff	ODOT	**N**
Charles Kelley	Consultant	ZGF	**N**
Mauricio Leclerc	Staff	PBOT	**Y**
Karl Lisle	Staff	BPS	**Y**
Alan Snook	Consultant	DKS Associates	**N**
Nicholas Starin	Staff	BPS	**Y**
Mike Tressida	Consultant	Alta Planning & Design	**N**
Tim Wilson	Staff	ODOT	**N**
David Zagel	Consultant	URS	**Y**

Members of the Public: Debbie Bischoff, BPS; Cathy Galbraith, Bosco Milligan; Jim Howell, AORTA; Murray Koodish, NE Broadway Neighborhood Association; Kevin Kilduff, Office of Healthy Working Rivers; Brad Perkins, ICA; Lee Perlman, Eliot Neighborhood Association; Betsy Reese, Paramount Apartments; Allan Rudwick, Eliot LUC;

INFORMAL DISCUSSION AND MEAL

WELCOME, MEETING PURPOSE, APPROVAL OF MINUTES, AND STANDING BUSINESS

Sam Imperati, ICM, welcomed the group and reviewed the agenda.

Introduction of New Alternate SAC Member

Steve Cole is a member of the Board of Irvington Community Association. He is here tonight for Dean Gisvold.

Approval of Notes

The April N/NEQ SAC Meeting Notes were approved as written.

Process Overview/Timeline Reminder

Sam said that if we don't "land the plane" tonight, items which require further discussion will be addressed at the Subcommittee Meeting on 5/23, then brought back to the SAC for consideration. Sam reminded the SAC of the upcoming, final three SAC meetings in this process, which are as follows:

- SAC Meeting #17 on 6/7 – Preliminary SAC Action on I-5 Broadway/Weidler Interchange Facility Plan
- SAC Meeting #18 on 6/28 – SAC direction on complete draft Quadrant Plan
- SAC Meeting #19 on 8/2 – Final SAC recommendations

N/NE QUADRANT PLAN DEVELOPMENT

Sam explained the process for presentations, discussion, and triage for voting. He will take the pulse of the group, see how many "3s" we have, then will be able to figure out how much time each item will need for discussion. Sam reviewed the meeting packet, in particular explaining the "Polling Sheet" and how it will be used during the presentation.

Building Maximum Height Recommendations (presented at SAC #15)

Karl Lisle, BPS, presented a PowerPoint on heights in the district. Much of this was reviewed at the last SAC meeting, but there was not sufficient time for discussion. Karl noted that the City of Portland has other projects in progress, such as the Comprehensive Plan review. The SAC will make recommendations in this process, but they will not likely be implemented for a couple of years. Based upon months of work, numerous conversations and SAC feedback, the staff has drafted a proposal map, included in the packet. Karl reviewed the following sites, noting some areas of special concern.

Slide 2: Draft Recommendations for Potential Maximum Height Limits

1. Thunderbird Site - allow height (up to 250') in exchange for public open space.
2. N Broadway - allow taller buildings at bridgehead (up to 325', step down to east).
3. Eliot Edge - keep 100' maximum; expand area of 175' max at MLK and Broadway/Weidler.
4. Irvington Edge - reduce maximum height north of Broadway to 75'.
5. Central Lloyd - increase maximum potential heights in the Central Lloyd with the tallest heights (460' or limited only by FAR) around the intersections of MLK/Grand and Multnomah/Holladay.

Slide 3: Proposed Changes to Maximum Building Heights

- Proposals were presented at SAC #15 (April 12, 2012)
- Not necessarily "by right", but available through bonuses for meeting certain expectations or providing amenities
- Changes would be recommended in the N/NE Quadrant Plan, but not enacted until after the completion of the Comprehensive Plan Update and Central City 2035 (likely 2014)

Slide 8: Thunderbird Site

- Broad support for open space
- Interest in increasing amounts of office, commercial, or other less episodic uses
- Relationship of new buildings with the river
- Public view enhancement to both Willamette River and Memorial Coliseum
- Ideas that move around the same amount of development potential

Slide 14: N. Broadway

- Lots of redevelopment potential
- Interest in increasing amounts of office, commercial, other less episodic uses
- Coordination with rejuvenated Rose Quarter district
- Broadway Bridgehead redevelopment opportunity
- Link between Rose Quarter and future PPS Blanchard redevelopment

Slide 22: Eliot/Irvington Edge

- Irvington Historic District overlap with Central City boundary
- Sensitive transitions to north
- Supporting retail cluster along NE Broadway
- Focus on block between NE Broadway and Schuyler
- Recognize major crossroads at intersections of MLK/Grand and Broadway/Weidler by allowing slightly taller buildings.

Pauline Bradford: expressed concern about the proposed height for the MLK and Broadway intersection. She is not sure if she has heard this before. She thinks too much height would ruin the neighborhood, and she is also concerned about the gateway that is to be built at that intersection.

Slide 29: Central Lloyd

- Apply incentives for residential development and open space in Central Lloyd area
- Consider increased or unlimited height (regulated by FAR/design review) in some areas.
- Strengthen/support future investments in public amenities
- Recent residential development proposal at 325 feet

Sam asked for questions for clarification.

Tracy Whalen: question regarding the Thunderbird Site, is it based upon a requirement for open space?

Karl Lisle: yes, it would be a requirement.

Peter Englander: Floor Area Ratio (FAR) at Thunderbird – is it 4:1?

Staff: Yes.

Wayne Kingsley: is it cheaper to go higher?

Joe Zehnder: per square foot costs are not necessarily higher, but your rents are more. The big floor plate is still an attractive type of building. The City has been approached on height flexibility in this area in the past.

Jodi Parker: comment regarding the proposal for a Convention Center hotel, plus multi-family developments in the superblock in Lloyd District; were those possible developments taken into consideration in the City's proposal?

Karl Lisle: yes, we have been told that a major hotel would want to be tall. As for the current Langley/AAT superblock project, they will go with existing regulations, as they are entering the design review process now.

Eric Lovell: do you split height limits on blocks?

Karl Lisle: We have, but generally we try to not do that. We have discretionary design review, and he thinks that is the best place to address tower placement, materials, etc.

Eric Lovell: 175 feet seems pretty high at the Broadway/MLK intersection.

Mark Raggett: In some places, the City does have more specific step down requirements.

Wanda Rosenbarger: question regarding the superblock; does the building requirement cover the area or by block?

Karl Lisle: it can be block by block, but it is usually done considering larger areas.

Wanda Rosenbarger: what if you want all your FAR in one area?

Karl Lisle: FAR is established site by site.

Wanda Rosenbarger: would development be phased?

Joe Zehnder: there are rules for superblocks, they have to be broken up with streets, but you can shift FAR around on a superblock.

Phil Selinger: where does trip generation impact play into this?

Karl Lisle: right now we are just talking about heights, not allowing for any more floor space (FAR). So, actions proposed in the zoning piece are more related to trip generations.

Andy Johnson: also, we will be integrating this into our Facility Plan.

Tracy Whalen: North of Broadway, the 325 foot option - we have a grain elevator down there, and do she wonders if we want to attract more people down there from a safety standpoint.

Peter Englander: design guidelines, when would those be completed?

Karl Lisle: it would be follow up on Central City 2035. He estimates 2-3 years.

Damien Hall: there was some subcommittee discussion regarding view corridors. Does the City proposal cut the view corridors?

Karl Lisle: the existing proposal keeps them as they are, but we do need to do the view corridor work for the whole city. We'd like to do it before implementing height changes.

Owen Ronchelli: what was the rational for proposal for 460 height limit? Also, why not all the way to 7th Avenue?

Mark Raggett: 460 is the current maximum height limit in Portland's Downtown core. We are trying to highlight the MLK and Broadway corner as the 100% corner in the Lloyd District.

Pauline Bradford: comment regarding the 100 foot height limit going to Schuyler. It could have a negative impact on Mt. Olivet church. They are trying to save it, it is a historically significant building and very important to the neighborhood.

Karl Lisle: good point. 100 feet is the current zoning, and it is a known issue. The City is trying to work on creating certainty for historic buildings, as we know it is key to their preservation.

Wayne Kingsley: we have not talked about permitted uses.

Karl Lisle: that will be in the zoning conversation.

Chris Deffenbach: question for clarification regarding the #s in parentheses indicating height with bonuses. Does FAR change with bonuses?

Karl Lisle: there are FAR bonuses and height bonuses. We want to restructure the code for the whole central city. We need to figure out the priorities and update the system.

Chris Deffenbach: wants to know about FAR changes, and wonders if you think you will see more development on with the height increases.

Karl Lisle: there is a lot of FAR in the core Lloyd, increasing allowed height limits provides more flexibility in building form and could be beneficial to encouraging certain types of development, but most new development isn't likely to reach the height or FAR limits in the Lloyd.

DRAFT ZONING PROPOSALS

Karl continued the presentation, reviewing the draft zoning proposals on the following areas.

1. Lower Albina (change to EXd (no housing) on Russell, Employment Opportunity Subarea east of Union Pacific RR)
2. N of Broadway/Blanchard (change to EXd and CXd zoning)

3. Vancouver/Williams Study Area (change RHd to EXd)
4. North Banfield Portal (change RH and CO2 to CXd)
5. Central Lloyd (change RXd pocket to CXd, apply enhanced housing incentives to entire Central Lloyd, apply incentives for hotels, restaurants fronting convention center).

Slide 34: Lower Albina – Proposed Changes to Zoning

- B1a) Change IG1d on Russell east of existing conservation district to EXd (with housing prohibited).
- B1b) Apply Employment Opportunity Subarea provisions east of Union Pacific rail line.

Karl said they have heard from a number of people that there are concerns about the Lower Albina proposals. He knows it is not quite ready and the City has to meet with stakeholders, particularly Kurt Widmer and Eric Lovell.

Slide 39: North of Broadway/Blanchard Area – Proposed Changes to Zoning

- B2a) Change zoning on PPS properties (and 3 adjacent properties) from IG1 to EXd with a master plan requirement.
- B2b) Change EG1 area to CXd (change consistent with existing Comprehensive Plan designation).

Slide 42: Vancouver/Williams Study Area – Proposed Changes to Zoning

- B3) Change RHd area to EXd.

Regarding the Vancouver/Williams study area, based upon Mike Warwick's request, they looked at the zoning in this area and trying to accommodate the business and residential uses.

Slide 49: Central Lloyd – Proposed Changes to Zoning

- B5a) Change RXd pocket to CXd, apply housing (and open space) incentives to entire Central Lloyd.
- B5b) Apply incentives for hotels, restaurants and other convention center-supportive uses on blocks fronting the OCC.

Slide 55: Central Lloyd – Potential Housing Incentives

- FAR Bonuses – earn more FAR for housing development, or certain types of housing.
- Height Bonuses – earn additional height for housing development.
- Required Residential Development Areas – require minimum amount of residential in new development projects.
- Limited Tax Exemption Program – property tax abatement for development of housing or certain types of housing.
- Tax Increment Financing – OCCURA is expiring, but resources remain for one affordable housing project.
- System Development Charge Exemption Program – reduces SDCs for affordable projects. *(Not a complete list…)*

Sam asked if there were any questions for clarification.

Pauline Bradford: comment regarding the Lower Albina industrial district and that there is no housing. She wonders if artists still live/work there like they used to years ago? She would want artists to be able to live in their work spaces if they cannot afford housing.

Karl Lisle: they could not legally live there.

Mark Raggett: noted the small historic conservation district nearby, at Mississippi and Russell. Housing is allowed in that area.

Wayne Kingsley: requested clarification about the EX zoning in the conservation district.

Nicholas Starin: it is an array of historic buildings. He believes that is where that zoning comes from.

Joe Zehnder: it is similar to what we are proposing on Vancouver/Williams.

Tracy Whalen: one point brought up a while ago was, "why not just leave it alone." She would rather see the "d" taken off and leave it as an IG1. Also, question about the proposed zoning on the Calaroga and what Gary Warren thinks about it.

Karl Lisle: It's felt that the historic mainstreet character on Russell Street could extend to the east up to the freeway, and that the EXd zoning would help support that notion. Regarding Gary Warren, staff discussed this proposal with him at a recent meeting of the Lloyd District Community Association and are trying to address his ongoing concerns. Others at the LDCA meeting were open to this proposal, as are other major property owners in the area (Legacy Health Systems and Holy Rosary Church).

Tracy Whalen: are there tax implications to zoning changes?

Joe Zehnder: it goes to appraised value of the land. There may be subtle differences, but probably marginal for most places. The change on Russell will likely experience a more significant change in value.

Karl Lisle: for the developed parcels, they are not likely to see much change. For undeveloped parcels, a zoning change could have more impact,

Carl Gossett: comment on the NE 21st and Multnomah; Sullivan's Gulch Neighborhood Association supports the zoning and appreciates all the time ODOT and the City has spent on it.

Eric Lovell: regarding Lower Albina, that change was driven by the desire to make the connection better and more consistent. He does not see a reason to resist IG1 changes on Russell Street. There will be a meeting next week to discuss zoning, and he is concerned about going from 5,000 square feet to 60,000 square feet for office uses allowed. Where did this jump come from? They need time to discuss these things and what the difference would mean.

Jenny Lyman: comment regarding the Blanchard Site; would it require a master plan? Are there multiple lots? Could they sell part and keep part?

Karl Lisle: the Blanchard Site would be subject to master planning. The mechanism to do thati is to be determined but we can specify clearly where we want specific requirements to apply.

Joe Zehnder: the closest thing to this is the Conway property in Northwest. We said you have to do a master plan, then you can sell. There are many different ways it could go, so you just set the outside boundaries and try to set zoning to match that. Doing a master plan helps people think through a whole area, rather than just breaking it into pieces.

Mike Warwick: thinks that a small parcel off Gantenbein near the Blanchard site should be included in the zoning change. In Lower Albina, he described the area between Paige and Mississippi, all sloping up, which impacts what kind of development you can do. Most of the area is City shops, but there is a lot of vacant property. Regarding the EX zoning on Russell, he suggests doing something that would truly allow live-work.

Phil Selinger: thinks there are good "bones" on Russell. You might want to add residential.

Damien Hall: agrees, there is some possibility for residential there, but knows property owners do not want a lot of it. Requested clarification regarding FAR transfers with the EX zoning, and what is possible in the area.

Joe Zehnder: transfers are one of the issues that we know we need to tighten up.

Damien Hall: comments about development potential in the area, below the freeways.

Karl Lisle: we have an action in the policy document for ODOT to look at that with others in the future.

Eric Lovell: (to Damien) on residential in the industrial area, there are a lot of residential opportunities in Lloyd and other nearby areas. He described the incompatibilities of industrial and residential uses, noting that there is almost universal opposition to residential development in the area.

Sam said that next he is going to take a quick pulse about the City proposal. It will not be binding, but he wants to see where people are to help determine the rest of the agenda.

Proposal	# of SAC Members Voting 3
1. Thunderbird Site (allow height in exchange for public open space)	1
2. N Broadway (allow taller buildings at bridgehead, step down to east)	1
3. Eliot Edge (keep 100' maximum, expand area of 175' max at MLK and Broadway/Weidler)	3
4. Irvington Edge (reduce maximum height north of Broadway to 75')	1
5. Central Lloyd (increase maximum potential heights in the Central Lloyd with the tallest buildings around the intersections of MLK/Grand and Multnomah/Holladay)	1

Proposal	# of SAC Members Voting 3
1. Lower Albina (change to EXd (no housing) on Russell, Employment Opportunity Subarea east of Union Pacific RR)	3
2. N of Broadway/Blanchard (change to EXd and CXd zoning)	1

3. Vancouver/Williams Study Area (change RHd to EXd)	0
4. North Banfield Portal (change RH and CO2 to CXd)	0
5. Central Lloyd (change RXd pocket to CXd, apply enhanced housing incentives to entire Central Lloyd, apply incentives for hotels, restaurants fronting convention center).	3

BREAK

Sam said that on the height proposals, we have at least one 3-vote on all of them. This means they would pass, but not by consensus. On zoning, we are moving the Lower Albina discussion to the Subcommittee, so no further comments needed on that tonight. Sam suggests that, unless you disagree with the consensus, we do not need any further public comment on Vancouver/Williams or the North Banfield Portal. After public comment, we will take vote on height. If SAC members are voting 2, he reminded folks to provide explanation on the polling sheet, and turn it into staff at the end of the meeting.

PUBLIC COMMENT

Alan Rudwick, Eliot Neighborhood Association LU Committee, commented that the view from Memorial Coliseum should be protected, and he thinks there should be a half block on Schuyler step down requirement. He is generally supportive of the height proposals.

Lee Perlman, Eliot Neighborhood Association LU Committee, commented on the subject of Lower Albina rezoning. He seconds Eric Lovell's statements. He is concerned about incompatible uses and the impact to economics. It is harder to maintain viable land with competing uses. Once you start, it is a slippery slope down. There is a need for housing in Eliot, particularly. He would like to see more opportunities for blue collar jobs, a resource of which the City is short in short supply.

Cathy Galbraith, Bosco Milligan Foundation. *(Comments submitted in writing via email after the meeting)* I'm opposed to any currently allowed height bonuses being formalized into outright height standards. This is in reference to MLK and Grand, where the height limit is now 100', with up to 175' by bonus. There is a big difference between 100' and 175' – it should be maintained as a potential bonus, not warranted as an outright new height standard.

I'm especially concerned about the Eliot transition issues – at Schuyler, Hancock, NE First, NE 2nd, and NE Victoria. Mount Olivet Baptist Church (at NE First & Schuyler) is the most significant African American historic resource in the Northwest – both Oregon & Washington. It needs to be called out somewhere, along with the three pioneer-era Flowers family, et al, houses across the street.

The conceptual height and zoning plans in the draft documents are conceptual, and brush broadly across swaths of neighborhoods. The Eliot "edge" needs to be viewed much more surgically – especially given the loss of 1300+ housing units in Eliot, from 1958-1972, as a result of "public projects", many of them transportation projects.

I'm especially concerned that the end results of this entire project supports existing land uses – otherwise the plan will intentionally result in displacement.

I don't understand the enthusiasm for using the EX zone. As written, *"housing is not intended to dominate the uses",* but that is exactly what is dominating new development in the EXd zone along Williams Avenue, starting with the Albert apartments at Williams & Beech, and upcoming additional apartment projects. How is this zone being interpreted to allow big box apartment buildings in this zone, specifically not intended for dominant housing?

Historic Buildings, if they are to survive, need two things:

(1) a Designation process that provides protections -- hopefully, the N/NE Q Plan will pursue an African American Multiple properties District, because currently, the City's $3,000+ application fee to designate one single landmark building does not work;
(2) Zoning that does not increase the value of the land on which these buildings sit - - so that there's an economic disincentive to preserve them. Hence, my caution about taking a surgical approach to zoning and heights in the Eliot neighborhoods. I must call out – again – the two houses at the NE corner of NE Second and Weidler, and all of the houses south of Russell Street, on Williams, Vancouver, and Flint Avenues, and Page Street.

There are also a number of surviving vintage houses in the Lloyd area, that add variety, character, architectural significance, and should be viewed as an asset.

Finally, especially at Williams and Vancouver, do NOT venture north beyond the boundaries of the plan study area to speculate on zoning. That is best left for the upcoming Comprehensive Plan update work.

Mr. Rumpakis, Sullivan's Gulch property owner, supports the staff proposal. He has spent many hours deliberating with Carol and Britt, and thanks the Sullivan's Gulch Neighborhood Association for endorsing what they have been working on. He bought a parcel on 19th and NE Multnomah 1965. Moving this plan forward is an important accomplishment tonight. These properties will be more flexible and marketable.

Brad Perkins, commented about current politics, noting there are two candidates for mayor who do not support the CRC. Regarding the proposal maps he has seen tonight, the Dreyfus site is not colored any way. Why is it being left out? He wants to move the tracks closer to Interstate. Why are we not studying an increase in heights? He has talked to the CEOs of the Dreyfus and both say they are open to a proposal. If we are talking about West Hayden Island as a place for them to be moving to, this a large piece of land is an eyesore. It needs to be talked about for 2035.

Joe Zehnder: the current situation the city faces is a deficit of industrial land. Right now there is no reason to consider a unilateral change of the zoning of this operating industrial concern.

Sam added there was additional public comment submitted for SAC consideration, some of which is included in the meeting packet - an email from Kurt Widmer and a Craft Brew Alliance letter, comments from the Trailblazers, Bicycle Advisory Committee, and SAC Co-Chair Lloyd Lindley.

Sam asked for the folks voting 3 to provide comments and explanation for their vote.

Steve Cole: Dean's concern is that there are other areas in the city for buildings of the heights we see in the proposals. On the other hand, he is not sure if Dean would change his mind seeing the presentation and how the open space is factored in.

Tracy Whalen: voted a 3 on Broadway because in her view there are safety issues.

Pauline Bradford: voted a 3 on the Eliot edge; 100 feet is too high by 2nd due to impacts on Mt. Olivet Church. 175 feet at MLK and Weidler is not so bad, but for Williams through MLK along Broadway, allowable building heights should not be that high, should be balanced down. Need to work with the short blocks that are there.

Tracy Whalen: supports what Pauline said.

Steve Cole: Irvington edge heights: Irvington would like the maximum heights north of Broadway to be limited to 65 feet instead of 75 feet. On the north ½ of the blocks facing Schuyler, they request a 45 foot height limit. Regarding Central Lloyd, the concern is about possibly discouraging development. We do not need to raise heights.

Sam said that unless anyone would change their vote to 3, or move from a 3 to a 2, the formal polling is as stands. SAC members will provide comments on the polling sheet regarding their 2-votes.

Revised draft goals, policies and implementation actions – Discussion Item

Sam explained that due to limited time left in the meeting, we will skip this topic for tonight. Much of the of work, especially on the policy section, has been presented to the SAC already. As for the second piece, the strategic plans, policies and action items. Those are new and we will send a word version out that you will be able to edit. Sam requested that folks focus their efforts on the implementation actions. Please submit track change responses by next Friday, 5-18-12. You can also write comments on the polling sheet, page 3.

I-5 BROADWAY WEIDLER INTERCHANGE ELEMENTS

Mauricio Leclerc, PBOT, presented a PowerPoint on the North of Broadway Street Configuration Recommendation. He quickly reviewed the five options and tonight will only present the staff proposal, along with the pros and cons. Staff is recommending Option 3.

Slides 6 and 8: Recommended Option 3: Vancouver + Hancock/Dixon

- Retains 5-leg intersection @ Vancouver/Broadway
- Eliminates Flint at Broadway, potential new signal at Wheeler & Broadway and Ross & Broadway
- New east-west local connection at Hancock & Dixon

PROS

- Could accommodate optional freeway lid concepts
- Highest street connectivity and directness of travel for all modes
- Provides opportunities to travel "around the box"
- Maintains current access to Lower Albina via Wheeler

CONS

- Risk of some neighborhood traffic diversion (to be mitigated)
- Wait time on Vancouver at Broadway remains
- Queuing on off ramp (to be mitigated)

Mauricio noted that with Option 3, one of the cons is potential queuing on the freeway ramp, but working with traffic engineers, feels we can handle that.

Andy Johnson: agrees. While it is a drawback, we feel like we can deal with it. ODOT and the City have had numerous meetings with stakeholders, and he estimates there is an approximately 90% preference for Option 3.

Tracy Whalen: is concerned about folks heading north on Williams, being able to make a turn into that street that area.

Mike Warwick: that is exactly what we don't want – more neighborhood traffic.

Tracy Whalen: but sometimes you need to get there.

Mauricio Leclerc: there is a way (described how one would drive).

Tracy Whalen: comment on left turn in front of Left Bank.

Andy Johnson: yes that has been eliminated. Described how movement is intended to go.

Tracy Whalen: suggested a right turn lane.

Eric Lovell: wants easy vehicle access to get to Weidler east bound, noting a place for a wide turn radius.

Andy Johnson: agrees; he spoke with Betsy Reese of the Paramount Apartments the other day and heard the same thing. Additionally, he noted there is a two-way street by the Paramount, which could turn to one-way. Betsy is ok with this.

Eric Lovell: he had an "ah-ha" moment recently, that if the Blanchard site was redeveloped, it could require a Ross to Kerby connection, then Wheeler would no longer need to go through.

Mauricio Leclerc: interesting idea, and one that could be studied as part of the master planning of the Blanchard site.

Joanna Agee: wants to confirm her understanding that when one is on Wheeler between Broadway and Weidler, is it left turn only?

Mauricio Leclerc: At this point in the process we are proposing signalizing that intersection. But we're not at that level of design and there are many circulation options that we can study.

Joanna Agee: what use of Flint do you imagine would occur normally?

Mauricio Leclerc: described; we are also proposing updating the event management for the area, and want to increase ways to get traffic out quickly with the new interchange configuration.

Wayne Kingsley: picking up on Eric's comment; want to try to meet the needs of 18-wheelers in any changes we make.

Andy Johnson: agreed.

Mike Warwick: wants the Flint connection preserved somehow. Also a number of folks have looked at Dixon/Hancock connection, there is quite a grade. He described another idea about how to extend Tillamook.

Andy Johnson: ODOT has not looked at that idea.

Phil Selinger: pedestrians like it. He noted one place to extend sidewalk access across Broadway.

PUBLIC COMMENT

Mr. Rumpakis, Sullivan's Gulch property owner, observed that he feels like this areas looks challenging and wonders how user-friendly this is for seniors. He knows our planners have a heck of a time working these things out, and he would like to see speed limits on the maps. He is concerned about fast traffic.

Lee Perlman, Eliot Neighborhood Association LU Committee, said a Hancock overcrossing is an unacceptable intrusion into a neighborhood. If you insist on doing it, we need protection for the neighborhood that goes beyond, "we will provide mitigation." They need something more. He noted an

east coast activist named Bob Conradt, who commented that our society has had an objective to improve "mobility" for the last 50 years, and in service to that, we have destroyed much of the built and natural environment. There is also value in promoting *stability*.

Betsy Reese, Paramount Apartments, following on Joann's comments, she is opposed to signalization with a through street to access Blanchard site and cut through traffic it would create. If they agree to a ROW through their property, then need mitigation for traffic on the other sides. This is why they put out the suggestion of north-bound only. She wants to brainstorm to work this out. Mauricio said there was other ways and you were going to draft something?

Mauricio Leclerc: we will work out the specific details in later phases, and we can draft the intent of the policies in this phase.

Betsy Reese: described her thoughts that this plan, and that it is made into a low-traffic street. As to Tracy's comment, you could allow a U-turn at Ross.

Paul Smith: to Betsy, see page 2 of the Draft Joint Staff Report from this week's meeting packet. It addresses your concerns. He read this section:

> The following issues will require further examination as part of Preliminary Engineering and community involvement:
>
> 2. Develop specific measures to mitigate property and parking impacts to the Paramount Apartments and the Portland Public School's Blanchard site due to the proposed Hancock/Dixon connection (via the Hancock/Vancouver Lid).

Alan Rudwick, Eliot LU Committee, commented that if we do not get $400M in federal funding, there are still pieces that can be done.

Brad Perkins said the primary goals are somewhat met, as far as efficiently, flow and safety. But it has not gone far enough. Thinks the concept of "box around box" should be eliminated and just say "expanded box." Wonders why would we push bikes into Broadway and Weidler, instead of taking advantage of an opportunity to have exclusive ROW, which will draw more bicyclists.

Jim Howell, AORTA, sees $1-2B being spent on what? This whole thing is based upon the assumption that the freeway will be widened. That is not a foregone conclusion, as that is based on the CRC getting done. This basically is a bad idea. The only option that works is no-build. All transportation efforts have been done by traffic engineers. What changes are you proposing about public transportation? What are you proposing for 25 years from now? Nothing! Traffic engineers' jobs in the next 25 years will be to figure out how to downsize freeways. This is a solution of the past, not the future.

Lloyd Lindley, SAC Co-Chair (comments submitted via email, read by Sam)

Dear SAC and Staff
In that I am absent from our May 10, 2012 SAC meeting I have provided my comments and vote for the N/NE Quadrant Plan Policy and Action items. I am guessing at the voting topics but they are as follows.

IV. North of Broadway Options #3: Vancouver + Hancock/Dixon
Recognizing that there a numerous urban design and engineering details to be worked out in the next phase I am requesting one modification as follows.

Under "The following are issues that will require further examination as part of Preliminary Engineering:"
I would prefer to:

- Delete: "Explore the feasibility of a single lid"
- Add: "Seek a viable single lid solution by further exploring lid design" over I-5 between Weidler and Hancock, including…..

Vote:1 (With the above language modification, otherwise vote 2)

Recognizing that refinements to the urban design and land use work will follow I am providing the following votes:
Lloyd District

REGIONAL CENTER: ECONOMY AND INNOVATION
IMPLEMENTATION ACTIONS

Comments:
6. Work with the Lloyd TMA to develop shared parking strategies. There are existing cases such as shared parking with the Lloyd Tower parking structure and the Lloyd Athletic Club that provides a successful example.

URBAN DESIGN

Comments:
1. Add: "building orientation" after "heights,"
Vote:1

Lower Albina

REGIONAL CENTER: ECONOMY AND INNOVATION
IMPLEMENTATION ACTIONS

Comments:

Under Policies
After 1. Add: "**Freight Rail.** Support operation of freight facilities and enable rail access by local industries."
Vote:1

Study Areas
NORTH BANFIELD PORTAL
Vote:1

Vancouver/Williams Corridor
Vote:1

I would like to commend all of the SAC members for their commitment to this essential planning and design work and express my appreciation of staff's diligence in responding to our questions and concerns. I would also like to thank the consultant team for their innovations and creative solutions in finding balance to a complex interconnect system that is our community.
Lloyd

Paul Smith: that has been done.

Sam read Justin Zeulner's statement sent on 5/10/12 via email:

Portland Arena Management/Trail Blazer/Rose Quarter Response: "1" vote for all the following draft proposals.

A. Draft Recommendations for Potential Maximum Height Limits (see map in packet)

1. Thunderbird Site - allow height (up to 250') in exchange for public open space.
2. N Broadway - allow taller buildings at bridgehead (up to 325', step down to east).
3. Eliot Edge - keep 100' maximum; expand area of 175' max at MLK and Broadway/Weidler.

4. Irvington Edge - reduce maximum height north of Broadway to 75'.
5. Central Lloyd - increase maximum potential heights in the Central Lloyd with the tallest heights (460' or limited only by FAR) around the intersections of MLK/Grand and Multnomah/Holladay.

B. Draft Zoning Proposals (see proposal descriptions in packet)

1. Lower Albina – change IG1d on Russell east of existing conservation district to EXd (no housing), apply Employment Opportunity Subarea provisions east of Union Pacific rail line.
2. North of Broadway/Blanchard Area - change to IG1 to EXd with master plan requirement and EG1 to CXd zoning.
3. Vancouver/Williams Study Area - change RHd to EXd.
4. North Banfield Portal - change RH and CO2 to CXd.
5. Central Lloyd - change RXd pocket to CXd, apply enhanced housing incentives to entire Central Lloyd, apply incentives for hotels, restaurants fronting convention center.

I-5 Broadway/Weidler Interchange Improvements May 10th SAC Action Item: Recommended North of

Broadway Option: Do you agree with the joint staff recommendation on the North of Broadway Option described in this report?

Portland Arena Management/Trail Blazer/Rose Quarter Response: "2" vote on the above. We are in full-support of the joint staff recommendation, as described. However, the relocation of the I-5 southbound ramp will require additional studies and planning to determine applicable mitigation resolution and required capital investments, related specifically to the Rose Quarter campus. We need assurance that the transportation systems related to Rose Quarter event operations and general business affairs will remain as optimal as current design or enhanced by the I-5 Broadway/Weidler Interchange Improvement projects. Furthermore we believe that this mitigation should be focused on the streets and area encompassed by Vancouver and Center Court Drive, between Weidler and Winning Way.

Sam read the Bicycle Advisory Committee's statement from Executive Director Heather McCarey:

"The Portland Bicycle Advisory Committee appreciates the opportunity to provide feedback on the North of Broadway Plans for the N/NE Quadrant and I-5 Broadway/Weidler project. The Committee generally supports Option 3 (Vancouver + Hancock/Dixon) although we feel that certain intersections will require a finer level of detail to ensure safe bicycle and pedestrian circulation. The Committee feels that enhancing the local network is an integral aspect of this project. With this in mind, the Committee wants to ensure that the aspects of the project that improve the local network are maintained in the plans. These include the improvements and build-out of Dixon, as well as the Clackamas pedestrian and bike bridge."

Sam took a poll on the following question, asking who would vote a 3 or 2, and why.

Action: Do you agree with the staff recommendation to include the refined North of Broadway Conceptual Design Option 3 in the project?

Damien Hall: is voting 3. He does not understand the "box within the box." He does not understand why we have to give people so many opportunities and options and thinks it could be simplified. Look at the west side, there are not so many option. This proposal made it a little bit better, but did not take into account rebuilding infrastructure. It seems like a whole lot of decisions flowed from the box-with-a-box concept.

Joanna Agee: is voting 2 because she needs clarification on event ingress/egress, Wheeler, and North of Broadway issues.

Tracy Whalen: also votes 2. She wants to preserve Flint and wants staff to look at Option 2, which still provides connectivity if we end up with "no build."

The refined North of Broadway Conceptual Design Option 3 passes by majority-minority as indicated.

Tracy Whalen: commented that as the alternate Co-Chair, she wants to say how pleased she is with ODOT and the City's work, and feels that at least we have a clear sense of the remaining outstanding issues. She feels the document has been put together very well.

FACILITY PLAN

Andy Johnson, ODOT, provided a brief introduction to the ODOT Facility Plan which will be developed over the next two months. He provided an overview of the structure of the document. The table of contents is the basic outline for what goes to the Oregon Transportation Commission and the City Council. At some point, everything we have discussed will be in the report.

Over the next three weeks, they would like comments and suggestions on how to do their draft. Andy explained the Facility Plan, Chapter 6, and requested that folks focus on this section for edits. They hope to receive all edits and comments by May 23, and then will bring it back to the SAC in June for a vote. There will be a public review period this summer.

Chris Deffenbach: this has been a great process, looking at land use and transportation at the same time. She hopes this will be designated an MMA (Multi-Modal Area) to provide assurance that the land use can go forward.

Andy Johnson: yes, exactly. This looks to be the state's first MMA area.

Steve Iwata: for potential developers, this would minimize costs, because then you do not have to make any additional TPR findings.

MEETING WRAP UP AND NEXT STEPS

In closing, Sam asked everyone to fill out the meeting evaluation form. He thanked everyone for a good meeting.

Upcoming meetings:

- Subcommittee Meeting on 5/23 - draft Quadrant Plan
- SAC Meeting #17 on 6/7 – Preliminary SAC Action on I-5 Broadway/Weidler Interchange Facility Plan
- SAC Meeting #18 on 6/28 – SAC direction on complete draft Quadrant Plan
- SAC Meeting #19 on 8/2 – Final SAC recommendations

The meeting was adjourned at 8:45.

N/NEQ SAC #16 MEETING EVALUATION SUMMARY
MAY 10, 2012

12 Evaluation Forms

	Poor	Fair	Good	Very Good	Excellent
1) OVERALL MTG QUALITY			2	4	3
2) PACING	Too Slow		Just right		Too Fast
		1	5	3	1
3) CLARITY PRESENTATIONS			2	6	4
4) DOCUMENTS			3	6	3
5) DISCUSSION		1	4	4	3

6. MOST USEFUL?

- Breaks to talk to staff, others
- Facilitation continues to be good and essential to a complex process.
- Focused discussion
- I like the new voting handouts for reasons for #2 votes.
- Review of options and future process

7. LEAST USEFUL?

- Arguing with Lee
- Too long on Broadway/Weidler box box
- Policy presentation – but OK

8. COMMENTS, SUGGESTIONS, OR QUESTIONS?

- Copies
- Found this SAC most informative, and provided answers by staff
- Good work!
- How does the proposed Multnomah Blvd improvements I read about in the paper this week fit in?
- Would be nice to see a picture with streets, freeway, land use, heights, zoning together

N/NE Quadrant and I-5 Broadway/Weidler Plans

Facility Plan

I-5 Broadway/Weidler Interchange Improvements



June 7, 2012

Informational/Discussion
DRAFT

CENTRAL CITY 2035
N/NE QUADRANT

CITY OF PORTLAND OREGON 1851

Oregon Department of Transportation

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Facility Plan:
I-5 Broadway/Weidler Interchange Improvements

The overall project purpose is to...
Improve safety and operations on I-5 in the vicinity of the Broadway/Weidler interchange.



OBJECTIVES:

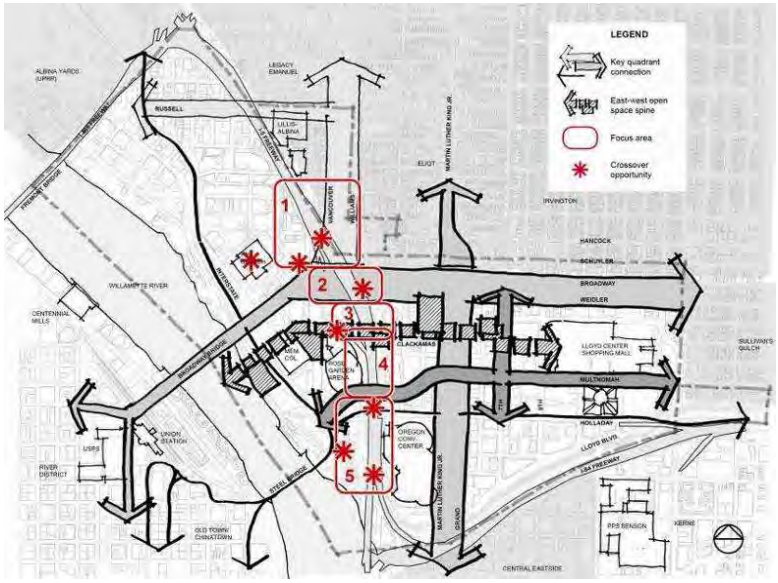
ODOT and the City, through the Stakeholder Advisory Committee (SAC) and extensive public outreach, explored and found solutions to meet the following objectives:



EASE CONGESTION LEVELS AND IMPROVE SAFETY:

ENHANCE PEDESTRIAN AND BICYCLE ROUTES:

IMPROVE FREIGHT MOVEMENT:



Integration of Transportation and Land Use Concepts in the N/NE Quadrant Plan

The Facility Plan

Study Area

The project study area is at the crossroads of the Portland freeway system, as shown in Figure 1. I-5 is the north-south freeway facility and extends through the metropolitan area, and it runs the full length of the west coast of the United States from Canada to Mexico. Within the project area, I-84 intersects I-5 and extends east across the U.S. a mile and a quarter north of I-84 and I-405 connects to I-5 at the Fremont Bridge interchange. This interchange is the northerly connection of the I-405 loop around the west side of downtown Portland, with the southerly connection at the west end of the Marquam Bridge. Within the overlap section, I-5 serves through traffic as well as connecting traffic between I-84 and I-405.



Figure 1: Study Area and Vicinity Map

Informational/Discussion DRAFT

Facility Function

- I-5 is classified as an Interstate facility and is both a Freight Route and a Truck Route.
- I-84 is classified as an Interstate facility and is both a Freight Route and a Truck Route.
- I-405 is classified as an Interstate facility and is both a Freight Route and a Truck Route.

Interchange Function

The I-5 Broadway/Weidler Interchange is located on I-5, in between I-405 to the north and I-84 to the south. The function of the I-5 Broadway/Weidler Interchange is to serve the Portland central city, which includes the industrial area of Lower Albina and the commercial activity along the Broadway/Weidler corridor, regional attractions, such as the Rose Garden Arena and the Lloyd Center mall, and the surrounding community.

Interchange Purpose

The purpose of the I-5 Broadway/Weidler Interchange Improvement Plan is to improve the safety and operations on I-5 in the vicinity of the I-5 Broadway/Weidler Interchange.

Project Problem/Issues

Congestion and Bottleneck

In the context of the regional freeway network, the city's N/NE Quadrant sits at a crossroads of three regionally significant freight and commuter routes. As a result, the freeway interchanges experience some of the highest traffic volumes in the state. Table 1 shows the average daily traffic volumes entering and exiting I-5 over the two mile segment within the N/NE Quadrant.

Table 1: Average Daily Traffic Volumes Entering and Existing I-5 in the Study Area

I-5 Direction	Entering	Exiting
Northbound	24,660	37,530
Southbound	34,000	47,200

Highest Accident Rate in the State of Oregon

An analysis of the reported crashes on I-5 in the study area was performed for the five-year period from 2005 through 2009. Both frequency (number of crashes) and crash rate (number of crashes per million vehicle miles) were calculated per 1/10 mile segments.

- I-5 S direction has more frequency of crashes than I-5 N
- The top three locations with highest frequency of crashes and crash rates are:
    1) I-5 S at N Holladay Street (weave between the Wheeler On-ramp and the I-84 E Off-ramp)
    2) I-5 N at Multnomah (weave between the I-84 W On-ramp and Weidler Off-ramp)
    3) I-5 S at Thompson Street (weave between the I-405 on-ramp and the Broadway St off-ramp)
- I-5 within the study area has the highest crash rate within the entire state
- Three times the crash rates at I-5 Terwilliger curves
- The type of crashes in order of ranking from highest are: rear-end, sideswipe, fixed and other.

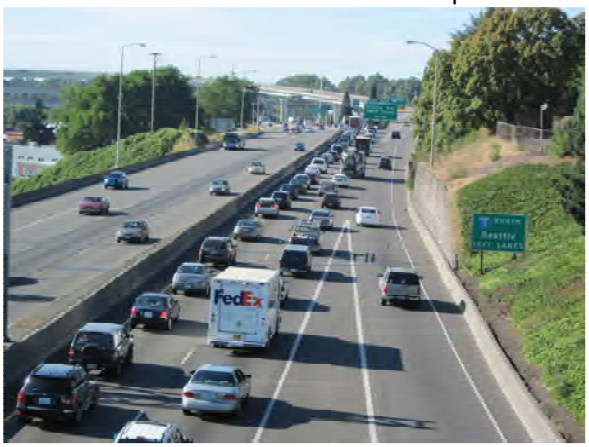
The attributing factors to the high number of crashes and safety problems in the study area are:

- Heavy congestion
- Short weaving distances
- Lack of shoulders for accident/incident recovery

Operational Friction and Congestion Caused by Heavy Weaving

Weaving analysis and field observations were performed for the four weaving sections on I-5 within the study area:

- I-5 N between I-84 W and Weidler Off-ramp
- I-5 N between Broadway On-ramp and I-405 Off-ramp
- I-5 S between I-405 On-ramp and Broadway Off-ramp
- I-5 S between Wheeler On-ramp and I-84 E Off-ramp



Two weaving sections currently perform at a failing level-of-service during the AM and PM Peak periods:

- I-5 S between Wheeler On-ramp I-84 E Off-ramp
- I-5 N between I-84 W to Broadway Off-ramp



The failing operations will be worsened in the future, with the most critical failure being the weave being the I-5 S weave from the Wheeler On-ramp to I-84 E Off-ramp. This bottleneck will cause queuing that extends across the weaving section to the north and onto Fremont Bridge.

The Land Use-Transportation Connection

Land use and transportation are in balance. Proposed changes to land use designations will reduce auto demand and provide for a more mixed-use multimodal environment.

The N/NE Quadrant of the central city includes considerable multimodal infrastructure to support all types of travelers on all modes. In addition to the I-5 freeway and the local street network, four light rail transit (LRT) lines run through the area, converging on the Rose Quarter Transit Center next to the Rose Garden Arena. The City of Portland is constructing streetcar lines on Broadway/Weidler to connect with the Pearl District and the central east side of Portland. Eight TriMet bus lines also connect at the transit center.

The I-5 Broadway/Weidler Plan proposes many new crosswalks that will improve pedestrian safety and connections to and from these major transit amenities. Two major bicycle commute routes run through the area: 1) the major east-west route along Broadway and Weidler, and 2) the major north-south route along Williams and Vancouver. The plan also proposes a new east/west bicycle/pedestrian overcrossing at Clackamas to connect the Lloyd District with the Rose Quarter.

The Lloyd Transportation Management Area (TMA) is one of the most successful in the Portland metropolitan region. The area is currently predominantly commercial and industrial however, the proposed changes to land use designations in the city's N/NE Quadrant Plan will encourage a much greater mix of uses, especially in the central Lloyd District where significant density and mix of uses are anticipated.

The City of Portland and ODOT have jointly developed this freeway and local transportation plan, and have integrated the transportation and land use components. The transportation components were developed assuming existing zoning, except for changes at the Portland Public Schools (PPS) Blanchard site and some changes to allow more diverse uses in the central Lloyd District. The overall trip vehicle trip generation for the district is expected to be the same or lower than under previous zoning entitlements. The changes related to land use and the transportation improvements recommended by this plan have been analyzed and queues are not anticipated on the I-5 exit ramp deceleration areas (see Table 2).

Table 2: Available Storage and Predicted Queues for Exit Ramps at I-5 Broadway/Weidler Interchange

Direction	Storage Available	Predicted Queue
Southbound	955 feet	500 feet
Northbound	1130 feet	350 feet

Multimodal Mixed-Use Area

The Broadway/Weidler interchange is within ¼-mile of an existing interchange. ODOT staff concurs that the Multimodal Mixed-use (MMA) designation is appropriate for the city's companion NNE Quadrant Plan and ODOT must be consulted prior to any future plan amendments within the MMA boundary.

Summary of the Recommended Concept and Elements

Informational/Discussion DRAFT

The Recommended Concept (supported by a consensus/ majority of the SAC) and elements are based on technical assessments of bicycle and pedestrian operations, urban design/land use potential, traffic operations, and safety. Figures 2 and Figure 3 illustrate the Recommended Concept and Table 3 describes the facility plan elements and their outcomes.

Transportation Demand Management (TDM) strategies are most effective in areas with high concentrations of employment and where a robust transit system exists. Generally, the strategies are easiest to implement where there are large employers or where a transportation management association (TMA) has been established to pool the efforts of many smaller employers. The Facility Plan Element 1*, Transportation Demand Management (TDM)* measures are designed to reduce vehicle demand, especially for commuter trips in the peak periods. TDM measures include strategies that: 1) shift modes for carpooling, vanpooling, transit, bicycling, and walking programs, 2) shift trips to non-peak periods, such as flexible work schedules and off peak shifts and 3) include telecommuting, which eliminates trips.

Transportation System Management (TSM) measures are designed to make maximum use of existing transportation facilities, and include:

- Traffic engineering measures (eg. signal timing changes, provision of turn lanes, turn restrictions, and restriction of on-street parking to increase the number of travel lanes without road widening) that improve the operations and efficiency of streets and intersections;
- System monitoring and traveler information systems (e.g., Intelligent Transportation Systems (ITS), variable message signs, etc.);
- Facility management systems (e.g., ramp meters, special use lanes, signal priority for special users such as transit); and
- Incident management systems (e.g., incident response and recovery teams).

Components of these TDM and TSM measures are in use today. The City of Portland and ODOT will continue to monitor, adjust, and implement the strategies as needed.

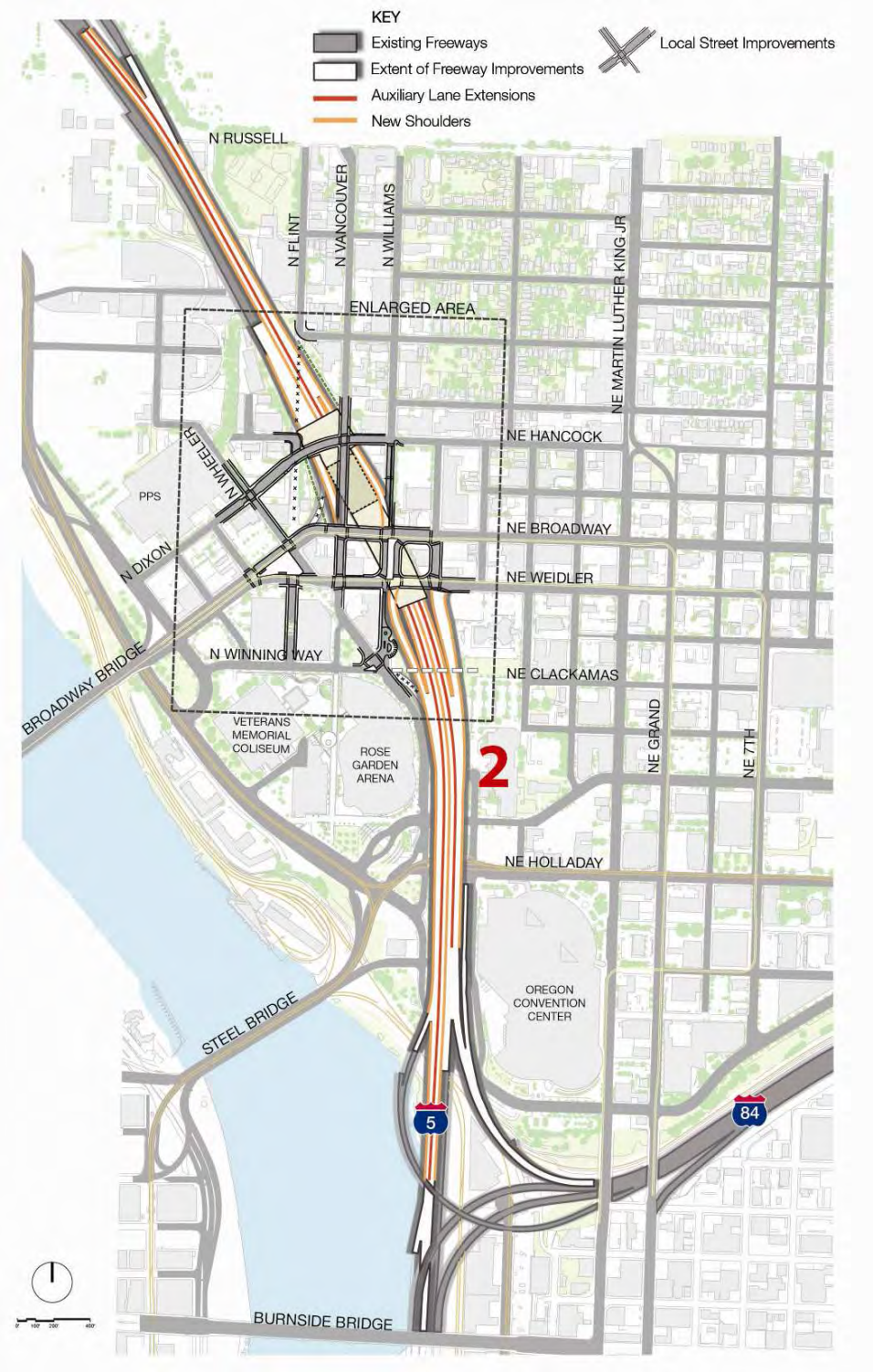


Figure 2: Overall Project Extent of the Recommended Concept

Table 3: I-5 Broadway/Weidler Interchange Recommended Alternative

Facility Plan Elements

Facility Plan Elements	Outcome
1. Implement Transportation System Management (TSM) and **Transportation Demand Management (TDM) Strategies**	Improve freeway operations and reduce automobile trips.
2. Construct Mainline Freeway Safety Elements	Improve freeway operations and reduce accidents 30-50 percent.
a. Extend auxiliary lanes in both directions.	
b. Add full-width shoulders in both directions.	
3. Reconstruct Three Freeway Structures and Lid The Mainline Freeway Safety Elements require rebuilding the Weidler, Broadway, and Williams structures over I-5; the new structures will be designed to meet seismic and clearance standards.	The new structures improve facilities for all modes; the lid allows for more effective construction staging, improves the urban design of the interchange area and improves the areas development potential.
4. Relocate Southbound I-5 On-Ramp to Weidler/Williams (from current location at Wheeler/Winning Way/Williams)	Increases weave distance, removes ramp traffic from local streets, Wheeler and Winning Way. Allows bike-ped only overcrossing at Clackamas.
5. Convert Williams to a Reverse Traffic-Flow Connection between Broadway and Weidler Includes a barrier-separated bike-pedestrian path in the middle.	Allows more efficient signal timing, improves bike and pedestrian connections through interchange and simplifies vehicular movements.
6. Construct Clackamas Bike-Pedestrian Overcrossing Establishes connection over I-5 from Winning Way to Clackamas.	Increases multi-modal connectivity across I-5, links central Lloyd District to the Rose Quarter and forms the south side of "box-around-the-box."
7. Re-construct the Vancouver Structure; Remove the Flint Structure; Reconfigure Streets North of Broadway to Include Hancock/Dixon Structure and Lid	Vancouver structure must be replaced to accommodate mainline freeway improvements. The Hancock and freeway lid allow for effective construction staging, improve viability of Blanchard site and form the north side of "box-around-the-box."
North of Broadway elements (Figure 3) include:	
1. Rebuild Vancouver	
2. Implement traffic calming at Williams/Hancock	
3. Remove Flint between Tillamook and Broadway	
4. Maintain Wheeler as a two-way street north of Broadway	
5. Maintain Wheeler in front of Left Bank as one-way	
6. Connect Flint as a two-way street south of Weidler	
7. Add signals at Broadway/Wheeler and Broadway/Ross	

Informational/Discussion DRAFT

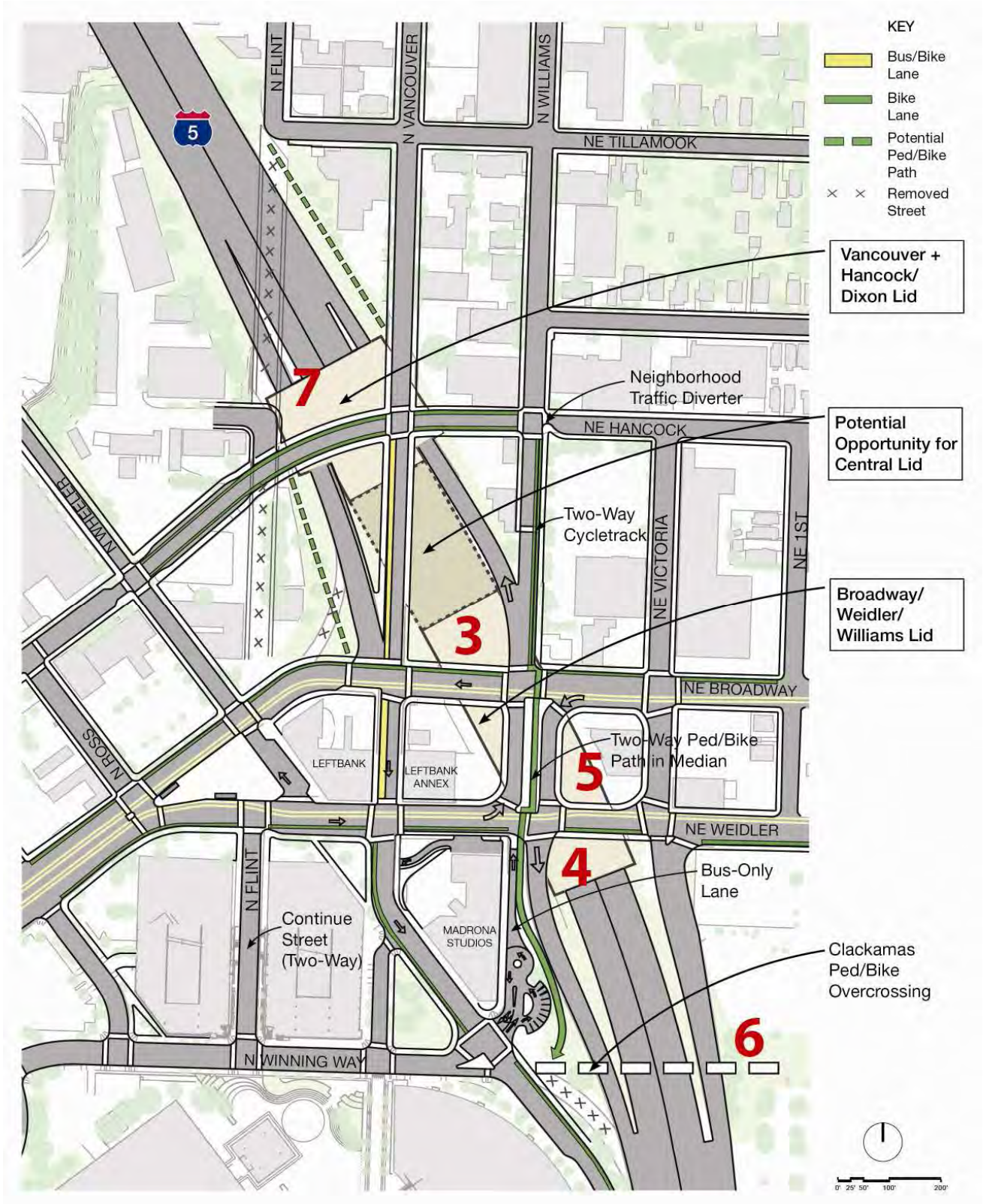


Figure 3: Enlarged "Box" Area of the Recommended Concept

Project Monitors and Future Project Development

The Facility Plan elements of the recommended alternative (Table 3) are expected to significantly improve I-5 mainline operations and safety as well as improve interchange operations at Broadway/Weidler. Once the Facility Plan elements are completed, ODOT and City of Portland will continue to monitor the freeway operations in the I-5 Broadway/Weidler Interchange area (Table 4).

Table 4: Project Monitors and Future Project Development

Project Monitors	Notes
1. Safety and Operational Performance **- Southbound Braided Ramp or other freeway safety improvement**	Upon completion of the recommended alternative Facility Plan elements, ODOT and the City of Portland will monitor the performance of the completed project to address achievement of the safety and operational goals. If safety and operational issues remain on the freeway after construction of the recommended alternative Facility Plan elements, ODOT will work with the City of Portland to initiate a public process to consider additional measures such as a southbound braided ramp from Broadway to I-84 or other options developed through a public process. A southbound braided ramp should not be precluded by the construction of the recommended alternative Facility Plan elements.

Implementation Actions

Informational/Discussion DRAFT

Project Development and Project Management

1. Proceed with next phase of project development and complete Preliminary Engineering and environmental phases for federal funding.
2. Continue project management partnership between the City of Portland and ODOT.
   - Develop work scope and schedule.
   - Define environmental process
   - Develop inter-governmental agreement for completion of PE/Environmental Studies.
3. Develop public involvement process for PE/Environmental phase and actions to resolve remaining issues identified in the I-5: Broadway-Weidler Interchange Improvement Plan.
4. Special considerations will be discussed and identified during Preliminary Engineering and recommended as part of the Final Design/Engineering.
   - Construction management strategies that can provide incentives to minimize construction periods, impacts and costs;
   - Incentives for minority hiring and
   - Strategies to support local businesses

Preliminary Engineering (PE)

The following are key products at the completion of Preliminary Engineering:

1. Complete PE level of engineering:
   - Develop project cost estimates
   - Complete environmental documentation
   - Identify potential construction phasing
   - If phasing is required, the City and ODOT will work together to match phases to the funding sources available

2. Project agreements at the completion of PE:
   - Signals will continue to be timed so as to avoid queues backing up into the deceleration area of the I-5 SB exit ramp at Broadway.
   - Crosswalks will be provided at all signalized locations and should be provided at all safe and feasible locations.
   - The Rose Quarter Traffic Management Plan (TMP) should be updated with the participation of ODOT, City of Portland, and the Rose Garden Arena prior to construction.
   - Develop preliminary construction mitigation plan that would include efforts to minimize impacts, support local businesses, and support minority hiring.

Specific Design Coordination

Property impacts are of great concern to the neighborhoods, businesses and agencies working in the study area. The following issues will require further examination by ODOT and the City of Portland, with community involvement as part of Preliminary Engineering:

1. Seek a viable single lid design solution over I-5 between Weidler and Hancock by exploring mitigation measure for freeway noise and vehicle emissions, and address the need for open space and economic development.

2. Develop specific measures to address property and parking impacts to the Paramount and Portland Public School, and other sites related to the proposed Hancock to Dixon connections. The number of parking spaces should be the same or more than current conditions at Paramount Apartments, Left Bank, Left Bank Annex and Madrona.
3. Develop alternative safe and convenient bicycle/pedestrian connections to include:
    a. Enhanced facilities (bicycle lanes, two way cycle track, sidewalks, protected marked crossings) along Broadway, Weidler, Vancouver, and Williams with a wide, grade separated, multi-use path for Williams between Broadway and Weidler.
    b. The development of a new pedestrian/bicycle connection between the Flint/Tillamook intersection to the proposed Vancouver/Hancock overcrossing.
    c. The development of a new bike/pedestrian connection from N. Hancock St. to N. Broadway, while providing for potential parking mitigation , open space, and redevelopment opportunities
4. Define Eliot neighborhood traffic mitigation measures for the recommended N. Hancock St. connection between N. Vancouver Ave. and N. Dixon St to discourage cut-through traffic.
5. Refine a street design and circulation plan for the area in the vicinity of the Broadway-Weidler interchange. The refined street design and circulation plan should address the following issues:
    a. Develop design elements that provide for safe and convenient access to the Left Bank and Left Bank Annex.
    b. Develop and evaluate circulation alternatives and design elements for the area north of Broadway, south of N. Wheeler Place and West of I-5 to:
        1. Address the changes to access and circulation around the Paramount Apartments by investigating treatments for the N. Wheeler Ave, between Broadway and Hancock, in order to minimize cut-through traffic at the west side of the Paramount , but maintain access to the Lower Albina industrial district;
        2. Enhance bicycle access and safety to the proposed Hancock/Dixon connection over I-5 to the Broadway Bridge; and
        3. Determine appropriate multimodal access and circulation to this area and Lower Albina.
    c. Develop and evaluate circulation alternatives for N. Wheeler Avenue, N Winning Way, N Center Ct, N Flint and N Williams to:
        1. Enhance circulation in the area for all modes
        2. Provide flexibility to manage event ingress and egress; and
        3. Open up opportunities for redevelopment and placemaking
    d. Develop design elements that address the changes to access and circulation to the Madrona:
        1. Refine street design for N. Williams Avenue between N. Weidler and N. Wheeler to address access, circulation and on-street parking needs for the Madrona while also providing for bus, bike and pedestrian circulation.
        2. Provide for sufficient pedestrian and vehicle access to the N Williams entrance to Madrona; and
        3. Prepare design treatment for the Weidler /Williams intersection for safe pedestrian and bicycle crossing.
6. Develop design plans with TriMet for safe transit operation through the I-5 interchange.
7. Refine and finalize design for Clackamas Overcrossing Structure.
    a. Coordinate design with future access connections east of I-5.
    b. Coordinate design with future changes to traffic circulation west of I-5 and the relocation of the southbound on-ramp.
8. Evaluate visual and environmental impacts of the proposed widening of the elevated segment of I-5 freeway, including the segment over the Rose Quarter Transit Center and Peace Park, and identify mitigation measures as needed.

N/NE Quadrant and I-5 Broadway/Weidler Plans

I-5 Broadway/Weidler Interchange Improvements Report



June 7, 2012

Informational/Discussion DRAFT

The N/NE Quadrant and I-5 Broadway/Weidler Plans Project is a collaborative effort by the City of Portland and the Oregon Department of Transportation to integrate urban design and land use planning with freeway planning and concept-level engineering in the North/Northeast portion of the Central City, which includes Lower Albina and the Lloyd District.

I-5 Broadway/Weidler Interchange Improvements Report

The overall project purpose is to...
Improve safety and operations on I-5 in the vicinity of the Broadway/Weidler interchange.



OBJECTIVES

ODOT and the City, through the Stakeholder Advisory Committee (SAC) and extensive public outreach, explored and found solutions to meet the following objectives:



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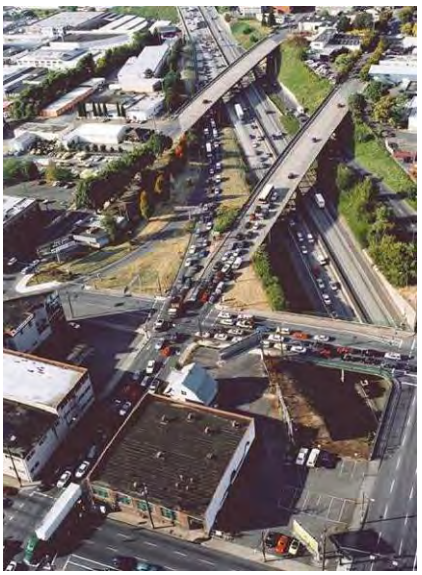

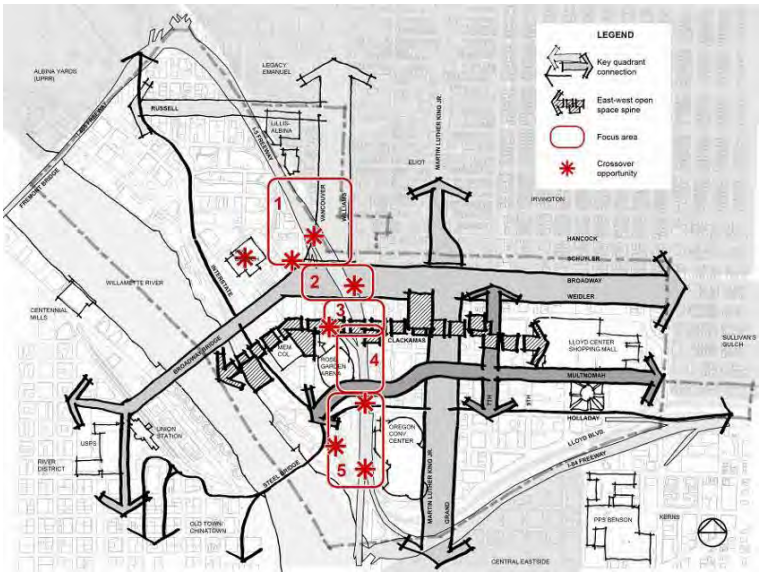

Integration of Transportation and Land Use Concepts in the N/NE Quadrant Plan

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Informational/Discussion
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Previous Project Documents (Appendices)

Project Sponsor Chartering Document	August 2010
Transportation Existing Conditions Report	November 2010
Public Open House Boards	November 2010
Project Goals Statement	January 2011
Stakeholder Advisory Committee Collaboration Principles	March 2011
Building the System: I-5 between I-84 and I-405, History of Freeway Improvement Plans	March 2011
Freeway Charrette Concepts Matrix	April 2011
Freeway/Local Transportation Interface: Charrette Summary	May 2011
Environmental Baseline Report	May 2011
Historic Resources Report/Map	May 2011
Freeway/Local Transportation Interface: Concepts for Further Study	June 2011
Public Open House Boards	June 2011
Concepts Recommendation for Phase III	July 2011
Phase III Evaluation Criteria	September 2011
Phase III Evaluation Worksheet	December 2011

Other Project Documents (Potential Appendices)

Supplemental Traffic Memos/Reports	Various
Joint Staff Reports	Various
Project Presentations	Various

Informational/Discussion
DRAFT

Glossary of Related Planning Efforts

Central City 2035	Central City 2035 (CC2035) is an update to the 1988 Central City Plan, which is the existing plan and policy for downtown and the central areas of Portland, Oregon. In coordination with the Portland Plan, this plan will address challenges and opportunities in the Central City to ensure that this unique economic, transportation, cultural and educational hub will be a vibrant resource for all Portlanders over the next 25 years. This effort will examine issues and opportunities within each of the Central City's quadrants.
Facility Plan	A planning statement that Oregon state agencies prepare in order to better plan state facility needs and to comply with state law. The Oregon Department of Transportation (ODOT) prepares this type of document to inform decision makers, including the Oregon Transportation Commission, of its intent relative to the future development of its transportation infrastructure.
I-5 Broadway/Weidler Interchange Improvements Report	This overall document, which has been prepared to document the recommendations of the project's SAC relative to transportation improvements that have been developed, analyzed and narrowed to the Recommended Concept described in Section 5.
N/NE Quadrant and I-5 Broadway/Weidler Plans	The combined efforts of ODOT and the City of Portland's Bureau of Planning and Sustainability and Bureau of Transportation to plan land use, urban design and transportation improvements within the North/Northeast Quadrant of Portland's Central City. The transportation improvements are planned for both the I-5 freeway and the local street network near the I-5 Broadway/Weidler Interchange.
N/NE Quadrant Plan	The North/Northeast Quadrant Plan (N/NE Quadrant Plan) is the first of the quadrant-level planning efforts associated with Central City 2035. This planning effort addressed challenges and opportunities related to land use, urban design, the Willamette River and multimodal transportation infrastructure.
Portland Plan	The Portland Plan is a strategic plan for the City of Portland that sets broad goals for improving equity, prosperity, educational outcomes and human and environmental health in Portland. The Comprehensive Plan will implement the Portland Plan policies that relate to state-mandated long-range planning that guide land use, transportation, conservation, and capital projects. CC2035 will be adopted as a district plan of the Comprehensive Plan. The North/Northeast Quadrant Plan will be part of the CC2035 Plan.

Acronyms and Abbreviations

BPS	Bureau of Planning and Sustainability, City of Portland
CoP	City of Portland
ODOT	Oregon Department of Transportation
PBOT	Portland Bureau of Transportation, City of Portland
ROW	Right-of-Way
SAC	Stakeholder Advisory Committee
TDM	Transportation Demand Management
TSM	Transportation System Management
TSP	Transportation System Plan
V/C	Volume-to-Capacity ratio

I-5 Broadway/Weidler Interchange Improvements

Purpose of this Report — Relation to the Facility Plan

This report summarizes the process and steps that the Oregon Department of Transportation (ODOT) and two bureaus of the City of Portland, the Portland Bureau of Transportation (PBOT) and the Portland Bureau of Planning and Sustainability (BPS), have taken to date to address long-standing transportation issues in the North/Northeast Quadrant of Portland's Central City. In conjunction with the project's Stakeholder Advisory Committee (SAC) and an extensive public process that also examined potential land use changes and related opportunities in the North/Northeast Quadrant study area, the project team solicited, developed and evaluated a wide range of ideas and improvement concepts for both the Interstate 5 (I-5) freeway and local transportation issues in and around the I-5 Broadway/Weidler Interchange area.

This report provides an overview of this nearly two-year process as the project team, the SAC and numerous area stakeholders have contributed, shaped and narrowed the many improvement concepts. The result of this process, the project team's Recommended Concept, is described in Section 5 of this report. This document introduces and provides the background for a related document, called the ***Facility Plan for the I-5 Broadway/Weidler Interchange***. This plan is a technical and state-required document that specifically outlines ODOT's intentions relative to this segment of the I-5 facility and the interchange.

Purpose of the Facility Plan for the I-5 Broadway/Weidler Interchange

State of Oregon agencies prepare facility plans for state-owned infrastructure so that they and decision-makers may effectively manage, maintain and prioritize potential additions to or expansion of this infrastructure. The Facility Plan for the I-5 Broadway/Weidler Interchange represents a discussion draft of a facility plan that ODOT staff will present to the Oregon Transportation Commission (OTC) later this year regarding recommended improvements to I-5 in the area around the I-5 Broadway/Weidler Interchange between Interstate 84 (I-84) and Interstate 405 (I-405) at the Fremont Bridge. This Facility Plan will represent and confirm, if adopted by the OTC, the state's long-range intent relative to this section of I-5 and the I-5 Broadway/Weidler Interchange.

1. Introduction (The Story)

Combining Land Use and Transportation Planning

Portland is nationally recognized for innovations linking land use and transportation planning. Portland's Downtown Plan, adopted in 1972, and the Central City Plan, adopted in 1987, established a framework for land use and transportation within the central city.

In the summer of 2010, ODOT, PBOT and BPS initiated a partnership to begin co-developing land use and transportation concepts for the North/Northeast quadrant of the central city (N/NE Quadrant) through an iterative process involving the public and area stakeholders. The project includes identifying specific improvements to the I-5 freeway within the overall project study area (see Figure 1), between I-84 and I-405 (at the Fremont Bridge), and improvements to the I-5 Broadway/Weidler Interchange area.

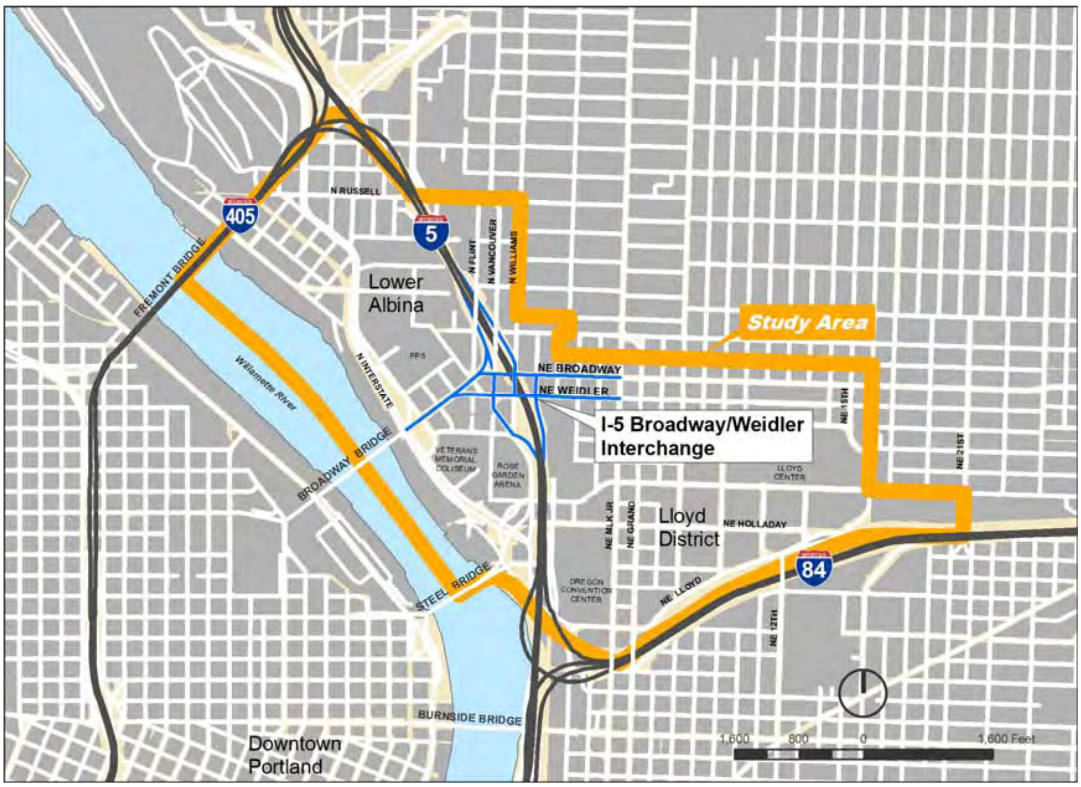


Figure 1: Study Area for the N/NE Quadrant and I-5 Broadway/Weidler Plans Project

This joint effort represents a new land use-transportation approach in planning improvements to urban freeway interchanges. This approach combines the planning of local strategies for land use, urban design and local transportation improvements, typically a City responsibility, with the planning of interstate freeway improvements, which is an ODOT responsibility. The project's approach for freeway improvements was to address long-demonstrated safety and operational issues that, if scaled according to community aspirations, would contribute to the continued vitality of the Central City and the mobility needs of the region and state. Due to multiple constraints, freeway improvements were to focus on existing safety and reliability issues and not necessarily increase capacity to meet future travel demands.

This collaborative approach between ODOT, the City and the North/Northeast Portland community, examined transportation and land use solutions concurrently over the course of a five-phase process. In the end, it resulted in land use and transportation changes in the quadrant that are mutually agreeable to both the City of Portland and to ODOT. The land use changes and urban design strategies for the City are documented in the North/Northeast Quadrant Plan (as part of the 2035 Central City Plan) and the transportation changes are documented in this report and ODOT's Facility Plan. Though developed within the same process, the land use and transportation improvements would result in two different groups of documents for the two partnering agencies as shown in Figure 2.

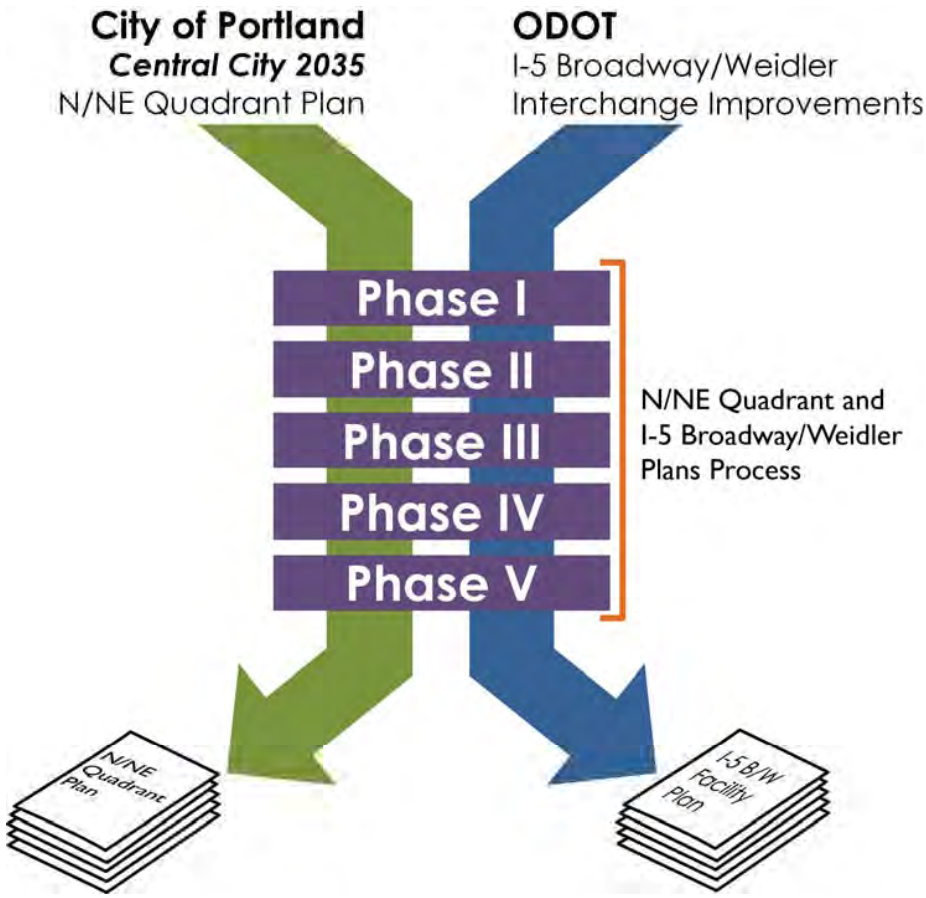


Figure 2: Joint Effort for the N/NE Quadrant and I-5 Broadway/Weidler Plans Project: Examining Land Use and Transportation Elements Concurrently

Previous Studies of I-5 Freeway Issues between I-84 and I-405

Previous studies by ODOT and the City of Portland have attempted to address the considerable safety and operational issues of the I-5 freeway between I-84 and I-405 (Fremont Bridge). This segment of I-5 has not been improved since it was built in the 1960s and it remains one of the few sections of freeway in the region where there are only two through lanes in each direction. The safety and operational issues here derive largely from the close spacing of the I-84, Broadway/Weidler, I-405 and Greeley interchanges that occur within this short segment of I-5 and the high proportion of traffic volume entering onto and exiting from I-5 that create "weave" maneuvers between motorists entering and exiting the freeway.

As these studies were conducted and concept plans developed over the past 25 years, both ODOT and the City of Portland recognized that, although they addressed the safety and operational issues of the I-5 freeway between I-84 and I-405, the physical impacts of the solutions were greater than anyone desired. These previous efforts relied on the use of braided ramps to eliminate the weave conditions. While the traffic benefits of these solutions were demonstrated, concerns over their cost, the widened freeway footprint and the visual impacts of multiple new structures prevented their implementation. Figure 3 shows the I-5: Greeley – N. Banfield Modified Concept from 1990-1996.



Figure 3: I-5: Greeley – N. Banfield Modified Concept (1990-1996)

As additional studies were undertaken, the extent of proposed freeway improvements, and the financial costs and community impacts associated with them, began to narrow. Yet even with the last major look at potential improvements to I-5 in the study area in 2007, the project costs, right-of-way (ROW) needs and the associated community impacts were found to be too great to move forward with implementation. These three factors resulted in improvement proposals that had little community support beyond the operational benefits to the freeway. See Appendix X -- Building the System: I-5 between I-84 and I-405, History of Freeway Improvement Plans, for a summary of improvement plans for this segment of freeway over the last 25 years.

With the Recommended Concept as described in Section 5, the extent (or scope) of the freeway improvements, and the financial costs and community impacts associated with the concept, has been narrowed considerably. Freeway safety and operations have been demonstrated to improve and the project costs appear relatively manageable. The greatest proportional decrease in scale occurred by reducing the amount of additional ROW needed and the community impacts associated with the Recommended Concept. This narrowing of the scope of the project, and its related costs and impacts, is illustrated in Figure 4.

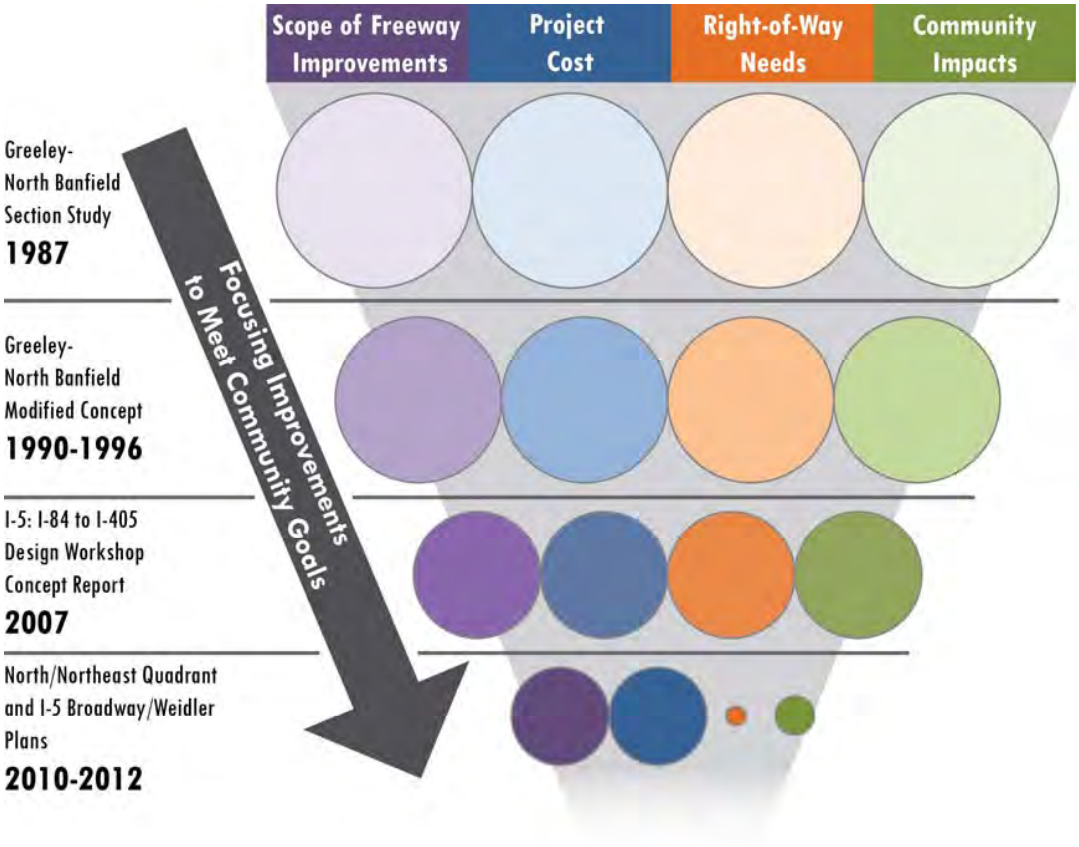


Figure 4: Extent of Freeway Improvements, Costs and Community Impacts from Studied Improvements to I-5 between I-84 and I-405 over Time

The result of the close collaboration between ODOT, the City, the project's SAC and the public is that an appropriately-scaled set of improvements has been developed and evaluated that benefits the project partners and the community. This considerable narrowing, or focusing, of the extent of freeway improvements is critical for several reasons summarized below.

For the community and neighborhoods immediately surrounding the freeway, the reduction in community impacts means that the displacements experienced during the original construction of I-5 freeway in the area will not be repeated or exasperated.

For the project's SAC, the reduction in impacts and the additional benefits of enhanced connectivity in the study area demonstrates that their work on project goals and objectives are now reflected in the resulting Recommended Concept (as described in Section 5).

For the City of Portland, the scale and nature of the project's Recommended Concept can be seen to improve transportation elements in the North/Northeast Quadrant that facilitate the continued growth and evolution of the quadrant as a vital Central City district and to support the land use and urban design goals and elements of the City's North/Northeast Quadrant Plan.

And for ODOT, the reduced scale of the project's Recommended Concept demonstrates safety and operational improvements to the mainline of the I-5 freeway and yet the reduced costs, the greatly reduced ROW needs and greatly reduced community impacts mean that an implementable project is achievable for this critical segment of freeway.

2. The Plan Development and Public Involvement Process

The Process: The Stakeholder Advisory Committee and Public Outreach

ODOT and the City undertook a comprehensive public process, complete with a professional process facilitator, that included numerous outreach events in the community, study area tours and many briefings with potentially affected stakeholders and property owners.

An integral component of the process was a 30-member SAC with broad-ranging perspectives in the study area to advise the partner agencies at each step of the process. The SAC included members representing neighborhood, business, bicycle, pedestrian, transit, freight, rail, events facility and property owner interests. The five step project process is shown in Figure 5 and includes each of the significant project milestones as supported by the SAC.

This section will be expanded in later June 2012 to describe the full extent of the project's process, a synopsis of the collaborative and consensus-based meeting process and the full complement of public involvement efforts.

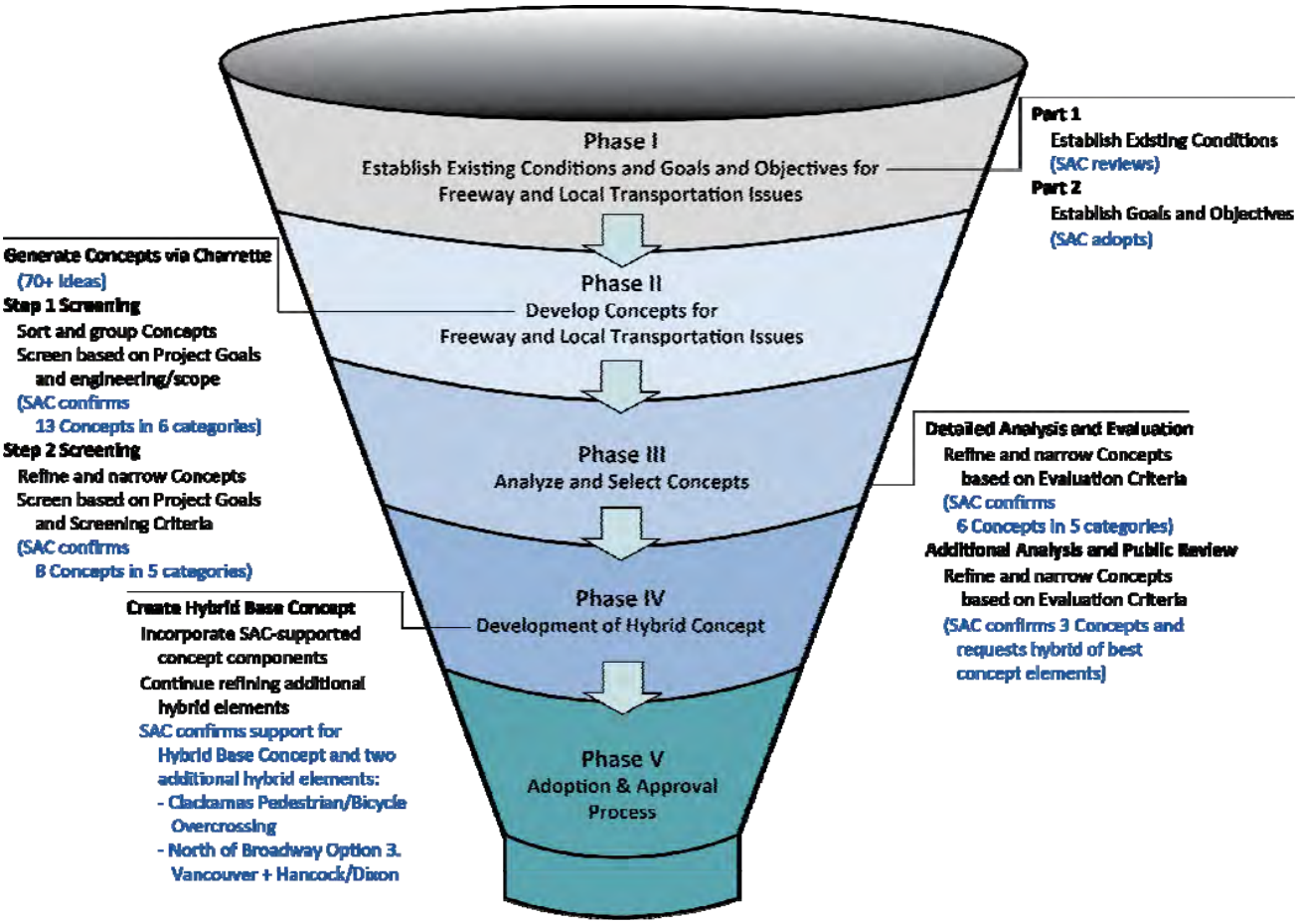


Figure 5: The Five-Phase Project Process (Transportation Focus)

3. Existing Conditions: What We Started With

Phase I, Part 1: Establish Existing Conditions for Freeway and Local Transportation Issues

In order to understand, inventory and document the nature of transportation issues in the N/NE Quadrant during Phase I of the project, the project team undertook analysis of transportation facilities and conditions in the project area. This documentation included findings relative to all transportation modes using the I-5 freeway and local transportation network. This effort allowed the project team and the SAC to develop and evaluate potential solutions to address the issues and opportunities that were present. The findings of this effort were compiled in Appendix X – The Transportation Existing Conditions Report. A summary of the findings is presented in this section.

Transportation Background: The Community

The varied landscape that today comprises the N/NE Quadrant is rooted in a vibrant history that spans over 150 years. Early development in this area focused on access to the Willamette River and included a river ferry linking downtown to Lower Albina at the foot of Russell Street as well as the extensive Albina railroad yards. What is now Lower Albina was incorporated as part of the City of Albina in 1887. That year also marked the opening of the original Morrison Bridge as the first Willamette River bridge crossing. The bridge spurred additional development along the east side of the river as a streetcar line was built running up Mississippi Avenue from the City of East Portland (incorporated in 1891). The riverfront in Lower Albina remains part of Portland's deep water port and remains industrial in character. Commercial development was located primarily along Russell Street and Williams Avenue. The southern portion of Albina was home to a vibrant jazz music scene focused along Williams Avenue.

Many of the fundamental characteristics of today's Lloyd District/Rose Quarter area came with the opening of the Lloyd Center mall and the Veterans Memorial Coliseum in 1960. The 1960s also brought the construction of the I-5 freeway cutting mostly north-south through the study area. The Lloyd Center mall and the redevelopment surrounding it has essentially created a second commercial and activity core within the Central City that was built at a more auto-oriented scale than downtown Portland.

The profound changes that construction of the Veterans Memorial Coliseum and I-5 freeway brought to the surrounding neighborhoods in the early 1960s understandably remain a sensitive issue. While the coliseum and freeway construction benefitted the desire for regional civic facilities and improved regional and state mobility, these improvements came with the displacement of residents and a commercial district that were the heart of Portland's African-American community. The impacts of these displacements continue to resonate with members of the community to this day and set an important context for any future improvements within the North/Northeast Quadrant.

Land-Use Context

Within the N/NE Quadrant, a number of broad primary use categories have been identified:

- Employment, office: 6-20 story development
- Mixed, commercial/residential: scale varies
- Residential: 2-6 story development
- Regional attraction: scale varies
- Employment, industrial: 1-3 story development

While the permissive Central Commercial (CX) zone pervades much of the N/NE Quadrant, roughly 32 acres of vacant or underutilized land currently exist. Figure 6 shows a considerable amount of underutilized land within the central Lloyd District area of the quadrant. Despite the relatively slow pace of development in the quadrant, some recent projects have leveraged the unique historic character of the quadrant and repurposed buildings that existed before freeway construction in the area. Figure 7 shows the Left Bank building where considerable private investment has rejuvenated one of the more significant buildings remaining from the period prior to construction of the coliseum and the freeway.



Figure 6: Underutilized Land Remains Available for Development in the N/NE Quadrant



Figure 7: Recent Investment in the Quadrant Exemplified by the Leftbank Building Renovation

Transportation Background

The N/NE Quadrant includes a range of existing transportation facilities including three Willamette River bridges, four light rail transit lines, the Eastside Esplanade pedestrian/bicycle path and three major freeway interchanges along I-5.

Transportation – The Role and Function of I-5

I-5 provides the main north-south through-route serving the west coast of the United States from Mexico to Canada and links population centers from Southern California, eastern portions of the Bay Area in Northern California, the Rogue Valley in Southern Oregon, the Willamette Valley, the Portland-Vancouver metropolitan area and the Puget Sound region. Within the N/NE Quadrant, I-5 connects with the western terminus of I-84, which is the east-west freeway for the state of Oregon. On the northern edge of the project study area, I-5 intersects with I-405 and the Fremont Bridge; I-405 acts as part of the downtown freeway loop on the western edge of downtown Portland.

I-5 is identified as part of the National Truck Network which designates highways (including most of the Interstate Highway System) for use by large trucks. In the Portland-Vancouver area, I-5 is the most critical component of this national network as it provides access to the transcontinental rail system, deep water shipping and barge traffic on the Columbia River, connections to the ports of Vancouver and Portland as well as the majority of the area's freight consolidation facilities and distribution terminals.

Freight volumes moved by truck to and from the region are projected to more than double over the next 25 years. Vehicle-hours of delay on truck routes in the Portland-Vancouver area are projected to increase by more than 90 percent over the next 20 years. Growing demand and congestion will result in increasing delay, costs and uncertainty for all businesses that rely on this corridor for freight movement.

Historic Traffic Volumes on I-5

Figure 8 shows historic traffic volumes on I-5 through central Portland spanning the time from when I-5 opened in 1966 through 2009. When I-5 opened in 1966 it carried an average of 60,000 vehicles per day in both directions. By the mid-1970s typical weekday traffic had increased to over 100,000 vehicles per day and to over 140,000 per day by the mid-1990s through the mid-2000s. Average daily volumes have been relatively flat for the past 15 years, with a recent decline to below 140,000 for 2008 and 2009. The decline in the past two years is likely attributable to reduced trips resulting from reduced economic activity. A similar reduction in average daily volumes can be seen during the recession years in the early- to mid-1980s.

Figure 9 shows that truck traffic on I-5 in Portland's Central City has increased at a higher rate than overall traffic. Daily truck volumes on I-5 at the Marquam Bridge averaged less than 6,000 per day from the late 1960s through the mid-1970s. During the 1990s truck volumes grew to nearly 10,000 per day and growth in the 2000s has increased average daily truck volumes to over 12,000 per day. The existing conditions analysis also revealed that a significant portion of I-5 and some local streets connecting with freeway ramp terminals were near capacity as indicated by volume-to-capacity ratios (V/C) between 0.81 and 0.99. A V/C ratio of 1.0 indicates that a transportation facility is at capacity for motor vehicles. Significant congestion typically occurs with the V/C ratios found on the freeway and local streets near the I-5 Broadway/Weidler Interchange.

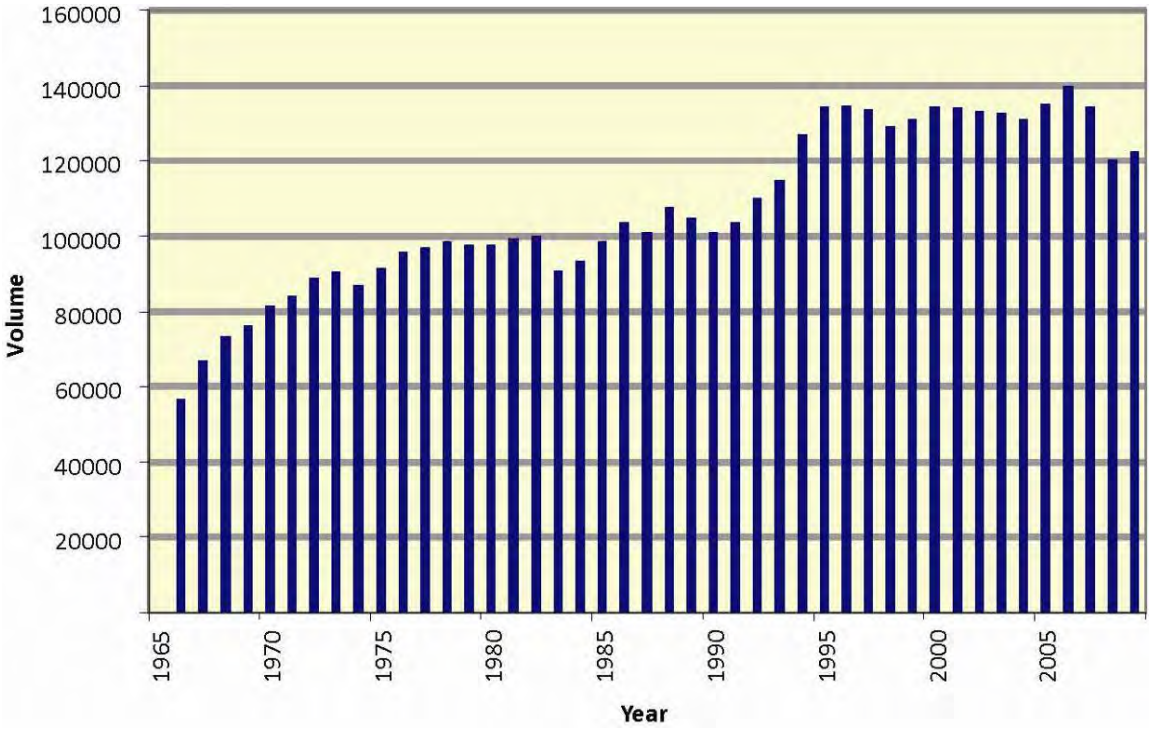


Figure 8: Historic Traffic Volumes on I-5 at Holladay Street (Average Daily Two-Way Traffic)

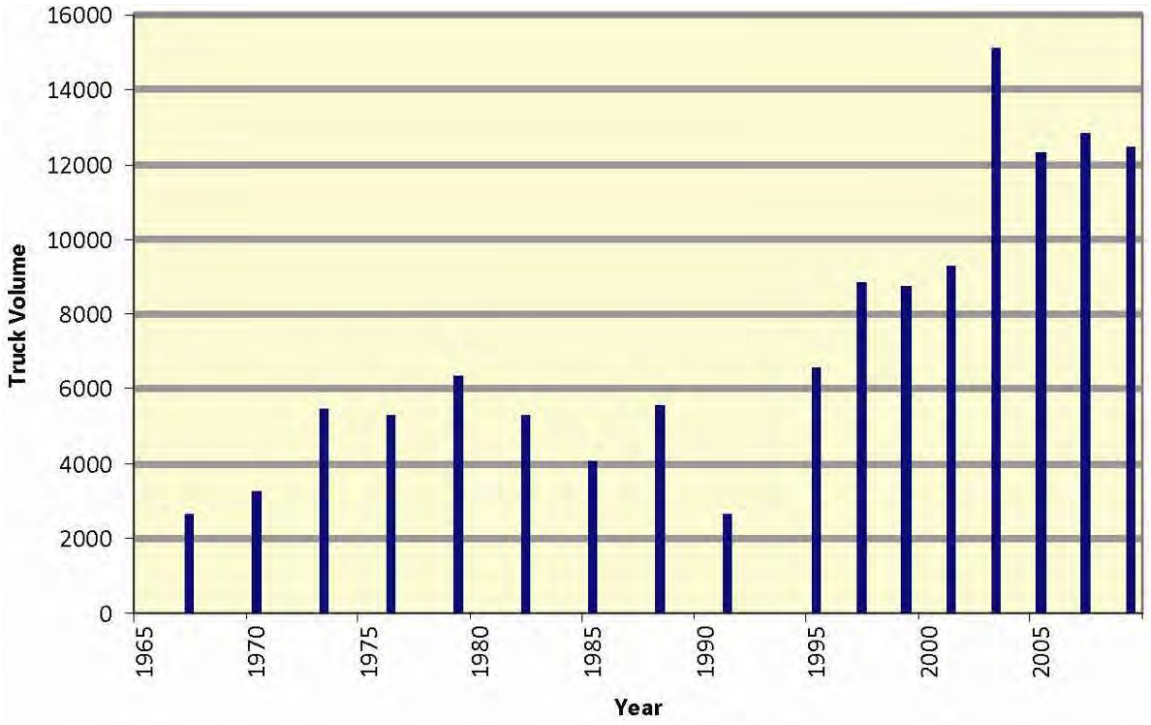


Figure 9: Historic Truck Volumes on I-5 at Marquam Bridge (Average Daily Two-Way Traffic)

I-5 Traffic Bottleneck and the Spreading of Peak Hour Congestion

In the context of the regional freeway network, the N/NE Quadrant sits at a crossroads of three regionally significant freight and commuter routes: I-5, I-84 to the south and I-405 to the north. As a result, the freeway interchanges within the N/NE Quadrant experience some of the highest traffic volumes found in the state. Table 1 shows the average daily traffic volumes entering and exiting I-5 over the two-mile segment within the N/NE Quadrant study area.

Table 1: Average Daily Traffic Volumes Entering and Exiting I-5 in the Study Area

I-5 Direction	Total Ramp Volumes Entering I-5	Total Ramp Volumes Exiting I-5
Northbound	29,970	37,530
	Includes entrance ramps from: • I-84 • Broadway/Williams Avenue	Includes exit ramps to: • Weidler Street/Victoria Avenue • I-405 • Greeley Avenue
Southbound	34,020	47,200
	Includes entrance ramps from: • Greeley Avenue • I-405 • Wheeler/Winning/Williams	Includes exit ramps to: • Broadway/Vancouver Avenue • I-84 • Morrison Bridge/Hwy 99E

Recent trends for I-5 traffic (no growth in daily traffic volumes and increasing truck traffic) are consistent with the volume data which indicate that the two through lanes for I-5 through central Portland are operating at capacity during peak hours. The congested conditions lead some users whose trips have flexibility to choose to travel earlier or later (which spreads congestion to both before and after typical peak traffic hours) or to use different travel routes. To the extent possible, major freight haulers in the area attempt to avoid operating on congested facilities in peak hours. Growth in peak period truck traffic on I-5 indicates that freight operations on I-5 during peak periods is required for various business reasons. Figure 10 represents traffic analysis that has shown that peak period congestion for I-5 in the N/NE Quadrant has been spreading beyond the typical peak traffic hours.

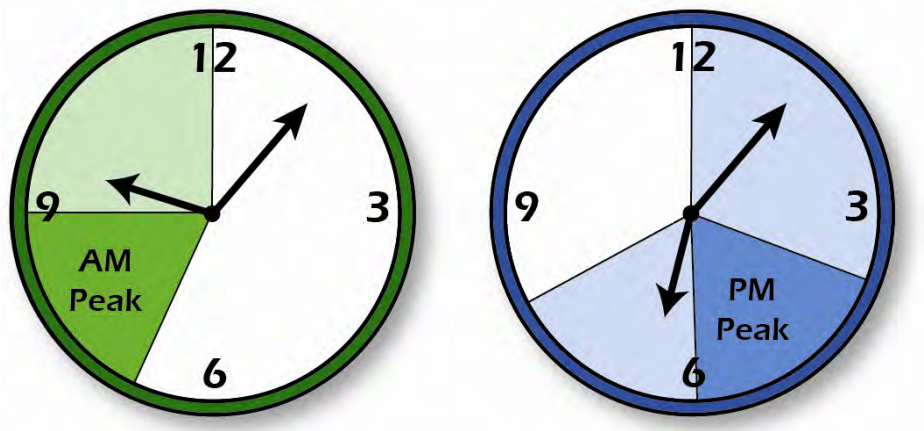


Figure 10: Peak Period Congestion on I-5 Spreading beyond Typical Peak Hours

Freeway Safety and High Frequency of Collisions

Freeway vehicle collisions within the N/NE Quadrant continue to be a major safety concern. Rear end collisions make up nearly three-quarters of all incidents on I-5, while sideswipe collisions comprise nearly one-fifth of incidents. While the severity of crashes, as indicated by the number of fatal accidents, is relatively low, incidents involving property damage and injury occur frequently within the quadrant and contribute to congestion on this segment of the freeway. This condition is exacerbated by the lack of emergency shoulders on this stretch of I-5.

Figure 11 shows the number of collisions on I-5 in the project study area and the rate of collisions per one-tenth mile segments. The figure shows that the highest frequency of collisions occurred in the southbound direction south of the I-5 Broadway/Weidler Interchange (156 collisions). The highest frequency of accidents northbound also occurred south of the I-5 Broadway/Weidler Interchange (122 collisions). Overall the southbound direction had a higher level of collisions over this five-year time period with 292, compared to northbound with 180 collisions. I-5 in the project area experiences the highest crash rate in the state of Oregon.

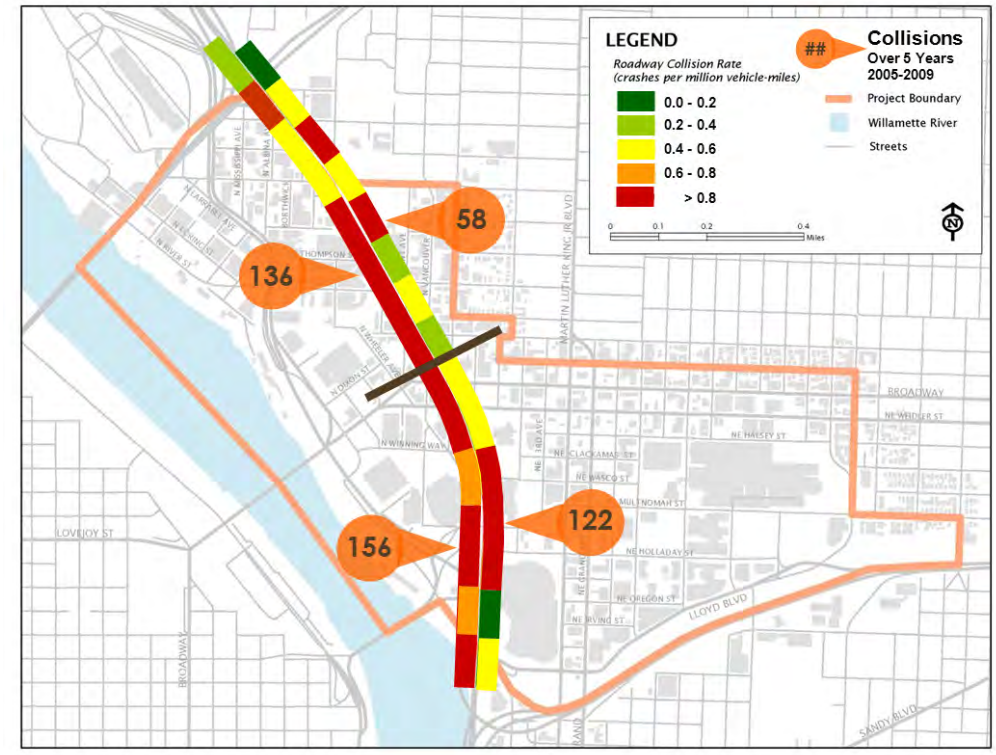


Figure 11: Freeway Collision Rate and Frequency

Weave Movements and Operational Issues

Over its nearly two-mile course through the N/NE Quadrant study area, I-5 connects with five entrance and exit ramps northbound and six entrance and exit ramps southbound. As drivers enter and exit I-5 at these closely-spaced intervals and weave with each other in lane-changing maneuvers, "turbulence" or "friction" occurs and slows overall traffic. Figure 12 illustrates the weave movements for vehicles entering and exiting the freeway.

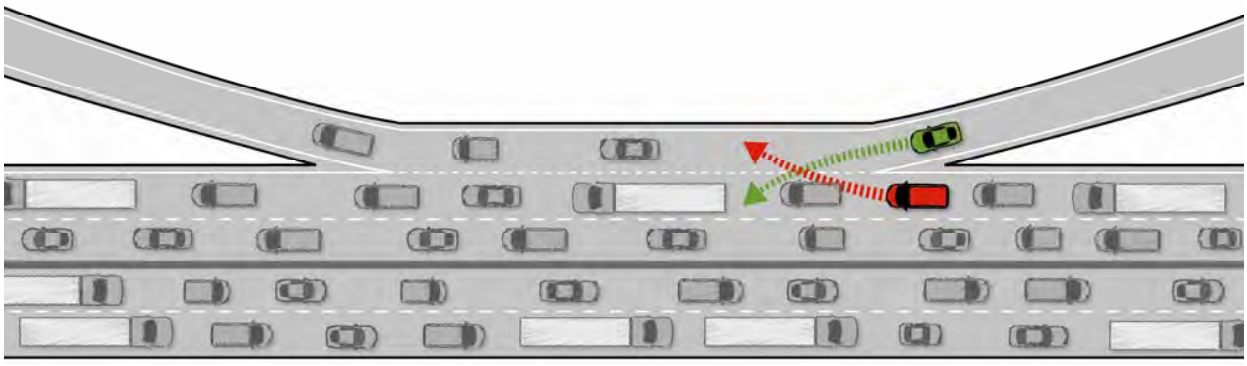


Figure 12: Weave Maneuvers from Entering and Exiting Traffic in Close Proximity

The turbulence in traffic flow caused by these weave maneuvers is especially acute in the N/NE Quadrant as drivers coming from entrance ramps or bound for exit ramps must make these lane changes within very short distances. This is especially true for the segment between the I-84 and I-405 interchanges as motorists use I-5 for overall through trips along I-5, for traveling between I-84 and I-405 and to access use the Broadway/Weidler Interchange for regional destinations like the Rose Garden Arena, the Veterans Memorial Coliseum, the Oregon Convention Center and the Lloyd Center mall.

Table 2 shows the distances between entrance and exit ramps on I-5 between interchanges where these weaves occur. Each of the distances noted for these weave transitions is well below current freeway design standards. In the shortest weave section, only 1,075 feet is available for drivers to merge onto I-5 from Broadway northbound in the same area where drivers are exiting from I-5 onto I-405 and the Fremont Bridge.

While the northbound Broadway to I-405 weave section is the shortest, it has the fewest accidents of the four weave sections associated with the interchange. This is due in part to this weave section having lower volumes and allowing two lanes the opportunity to access the I-405 exit ramp. The southbound Wheeler/Winning Way to I-84 weave section is somewhat longer at 1,300 feet, but it has the highest rate of crashes. This is due to higher overall volumes, higher volumes of vehicles making the conflicting weave movements and that all I-5 southbound traffic destined for I-84 must weave over into the single, outermost auxiliary lane.

Table 2: Weave Distances between Entrance and Exit Ramps in the Study Area

I-5 Direction	Weave Section	Weave Distance
Northbound		
	I-84 to Weidler	1,360 feet
	Broadway to I-405	1,075 feet
Southbound		
	I-405 to Broadway	2,060 feet
	Wheeler/Winning to I-84	1,300 feet

The slowing not only impacts the outer through traffic lane, where the weave movements are occurring for vehicles entering and exiting the freeway in this short section. As other drivers attempt to avoid the slowing in the outer through lane, they often attempt to move over to the second (and only other) through traffic lane. Drivers attempting to access the second lane to avoid the weave-related congestion, they encounter higher speed traffic. This significantly contributes to the high collision rates noted earlier and shown in Figure 11.

Transportation – The Local Street Network

The N/NE Quadrant contains a number of auto, transit, bicycle, pedestrian and freight connections of local and regional significance. The major city traffic streets serving the N/NE Quadrant include Broadway, Weidler Street, Grand Avenue, Martin Luther King Jr. Boulevard, Lloyd Boulevard and Interstate Avenue.

Bicycle Network Cross-Roads

As a major crossroads for bicycle traffic, the N/NE Quadrant was found to include some of the highest bicycle ridership in the city. Both the Broadway Bridge and the Steel Bridge provide critical routes for bicyclists into and out of the north downtown area. These bridge approaches concentrate traffic for all modes crossing the Willamette River including bicycle trips. Major east-west bicycle facilities extend east of the Broadway Bridge via Broadway and Weidler and east of the Steel Bridge via Multnomah and Lloyd Boulevard. Major north-south bicycle facilities extend north of the bridges via Wheeler, Flint, Vancouver and Williams. In 2011, the two highest-volume bicycle count locations in Portland were at the intersections of Vancouver and Russell (4,105) and Interstate Avenue and Lloyd Boulevard just east of the Steel Bridge (3,995).

Bicycle facilities within the N/NE Quadrant fall into the following City of Portland functional classifications:

- City Bikeways – Serve the Central City, regional and town centers, station communities, and other employment commercial, institutional, recreational destinations
- Off-Street Paths – Serve as transportation corridors and recreational routes
- Local Service Bikeways – Serve local circulation needs and access to adjacent properties

The designated City Bikeways within the study area include Interstate Avenue, Broadway, Weidler Street, Vancouver Avenue, Williams Avenue, Martin Luther King Jr. Boulevard, Grand Avenue, Multnomah Street and Lloyd Boulevard. Off-Street Paths are provided on the Eastside Esplanade along the east side of the Willamette River and across the Broadway and Steel Bridges; two planned trail projects were noted along the north side of I-84 and along the eastern edge of the Willamette River extending north of Veterans Memorial Coliseum area. The remaining streets are designated as Local Service Bikeways.

Bicycle-Vehicle Collisions

The data for bicycle-vehicle collisions in the study area showed that they occurred at multiple locations but at a relatively low frequency for the three years surveyed. The frequency of these collisions was found to be generally three or fewer incidents at any one location. The four locations with the highest frequency all occurred along Broadway, and the two highest-frequency locations were west of I-5 where bicycle activity was typically the highest. The two locations with the highest frequency bicycle-vehicle collisions were at Broadway/Wheeler and at Broadway/Williams (at the intersection with the I-5 northbound entrance ramp). There were no identified fatalities for bicycle-vehicle collisions in the study area during the three years surveyed. Figure 13 shows the major bicycle corridor movements nearest the I-5 Broadway/Weidler Interchange area.



Figure 13: Major Bicycle Movements near I-5 Broadway/Weidler Interchange

Pedestrian Network and Safety

As an urban Central City area with multiple commercial and regional facilities, the N/NE Quadrant has a significant amount of pedestrian activity and yet it also faces a number of existing pedestrian mobility issues. Streets with high volumes of both vehicles and pedestrians, especially before and after events at the Rose Garden Arena, the Veterans Memorial Coliseum and the Oregon Convention Center, provide only minimal accommodations for pedestrians. Barriers, both physical and perceptual, created by the constrained or infrequent crossings of the freeway and high-traffic local streets, largely impede walking activity except when large events dictate no other choices for pedestrians.

A large volume of spectators accessing Rose Quarter events on the west side of I-5 park on the east side of the freeway and walk to the Rose Garden Arena and the Veterans Memorial Coliseum. The combination of large volumes of pedestrians, accessing and exiting the venues over a compressed time period, and the minimal pedestrian facilities available to them at the existing freeway crossings constitutes a significant safety hazard. These conditions are most acute on the Broadway and Weidler Street overcrossing structures built in the 1960s.

Pedestrian-Vehicle Collisions

The highest rates of pedestrian-vehicle collisions were found to occur east of I-5 focused along Multnomah Street, Grand Avenue and the Broadway/Weidler Street/15th Avenue area. The majority of the incidents occurred east of Martin Luther King Jr. Boulevard in the vicinity of the Lloyd Center mall.

Of the two pedestrian fatalities within the study area during the study period, the one in closest proximity to the interchange area was located at the high pedestrian activity intersection of Multnomah Street/Wheeler Street. Pedestrian use is heavy here due to its proximity to the Rose Garden Transit Center, the Rose Garden Arena, the Veterans Memorial Coliseum, and close access to the Steel Bridge and the Eastbank Esplanade.



Figure 14: Major Pedestrian Movements

Pedestrian facilities within the N/NE Quadrant included the following functional classifications:

- Pedestrian Districts – Give priority to pedestrian access in areas of high pedestrian activity
- Pedestrian-Transit Streets – Create a strong and visible relationship between pedestrians and transit
- City Walkways – Provide safe, convenient, and attractive pedestrian access to activities along major streets; provide connections between neighborhoods; and provide access to transit
- Off-Street Paths – Serve recreational and other walking trips
- Local service Walkways – Serve local circulation needs for pedestrians

The majority of the streets within the study area are within designated Pedestrian Districts. The Steel Bridge, Interstate Avenue, and Holladay Street are designated as Pedestrian-Transit Streets; the Broadway Bridge, Broadway, Weidler Street, Martin Luther King Jr. Boulevard, Multnomah Street, 7th Avenue and 9th Avenue are designated as City Walkways. Finally, the Eastbank Esplanade along the east side of the Willamette River is designated as an Off-Street Path. Figure 14 shows the major pedestrian movements nearest the interchange area.

Access to Lower Albina and Freight Uses

Within the N/NE Quadrant, Lower Albina is a designated Freight District bounded by River Street, Knott Street, Interstate Avenue, and Albina Avenue. Mainly zoned for industrial uses, Lower Albina supports a wide range of both new and older industrial businesses.

Freight facilities within the N/NE Quadrant fall within the following functional classifications:

- Freight Districts – Provide safe and convenient truck mobility and access in industrial and employment areas
- Regional Truckways – Facilitate interregional movement of freight
- Priority Truck Streets – Serve as the primary route for access and circulation in Freight Districts, and between Freight Districts and Regional Truckways
- Major Truck Streets – Serve as principle routes for trucks in a Transportation District
- Truck Access Streets – Serve as access and circulation routes for delivery of goods and services to commercial and employment neighborhoods
- Local Service Truck Streets – Serve local truck circulation and access
- Railroad Main Lines – Transport freight cargo and passengers over long distances
- Railroad Branch Lines – Transport freight cargo over short distances on local rail lines

Regional Truckways are designated along the Fremont Bridge, I-405, I-5, and I-84. Priority Truck Streets are designated along Interstate Avenue and Tillamook Street near the Lower Albina Freight District. Major Truck Streets include Interstate Avenue and Larrabee Avenue between Tillamook Street and the Steel Bridge; along Broadway and Weidler from the Steel Bridge to Grand Avenue; and along Martin Luther King Jr Boulevard and Grand Avenue. The majority of the remaining street network is designated as Truck Access Streets and Local Service Truck Streets.

Local Street Conditions for Motor Vehicles

Similar to the freeway data collection, daily volumes were collected on specific corridors within the study area to get a better understanding of the flow of motor vehicles over the course of a day. This helped to identify the more heavily utilized corridors in the study area, as well as when peak periods might occur on those corridors.

The Broadway/Weidler street couplet in the study area serves multiple functions to connect east-west with the Broadway Bridge, to provide access to the Broadway/Weidler commercial corridor near the Lloyd Center, to provide access to multiple regional destinations in the study area and to distribute vehicles to and from the I-5 Broadway/Weidler Interchange. It is not surprising then that analysis of traffic volumes found that the highest level of activity on study area corridors occurred at Broadway and near I-5 with approximately 30,800 daily trips. Though smaller in volumes, the Vancouver/Williams couplet forms a critical north-south link within the study area. And both of these couplets converge at the I-5 Broadway/Weidler Interchange.

The intersection of these high traffic streets occurs within the interchange area at six intersections known to transportation engineers and planners as "the Box" (shown in Figure 15). The top three ranked collision intersections in the N/NE Quadrant are all located in the Box. They are:

- Weidler Street at Vancouver Avenue
- Broadway at Vancouver Avenue
- Broadway at Williams Avenue

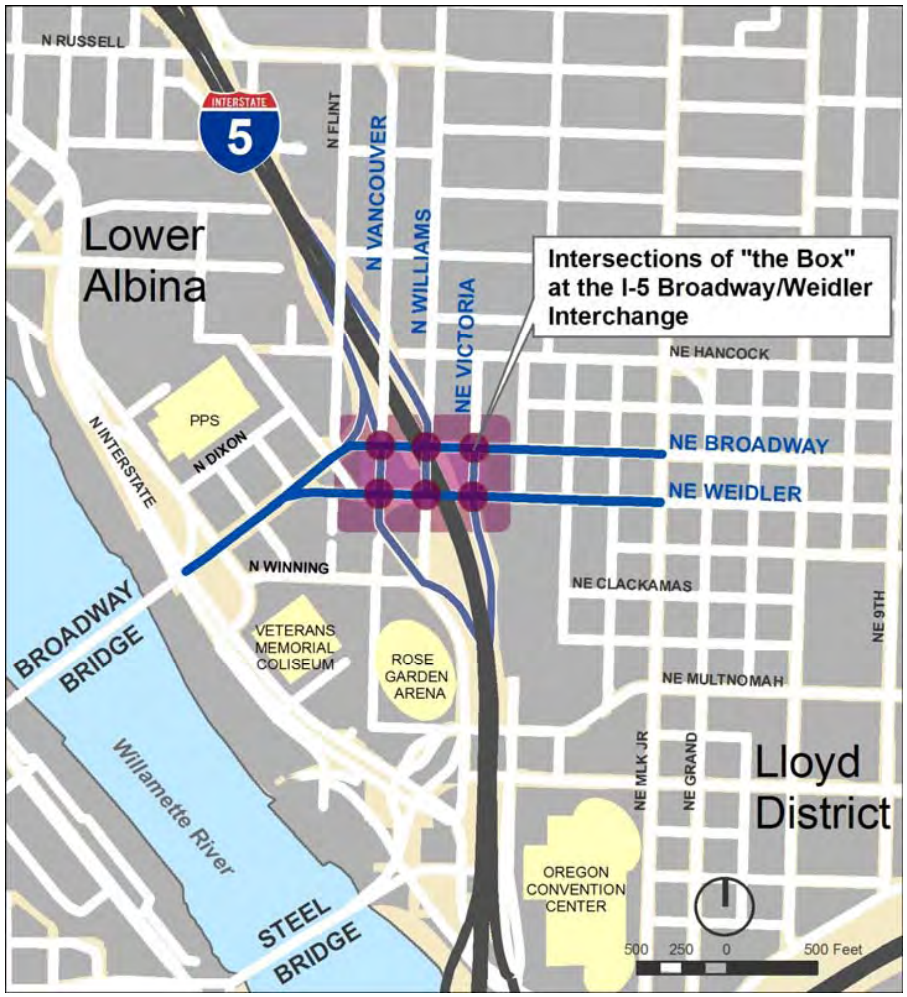


Figure 15: Constrained Intersections in the Area Known as "the Box"

Regional Destinations

The N/NE Quadrant with its mix of residential, industrial, office, and event space, draws visitors from around the Portland region. Regional destinations in the N/NE Quadrant include the Rose Garden Arena and the Veterans Memorial Coliseum, the Oregon Convention Center, the Lloyd Center mall, the Lower Albina Industrial District, government centers along Lloyd Boulevard (Metro, State of Oregon and Bonneville Power Administration offices) and commercial office towers along 7th and 9th Avenues. Figure 16 highlights the regional destinations within the study area.



Figure 16: Major Regional Destinations

Transit
The N/NE Quadrant is well-served by transit and the distribution of the routes provides sufficient geographic coverage so that many users in the quadrant walk relatively short distances (typically less than 500 feet) to access a transit line.

Transit service is provided in the N/NE Quadrant via ten bus routes and four MAX light rail lines: the Red, Blue, Green and Yellow lines. Transit is focused along the major corridors serving Broadway, Weidler Street, Martin Luther King Jr. Boulevard, Multnomah Street, Interstate Avenue, Vancouver Avenue, Williams Avenue, 9th Avenue and 15th Avenue. Within this immediate area, the following bus lines access the study area:

- Route 4 – Division/Fessenden
- Route 6 – Martin Luther King Jr Blvd
- Route 8 – Jackson Park/NE 15th
- Route 9 – Powell/Broadway
- Route 35 – Macadam/Greeley
- Route 44 – Capitol Hwy/Mocks Crest
- Route 70 – 12th Ave
- Route 73 – NE 33rd Ave
- Route 77 – Broadway/Halsey
- Route 85 – Swan Island

Corridors with the heaviest transit on/off patronage are along the MAX lines with the east/west corridor along Holladay Street (due to three MAX routes serving this corridor). Bus on/off patronage is highest in the study area along the Martin Luther King Jr. Boulevard/Grand Avenue couplet, the Broadway/Weidler couplet, and on Multnomah Street near the Lloyd Center.

In the area around the Box, existing bus routes use Broadway and Weidler Street for east-west operations and use Vancouver Avenue and Williams Avenue for north-south operations. The extension of the Portland Streetcar from northwest Portland across the Broadway Bridge to the Lloyd District, the Oregon Convention Center and down to the Oregon Museum of Science and Industry will operate along Broadway and Weidler Street beginning in September 2012. For the community, the City and other key stakeholders like TriMet, direct access to and from the Rose Quarter Transit Center (Rose Quarter TC) added emphasis on ensuring that north-south connectivity on the Vancouver/Williams couplet was maintained.

Connectivity
Although the City and the community wish to see additional development and improved urban design characteristics in the study area as it evolves toward becoming a more vibrant Central City complement to downtown Portland, it lacks frequent and welcoming connections across the I-5 freeway. For nearly a mile (0.8 mile) between Multnomah Street and Russell Street, the only connections across the freeway, in a critical area of the Rose Quarter and the Lloyd District, are the streets of the Box area (via Broadway, Weidler Street and Williams Avenue). In addition to the constrained sidewalks and bicycle facilities, these streets, especially Broadway and Weidler Street, further discourage non-vehicular travel due to their heavy traffic volumes associated with both arterial traffic and freeway interchange traffic. Figure 17 notes the limited opportunities to cross the freeway between Multnomah Street and Russell Street except within the constrained Box area.



Figure 17: Limited Number of Existing Crossings of the I-5 Freeway

The Environment and Cultural Resources

An Environmental Baseline Report (Appendix X) was prepared to provide an inventory of physical and cultural environmental features that should be considered during the development of interchange improvement concepts. This assessment did not consider the potential for site specific impacts but rather it identified the environmental conditions and constraints to consider when developing and evaluating the improvement concepts. The report also identified certain environmental elements that should be pursued further during the next study phase which will include completing an analysis that addresses compliance with the National Environmental Policy Act (NEPA).

The following summarizes the findings from the Environmental Baseline Report and describes issues to be considered during subsequent analyses.

- **Air Quality** – The traffic analysis prepared for both the freeway mainline and the local street system indicates that queuing is likely to be reduced compared with existing conditions and would likely not have a negative air quality impact. Some intersections will likely require a "hot spot" analysis during the NEPA phase to measure potential CO impacts.
- **Archaeology** – Background research found limited information on archaeological resources in the project area. However, the project location near the Willamette River indicates that a cultural resources investigation would likely be required during the NEPA phase.
- **Biology** – The assessment did not identify any biological resources directly at risk. However, construction noise and vibration could be a source of disturbance for certain bird species in the general area and should be addressed during the NEPA phase.
- **Hazardous Materials** – There are potentially hazardous sites in the vicinity of the reconfigured I-5 Broadway/Weidler Interchange that may require soil testing prior to excavation.
- **Historic** – The Bekins Building (407 N Broadway) and the Veterans Memorial Coliseum are on the Federal Register of Historic Places. Two other buildings in the immediate interchange study area (the Leftbank Building and the Paramount Apartments) have previously been determined to be eligible for the Federal Register. Additional historic analysis will be required during the NEPA phase. In addition to the assessment of the Federal Register status, the Environmental Baseline Report included structures identified in the Bosco-Milligan Foundation's *Cornerstones of Community: Building of Portland's African American History*.
- **Noise** – The Environmental Baseline Report included an inventory of potential noise sensitive facilities. A noise analysis will be conducted during the NEPA phase and the potential for noise mitigation through design will be considered.
- **Water Quality and Hydrology** – The majority of the I-5 facility in this area drains to a separated storm sewer, while the local streets in the area drain to a combined sewer overflow. Stormwater improvements associated with a project in this area would represent an improvement over existing conditions and would comply with current regulatory standards.
- **Wetlands** – No wetlands were identified in the immediate area of the interchange improvements.
- **Geology** – No specific geological issues were identified in the study area.
- **Socio-Economic and Environmental Justice** – The study area has a slightly higher percentage of individuals below the poverty level than the city as a whole and has a median income slightly lower than the city overall. I-5 currently bisects neighborhoods in this area and provides only a limited number of existing crossing facilities. The Broadway/Weidler couplet provides the only east-west crossing of the freeway between Multnomah Street and Russell Street.

The Environmental Baseline Report did not identify any environmental issues that would clearly limit the ability to design and implement interchange improvement concepts. However, there are several issues that merit the additional, detailed analysis that will be completed as part of the NEPA phase.

4. Developing and Narrowing the Concepts

Phase I, Part 2: Establish Project Goals and Objectives

Phase II: Develop Concepts for Freeway and Local Transportation Issues

The Concepts: from Project Goals and 70+ Ideas to a Recommended Concept

In order to address the freeway and local transportation issues in the Rose Quarter, the project team undertook establishing the existing conditions and issues for the freeway and local transportation network in the Rose Quarter as noted in Section 3. Based on these understandings, the project team and the SAC established the project purpose and goals for the project at the SAC meeting in January 2011. The project purpose, the transportation needs for the project and the project goals are documented below.

Project Purpose

The purpose of the transportation elements of this project is to address the need to improve safety and operations on I-5 in the vicinity of the I-5 Broadway/Weidler Interchange, support the goals of the N/NE Quadrant and serve the mobility needs of the region and state in a manner consistent with the overall goals and policies of the city, region and state.

The aim of the overall project is to integrate land use, urban design, and transportation strategies, policies and plans for the N/NE Quadrant and the I-5 Broadway/Weidler Interchange that balance, complement, enhance, protect, respect, revitalize, support, and sustain economic, environmental, and social interests.

Transportation Issues to Address

The identified transportation issues for the project to address and improve, specifically from the freeway and local transportation improvements perspective, are demonstrated by the following deficiencies.

Safety Issues on I-5 Freeway

- I-5 in the project area experiences the highest crash rate in the state of Oregon.
- In the project area, I-5 lacks standard safety shoulders in both northbound and southbound directions.
- In the project area, the distances between interchanges are far below standards.
- In the project area, the distances provided for weave movements are far below standards.

Congestion on I-5 Freeway

- In the project area, congestion and delays to motorists and freight commerce occur on the most critical north-south link in the region and the state.
- In the project area, the effects of congestion are spreading from morning and afternoon peak hours to off-peak hours throughout the day

Substandard Interface between I-5 Freeway and Local Streets

- The I-5 Broadway/Weidler Interchange configuration is not typical interchange layout and therefore can be difficult to navigate for motorists unfamiliar with the interchange area.
- The congested and substandard Broadway/Weidler overcrossings of the I-5 freeway currently provide the only east-west multimodal connections for 4,150 feet (0.8 mile) from Multnomah Boulevard to the south and Russell Street to the north within a growing urban district of the central city.

Substandard Local Street Network Connecting near the Freeway Interchange Area

- All transportation users, regardless of mode, along Broadway/Weidler and the surrounding interchange area suffer from the concentration of traffic in the area often referred to as “the Box” (i.e., the six intersections along Broadway and Weidler where all the primary east-west traffic they carry in the district intersect with the significant north-south traffic of Vancouver and Williams and all the traffic coming from or accessing the I-5 Broadway/Weidler Interchange).

Significant Additional Benefits of the Project

Several significant additional benefits are expected to be gained as a result of the project but were not necessarily considered the primary rationale for it. The following significant additional benefits are expected to be realized from the I-5 Broadway/Weidler Interchange Plan as noted below.

Seismic Upgrades to the Overcrossing Structures of I-5

- Reconstruction of the crossing structures over I-5 in the Rose Quarter (i.e., the Broadway, Weidler, Williams and Vancouver structures) would bring these overcrossings up to current seismic design standards. These structures provide access to two major bridges (the Broadway and Steel Bridges) and to the regional freeway network of I-5, I-405 and I-84.

Multimodal Upgrades to Broadway/Weidler/Williams/Vancouver

- Reconstruction of the crossing structures over I-5 in the Rose Quarter (i.e., the Broadway, Weidler, Williams and Vancouver structures) would facilitate upgrading the pedestrian and bicycle facilities on these critical overcrossings. These structures provide the primary north-south and east-west circulation for pedestrians, bicyclists and transit to traverse the freeway and the primary multimodal connection between the Lloyd District to the east and the Rose Quarter to the west.

Improved Freeway Facilities and Local Transportation Improvements Support the Land Use and Urban Design Elements of the N/NE Quadrant Plan

- In addition to facilitating rerouting of existing traffic movements during project construction, the incorporation of a "lid" structure over the freeway in the Broadway/Weidler/Williams area would provide opportunities for development or open space once construction concluded. These opportunities were identified as part of the land use/urban design analysis.
- By moving some of the freeway-bound traffic from existing bottlenecks in the "box" area, traffic volumes could be better balanced on the local street network.
- Reconstruction of the crossing structures over I-5, and the resulting improvements to pedestrian and bicycle facilities, also better facilitate the land uses and urban design characteristics envisioned by the City's N/NE Quadrant Plan. This plan, with its aspirations for a greater mix of land uses, greater intensity of development and fewer per capita auto trips, relies on the improved connectivity that the Recommended Concept provides.
- New overcrossings at Hancock/Dixon (pedestrians, bicycles and autos) and at Clackamas (pedestrians and bicycles only) would provide greater access and route alternatives to the now-congested "box" area of Broadway/Weidler between Flint Avenue and Victoria Avenue.

Goals and Objectives

In part because the I-5 Broadway/Weidler Interchange Plan is part of a larger, joint effort with City of Portland to also develop a land use and urban design plan for the N/NE Quadrant (the N/NE Quadrant Plan of the 2035 Central City), the goals and objectives for the overall project go beyond those typical for a transportation project. The overall project goals and objectives, as developed and approved by the SAC, that were used to develop, analyze and prioritize elements of the plan are described below.

1. A diverse mix of commercial, cultural, entertainment, industrial, recreational and residential uses, including affordable housing:

a. Provide opportunities for a variety of desired land uses in the quadrant and its subdistricts.
b. Foster distinct and complementary subarea identities within the quadrant.
c. Encourage uses that complement regional facilities including the Rose Garden, the Veterans Memorial Coliseum, the Oregon Convention Center and the Lloyd Center, while seeking to balance the episodic nature of these attractions with additional activities.
d. Increase residential density and improve jobs to housing ratio in the quadrant.
e. Increase affordable housing close to multimodal transportation systems and other appropriate locations.
f. Preserve existing housing in the quadrant.
   - Consider the impacts of proposed freeway interchange improvements on nearby residential dwelling-including land use and zoning impacts.
g. Provide open space, parks and recreation opportunities.
h. Provide access and highlight the quadrant's relationship to the Willamette River

2. Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages:

a. Create opportunities for new employment and a variety of employment types and levels.
b. Maintain or increase development potential where appropriate, e.g. through zoning, infrastructure and creation of new parcels.
c. Foster increase in future high density commercial development in appropriate locations while supporting and encouraging industrial activities in current industrial areas.
d. Retain and support existing and local businesses in the quadrant.
e. Support and strengthen the retail environment.

3. Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment:

a. Create opportunities for new strategically located parks and open space.
b. Maintain and create new access points to the river.
c. Enhance and create new fish and wildlife habitat, tree canopy, and green infrastructure in appropriate locations.
d. Support sustainable development goals and practices, including understanding and impacts of the Lloyd Eco-District.

4. Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods:

a. Create sensitive transitions between the more highly urban Central City and adjacent residential neighborhoods.
b. Foster concepts that support high-density development in the Lloyd District in appropriate locations and minimize their impacts on adjacent neighborhoods-Eliot, Irvington, and Sullivan's Gulch.
c. Provide for amenities and services, such as parks, schools and connections, at a level appropriate to support the type and intensity of development proposed.

5. A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system:

a. Improve multi-modal transportation accessibility and connectivity within and through the quadrant (e.g. via new or improved connections across freeway and in the district)
b. Encourage the use of transportation modes other than single occupancy vehicles to reduce auto emissions and vehicle miles traveled.
c. Improve circulation for all modes in the Rose Quarter Transit Center.
d. Accommodate present and future multimodal access needs of the quadrant
e. Improve freight access from freeway and railroads to industrial areas and major destinations.
f. Increase safety within the quadrant for all modes.
g. Provide a street hierarchy system that supports the quadrant's desired urban form, land use and livability goals.
h. Provide parking and transportation demand management strategies that better support the needs of the quadrant.
i. Support the ODOT High Speed Rail study, including analysis of alternative routes and station locations from existing rail facilities.

6. Improve the local circulation system for safe access for all transportation modes within the quadrant and at freeway interchanges:

a. Provide affordable, reliable, time saving and effective range of multimodal transportation solutions.
b. Connect regional trail system via local pedestrian and bicycle network.
c. Improve freeway operations for transit (C-TRAN), freight and auto.
d. Improve local access across freeways and rail crossings via improved, safer crossings and additional separated facilities for cars, pedestrians and cyclists.
e. Improve access to transit for residents, employees and visitors.
f. Seek to significantly reduce accident potential.
g. Minimize local land use impacts of transportation infrastructure.
h. Improve rail operations for freight and passengers.

7. Equitable access to community amenities and economic opportunities:

a. Avoid/minimize/mitigate involuntary displacement of quadrant residents, businesses and jobs.
b. Provide for a broad array of employment types and encourage living-wage jobs.
c. Provide for diversity of housing types that meets the needs of all income-levels and a variety of household types and lifestyles.
d. Provide for amenities and services, such as parks, natural areas, schools and connections, at a level appropriate to support the type and intensity of development proposed.
e. Increase the capacity of existing residents and business owners to share in the benefits from growth in the quadrant.
f. Ensure that the plan compliments economic development and housing strategies to build capacity for existing area residents and businesses.
g. Ensure that infrastructure improvement do not have disproportionate public health impacts.
h. Ensure that plan proposals address the needs of local residents and businesses while recognizing the importance of the quadrant's region-serving facilities and infrastructure.
i. Ensure the plan broadly supports the equity objectives established through the Portland Plan process.

8. Protection and enhancement of the cultural heritage of the area and its sub-districts:

a. Preserve, enhance and celebrate historic and cultural resources.
b. Avoid/minimize/mitigate demolition of historic and cultural resources.
c. Avoid or minimize adverse impacts on cultural or high priority community sites.

9. Develop an implementable improvement plan:

a. Ensure plan proposals are reasonable and implementable.
b. Ensure capital costs are within project limits.
c. Ensure plan proposals are consistent with relevant adopted local, regional and state land use and transportation goals and policies.
d. Ensure plan concepts and proposals are consistent with relevant goals and objectives of the Portland Plan and Central City 2035 processes.

10. Improve urban design conditions:

a. Ensure that the freeway and local street improvements support the urban design objectives of the overall N/NE Quadrant Plan.

The project considered how each of the transportation concepts developed and analyzed would accomplish the above goals. Specific freeway and local transportation evaluation criteria and measures were developed where applicable and are listed in the following subsection, Evaluation Criteria.

Evaluation Criteria

After the goals and objectives were established, project staff and the SAC worked to develop corresponding evaluation criteria to measure how well various concepts were addressing the goals. The following evaluation criteria were considered by the SAC at its meeting on July 28, 2011. The SAC largely supported the staff-recommended evaluation criteria at this meeting but additional fine tuning on the criteria occurred via additional correspondence with SAC members in August 2011. Table 3 summarizes the final evaluation criteria that were used in Phase III for evaluating the transportation concepts.

The column on the right contains evaluation criteria specific to the freeway interchange and related local transportation interface elements of the project. Each evaluation criterion is tied to one or more goal or objective. They are generally more specific or quantitative than the objectives and are tailored to the infrastructure project characteristics of the freeway planning elements.

Please see Appendix X – Phase III Evaluation Criteria for a detailed list of the corresponding evaluation measures that were used to analyze the concepts in Phase III. The results of this analysis are shown in Appendix X – Phase III Evaluation Worksheet.

Table 3: Evaluation Criteria for Evaluating Interchange Improvement Concepts in Phase III

Project Goals	Evaluation Criteria for Interchange Improvements
1. A diverse mix of commercial, cultural, entertainment, industrial, recreational and residential uses, including affordable housing.	• Minimize the need to purchase property for right-of-way. • Minimize residential units displaced and impacts to existing residential development
2. Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages.	• Minimize businesses displaced and impacts to existing businesses.
3. Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment.	• Improve local connectivity. • Enhance the street tree canopy. • Reduce storm water run-off and energy use.
4. Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods.	(Covered by other criteria relative to Goals 5 and 6.)
5. A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system	• Improve pedestrian and bicycle infrastructure and minimize pedestrian and bicycle conflicts with motor vehicles. • Identify and address system-wide transportation impacts of proposed interchange improvements on traffic diversion, local access and circulation, transit operations, freight movement and on land uses. • Reduce auto use and emissions. • Improve freeway safety.
6. Improve the local circulation system for safe access for all transportation modes within the quadrant and at freeway interchanges.	• Improve local circulation and freeway crossing opportunities. • Improve weaving conditions and through-traffic performance on the freeway near the I-5 Broadway/Weidler Interchange. • Lower likelihood of collisions on I-5 between Broadway and I-84. • Minimize construction impacts on land uses and transportation network and transit operations.
7. Equitable access to community amenities and economic opportunities.	• Minimize negative impacts to access, circulation and parking for major destinations/facilities and events.
8. Protection and enhancement of the cultural heritage of the area and its sub-districts.	• Minimize impacts to existing historic and culturally significant structures and high-priority community sites. • Minimize negative traffic pattern changes in residential neighborhoods.
9. Develop an implementable improvement plan.	• Estimate costs of improvements to the I-5 Broadway/Weidler Interchange and related local transportation improvements.
10. Improve urban design conditions.	• Improve connections between complementary land uses and major destinations. • Optimize development and open space opportunities.

70+ Concepts and Ideas – Identifying Concepts

In conjunction with the project's Stakeholder Advisory Committee (SAC), the city hosted a land use, local transportation and urban design charrette in February 2011. This charrette process resulted in ideas for an evolving land use, urban design vision for the N/NE Quadrant.

In April 2011, ODOT hosted a charrette that focused on transportation improvements to I-5 and the surrounding local transportation system. Since this charrette was focused on specific ideas for improving freeway operations and safety and the local street network, it had a more technical tone than the prior land use/urban design charrette which had resulted in ideas for a broad vision. Similar to the earlier charrette, the transportation charrette was implemented in conjunction with the SAC and included the following steps:

- March 30, 2011 – SAC worksession that provided context and elicited ideas on freeway operations, ramp locations, interchange function, overcrossings and a range of other local and freeway transportation improvements.
- April 11, 2011 – Public worksession, similar to the March 30th SAC worksession, which generated additional ideas on a range of improvements.
- April 12, 2011 – Staff worksession which processed ideas received from the earlier sessions. Included a midday public check-in period.
- April 13, 2011 – Additional staff worksession which further refined 6 specific concepts for freeway improvements and reported to a public open house that evening.

Phase II

Develop Concepts

70+
Ideas Generated

Freeway/Local Transportation Interface Charrette

More than 70 overall concepts and concept elements (individual components of an overall concept) were received from the SAC and the public during the transportation charrette process. Each of these concepts and elements were compiled and organized in a master matrix so that they could be grouped and sorted according to similar elements and so their characteristics could be noted. See Appendix X – Freeway Charrette Concepts Matrix for the details of the concepts generated. Figure 18 shows charrette participants sorting through the transportation issues and developing concepts while Figure 19 shows some of the early charrette sketches.

Concepts and Elements

In order to manage and describe the various components included in the wide range of ideas received during the transportation charrette, terminology was developed to provide consistency. Two key terms used were "concepts" and "elements." *Concepts* referred to ideas that included a group of ideas that defined all of the key elements that were needed to make an idea work for the freeway and local transportation system. *Elements* referred to the individual building block ideas that comprised overall or complete concepts. Elements included things such as specific ramp and crossing locations, interchange location, interchange type, braided ramps, etc. One concept would have likely included several different elements.

Concepts for Further Study

Since many of the more than 70 concepts and ideas included common or very similar elements, the concepts were grouped and sorted by major common elements so that they could be evaluated for addressing the project goals and objectives and by their performance, costs, impacts, etc.

Range of Concepts

The broad array of concepts ranged from doing nothing (2035 No-Build) to operational improvements on the freeway (such as adding safety shoulders, braiding exit and entrance ramps, and extending auxiliary lanes) to new interchange types that would be new to the Portland area (such as a roundabout-controlled diamond interchange or a diverging-diamond interchange). Some concepts also included de-coupling either the Broadway/Weidler or Vancouver/Williams couplets in order to simplify the interchange configuration.



Figure 18: Participants Developing Improvement Concepts at the Freeway/Local Transportation Interface Charrette (April 2011)

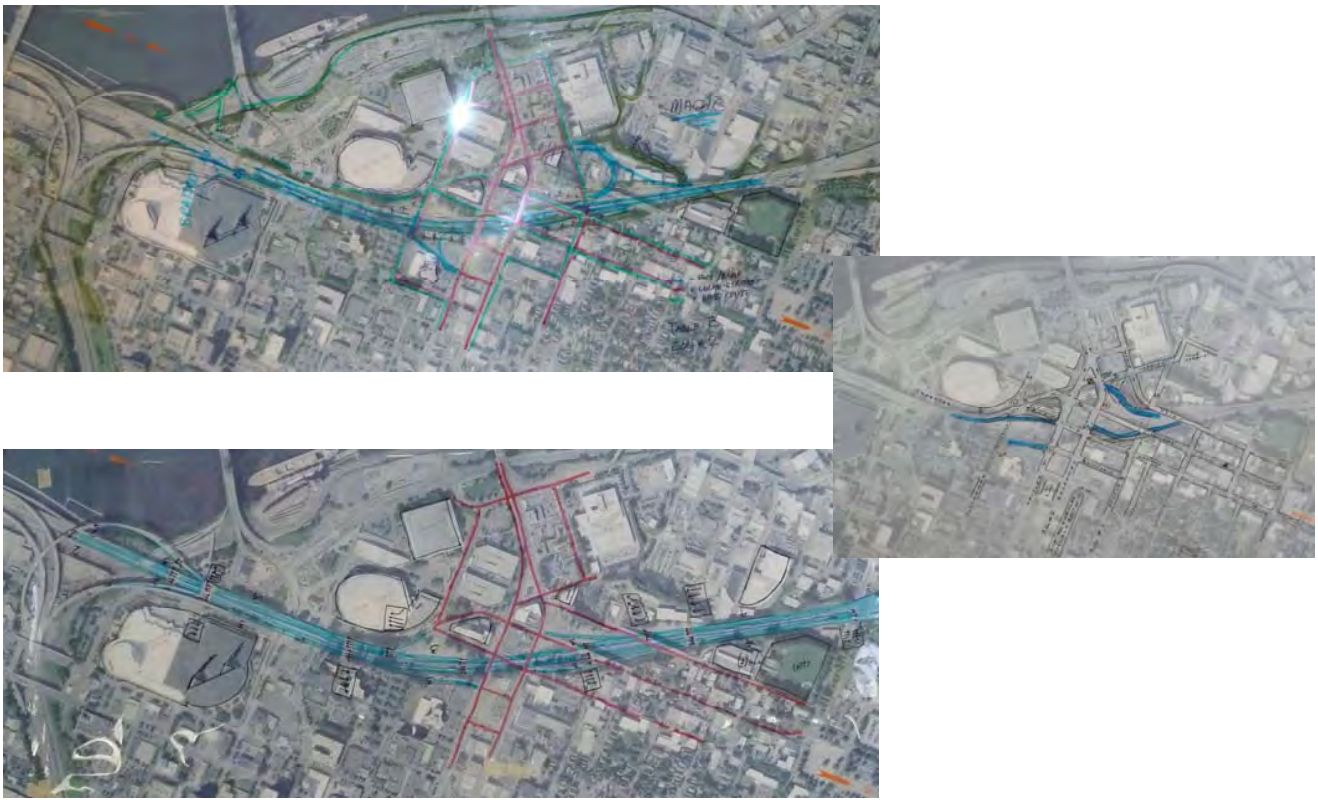


Figure 19: Early Concept Sketches from the Freeway/Local Transportation Interface Charrette

Table 4 shows how the concepts were grouped into categories with similar concepts and elements so that they could be analyzed for addressing the project goals and objectives and by their performance, costs and impacts. This process and the concept categories were supported by the SAC at its meeting on May 26, 2011. After the May SAC meeting, project staff recommended including a sixth category of Concepts for Further Study: Transportation System Management (TSM)/Transportation Demand Management (TDM)/Operations Management. The SAC supported adding the TSM/TDM/Operations Management category in June.

Table 4: Concept Categories for Further Study from the Freeway/Local Transportation Interface Charrette (April - June 2011)

Concept Categories	Attributes or Notes
1. 2035 No-Build	Allows for a baseline comparison
2. Mainline Operational Improvements to Freeway	This category of operational improvements was intended to avoid replacing the five main structures over the freeway
3. Rebuild Structures over the Freeway	This category would include operational improvements that would require replacing the five main structures over the freeway
4. Enhance the Broadway/Weidler Interchange	
5. New Concepts for the Broadway/Weidler Interchange	
6. Transportation System Management/ Transportation Demand Management	The TSM/TDM/Operations Management category was added by the project team and approved by the SAC in June 2011

There were many consistent improvement elements that were generated by or submitted subsequent to the charrette work sessions. Table 5 summarizes the major individual elements recommended to be considered for inclusion in the complete concepts.

Table 5: Major Elements for Further Study from the Freeway/Local Transportation Interface Charrette (April 2011)

Area	Major Elements for Further Study	Element Options
Freeway	**1. Add Freeway Crossings**	
		• Pedestrian/bicycle only • Pedestrian/bicycle/vehicle
	2. Remove Freeway Crossings	
	3. Add Collection/Distributor (C/D) Roads	
	4. Add Braided Ramps	
	5. Change Ramp Layouts or Locations	
Local Transportation	**6. De-Couple Existing Couplets**	
		• Broadway/Weidler • Vancouver/Williams
	7. Local Street Changes	
	8. Pedestrian/Bicycle Changes	

Elements Not Recommended for Further Analysis in Phase II, Step 1 Screen

Certain elements that were included in the submitted concepts were not recommended to be studied further because they were either out of the adopted project scope and purpose, would reduce the lengths of the weaving sections on I-5 or they required heroic engineering that would not be feasible or would be very costly. Table 6 provides a summary of the elements that were not recommended to be studied further.

Table 6: Elements Dropped from Further Study after Phase II Screening, Step 1 (May 2011)

Element Dropped from Further Study	Rationale for Not Studying Further
1. Remove I-5	• Beyond the scope of this project
2. Move Interchange North	• Beyond the scope of this project • Would significantly reduce lengths of weaving distances on I-5
3. Move Interchange South	• Beyond scope of this project • Would significantly reduce lengths of weaving distances on I-5
4. Double Deck I-5 through Quadrant	• Beyond the scope of this project
5. Initiate New Water Taxi/Ferry Service	• Beyond the scope of this project
6. Build New Bridge over Willamette River	• Beyond the scope of this project
7. Build Braided Ramps North of Broadway/Weidler Interchange	• Not suggested in charrette
8. Widen I-405 Freeway	• Beyond the scope of this project
9. Make Changes to I-5/I-405 Freeway Loop	• Beyond the scope of this project

Appendix X – Freeway/Local Transportation Interface: Charrette Summary includes a summary of the outcomes of the charrette. The charrette summary also included one-page descriptions of the proposed concepts that included transportation elements that were dropped from further consideration. The concepts or elements that were dropped in this screening did not address the project goals and objectives adopted by the SAC, were beyond the scope of this project or were not feasible due to significant engineering or cost constraints.

Table 7 expands on concept categories from Table 4 to show specific complete concepts within the categories. A total of 13 full concepts were developed and analyzed using the project goals and objectives. Narrowing the complete concepts to 13 (with additional sub-options) within the six categories was supported by the SAC at its meeting on June 16, 2011. The concepts were illustrated and described in Appendix X – Freeway/Local Transportation Interface: Concepts for Further Study. One example concept, Concept 4b – Folded Diamond, is shown in Figure 20.



Figure 20: Example Concept (4b. Folded Diamond) for Phase II Analysis

Table 7: 13 Concepts for Further Study, Phase II Step 1 Screening (June 2011)

Concepts by Category	Overall Concept Count
1. 2035 No-Build	1
2. Mainline Operational Improvements (which eliminate or shift weave movements off mainline of freeway)	
2a. Braided Ramps	2
2b. Collector/Distributor (C/D) Roads	3
3. Rebuild the Structures with Mainline Operational Improvements (which may include extending auxiliary lanes and adding shoulders but may not necessarily include eliminating or shifting weaves off mainline)	4
4. Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements (including extending auxiliary lanes and adding shoulders in all options)	
4a. Split Diamond Interchange	5
4b. Folded Diamond Interchange	6
4c. Three-Point Interchange (maintain Broadway/Weidler couplet)	7
5. New Concepts for the Broadway/Weidler Interchange with Mainline Operational Improvements (including extending auxiliary lanes and adding shoulders in all options)	
5a. Standard-Diamond Interchange (de-couple Broadway/Weidler)	8
5b. Single-Point Urban Interchange (SPUI; de-couple)	9
5c. Diverging Diamond Interchange (DDI)	10
5d. Roundabout-Controlled Diamond Interchange	11
5e. Three-Point Interchange (de-couple Broadway/Weidler)	12
6. TSM/TDM/Operations Management	13

Phase II Step 2 Narrowing: from 13 to 8 Concepts

At the July 28, 2011, SAC meeting, the project team recommended that of the 13 concepts, Concepts 5b, 5c, 5d and 5e be dropped from further consideration based on the Phase II screening factors (see Table 8: Phase II Screening Factors Summary Evaluation Table). This recommendation was based on the following findings for each of the concepts:

Concept 5b – Single-Point Urban Interchange (SPUI; de-couple)

- Pedestrian and bicycle safety concerns
- Poor north/south connectivity
- Large overall project footprint
- Limited developable parcels

Concept 5c – Diverging Diamond Interchange (DDI)

- Poor north/south connectivity
- Large overall project footprint
- Limited developable parcels

Concept 5d – Roundabout-Controlled Diamond Interchange

- Pedestrian and bicycle safety concerns
- Poor north/south connectivity
- Large overall project footprint
- Limited developable parcels

Concept 5e – Three-Point Interchange (de-couple)

- Pedestrian and bicycle safety concerns
- Poor north/south connectivity
- Large overall project footprint
- Limited developable parcels

The project team recommended these concepts be dropped from further consideration:
5b, 5c, 5d and 5e

The SAC agreed and also recommended that Concept 5a be dropped from further consideration.

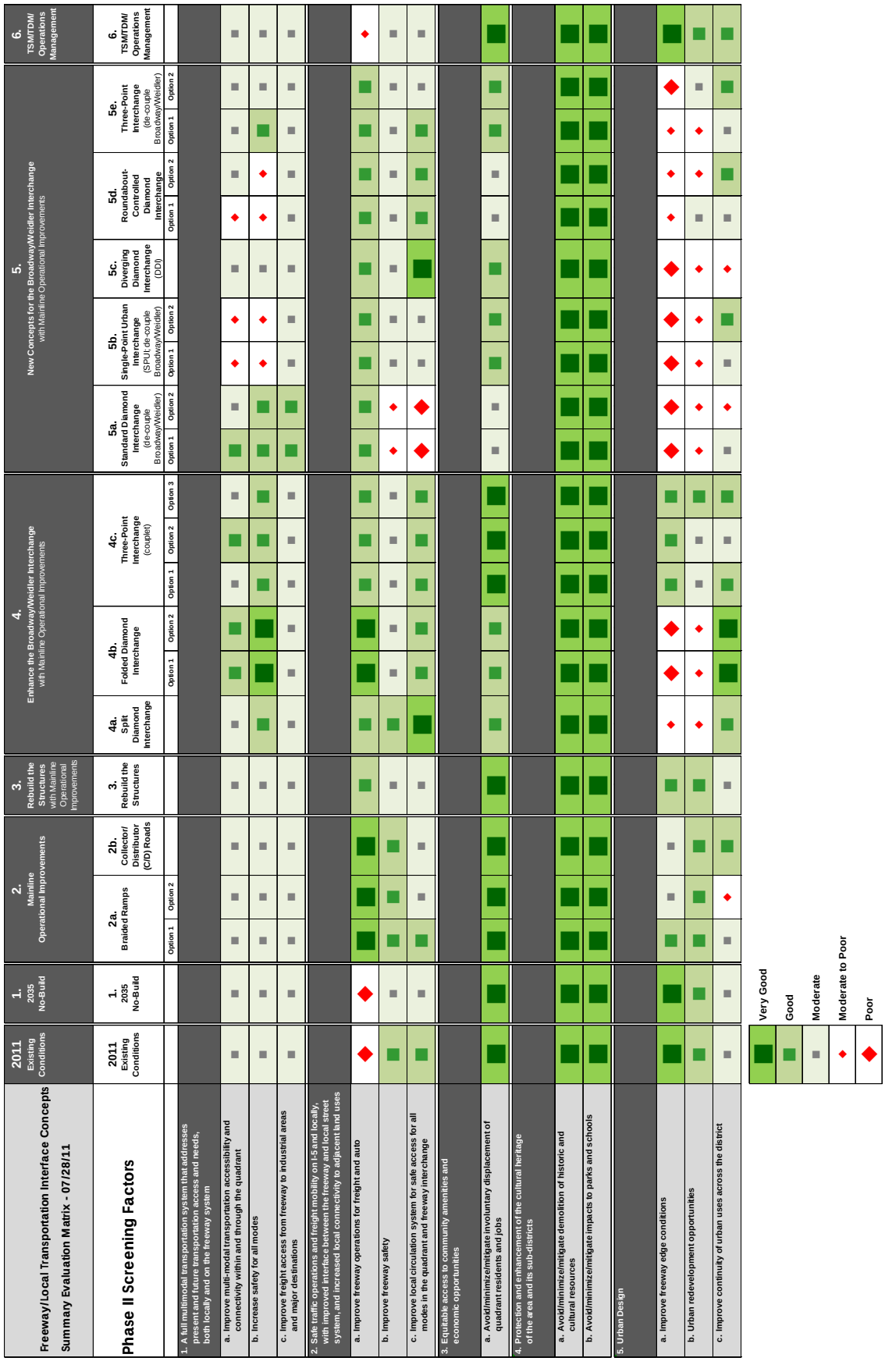
After discussion of the evaluation results at the July meeting, the SAC supported dropping those four concepts from further study. Additionally, the SAC found that Concept 5a – Standard-Diamond Interchange (de-couple Broadway/Weidler), had performed similarly to the other concepts within Category 5 (New Concepts for the Broadway/Weidler Interchange) and should be dropped from further study for the following reasons:

Concept 5a – Standard-Diamond Interchange (de-couple Broadway/Weidler)

- Risk of exit ramp queues spilling back onto freeway
- Created wide (7 lane) combined arterial with degradation of operations occurring at multiple intersections
- North/south connectivity shifted mostly to Wheeler and Flint
- Would impact private properties due to acquisition or access or parking changes

This action left eight concepts for further evaluation in Phase III of the study. See also Appendix X – The 8 Concepts. In addition to narrowing the remaining concepts and approving the Phase III evaluation criteria, the SAC also supported allowing project staff to optimize and potentially combine design elements of the remaining concepts as performance evaluations in Phase III warranted.

Table 8: Summary Evaluation Matrix for Phase II Screening, Step 2 (July 2011)



Phase III Analysis: from 8 Concepts to 6

The evaluation of the eight remaining concepts in Phase III proceeded from the summer 2011 through December. During the analysis, the project team discovered several items. First, in addressing the two weave conditions south of the I-5 Broadway/Weidler Interchange, the team found that:

- braided exit and entrance ramps southbound between Weidler and I-84 had the greatest improvement to freeway operations
- a C/D road northbound between I-84 and Weidler had the best chance of improving freeway operations

Therefore, the project team recommended to the SAC transportation subcommittee meeting on October 12, 2011, to combine Concepts 2a – Braided Ramps, and 2b – C/D Roads, into one concept, 2 – Braided Ramp/CD Road. This combined concept featured the braided ramps southbound and the C/D road northbound between the I-5 Broadway/Weidler Interchange and I-84. As project engineers more closely examined the physical layout requirements of this option, they found that, with the braided ramp/CD road concept, freeway improvements would affect three structures over the freeway at Broadway, Weidler and Williams. Therefore these structures would need to be replaced in this concept. .

The project team also found that a stand-alone TSM/TDM concept (Concept 6), which included even more aggressive TSM/TDM measures than those already contained in regional transportation plans, would not be enough to address the existing safety and operational issues found on the freeway and the connecting surface streets. Therefore the project team recommended that the more aggressive TSM/TDM measures found in Concept 6 be added to each of the remaining five "build" concepts. This recommendation was also supported by the SAC transportation subcommittee at its October meeting. This resulted in five "build" concepts and the 2035 No-Build concept (six total) left to analyze in the remainder of Phase III.

See Appendix X – The 6 Concepts

Results of Phase III Analysis: Narrowing the 6 Concepts to 3 and Moving toward a Hybrid

The results of the Phase III analysis were presented to the SAC transportation subcommittee on December 8, 2011. The project team presented these results via a summary table of overall findings (see Figure 21: Overall Findings of Phase III Analysis). This figure represents a composite of the scoring from the Phase III analysis found in Appendix X – Phase III Freeway Interchange/Local Transportation Interface Worksheet.

From these results, the subcommittee recommended the following:

- Discontinue work on Concept 4a – Split Diamond, and Concept 4b – Folded Diamond.
- Work to identify the best elements of each of the remaining concepts:
  - 2 – Braided Ramp/CD Road,
  - 3 – Rebuild the Structures, and
  - 4c – Three-Point Interchange

  and include the identified elements in a hybrid concept.

The subcommittee's recommendation to drop concepts 4a and 4b was based on the following findings for each of the concepts:

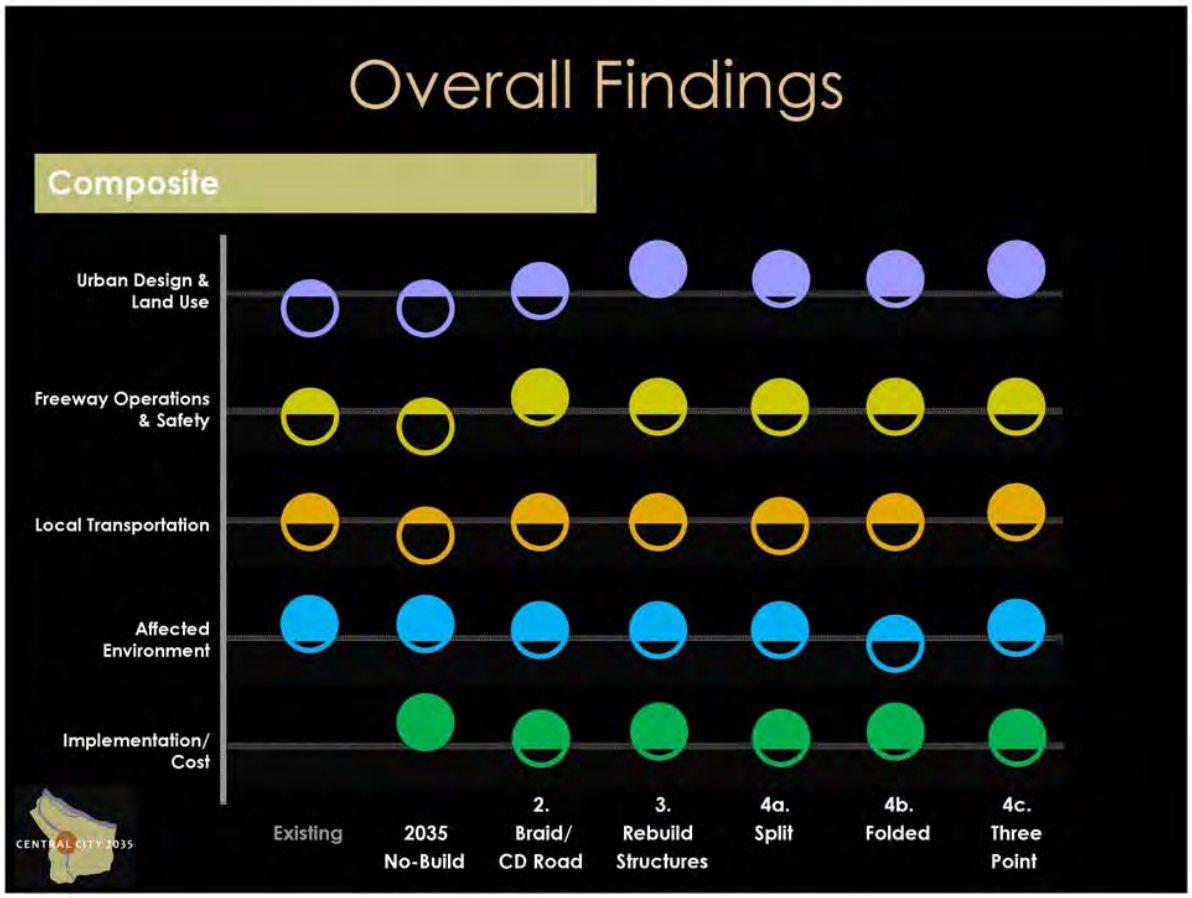
Concept 4a – Split Diamond

- Similar in many ways to 4c – Three-Point Interchange but not as good for urban design or local transportation
- Increased traffic volumes adjacent to important community properties (e.g., Leftbank Building, Paramount Apartments)
- Traffic queuing issues and increase in "box" area average intersection delay
- Impacts to bike, transit and freight connections, including increased out-of-direction travel

Concept 4b – Folded Diamond

- Largest overall project footprint relative to other concepts
- Most impacts to businesses and residences near the loop ramps, including the Leftbank Building, the Paramount Apartments and the Crowne Plaza Hotel

This subcommittee recommendation was unanimously supported by the SAC at its meeting on January 19, 2011. The SAC also directed project staff to weigh SAC-identified benefits and concerns regarding proposed hybrid concept elements the remaining three concepts as discussed at the January meeting.



Note: Concepts that scored higher in the Phase III analysis have circles that are higher respective to the five baselines.

Figure 21: Overall Findings of the Phase III Analysis

Forming a Hybrid Base Concept

At its February 2012 meeting, the SAC was presented with a Hybrid Base Concept that incorporated elements of the three concepts that remained after the Phase III analysis. At the time, the Hybrid Base Concept (illustrated in Figure 22) included:

1. Transportation System Management (TSM) and Transportation Demand Management (TDM) strategies.
2. Mainline Freeway Safety Elements including:
    a. Extending auxiliary lanes in both directions.
    b. Adding full-width shoulders in both directions.
3. Re-building of the five structures over I-5 (Weidler, Broadway, Williams, Vancouver and Flint) to provide the clearance necessary for the Mainline Freeway Safety Elements. The Weidler, Broadway and Williams structures would be rebuilt to include a lid over portions of the freeway. Opportunities to reconfigure the Vancouver and Flint structures to improve neighborhood connectivity were to be considered. All enhanced structures over I-5 would include improved facilities (wider sidewalks, bicycle lanes, etc.) for all modes.
4. A move the southbound on-ramp from Wheeler/Winning Way to Weidler (at Williams).
5. Reverse traffic flow on Williams between Broadway and Weidler with a two-way bicycle/pedestrian facility in the median.

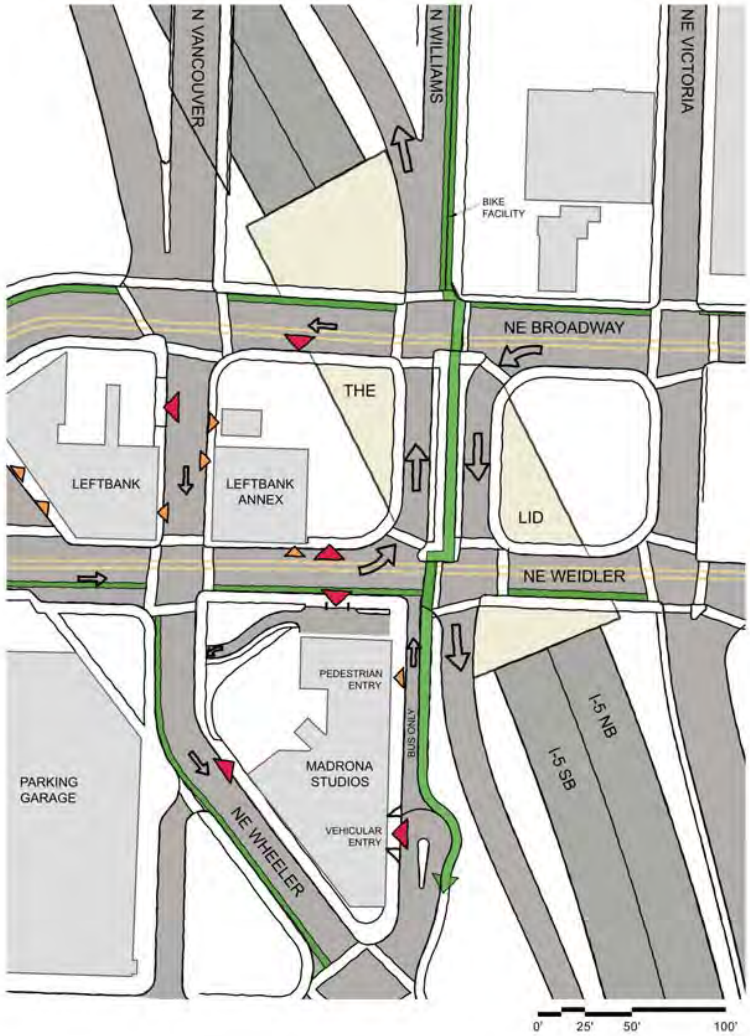


Figure 22: Hybrid Base Concept (illustrative concept drawing, February 2012)

The rationale for the specific elements of the Hybrid Base Concept was noted as follows:

1. TSM and TDM measures represent low cost strategies for managing traffic operations and minimizing demand. While local, regional and state policies call for extensive use of these strategies, this recommendation will help to ensure that ODOT and the City of Portland fully commit to maximizing TSM and TDM strategies in the N/NE Quadrant and on I-5.
2. An auxiliary lane with widened shoulders will improve traffic operations and safety.
3. Rebuilding structures would be required to add the auxiliary lane and would provide improved bicycle and pedestrian facilities. The rebuilding of these structures would provide an opportunity to build a lid over the freeway that would facilitate traffic movements during construction and could include usable public space or development opportunities afterward.
4. Moving the I-5 southbound entrance ramp from Wheeler/Williams/Winning Way to Weidler (at Williams) would reduce traffic on Wheeler south of Weidler.
5. Operating Williams with reverse traffic flow and a two-way bicycle/pedestrian facility in the median for the block between Broadway and Weidler would allow westbound traffic destined for I-5 south to turn south one block to the east of where they currently turn. It would therefore reduce traffic on Vancouver. In addition the two-way bicycle/pedestrian facility in the median would allow for bicycles and pedestrians to continue north from the Eastbank Esplanade and Rose Quarter to Williams Avenue.

The Hybrid Base Concept also included four elements that required further refinement based on technical assessments of bicycle and pedestrian operations, urban design/land use potential, traffic operations and safety. These additional four elements were:

1. I-5/I-84 Southbound Braided Ramp
2. A multi-use path (MUP) connecting the Eastbank Esplanade to NE Broadway along the east side of I-5
3. Clackamas Pedestrian/Bicycle Overcrossing
4. Two “North of Broadway” options for rebuilding the Vancouver and Flint overpasses:
    a. Keep Vancouver and Flint at their current locations
    b. Realign Vancouver west to align with Flint or Dixon

    Include a freeway lid where feasible when rebuilding Vancouver and Flint overpasses

The SAC supported the joint staff recommendation to move forward with the Hybrid Base Concept and directed staff to continue to analyze the four elements that required additional study.

Opportunity to Create Supplementary Crossings

As early as the Freeway and Local Transportation Charrette in April 2011, a number of concepts and ideas had identified opportunities for and benefits of adding east-west crossings of the freeway. The potential for adding a Clackamas Pedestrian/Bicycle Overcrossing and the options for rebuilding the Vancouver and Flint overpasses (items three and four in the list above) were seen as chances to create a supplementary freeway crossing both south and north of the Box. Such a scenario would provide alternative routes for transportation users so they could avoid the Box area, and its interchange traffic, entirely. The supplementary route locations are shown in Figure 23.



Figure 23: Potential Supplementary Routes for Crossing I-5

Phase IV: Final Development of the Hybrid Concept

Two Refinement Elements Dropped

At the March 15, 2012, SAC meeting, project staff presented the following joint staff recommendations regarding the four hybrid concept elements that required additional assessment:

- Discontinue refinement of the Southbound Braided Ramps.
- Discontinue refinement of a multi-use path (MUP) immediately east of I-5 between Multnomah and Weidler was not recommended to be included in the project.
- Continue work to ensure that a Clackamas Pedestrian/Bicycle Overcrossing could be integrated with a proposed development plan on the east side of the freeway.
- Continue to refine and evaluate the North of Broadway options.

The SAC supported these joint staff recommendations, supported the project team to move forward with the Hybrid Base Concept and directed staff to continue to analyze and refine the North of Broadway options. The rationale for each of these joint staff recommendations is summarized below.

Rationale for Dropping Southbound Braided Ramps from the Hybrid Base Concept

Braided ramps, which eliminate weave movements, have been shown to be an effective strategy to improve the safety and operations of an urban freeway. However, the Southbound Braided Ramps were not recommended for further refinement as part of the Hybrid Base Concept for the following reasons:

- Many of the safety and operational benefits could be achieved with the auxiliary lane extensions included in the Hybrid Base Concept.
- Concerns about potential visual impacts of the braided ramp structures, which would be located beyond the existing footprint of I-5 and would require new support columns along Wheeler Avenue in the vicinity of the Rose Garden Arena and the Rose Quarter TC, remained.
- Braided ramps were estimated to add an additional $150 million to the capital cost of the Hybrid Base Concept.

If after base improvements are implemented and safety and operational issues remain, the Southbound Braided Ramps would receive additional consideration since they show promise for further improving safety and operations within the project area. Project staff further recommended that other elements of the Hybrid Base Concept should not preclude the ability to implement the Southbound Braided Ramps, if needed, at some point in the future. Figures 24 and 25 are illustrations that were developed to show how the braided ramp structures might have looked from below. Opportunities were identified to utilize landscaping, walls, water, lighting and other techniques to enhance the look and feel of areas near the freeway.

Southbound Braided Ramps (plan view)	Southbound Braided Ramps (section view)

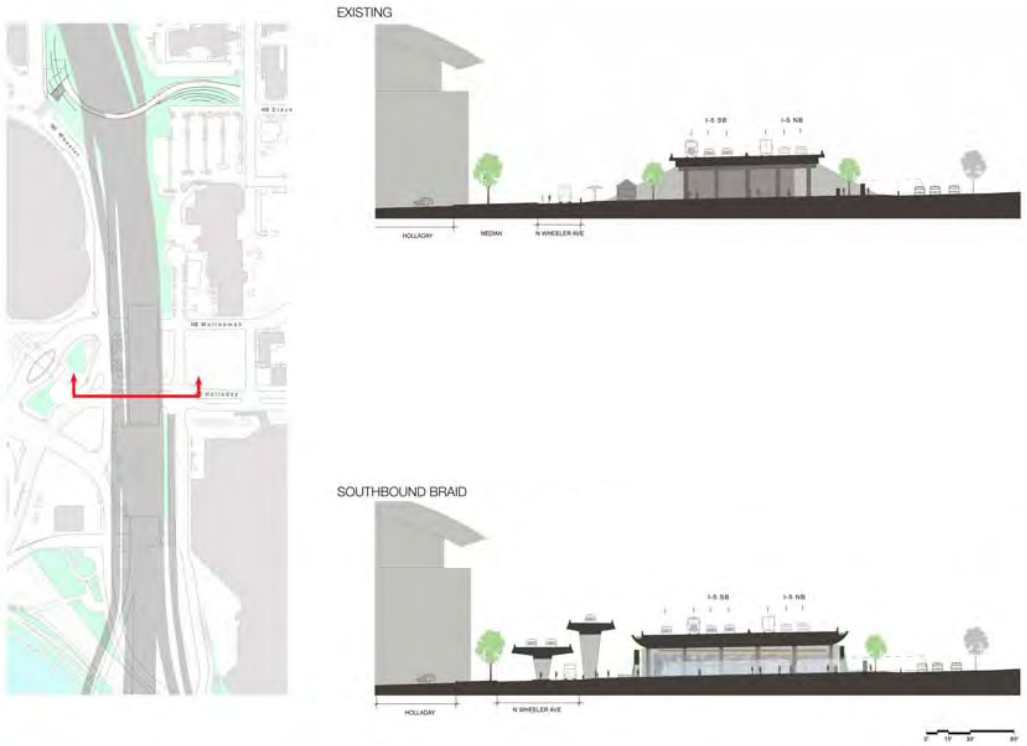


Figure 24: Southbound Braided Ramps (illustrative concept drawings, March 2012)



Existing



With Southbound Braided Ramps

Figure 25: Southbound Braided Ramps (illustrative concept drawings, March 2012)

Rationale for Dropping the Eastside Multi-Use Path (MUP) from the Hybrid Base Concept

The analysis in Phase III had identified a range of potential benefits and impacts associated with creating a multi-use path (MUP) along the east side of I-5. However, the MUP was not recommended for inclusion as part of the Hybrid Base Concept for the following reasons:

- The mitigation for impaired north-south pedestrian and bicycle access, associated with earlier interchange concepts, was no longer necessary. The Hybrid Base Concept provided for reasonable north-south bicycle and pedestrian connections west of I-5 using Wheeler, Williams and Vancouver Avenues.
- The east side multi-use path would create a difficult crossing at the eastern edge of the I-5 northbound exit-ramp to Weidler.
- The east side MUP would require additional property acquisition and would displace approximately 25 off-street parking spaces.
- The MUP was estimated to add an additional $2 - $4 million to the capital cost of the Hybrid Base Concept.

Clackamas Pedestrian/Bicycle Overcrossing

Throughout the concept development and analysis phases, project staff and the SAC had thought it highly desirable to provide a pedestrian and bicycle crossing of I-5 connecting from the vicinity of Winning Way, Wheeler Avenue and Williams Avenue (on the west side of I-5) to the vicinity of Clackamas Street at 2nd Avenue (on the east side of the freeway). This overcrossing would improve pedestrian and bicycle access to the Rose Garden Arena, the Veterans Memorial Coliseum and potential future Rose Quarter development.

Concepts were prepared that depicted a potential overcrossing and described some of the challenges of providing good physical connections on both sides of the freeway (see Figure 26).

Benefits

- Would improve pedestrian and bicycle access to the Rose Quarter.
- Would support redevelopment opportunities at the Rose Quarter and on the east side of I-5.
- Would improve pedestrian safety by shifting some event-based pedestrian activity from Weidler Street and the Box area to the new overcrossing.
- Could be designed to allow for southbound braided ramps if those are desired in the future.

Issues

- Potential development on the east side of I-5
- Capital cost estimated at $15 - $20 million.

The Clackamas Pedestrian/Bicycle Overcrossing was recommended to be included as part of the Hybrid Base Concept. The City and ODOT agreed to continue to work with the proposed development on the east side of the freeway to ensure that the overcrossing could be accommodated with the proposed development.

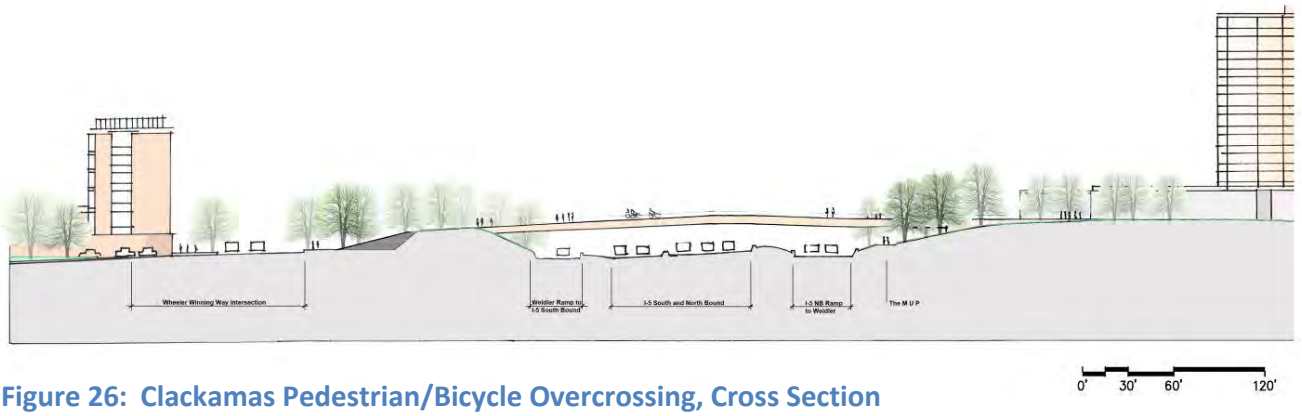


Figure 26: Clackamas Pedestrian/Bicycle Overcrossing, Cross Section (illustrative concept drawing, March 2012)

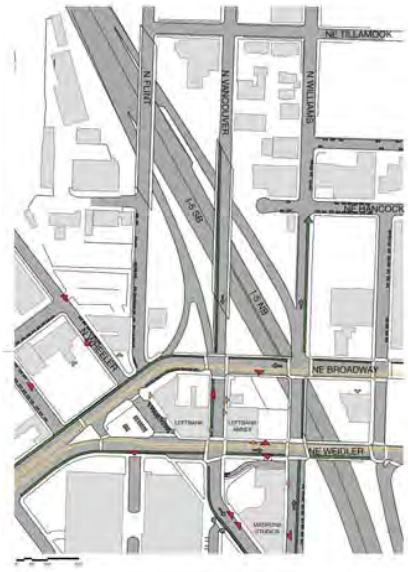
North of Broadway Options

The I-5 Broadway/Weidler Interchange project presented a unique opportunity to improve the local street system just north of Broadway in addition to overall operational improvements to the transportation network. Because the existing Flint and Vancouver structures over the freeway must be rebuilt as part of the Hybrid Base Concept, they could be built in a configuration different than their current layout. This opportunity also presented a number of challenges since no option was without impacts. Several concepts were developed and deemed worthy of serious consideration, in addition to the option of rebuilding the structures in their current locations. All options considered would work with the other major elements of the Hybrid Base Concept. All new structures would meet current design standards for seismic safety, sidewalks and bike lanes where applicable.

Initial North of Broadway Options Considered through March 8, 2012 (see Figure 27):

1. **Rebuild**
   This option would have removed and rebuilt the existing freeway overcrossings in their current locations. Although the replacement structures would meet current design standards, this option would not have eliminated the five-legged intersection at Vancouver & Broadway. Removing the Vancouver leg from the intersection would have reduced accident potential and improved driver expectations within the interchange area.
2. **Align Vancouver with Flint (Flint)**
   This option would have replaced the existing Flint and Vancouver freeway overcrossings with a single, new overcrossing connecting Vancouver to Flint. The new Vancouver/Flint overcrossing would have provided for a local street connection with Hancock to the east and a local street connection to the west. The intersection of Flint and Broadway would have been signalized, the existing access to Wheeler from Broadway would have been closed and access to Wheeler would have been provided via Dixon. Flint would have been connected south of Broadway, across Weidler, and continue as a through-street connection to Winning Way between the two city parking structures.
3. **Align Vancouver with Dixon (Dixon)**
   This option would have replaced the existing and Vancouver freeway overcrossings with a single, new overcrossing connecting Vancouver to Dixon at Wheeler. The new Vancouver/Dixon overcrossing would have provided for a local street connection with Hancock to the east and a local street connection to the west. Wheeler would have been connected as a two-way street to a signalized intersection at Broadway and Flint would have been closed at Broadway. The south leg of the Wheeler /Broadway intersection would have been a new, north/south through-street connection across Weidler to Winning Way between the two city parking structures.
4. **Align Vancouver with Dixon and Form Couplet (Dixon Couplet)**
   This option would have replaced the existing and Vancouver freeway overcrossings with a single, new overcrossing connecting Vancouver to Dixon at Wheeler. The new Vancouver/Dixon overcrossing would have provided for a local street connection with Hancock to the east and a local street connection to the west. Wheeler would have been paired with Ross as a one-way couplet with northbound traffic on Wheeler and southbound traffic on Ross.

Existing Conditions



Option 1. Rebuild



Option 2. Align Vancouver with Flint



Option 3. Align Vancouver with Dixon



Option 4. Align Vancouver with Dixon and Form Couplet



Figure 27: Initial Options North of Broadway, (illustrative concept drawings, March 2012)

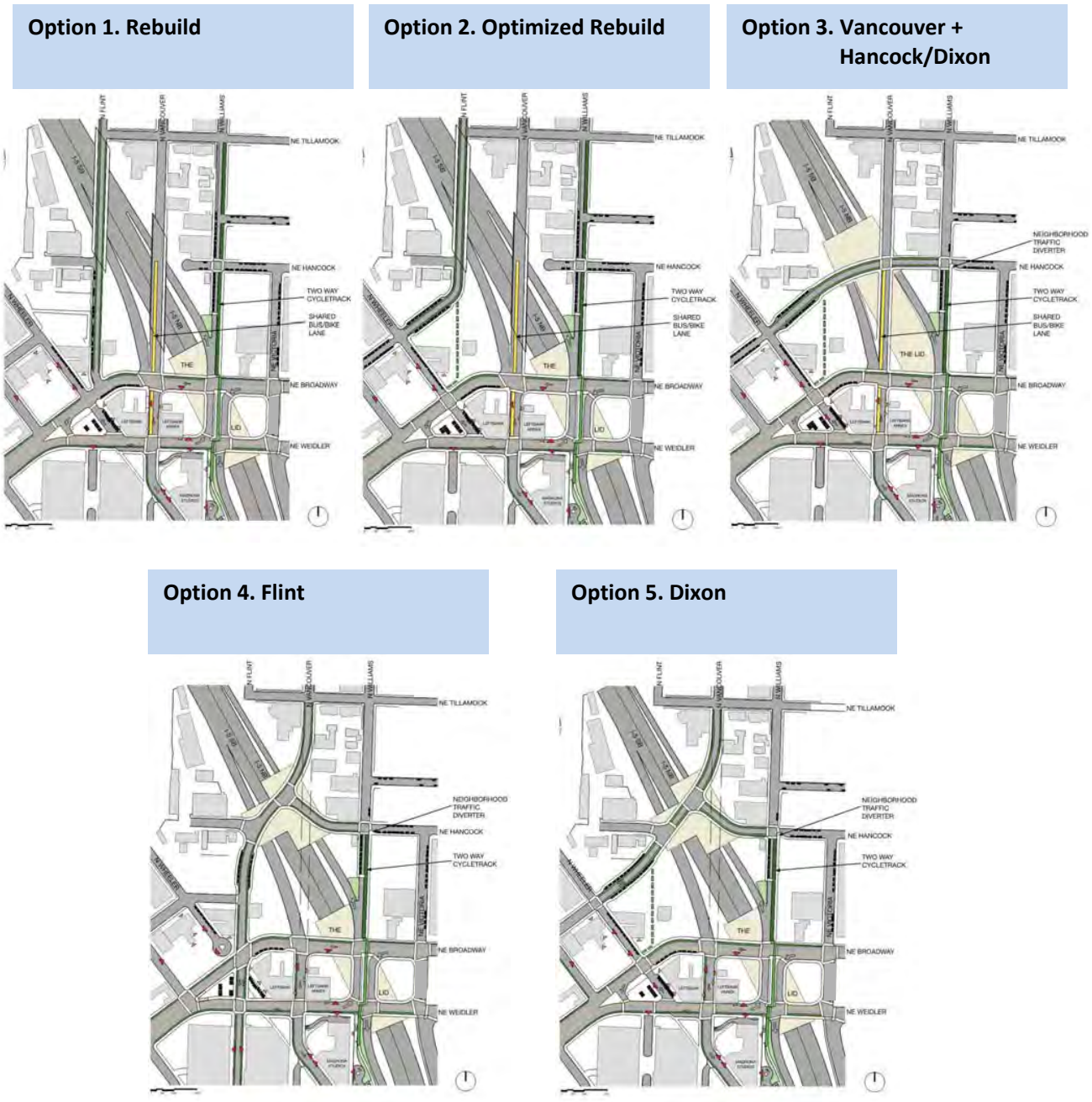


Figure 28: Refined Options North of Broadway, (illustrative concept drawings, April 2012)

After an SAC work session on March 20, 2012, where the four North of Broadway options of early March were examined in greater detail, project staff presented additional refinements on a total of five modified options to the SAC on April 10, 2012. The SAC discussed the pros and cons related to each of the then five options, shown in Figure 28, in order to prepare for their May recommendation.

The North of Broadway Recommendation

The SAC recommended Option 3 Vancouver + Hancock/Dixon that included replacing the existing Vancouver structure in its current location and replacing the existing Flint structure with a new east-west structure connecting Hancock Street on the east side of the freeway with Dixon Street on the west side. The recommendation also included extending Flint Avenue as a through-street between the two parking structures on Weidler Street near the Veterans Memorial Coliseum and adding two short bicycle/pedestrian pathways (one connecting Flint Avenue/Tillamook Street to Williams Avenue and one connecting the Hancock /Dixon overcrossing to Broadway).

The rationale for this recommendation included:

- Providing improved an improved east-west connection
- Maximizing street connectivity for all modes
- Maintaining a direct north-south route for transit, pedestrians and bicycles
- Supporting redevelopment of the area west of I-5 and north of Broadway
- Providing a greater opportunity for an additional freeway lid

5. Description of the Recommended Concept

Previous sections describe the collaborative study process that provided an opportunity for local neighborhoods, local businesses, the SAC, ODOT, and the City of Portland to understand each other's goals, objectives and concerns and to prepare together a consensus recommendation for freeway operations and safety improvements and improved multi-modal safety, access and mobility on the local street system. Section 4 describes range of ideas and options that were collected and evaluated and it presents a brief summary of the technical analysis and rationale that led to narrowing over 70 general concepts to a consensus recommended concept that includes both freeway and local street improvements.

The Recommended Concept represents a true consensus, in that each party did not get everything they wanted, yet they recognized the need to compromise in order to significantly improve operations and safety for all transportation modes, to narrow the impacts to the surrounding community and to support the goals of the complementary land use plans. This section provides a description of the recommended freeway and local street concept elements.

In addition to the physical description included in this chapter, ODOT's Facility Plan for the I-5 Broadway/Weidler Interchange Improvements, a separate but related document, provides a summary of key elements of this report including the project purpose, the land use/transportation connection and the recommended plan elements.

Elements of the Recommended Concept

The consensus elements included in the Recommended Concept are organized into four subsections of the study area:

- I-5 Broadway/Weidler Interchange area
  (including the freeway mainline and shown in Figure 29: Overall Project Extent)
- North of Broadway area (shown in Figure 30: Enlarged "Box" Area)
- South of Weidler Street area (also shown in Figure 30: Enlarged "Box" Area)
- Freeway Mainline Improvements near the Rose Quarter TC (shown in Figure 31)

The following describes the consensus elements included in the Recommended Concept.

The I-5 Broadway/Weidler Interchange Area

The I-5 Broadway/Weidler Interchange Area refers to project elements related to the freeway mainline, exit and entrance ramps and other traffic operations elements in the vicinity of the freeway ramps.

Transportation System Management (TSM) and Transportation Demand Management (TDM) Strategies

- Major freeway projects in the metropolitan area typically utilize TSM techniques to manage freeway traffic using methods such as ramp meters and variable message signs. ODOT will explore the role that emerging, state-of-the-art TSM techniques such as variable speed limits could have in improving traffic operations.
- TDM refers to strategies aimed at reducing the number of motor vehicle trips using roadway and highway facilities. Trip reductions are typically achieved by incentives that make carpooling or alternative modes (e.g. walking, bikes, transit) more attractive. TDM strategies and policies are identified in Portland's Transportation System Plan (TSP), the Regional Transportation Plan (RTP), the Oregon Transportation Plan (OTP) and the Oregon Highway Plan (OHP). ODOT and the City of Portland will explore ways to cost-effectively maximize the ability of TDM measures to reduce motor vehicle trips in the vicinity of the interchange.

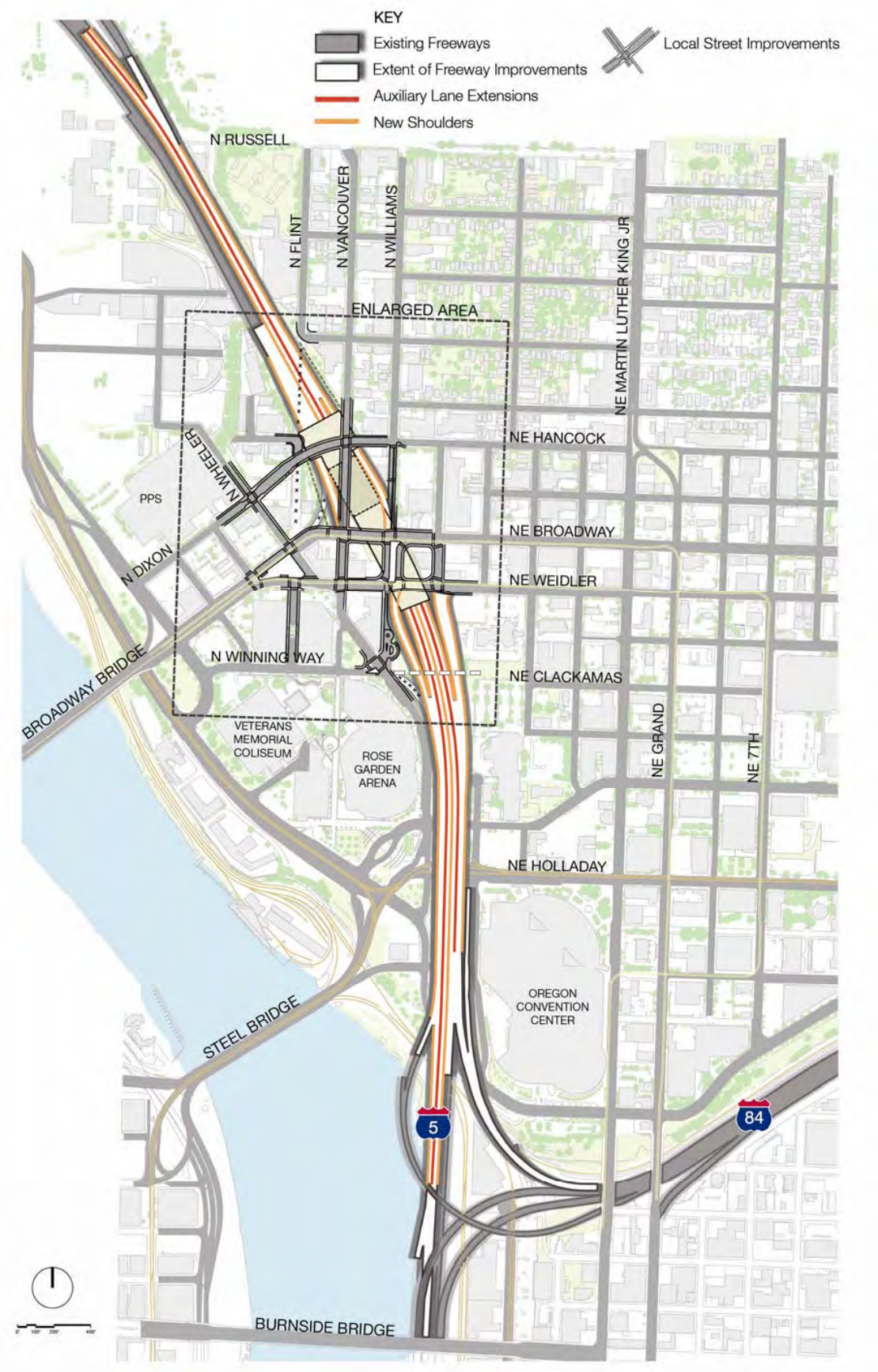


Figure 29: Overall Project Extent of the Recommended Concept

Mainline Freeway Safety Elements
The Recommended Concept would modify the mainline of I-5 by adding several key safety and operational improvements (see Figure 29). It would extend the existing auxiliary lanes approximately 4,300 feet in both northbound southbound directions and add full-width shoulders (both inside and outside) in both directions in most of the areas where the auxiliary lane would be extended. The northbound auxiliary lane would extend the existing auxiliary lane that enters I-5 northbound from the I-84 westbound entrance ramp. This lane currently ends at the exit ramp to Weidler Street, but with the project, the lane would be extended as a continuous lane to the Greeley Avenue exit ramp.

The southbound auxiliary lane would extend the existing auxiliary lane that enters I-5 southbound from the Greeley Avenue entrance ramp. This lane currently ends in the vicinity of the Broadway overcrossing structure. With the project, the lane would be extended as a continuous lane to the exit ramp to the Morrison Bridge and southeast Portland/OMSI.

The addition of full-width shoulders between the Greeley Avenue entrance ramp and the Morrison Bridge would increase safety and reduce traffic congestion related to vehicle breakdowns and crashes in this constrained portion of I-5.

Three Rebuilt Freeway Structures and the Broadway/Weidler/Williams Lid
The existing Broadway, Weidler and Williams structures over I-5 would be replaced in order to accommodate the auxiliary lane extension and widened shoulders. In addition, a lid over the freeway would be included from immediately south of Weidler to immediately north of Broadway. The lid would connect with uses on both sides of the freeway and would provide a complete cover of the freeway in this vicinity. No specific uses have been proposed for the lid, but uses could include public space (park or plaza) or commercial development or a combination of both.

I-5 Broadway/Weidler Interchange Improvements
The replacement structures will include widened sidewalks, bicycle lanes, improved lighting, improved stormwater treatment and opportunities for landscaping improvements.

- **Relocation of Southbound I-5 Entrance Ramp to Weidler/Williams**
  The southbound I-5 entrance ramp is currently located one block south of Weidler near where Williams, Winning Way and Wheeler come together at the north end of the Rose Garden Arena. The recommended alternative would move the entrance-ramp north to Weidler. This would require limiting through travel northbound on Williams. Some motor vehicle access would be permitted on Williams north of Winning Way in order to maintain access to facilities at the Madrona Studios, but through-travel on Williams Avenue between Winning Way and Weidler Street would only be permitted for bicycles, pedestrians and buses.

  - **Reverse Traffic Flow on Williams**
    Williams Avenue between Weidler Street and Broadway would be a non-traditional street that would have three distinct features.
    - Two northbound lanes along the western edge of the block. The westernmost lane would have the option of heading straight to the I-5 northbound entrance ramp or turning west onto Broadway. The adjacent lane would provide a choice between the I-5 northbound ramp or northbound on Williams Avenue.
    - A wide center median that would include a two-directional, multi-use path and landscaping on both the east and west sides that would dense enough to limit the visual connection between the northbound and southbound traffic lanes.
    - Two southbound lanes along the eastern edge of the block. The easternmost lane would have the option of heading straight to the I-5 southbound entrance ramp or turning east onto Weidler Street. The adjacent lane would travel directly onto the I-5 southbound ramp.

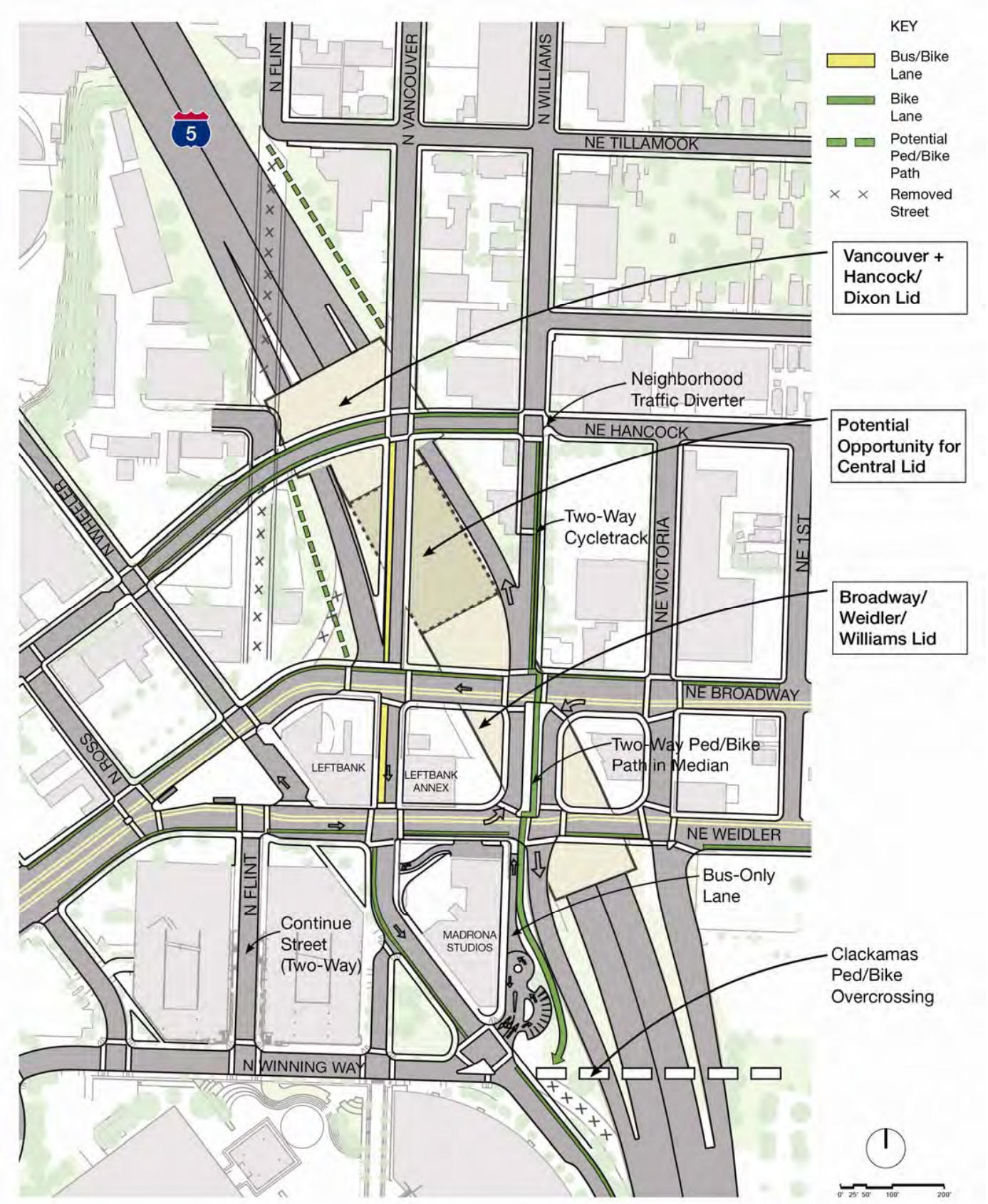


Figure 30: Enlarged "Box" Area of the Recommended Concept

North of Broadway Area - North of Broadway Option 3. Vancouver + Hancock/Dixon

The North of Broadway area refers to the local street system north of Broadway and connections between the local street system and Broadway and Weidler Street. Several local street configurations were considered to improve connectivity and facilitate transit, bicycle and pedestrian movements. Option 3. Vancouver + Hancock/Dixon was selected as the preferred street configuration due to its ability to maintain important existing connections and enhance east-west accessibility across the freeway (see Figure 30).

Major elements in the north of Broadway area include:

- **Rebuild Vancouver in current location**
  - The Vancouver Avenue overcrossing would be removed and replaced in its current location in order to provide adequate width for the auxiliary lane extension and widened shoulders. This would maintain the existing 5-legged intersection at Broadway where Vancouver Avenue alternates the southbound traffic signal with the southbound exit ramp from I-5.
- **Remove Flint south of Tillamook and replace with new pedestrian/bike paths**
  - The existing Flint Avenue overcrossing would be removed and Flint Avenue south of Russell Street would terminate at Tillamook Street. The portion of Flint Avenue between the existing overcrossing and Broadway would be closed as a through street but access would be maintained to provide local access.
- **Add Hancock/Dixon Overcrossing and Hancock/Vancouver Lid**
  - A new overcrossing would be constructed extending Hancock Street west across I-5 connecting with Dixon Street. Traffic calming or diversion measures would be included on the eastern leg of the intersection of Hancock Street and Williams Avenue to ensure that Hancock Street is not used by through traffic. A freeway lid would be included that would encompass the area immediately north and immediately south of the overcrossing.
- **Possible Freeway Lid Connecting Hancock Overcrossing to the Broadway/Weidler Structures**
  - In addition to the freeway lids at Hancock and at the Broadway/Weidler structures, the project will study an additional section of freeway lid that could connect the Hancock Lid with the Broadway/Weidler Lid which could then operate as a single large lid covering the freeway from immediately south of Weidler Street to immediately north of Hancock Street. The assessment of a connecting lid will consider costs, right-of-way impacts, constructability and other elements.

South of Weidler Street Area

The South of Weidler Street area refers to the local street system south of Weidler Street (shown in Figure 30). Two elements south of Weidler Street were included in the recommended concept as described below.

- **Clackamas Pedestrian/Bike Overcrossing**
  - A new pedestrian and bicycle overcrossing would be included connecting from approximately the intersection of Williams Avenue, Winning Way and Wheeler Avenue to Clackamas Street in the vicinity of 2nd Avenue. The overcrossing would be designed to meet Americans with Disability Act (ADA) requirements and provide for smooth bicycle connections at both ends.
- **Continue Flint between Parking Structures**
  - The two city-owned parking structures at the north end of the Rose Quarter front onto Weidler Street. There are currently two separated parking accesses between the two structures: one is accessed from Weidler Street and the other is accessed from Winning Way. The project would include reconstructing the existing accesses into a single roadway that would allow for through travel between the parking structures. This would provide for direct circulation between Weidler Street and Winning Way.

Freeway Mainline Improvements near the Rose Quarter TC

As shown in the plan view of the mainline improvements to I-5 in Figure 29, extension of the auxiliary lanes both northbound and southbound and provision of full safety shoulders extend to the area adjacent to and above the Rose Quarter TC. Figure 31 provides several early illustrations of how the mainline improvements to I-5 could appear adjacent to and above the transit center. The changes to I-5 provide an opportunity to enhance the aesthetic appearance of the freeway structures by wrapping them with new materials designed to maximize natural light and to provide a more cohesive environment for the transit center.



View of Extended Auxiliary Lanes shown at Rose Quarter TC



View of Extended Auxiliary Lanes shown at MAX platform

Figure 31: Mainline Freeway Improvements near Rose Quarter TC (illustrative concept drawings, March 2012)

Elements Not Included in the Recommended Concept

Several potential project elements were considered and dismissed (see Chapter 4). These include interchange, roadway and freeway lane configurations. The concept for a southbound braided ramp was not included in the recommended project due to cost and visual impacts. However, if the recommended project does not improve freeway safety and operations, the southbound braided ramp could be evaluated further to determine if it could address safety and operations problems and if the impacts that were noted could be mitigated.

The Facility Plan

An accompanying document to this *I-5 Broadway/Weidler Interchange Improvements Report* is the Facility Plan. ODOT has prepared the *Facility Plan for the I-5 Broadway/Weidler Interchange* to further summarize the transportation needs associated with the freeway and the I-5 Broadway/Weidler Interchange in the project study area, the technical justification for the improvement elements of the Recommended Concept and other factors that ODOT needs to present to decision-makers to confirm the agency's intent relative to this facility in the future.

May 31, 2012

TO: N/NE Quadrant Stakeholder Advisory Committee

FROM: Project Team

SUBJECT: June 7 SAC Meeting #17, Quadrant Plan Discussion (7:25 agenda item)

The following is a summary of the 7:25 agenda item and materials included in the packet:

A) Subcommittee Update: Plan Development – discussion item

Subcommittee meetings were held on 5/23 and 5/29 to discuss the draft Goals, Policies and Implementation Actions. A summary of feedback received at these meetings and in written correspondence since the May 10 SAC meeting is included in the packet. The SAC will be asked to provide any additional feedback to be incorporated into the revised draft issued later this month.

New urban design diagrams were presented at the 5/29 Subcommittee Meeting and are included in the packet. They are based on the Proposed Quadrant Concept endorsed by the SAC in February, and will be included in the draft plan. They include urban design concepts for Lower Albina and the Lloyd District, which display the major elements of the proposed concept. There are also three supporting diagrams for the Lloyd District that display the future character and degree of anticipated change for district subareas, district "portals" or gateways, and the street and development character for the district.

B) Lower Albina Zoning – discussion item

At the June 7 meeting, staff will update the SAC on Subcommittee input and ongoing discussions regarding the Lower Albina zoning proposals. A description of the proposals is included in the packet (also provided in 5/10 SAC meeting packet).

C) Revised Building Height Recommendations on the Broadway Edge – action item

Two Lloyd District maps are included in the packet that display existing height limits and **revised** proposed potential maximum heights. The revised proposal was discussed at the May 23 Subcommittee meeting and the SAC will be asked to take action on the revised proposal at the June 7 meeting.

Draft N/NE Quadrant Plan
Summary of Feedback on Draft Goals, Polices and Implementation Actions

Two Subcommittee meetings were held on May 23 and May 29 to discuss the draft N/NE Quadrant Plan Goals, Policies and Implementation Actions. At those meetings, each of the plan sections was briefly described and participants were given the opportunity to ask questions, raise concerns and suggest revisions.

New urban design diagrams that will be included in the draft plan were also presented at the May 29 Subcommittee Meeting. They are based on the Proposed Quadrant Concept diagrams endorsed by the SAC in February.

A summary of feedback received at the two May Subcommittee meetings and in written correspondence since the May 10 SAC meeting, is provided below. This input will be used to develop a revised draft that will be issued later this month.

Summary of Feedback

Lloyd District

District Goal
- Prefer the term "sustainable" to "green". Applies to the whole plan.
- Need to define "high-quality transit".

Regional Center: Economy and Innovation
- Need to recognize the NE Broadway Business District in policies and actions on retail and neighborhood business districts (also applies to Housing and Neighborhoods Section).
- Concern about rezoning PPS Blanchard site because it will reduce the supply of industrial land.
- Need to ensure redevelopment of Blanchard site does not include residential on the rear portion that overlooks the industrial area.
- Consider including area to north (storage building) to the Blanchard rezone. Clarify what area will be subject to the master plan requirement (Action RC2).
- Add transportation facilities to Action RC6, which calls for pursuing development on publically owned sites.

Housing and Neighborhoods
- General support for addressing housing affordability in targets. However, it was recognized that an affordability target would largely be aspirational because there are currently very limited public resources to fund housing.
- Concern that affordable housing would be developed later than needed.
- Preservation of existing affordable housing should be addressed in actions.
- Explain what you mean by "involuntary displacement".
- Concern that Action HN2, proposed rezoning in Central Lloyd of approximately 5 blocks from residential (RXd) to commercial (CXd), would introduce commercial uses that would negatively impact the residential area (conversation with staff after meeting).

Transportation

- Concern about placing burden on TriMet, which has significant budget issues, by calling for expanded transit service.
- Mixed opinions on whether high-speed rail should be addressed in the plan. Most agreed that the plan should not preclude high speed rail from serving the district and there is not a need to address it further in the Quadrant Plan because it is the subject of another state-run process. It may be appropriate to address high speed rail in other plans that apply to a larger geography, such as Central City 2035 and/or the Comprehensive Plan.
- Suggestion to list "ODOT/Amtrak" as a service provider in addition to TriMet in transit policy #4. This would broaden the scope to potentially include high speed rail.
- Need to accommodate vehicles and parking, not just transit, pedestrians and bikes, particularly for Retail/Commercial Streets.
- Too focused on core of Lloyd District, needs more attention on Broadway/Weidler Corridor which relies on customers traveling by vehicle and access to convenient parking.
- Action TR2 on parking management should address existing business areas like Broadway/Weidler and their needs.
- Action TR6 should be revised to review and update the 1996 Broadway/Weidler Corridor Plan, not just implement as written. Request to look at the whole corridor out to 33rd.
- Action TR9 regarding the 7th Avenue overcrossing on I-84 is too specific. We should study different options.
- Action TR11 regarding the North Portland Greenway and Sullivan's Gulch trail should be a higher priority for implementation.
- Look at moving bikes off of Broadway. They are getting in the way of other uses like streetcar.
- Explain what is included in commute trip mode split target.

Urban Design

- Revise open space policy #4 to make it clear that the plan calls for a sequence of spaces, linked through a wayfinding system, as opposed to a continuous open space system like the park blocks.
- Explain what is meant by "river access" (in riverfront development policy #5 and throughout the plan). Could conflict with current industrial use of area.
- Call out the proposed Clackamas open space system in action UD5.
- Use plain language to describe what you are trying to achieve in UD6.
- Mention the MLK gateway currently under construction, which is just outside the study area.

Height Options for Broadway Edge (relates to Action UD2)

- Most preferred Alternative "B", with 75' maximum north of Broadway for entire length, with the exception of a "bump-up" between 3rd and 7th to 125' north of Broadway and 175' south of Broadway.
- The Eliot Neighborhood edge should get the same treatment as the Irvington edge. Streetcar should not be used justification for higher heights along Eliot edge – long term it is planned to extend up the Broadway/Weidler corridor.

- Don't use broad brush regulations. Need to determine what is appropriate on a case-by-case basis. Is there a way to allow "height swaps" along Broadway?
- Mixed opinions on the "bump-up" in height between 3rd and 7th. There were questions about the need for additional height and concerns about potential impacts on the pedestrian environment with the taller buildings. Others emphasized the need for flexibility to encourage new development and the importance of marking the MLK/Grand gateway into the Central City.
- The Irvington Neighborhood requests a 65' height limit north of Broadway, which steps down at ½ block to 45' fronting on Schuyler (see letter submitted for 5/10 SAC meeting for more details).

Green Central City
- Make sure you select appropriate tree species for street trees to avoid conflicts with trucks.

Lower Albina

Regional Center: Economy and Innovation
- Consider renaming "Regional Center: Sanctuary for Manufacturing and Employment".
- Concern that job target could be too high, but general agreement that it was reasonable considering the 25-year period for growth (2010-2035). Need to make sure that increased traffic related to new jobs can be accommodated with local streets, parking, transit and freeway access.
- Those who oppose PPS Blanchard site rezone also oppose RC1, which would change the district boundaries so the Blanchard site is located within the Lloyd District.

Lower Albina Zoning Proposals (relates to Actions RC2 and RC3)
- General support for proposal to extend mixed use (EXd) zoning east on Russell to the freeway. Some expressed interested in expanding the area included in the proposal but acknowledged the concerns expressed by industrial businesses about potential impact in terms of cost and conflicts with industrial business operations.
- General support for applying Employment Opportunity Subarea (EOS) provisions, but agreement that the proposal should be fine-tuned for Lower Albina. Businesses do not want this change to be the first in a "slippery slope" of transitions away from industrial uses.
- General agreement that, at minimum, the EOS should be applied to the area north of Russell, and perhaps to the area around the MAX station.

Transportation
- There are limited exits from Lower Albina, which could be an issue in an emergency. Need to ensure that Wheeler remains open to serve as an exit.
- Most of the actions focus on pedestrian and bicycle improvements. Could more be done for freight access?
- Timeframe of all actions is 6-20 years. Can anything be moved forward? Perhaps TR3, addressing the Larrabee Street ramp?
- Need more explanation of what the "strand" is about. Concern about directing pedestrians and bikes through the industrial area. Look at other alternatives, such as pedestrian improvements on Interstate.

- Street character concepts in Lower Albina need to be geared toward the needs of the industrial area.
- Mixed opinions on whether passenger rail, in addition to freight rail, should be addressed in Lower Albina. Most agreed that adding policy or actions regarding high speed rail was not necessary in this plan.

Urban Design
- There is too much focus on the area under the freeway, Russell and the strand. This section should also address the rest of Lower Albina.
- Add a new action that addresses historic designation of properties in Lower Albina (in addition to those in the Cornerstones of Community Inventory).
- Strengthen UD4 to specifically call out the need to clean up and improve the aesthetics of the City storage yard. Look into the status of the storage yard master plan. This should happen soon.

Green Central City
- Green initiatives have the potential to increase costs for industrial businesses. Must not burden property owners with unfunded requirements.

North Banfield Portal
- Proposed zone change is a good move to encourage redevelopment.
- Mention the proposed new crossing of I-84 in this section.

Vancouver/Williams Corridor
- Emphasis in this area needs to be on employment and preservation of existing houses on the Cornerstones Inventory. Add language to the plan that makes this intent more clear.
- Concern about the possibility of new multi-family development displacing current employment uses and single family homes in the area.
- Concern that zone changes could increase taxes and force people out (applies to all zone changes).

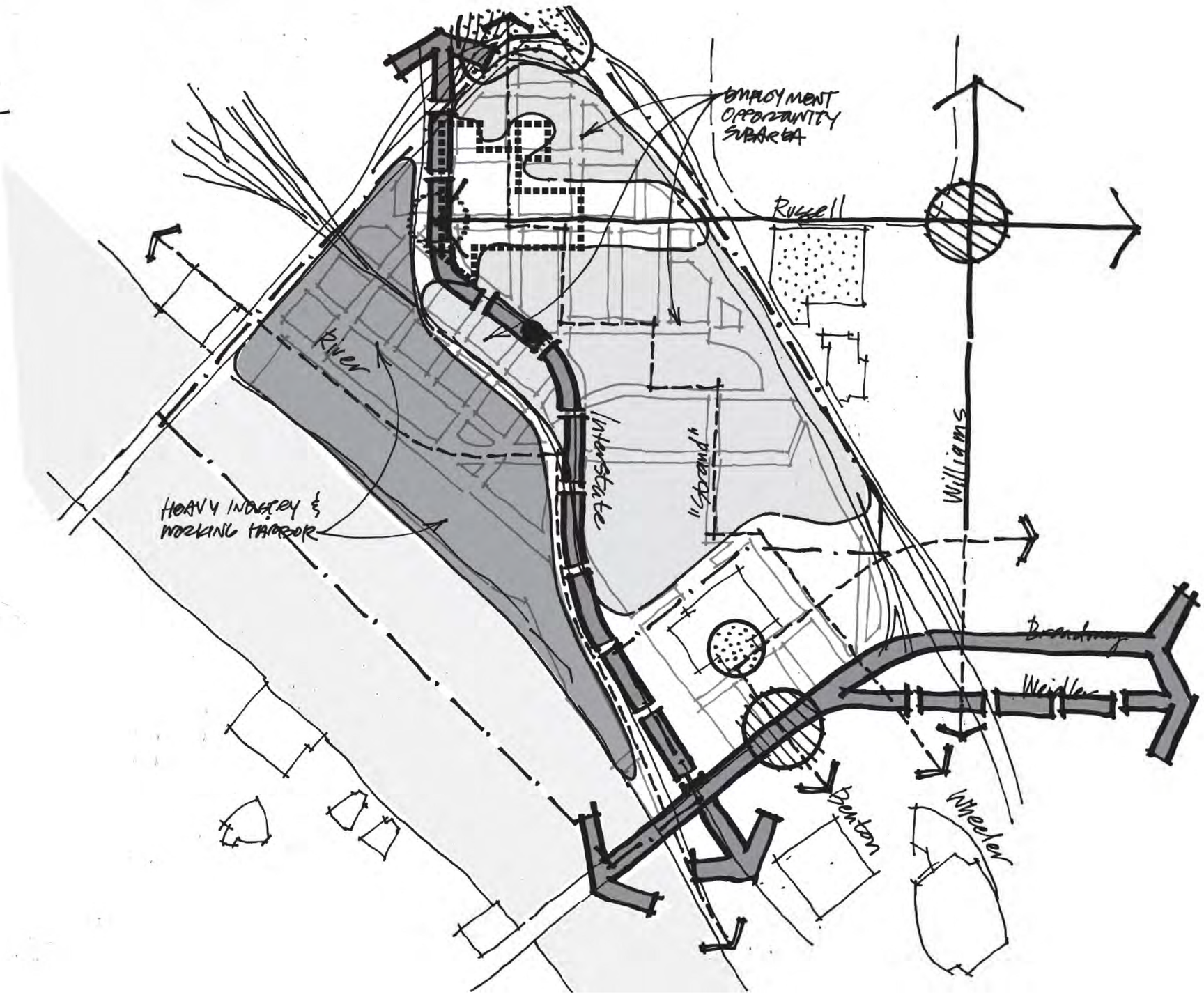
Urban Design Diagrams (Lower Albina and Lloyd District)
- Add a "portal" or gateway at Broadway and 15th to the District Portals diagram.
- Address the Dreyfus site in the plan in some way.

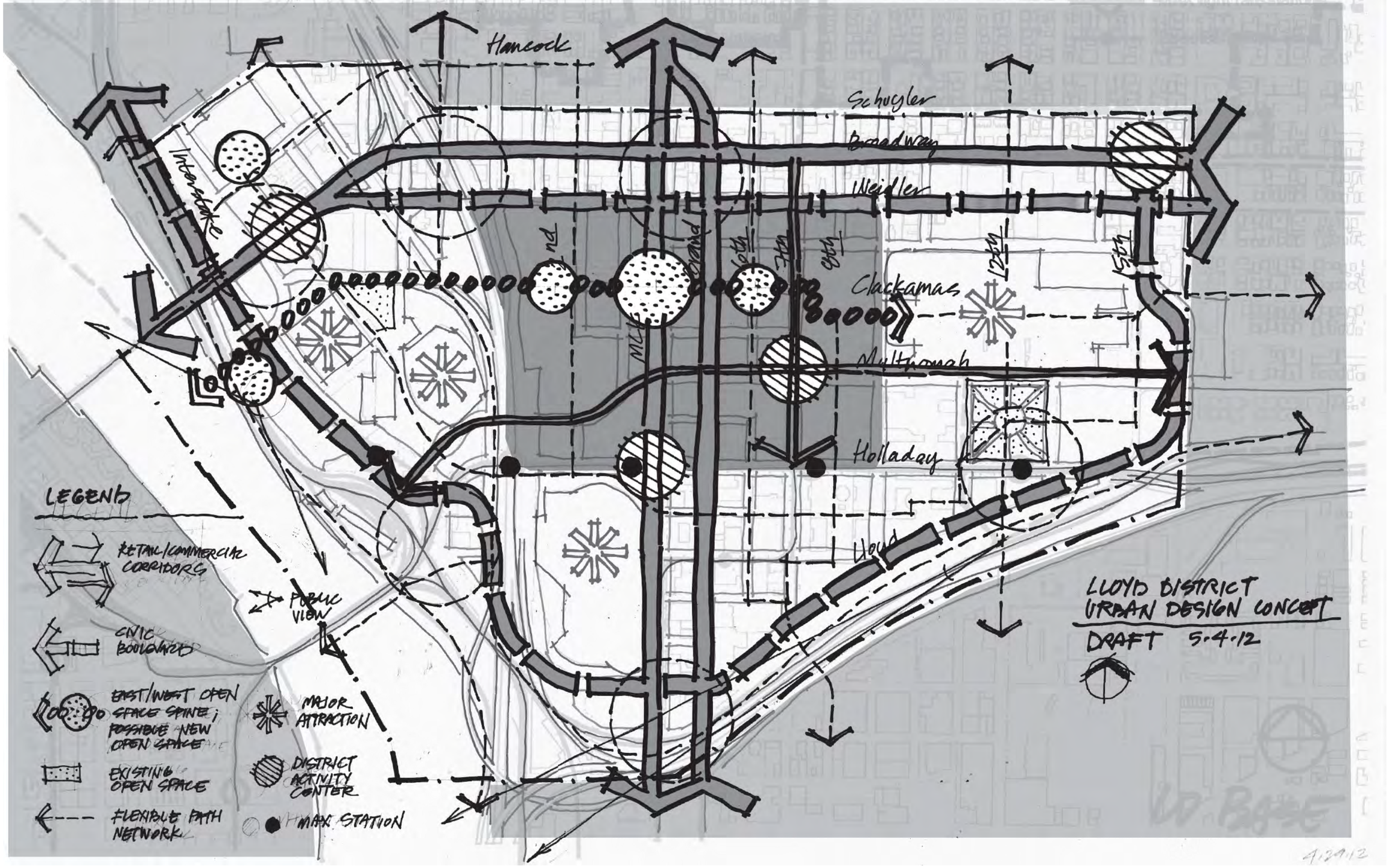
LOWER ALBINA URBAN DESIGN CONCEPT

DRAFT 5.4.12

LEGEND

- RETAIL/COMMERCIAL CORRIDORS
- CIVIC BOULEVARD
- POSSIBLE NEW OPEN SPACE
- EXISTING OPEN SPACE
- FLEXIBLE PATH NETWORK
- POTENTIAL 'GATEWAY' FEATURE
- MAX STATION
- RUSSELL STREET CONSERVATION DISTRICT




Hancock
Schuyler
Broadway
Weidler
Interstate
Clackamas
Multnomah
Holladay
Lloyd
LEGEND
RETAIL/COMMERCIAL CORRIDORS
CIVIC BOULEVARD
PUBLIC VIEW
EAST/WEST OPEN SPACE SPINE; POSSIBLE NEW OPEN SPACE
EXISTING OPEN SPACE
FLEXIBLE PATH NETWORK
MAJOR ATTRACTION
DISTRICT ACTIVITY CENTER
MAX STATION
LLOYD DISTRICT
URBAN DESIGN CONCEPT
DRAFT 5.4.12
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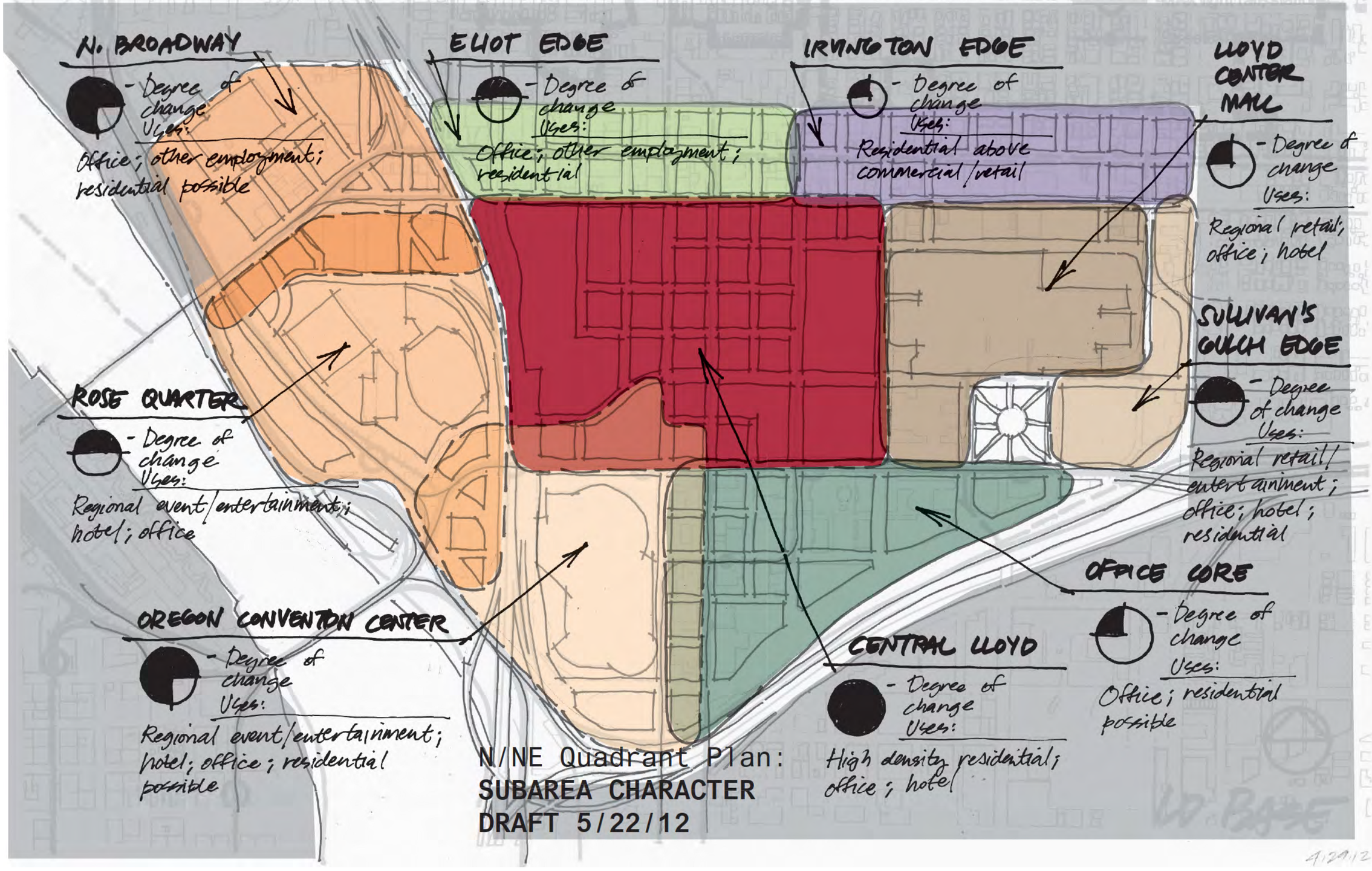

N. BROADWAY
- Degree of change
Uses:
Office; other employment; residential possible
ELIOT EDGE
- Degree of change
Uses:
Office; other employment; residential
IRVINGTON EDGE
- Degree of change
Uses:
Residential above commercial/retail
LLOYD CENTER MALL
- Degree of change
Uses:
Regional retail; office; hotel
SULLIVAN'S GULCH EDGE
- Degree of change
Uses:
Regional retail/ entertainment; office; hotel; residential
ROSE QUARTER
- Degree of change
Uses:
Regional event/entertainment; hotel; office
OFFICE CORE
- Degree of change
Uses:
Office; residential possible
OREGON CONVENTION CENTER
- Degree of change
Uses:
Regional event/entertainment; hotel; office; residential possible
CENTRAL LLOYD
- Degree of change
Uses:
High density residential; office; hotel
N/NE Quadrant Plan:
SUBAREA CHARACTER
DRAFT 5/22/12
4/24/12

I-5 INTERCHANGE @ BROADWAY/WEIDLER

- First freeway interchange in Central City from north
- Multiple overcrossings unique, high visibility design opportunity
- Lids offer public art, open space locations

MLK/GRAND @ BROADWAY/WEIDLER

- Gateway to/from Eliot/Albina
- Coordinate landscape design(s) with art markers @ NE Grand/Hancock
- Major corridor crossroads; high multimodal visibility for new high-density development

BROADWAY BRIDGEHEAD

- Taller buildings to mark bridgehead; Broadway/Benton intersection
- Enhance view from Lillis-Albina Park; consider new public view(s) to west

MLK/GRAND @ SULLIVAN'S GULCH

- Extend landscape from Gulch up to site
- Mark location with tower development
- Enhance westward public view from 12th Ave. bridge

NE 15th @ HOLLADAY PARK

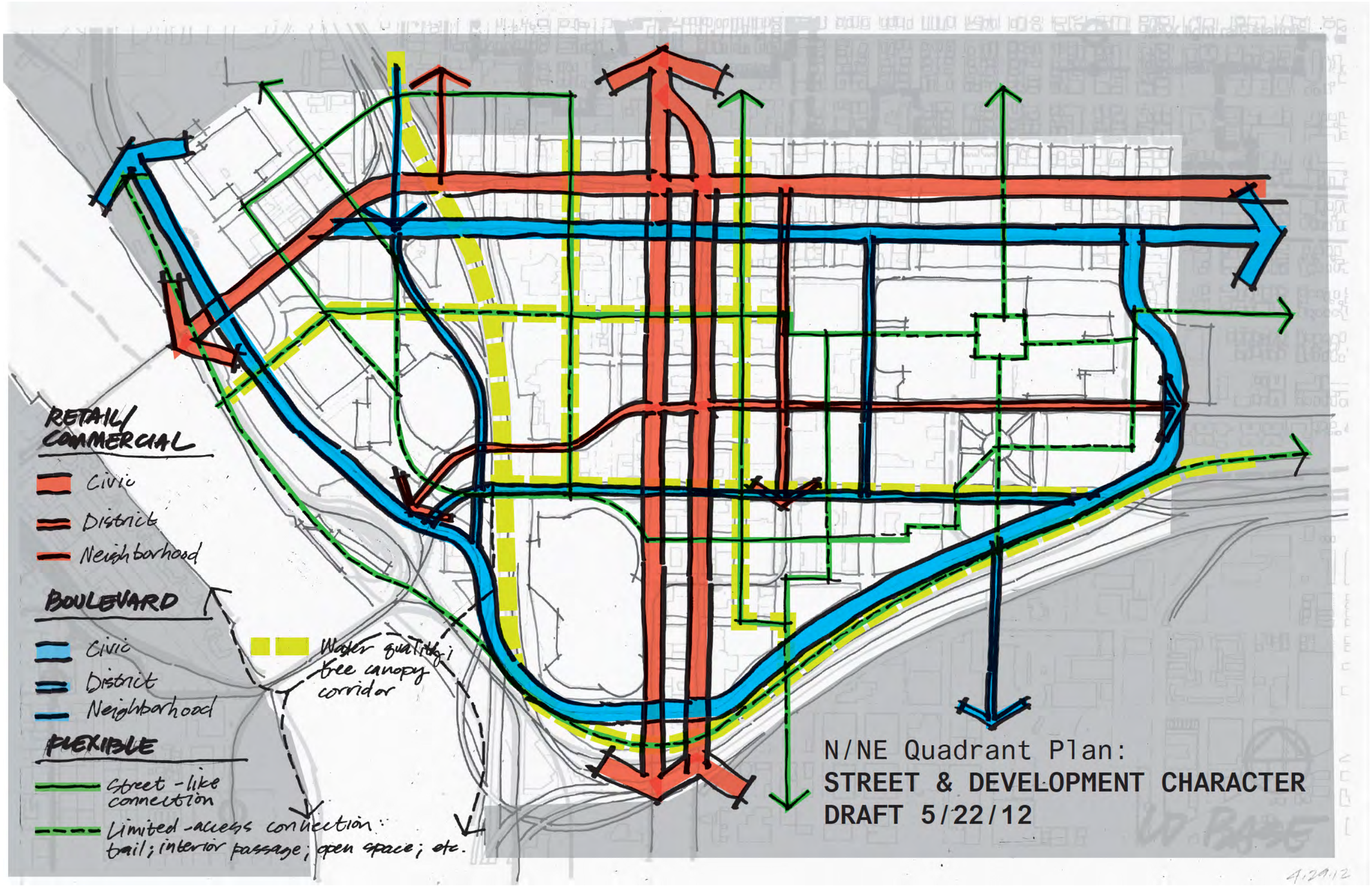
- First MAX stop in Central City from east
- Unique/signature shelter design appropriate
- Coordinate landscape design/themes with Holladay Park

STEEL BRIDGEHEAD

- Reconfigure transportation network to create more development parcels
- Taller buildings to mark bridgehead, transit center locations
- Unifying landscape design to link transit facilities, local connectivity & event districts

N/NE Quadrant Plan:
DISTRICT PORTALS
DRAFT 5/22/12

4.29.12


RETAIL/ COMMERCIAL
Civic
District
Neighborhood
BOULEVARD
Civic
District
Neighborhood
FLEXIBLE
Street-like connection
Limited-access connection: trail; interior passage; open space; etc.
Water quality / tree canopy corridor
N/NE Quadrant Plan:
STREET & DEVELOPMENT CHARACTER
DRAFT 5/22/12
4.29.12

N/NE Quadrant Plan Draft Zoning Proposals — *Lower Albina*

Background

The majority of the Lower Albina district is zoned for industrial uses. It serves as a critical incubator for emerging and innovative businesses and provides an important living-wage job base near inner North and Northeast neighborhoods. The district's mix of industrial businesses, working waterfront and multimodal freight facilities are complemented by a small mixed-use historic area along lower Russell Street, where retail activity is especially active in the evening.

Increasing zoning flexibility to allow a wider range of employment uses that are compatible with industrial activities has the potential to increase job density, capture growing industry sectors, and foster the continued vitality of Lower Albina as an employment center and business incubator.

Stakeholder Feedback

Survey responses and discussions with Lower Albina stakeholders and the Eliot Neighborhood Association indicate general support for increasing zoning flexibility. Most stakeholders support allowing additional employment types, with some concerns about the potential for conflicts with existing and future industrial activities. Most felt strongly that residential uses should continue to be prohibited in the IG1 zone. The Land Use Subcommittee of the N/NE Quadrant Stakeholder Advisory Committee (SAC) generally supported the idea of an Employment Opportunity Subarea (EOS) approach, used in the Central Eastside. The EOS allows additional flexibility in the IG1 zone for certain kinds of "Industrial Office" uses, while prohibiting residential development, which creates conflicts with industrial activities.

The proposed N/NE Quadrant Concept endorsed by the SAC suggests modest expansion of mixed-use zoning near the Russell St. Conservation District by extending EX zoning east along N Russell and south to the MAX station. However, further discussions with property owners and stakeholders have indicated that the area adjacent to the MAX station should retain industrial base zoning with application of the EOS, and that housing should not be allowed in the area along Russell where a change to EX zoning is proposed.

Existing Zoning

The area fronting NE Russell from N Albina to the I-5 overpass, where EXd zoning is proposed, contains 17 tax lots covering approximately two acres (see Map 1). It is currently zoned General Industrial 1 (IG1) with a design (d) overlay zone and has several additional development standards, such as a 50 foot height limit, a maximum 3:1 FAR, and ground floor active use and residential bonus target designations. Many of these requirements are inconsistent with the underlying industrial zoning, make the economic use of these properties difficult, and complicate potential redevelopment. Immediately to the east of this area is the Russell Street Conservation District, which is zoned EXd, allowing a mix of industrial, commercial and residential uses. No zoning changes are proposed in the conservation district.

The area generally east of the Union Pacific railroad and west of I-5, where additional flexibility for employment uses is proposed (hatched area on Map 1), contains 136 tax lots, covering approximately 46 acres. It is currently zoned IG1, with a Scenic Resource (s) overlay on a portion of the area, which limits building heights to 50 feet. The area to the west is zoned IG1, with Heavy Industrial (IH) zoning along the waterfront. No zoning changes are proposed west of the Union Pacific rail line.

Proposed Zoning

Staff proposes rezoning the properties fronting N Russell between the Russell Street Conservation District and the I-5 overpass from IG1d to EXd, with a new provision that would prohibit residential development (see Map 1). This would continue to allow industrial uses, while also allowing office and retail uses (see Table 1). The existing 50 foot height limit and 3:1 maximum FAR would be retained. No changes are proposed in the existing EXd zoned area, where housing would continue to be allowed.

Staff proposes applying Employment Opportunity Subarea (EOS) provisions to the IG1 area generally east of the Union Pacific rail line and west of the freeway (hatched area on Map 1). This would allow some additional flexibility for commercial and employment uses. Table 1 and the summary of land use classifications below provide an overview of the EOS provisions. Staff believes this targeted approach is less likely to result in land use conflicts with industrial activities than applying an employment base zone, which would have broader allowances for office and retail uses and the potential for residential development. The existing Scenic Resource (s) overlay would remain on a portion of the area.

Table 1: Summary of Existing and Proposed Zoning Provisions

Provision	Existing IG1	Proposed IG1 with Employment Opportunity Subarea (EOS)	Proposed EXd (no residential)
Traditional Office: Allowed	1 Office (or Retail) use per site, up to 3,000 SF	5,000 SF per site	Allowed, limited by FAR (3:1 proposed)
Traditional Office: Conditional Use	More than 3,000 SF, max of 60,000 SF or 1:1 FAR	More than 5,000 SF, max of 60,000 SF	NA
Industrial Office: Allowed	NA	60,000 SF per site	NA
Industrial Office: Conditional Use	NA	More than 60,000 SF	NA
Retail: Allowed	1 Retail (or Office) use per site, up to 3,000 SF	5,000 SF per site	Allowed, limited by FAR (3:1 proposed)
Retail: Conditional Use	More than 3,000 SF, max of 25,000 SF or 1:1 FAR	None	NA
Residential	Generally not allowed	Generally not allowed	Not allowed (proposed)

Land Use Classification Definitions

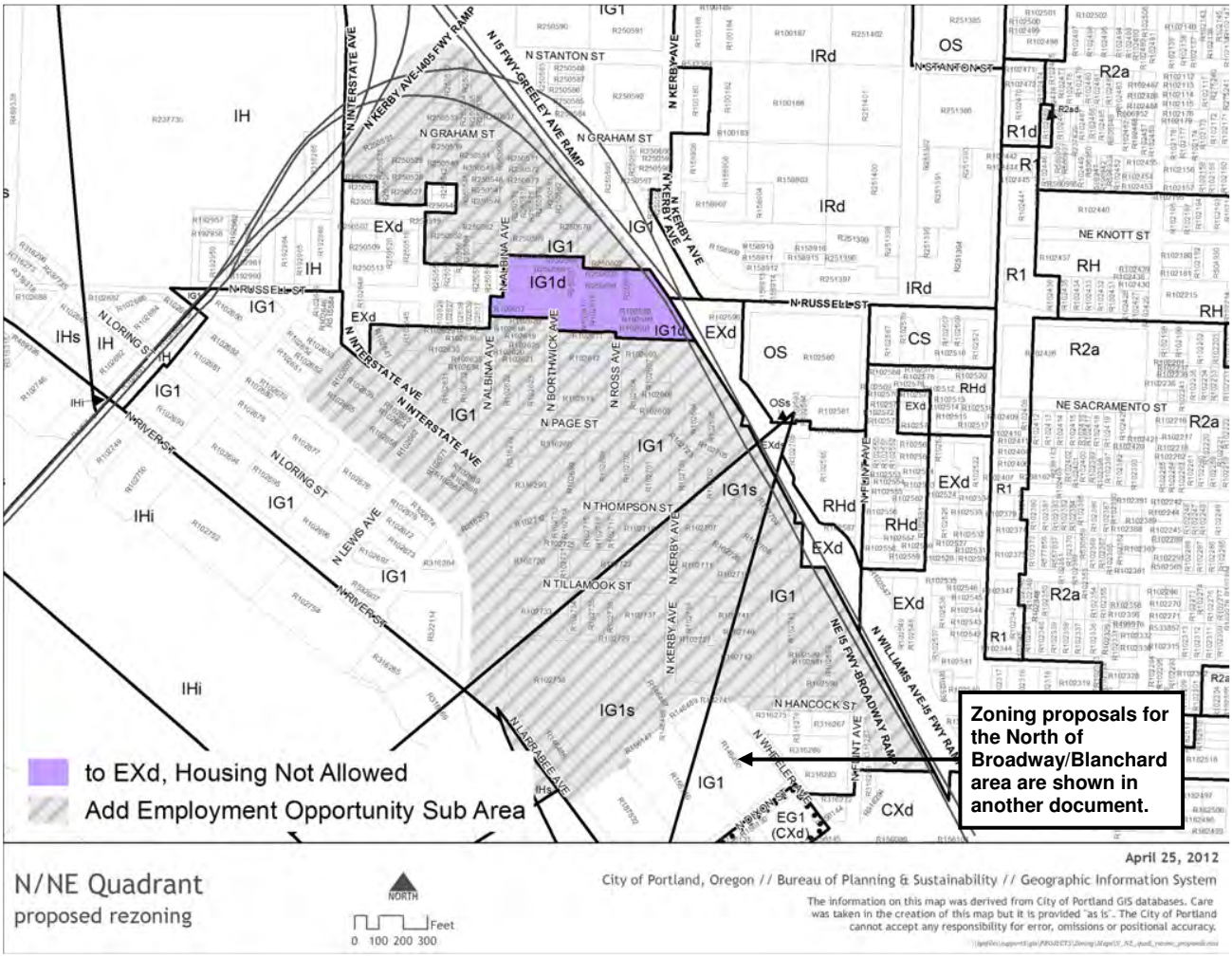
Traditional Office:

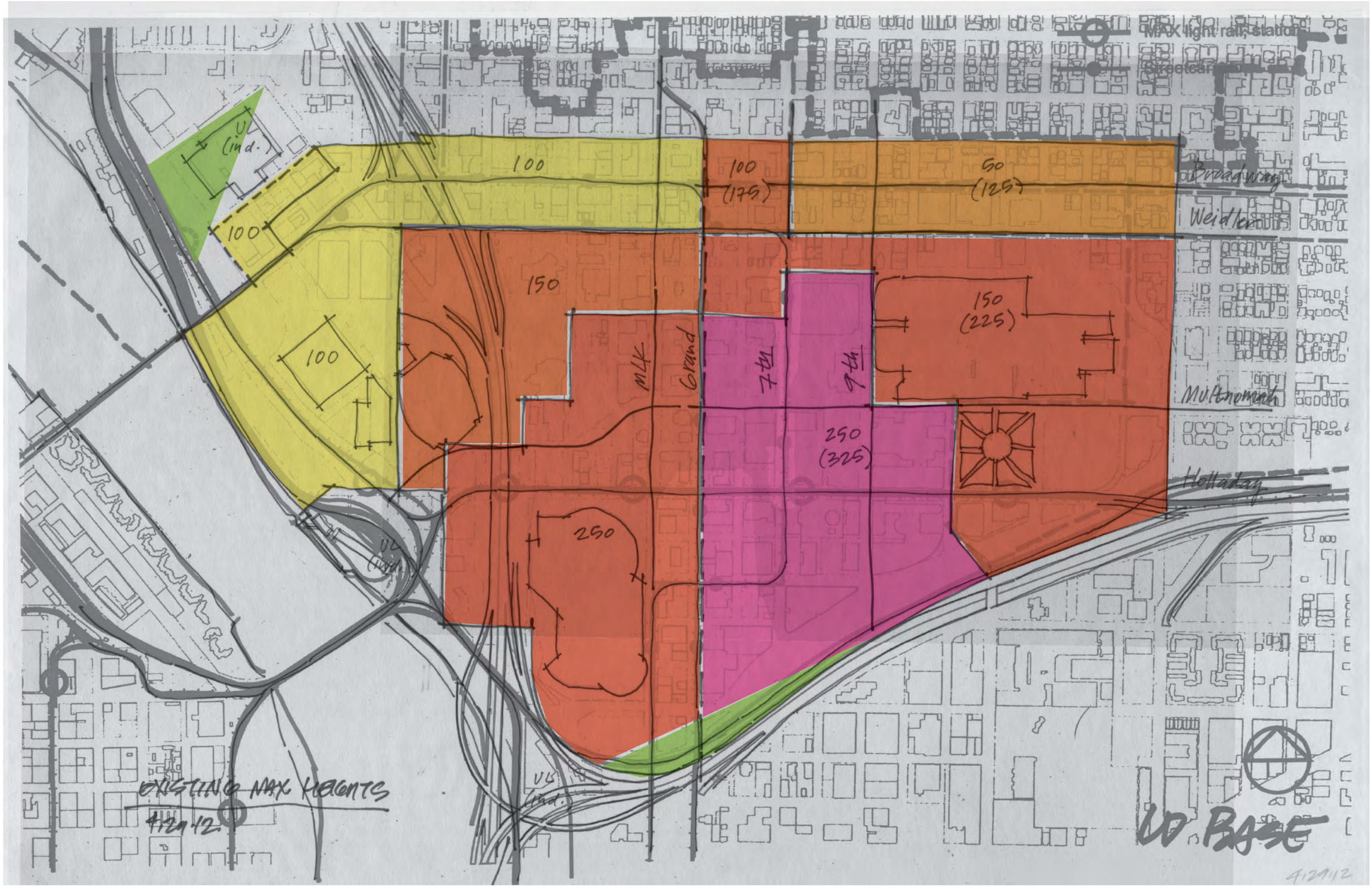
- Focus on business, government, professional, medical, or financial services.
- *Examples:* Professional services, lawyers, accountants, real estate agents; financial, bank HQs, brokerage houses; sales offices; government offices; medical and dental clinics.

Industrial Office:

- Conducted in an office-like setting but more compatible with industrial activities & districts.
- Less service-oriented with focus on development, production, processing of products, including digital products, e.g. internet & media content, designs & specifications, software, advertising materials.
- Primarily provide products to other businesses.
- Do not require customers or clients to visit the site.
- *Examples:* Software and internet content development & publishing; computer design & programming; graphic & industrial design; engineers & architects; telecommunication providers & data processing; TV, video, radio, internet studios & broadcasting; scientific & technical services; medical & dental labs.

Map 1: Existing Zoning with Proposed Changes Shaded




MAX light rail, station
Streetcar
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Broadway
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(225)
MLK
Grand
7th
9th
Multnomah
250
(325)
Holladay
250
UL (ind.)
UL (ind.)
EXISTING MAX HEIGHTS
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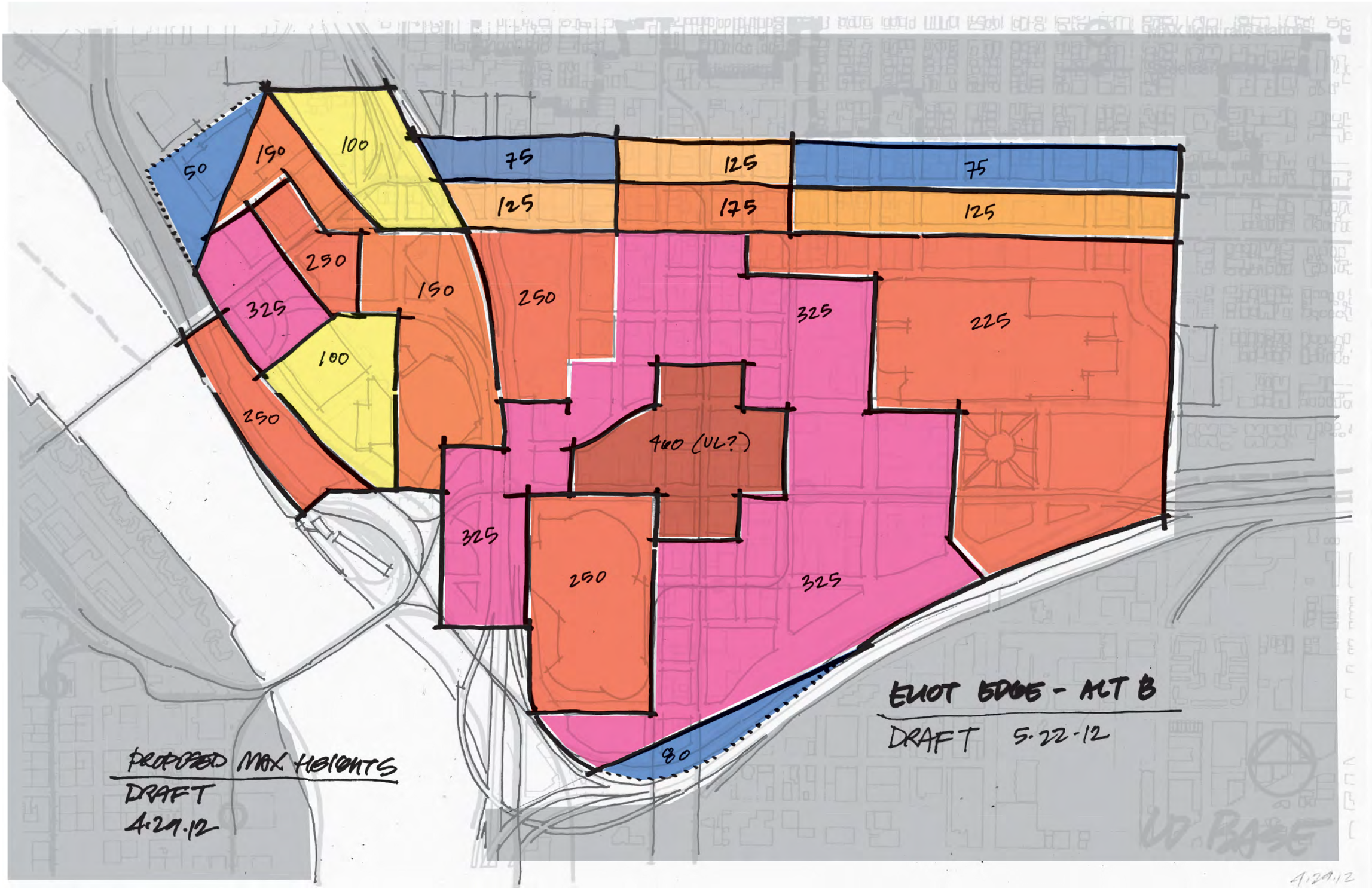
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325
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325
80
PROPOSED MAX HEIGHTS
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ELIOT EDGE - ALT B
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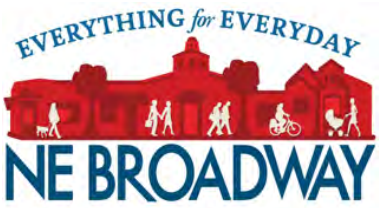

May 20, 2012

To the N/NE Quadrant/I-5 Broadway-Weidler Plan Staff and SAC,

The Northeast Broadway Business District runs along NE Broadway and Weidler from MLK/Grand up to NE 33d Ave. Our streetscape and feel is unique and forms a transition from the higher-density Central City Lloyd District sub-district, to the primarily residential neighborhoods to the north and east, including a large piece of the Irvington Historic District's southern border along NE Broadway. The City of Portland recognizes two overlapping business districts here: Northeast Broadway and the Lloyd District.

We are concerned that the draft version of the "Lloyd District Goals, Policies and Actions" document primarily reflects the Lloyd District core-focused future goals (high density, tall buildings, new district retail, minimal auto usage, etc.) and not enough of the current Main Street, small business existence of the Northeast Broadway Business District. Much of the emphasis and detail developed in the "Retail/Commercial Street Character" document is missing or boiled down to a few sentences. The Northeast Broadway Business District is not named at all, even under "Successful Neighborhood Business Districts" Item 5 in the "Housing and Neighborhood Policies" section. As a major stakeholder, that omission should be remedied.

Main SAC Goal 2 is: "Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages." On one hand the draft document calls for supporting retail development, and in Transportation Policy Item 5 recommends preserving and enhancing on-street parking to support ground floor retail and other businesses. But that is dwarfed by the many, many mentions throughout the document of promoting multi-modal transportation, while discouraging single-occupancy vehicle trips, new automobile use, and pushing parking management and a reduction in parking spaces.

We cannot say it enough: a successful and diverse business district needs customers of all types to survive. The majority of our customers arrive in cars, many patronizing multiple businesses on a visit. The number one complaint at NE Broadway businesses is a lack of parking – and businesses regularly lose customers because of it. Whether true or not,

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perception is reality, and lost revenue is already badly damaging our small businesses dealing with the brutal economy.

Supporting customers in the future with ample on and off-street parking and reasonable traffic flow will be an economic necessity to keep businesses open and thriving. That's not new: the Broadway Weidler Corridor Plan in 1996 noted that for "Economically Viable Corridor Business… Access, parking and development are integrated…"

SAC stakeholders from the neighborhoods bordering NE Broadway have commented at meetings on the need to support customer-friendly parking and auto access as part of a healthy business district. As regular patrons of area businesses they understand that:
• Bulky items and bags from multiple shopping stops can't easily go on the back of a bike, on the bus or walked home eight blocks. A few may try it, but most people will not.
• Neighborhood residents' jobs stretch across the metro region, so Dad may be leaving work at Nike in a car, driving over the hill to Northeast, grabbing a coffee at Peet's, a bottle of wine at Great Wine Buys, picking up dinner at Pastini Pastaria, then getting a son from football practice. All in under an hour.
• Our business district is diverse: while Mom can grab jeans at Soho Boutique, a book at Broadway Books, and the three-year-old at daycare on her bike one day, she'll need the car and close-by parking to grab that new ottoman at Sofa Table Chair, the framed picture at Brian Marki Fine Art, and the six-year-old at ballet class on another day.

It seems that in a rush to emphasize "new" multi-modal and active transportation, transit-oriented development, and the like, the draft fails to acknowledge NE Broadway and Weidler's status as Major City Traffic Streets (with 30,000+ cars a day), much less the heavy auto usage associated with the regional attractions like the Rose Quarter, Convention Center and Lloyd Center. The reality is that while the goal is for Portland Central City residents to reduce auto usage in the future, the majority of trips will remain in that mode for years.

The flip side is that NE Broadway is (and was before it was trendy) the core of a true 20-minute neighborhood. We have a high Walk Score and lots of pedestrian-oriented business traffic; many bicyclists who take advantage of shopping, dining and services in the area; and bus commuters who stop to shop after work. The Northeast Broadway Business Association strongly supports a balanced approach to transportation – where integrating cars, bikes, pedestrians, busses and possibly future streetcars on NE Broadway and Weidler is doable and economically crucial to attract both existing customers and new ones as more customers move into the area.

Looking into the future, we would like to see more mention in the draft document of planning for the Broadway Weidler Corridor beyond 16th Ave., understanding that the success of the entire business district and the N/NE Quadrant is directly affected by the entire sweep out to Hollywood – not just the half-section the Plan is dealing with. An

item should be added under Transportation, Policies to call for this. Under Implementation Actions, item TR6 should call for further study of the Broadway-Weidler Corridor, especially east of 16th Ave., while updating the 1996 Broadway Weidler Corridor Plan. Pedestrian crosswalks and needed traffic signal projects east of 16th would still be mentioned, but creating a stronger and more vibrant Main Street-focused commercial corridor should be a major focus as well.

Turning to the zoning questions and height allowances for the north side of NE Broadway, we support Irvington's desire for a 65-foot height limit with no bonuses to help transition to and maintain the historic neighborhood feel and a Main Street character for NE Broadway itself. We are also concerned with divergent height allowances between the north and south side of NE Broadway, which could create a scale and design problem if intense high-density development occurs.

Further west on NE Broadway and Weidler, we recognize that the Lloyd District core will be moving northward and the Corridor area up to NE Broadway will be in transition. That seems reasonable as long as ground floor retail and street-level setbacks and pedestrian-oriented space is maintained at taller buildings to soften the street and create a transition to the Main Street area to the east. Ditto for taller buildings around the MLK and Grand interchanges as scale moves higher down Broadway and Weidler towards I-5.

We also want to thank all of the staff and SAC members for their hard work on the N/NE Quadrant Plan. Many of our concerns and areas of interest have been dealt with in a professional manner and the Plan has evolved and improved nicely over time.

Murray Koodish
President, Northeast Broadway Business Association

Mike Warwick's Homework from the May 10th meeting

Clarifications of prior written comments

Based on comments at the May 10th meeting I would like to clarify or emphasize some of the written comments submitted at the meeting.

Re-zoning Lower Albina – Eliot very much supports the concerns of Eric and other Lower Albina business owners regarding potential residential encroachment from any zone changes in the areas already in intensive industrial uses. My comments for more "flexibility" in zoning in that area was intended to legitimize current office and retail uses, not displace current industrial ones. The discussion at the meeting seemed to indicate that the proposed changes may have the effect of displacing current industrial uses/users and potentially increasing their property tax rates. Neither of these outcomes are supported by Eliot.
That said, Lower Albina is NOT homogenous in either its use and users or in its potential for future similar industrial use. The area along Russell and north towards Fremont slopes, steeply in places. This area has remained undeveloped despite the existing zoning for decades. The lack of development and the presence of vacant lots and blighted buildings is a testimonial to inappropriate zoning. Accordingly this area SHOULD be rezoned and my opinion of the most appropriate zone would be EX to allow for live/work uses. The mix of light industrial with owners quarters is successful in Eliot along Flint. This could be replicated in this small are of Lower Albina IF the EX zone includes the "employment" overlay I suggested at the meeting. Concerns were express that this could be implemented without it being subverted for "artist lofts" instead of industrial craft spaces and I was challenged to draft language for an "employment" overlay that could prevent that outcome. While nothing can stop someone determined to subvert laws and regulations, I think the following or something like it would accomplish the purpose I suggest. Proposed "Employment" overlay language: The "e" overlay is intended to restrict allowed uses in the EX zone to ensure that the employment purpose of the zone is realized. Accordingly, the ratio of floor area dedicated to commercial and/or residential uses shall not exceed 1 to 10." That ration could be higher if 1:10 seems too low still. The purpose of providing such a ratio is to make the cost of the non-employment floor area so great that development for residential use would be unattractive.

Re-zoning the "Blanchard" site – My comments didn't properly reference the map of the area. The rezoning of this area should include the peninsula of industrial properties north of the Paramount Apartments between Wheeler and Flint. About half of this land is associated with the Blanchard Building (PPS property) and the rest is in storage facilities as a land bank for future development. Leaving it with the current industrial zoning makes no sense as it is physically isolated from industrial uses in Lower Albina by an inaccessible bluff. Increased connectivity from a future overpass would facilitate redevelopment for higher and better uses if it was rezoned.

Broadway Corridor Heights – I made two mistakes in my description of where historic properties intrude into the proposed 2-block wide "step down" area for building heights

in Eliot between Broadway and Hancock. The step down is designed to protect the Eliot Historic District on the north side of Hancock by limiting heights on the south side of Hancock to 45 feet. That provides a natural transition across the width of Hancock to a residential height of 30 feet. This is valid in concept, however as characterized, the step down is uniform between Broadway and Hancock, whereas the Eliot Historic District extends half a block SOUTH of Hancock between NE 1st and 3rd. Unfortunately, the zone does not include the church on the corner of 1st and Schuyler, which is both historic and holds special significance to the black community. Accordingly, my previous comments should be amended to indicate that the proposed "step down" should provide a uniform buffer for the ENTIRE perimeter of the Eliot Historic District. This change would require application of the "step down" to the north/south streets of NE 1st, 2nd, and 3rd as well as along the east/west streets of Broadway, Schuyler and Hancock. Further, to provide the same protection in this area, the "step back" distance needs to incorporate the additional distance provided by the "street buffer" where historic properties abut non-historic properties in the Corridor. Finally, we want this protection extended to ALL historic properties, including those not in the Eliot Historic District, such as the previous noted church.

Although I am hesitant to oppose Irvington's request for a significantly lower height in the Broadway Corridor in Irvington than it Eliot, I want to point out their justification for a higher height in Eliot and even higher at the MLK/Grand intersection is to capitalize on the new streetcar alignment. In that regard, I want to note that the Streetcar Plan includes a route through Irvington and Sullivan's Gulch on Broadway/Weidler; therefore, a similar logic, and proposed heights, should apply to this area as well.

Comments on Performance Targets

Page 3 - Dividing the Quadrant into two parts; Lloyd and Lower Albina doesn't provide an appropriate focus on development in the Rose Quarter area, which is distinctly different than the Lloyd District proper and industrial Lower Albina. Although it would require a significant effort to do this, I think it is both warranted and will be rewarded.

Page 4 Targets – More context should be provided for reference. What are Central City Employment Goals/Actuals? What are they for the NE Quadrant as a whole? Now we have something to compare Lloyd District goals to.

RC1 – Should be expanded to include PPS and adjacent properties north of the Paramount Apartments also.
RC2 – See above. Clarify which properties would require the Master Plan and what would be the trigger.
RC7 – Not clear if this is inclusive or exclusive of the Blanchard area or if it should be, but it is worth asking.

Page 6 Diversity – City housing policies for low income housing have had the effect of concentrating low-income residents in Inner N/NE limiting diversity of choices outside of N/NE. Moreover, these policies (coupled with poor zoning) have displaced poor and

minority populations living in single family homes to make way for mid-rise "affordable" units that are primarily occupied by young, white residents (poor artists). How will "diversity" be measured? If average incomes are lower than the city average, will there be programs to stimulate housing options for middle income residents?
Complete Neighborhood – I suggest the Blanchard be specifically mentioned here.

Page 7 Displacement – Clarify what "involuntary displacement" means and how it is measured and what the purpose of countering is vis a vis the economic development process that typically "causes" it. Average tenancy in rental units is under 2 years according to Census data for the past several decades. Is the metric something "less than" the long run average or simply anyone who doesn't want to leave, despite the fact the long run average includes many people who would fall into that category? What is meant by "support?" Do you anticipate increased subsidies to freeze populations in place? Rent control? Neighborhoods and cities constantly "evolve" and that includes changes in the income, family structure, and race of residents and kinds of businesses that serve them. Are you proposing to turn freeze residents and businesses in place and turning areas into museums?
Page 7 – Targets
Same comment as for Page 4 above regarding the need for more context.
HN? – Last meeting there was mention of ways to "swap" height allowances. Similar programs existed (I think) for housing density too. In any case, is that a mechanism that could be used here and if so, should it be mentioned?

Page 10 – River access keeps getting mentioned however what kind of access is not clear, moreover there is an inconsistency between the discussion in Lloyd and Lower Albina. The Albina discussion acknowledges the river is a working harbor and not a recreational destination. The same is true for the waterfront by the Rose Quarter, but there is not acknowledgement of that limitation on recreational access. Views of the river are one thing, beach front access and uses are another.

Page 11 – Targets
"70% of commute trips" From where to where? I presume you mean trips TO the Lloyd District, but that needs to be much clearer as does what you mean by "commuter." I presume people working there, not shoppers/visitors. Should there be an "action" to encourage employees to live in the district through incentives or similar mechanisms?

Page 14 – The "gateways" noted should include the Albina gateway at San Rafael and MLK even though it is outside the plan area for reasons noted at the meeting; namely very tall buildings at MLK and Broadway would overshadow this particular gateway which would be an affront to the residents of NE Portland who advocated for it. Further, in our initial discussions of "placemaking," this same area (MLK and Broadway) was highlighted as the location of a potential pedestrian plaza where the Loop streetcar would intersect with planned extensions east on Broadway/Weidler and north on MLK. That option isn't mentioned here and, obviously, is contradicted by the discussion of even greater height allowances for this location.

UD2 – This needs to be expanded to include similar provisions for "transitions" (per Policy 7) for the Eliot Historic District. If the concept behind taller buildings along transit corridors is sound in general, then it should be sound along all transit routes, built and planned, including the planned extension of streetcar east on Broadway. An automatic limit on allowed heights seems crude. Instead suggest the uniform application of the "transition" or "step down" concept that bases the maximum height on proximity to historic buildings and extends towards Broadway rather than starting with a maximum height at Broadway and stepping down towards historic buildings. That approach should provide both Eliot and Irvington with greater protection of historic resources (which are really CITY resources) and allow for greater flexibility for developers. We also discussed the potential for allowing "height swaps" along the Broadway corridor. That should be included either here or somewhere in the UD section.

Page 18 – The Sullivan's Gulch Trail will be complicated to plan due to potential proximity to railroad property in some segments. Nevertheless, those sections in Lloyd that are NOT proximate to the railroad should be a HIGH priority for immediate development to enhance circulation around the area and facilitate recreational use for area workers.

Page 21 – Rezoning of Lower Albina land CURRENTLY in industrial use should not be considered if, in the opinion of current owners/users it will displace current industrial uses or increase assessed value in ways that threaten future industrial uses. Area that are NOT in currently in active industrial use, primarily along North Russell and north of Russell, should be rezoned to allow for more flexible, but primarily industrial use, but allowing for live-work. A new "employment" overlay should be applied that allows non-industrial commercial and residential use but only in support of the underlying industrial use. Some kind of floor area ratio could be used to implement this new overlay, such as a requirement that non-industrial uses consist of no more than 10% of total floor area.

One of the Policies should be to "Reestablish the historic connection between Lower and Upper Albina along Russell Street."

RC1 – The area north of the Paramount Apartments between Flint and Wheeler should be included in the rezoning.
RC2 – Eliminate the housing prohibition and replace it with the "e" overlay suggested above.

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June 6, 2012

COMMENTS TO: N/NE Quadrant SAC & Staff, for June 7, 2012 Meeting

FROM: Cathy Galbraith, Bosco-Milligan Foundation/Architectural Heritage Center

RE: Transportation & Land Use Issues & Options

Since I'm unable to attend the June 7th meeting, I am providing some written comments for distribution, for consideration in your discussion and deliberations. Since 1993, I and my organization have continued to document and advocate for the protection of historic buildings throughout the city; our ongoing "Cornerstones" initiative continues to focus on buildings associated with Portland's African American community. These buildings stand throughout the city, with an understandable concentration in inner North and Northeast Portland - - based on the 1919 public policy of restricting African American residency to this area of the city. That policy was not formally acknowledged until 1949, and it continued until new housing legislation of 1957 was adopted. The result of that long-standing policy is that thousands of buildings were demolished (1,337 documented in Eliot alone) between 1958 and 1972 - - as public projects took the path of least resistance, plundering neighborhoods with significant minority property owners, residents, and business owners, with little political influence. The flip-side of this loss is that there is a strong concentration of buildings that managed to survive demolition and displacement.

Within the boundaries of the North/Northeast Quadrant area, there is a substantial collection of historically significant buildings associated with the African American community over time. They include the homes of Oregon's first African American dentist, first female funeral employee, church pastors and deacons, Spanish American War veterans, Portland Hotel waiters, photographers, NAACP officers, and other significant achievements - especially for African Americans of earlier eras of rampant discrimination. These houses and buildings line N Williams, N Vancouver, N Flint, and N Page, and also include buildings in the Russell Street Conservation District, and along N Broadway, NE Weidler, NE Schuyler, and NE First Avenue.

My attention to the N/NE Quadrant plan has been based on our long-standing interest in promoting the preservation of these resources, along with others beyond the Central City Plan boundary. As in earlier plans with their many "unintended consequences" , current transportation and land use planning efforts must recognize, acknowledge, and avoid negative consequences on surviving historic buildings and their community.

TRANSPORTATION – It might be easy to simply approve one or another of the I-5 Options, based on wanting to have something to show for the substantial work invested in this effort to date. It is also relatively easy to see that not much will happen as a result of adopting one of the Options. Transportation planning and preliminary engineering will proceed - - meaning more "study", more planning for 'public involvement', and attention to "mitigating impacts of construction" (along with a long list of *other* needed mitigation measures.)

For the "north of Broadway" overpass options, we support the position of the Eliot Neighborhood – Option 2. This is the one option that allows some 'improvements' to proceed, and avoids the years/decades of uncertainty with little or no funding, and subsequent years of construction disruptions. Other options promise little in actual improvements to the I-5 traffic congestion and safety concerns that precipitated this planning effort. The exorbitant costs and construction impacts do not outweigh the slight benefits.

We oppose the Hancock overcrossing connection, given the likelihood of traffic impacts in the Eliot neighborhood. Again, the costs and impacts do not outweigh any benefit – for others outside the neighborhood. Eliot cannot endure one more major impact of more well-intentioned transportation "improvements."

We remain concerned about property and parking impacts to the Paramount Apartments, the Left Bank, and access concerns raised by business owners in Lower Albina.

LAND USE – We remained concerned about the designation of areas in Eliot and Irvington for substantial additional allowed heights for new developments; the inconsistencies and conflicts of additional height with *existing* development are obvious - - and will only increase the speculation and uncertainties that result from those conflicts. **We are particularly opposed to the proposed heights in Eliot "north of Broadway."** The allowed heights need to 'step down" to protect historic districts *and* historic resources. **The allowed height at the edges North of Broadway should be the same for *both* Eliot and Irvington – 50'.** Any additional height should ne permitted only by a bonus process that might justify more height – a bonus that needs to be earned. In particular, the area of NE First at Schuyler needs to acknowledge the historic Mt. Olivet Baptist Church, the most significant African American historic resource in the northwest. **Note:** the meeting notes from the May 23rd and May 29th sub-committee meetings cite *"Mixed opinions on the bump-up in height between 3rd and 7th…"* My observation is that the differences in opinion were SAC and the general public opposition to the heights, versus those of staff (favoring the heights.)

We oppose the greater height proposed for NE Grand and Martin Luther King Blvd. As the "gateway' into the area (both north and south), the plan needs to be much more prescriptive and imaginative than simply encouraging greater height.

We support the concerns of industrial property owners and businesses in Lower Albina. However, we question the dominance of issues expressed on behalf of other business owners on N Russell "uphill." Long-term neglect of buildings in this area has not enhanced development in this area; nor have industrial operational activities in the streets right-of-way (which can be acceptable but is not an outright right of any business operation.) **The tremendous potential of this stretch of "upper Russell" has yet to be realized, and doing so should be an important goal.** High quality development in this area can go hand-in-hand with deliberate and restorative efforts in the Russell Street Conservation District, enhancing both areas and not generating major conflicts with current business owners. The historic connection between Lower and Upper Albina along N Russell needs to be re-established.

Eliot Neighborhood Association Position

on the I-5 Freeway Project and Associated Surface Street Improvements

Submitted by Mike Warwick, Eliot Neighborhood Land Use Committee Chair and Official Representative to the NE Quadrant Stakeholder Advisory Committee (SAC) June 1, 2012

Premise – I wear two hats on the SAC; one as a representative *from* Eliot based on my residence another as a representative *of* Eliot as Land Use Chair. The SAC process is to the point where Eliot wants to take a position using my position on the SAC. That position was taken after consultation with neighborhood residents and businesses and considerable discussion and deliberation by the Eliot Neighborhood Association Land Use and Transportation Committee. It is presented at this time as the NE Quadrant SAC nears the end of its process. That process appears to be resulting in a list of options for further study by the State and City Transportation agencies that will result in Plans from those agencies rather than a specific plan from the SAC. Because "studies" do not provide sufficient assurance of outcomes favorable to neighborhood stakeholders we have taken the following positions (our reasoning is in the next section).

Eliot's Positions -

With respect to the "north of Broadway" overpass options:

- We FAVOR Option 2, connecting North Flint to North Dixon. This provides improved "connectedness" between Eliot and prospective redevelopment at and around the Blanchard Building as well as improving access by pedestrians and bikes to the river. Moreover, this connection and associated improvements at the current Flint/Broadway intersection can be completed independent of the I-5 freeway project.
- We OPPOSE Option 3 and all other options except that noted above. At the outset I indicated approving for study the "least bad" option was not the same as favoring it. Option 3 was the least bad of the proposed Hancock overcrossing options. I have consistently stated Eliot's opposition to prospects for increased cut-through traffic on Hancock or through the neighborhood that could result. Approval to "study" does not provide the guarantees that Eliot requires. Rather than tempt fate and leave Eliot at the mercy of future funding to implement traffic control measures, we have decided it is more appropriate to oppose any and all proposals for any new east-west I-5 overcrossings in Eliot.

We OPPOSE widening I-5. It isn't clear the SAC will be provided with an opportunity for an up/down vote on ODOT's proposed freeway widening project. Accordingly, we are taking this opportunity to state our position. This proposal promises far more damage to inner city neighborhoods than the benefits it is purported to provide. The associated surface street improvements that may accompany the project, while attractive, do not offset the obvious negative consequences of the freeway proposal and are overly dependent on the generosity of

future federal transportation budgets, faith in sincere participants in the SAC process who will not be in similar positions when the project is constructed, and trust in assurances by the City of Portland that does not deserve that trust *based on actions it has taken against our community over the past 70 years*.

Our Rationale

There are merits in improving access across I-5, especially if it will spark redevelopment in and around the Blanchard Building and provide better access for Eliot (and other) residents to the river across I-5. There are also risks. The plans resulting from our efforts have a primary goal to improve freeway traffic, including access via surface streets. All other objectives are secondary. In our view, it is more likely freeway and ramp improvements will be made than funding provided for improvements to pedestrians, bikes, and local neighborhoods. The Albina community has witnessed this process play out over seven decades, *never to its benefit*. The stark reality is that over 90% of the homes and businesses of this community were eagerly sacrificed by the City and State in the name of civic progress such that all that is left is the Eliot Historic District. Eliot cannot place its future in our trust that City officials will live up to objectives in "plans." We must have guarantees! Absent those, we are compelled to oppose plans that pose a threat without immediate benefit.

Why we favor Option 2. It is not clear that this improved access is necessary for vehicles, and if so, why it can't be accommodated simply by establishing a connection between North Flint and Dixon (Option 2). For that reason, we favor Option 2, as it could be implemented within the 5 year time frame necessary just to engineer and fund the I-5 widening project, assuming even that engineering and planning gets funded. The benefits to Eliot and other neighborhood pedestrians and bike riders would be more immediate than waiting on the freeway project. City staff has claimed such a connection is necessary to stimulate interest in redevelopment of the Blanchard Building. If true, implementing this connection to Dixon in the near term would accelerate that redevelopment. Doing so would also be a demonstration of the City's commitment to objectives discussed by the SAC and a step towards rebuilding trust between it and Eliot.

Why we oppose all other overcrossing proposals. As has been noted, the Eliot Historic District is a remnant of a much larger community. Holding what is left harmless from future civic "do gooding" is a bare minimum expectation. Establishing new, direct connections through Eliot between MLK and Lower Albina will quickly destroy the character and livability of what is little is left of the City of Albina. The Hancock overcrossing is offered as a "box around the box" solution to divert mostly local traffic away from the Broadway/Weidler "box." In point of fact, there is no "box" there is only a "Broadway Bypass" through Eliot. If there was a southern leg to the "box" such as Winning Way/Clackamas, coupled to north/south legs at Benton and MLK/Grand, then maybe there would be an actual "box" around the box that would function as the secondary circulator the name implies. There would also be a whole lot more opposition.

Our primary concern with all I-5 overcrossings is with increased cut-through traffic that would result from implementing a "Broadway Bypass." This concern is uniformly shared by both residents and businesses along Hancock who believe that current traffic levels and speeds are excessive. Our concern could be minimized or eliminated with appropriate traffic control measures. Unfortunately, those measures are at the mercy of both available funds and the good faith of future transportation planners when the time comes. Our fear is that either funding won't be available or that other interests will prevail and those traffic measures will not be erected. For that reason, we feel it is best to oppose Option 3. All other options are also opposed by the SAC, but it is important to restate Eliot's opposition here, for this and other reasons.

Why we oppose the I-5 freeway widening proposal. There are multiple reasons to oppose this project. From discussions in Eliot disruption of residents and businesses during construction, waste of taxpayer funds, and poor investment of public resources top the list.

Progress Delayed. The project will take multiple years to plan, engineer, fund and construct. Construction will require demolition of five freeway overpasses including the primary connection between North/Northeast Portland and the Central City. It will disrupt service on the soon to open Loop Streetcar and probably delay plans to extend service from it east along Broadway and north along MLK. In the interim, would-be developers will delay planned projects in the area that are expected to accompany the Loop Streetcar and our pending NE Quadrant plan for the Central City. Construction impacts will result in business losses to the Rose Quarter, Paramount Apartments, and Left Bank; loss of at least two buildings with businesses in them; and reduced sales at businesses in the Broadway Corridor and Lloyd District. Those losses aren't "theoretical," they always accompany major construction projects.

What benefits? The initial justification for freeway widening is safety improvements. We do not believe that case has been made or that any improvements will be sustained as faster speeds attract more traffic eroding any congestion savings as well as increasing the severity of whatever accidents still occur. The proposed improvements are limited to a section of freeway less than two miles long where average delays can't average more than a few minutes at most (without modification of the I-84 and Morrison Bridge ramps and sections of the freeway north and south of the study area). All freeway "improvement" projects provide only short term congestion relief. These minimal benefits are difficult to balance against the range of estimates of project costs, $250 to 400 million dollars. Of course, these cost estimates aren't based on complete engineering studies or realistic estimates of the cost of future construction; the cost is likely to be higher. Covering higher costs assumes state and federal transportation budgets will increase accordingly. This is, of course, why Eliot is skeptical the City can or will actually follow through with traffic mitigation measures with a Hancock overpass and that the longed for surface street improvements will materialize.

Reality check. We are entering the end of the petroleum era. Less because of peak oil (although that will return as a concern in another 20 years), but because the appetite for oil in Asia and

elsewhere will continue to drive domestic oil prices higher and higher; ignoring this reality while planning long lived transportation projects is simply foolish. At the outset of this project we were told there was a long term planning process that would look at the region's transportation needs 30 years out and this project would be an interim improvement. I agree that motor vehicles and freeways will continue to be a major element of the region's and nation's transportation future. However, *what kind of vehicles* and *what role* freeways may play in the future may be very different than today. It is much more likely personal mobility will be provided by Smart cars than SUVs. Further, the new generation of drivers favors other transit modes over even obtaining a driver's license, let alone owning a car. Finally, average miles driven have been on decline for almost a decade. These trends challenge the assumptions used for this project and suggest we should be planning and investing in a different future, not one rooted in the past.

Regaining our Trust

I and other Eliot representatives and neighborhood members have participated in this process with the needs of the larger community as well as our own in mind. I have consistently indicated that this has been one of the best collaborations between neighborhood and other interests that I have seen. The options the SAC has proposed, evaluated, and adopted for study all make contributions to the "civic good." Very few of these improve the quality of life for Eliot, while they pose significant risks to established neighborhood, resident, and business interests. These risks that loom large in Eliot given the shoddy record the City has in honoring its promises to this community. That legacy cannot be ignored, but it may be possible to overcome.

A stronger partnership between Eliot and the City to address the objectives identified through this process would be required. In my view, that would require at least a two-pronged effort. One, based on the goal of this SAC to both widen the freeway and implement surface street improvements *on an accelerated schedule* and another, based on a Plan B, that incrementally implements recommended surface street improvements in case freeway funding is not forthcoming. That would include implementing Option 2 and associated changes. It could include advance deployment of traffic calming measures on Hancock and other streets to address current concerns in preparation for the barriers necessary to divert traffic from a future overcrossing. It should also include deference to Eliot on building forms along the south and west edges of the historic district to explicitly honor and protect historic buildings that have survived (irrespective of their present status as "historic" on the National Register of Historic Buildings) as well as cultural elements associated with the Albina community, such as the MLK gateway. That partnership should also extend outside this Central City Plan effort to the broader Comprehensive Plan to address Eliot's long standing complaints about incompatible in-fill development, substitution of "community design" standards for the "10 Principles of Design" noted in the Albina Plan, and conversion of EX zoned property to purely residential/religious use.

Allan Rudwick



N/NE Quadrant and I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #16 (May 10, 2012)

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N/NE Quadrant and I-5 Broadway/Weidler Plans

MAY 10TH, 2012 SAC MEETING # 16 AGENDA

►►►ODOT ROOMS A&B, 1400 123 NW FLANDERS, PORTLAND, OR 97209◄◄◄

TIME	MIN	ITEM	LEAD(S)
5:30	15	**Informal Discussion and Meal**	All
5:45	15	**Standing Items** A) Welcome B) Meeting Purpose/Agenda Review C) Approval of Minutes D) Announcements E) Process Overview/Timeline Reminder	Imperati
6:00	75	**N/NE Quadrant Plan Development** A) Building Maximum Height Recommendations (presented at SAC #15) 1) Thunderbird Site (allow height in exchange for public open space) 2) N Broadway (allow taller buildings at bridgehead, step down to east) 3) Eliot Edge (keep 100' maximum, expand area of 175' max at MLK and Broadway/Weidler) 4) Irvington Edge (reduce maximum height north of Broadway to 75') 5) Central Lloyd (increase maximum potential heights in the Central Lloyd with the tallest buildings around the intersections of MLK/Grand and Multnomah/Holladay) B) Draft Zoning Proposals (will be presented at SAC #16) 1) Lower Albina (change to EXd (no housing) on Russell, Employment Opportunity Subarea east of Union Pacific RR) 2) N of Broadway/Blanchard (change to EXd and CXd zoning) 3) Vancouver/Williams Study Area (change RHd to EXd) 4) North Banfield Portal (change RH and CO2 to CXd) 5) Central Lloyd (change RXd pocket to CXd, apply enhanced housing incentives to entire Central Lloyd, apply incentives for hotels, restaurants fronting convention center). **Public Comment** ***Actions #1 – 10: Do you agree with the staff recommendations for zoning and height changes identified above? Which do you believe would benefit from more discussion at the March 23rd LU Subcommittee meeting?*** C) Revised draft goals, policies and implementation actions – Discussion Item 1) Are there policies or actions that are missing or need revision? 2) Identify topics for further discussion at May 23 Subcommittee Meeting	Beckman Lisle Raggett Leclerc
7:15	10	**Break**	

7:25	60	**I-5 Broadway Weidler Interchange Elements** A) North of Broadway Street Configuration - Recommendation **Public Comment** ***Action #11: Do you agree with the staff recommendation to include the refined North of Broadway Conceptual Design Option 3 in the project?*** B) Draft I-5 Broadway/Weidler Interchange Facility Plan – Discussion Item	Lisle Leclerc Johnson
8:25	5	**Next Steps, Meeting Evaluation** A) Subcommittee Meeting on 5/23 - draft Quadrant Plan B) SAC Meeting #17 on 6/7 – Preliminary SAC Action on I-5 Broadway/Weidler Interchange Facility Plan C) SAC Meeting #18 on 6/28 – SAC direction on complete draft Quadrant Plan D) SAC Meeting #19 on 8/2 – Final SAC recommendations E) Meeting Evaluation	Imperati
8:30		**Adjourn**	

N/NE Quadrant and I-5 Broadway/Weidler Plans

SAC MEETING # 15, APRIL 12, 2012

CALAROGA TERRACE, 1400 NE SECOND AVENUE, PORTLAND, OR 97232

DRAFT NOTES

Voting Members

Representative	Interest	Organization	Present
Matt Arnold	Trans: Bicycle	Bicycle Advisory Committee	**N**
Wynn Avocette	At-large		**N**
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	**Y**
Carol Gossett	Neighborhood Assoc.	Sullivan's Gulch NA	**Y**
Daniel Deutsch	Small Developer	Alora Development	**N**
Malina Downey	Trans: Freight	UPS	**N**
Debra Dunn	Trans: Trucking	Oregon Trucking Association	**N**
Gary Eichman	Trans: Freight	Portland Freight Committee	**N**
Dean Gisvold	Neighborhood Assoc.	Irvington NA	**N**
Cynthia Gomez	Environmental Justice / Economic Equity	Latino Network	**N**
Heidi Guenin	Community Health	Upstream Public Health	**N**
Damien Hall	At-large		**Y**
Sean Hubert	Affordable Housing	Central City Concern	**Y**
Wayne Kingsley	Business Org: Adjacent	Central Eastside Industrial Council	**Y**
Wade Lange	Prop/Bus/Dev: Lloyd District	Langley Investment Properties	**N**
Lloyd Lindley	Urban Design	AIA Portland / ASLA Portland	**Y**
Eric Lovell	Business Org: Lower Albina	Uroboros Glass Studio	**Y**
Jenny Lyman	Transit Rider	Tri Met	**Y**
Gary Marschke	BSN Org: NNE BSN Assoc	NNE Business Association	**N**
Brock A. Nelson	Trans: Rail	Union Pacific Railroad	**Y**
Jodi Parker	Labor Organization	Building Trades/Columbia Pacific	**N**
Midge Purcell	Community / Civic Org	Urban League	**N**
Owen Ronchelli	Trans: Local TMA	Lloyd TMA	**N**
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	**N**
William Ruff	High-Density Residential	Multiple property owners/developers	**N**
Bob Sallinger	Environment	Audubon Society	**N**
Phil Selinger	Trans: Pedestrian	Willamette Pedestrian Coalition	**Y**
Gary Warren	Neighborhood Assoc.	Lloyd District Community Assoc.	**Y**
Mike Warwick	Neighborhood Assoc.	Elliot NA	**Y**
Justin Zeulner	Prop/Bus/Dev: Rose Qtr	Trail Blazers/Portland Arena Mgt	**N**

Alternate Members

Ed Abrahamson	Neighborhood Association	Irvington Community Association Land Use Committee	**Y**
Joanna Agee	Small Developer	Alora Development	**Y**
Mike Bernatz	Prop/Bus/Dev: Lloyd Dist	Ashforth Pacific	**N**
Steve Bozzone	Public Health	AROW	**N**
Brittain Brewer	Neighborhood Assoc	Sullivan's Gulch Neighborhood	**N**
Dennis Henderson	Major Retailer	Lloyd Center	**N**
Doug Klotz	Trans: Pedestrian	Portland Pedestrian Advisory Com	**Y**
Andrea Marquez-Horna	Environmental Justice / Economic Equity	Latino Network	**N**
Heather McCarey	Trans: Bike	Bicycle Advisory Committee	**Y**

Chris Oxley	Prop/Bus/Dev: Rose Qtr	Portland Arena Mgt	**N**
Kelly Rodgers	Environment	Coalition for a Livable Future	**N**
Bob Russell	Trans: Trucking	Oregon Trucking Associations	**N**
Laurie Simpson	Neighborhood Assoc.	Elliot NA	**N**
Martin Soloway	Affordable Housing	Central City Concern	**N**
Joice Taylor	Business Org	N/NE Business Assoc. President	**N**
Lindsay Walker	Trans: Local TMA	Lloyd TMA	**Y**
Tracy Whalen	Trans: Freight	ESCO Corporation	**Y**
Kurt Widmer	Business Org: Lower Albina	Widmer Brothers Brewing	**N**

Non-Voting Members

Lew Bowers	PDC	PDC	**N**
Chris Deffebach	Metro	Metro	**Y**
Teri Dressler	OCC	OCC	**N**
Jessica Engelmann	TriMet	TriMet	**N**
Peter Englander	PDC	PDC	**Y**
Sara King	PDC	PDC	**N**
Susie Lahsene	Port	Port	**N**
Alan Lehto	TriMet	TriMet	**Y**
Paul Smith	PBOT	PBOT	**Y**
John Williams	Metro	Metro	**N**
Rian Windsheimer	ODOT	ODOT	**N**
Joe Zehnder	BPS	BPS	**N**

Project Team/Staff

Stephanie Beckman	Staff	BPS	**Y**
John Cullerton	Consultant	URS	**N**
Ray Dalahanty	Consultant	DKS	**Y**
Fred Eberle	Staff	ODOT	**Y**
Melissa Egan	Assistant Facilitator	Institute for Conflict Management	**Y**
John Gillam	Staff	PBOT	**N**
Diane Hale	Staff	BPS	**Y**
Sam Imperati	Facilitator	Institute for Conflict Management	**Y**
Steve Iwata	Staff	BPS	**Y**
Andy Johnson	Staff	ODOT	**Y**
Todd Juhasz	Staff	ODOT	**Y**
Charles Kelley	Consultant	ZGF	**Y**
Mauricio Leclerc	Staff	PBOT	**Y**
Karl Lisle	Staff	BPS	**Y**
Alan Snook	Consultant	DKS Associates	**N**
Nicholas Starin	Staff	BPS	**Y**
Mike Tressida	Consultant	Alta Planning & Design	**Y**
Tim Wilson	Staff	ODOT	**Y**
David Zagel	Consultant	URS	**Y**

Members of the Public: Amy Chomowcz, BES; Cathy Galbraith, Bosco Milligan; Jonna Papaefthimiou, Mayor's Office; Brad Perkins, ICA; Lee Perlman, Eliot Neighborhood Association; Betsy Reese, Paramount Apartments; Allan Rudwick, Eliot LUC;

INFORMAL DISCUSSION AND MEAL

WELCOME, MEETING PURPOSE, APPROVAL OF MINUTES, AND STANDING BUSINESS

Sam Imperati, ICM, welcomed the group and reviewed the agenda.

Sam explained that he added a post-meeting summary on pages 12-13 of the March 2012 Draft SAC Meeting Notes. He does not intend to revisit votes, but wanted to give folks a chance to review, since there was a lot of real-time editing to the voting questions. Sam read the summary of his comments:

> The March meeting explored the "braid" issue and the SAC voted on it by dividing it into three parts, which for simplicity sake can be summarized as follows:
>
> 1) Should the braids move forward (No by Majority-Minority vote)
>
> 2) Should the braids, along with other solutions, be consider down the road if issues remain, (Yes by Majority-Minority vote) and
>
> 3) Should the project design the build elements so as not to preclude the braids from being built in the future, but only if that can be done while accommodating the hybrid base project elements. (E.g. preserving right of way.) (Yes, by Majority-Minority vote.)

There were no comments or edits suggested by the SAC. The March 2012 Draft SAC Meeting Notes were approved as written.

ANNOUNCEMENTS

Clackamas Crossing Update

Karl Lisle, BPS, said they have been in contact with Legacy and are in talks about a pedestrian easement to see how it could work. He will update the SAC with new information as it becomes available.

MUP Alternative Update

Mauricio Leclerc, PBOT, noted that since the Multi-Use Path (MUP) concept has been dropped, staff is looking at alternatives. There is not going to be a bike lane on 2nd or 3rd Avenues, rather aim is to simply provide for better access across the quadrant. There will be more information next month.

Todd Juhasz, ODOT, announced that they have some information on crash savings and delay savings in response to Mike Warwick's request. ODOT asked DKS to conduct a user benefit analysis. Three categories of user benefit (savings) were quantified:

- User (traveler) time savings (delay savings in vehicle hours, and in dollars)
- User fuel savings (in gallons of fuel, and in dollars)
- Emission savings (in tons of CO_2, and in dollars)
- Crash savings (in dollars)

The assumptions, data sources, and estimation methodologies are discussed in the memo, which were made available at the meeting.

PROCESS OVERVIEW/TIMELINE REMINDER

Karl provided a brief overview of the rest of the process. Staff concluded that they needed to add one more meeting this summer. The process cannot stretch out into the fall because the Quadrant Plan and I-5 Facility Plan need to be presented to the Portland Planning and Sustainability Commission, the Portland City Council, and the Oregon Transportation Commission in the fall.

Tracy Whalen: what about the Joint Policy Advisory Committee on Transportation (JPACT)?

Chris Deffenbach: the plan would need to go to JPACT only if there were proposed changes to the Regional Transportation Plan (RTP).

Paul Smith: one of the changes in the plan is to recommend changes to RTP, so that could happen later.

Karl continued, noting that the work on the interchange is well on its way, and we still have have quite a lot of work to do by July on land use. There will be an additional subcommittee meeting, and we may need to add another. It all depends upon what comes up. The project team will keep the SAC posted on developments and schedule changes. The May SAC meeting will be at ODOT, with dinner at 5:30 and meeting start time at 5:45.

Sam passed around the schedule poll for SAC members to fill in when they are available for the additional SAC meeting this summer.

New Alternate SAC Member Announcement

Sam announced there was a new alternate in attendance, Lindsay Walker, who was sitting in for Owen Ronchelli of the Lloyd TMA.

I-5 Broadway Weidler Interchange Elements (Discussion Item)

Karl Lisle, BPS, presented a PPT on the North of Broadway Options. He said that the goal is to address the issues tonight, so by the next meeting folks feel ready to respond and decide. There will be no recommendations tonight. Staff realizes they have a unique opportunity to re-build bridges, and want to be sure they make the right decision.

Karl said one of the big choices to make is whether to keep Vancouver in its current configuration or to realign it. This was a significant topic at the 3/20/12 session facilitated by co-chair Lloyd Lindley. Karl reviewed the PPT, described each of the options, along with their primary features, impacts, some possible mitigations, and opportunities.

Slide 7: North of Broadway Options

1. Rebuild
2. Optimized Rebuild
3. Vancouver + Hancock/Dixon
   - With Wheeler sub-option
   - With Lid sub-options
4. Flint
   - With Lid sub-options
5. Dixon
   - With Wheeler sub-option
   - With Lid sub-options

Discussion Items

- Vancouver Options to keep or move:
  - Unique Opportunity to change local street system safer operations.
  - Box around the "The Box"-opportunity to provide for alternative and less stressful routes.
  - Economic development opportunities
- Options with Freeway Lid to provide opportunities for neighborhood amenities and improved ped/bike facilities.

In explaining the options, Karl noted that there are many possible permutations within each, and staff wants to preserve flexibility. He also explained some "Leftbank Triangle Suboptions," noting that the suboption that continues Flint through the triangle is opposed by the Leftbank.

Sam Imperati asked the SAC if there were any questions for clarification. He noted that some attended the 3/20 session, some attended the 4/5 walking tour and others are less familiar with the options.

Phil Selinger: question about Option 5, the Dixon street alignment. Does it go all the way to Larabee?

Karl Lisle: Yes. There are many ways you could configure that part of the grid. We know that roughly two thirds of the traffic southbound on Vancouver is trying to get onto I-5 or head east on Weidler.

Phil Selinger: it is important to know where the bus routes go.

Karl Lisle: agreed. We have a meeting with TriMet in 2-3 weeks to examine that.

Alan Lehto: reiterated that he will not be asking a lot of questions tonight because TriMet will be meeting with the City soon to have detailed discussions. For clarification, he asked about the number of lanes and what some of the turns might look like.

Mauricio Leclerc: we do not know at this time; much of it will depend upon the traffic.

Alan Lehto: any new turns or stops are of concern for buses. Turns can compromise the ability to service an area.

Paul Smith: question about the lid. Were they put there because they were needed to re-construct the box? What can a lid support, given the cost? Can it support a building?

Todd Juhasz: in this case, it makes just as much sense to build a lid at Broadway/Weidler for construction staging, but we have not determined whether we would build to support substantial retail on these lids. This will need to be explored with the Federal Highway Administration (FHWA).

Paul Smith: we know it will support traffic.

Todd Juhasz: yes. And in other places, lids support significant development.

Lloyd Lindley: in Columbus, we looked at an example of a lid there that supports street-fronting retail. It is an interesting example of linking two areas.

Joanna Agee: regarding Option 5, if you are not taking the alternative route, what is the anticipated route for south Vancouver travel heading to the freeway?

Karl Lisle: (he demonstrated possible traffic patterns on the map) we have to figure out specifics. Alan Rudwick made an interesting suggestion about NE Hancock that we will be looking at.

Paul Smith: The movement you described, you cannot do that?

Karl Lisle: it would require some re-building and re-configuring.

Chris Deffenbach: you spent time trying to preserve the surface parking at Leftbank. She wonders if there is a way to mitigate the parking, for example with a parking structure, as this is a major public investment.

Steve Iwata: we have thought about that. Charles from ZGF has done some sketches looking at parking lost and new parking opportunities created in some of these options.

Sam framed up the discussion, reiterating that a threshold issue is do we rebuild these two streets where they are, or not. If not, then you have a series of options to consider. We want to take your pulse of where you are at regarding the re-build or not question, to tee up next month's conversation. Karl will go over these again, noting the staff-generated pros and cons. Not to decide if they are right or wrong, but to see if we have a complete list.

Slide 24: North of Broadway: Pros & Cons: Option 1 - Rebuild

- No change to traffic patterns north of Broadway
- Retains 5-leg intersection @ Vancouver/Broadway (Queuing issues on I-5 off ramp and Vancouver)
- One Lid for Broadway-Weidler-Williams
- Missed opportunity?

Tracy Whalen: comment regarding the traffic south-bound on Vancouver. Some are trying to get on the freeway, and they would have to make a left turn on Weidler, adding a lot of congestion.

Heather McCarey: is here tonight filling in for Matt Arnold, representing the Bike Advisory Committee. Comment: coming off the freeway, they are concerned about right hooks. Can you move the stop bar north? Also, east-bound on Weidler, when you cross Vancouver, the bike lane is on the bus side, which would be an area of potential conflict for cyclists.

Mauricio Leclerc: agrees with Heather's comments. He described what they thought as the fix for this problem. It is a concern they are aware of, and that is also at a level of refinement you are not seeing here.

Alan Lehto: for the record, Options 1, 2, and 3 allow for the 4, 33, and 44 bus lines to operate as they do today, which carry thousands of people every day. He will have concerns over anything that creates a ride time impact, because it will become a ridership impact.

Sean Hubert: comment regarding Madrona, and channeling Justin, what about traffic exiting events? He cannot really decide north of Broadway without knowing what the south of Broadway options are.

Todd Juhasz: would be happy to meet with you and discuss options in greater detail.

Sean Hubert: ok. He has been in contact with Justin and knows the Rose Garden is not solid on any of these options, and would hate to get too far down the road and have them not like it.

Slide 25: North of Broadway: Pros & Cons: Option 2 – Optimized Rebuild

- Retains 5-leg intersection @ Vancouver/Broadway (Queuing issues on I-5 off ramp and Vancouver)
- Connects Flint with Dixon
- Eliminates Flint at Broadway, potential new signal at Wheeler & Broadway
- One Lid for Broadway-Weidler-Williams
- Increased traffic on Flint north of freeway
- Missed opportunity?

Eric Lovell: had not realized this before, but if you are a driver, and want to get to Broadway Bridge, they now just go to Flint. You cannot divert them to Vancouver. He described the options and comparisons, and his concerns about getting to the Broadway Bridge.

Mike Warwick: in the overall scheme of things, this is not the preferred option, but he wants to keep it in. If Congress never passes another transportation budget, you could still do this option. It has some affordable fixes, keep it.

Phil Selinger: very long bridges, from a land use perspective, are kind of a waste, as the street front property is in the air.

Slide 26: North of Broadway: Pros & Cons: Option 3: Vancouver & Hancock/Dixon

- Retains 5-leg intersection @ Vancouver/Broadway (Queuing issues on I-5 off ramp and Vancouver)
- Eliminates Flint at Broadway, potential new signal at Wheeler & Broadway
- New east-west local connection at Hancock & Dixon
- Could accommodate optional freeway lid concepts
- Risk of some neighborhood traffic diversion if not mitigated

Mauricio Leclerc: Options 1, 2, and 3 have a direct route for bikes and pedestrians.

Todd described the Hancock-E-W connection and other features of this option.

Alan Lehto: question for clarification about the south-bound off-ramp.

Tracy Whalen: with this option we still have the 5-legged intersection. Do we know what the truck traffic is like and how businesses will be served and impacted?

Steve Iwata: met with Broadway Toyota and they did not have problem with the traffic diverter.

There was further discussion about the traffic diverter.

Mike Warwick: this is probably our most preferred option, but he has concerns about losing Flint. One reason we would like to see the northern part of Flint maintained, while he knows it costs more money, but he sees it becoming a commercial zone eventually. Tubman has been put up for closure again by PPS. So it is about not precluding future economic vitality. He has gotten a lot of heat about traffic on Hancock. Have to keep the traffic diverter.

Eric Lovell: this option will probably be an improved route to Broadway Bridge.

Alan Lehto: comment regarding Flint to Dixon connection; he had some conversation about the strand. Flint to Russell is somewhat of a neighborhood option to serve that function.

Sam read an email from Justin Zeulner:

1. Freeway Changes and North of Broadway Street Re-Configuration All of these options look interesting and it appears staff is listening to and attempting to make accommodations for all neighborhood and business partners in the conversation. I would lean towards options 1-3 at this time. That said, I would not be able to officially vote on any of these options prior to a comprehensive understanding of the street configuration that will be needed for the areas South of Broadway. Particularly, street configuration needed to ensure event traffic demands are mitigated and circulation patterns around the Rose Quarter and Madrona.

2. Land-Use and FAR/Building Heights
In review of these documents, it appears to me that staff is moving forward with clear and appropriate direction. Specific to the immediate and adjacent land masses around the Rose Quarter (Thunderbird Site and N Broadway), we feel the options presented should continue to be explored further. We would like to suggest ultimate flexibility for both of these areas, related to future development.

Lloyd Lindley: question about Madrona in Option 3. Does it work for TriMet?

Alan Lehto: that area would turn into a bus and bike throughway.

Mauricio described this area and related traffic issues.

Heather McCarey: this is the preferred option for BAC. She described some features they prefer, noting there are more choices for cyclists in this option.

Joanna Agee: echoing Sean and Justin's concerns; this is one of the preferred options from the Leftbank. They have given Karl an earful already on traffic around Leftbank.

Eric Lovell: question about bike connections.

Charles Kelley: we have looked at it and think it is a great option for bikes and peds.

Peter Englander: when you think about the lids, is there a reason you have not thought about diverting bike/ped traffic to the lids?

Charles Kelley: we looked at it, and Option 5 has the most possibility for that. It is one of the benefits of Option 5. Can we make the big lid more pedestrian oriented? Yes.

Pauline Bradford: with this option, will there be many houses or historic buildings moved?

Karl Lisle: no; some buildings will be impacted with each option, but they are not historic buildings.

Pauline Bradford: Tubman School might be closing? Her understanding was the school district was not to sell their buildings. If we are going to get the number of people they say, we are going to get kids.

Mike Warwick: agrees, but just wanted to report that he is aware that the District has a real estate committee looking at it now.

Tracy Whalen: potential constraint, regarding the super lid, is that fundability might be in question.

Karl Lisle: yes, the bigger lid is more expensive. Todd has a slide about costs later in the agenda.

Slide 27: North of Broadway: Pros & Cons: Option 4: Flint

- Eliminates 5-leg intersection @ Vancouver/Broadway (improves queuing issues on I-5 off ramp and Vancouver)
- Closes Wheeler at Broadway, new signal at Flint & Broadway
- New east-west local connection at Hancock with Dixon-Flint connector
- Could accommodate optional freeway lid concepts
- Risk of neighborhood traffic diversion if not mitigated
- Significant opposition from area property owners

Karl Lisle: no one seems to like it, except maybe Tracy. They have talked to folks for months and have not gotten positive feedback.

Tracy Whalen: on this design where Hancock comes into Flint/Vancouver intersection, Hancock could go straight, and you would not allow a left turn onto Vancouver. She described her idea.

Karl Lisle: described the 2-way cycletrack throughout the district, noting it is in all the drawings now.

Wayne Kingsley: when the options are narrowed, might be a good idea to run it by the Portland Freight Committee.

Ed Abrahamson: comment regarding the connection at Dixon. If this were to move forward, he would like to see something like Option 5.

Charles Kelley: we can show that as an option.

Eric Lovell: he is set against this one, but likes Tracy's suggestions and keeping Dixon straight. It could give the Paramount some relief. As a Lower Albina representative, he thinks that the bullet point in the slide which states, "Closes Wheeler at Broadway, now signal at Flint & Broadway" does not quite capture the severity of impacts.

Mike Warwick: agrees with Eric. Hate it!

Joann Agee: inspired by Eric's comment, the last bullet does not capture the level of opposition.

Slide 28: North of Broadway: Pros & Cons: Option 5: Dixon

- Eliminates 5-leg intersection @ Vancouver/Broadway (improves queuing issues on I-5 off ramp and Vancouver)
- Eliminates Flint at Broadway, potential new signal at Wheeler & Broadway
- New east-west connection at Hancock & Dixon
- Could accommodate optional freeway lid concepts
- Risk of some neighborhood traffic diversion if not mitigated
- Would introduce more traffic into Dixon area, could require one-way Ross/Wheeler options

Karl remarked that this is the slightly less unpopular re-configure Vancouver option.

Phil Selinger: the bus route is most problematic. For pedestrians, pulling Vancouver away from the off-ramp is helpful. He commented on some other areas where pedestrians get stranded. An important point for pedestrians is breaking up that off-ramp.

Eric Lovell: comments about Dixon and potential traffic; Dixon does not seem to be able to handle it. It would be too much traffic onto a small street. He would put a stake in this option.

Alan Lehto: comment regarding the bus route. He described the option, noting two left turns, increasing potential for accidents, possibility of mixing buses with Blazers traffic in a way we have never had to do before. In the past, we have had to re-route around entire neighborhoods. Not saying we have to do that here, but he is concerned about what he sees in this option.

Carol Gossett: have police and fire had a say?

Staff: Not yet.

Mike Warwick: to echo Justin's comment, the whole issue of south of Broadway traffic is unknown. He has circulation concerns, in addition to Justin's concerns. His biggest concern is that Eliot is open to this idea as a re-development opportunity. This option takes 5,000 cars and puts them in the area. He described other traffic issues, problems for bus service, saying it makes no sense to him. Put a stake in it.

Tracy Whalen: agree with what everyone has said, but this does eliminate the 5-legged intersection. This design should be DOA.

Alan Lehto: given the overall negativity of the comments, he is not sure he wants to encourage any more work, but he challenges staff to help the SAC understand why this option should be considered.

Lloyd Lindley: if we keep the 5-leg in there, but put Hancock and Dixon together, it could potentially reduce some traffic.

Mauricio Leclerc: we are looking at all this, and he does not have answers today.

Paul Smith: DKS is doing a thorough traffic analysis.

Slide 29: North of Broadway: Options Evaluation Criteria

- Connectivity
- Developability/Opportunities
- Open Space
- Safety & Mobility
- Cost

Karl noted that in the discussion we just had, we basically covered the criteria. Currently, options 3 and 5 rise to the top. That is basically where we are, and we now have a better sense of what the SAC is thinking.

Todd then showed a slide with lid cost estimates, showing examples of varying size and location, as have been noted in the five options.

Slide 32: Lid Cost Estimates

1. North of Broadway, Small Lid: $70-$80m
   - Minimum Cost to Rebuild Vancouver/Flint (No Lid): $45-$50m
   - N. of Bwy Lid is an additional $25m-$30m over Flint/Vancouver rebuild

2. Span to Create "Mega" Lid: $50-60m

3. Previously Endorsed: Broadway/Weidler Lid: $100-$110m

Summary
- Broadway-Weidler Lid with rebuilt Flint/Vancouver: $145-$160 (Options 1 and 2)
- Broadway-Weidler Lid with Small N. of Broadway Lid: $170M-$190M
- Broadway-Weidler Lid with Full Lid: $220m-$250m

Alan Lehto: is there any savings you get out of not having to do a temporary bridge?

Todd Juhasz: yes.

Alan Lehto: so, for example, the $45-50 million includes the estimated actual cost plus estimated savings.

Todd Juhasz: yes.

Mike Warwick: does that include sound barriers?

Todd Juhasz: no. Top lid and bottom lid costs can be bore because they are part of the freeway re-build. The center section cannot be paid for with those funds.

Carol Gossett: are lids in the existing ROW?

Staff: yes, over the freeway.

David Zagel, URS, from the audience: exceptions are the paint store and realty office, they are not in the ROW.

Carol Gossett: is there a premium for the lids if we decide to do anything with them?

Todd Juhasz: there would be additional costs, but with development, we would want to see how it pencils out. It could work.

Carol Gossett: are enhancements under the lid included in your numbers?

Todd Juhasz: it is a separate cost from what we are looking at in terms of lids.

Ed Abrahamson: clarification on costs. Full lid is $220-250; does that include structures?

Todd Juhasz: yes.

Paul Smith: questions about lid costs and span 2. The $50-60m does not include the structure?

Todd Juhasz: right.

Andy Johnson: it is very difficult to figure out full costs. He listed a broad spectrum of related costs that could go into this number.

Paul Smith: a logical way to do it is to note the full cost of the project with the lid.

Todd Juhasz: we talked about that, but did not do it that way.

There was further discussion about costs and lid options. Todd said they could provide additional cost information.

Paul Smith: what about leasing the land on which the building sits?

Chris Deffenbach: that is what she was thinking as well.

Todd Juhasz: we agree with you, but does FHWA agree?

Chris Deffenbach: there are good examples of lids, as well as “no man’s land” lids. For that amount of money, could we instead get more potential development out of other areas in the district? Help us understand. Unless the lid does something to reduce the tangle, or makes the district so attractive and amenable, she is not sure it is worth it.

Todd Juhasz: agrees. They are all on board with this being a good idea, the question is can we make it work?

Mike Warwick: do the lids speed the construction process?

Todd Juhasz: yes, it is part of staging; it is a way to keep traffic flowing.

Brock Nelson: clarifying - costs of I-5 improvements are in addition to these costs.

Todd Juhasz: yes, they are separate.

Carol Gossett: it might be help to understand how far FHWA will go toward building the lid; then break out the rest of the costs.

BREAK

PUBLIC COMMENT:

Doug Klotz comment about lids. He referred to the staff report, page 4 and pointed out how the design has put 10 foot ventilation ducts along the sidewalk. He hopes that will not be repeated in this quadrant plan.

Allan Rudwick said it is quite expensive to create new land. He just wants to put the notion of Option 2 back in your heads. Erase lids, reduce to 10 foot streets – it can be built for less.

Cathy Galbraith worked on a history program on this area years ago. Hat's off to those of you working on this project. Regarding the earlier comment about historic buildings, she appreciates there is no demolition planned but we need certainty around the historic buildings. She listed several properties on Vancouver and Flint, noting this area is really the last remaining segment of a thriving African American community, most of which was demolished for the Memorial Coliseum. Many people own and live in houses, own and operate buildings, and have interest in staying.

N/NE QUADRANT PLAN DEVELOPMENT

Sam said given the time constraints, we will adjust the order of the remaining topics on the agenda.

OVERVIEW OF DRAFT POLICIES AND IMPLEMENTATION ACTIONS

Stephanie Beckman, BPS, referred to a document that was emailed this afternoon and not included in the meeting packet, "SAC 15 Meeting Quadrant Plan Discussion." She said that at the last meeting, staff handed out a draft outline of for the quadrant plan. This document is the first draft of chapter 4 in the outline and includes district goals, policies and selected implementation actions focusing land use and zoning issues. Please review and provide comments by April 27th. General comments or track change are welcome. We are meeting with our Technical Advisory Committee, will get feedback from them, and bring back full list of actions for the May 10th meeting.

Slide 2: N/NE Quadrant Plan Structure

Lloyd District

- District Goal
- Policies

Regional Center: Economy & Innovation

- Housing and Neighborhoods
- Transportation
- Urban Design
- Green Central City

- Implementation Actions

Lower Albina

- District Goal
- Policies

Regional Center: Economy & Innovation
Transportation
Urban Design
Green Central City

- Implementation Actions

Slide 3: How were the district goals, policies and actions developed?

- SAC goals and objectives
- Quadrant Concept diagrams
- SAC and public input
- Other planning efforts
- Organized around CC2035 policy framework

Stephanie said this plan needs to focus on what is unique and important about this district; other processes, such as CC2035 or the Comprehensive Plan update focus on city-wide issues.

Slide 15: Quadrant Plan Review Schedule

Meeting Date	Plan Component
4/12, SAC #15	SAC direction on height regulations Draft Goals, Policies and Selected Implementation Actions **(comments via email)**
5/10, SAC #16	Revised Draft Goals, Policies and Implementation Actions
5/23, LU Subcommittee	Follow-up on Implementation Actions
6/7 SAC #17	Focus on I-5 Broadway/Weidler Interchange only
6/28, SAC #18	Complete Draft Quadrant Plan, public comment
Late July/Early Aug: SAC #19	Revised Draft Quadrant Plan Final review and approval

Tracy Whalen: on implementation actions, page 4; regarding the rezoning of the Blanchard site, do the codes preclude the PPS staying there?

Stephanie Beckman: no; both zoning options offer a broad range of uses.

Sam added if we are to land this plane between now and the end of July and early august, it would be very helpful for SAC members to please use track-change when providing edits. General policy comments are welcome, too. Sam can provide assistance with the track change feature, if needed.

HEIGHT AND FAR ISSUES

Karl introduced the presentation, saying the focus is on questions of building height. They had a detailed conversation about this topic at the subcommittee on March 21, and this presentation will explain FAR and provide an overview of the information and feedback from the subcommittee. This is a very specific topic, which will feed into what Stephanie just presented.

Mark Raggett, BPS, continued the presentation, reviewing a PowerPoint (PPT) with diagrams of proposed height designations and related issues or concerns.

Slides 5 and 6: Floor Area Ration (FAR) and Height

Reasons for allowing building height:
- Encouraging high density, taller buildings in the Central City
- "Sculpting" the city's skyline
- Emphasize/highlight key locations
- Allowing for more light and air penetration, visual "permeability"

Reasons for regulating building heights:
- Preserving solar access to open spaces
- Enhancing and/or protecting public views
- Transitioning to historic districts or lower density areas

Floor Area Ratio (FAR). The amount of floor area in relation to the amount of site area, expressed in square feet. For example, a floor area ratio of 2 to 1 means two square feet of floor area for every one square foot of site area.

Site = 40,000 square feet; @ 4:1 FAR 40,000 X 4 = 160,000 buildable square feet

Mark described heights in the Lloyd District, noting they are not looking at Lower Albina. He reviewed several slides, showing Portland buildings and heights, and today's height map of the area.

Tracy Whalen: we talk stories, you talk feet. Please clarify.

Mark Raggett: thanks, good catch. In a typical office building, stories are 14 feet. Residential buildings are 10 feet.

Alan Lehto: clarification on diagram; you are showing FAR not actual development?

Mark Raggett: yes, thanks. He will note that on future slides.

Mark continued the presentation, discussing the Thunderbird Site and possible future conceptual developments. He said that at the subcommittee, there was general comfort in exploring taller heights to allow for more open space.

1. Thunderbird Site – current conditions, issues and opportunities

1. Broad support for open space
2. Interest in increasing amounts of office, commercial, or other less episodic uses
3. Relationship of new buildings with the river
4. Public view enhancement to both Willamette River and Memorial Coliseum

Q AND A/DISCUSSION

Eric Lovell: great graphics. He likes taller heights to allow for more open space. Trying to have a variety of building shapes is a good thing.

Carol Gossett: do you know the history in Portland for high-rises and offices space? Is this market-driven?

Mark Raggett: Office development typically likes larger floorplans, roughly 15,000-20,000 square feet per floor- this would result in lower, wider buildings With residential and sometimes hotel development, floorplans can be much smaller allowing taller, thinner buildings.

Peter Englander: likelihood that you would get office down here (Thunderbird site) is pretty unlikely. Office likes to be around other offices.

Carol Gossett: the other question is highway and lid configuration; do you feel they function well with this kind of development you mentioned?

Mark Raggett: yes.

Ed Abrahamson: comment on views; views are both ways. Convention Center spires, and Mount Hood. Request staff makes an effort to not block views.

Mark Raggett: agrees.

Brock Nelson: good job reflecting the fact there a railroad track. Its challenging to re-develop around the railroad.

Lindsey Walker: in her discussions with Owen, the TMA supports any tool we can use to provide for open space.

Peter Englander: when you guys show these things, you show the tall buildings on the south side of the site. He sees opportunity in the north.

Karl Lisle: Yes, development could be on the north, but the site is pinched toward north by the railroad and Interstate.

Peter Englander: struggling to understand where the pressure is to do this.

Karl Lisle: to avoid building a wall of low buildings without any significant open space which is seen as undesirable. We are looking for some parks and some development.

Steve Iwata: we are testing these ideas looking for incentives to partner with private developers.

Lloyd Lindley: suggest you look to Battery Park, he worked with the area. There could be some guidelines to help us. We have three urban design principles: connectivity-scale-place; maybe in this one, we are struggling with scale. There could be some scaling principles to apply.

Karl Lisle: Open space would be better activated and utilized if there is also some development. Residential could make sense. At the same time, this must be balanced with Brock's comments, there are trains to consider.

Tracy Whalen: also grain elevators. There have been two fires lately. Be considerate about what you place near the grain elevators.

Gary Warren: comment on importance of views; don't forget Mt. Hood.

Mark continued the presentation, going through the rest of the PPT. Comments were held until the end due to the lack of time. SAC members will send in comments via email.

The areas he reviewed were:

2. N. Broadway – current conditions, issues and opportunities

- Lots of redevelopment potential
- Interest in increasing amounts of office, commercial, other less episodic uses
- Coordination with rejuvenated Rose Quarter district
- Broadway Bridgehead redevelopment opportunity
- Link between Rose Quarter and future PPS Blanchard redevelopment

3. Eliot Edge – current conditions, issues and opportunities

- Existing heights generally consistent with concept
- Eliot Conservation District boundary a couple of blocks to north
- More commercial, industrial uses along segment of Broadway/Weidler
- Sensitive transitions to Cornerstone properties

4. Irvington Edge – current conditions, issues and opportunities

- Historic District overlap with Central City boundary
- Sensitive transitions to north
- Supporting retail cluster along NE Broadway
- Further exploration needed on development stepdowns
- Focus on block between NE Broadway and Schuyler

5. Central Lloyd– current conditions, issues and opportunities

- Height bonus only allowed east of NE Grand
- Reducing incentives for residential south of NE Holladay
- New incentives for residential west of MLK/Grand, in Central Lloyd area
- Possible areas to allow unlimited height (FAR to regulate)
- Strengthen/support future investments in public amenities, such as open space
- Recent development proposal at 325 feet

Pauline Bradford: comment on 6-10 stories; she thinks it should be 2-10 stories. She thinks two stories should be allowed.

Karl Lisle: apologizes for confusion. Two story buildings would be allowed. They meant the maximum height is 6-10. So the range is 0 – 6-10.

Sam said staff hopes to get SAC comments by April 27th. It is not our intent to take every one of your comments and do a point by point response; we are looking for overall comments and feedback.

PUBLIC COMMENT

There was no additional public comment.

MEETING WRAP UP AND NEXT STEPS

Sam thanked everyone for a good meeting. Staff will let folks know the date as soon as the additional SAC meeting is scheduled.

Upcoming meetings:

- SAC Meeting #16 on 5/10 at ODOT
- Subcommittee Meeting on 5/23

Meeting adjourned at 8:40.

N/NEQ SAC #15 MEETING EVALUATION SUMMARY
APRIL 12, 2012

12 Evaluation Forms

		Poor	Fair	Good	Very Good	Excellent
1)	**OVERALL MTG QUALITY**			1	8	3
2)	**PACING**	Too Slow 1	3	Just right 7	1	Too Fast
3)	**CLARITY PRESENTATIONS**			2	4	5
4)	**DOCUMENTS**		1	1= Fwy options	5 1-height & FAR	5
5)	**DISCUSSION**			1	6	5

6. MOST USEFUL?

- Both were very good.
- Excellent graphics/slides
- Graphics/diagrams
- Great explanation of height and FAR – and offered in a limited time. Way to go. Didn't understand that before.

7. LEAST USEFUL?

- Appreciate ODOT introducing cost conversation into the discussion
- Appreciate the humor, but the pace needs to pick up and focus!
- Cost estimates
- Policy presentation – but OK

8. COMMENTS, SUGGESTIONS, OR QUESTIONS?

- Presentations: some maps needed to include additional streets, particularly west connection to Broadway Br.
- Presentations: Why PPT printed in black? Hard to take notes and the ink!
- Project team is doing an admirable job. We've been a tough crowd.
- Really well done.
- Thanks, staff!
- Where were the maps you said would be here?
- Would be good to keep making some decisions – if little - ___ direction at each meeting.

May 4, 2012

TO: N/NE Quadrant Stakeholder Advisory Committee

FROM: Project Team

SUBJECT: May 10 SAC Meeting #16, Quadrant Plan Discussion (6:00 agenda item)

The following items are included in your packet to accompany the 6:00 agenda item, *N/NE Quadrant Plan Development*:

A) Building Height Recommendations – action item
2 new Lloyd District maps that display existing height limits and proposed potential maximum heights. Please see 4/12/12 meeting packet for detailed height recommendations for five areas:

1. Thunderbird site
2. N Broadway
3. Eliot Edge
4. Irvington Edge
5. Central Lloyd

B) Draft Zoning Proposals – action item
Handouts that provide background information and draft zoning proposals in the following five areas:

1. Lower Albina
2. N of Broadway/Blanchard Area
3. Vancouver/Williams Study Area
4. North Banfield Portal
5. Central Lloyd

C) Revised Draft Goals, Policies and Implementation Items – discussion item
This draft has been revised based on SAC and Technical Advisory Committee member comments submitted in April. The changes to the goals and policies are displayed in track-changes. This is a draft document, and will continue to evolve based on feedback from the SAC, stakeholders and implementing agencies.

5/10/12 SAC Quadrant Plan Development Action Items:

Staff would like the SAC to take preliminary actions on the height and zoning recommendations at the 5/10/12 meeting. Please review the following recommendations and be prepared to vote 1, 2 or 3 on the following draft proposals.

A. Draft Recommendations for Potential Maximum Height Limits (see map in packet)

1. Thunderbird Site - allow height (up to 250') in exchange for public open space.

2. N Broadway - allow taller buildings at bridgehead (up to 325', step down to east).

3. Eliot Edge - keep 100' maximum; expand area of 175' max at MLK and Broadway/Weidler.

4. Irvington Edge - reduce maximum height north of Broadway to 75'.

5. Central Lloyd - increase maximum potential heights in the Central Lloyd with the tallest heights (460' or limited only by FAR) around the intersections of MLK/Grand and Multnomah/Holladay.

B. Draft Zoning Proposals (see proposal descriptions in packet)

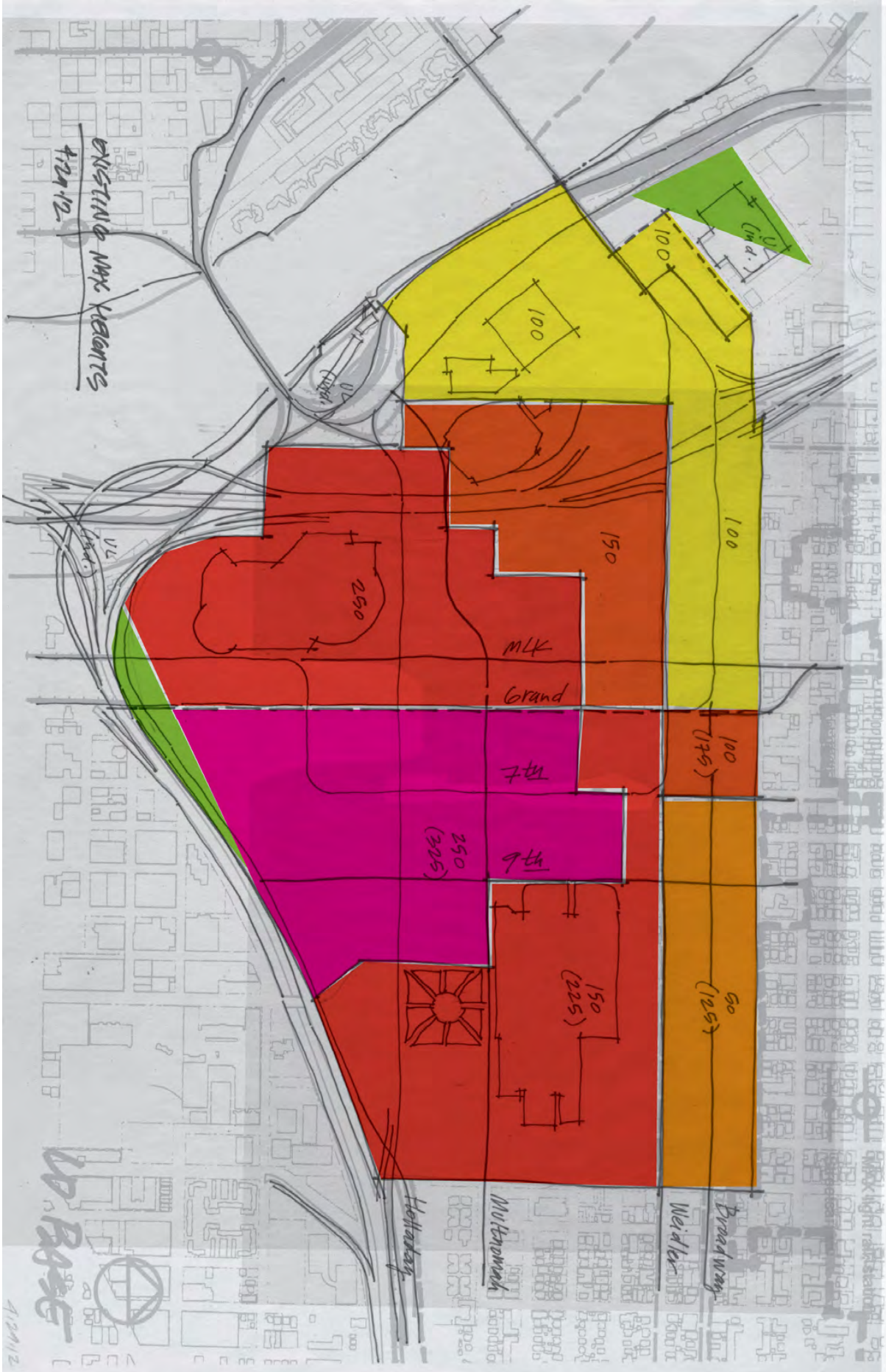
1. Lower Albina – change IG1d on Russell east of existing conservation district to EXd (no housing), apply Employment Opportunity Subarea provisions east of Union Pacific rail line.

2. North of Broadway/Blanchard Area - change to IG1 to EXd with master plan requirement and EG1 to CXd zoning.

3. Vancouver/Williams Study Area - change RHd to EXd.

4. North Banfield Portal - change RH and CO2 to CXd.

5. Central Lloyd - change RXd pocket to CXd, apply enhanced housing incentives to entire Central Lloyd, apply incentives for hotels, restaurants fronting convention center.


EXISTING MAX HEIGHTS
4.29.12
MLK
Grand
7th
9th
Holladay
Multnomah
Weidler
Broadway
100
150
250
100
100
(175)
250
(325)
150
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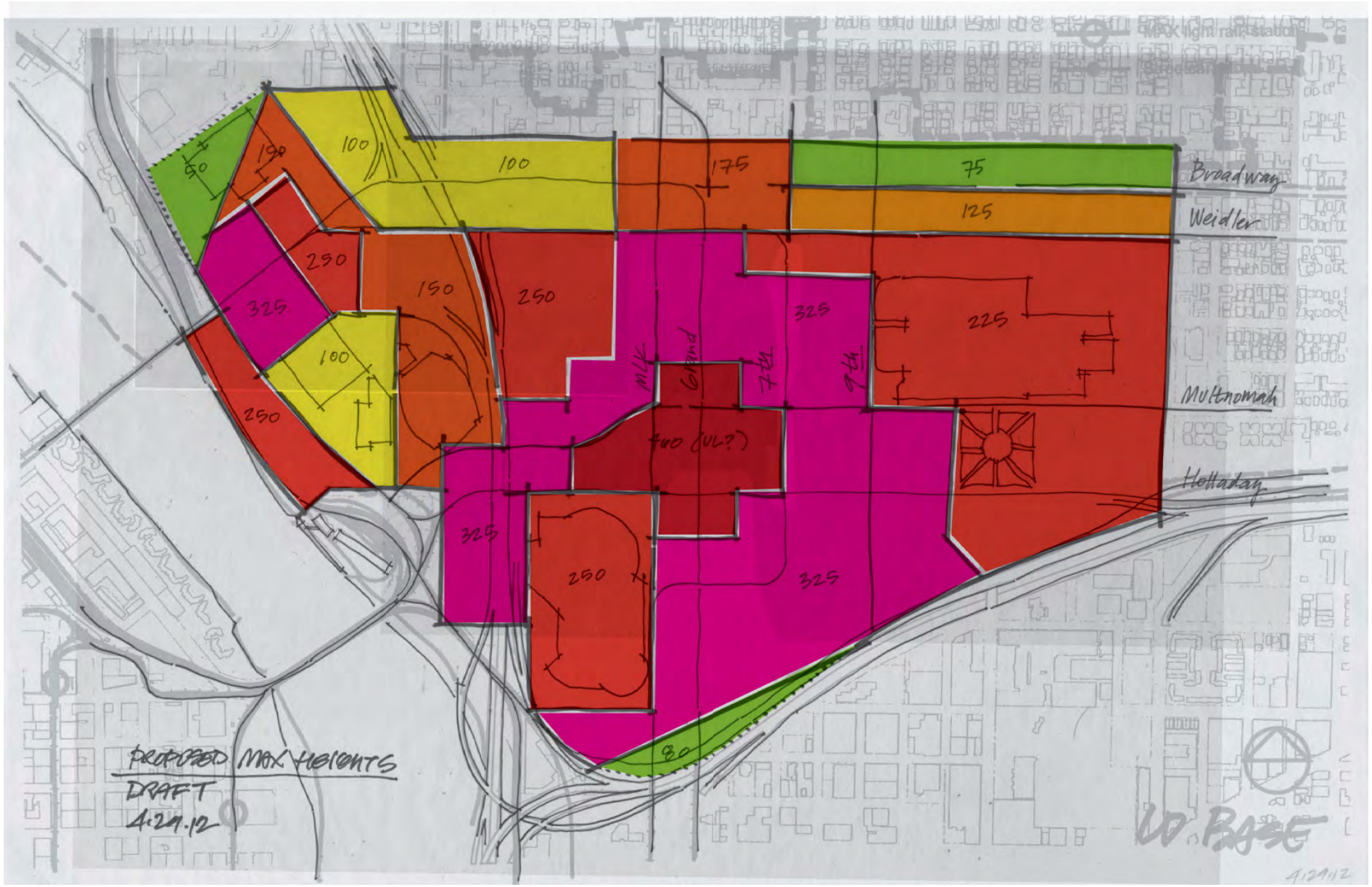
MAX light rail station
50
100
100
100
175
75
125
Broadway
Weidler
250
325
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325
225
100
250
MLK
Grand
7th
9th
Multnomah
400 (UL?)
Holladay
325
250
325
80
PROPOSED MAX HEIGHTS
DRAFT
4.27.12
LD BASE
4.27.12

55675

N/NE Quadrant Plan Draft Zoning Proposals — *Lower Albina*

Background

The majority of the Lower Albina district is zoned for industrial uses. It serves as a critical incubator for emerging and innovative businesses and provides an important living-wage job base near inner North and Northeast neighborhoods. The district's mix of industrial businesses, working waterfront and multimodal freight facilities are complemented by a small mixed-use historic area along lower Russell Street, where retail activity is especially active in the evening.

Increasing zoning flexibility to allow a wider range of employment uses that are compatible with industrial activities has the potential to increase job density, capture growing industry sectors, and foster the continued vitality of Lower Albina as an employment center and business incubator.

Stakeholder Feedback

Survey responses and discussions with Lower Albina stakeholders and the Eliot Neighborhood Association indicate general support for increasing zoning flexibility. Most stakeholders support allowing additional employment types, with some concerns about the potential for conflicts with existing and future industrial activities. Most felt strongly that residential uses should continue to be prohibited in the IG1 zone. The Land Use Subcommittee of the N/NE Quadrant Stakeholder Advisory Committee (SAC) generally supported the idea of an Employment Opportunity Subarea (EOS) approach, used in the Central Eastside. The EOS allows additional flexibility in the IG1 zone for certain kinds of "Industrial Office" uses, while prohibiting residential development, which creates conflicts with industrial activities.

The proposed N/NE Quadrant Concept endorsed by the SAC suggests modest expansion of mixed-use zoning near the Russell St. Conservation District by extending EX zoning east along N Russell and south to the MAX station. However, further discussions with property owners and stakeholders have indicated that the area adjacent to the MAX station should retain industrial base zoning with application of the EOS, and that housing should not be allowed in the area along Russell where a change to EX zoning is proposed.

Existing Zoning

The area fronting NE Russell from N Albina to the I-5 overpass, where EXd zoning is proposed, contains 17 tax lots covering approximately two acres (see Map 1). It is currently zoned General Industrial 1 (IG1) with a design (d) overlay zone and has several additional development standards, such as a 50 foot height limit, a maximum 3:1 FAR, and ground floor active use and residential bonus target designations. Many of these requirements are inconsistent with the underlying industrial zoning, make the economic use of these properties difficult, and complicate potential redevelopment. Immediately to the east of this area is the Russell Street Conservation District, which is zoned EXd, allowing a mix of industrial, commercial and residential uses. No zoning changes are proposed in the conservation district.

The area generally east of the Union Pacific railroad and west of I-5, where additional flexibility for employment uses is proposed (hatched area on Map 1), contains 136 tax lots, covering approximately 46 acres. It is currently zoned IG1, with a Scenic Resource (s) overlay on a portion of the area, which limits building heights to 50 feet. The area to the west is zoned IG1, with Heavy Industrial (IH) zoning along the waterfront. No zoning changes are proposed west of the Union Pacific rail line.

Proposed Zoning

Staff proposes rezoning the properties fronting N Russell between the Russell Street Conservation District and the I-5 overpass from IG1d to EXd, with a new provision that would prohibit residential development (see Map 1). This would continue to allow industrial uses, while also allowing office and retail uses (see Table 1). The existing 50 foot height limit and 3:1 maximum FAR would be retained. No changes are proposed in the existing EXd zoned area, where housing would continue to be allowed.

Staff proposes applying Employment Opportunity Subarea (EOS) provisions to the IG1 area generally east of the Union Pacific rail line and west of the freeway (hatched area on Map 1). This would allow some additional flexibility for commercial and employment uses. Table 1 and the summary of land use classifications below provide an overview of the EOS provisions. Staff believes this targeted approach is less likely to result in land use conflicts with industrial activities than applying an employment base zone, which would have broader allowances for office and retail uses and the potential for residential development. The existing Scenic Resource (s) overlay would remain on a portion of the area.

Table 1: Summary of Existing and Proposed Zoning Provisions

Provision	Existing IG1	Proposed IG1 with Employment Opportunity Subarea (EOS)	Proposed EXd (no residential)
Traditional Office: Allowed	1 Office (or Retail) use per site, up to 3,000 SF	5,000 SF per site	Allowed, limited by FAR (3:1 proposed)
Traditional Office: Conditional Use	More than 3,000 SF, max of 60,000 SF or 1:1 FAR	More than 5,000 SF, max of 60,000 SF	NA
Industrial Office: Allowed	NA	60,000 SF per site	NA
Industrial Office: Conditional Use	NA	More than 60,000 SF	NA
Retail: Allowed	1 Retail (or Office) use per site, up to 3,000 SF	5,000 SF per site	Allowed, limited by FAR (3:1 proposed)
Retail: Conditional Use	More than 3,000 SF, max of 25,000 SF or 1:1 FAR	None	NA
Residential	Generally not allowed	Generally not allowed	Not allowed (proposed)

Land Use Classification Definitions

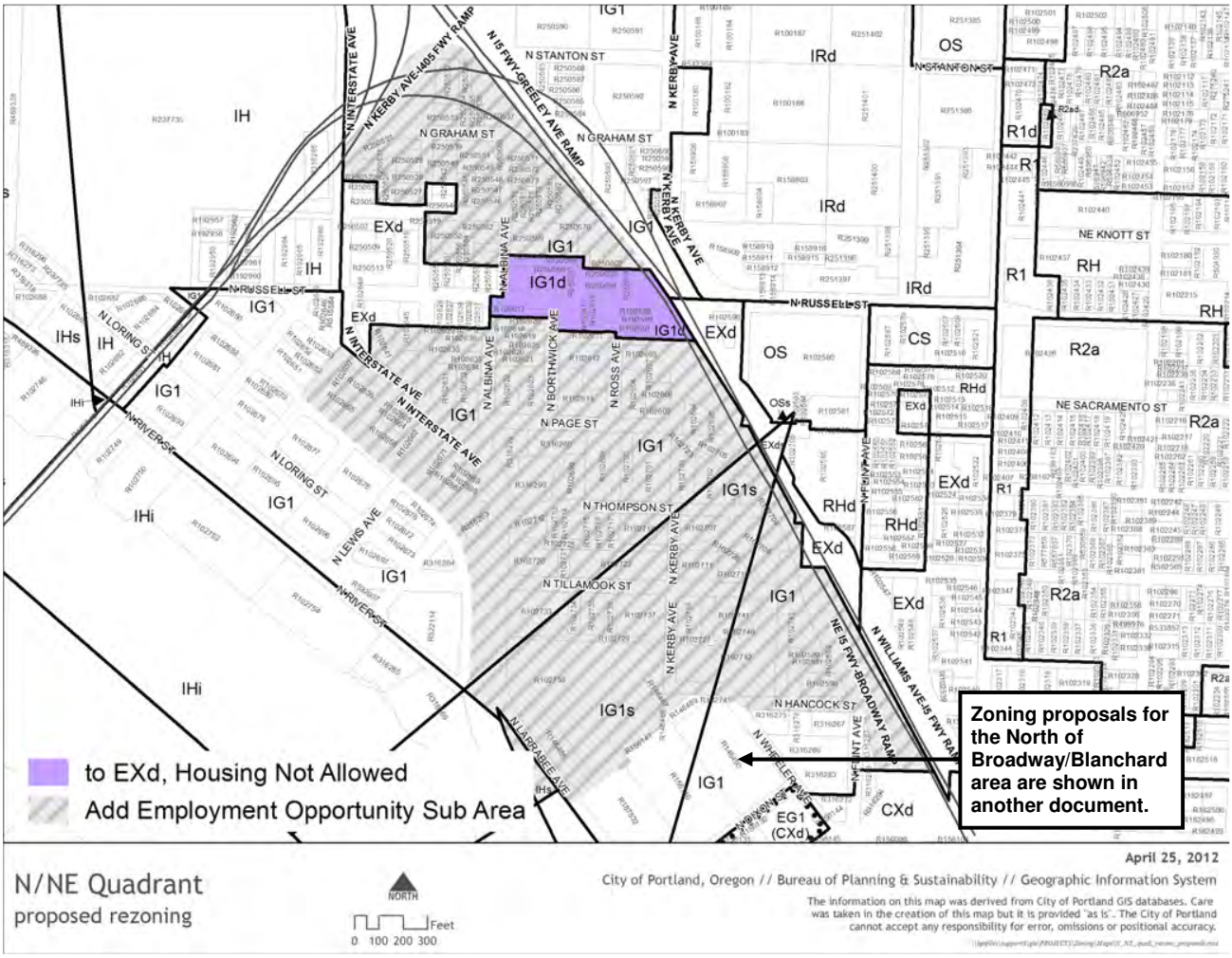
Traditional Office:

- Focus on business, government, professional, medical, or financial services.
- *Examples:* Professional services, lawyers, accountants, real estate agents; financial, bank HQs, brokerage houses; sales offices; government offices; medical and dental clinics.

Industrial Office:

- Conducted in an office-like setting but more compatible with industrial activities & districts.
- Less service-oriented with focus on development, production, processing of products, including digital products, e.g. internet & media content, designs & specifications, software, advertising materials.
- Primarily provide products to other businesses.
- Do not require customers or clients to visit the site.
- *Examples:* Software and internet content development & publishing; computer design & programming; graphic & industrial design; engineers & architects; telecommunication providers & data processing; TV, video, radio, internet studios & broadcasting; scientific & technical services; medical & dental labs.

Map 1: Existing Zoning with Proposed Changes Shaded



N/NE Quadrant Plan Draft Zoning Proposals — *N of Broadway/Blanchard*

Background

Portland Public Schools' (PPS) headquarters building, the Blanchard Educational Service Center, is currently zoned for industrial use. PPS has expressed interest in eventually moving to another location in the city, which would open up the site for redevelopment. New development at the Blanchard site would complement proposed redevelopment in the Rose Quarter called for by the Rose Quarter District Plan. A zoning change for the Blanchard site and some adjacent parcels would be required to accommodate most redevelopment scenarios.

Stakeholder Feedback

Discussions with representatives from the Eliot Neighborhood Association, area residents and businesses, and other stakeholders indicate strong support for increasing the flexibility of uses on the site, including residential, office and retail. There is some concern that any future residential development be situated in a way that minimizes conflicts with industrial development to the north. PPS supports a change of zoning to increase flexibility on the site.

Existing Zoning

The area contains 25 taxlots with ~12.28 acres. See Map 1 on page 2.

Zoning and Height Limits

~10.22 acres are zoned General Industrial (IG1). The IG1 zone is intended for industrial development, with sites that generally have smaller lots, a grid block pattern, high building coverages and buildings that are usually close to the street. The northwest portion of the site has a Scenic Resource (s) overlay accompanying a viewpoint from Lillis Albina Park, with a 50 foot height limit.

~2.07 acres are zoned General Employment 1 (EG1) with a comprehensive plan designation of CXd. This area has a 45 ft height limit and an FAR of 4:1. The EG zones allow a range of employment uses, emphasizing industrial uses and limiting office, retail and residential development. EG1 areas generally have smaller lots, a grid block pattern, high building coverages and buildings that are usually close to the street, similar to IG1.

The areas to the south and east of the Blanchard site have flexible commercial zoning (CXd) and are occupied by surface parking lots, a storage building and an apartment building. Areas to the north of the site are part of the Lower Albina subdistrict, and are zoned for industrial use with active industrial businesses in operation. A slope on the North side of the site helps form a natural transition between the Blanchard site and the industrial district to the North.

Proposed Zoning

Map 1 shows the proposed zoning for the site. The area currently zoned General Industrial (IG1/IG1s) is proposed to change to Central Employment (EX), with a design overlay (d) and the continuation of the Scenic Resource overlay (s) on a portion of the area. The EXd zone is a flexible employment zone intended for mixed-use areas of the central city with industrial character. Light industrial, office, retail and residential uses are allowed. The proposed maximum height limit in the EXd area is 100' east of Wheeler and 150' west of Wheeler. The EXds area would continue to have a 50' maximum height.

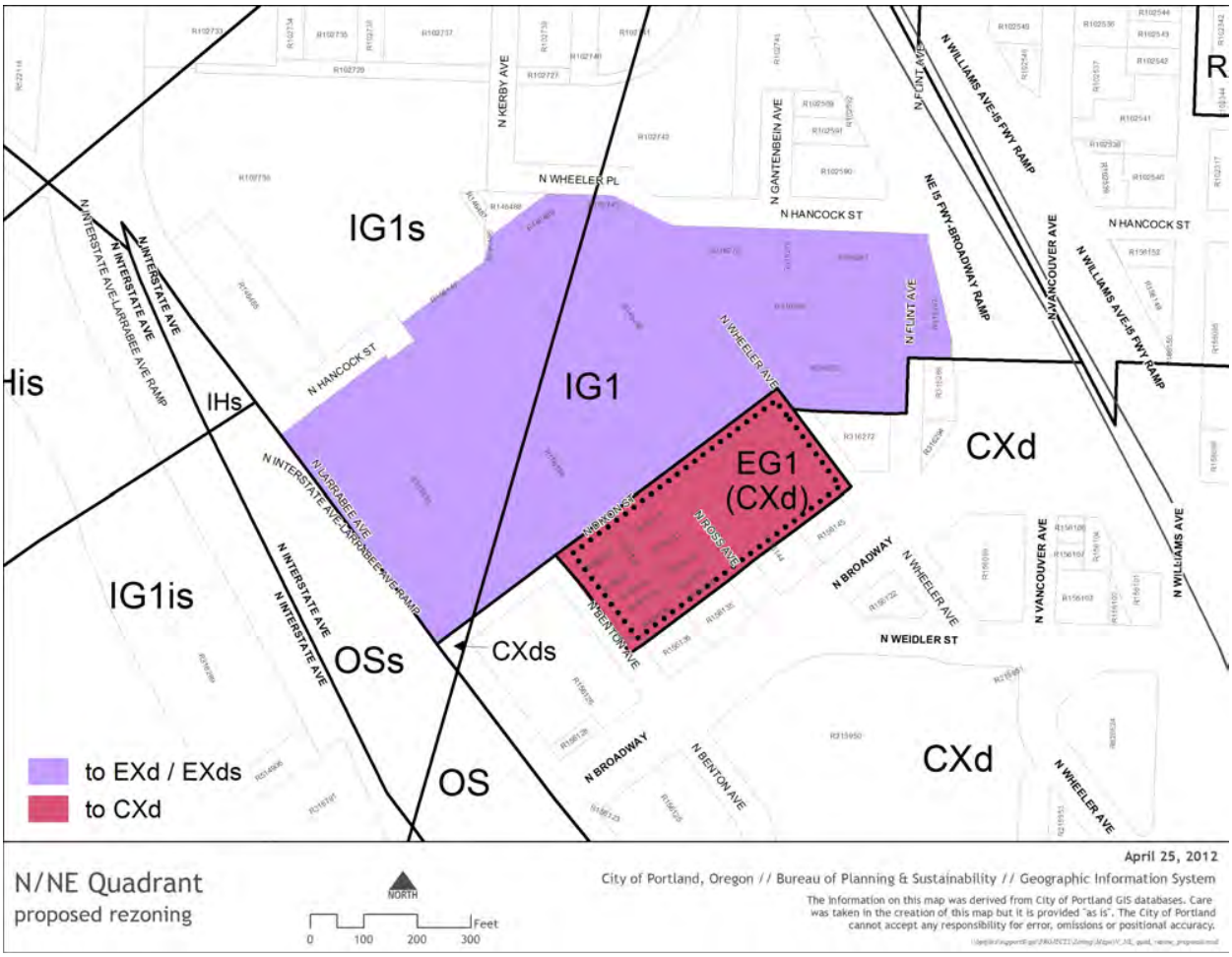
Because of the large size and unique opportunity presented by redevelopment of the Blanchard site, staff proposes to require a master plan process as part of its redevelopment. The master plan would consider views, street network and capacity, open space, transitions to adjacent land uses, and height and bulk of proposed structures. This process will be developed prior to changing the zoning on the site.

Commercial zoning with a design overlay (CXd) and a height limit of 150' east of Ross and 250' west of Ross is proposed for the area currently zoned General Employment (EG1). The CXd zone is consistent with the city's Comprehensive Plan designation and would allow a more flexible mix of uses than is currently allowed, including a wide variety of residential, commercial and institutional uses. The design overlay would require new development to go through a discretionary review process. A comparison of existing and proposed zoning provisions is shown in Table 1 below.

Table 1: Summary of Existing and Proposed Zoning Provisions

Provision	Existing IG1	Existing EG1	Proposed CXd	Proposed EXd/EXds
Land Uses	Primarily Industrial uses only.	Industrial, institutional and some commercial. Limitations on office, retail and residential.	Wide range of residential, office and retail allowed.	Wide range of residential, office, retail and industrial allowed.
Height limit	No limit	100'	100'-250'	50'-150'
FAR limit	No limit	4:1	4:1	3:1
Design overlay	No	No	Yes. Discretionary design review required.	Yes. Discretionary design review required.

Map 1: Existing Zoning with Proposed Changes Shaded



N/NE Quadrant Plan Draft Zoning Proposals — *Vancouver/Williams*

Background

This area is currently home to a diverse mix of uses, including light manufacturing, warehousing, retail, residential and institutional uses. Some of the area is zoned for high density housing that doesn't allow most other uses and can limit the ability of existing, non-residential uses to expand. The Harriet Tubman School comprises almost half of the developed square footage in the area; of the remaining area, approximately half of the developed square footage is in non-residential use. There are also several structures in the area that are part of the "Cornerstones of Community: Portland's African-American Heritage" inventory completed by the Bosco-Milligan Foundation. Staff is proposing to rezone the area to better meet neighborhood desires, eliminate the regulatory conflicts for existing businesses and reflect the historic mix of uses.

Stakeholder Feedback

Discussions with the Eliot Neighborhood and Portland Public Schools indicate strong support for increasing the flexibility of the zoning to allow a greater mix of uses, including housing. The community is also interested in preserving the "Cornerstones" structures. The proposed concept endorsed by the N/NE Quadrant Stakeholder Advisory Committee suggests a mix of uses for this area in the future.

Existing Zoning

The area contains thirty-eight tax lots totaling ~6.43 acres. See Map 1 on page 2.

Zoning and Height Limits

~6.43 acres is zoned High Density Residential with a design overlay (RHd), with a 75 ft height limit and an FAR of 4:1. The RH zone is a high density multi-dwelling zone. Allowed housing is characterized by medium to high height and a relatively high percentage of building coverage. The design overlay requires new development to go through a discretionary review process or meet community design standards.



Commercial uses along N Flint

Most of the area between the I-5 freeway and N Williams Avenue has mixed employment zoning with a design overlay (EXd). Lillis Albina Park borders the area to the NW, a small area of storefront commercial (CS) zoning is located to the north along Russell St. and multi-dwelling residential (R1) zoning is across N Williams to the east.

Proposed Zoning

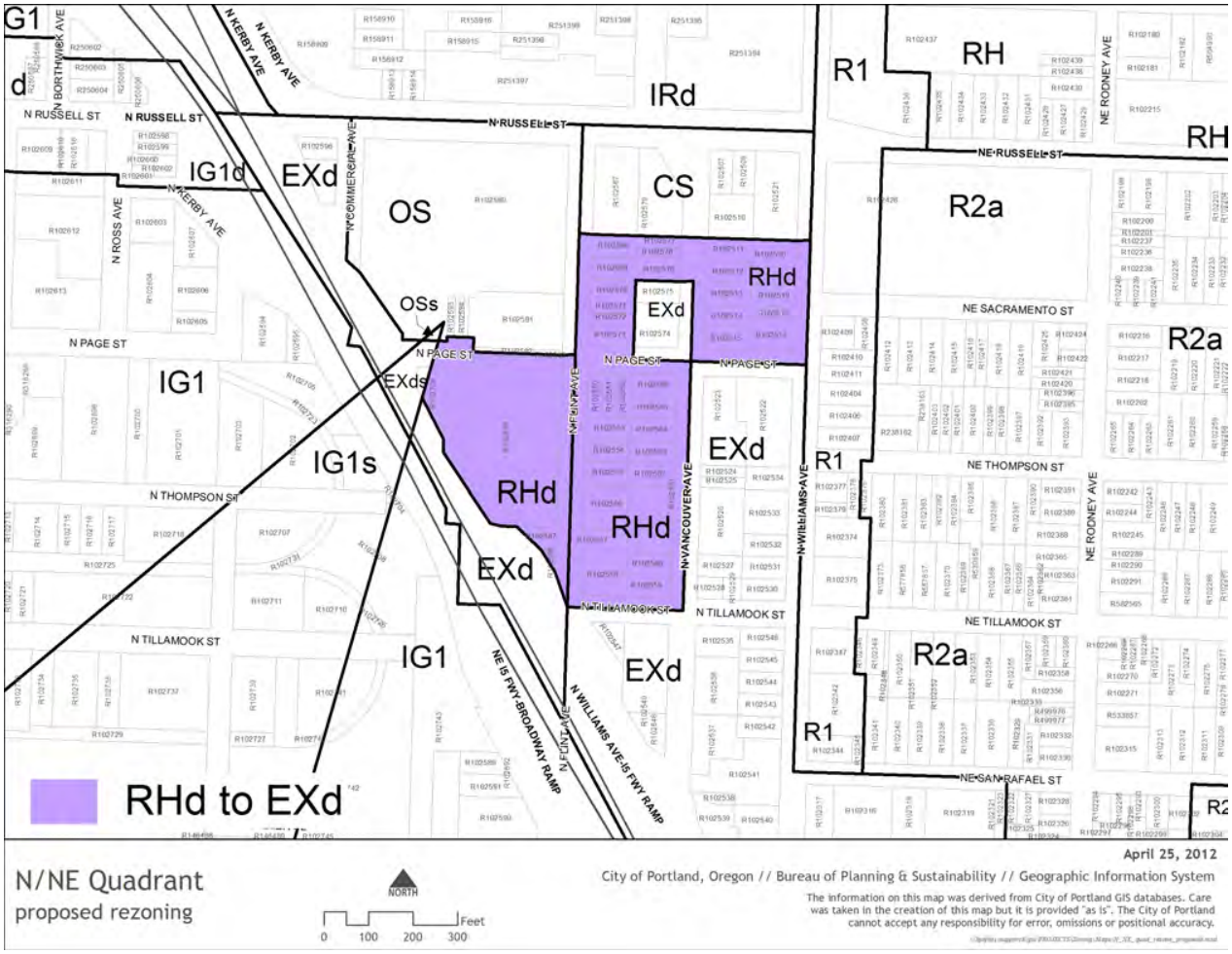
Staff proposes Central Employment zoning with a design overlay (EXd), which includes a height limit of 65 feet and a maximum FAR of 3:1. The EXd zone allows industrial and commercial uses suited for a central location, in addition to residential uses. This change would allow a more flexible mix of uses than is currently allowed and will support the maintenance and expansion of existing businesses. The design overlay would continue to require new development to go through a discretionary review process or meet Community Design Standards. The combination of increased

zoning flexibility, reduced overall development potential (FAR), and no minimum density requirements will encourage reinvestment in culturally significant structures by providing a wider array of potential economic uses and development options. A comparison of existing and proposed zoning provisions is shown in Table 1 below.

Table 1: Summary of Existing and Proposed Zoning Provisions

Provision	Existing RHd	Proposed EXd
Land Uses	Primarily residential only.	Residential, office and industrial allowed. Mixed uses allowed.
Height limit	75’	65’
FAR limit	4:1	3:1
Design overlay	Yes. Discretionary design review or use of Community Design Standards required.	Yes. Discretionary design review or use of Community Design Standards required.
Minimum Density	1 unit per 1,000 SF of site area	None

Map 1: Existing Zoning with Proposed Changes Shaded



N/NE Quadrant Plan Draft Zoning Proposals — *Banfield Portal*

Background

Two sites at the corner of NE Multnomah and NE 21st Avenue are currently occupied by a courtyard apartment building and several older single-family homes. Stakeholders are interested in seeing redevelopment in the area with a mix of uses, but much of the area is zoned for residential and one of the sites is currently split-zoned with a mix of residential and commercial office zoning, complicating redevelopment. The staff proposal is to rezone the site to better meet future redevelopment desires.

Stakeholder Feedback

Discussions with area residents indicate neighborhood support for a mix of residential, commercial and retail uses in this area, with an emphasis on residential uses. There was mixed feedback regarding how tall the height limits should be, with greater support for increased building heights on the south side of the site, near I-84. The proposed concept endorsed by the N/NE Quadrant Stakeholder Advisory Committee suggests future redevelopment of the site with predominantly residential above commercial or retail uses.

Existing Zoning

The sites contain nine taxlots totaling ~2.94 acres. See Map 1 on page 2.

Zoning and Height and FAR Limits

~1.58 acres is zoned High Density Residential (RH), with a 75 ft height limit and an floor area ratio (FAR) of 4:1. The RH zone is a high density, multi-dwelling zone. New housing in this zone will likely be medium-rise apartments and condominiums.

~.78 acres is zoned RH with an Environmental Conservation Overlay (RHc), with a 75 ft height limit and an FAR of 4:1. The 'c' overlay zone is intended to conserve important resources while allowing development that is environmentally sensitive. The 'c' overlay does not prohibit development.

~.57 acres is zoned Commercial Office (CO2) with a 45 ft height limit. The CO2 zone is a low and medium intensity office zone that generally allows uses in the office and institutional categories, but not other commercial uses. Retail uses are limited to 10% of the total floor area.

The area to the west of the site has flexible commercial zoning (CXd) and is occupied by the Marriott Residence Inn Hotel. Areas to the north and east of the site are zoned for medium density residential development with a height limit of 35 (R2.5) or 40 (R2) feet; commercial uses are not allowed.



Looking NW toward NE Multnomah from NE 21st



Looking SW toward I-84 from NE 21st from site

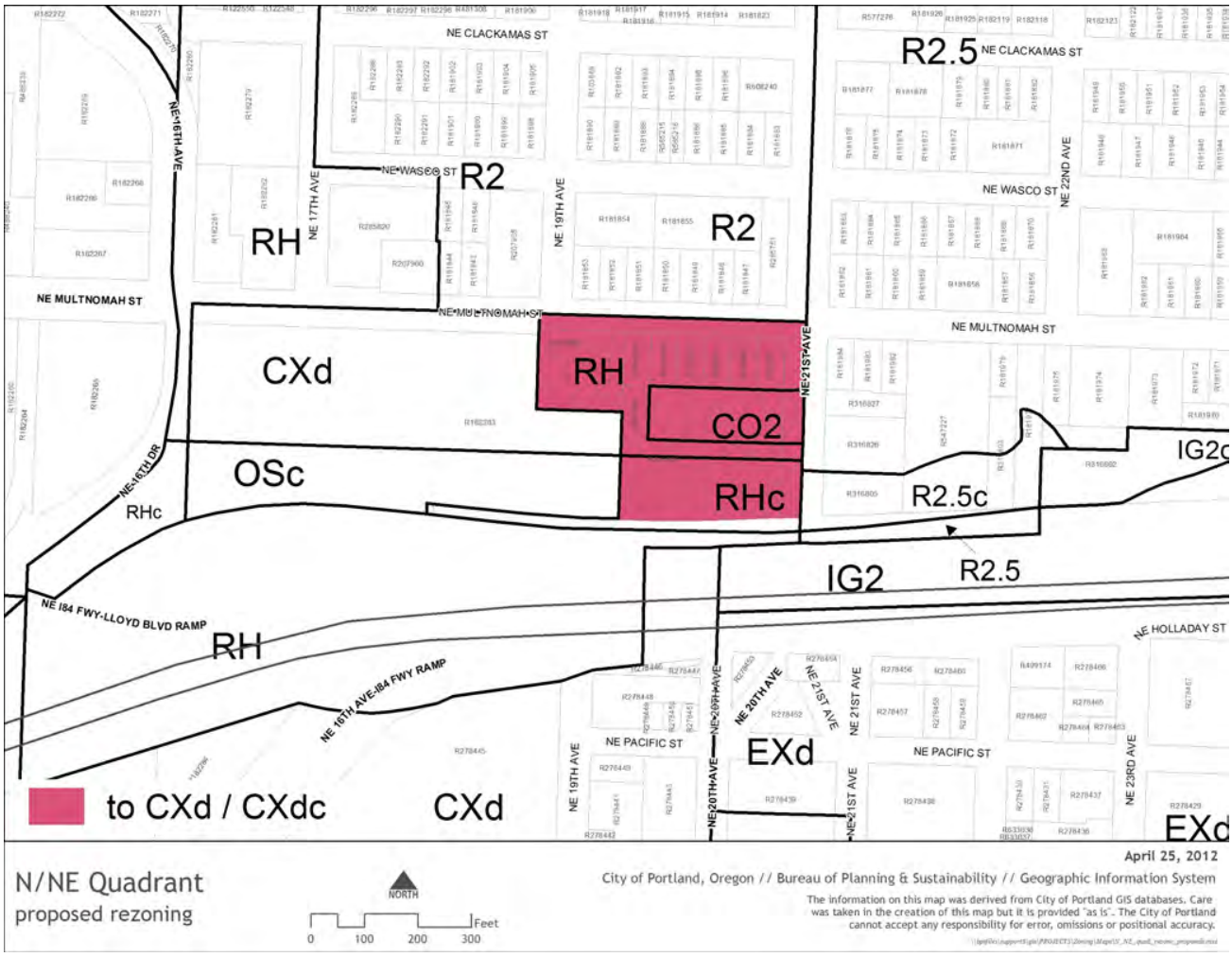
Proposed Zoning

Central Commercial zoning with a design overlay (CXd) with a height limit of 75 feet and an FAR limit of 4:1 is proposed for both sites. The CXd zone would allow a more flexible mix of uses than is currently allowed, including a wide variety of residential, commercial and institutional uses. The design (d) overlay would require new development to go through a discretionary review process or meet Community Design Standards. A comparison of existing and proposed zoning provisions is shown in Table 1 below. The environmental 'c' overlay zone would remain on the southerly portion of the site. The proposed zoning would not affect siting of the proposed Sullivan's Gulch trail.

Table 1: Summary of Existing and Proposed Zoning Provisions

Provision	Existing RH	Existing CO2	Proposed CXd
Land Uses	Primarily residential only.	Office and residential allowed, retail limited.	Residential, office and retail allowed. Mixed uses allowed.
Height limit	75'	45'	75'
FAR limit	4:1	2:1	4:1
Design overlay	No	No	Yes. Discretionary design review or use of Community Design Standards required.

Map 1: Existing Zoning with Proposed Changes Shaded



N/NE Quadrant Plan Draft Zoning Proposals — Central Lloyd

Background and Existing Zoning

Central Lloyd is significantly underdeveloped relative to the area's potential. The N/NE Quadrant Concept endorsed by the Stakeholder Advisory Committee (SAC) calls for high-density, mixed-use development with a substantial residential component organized around new parks and open spaces north of Holladay, office and other employment uses south of Holladay, and a mix of regional event, entertainment and residential uses around the Lloyd Center Mall. Currently, most of the area is zoned Central Commercial with a design overlay (CXd). The CXd zone allows a wide range of commercial and residential uses. A roughly 5-block area between NE 1st and NE MLK and north of Holladay is zoned for predominantly residential uses with a design overlay (RXd). The RXd zone allows housing development, but limits other uses.

The Oregon Convention Center (OCC) is located in this area, but there are relatively few supporting businesses to serve convention goers and balance the episodic nature of activity at the OCC. There is an established cluster of office and government uses south of Holladay and east of Grand.

Stakeholder Feedback

The SAC-endorsed N/NE Quadrant Concept suggests allowing more flexibility in development regulations in exchange for providing key amenities including residential development and providing needed open space. Sensitive transitions to neighborhoods along the Broadway/Weidler corridor and eastern edge of the district are desired. The Lloyd District Community Association is supportive of the concept, and strongly supports additional residential development in the Central Lloyd Area. There are some neighborhood concerns that we not lose sight of the residential goals of the district and that new ground-floor retail spaces located off major streets will not perform well and should not be required or should be discouraged.

Proposed Zoning

The staff proposal would apply new and enhanced incentives encouraging residential development to a larger area of Central Lloyd as well as the Irvington and Sullivan's Gulch transition areas as shown in Map 1. Housing incentives could potentially include FAR bonuses, height bonuses, property tax abatements, SDC exemptions and limited tax increment financing, among other tools. The proposal shifts the housing emphasis away from the office core eliminating existing residential incentives south of NE Holladay. Incentives encouraging the provision of new parks and open spaces in the Central Lloyd would also be provided.

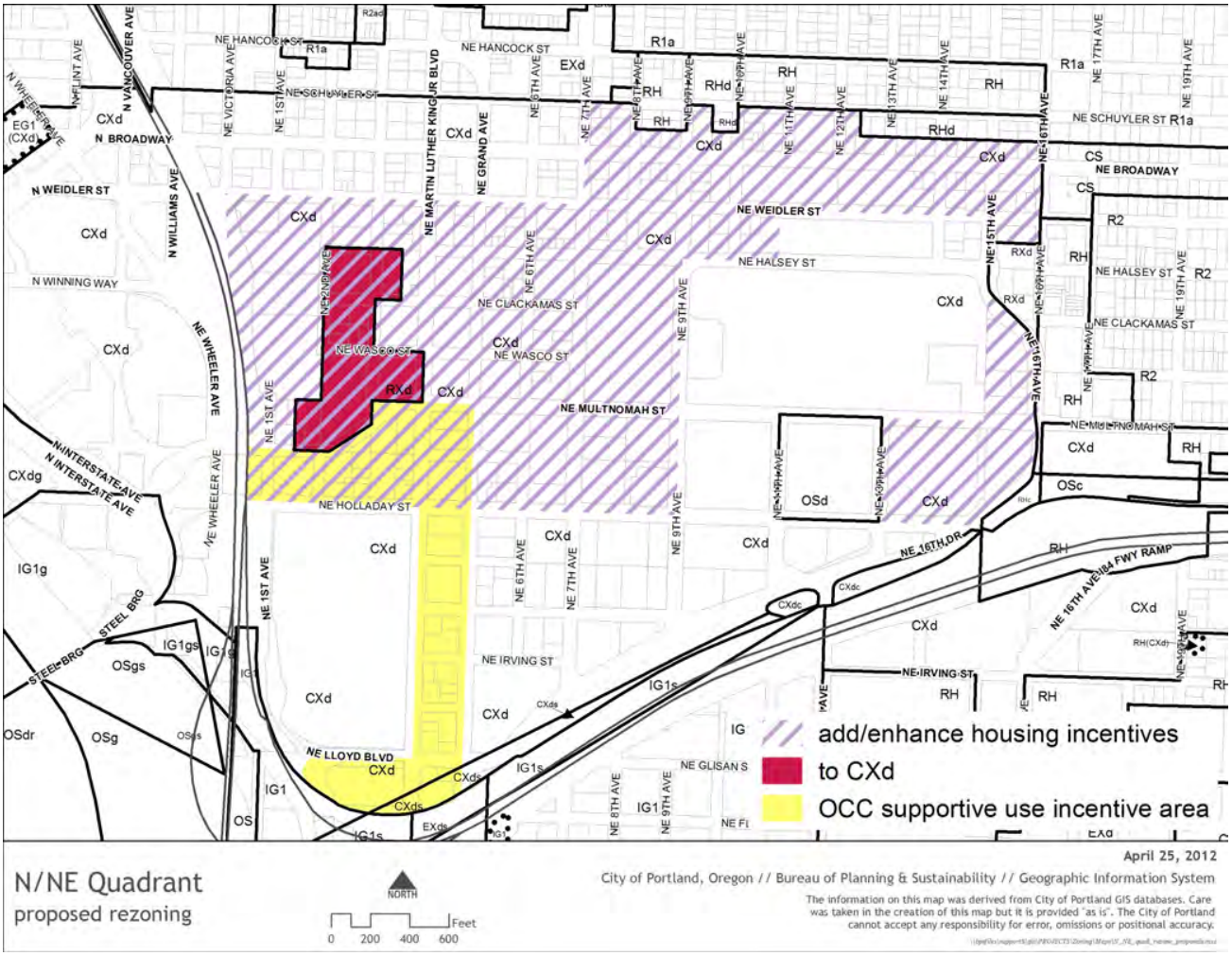
A new target area around the convention center would encourage supportive businesses and uses (such as hotels, restaurants and entertainment uses) to help support the OCC.

Additionally, staff proposes rezoning the 5-block area of RXd zoning to CXd to allow a more flexible mix of uses including, but not limited to residential. The enhanced residential incentives would apply in this area. Rezoning the RXd area to CXd is not intended to abandon the residential goals for the district, but rather apply a uniform set of zoning regulations to the entire area targeted for mixed-use development including housing. While RXd effectively requires residential development in this area, the CXd zoning with incentives would allow a wide range of uses, including office and hotels, but still encourage residential development. Since 1990, 44% of all new development in the CXd zone in the Central City has been residential, accounting for over 5,500 new units.

Table 1: Summary of Existing and Proposed Zoning Provisions

Provision	Existing RX	Proposed CXd	Other potential proposals
Land Uses	Residential, limitations on office and retail.	Wide range of residential, office and retail allowed.	Residential incentives, incentives that support OCC businesses.
Height limit	varies	varies	
FAR limit	varies	varies	
Design overlay	Yes. Discretionary design review required.	Yes. Discretionary design review required.	

Map 1: Existing Zoning with Proposed Changes Shaded





N/NE QUADRANT & I-5 BROADWAY/WEIDLER PLANS

Height and Zoning Proposals

Stakeholder Advisory Committee Meeting #16: May 10, 2012

CENTRAL CITY 2035

N/NE QUADRANT

CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

A. Draft Recommendations for Potential Maximum Height Limits (see map in packet)

1. Thunderbird Site - allow height (up to 250') in exchange for public open space.
2. N Broadway - allow taller buildings at bridgehead (up to 325', step down to east).
3. Eliot Edge - keep 100' maximum; expand area of 175' max at MLK and Broadway/Weidler.
4. Irvington Edge - reduce maximum height north of Broadway to 75'.
5. Central Lloyd - increase maximum potential heights in the Central Lloyd with the tallest heights (460' or limited only by FAR) around the intersections of MLK/Grand and Multnomah/Holladay.

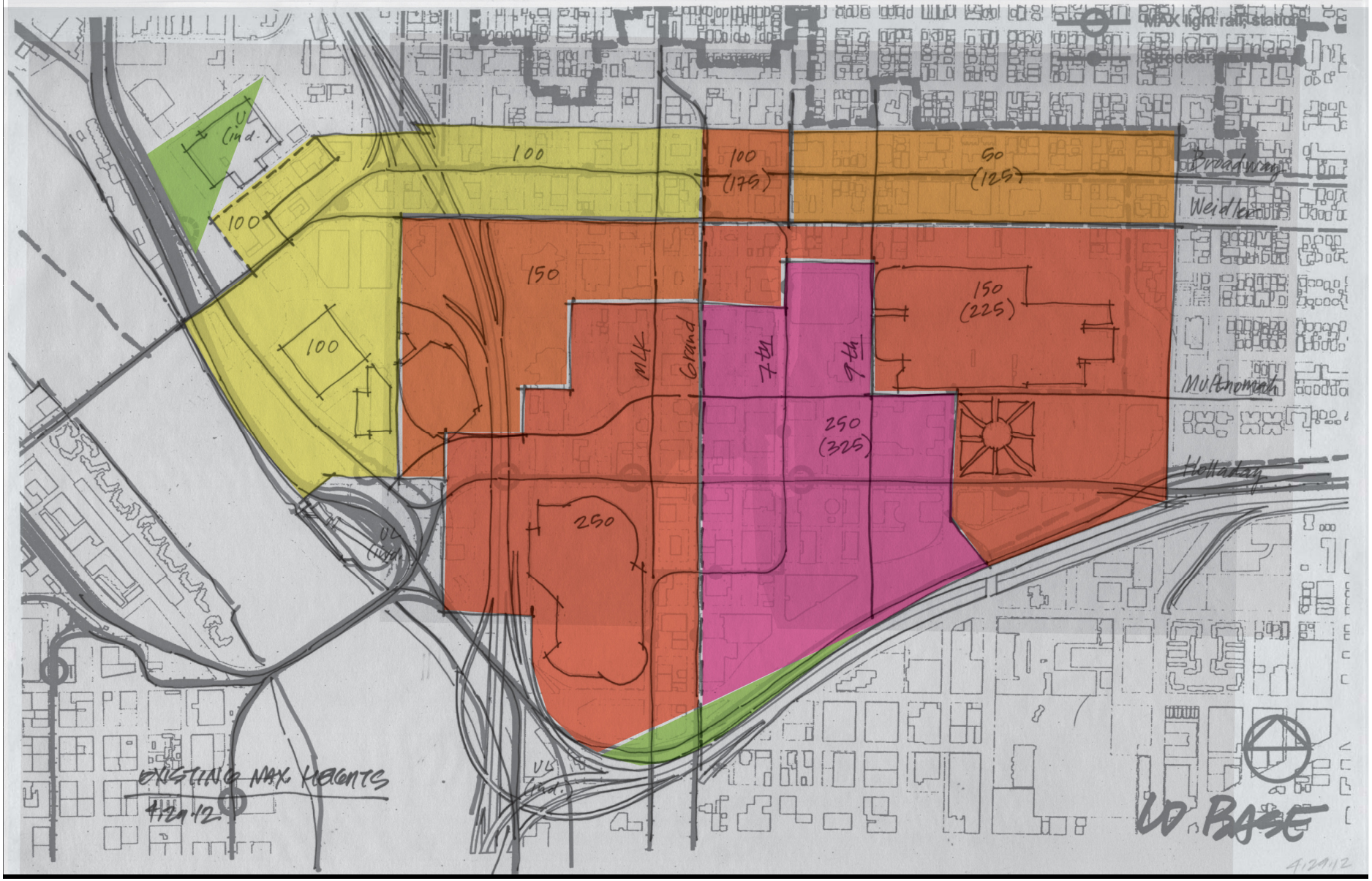
B. Draft Zoning Proposals (see proposal descriptions in packet)

1. Lower Albina – change IG1d on Russell east of existing conservation district to EXd (no housing), apply Employment Opportunity Subarea provisions east of Union Pacific rail line.
2. North of Broadway/Blanchard Area - change to IG1 to EXd with master plan requirement and EG1 to CXd zoning.
3. Vancouver/Williams Study Area - change RHd to EXd.
4. North Banfield Portal - change RH and CO2 to CXd.
5. Central Lloyd - change RXd pocket to CXd, apply enhanced housing incentives to entire Central Lloyd, apply incentives for hotels, restaurants fronting convention center.

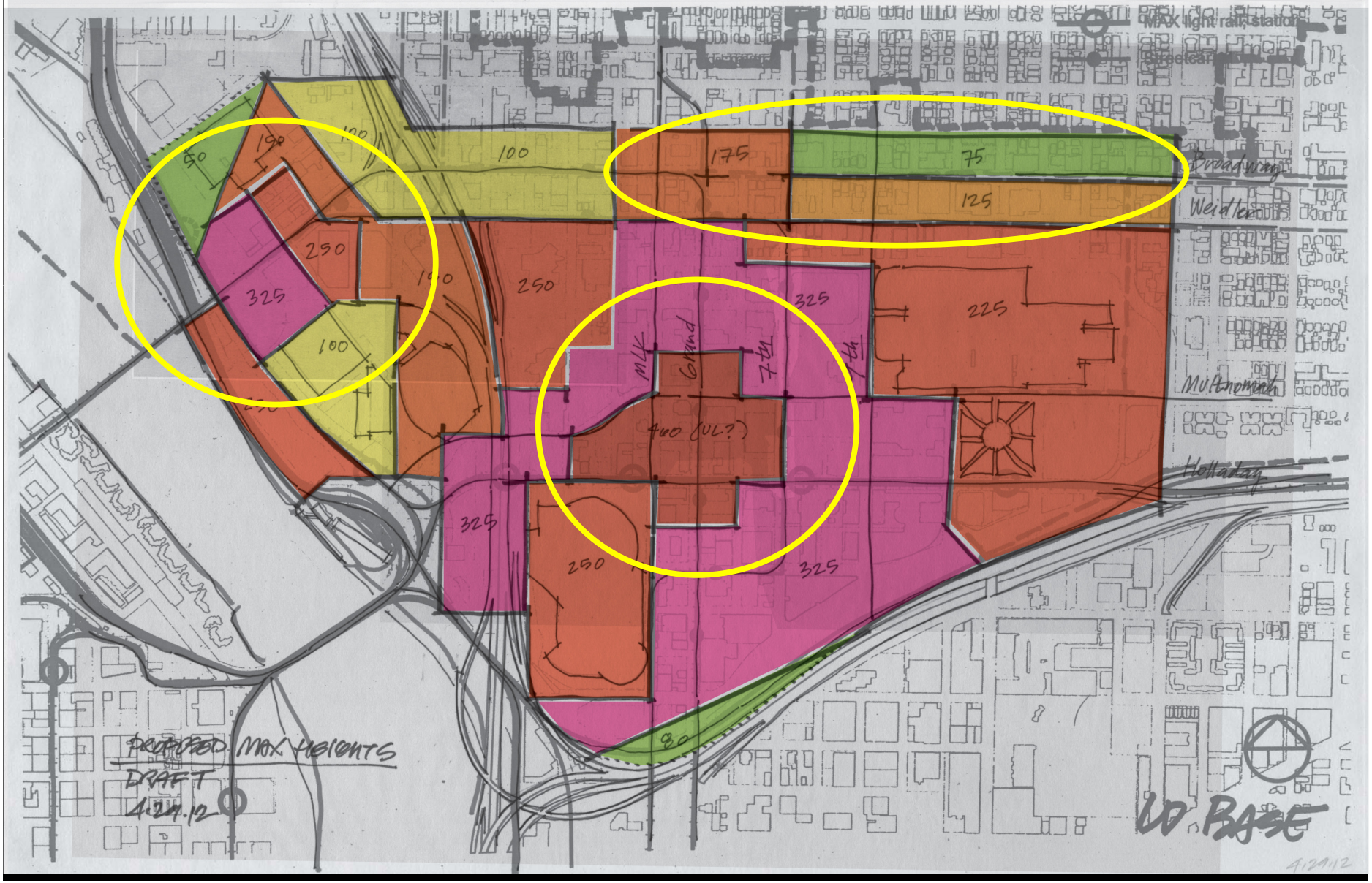
Proposed changes to Maximum Building Height

- Proposals were presented at SAC #15 (April 12, 2012)
- Not necessarily “by right”, but available through bonuses for meeting certain expectations or providing amenities
- Changes would be recommended in the N/NE Quadrant Plan, but not enacted until after the completion of the Comprehensive Plan Update and Central City 2035 (likely 2014)

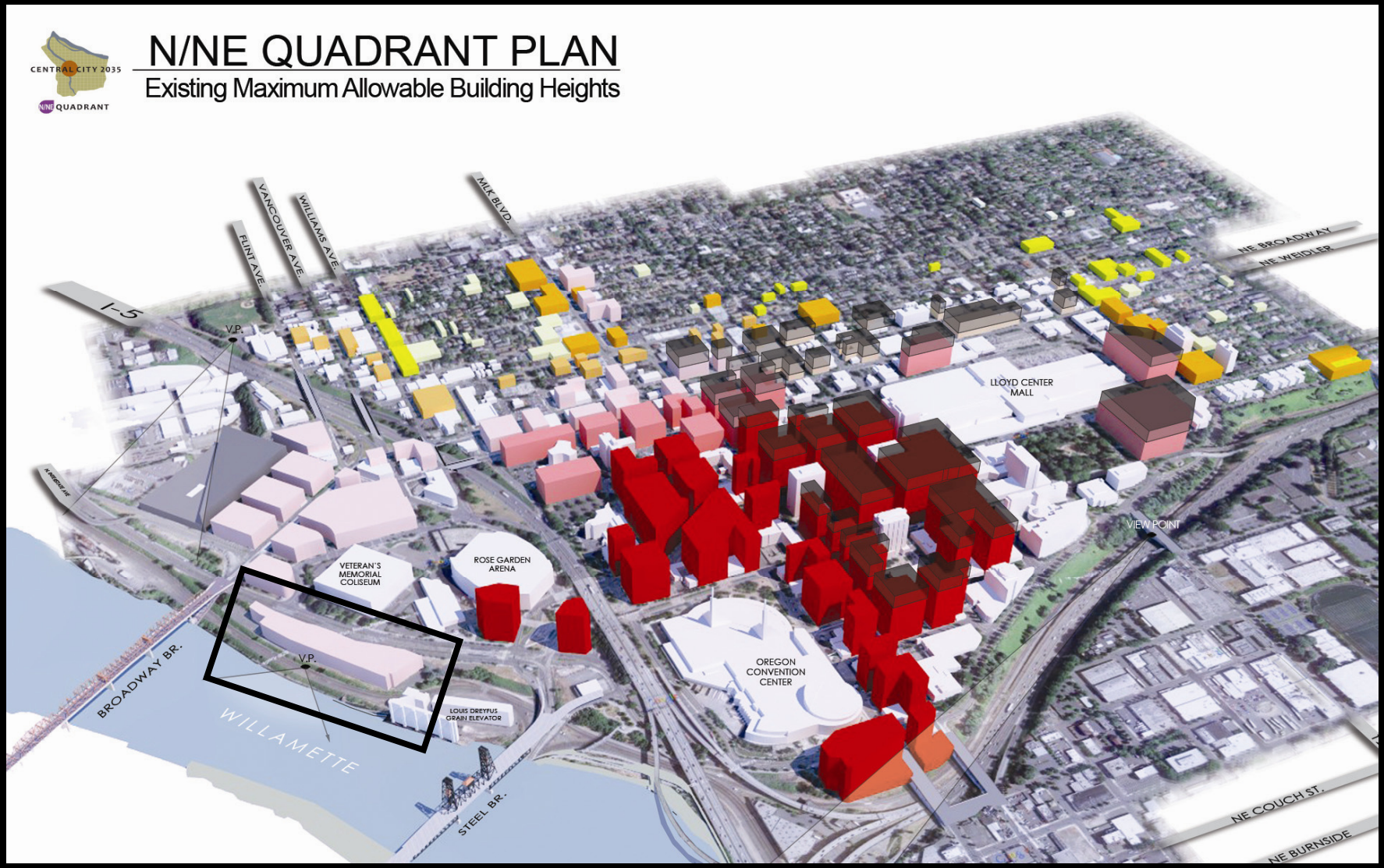
Existing Height Limits



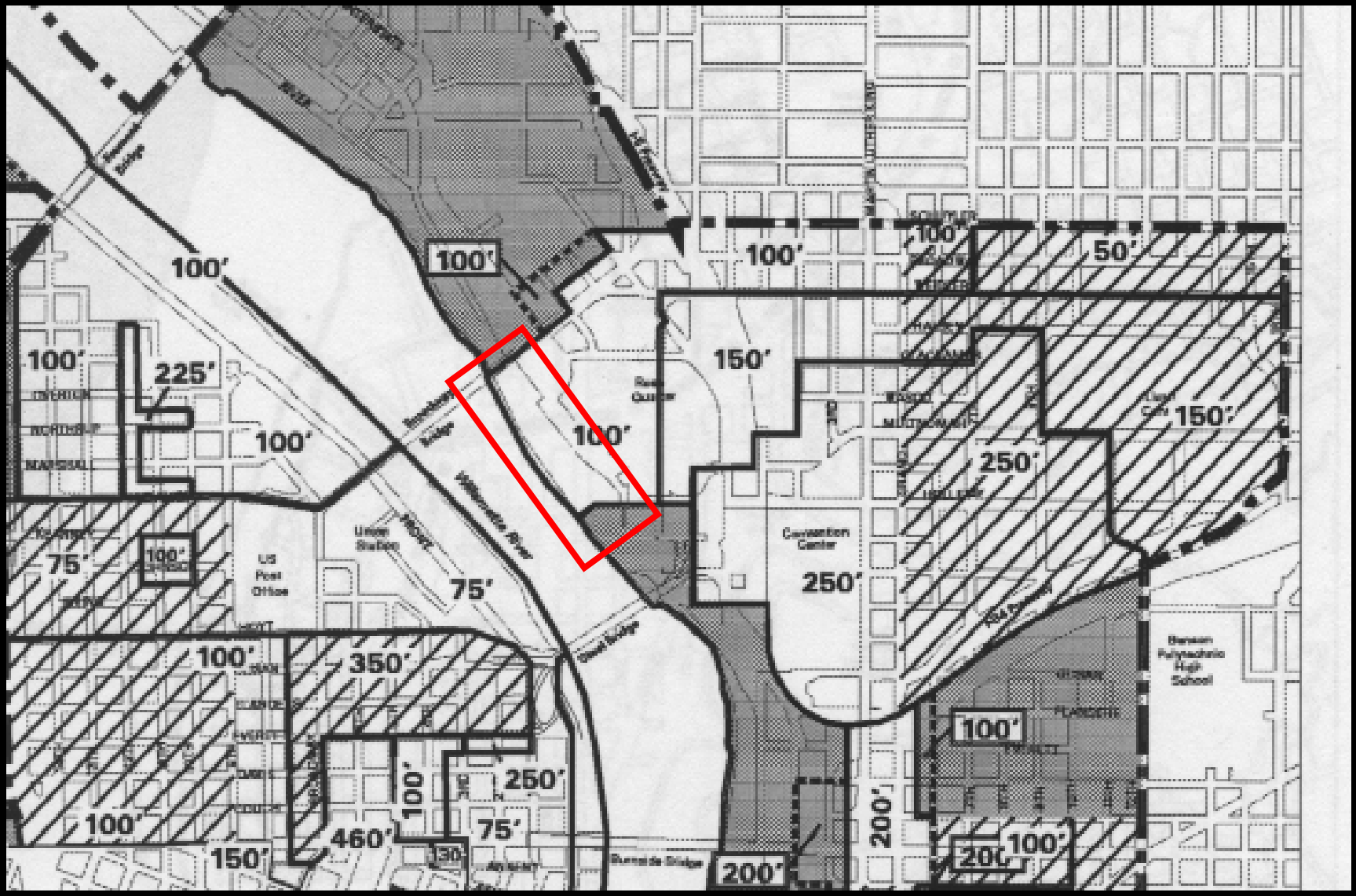
Proposed Height Limits



Thunderbird Site



Thunderbird Site



Thunderbird Site

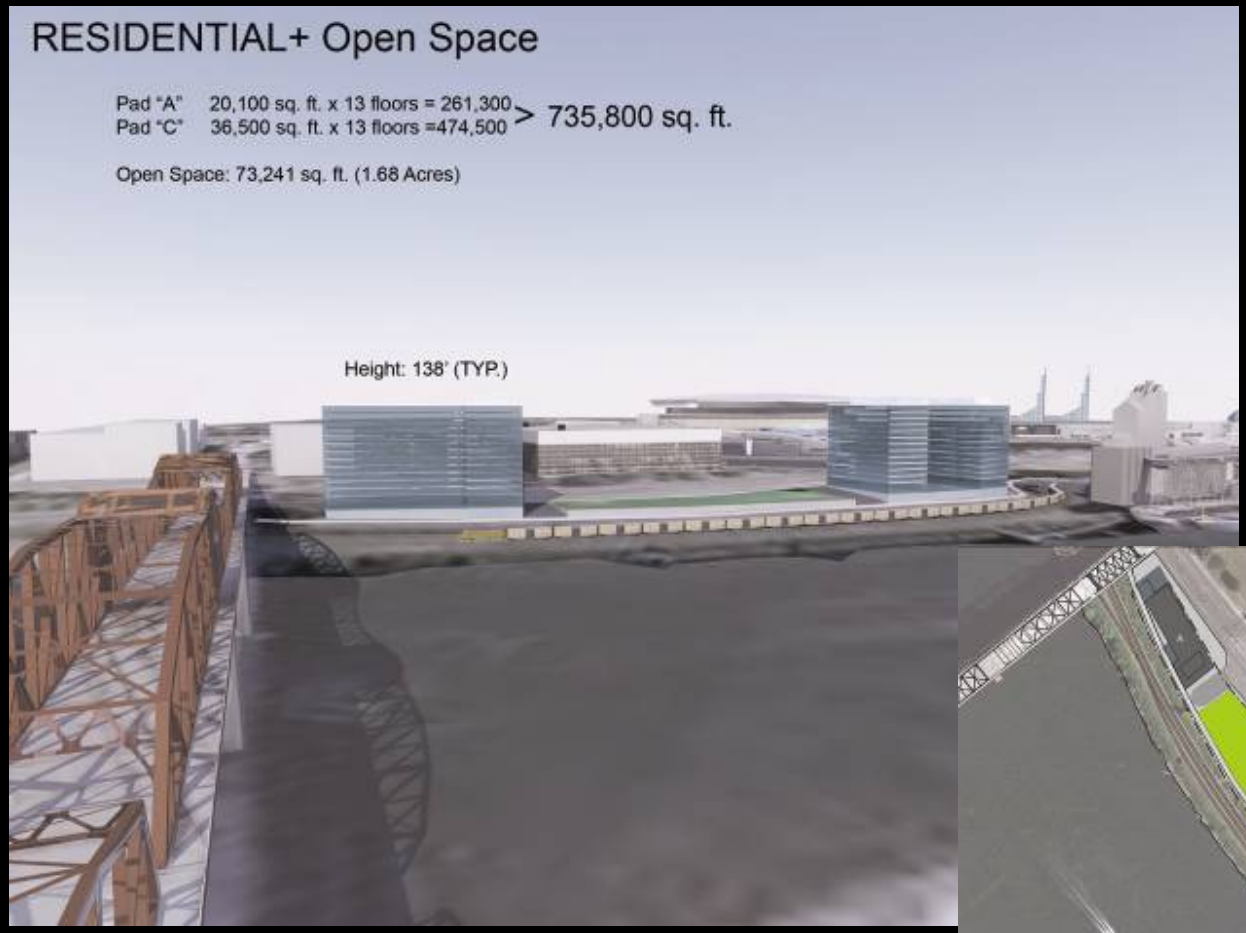
- Broad support for open space
- Interest in increasing amounts of office, commercial, or other less episodic uses
- Relationship of new buildings with the river
- Public view enhancement to both Willamette River and Memorial Coliseum
- Ideas that move around the same amount of development potential

Thunderbird Site – Existing Conditions



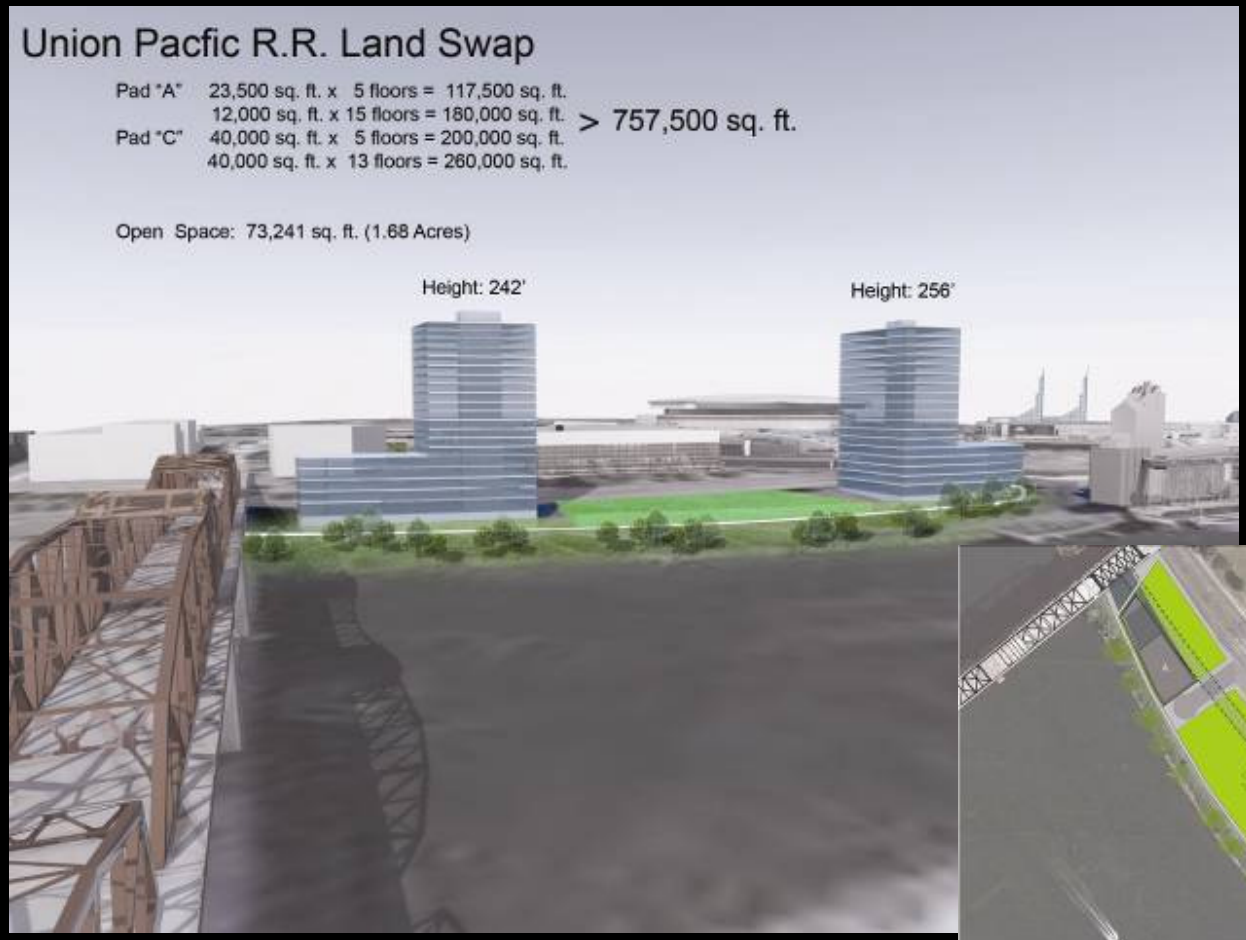


Thunderbird Site – Alternative A: up to 150 feet





Thunderbird Site – Alternative E: up to 250 feet



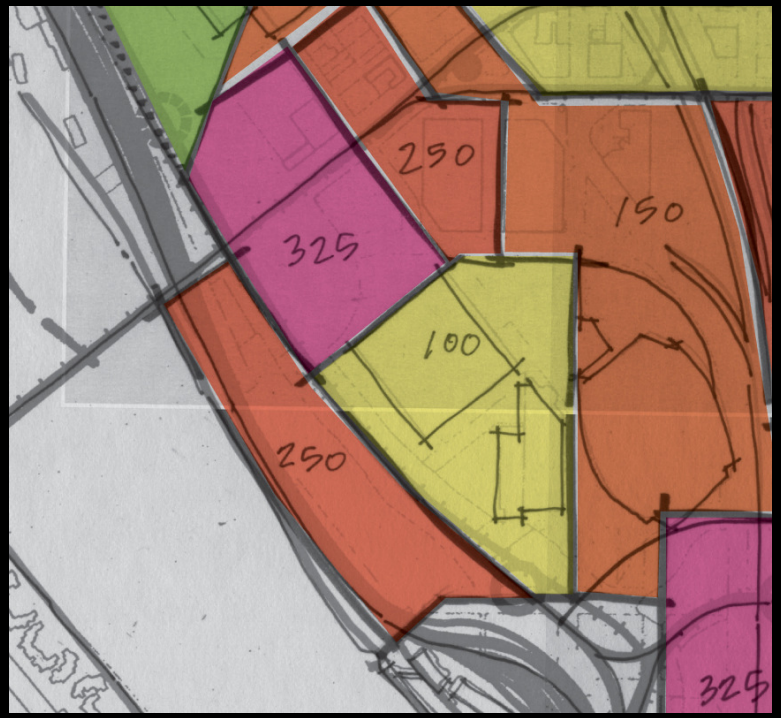


Thunderbird Site – Proposed Change to Maximum Building Heights

A1) Allow building heights up to 250’ in exchange for providing public open space. No change to FAR (development potential.)

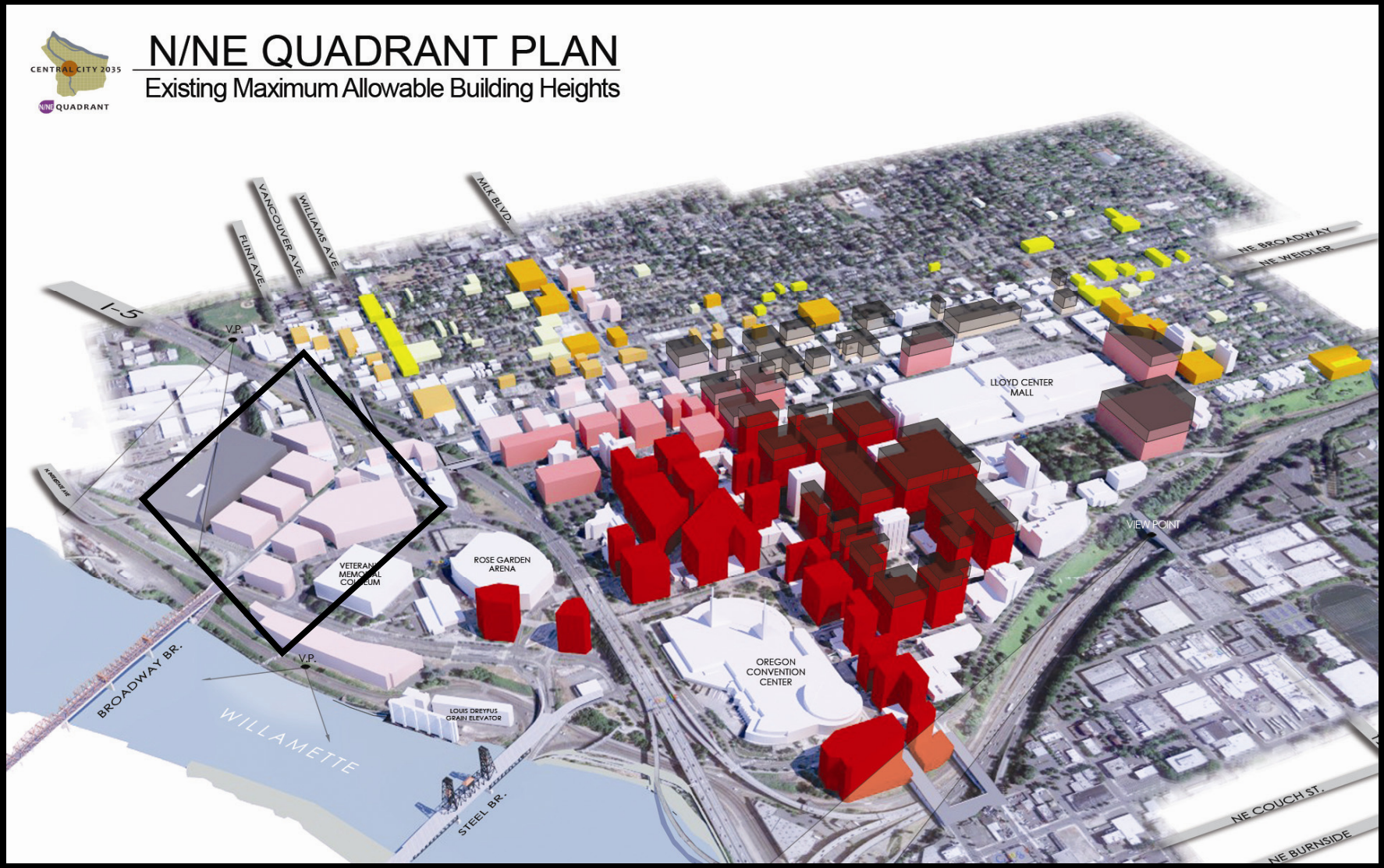


existing



proposed

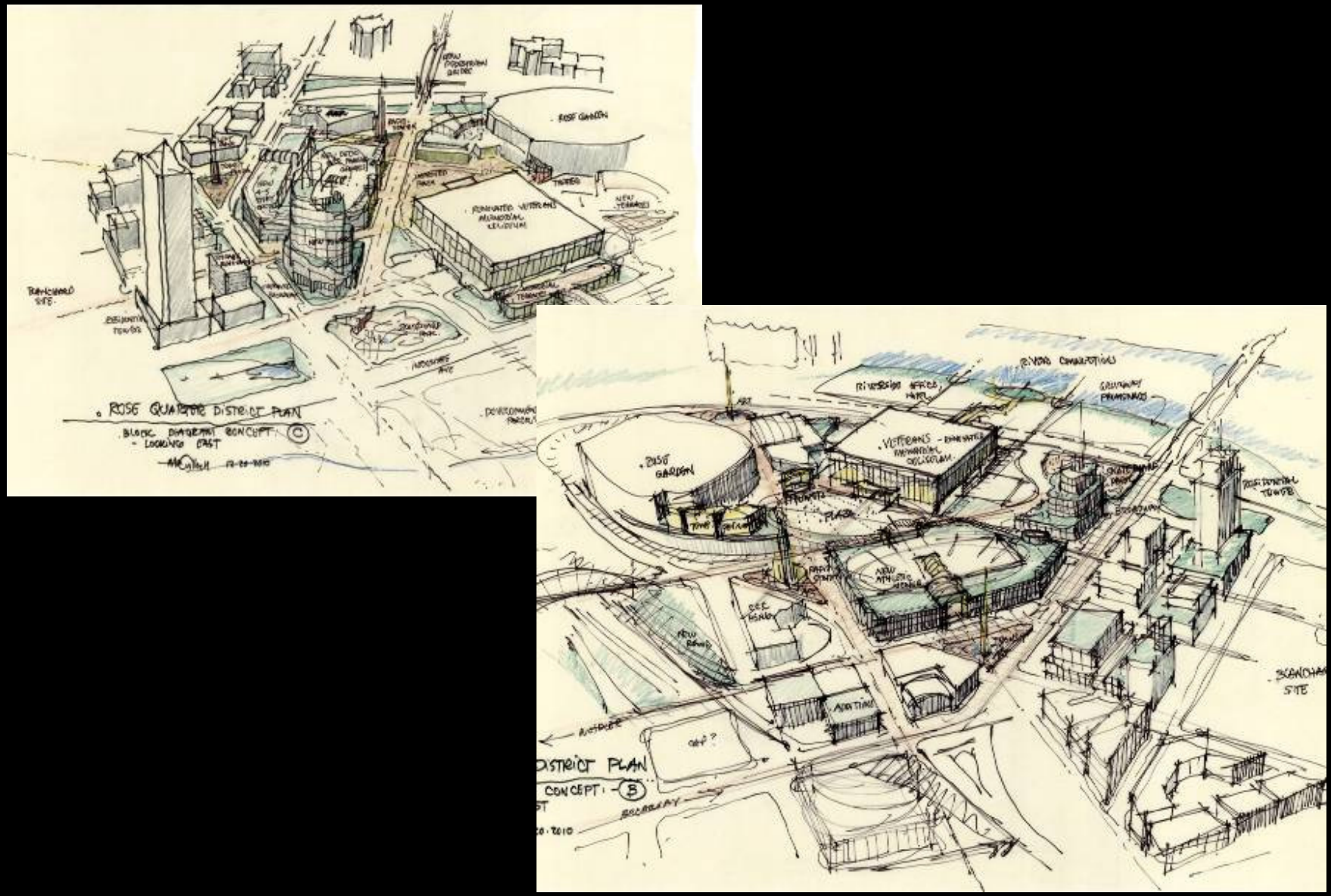
N. Broadway


CENTRAL CITY 2035
N/NE QUADRANT
N/NE QUADRANT PLAN
Existing Maximum Allowable Building Heights
I-5
V.P.
FLINT AVE.
VANCOUVER AVE.
WILLIAMS AVE.
MLK BLVD.
NE BROADWAY
NE WEIDLER
LLOYD CENTER MALL
VIEW POINT
ROSE GARDEN ARENA
OREGON CONVENTION CENTER
LOUIS DREYFUS GRAIN ELEVATOR
BROADWAY BR.
WILLAMETTE
STEEL BR.
NE COUCH ST.
NE BURNSIDE

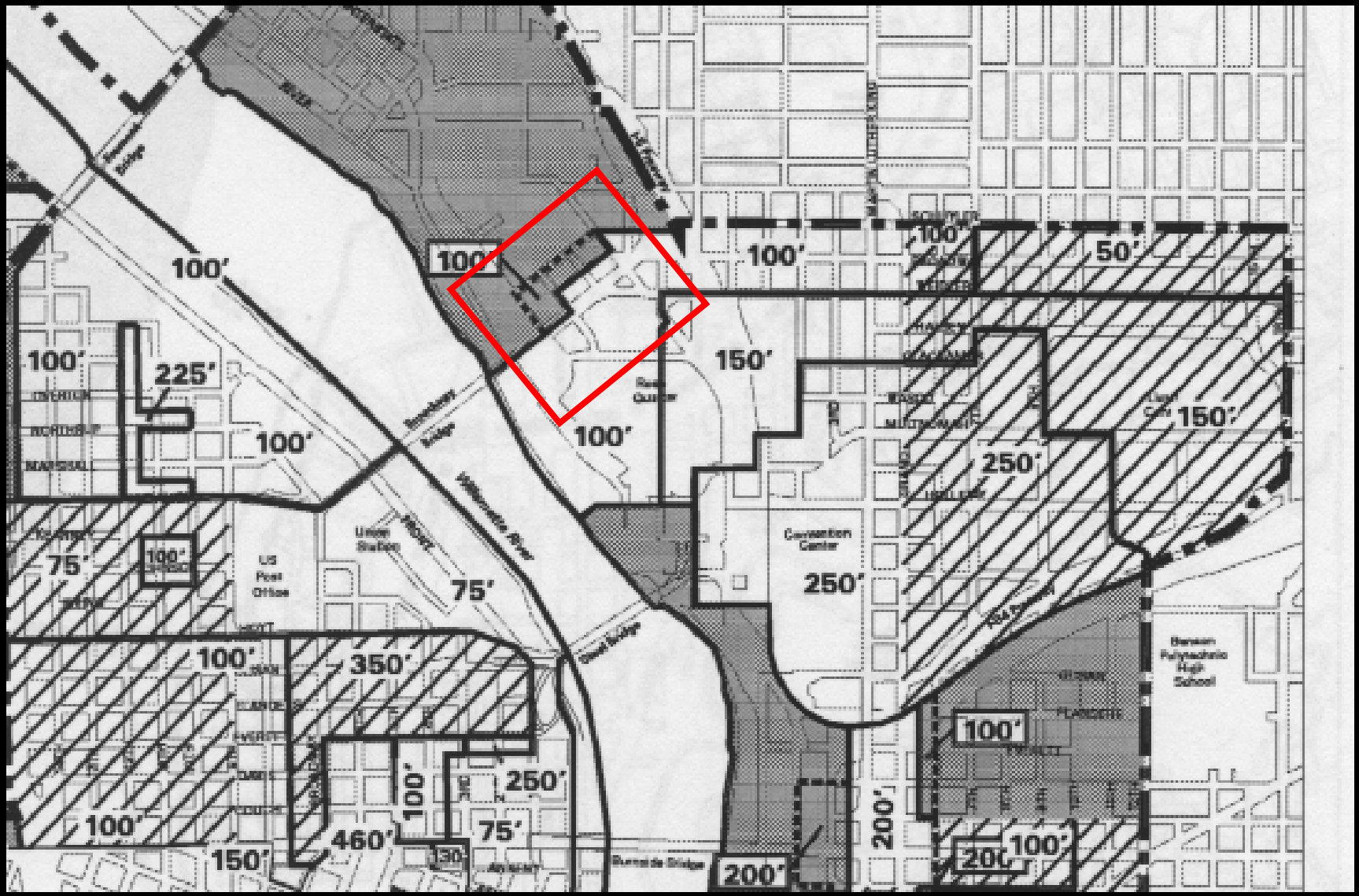
N. Broadway

- Lots of redevelopment potential
- Interest in increasing amounts of office, commercial, other less episodic uses
- Coordination with rejuvenated Rose Quarter district
- Broadway Bridgehead redevelopment opportunity
- Link between Rose Quarter and future PPS Blanchard redevelopment

N. Broadway – Rose Quarter Redevelopment Plans



N. Broadway


100'
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US Post Office
Union Station
75'
Convention Center
250'
100'
350'
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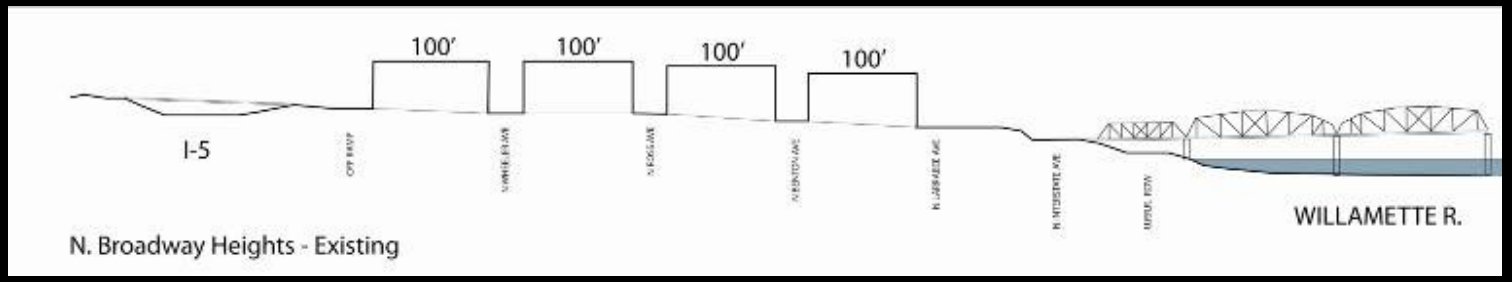
460'
150'
200'
200'
100'
200'
Benson Polytechnic High School
Willamette River

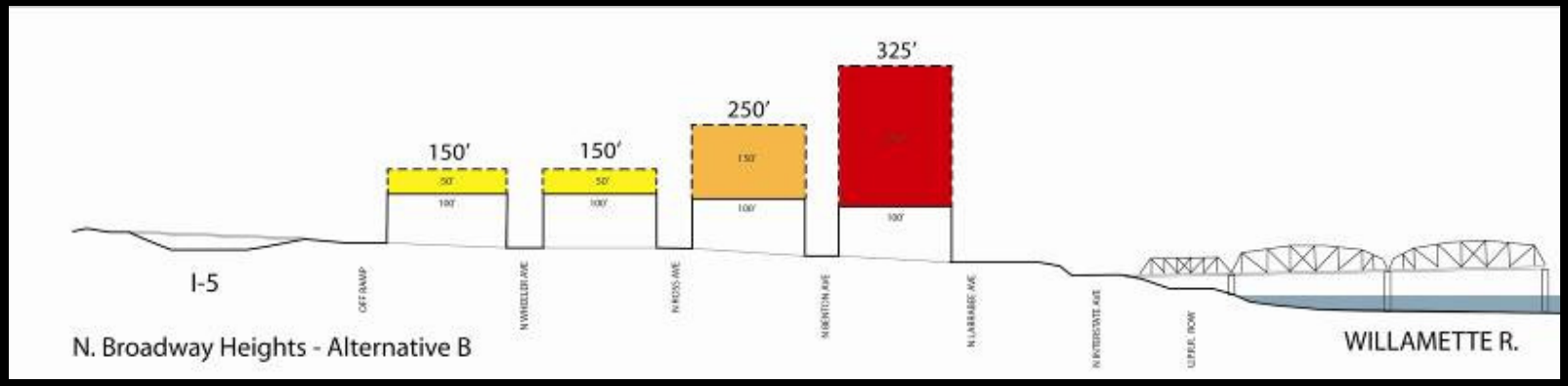
N. Broadway



N. Broadway Heights - Existing



2. N. Broadway – Broadway Bridgehead

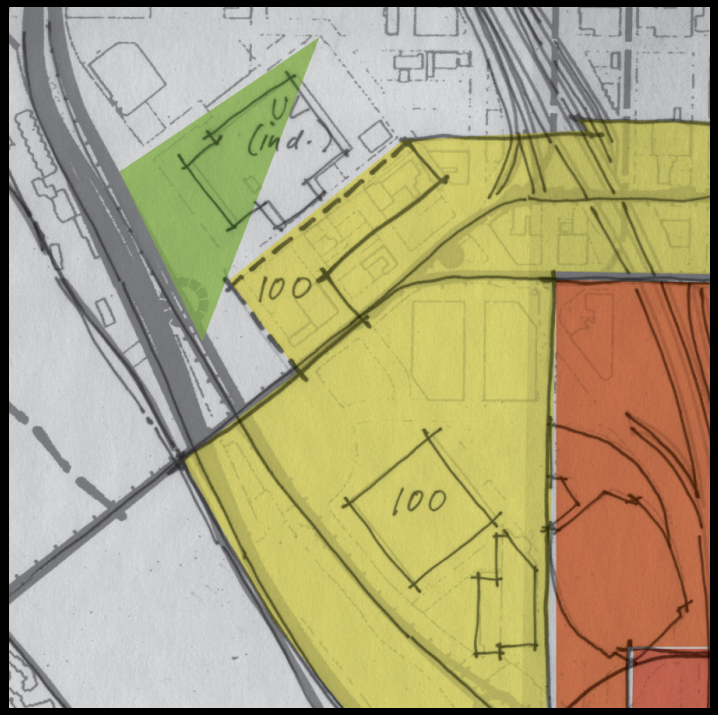






N. Broadway – Proposed Change to Maximum Building Heights

A2) Increase flexibility on building height, in exchange for desired amenities - up to 325’ maximum at bridgehead, stepping down to the east.

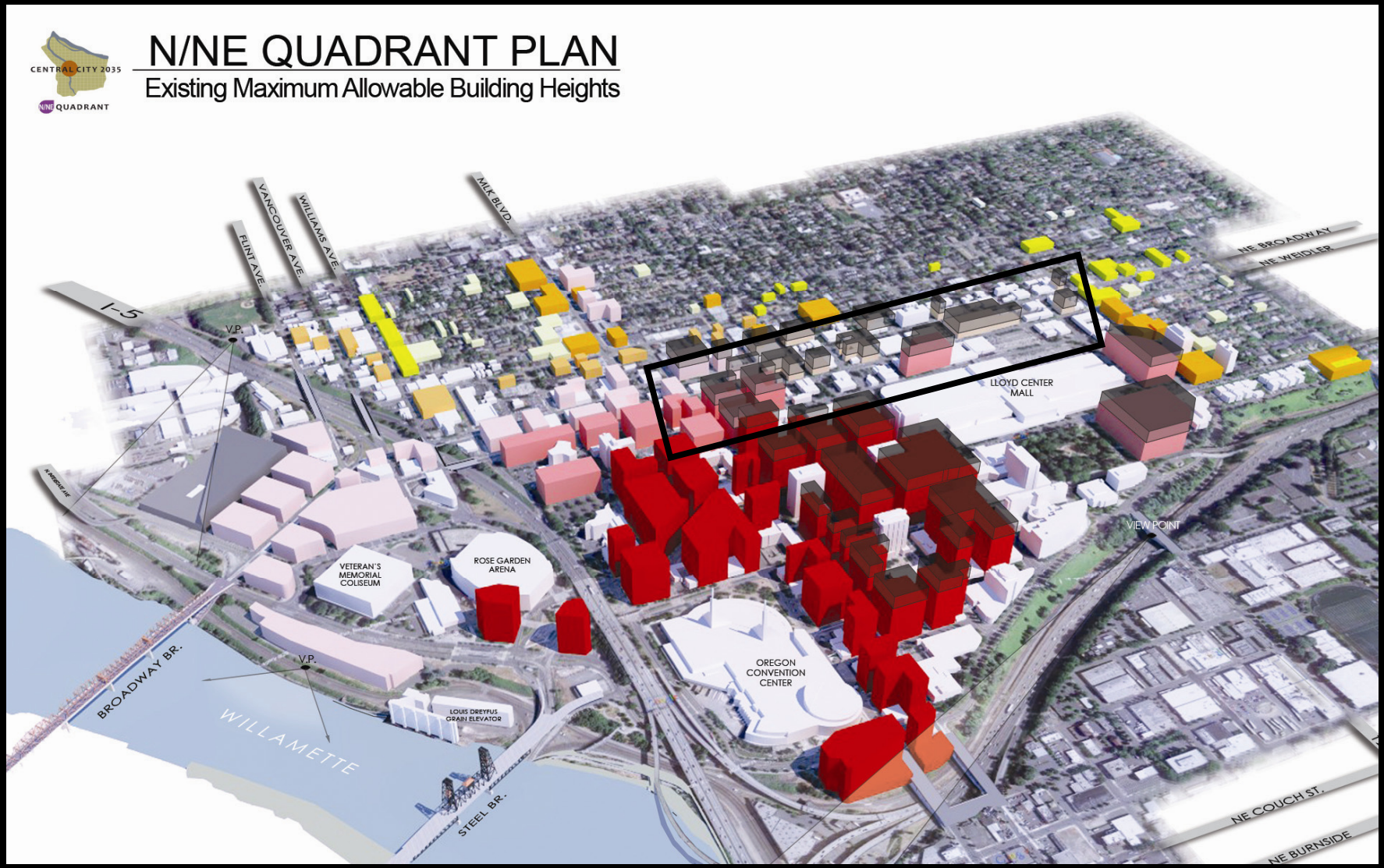


existing

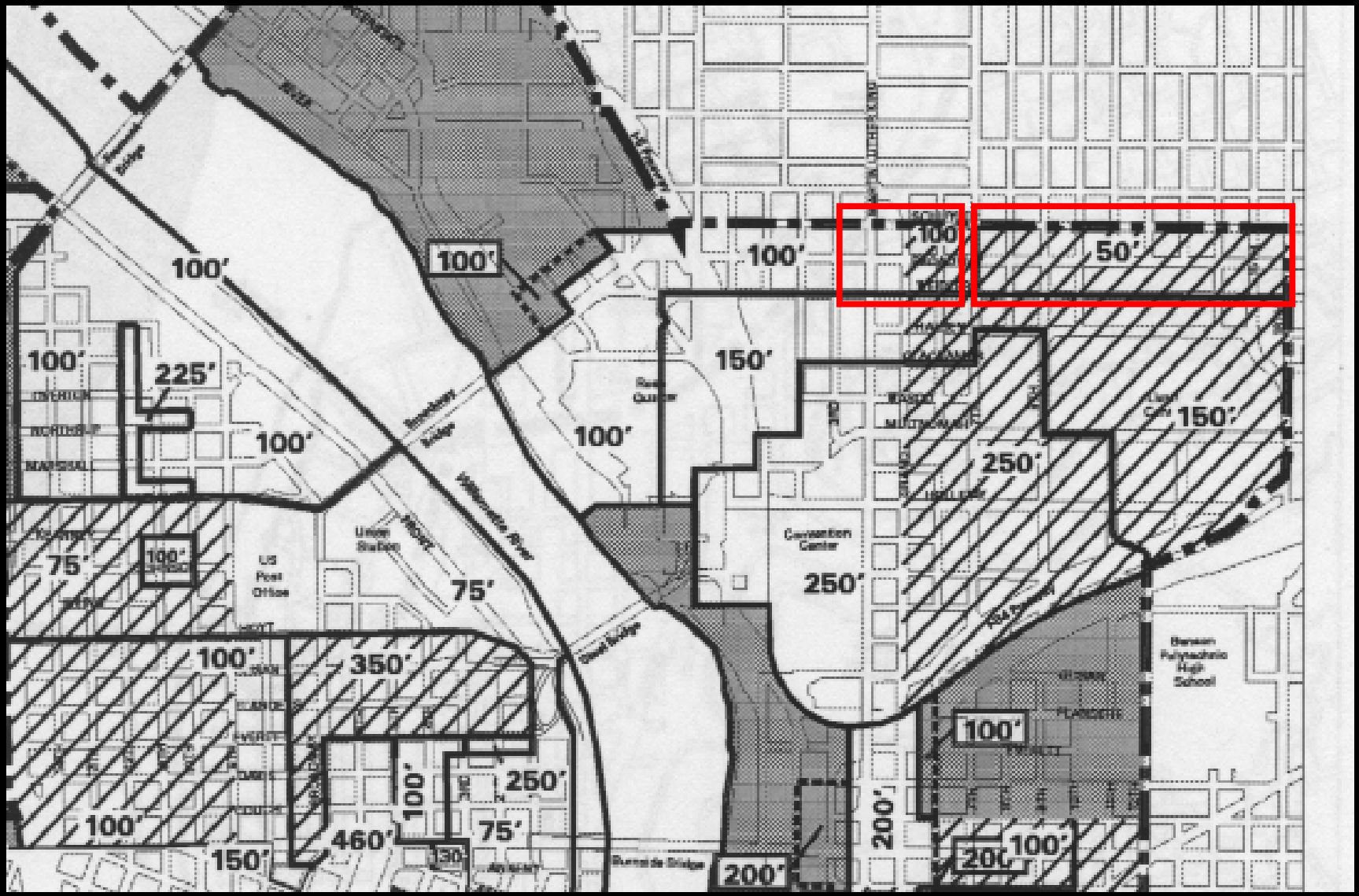


proposed

Eliot / Irvington Edge



Eliot / Irvington Edge



Eliot/ Irvington Edge

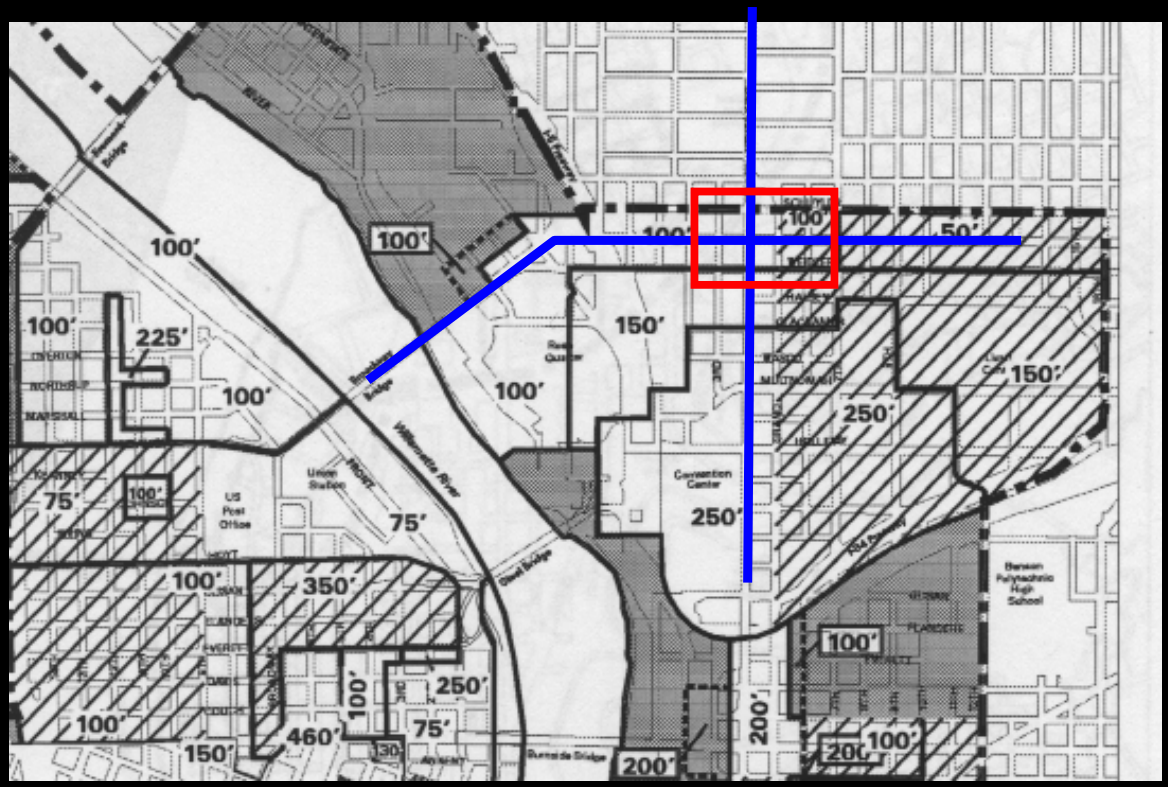
- Irvington Historic District overlap with Central City boundary
- Sensitive transitions to north
- Supporting retail cluster along NE Broadway
- Focus on block between NE Broadway and Schuyler

- Recognize major crossroads at intersections of MLK/Grand and Broadway/Weidler by allowing slightly taller buildings.

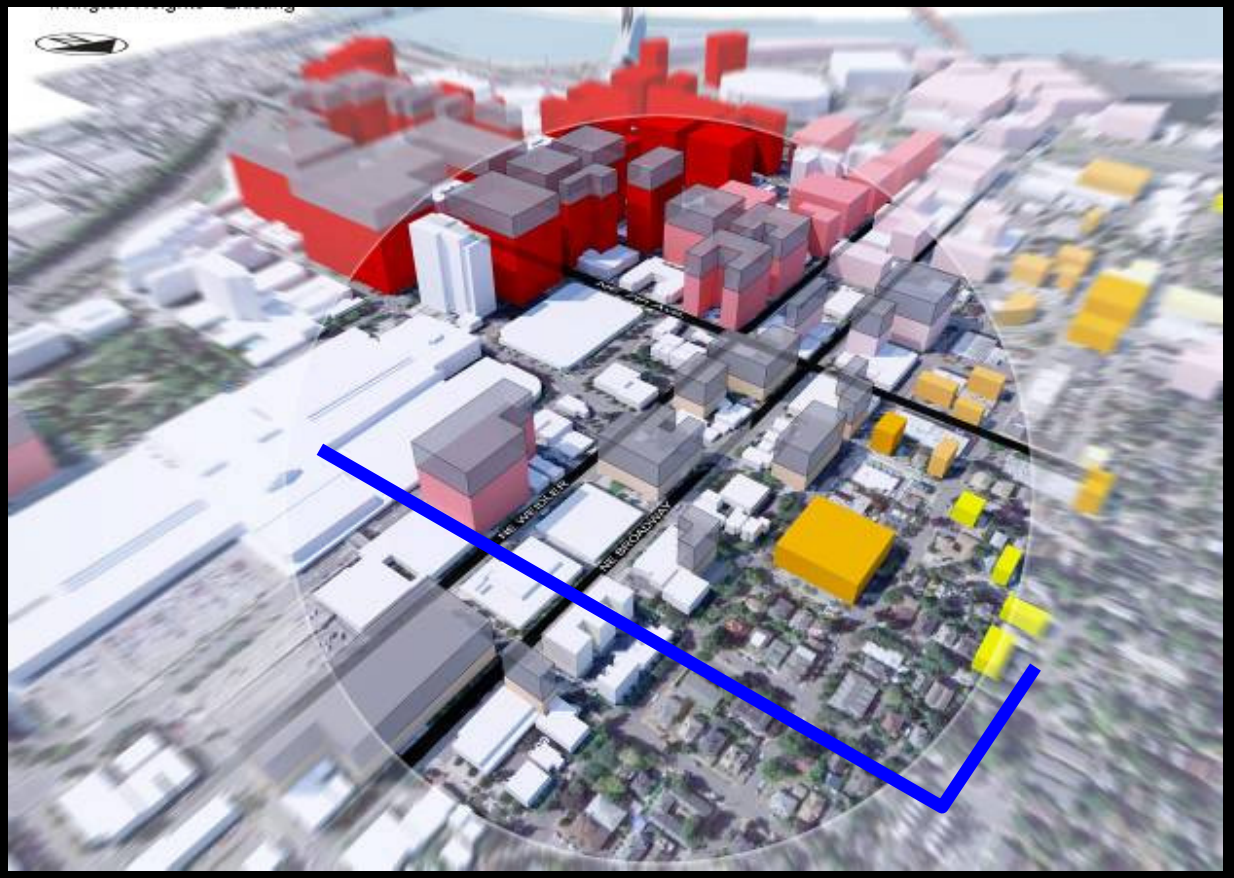
Eliot Edge – Node at NE Broadway and NE MLK

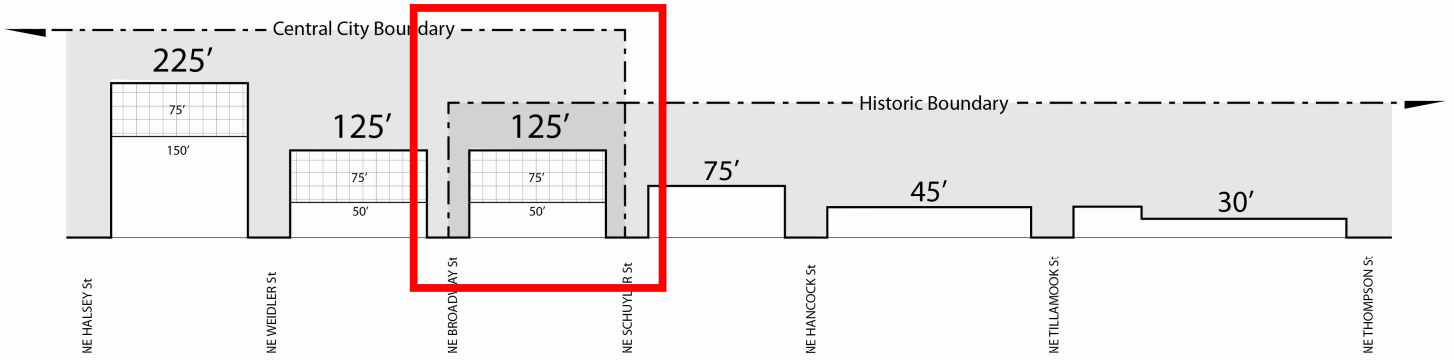
Current height bonuses allow up to 175’ between NE Grand and NE 7th.

Proposal would expand that area two blocks to the west to include blocks around the major intersections of NE Broadway/Weidler and NE MLK



Irvington Edge – Existing heights

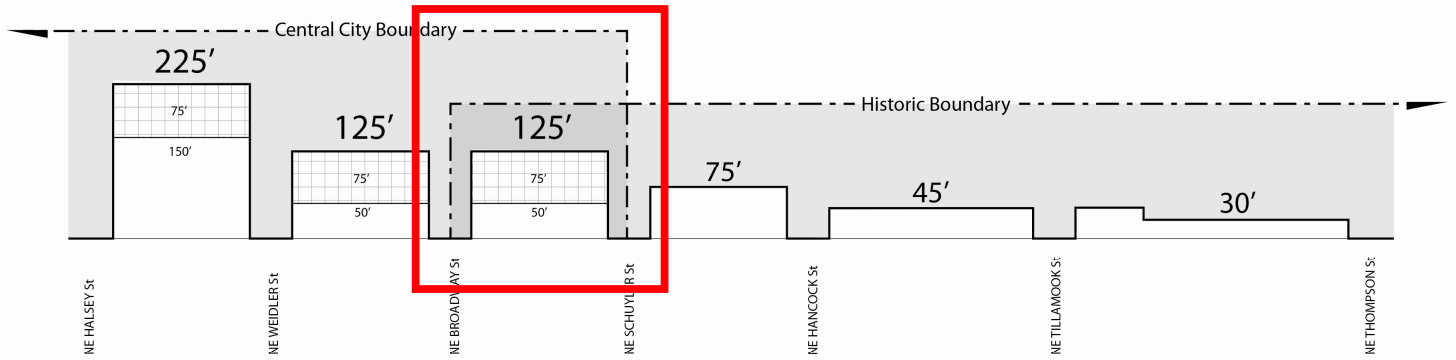




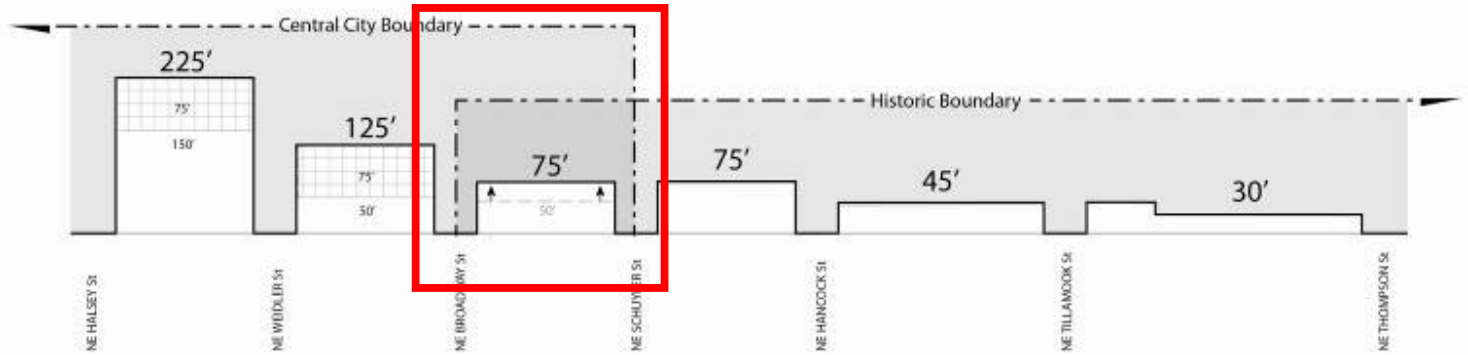
Irvington Building Heights - Existing

Irvington Edge –

Set base height at 75 feet, remove allowance for bonus height



Irvington Building Heights - Existing



Irvington Building Heights - Alternative B

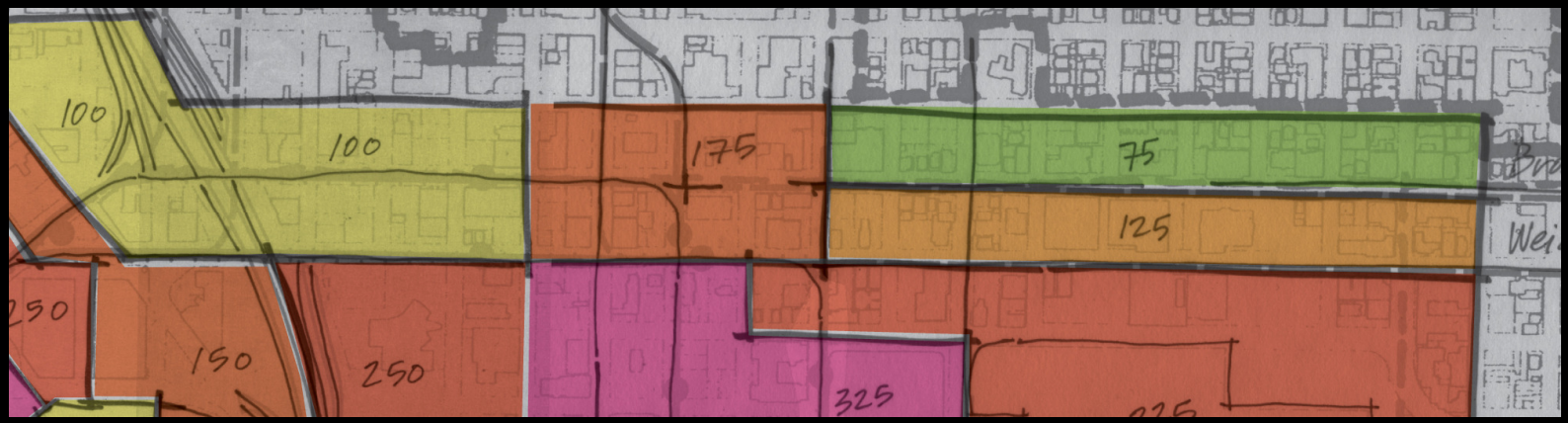
Eliot / Irvington Edge – Proposed Changes to Maximum Building Heights

A3) Expand area eligible for up to 175’ height through bonuses to include intersections of MLK, Grand, Broadway & Weidler.

A4) Reduce maximum building height to 75’ north of Broadway within the Irvington Historic District.

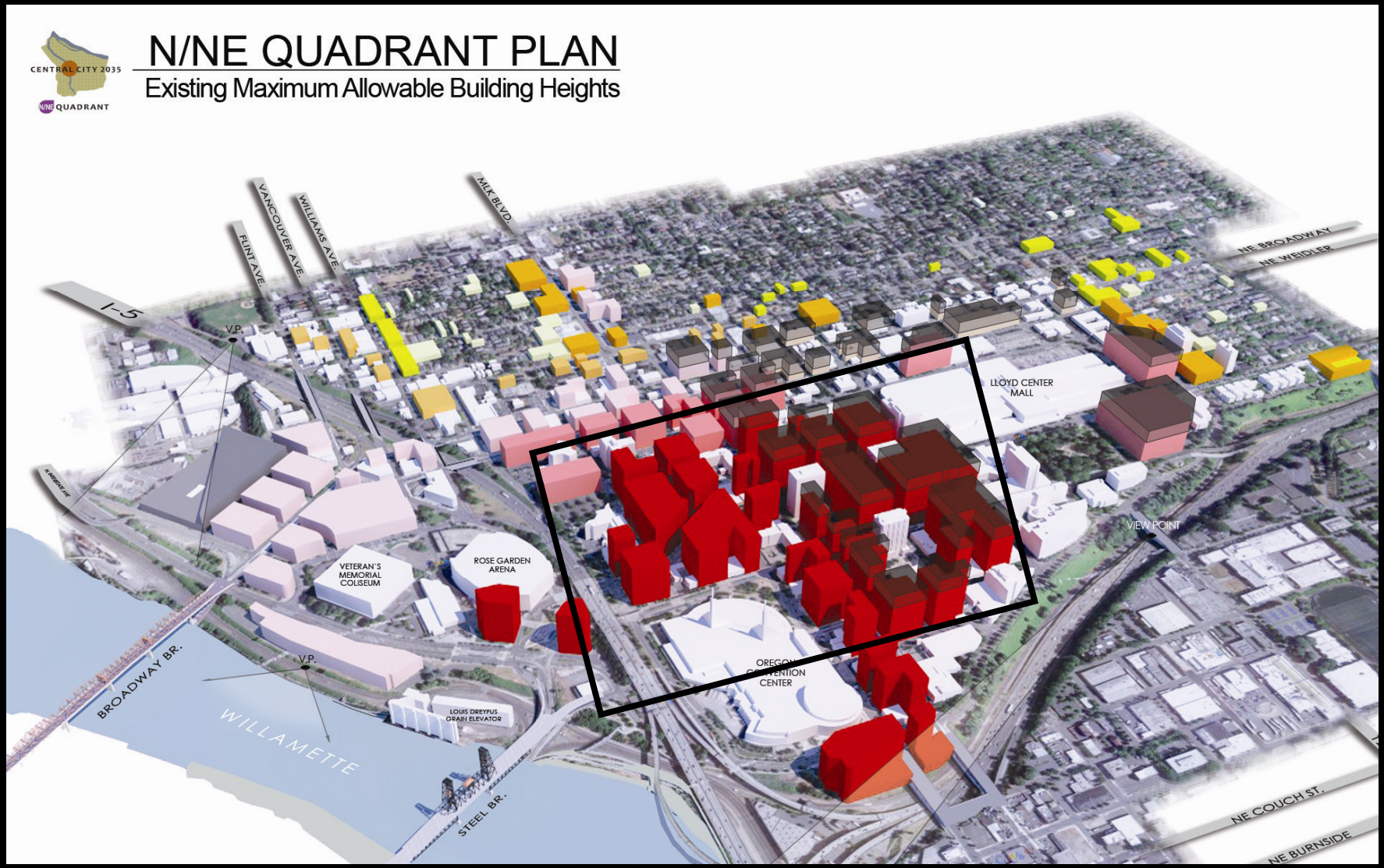


existing

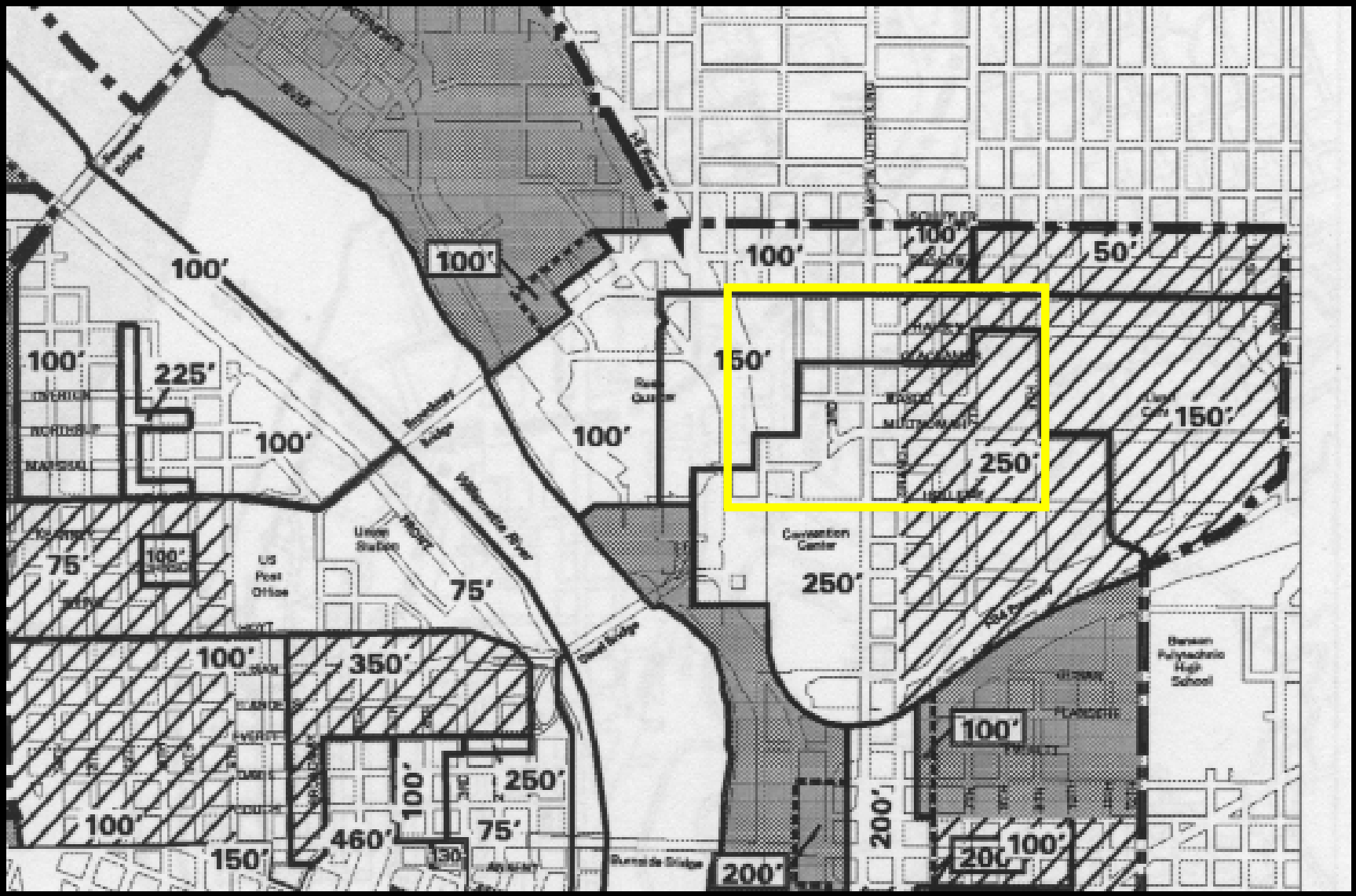


proposed

Central Lloyd



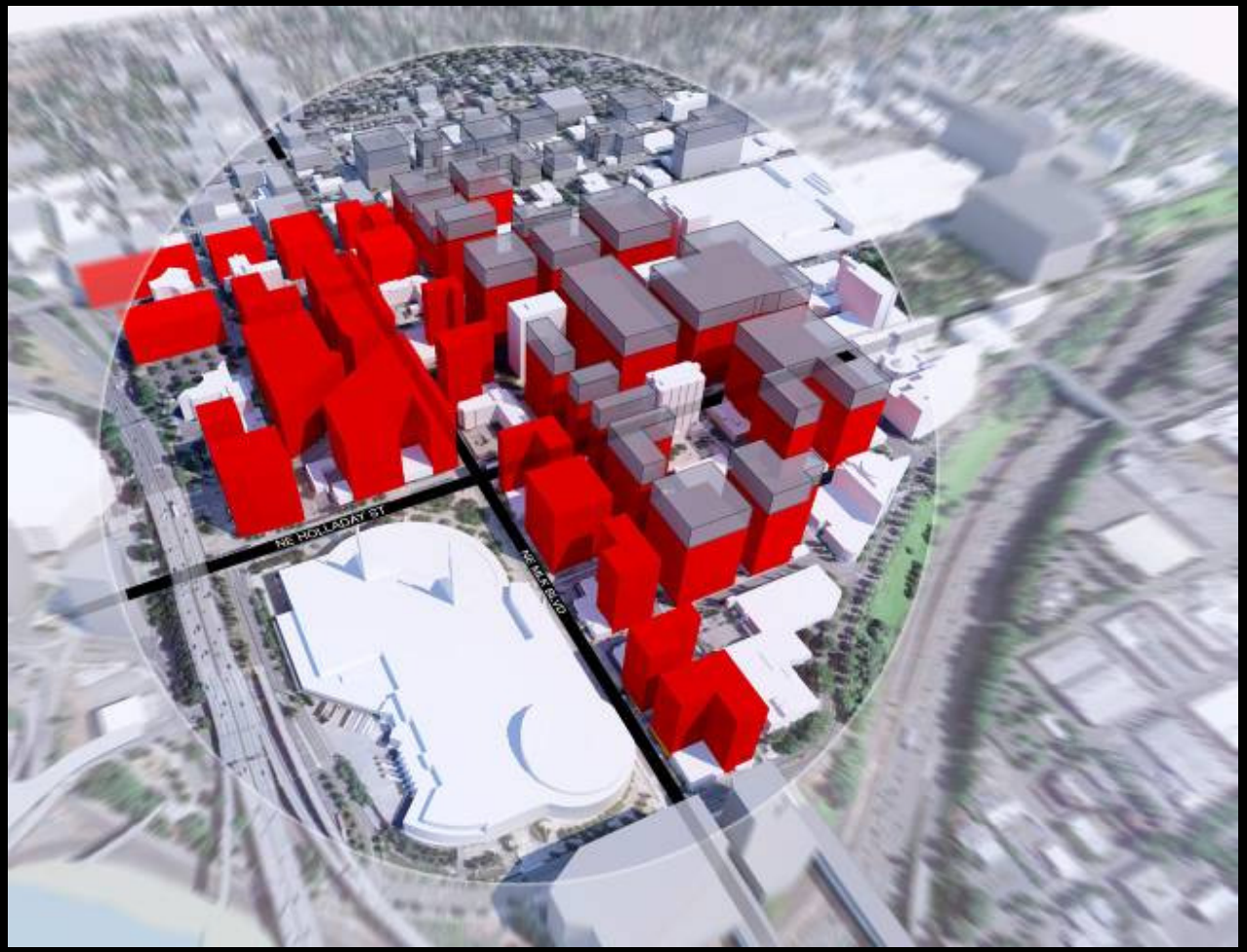
Central Lloyd



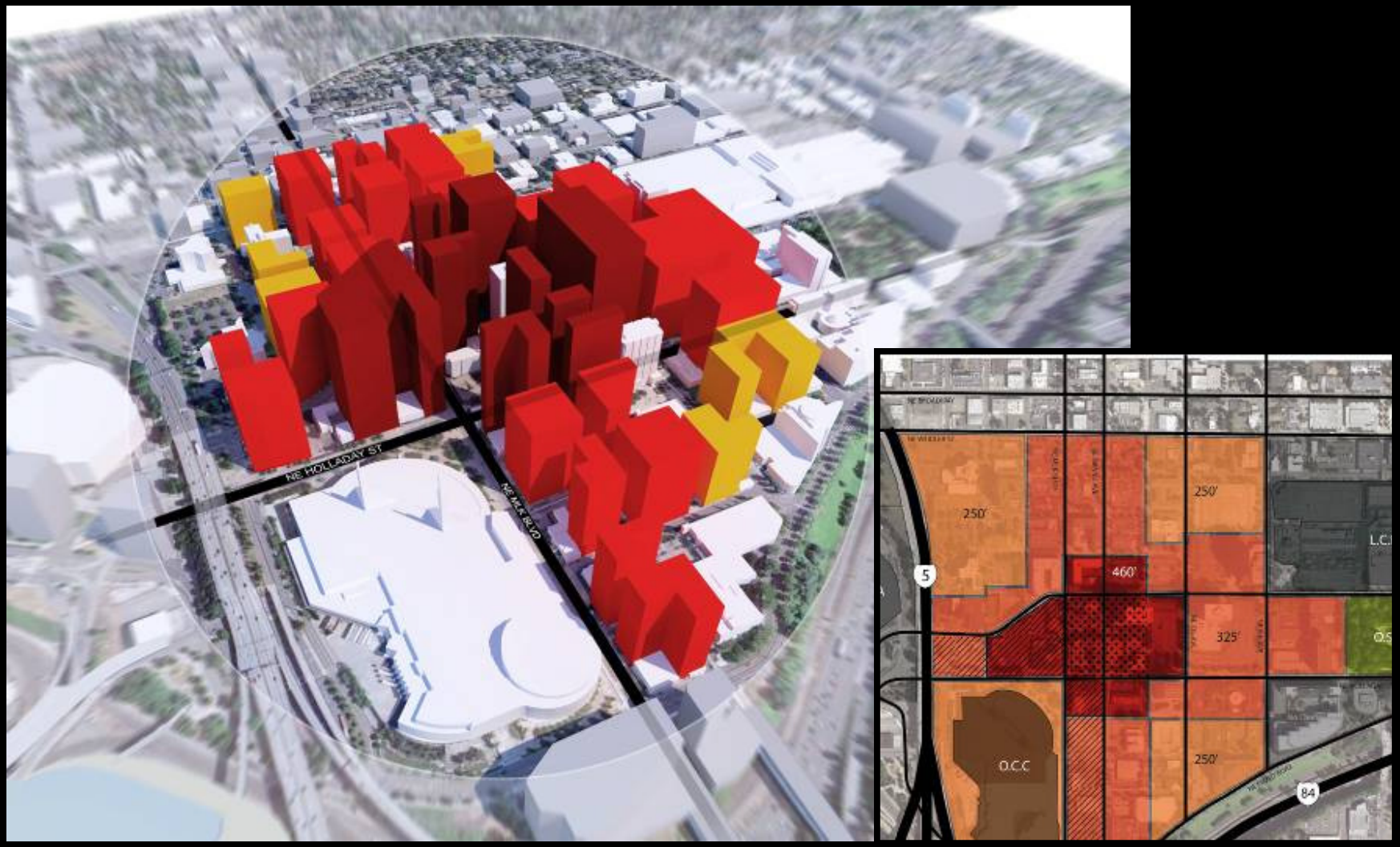
Central Lloyd

- Apply incentives for residential development and open space in Central Lloyd area
- Consider increased or unlimited height (regulated by FAR/design review) in some areas.
- Strengthen/support future investments in public amenities
- Recent residential development proposal at 325 feet

Central Lloyd – Existing Heights

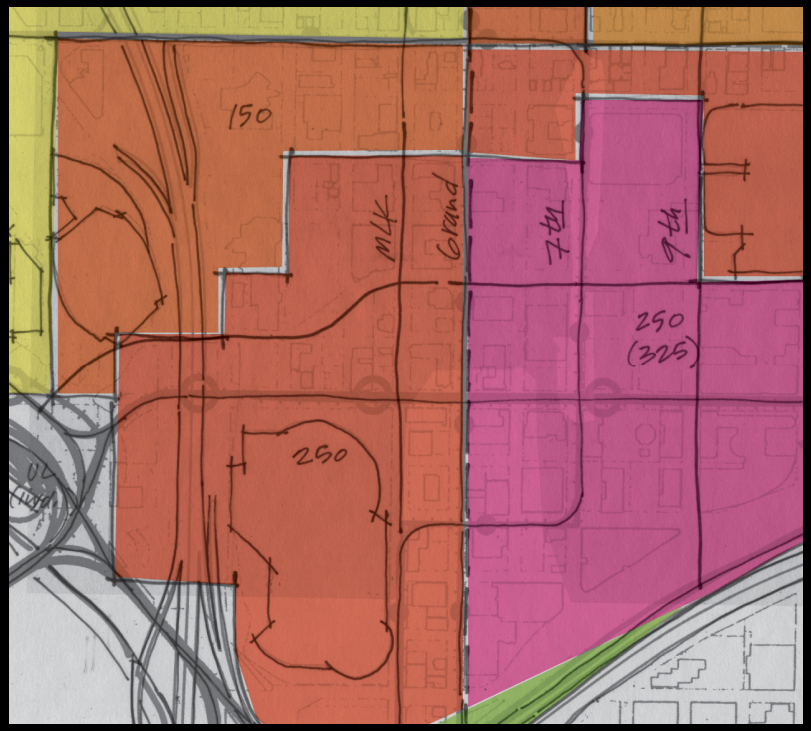


Central Lloyd – Height Alternative B: “100% Corner” at NE MLK/Holladay

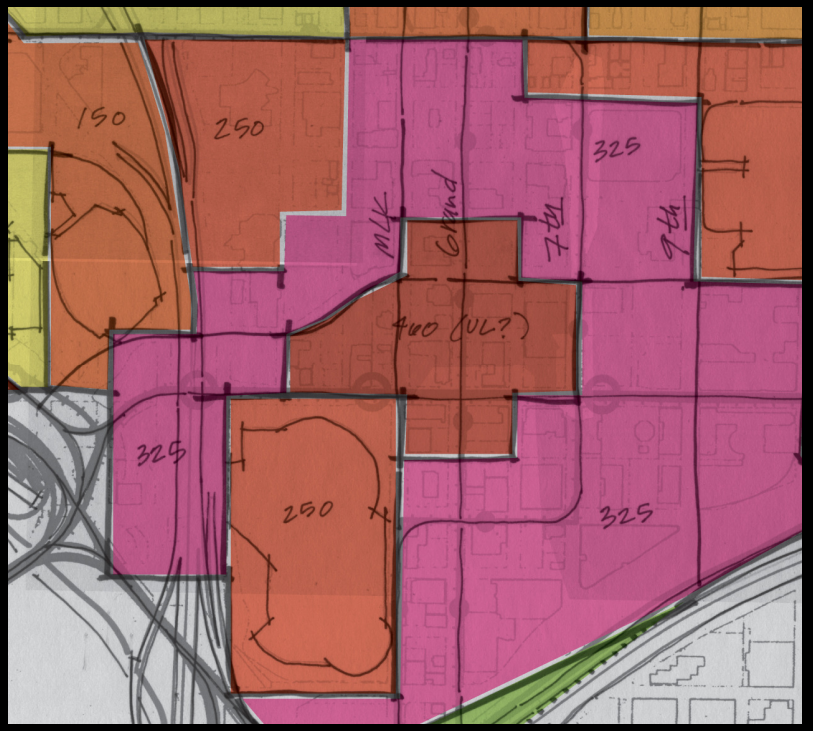


Central Lloyd – Proposed Changes to Maximum Building Heights

A5) Increase maximum potential heights in the Central Lloyd with the tallest heights (460’ or limited only by FAR) around the intersections of MLK/Grand and Multnomah/Holladay.



existing



proposed

Questions

Proposed changes to Zoning

- Refer to proposal descriptions and maps in packet
- Changes would be recommended in the N/NE Quadrant Plan, but not enacted until after the completion of Comprehensive Plan Update and Central City 2035 (likely 2014)

Lower Albina – Proposed Changes to Zoning

B1a) Change IG1d on Russell east of existing conservation district to EXd (with housing prohibited).

B1b) Apply Employment Opportunity Subarea provisions east of Union Pacific rail line.

Employment Opportunity Subarea Provisions

	Central City IG1	Employment Opportunity Subarea (EOS)
Traditional Office: Allowed	1 Office (or Retail) use per site, up to 3,000 SF	5,000 SF per site
Traditional Office: Conditional Use	More than 1 Retail or Office use per site More than 3,000 SF, max of 60,000 SF or 1:1 FAR	More than 5,000 SF, max of 60,000 SF
Industrial Office: Allowed	NA	60,000 SF per site
Industrial Office: Conditional Use	NA	More than 60,000 SF
Retail: Allowed	1 Retail (or Office) use per site, up to 3,000 SF	5,000 SF per site
Retail: Conditional Use	More than 3,000 SF, max of 25,000 SF or 1:1 FAR	None

Office Definitions

Traditional Office:

Focus on business, government, professional, medical, or financial services.

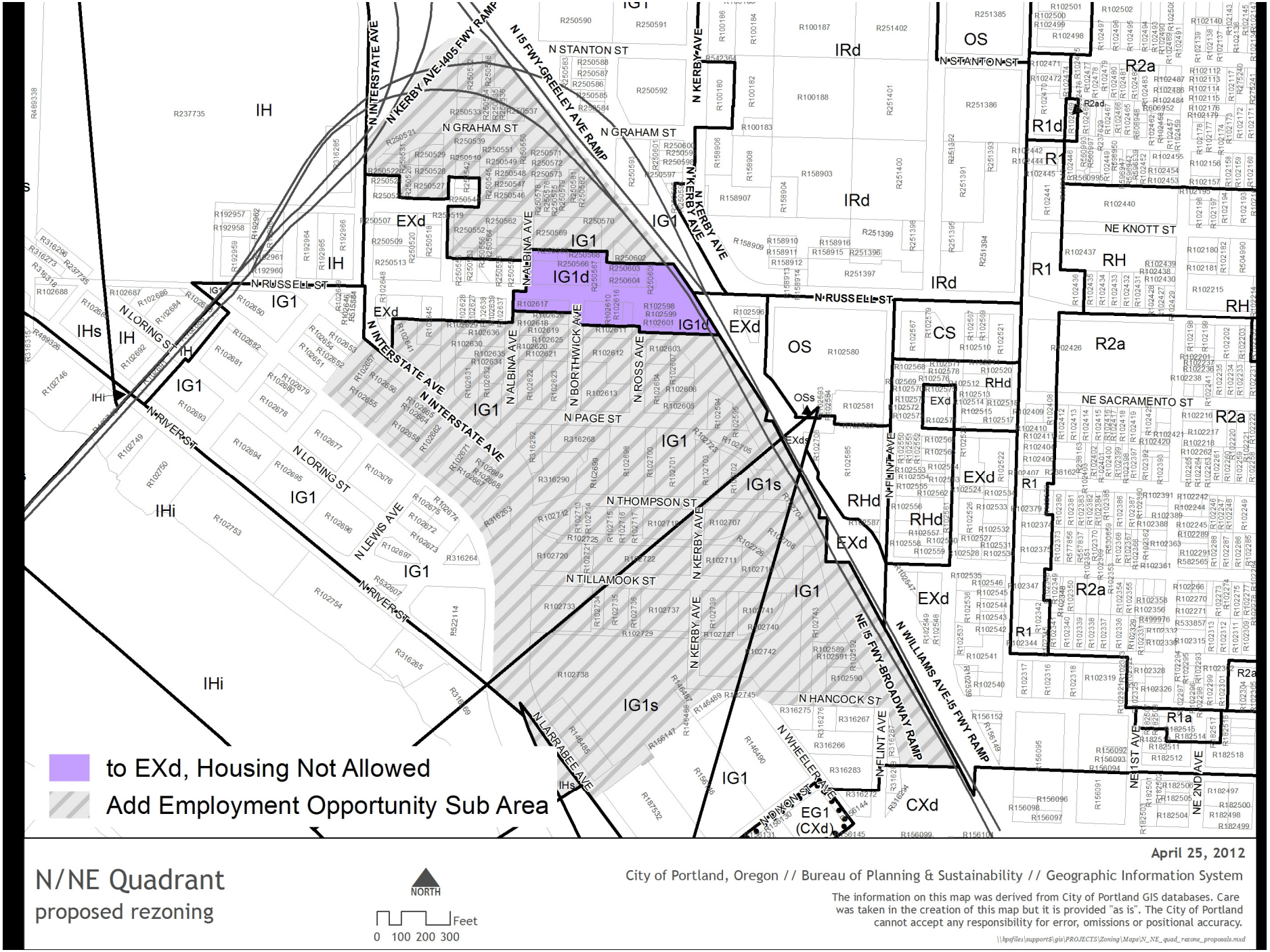
Industrial Office:

Conducted in an office-like setting but more compatible with industrial activities, businesses, & districts.

Less service-oriented, focus on development, production, processing of products, including digital products, e.g. internet & media content, designs & specifications, software, advertising materials.

Primarily provide products to other businesses.

Do not require customers or clients to visit the site.



N/NE Quadrant

proposed rezoning

NORTH

Feet

0 100 200 300

April 25, 2012

City of Portland, Oregon // Bureau of Planning & Sustainability // Geographic Information System

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.

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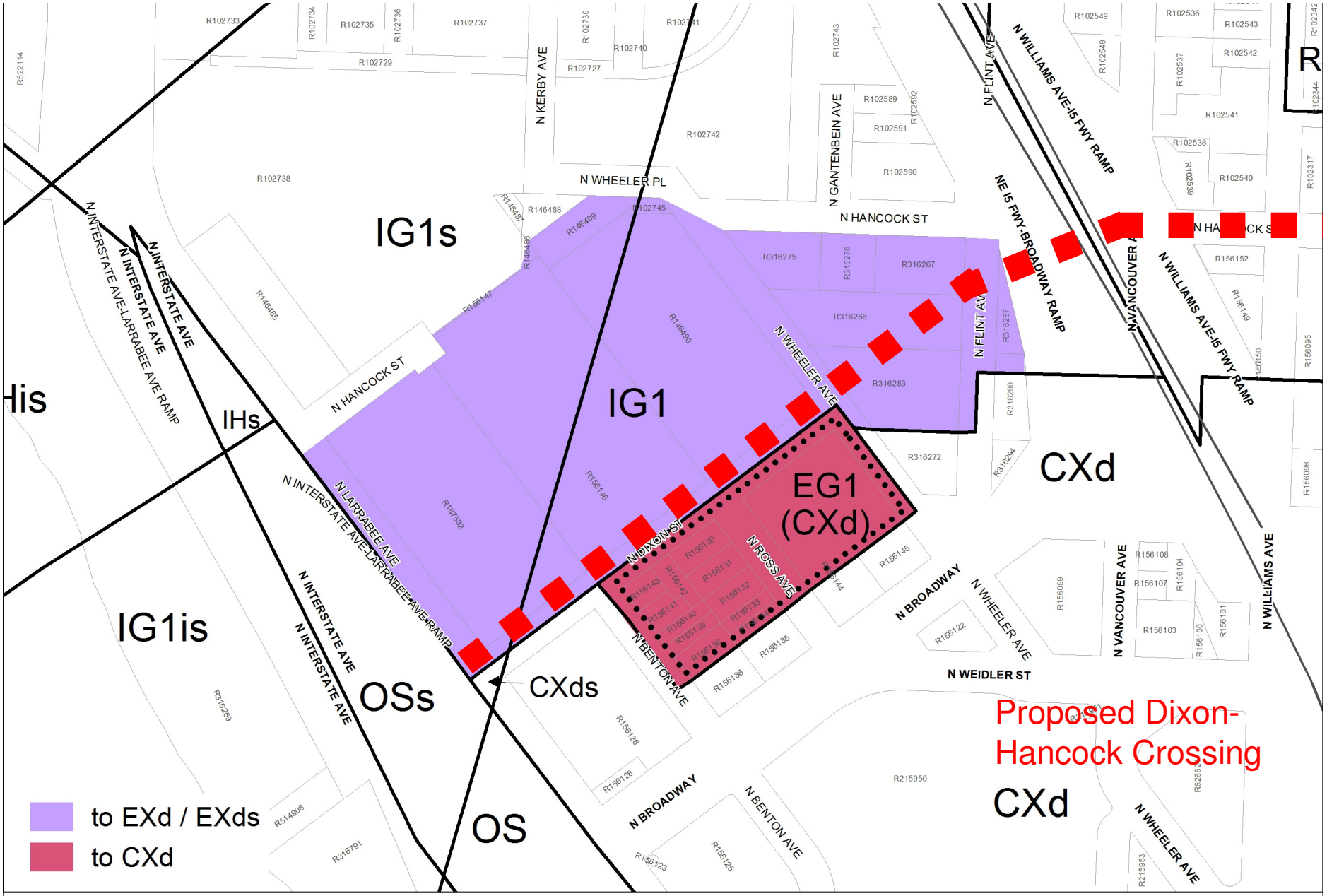
North of Broadway/Blanchard Area – Proposed Changes to Zoning

B2a) Change zoning on PPS properties (and 3 adjacent properties) from IG1 to EXd with a master plan requirement.

B2b) Change EG1 area to CXd (change consistent with existing Comprehensive Plan designation).


IG1s
IG1
IG1is
IHs
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OSs
OS
CXds
CXd
CXd
EG1
(CXd)
N INTERSTATE AVE
N INTERSTATE AVE-LARRABEE AVE RAMP
N LARRABEE AVE
N INTERSTATE AVE-LARRABEE AVE RAMP
N HANCOCK ST
N WHEELER PL
N KERBY AVE
N GANTENBEIN AVE
N FLINT AVE
N WILLIAMS AVE-I5 FWY RAMP
NE I5 FWY-BROADWAY RAMP
N VANCOUVER AVE
N WILLIAMS AVE-I5 FWY RAMP
N WHEELER AVE
N DIXON ST
N ROSS AVE
N BENTON AVE
N BROADWAY
N WEIDLER ST
N WHEELER AVE
N VANCOUVER AVE
N WILLIAMS AVE
N BROADWAY
N BENTON AVE
N WHEELER AVE
Proposed Dixon-
Hancock Crossing
to EXd / EXds
to CXd
N/NE Quadrant
proposed rezoning
NORTH
Feet
April 25, 2012
City of Portland, Oregon // Bureau of Planning & Sustainability // Geographic Information System
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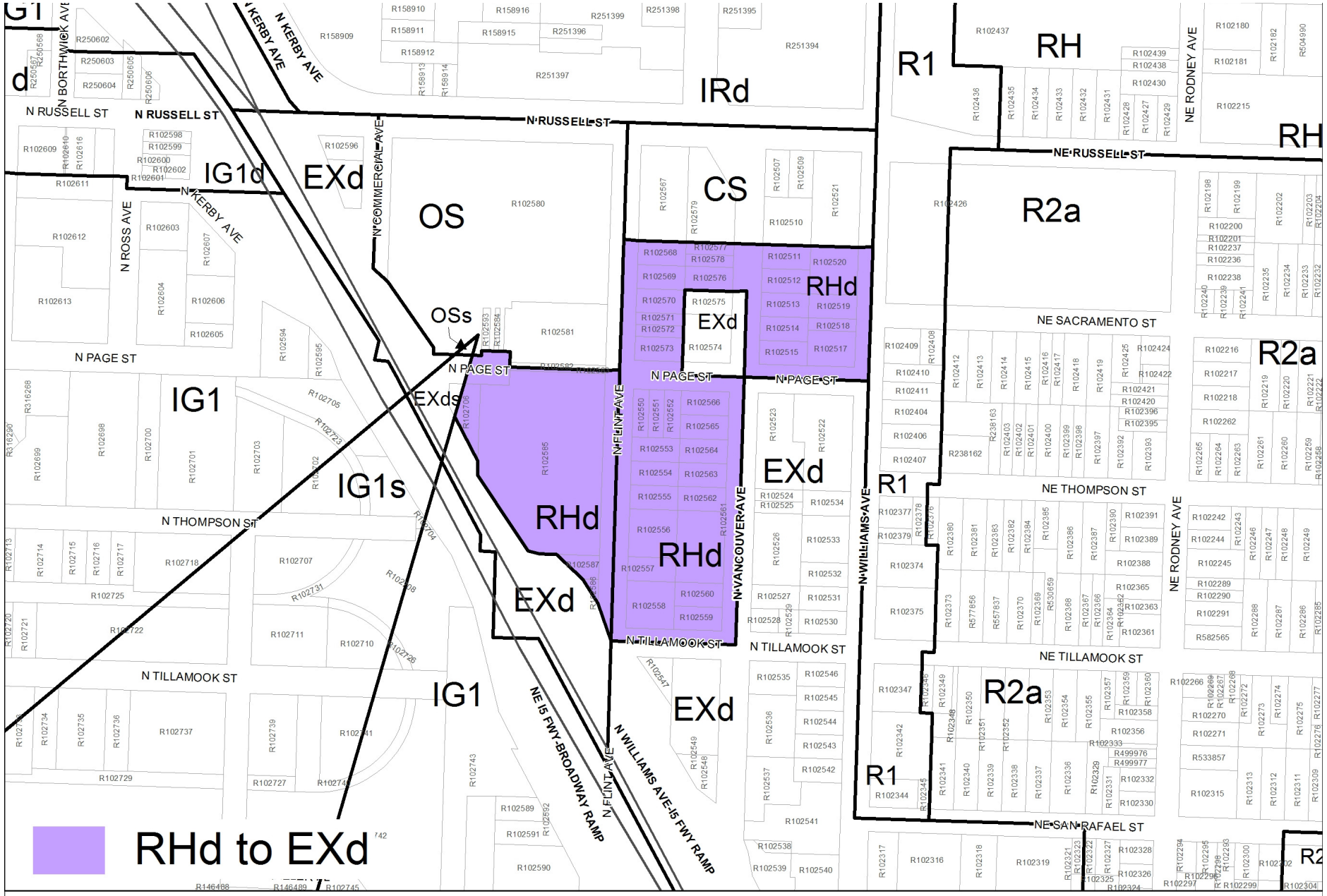
North of Broadway/Blanchard Area – Proposed Changes to Zoning

Provision	Existing IG1	Existing EG1	Proposed CXd	Proposed EXd/EXds
Land Uses	Primarily Industrial uses only.	Industrial, institutional and some commercial. Limitations on office, retail and residential.	Wide range of residential, office and retail allowed.	Wide range of residential, office, retail and industrial allowed.
Height limit	No limit	100’	100’-250’	50’-150’
FAR limit	No limit	4:1	4:1	3:1
Design overlay	No	No	Yes	Yes

Vancouver/Williams Study Area – Proposed Changes to Zoning

B3) Change RHd area to EXd.


RHd to EXd
N/NE Quadrant
proposed rezoning
NORTH
Feet
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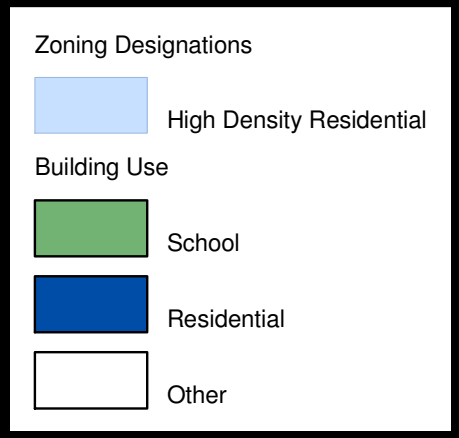
Vancouver/Williams Study Area – Existing Uses in the RHd Zone



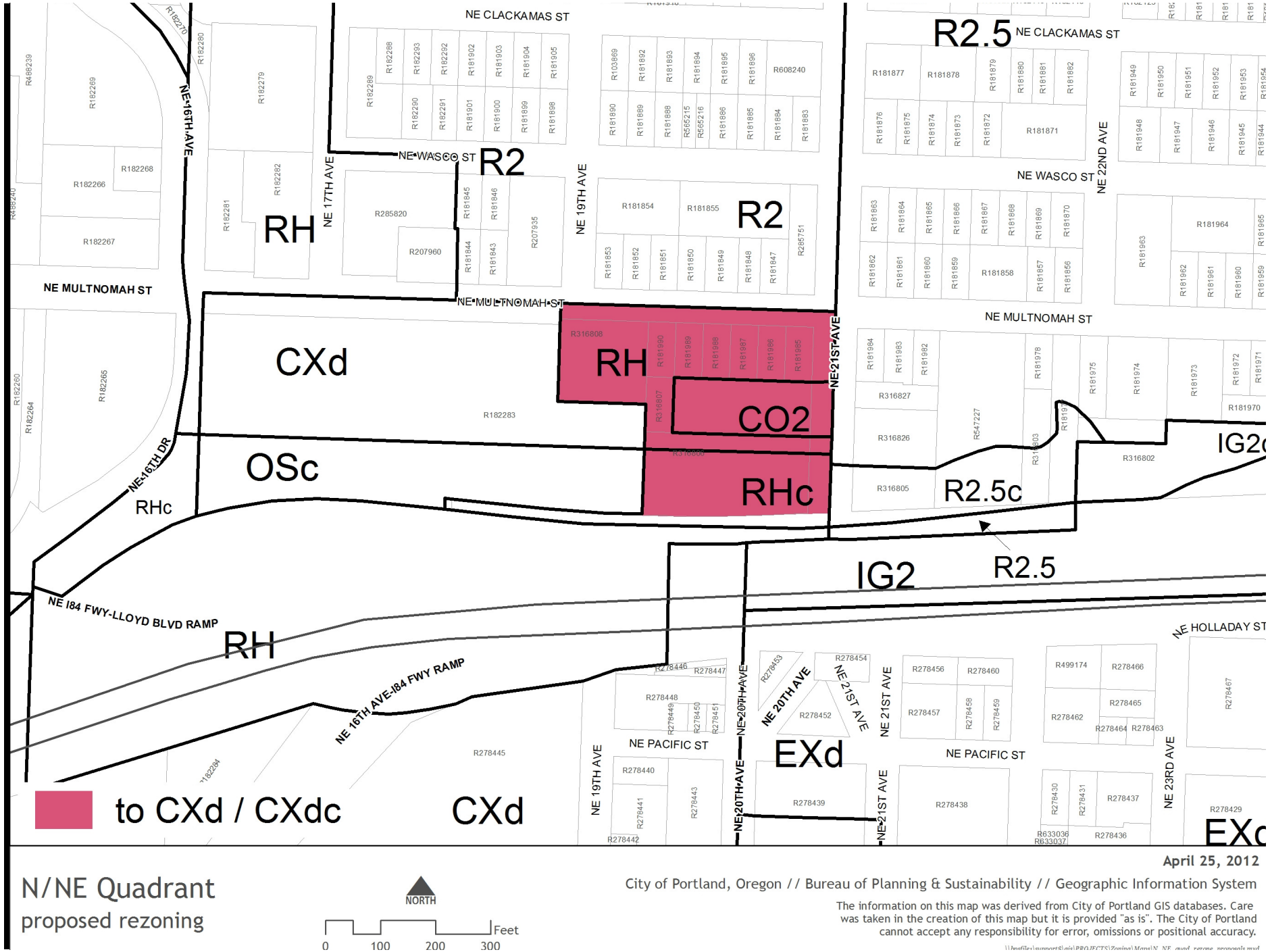


Vancouver/Williams Study Area – Proposed Changes to Zoning

Provision	**Existing RHd**	**Proposed EXd**
Land Uses	Primarily residential only.	Residential, office and light industrial allowed.
Height limit	75’	65’
FAR limit	4:1	3:1
Design overlay	Yes	Yes
Minimum Density	1 unit per 1,000 SF of site area	None

North Banfield Portal – Proposed Changes to Zoning

B4) Change RH and CO2 to CXd.



N/NE Quadrant
proposed rezoning

NORTH

0 100 200 300 Feet

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North Banfield Portal – Proposed Changes to Zoning

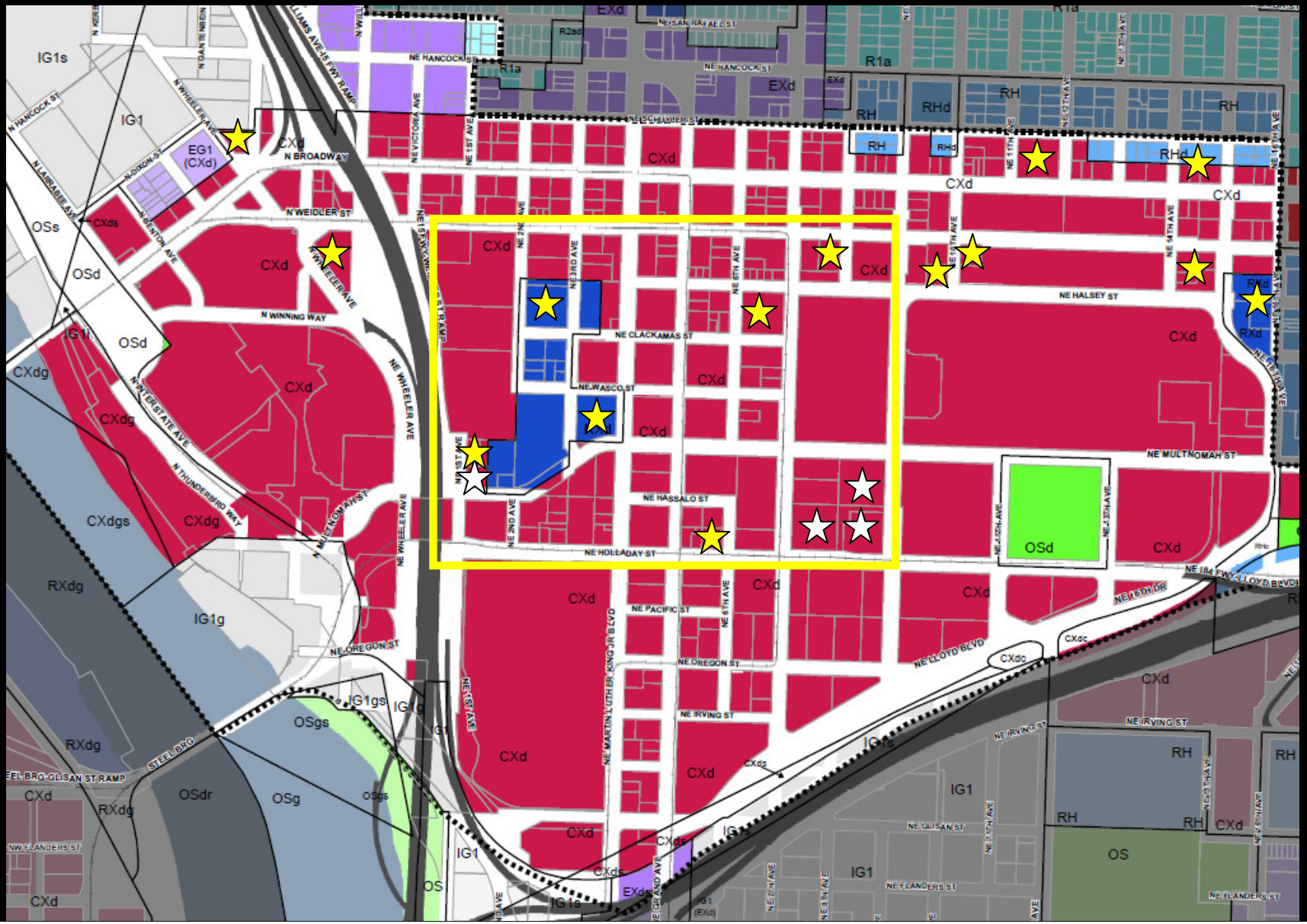
Provision	Existing RH	Existing CO2	Proposed CXd
Land Uses	Primarily residential only.	Office and residential allowed, retail limited.	Residential, office and retail allowed. Mixed uses allowed.
Height limit	75’	45’	75’
FAR limit	4:1	2:1	4:1
Design overlay	No	No	Yes. Discretionary design review or use of Community Design Standards required.

Central Lloyd – Proposed Changes to Zoning

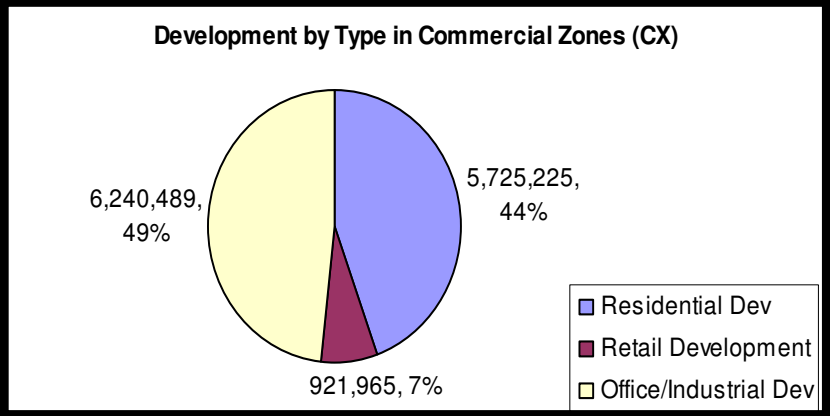
B5a) Change RXd pocket to CXd, apply housing (and open space) incentives to entire Central Lloyd.

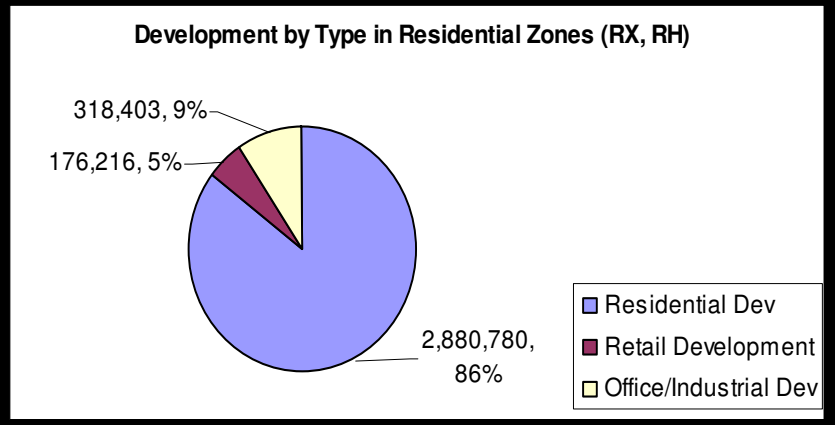
B5b) Apply incentives for hotels, restaurants and other convention center-supportive uses on blocks fronting the OCC.

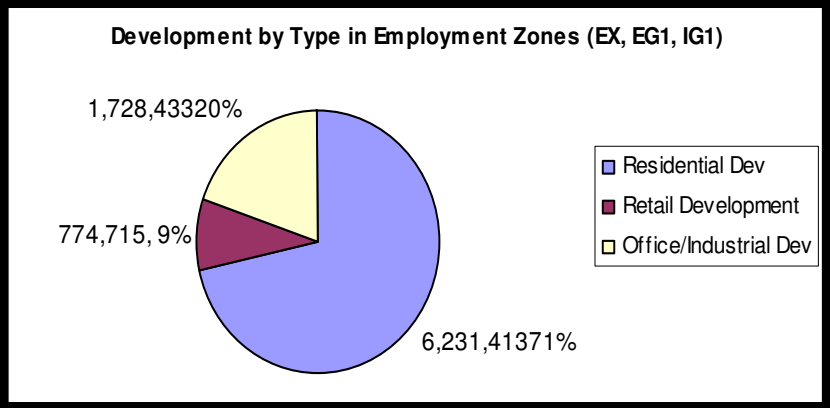
Central Lloyd – RXd Pocket



Central City: Major Development Types by Zoning (1990-2011)

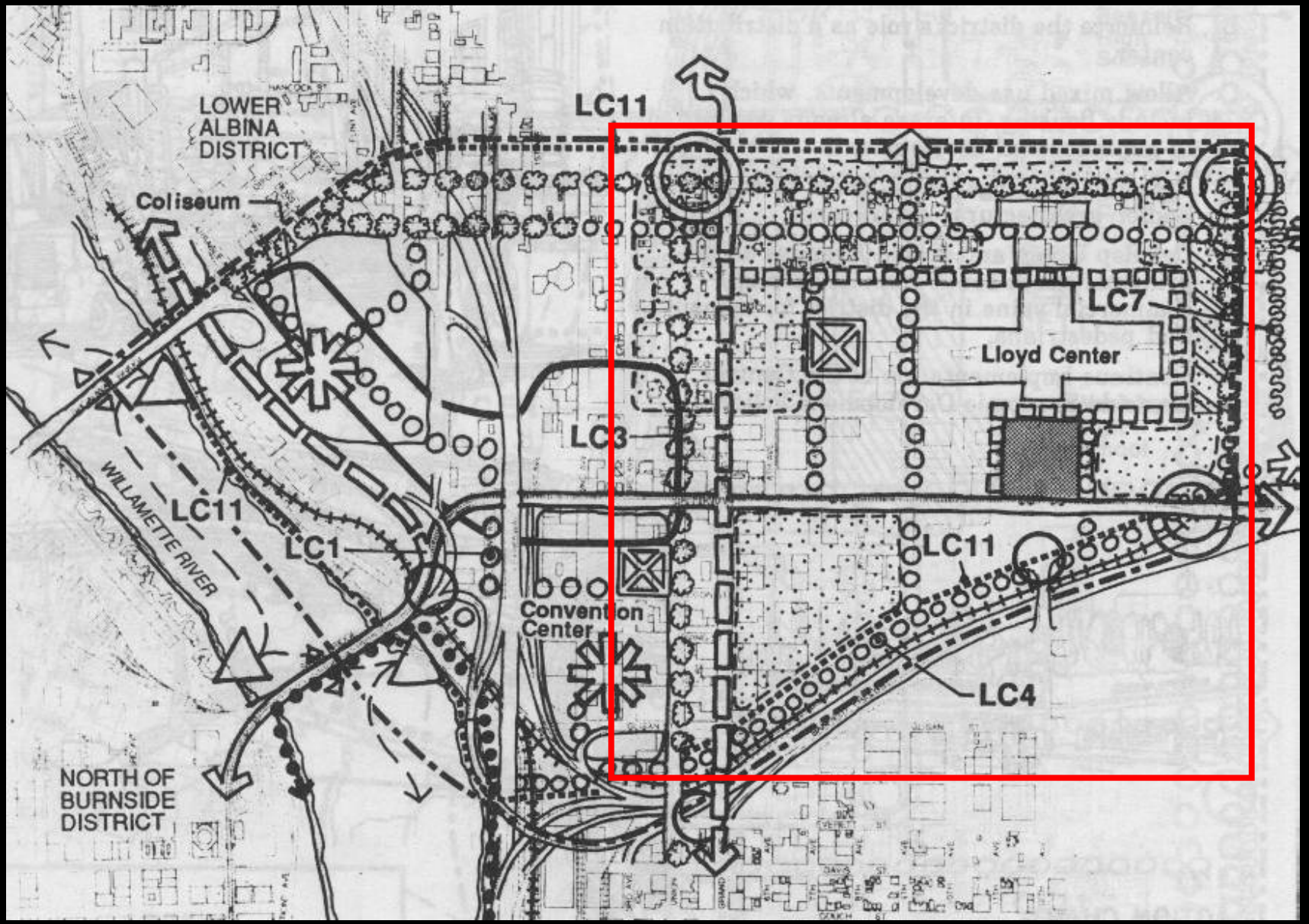


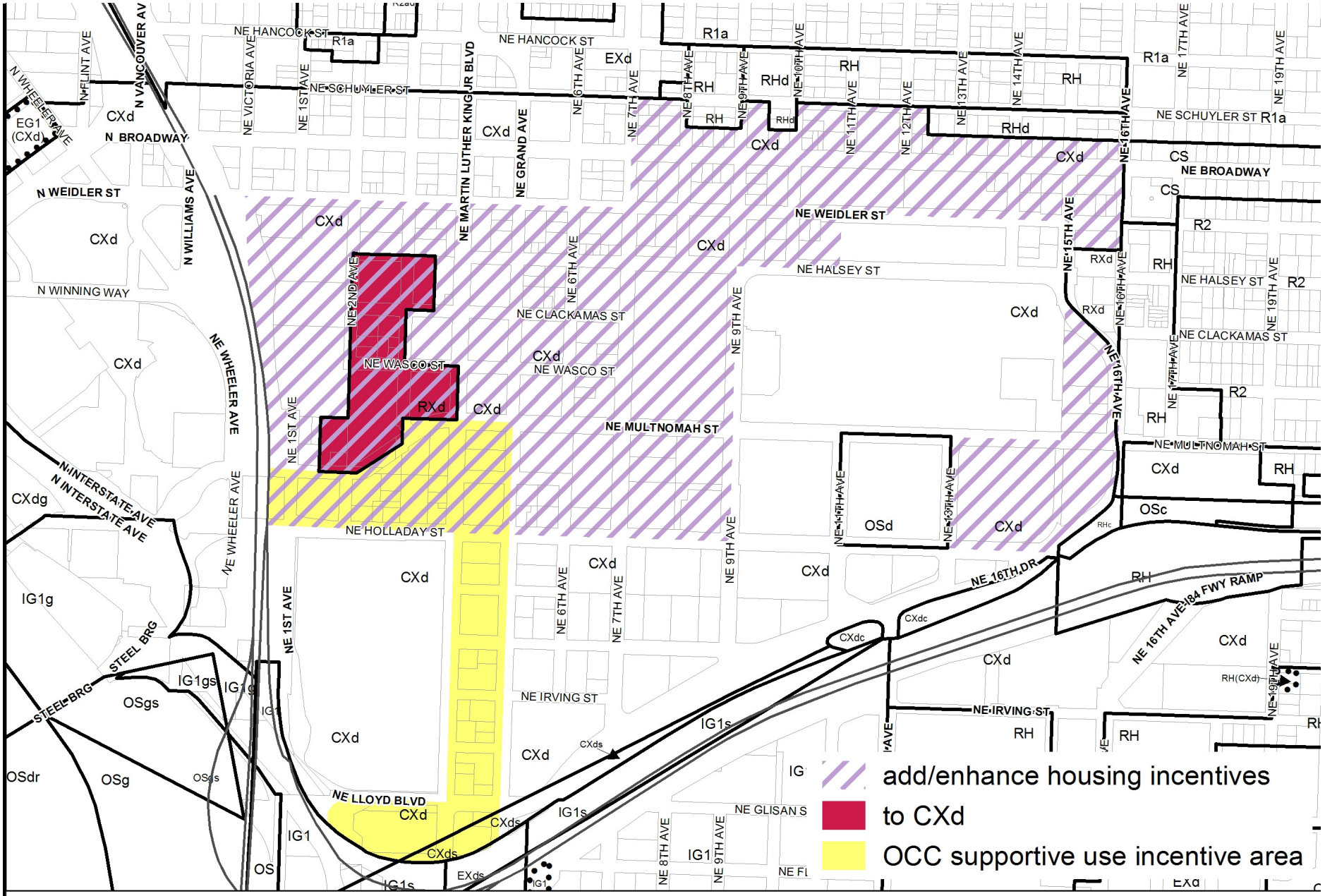




	Central City Acres	Units built (1990-2011)
RX/RH	130	3,510
CX	670	5,541
EX	230	5,210

Central Lloyd – Lloyd District Urban Design Plan, 1988





April 25, 2012

N/NE Quadrant

proposed rezoning

NORTH

Feet

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Central Lloyd – Proposed Changes to Zoning

Provision	Existing RX	Proposed CXd	Other potential proposals
Land Uses	Residential, limitations on office and retail.	Wide range of residential, office and retail allowed.	Residential incentives, incentives that support OCC businesses.
Height limit	varies	varies	
FAR limit	varies	varies	
Design overlay	Yes	Yes	

Central Lloyd – Potential Housing Incentives

FAR Bonuses – earn more FAR for housing development, or certain types of housing.

Height Bonuses – earn additional height for housing development.

Required Residential Development Areas – require minimum amount of residential in new development projects.

Limited Tax Exemption Program – property tax abatement for development of housing or certain types of housing.

Tax Increment Financing – OCCURA is expiring, but resources remain for one affordable housing project.

System Development Charge Exemption Program – reducesSDCs for affordable projects.

Not a complete list…

N/NE Quadrant Plan
Draft Goals, Policies and Implementation Actions

This plan chapter, the heart of the N/NE Quadrant Plan, will be organized into sections addressing each Central City district (the Lloyd District and Lower Albina), as well as the two study areas included in the N/NE Quadrant planning boundary. A **district goal** and **concept diagram** will convey the overarching vision for each district, followed by a series of **policies**, which provide more specific direction on issues associated with the larger goal. The district concept diagrams are currently being developed, therefore are not available with this draft. However, they will be based on the N/NE Quadrant Concept diagrams, which the SAC has reviewed several times.

The policies are organized into topic areas generally consistent with the planning framework developed for the Central City 2035 (CC2035) Concept Plan, which will establish the overall vision and direction for the Central City as a whole. Because issues that apply Central City-wide will be addressed in the CC2035 Concept Plan, the N/NE Quadrant Plan will focus on issues that are unique to its planning area within the Lloyd District and Lower Albina. The policy topics are as follows:

1. Regional Center: Economy and Innovation
2. Housing and Neighborhoods
3. Transportation
4. Urban Design
5. Green Central City

All five policy topic areas are covered for the Lloyd District, however Lower Albina, a largely industrial area, does not have a “Housing and Neighborhoods” section.

Implementation actions, such as regulatory changes, future work items, projects, programs or studies, are proposed for each district and for the two study areas: North Banfield Portal and Vancouver/Williams Corridor. Potential implementers are identified, including public agencies, private and non-profit entities and other community partners. It is anticipated that a lead agency will be identified in the next draft of this document, after additional consultation with the implementing agencies. A list of implementers and abbreviations used in the action tables is provided at the end of this document.

A timeline is provided, with some actions intended to be accomplished with the adoption of the full Central City 2035 plan package, anticipated in 2014. Other actions are intended to be completed 2 to 5 or 6 to 10 years beyond that, and some are ongoing. These timelines are preliminary pending review by bureau managers to ensure they align with their anticipated budget and workload constraints.

Relationship to SAC Goals

As noted above, the draft goals and policies are organized consistent with the CC2035 framework. They were also crafted with the original SAC goals and objectives, developed at the beginning of this process, in mind. Below is a summary of how the SAC goals and objectives have been incorporated into the draft plan policies:

SAC Goals	Draft Plan Policy Areas
Goal 1: A diverse mix of commercial, cultural, entertainment, industrial, recreational and residential uses, including affordable housing.	*Lloyd:* Regional Center: Economy & Innovation, Housing and Neighborhoods *Lower Albina:* Regional Center: Economy & Innovation
Goal 2: Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages	*Lloyd:* Regional Center: Economy & Innovation, Housing and Neighborhoods *Lower Albina:* Regional Center: Economy & Innovation
Goal 3: Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment.	*Lloyd:* Housing and Neighborhoods, Urban Design, Green Central City *Lower Albina*: Green Central City
Goal 4: Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods.	*Lloyd:* Housing and Neighborhoods, Urban Design
Goal 5: A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system.	*Lloyd:* Transportation, Urban Design *Lower Albina*: Transportation
Goal 6: Improve the local circulation system for safe access for all transportation modes within the quadrant and at freeway interchanges.	*Lloyd:* Transportation, Urban Design *Lower Albina*: Transportation
Goal 7: Equitable access to community amenities and economic opportunities.	*Lloyd:* Regional Center: Economy & Innovation, Housing and Neighborhoods *Lower Albina:* Regional Center: Economy & Innovation
Goal 8: Protection and enhancement of the cultural heritage of the area and its sub-districts.	*Lloyd:* Housing and Neighborhoods *Lower Albina:* Urban Design

Lloyd District

District Goal

Foster the growth of the Lloyd District into the intensely urban ~~and increasingly residential~~ eastside center of the Central City~~'s eastside, second only to Downtown in vitality, employment and livability.~~ Capitalize on the district's regional attractions, high quality transit and ~~other~~ connections to ~~the city and region~~create one of the most vital and livable districts in the Central City, with a strong employment base, successful residential community and a variety of urban amenities. Develop the district as a complete and green community with well designed ~~parks~~open space, streets, and high-performance green buildings and infrastructure.

Regional Center: Economy and Innovation

As home to vital regionally-significant facilities, the Lloyd District is an integral part of the Central City today, and its tremendous growth potential means it will contribute to the regional center in a variety of new ways in the future.

These policies and actions will help maintain and grow existing assets in the district, including regional event attractions at the Rose Quarter and Oregon Convention Center, the main street character along Broadway, regional retail uses at the Lloyd Center Mall and a well-established office cluster of professional, medical and government services.

New businesses that balance the episodic nature of the regional event centers and new high-density residential and commercial development in Central Lloyd will support job growth and enliven the district.

Policies

1. **Employment**. Support and retain existing businesses while encouraging significant new job growth. Develop the district to support a broad array of employment types that provide living-wage jobs and equitable access to employment opportunities.

2. **Redevelopment.** Encourage high density commercial and residential development and better utilize vacant and underutilized land.

3. **Core Employment Uses.**

    a. **Office Core.** Maintain and grow the Lloyd District as an employment center for headquarters office, institutions, professional services and the government sector.

    b. **Regional Attractions.** Support the continued success of the Rose Quarter and the Oregon Convention Center and encourage new development and businesses that support and balance the episodic nature of event activity.

    c. **Retail.** Support existing and new retail development including regionally focused uses in and around the Lloyd Center Mall and neighborhood-serving uses along the Broadway corridor.

Encourage and support retail development on "Retail and Commercial Streets" identified in the district concept diagram.

d. **Civic and Cultural Amenities.** Expand civic attractions in the Lloyd District to complement the district's tourism, regional attractions and growing residential character. Examples of attractions could include a convention hotel and centers for arts, culture, history or science.

4. **Innovation: High Performance Green District.** Promote the Lloyd District as a center for green innovation and application, foster job creation in sustainable industries and encourage the incorporation of green technology into businesses and development.

Placeholder Performance Target:

By 2035, add 10,000 new jobs within the Lloyd District.

Based on a 2006 estimate, there are approximately 18,977 existing jobs in the Lloyd District. The addition of 10,000 new jobs would result in a total of 28,977 jobs. This would require a 53% growth in jobs over 20 years.

Implementation Actions: Lloyd District – Regional Center: Economy and Innovation

#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
RC1	Adjust the Lloyd District and Lower Albina boundaries to include the PPS Blanchard site and adjacent properties to the south and east within the Lloyd District.	X				BPS
RC2	Rezone the PPS Blanchard site and adjacent properties to the east from IG1 to EXd and CXd to encourage future redevelopment. Require a master plan process as part of redevelopment to address street and pedestrian connectivity, open space, views, and the transition to adjacent industrial uses. See zoning map.	X				BPS
RC3	Adjust and increase maximum allowed heights to support high density development, provide public amenities, and encourage desired uses in the following areas (see height map): ▪ N. Broadway near the Broadway Bridgehead ▪ Riverfront ("Thunderbird" site) ▪ Central Lloyd area	X				BPS

Implementation Actions: Lloyd District – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
RC4	Adjust regulations and incentives to encourage new development that supports the Convention Center such as new or expanded hotel development, retail and other services on adjacent blocks (see zoning map).	X				BPS, PDC
RC5	Placeholder for Convention Center hotel strategy.		X			Metro, PDC, City, Private
RC6	Pursue development on publically owned sites in and around the Rose Quarter through public-private partnerships.				X	City, Private
RC7	Market the Lloyd District as a leader in sustainable development and business practices.				X	EcoDistrict, PDC, Private
Additional details for selected action items will be developed and included in a plan appendix.						

Housing and Neighborhoods

The N/NE Quadrant Plan envisions the Lloyd District as a high-density, high-amenity, mixed-use area, with a focus on increasing residential development for a more balanced jobs to housing ratio. Greater housing density will increase the vitality of the district and further citywide and regional goals that encourage housing in areas close to employment centers and well connected to alternative transportation networks.

Areas in which housing development should be emphasized are proposed in the Central Lloyd area, upper Broadway and the eastern edge. Policies and actions promoting a diverse housing mix that is attractive and affordable to a broad range of people will help implement equity and diversity goals put forth in the Portland Plan and the Central City 2035 Plan.

Increased residential density will require amenities and services necessary for residents to meet their daily needs. It is essential that the area develop as a complete neighborhood with convenient and safe access to neighborhood businesses, park and recreation facilities and schools in a clean and healthy environment. Development of new open spaces and creating an environment that is supportive of local, neighborhood serving businesses are high priorities. Safe and attractive regionally available alternative transportation options, such as walking, biking and taking transit, are also important for promoting healthy lifestyles and meeting climate action goals for reduced green house gas emissions. See the transportation section for policies and actions that support those elements.

Development of housing affordable to low-income households within the district is a priority given that access to a complete neighborhood reduces household transportation costs and provides access to public and private amenities crucial to economic mobility.

The Lloyd District has a diverse history and is well located to serve as eastside civic center for Portland. The design of public spaces, as well as programming within those spaces, should celebrate the history of the place and help build community among those that visit, work and live in the district.

The goal of increased growth and density brings concerns about the potential for displacement of current residents and businesses, which is a concern that applies citywide in areas of growth and change. This plan identifies a need for citywide programs to address potential displacement, reinforcing the recommendations of the Portland Plan.

Policies

1. **Housing Development.** Encourage the development of new housing especially in “housing emphasis areas”. Through greater concentration of housing the district can foster a sense of community and support efficient provision of residential amenities and services.

2. **Housing Diversity and Preservation.** Encourage the development and preservation of a housing supply of unit types and sizes that meets the needs of people of all incomes, ~~and~~ ages, household sizes and special needs. Include development of affordable housing as a way to ensure income diversity, meet citywide housing needs and help mitigate the potential for displacement due to rising housing prices in the district and in adjacent neighborhoods.

3. **Complete Neighborhood.** Foster development of a complete neighborhood with amenities and services that residents need to meet their daily needs, including access to parks and open space, grocery stores, neighborhood businesses and schools.

4. ~~**Parks and Open Space.** Improve existing parks and develop new trails and open spaces (public and private) that are safe and inviting and meet a range of recreation needs. Prioritize development of new parks within the Central Lloyd area and on the riverfront.~~
(Moved policy to Urban Design Section, parks and open space are also addressed in policy #3 above.)

5. **Successful Neighborhood Business Districts.** Support and expand local main street business areas within the Lloyd District and in adjacent neighborhoods. Cluster a diverse mix of neighborhood scale businesses on the existing Broadway retail corridor and on new district retail commercial streets as a means of concentrating activity and promoting successful retail districts.

6. **Community Building.** Encourage public spaces, pubic art and activities that celebrate the history of the district and that help build a community in the Lloyd District and with surrounding neighborhoods.

7. **Historic and Cultural Resources.** Preserve, rehabilitate and celebrate historic and culturally significant structures and places in the Lloyd District.

8. **Displacement.** Support existing residents and businesses within the Lloyd District and in adjacent neighborhoods that are at risk for involuntary displacement.

Placeholder Performance Target:

By 2035, develop 5000 new housing units within the Lloyd District.

Based on a 2008 estimate, there are approximately 1,165 existing housing units in the Lloyd District. The addition of 5,000 units would result in a total of 6,165 units and a jobs to housing ratio of 5:1.

Implementation Actions: Lloyd District – Housing and Neighborhoods

#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
HN1	Develop regulatory tools to encourage housing development and the inclusion of affordable housing. Focus on housing emphasis areas (see zoning map). Regulatory options to encourage housing include: ▪ Restructuring the FAR/Height base and bonus system ▪ Apply existing tools such as required residential area and residential bonus target area ▪ Changes to superblock regulations ▪ Removing existing housing incentives from the Office Core area	X				BPS, PHB, BDS

Implementation Actions: Lloyd District – Housing and Neighborhoods						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
HN2	Rezone the area of RXd zoning in Central Lloyd to CXd to provide flexibility and encourage investment. Apply housing incentives described in HN1 to this area (see zoning map).	X				BPS
HN3	Develop affordable rental housing through investment of TIF Set Aside funds and other PHB programs. Possible tools include: Limited Tax Exemption program, System Development Charge Exemption Program.		X			PHB, PDC
HN4	Improve the function and safety of Holladay Park through programming that increases its use and CPTED (Crime Prevention Through Environmental Design) improvements.		X			PPR, Private
HN5	Identify sites for community building activities and pursue projects and activities that support community building, such as weekend markets, cultural programming in parks and public art,		X			EcoDistrict, City
HN6	Support connections between district employers and employee housing within the district through employer-assisted housing programs and coordinated mixed-use development, particularly employer-assisted housing for service-level workers employed within the district.		X			Private, PHB, PDC
HN7	Monitor residential population growth and the related school needs of the district. Encourage space for early education programs in new development.				X	PPS, Private

Implementation Actions: Lloyd District – Housing and Neighborhoods						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
HN8	Address potential displacement of residents and businesses in the Lloyd District and in adjacent at risk neighborhoods, such as Eliot, through citywide programs. Potential programs include housing and small business assistance programs targeted for areas at risk for displacement. Possible housing tools include: Limited Tax Exemption program, System Development Charge Exemption program, school family housing, and employer assisted housing.				X	PDC, PHB, Office of Equity, BPS,
Additional details for selected action items will be developed and included in a plan appendix.						

Transportation

The Lloyd District is well served by a multi-modal transportation system that supports its role as a regional center for retail, business, entertainment, and government. The district has unique regional transportation advantages, including direct connections to the interstate freeway system via I-5 and I-84 and the regional light rail and bus network at the Rose Quarter Transit Center. With the addition of streetcar and continued investments in bicycle and pedestrian systems, the transportation network will provide a solid foundation to support goals for high-density development, greater use of active transportation (walking and biking) modes, and reduced greenhouse gas emissions.

The N/NE Quadrant Plan calls for building upon and enhancing the Lloyd District's transportation assets by: improving the efficiency and safety of traffic operations; maintaining regional transit, auto and freight access; enhancing internal circulation and connectivity to adjacent areas, particularly for pedestrians and bicyclists; managing parking to incentivize development and encourage the use of non-auto transportation modes; ~~and~~ leveraging street improvements with future development; and providing strong linkages between the district and the Willamette River. Providing optimum regional access for all modes will be key to realizing the goal of developing the Lloyd District as a high density Central City district and assuring its long-term success.

Policies

1. **Strategic Investments.** Invest in transportation infrastructure to improve safety, convenience and operational efficiency for all modes by strengthening connectivity and access for trips to, through and within the Lloyd District, and by creating special places for workers, residents, neighbors, shoppers and visitors.

2. ~~**Encourage a**~~**Active transportation.** Encourage walking, bicycling and using transit as a way to increase transportation access and choice, enhance livability and reduce the per capita carbon footprint in the district.

3. **Transportation Demand Management.** ~~Support the Transportation Management Association as one of the most effective ways to encourage the use of active transportation.~~
Foster the development of business and property owner-supported programs, incentives and activities that encourage employees and residents to use active transportation and non-single occupant vehicle modes.

4. **Transit**. Strengthen the role of transit in the Lloyd District by working with TriMet to increase the frequency, reliability and safety of the light rail, bus and streetcar services.

5. **Parking.**

   a. **Off-Street.** Strengthen the role of parking management to leverage high-density mixed-use development, enhance livability and reduce reliance on single occupancy automobile trips.

   b. **On-Street.** Preserve and enhance on-street parking assets to support ground floor commercial, retail and service based business.

6. **Streetscape.** Improve the pedestrian experience by integrating high-density mixed uses, urban greenery, and pedestrian amenities into the Lloyd District's streetscape.

7. ~~Increase c~~**Connectivity**. Increase the number of connections across barriers in the district, including major arterials, large blocks, freeways, rail lines, and natural features, and with adjacent neighborhoods.

8. **Transportation System Management.** Manage access and circulation to reduce traffic speeds and provide for safe crossings, while balancing the need for ~~traffic~~ vehicle and freight access to and within the Lloyd District.

9. **Regional Attractions.** Provide access and circulation to and from the Lloyd District that attracts and supports regional development, shopping and tourism. Promote the use of transit to access the area, including light rail, street car, bus, and a potential water taxi service.

Placeholder Performance Target

By 2035, 70 percent of commute trips are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

The current Lloyd District mode split is approximately 44 percent by non-single occupancy vehicle (SOV) for the district. Members of the Lloyd TMA have an improved mode split of 60% non-SOV.

Implementation Actions: Lloyd District – Transportation						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR1	Explore ways to adopt the Street and Development Character concept, including three street types: retail/commercial, boulevard and flexible/pathways. This may include updates to the Transportation System Plan Street Design Classifications.	X				PBOT
TR2	Develop and revise parking management strategies to: ▪ Incentivize mixed use development through the provision of shared parking facilities. ▪ Address event parking issues through flexible options such as the use of variable pricing and parking management. ▪ Promote use of transit and active transportation modes by reducing the amount of parking spaces per capita in the district over time.	X				PBOT, TMA, Private

Implementation Actions: Lloyd District – Transportation						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR3	Update the *Lloyd District Standard Plans and Details within the Right-of-Way* document to implement the Street and Development Character and Green Systems concepts for the district.		X			PBOT, BPS, BES, PPR/UF
TR4	Study and install additional signalized pedestrian crossings, on-street parking, and reduced speed traffic progression on Martin Luther King, Jr. Blvd. and Grand Avenue.		X			PBOT
TR5	Implement streetscape and circulation changes for Multnomah Street to facilitate a "retail/commercial street" environment.		X			TMA, PBOT
TR6	Implement the final phases of the Broadway-Weidler Corridor Plan, emphasizing pedestrian safety projects and installation of traffic signals at intersections identified in the Plan that are not yet signalized.		X			PBOT
TR7	Install electric vehicle charging stations in the Lloyd District.		X			PDC, PBOT
TR8	Implement the I-5 Broadway-Weidler Interchange Plan improvements.			X		ODOT, PBOT
TR9	Implement a 7th Ave pedestrian/bike bridge over I-84 connecting to either 7th or 8th in the Central Eastside.			X		PBOT, ODOT
TR10	Develop a strategy for the Clackamas Flexible Street and private development extending from the Rose Quarter to NE 9th Avenue via a new pedestrian/bicycle bridge over I-5.			X		PBOT, BPS, PDC, ODOT, EcoDistrict, Private
TR11	Complete the North Portland Greenway Feasibility Study and Sullivan's Gulch Trail Concept Plan and implement their recommendations.			X		PPR, PBOT, Private
TR12	Study the feasibility of adding a new light rail station on the Yellow line near Dixon to serve the N Broadway area and PPS Blanchard site.			X		TriMet, PBOT, BPS

Implementation Actions: Lloyd District – Transportation						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR13	Confirm the benefits and feasibility of straightening the "s-curve" in the Union Pacific rail tracks for freight and passenger rail operations. Options pursued should prioritize maintaining the development potential of the "Thunderbird" site. See related action UD8.			X		ODOT, UPRR, Private, BPS, PDC
TR14	Work with TriMet to improve the Steel Bridgehead and Rose Quarter Transit Center area to improve transit, local and river access, movement and development opportunities			X		TriMet, TMA, PBOT, BPS, PDC, Private
TR15	Explore water transportation options, including a Willamette River water taxi, and investigate the feasibility of a landing in the Lloyd District. Such a landing should include a safe and direct pedestrian connection to the Convention Center and the Rose Quarter.			X		OHWR, PBOT, BPS, PPR, Private
TR16	Expand the Central City wayfinding system in the Lloyd District to include river destinations and other local and regional attractions.			X		OHWR, PBOT, PPR, Private
TR17	Continue City of Portland partnership with the Lloyd Transportation Management Association (TMA) to encourage workers and residents to use transit and active transportation modes.				X	PBOT, TMA
Additional details for selected action items will be developed and included in a plan appendix.						

Urban Design

These policies and actions will enable the Lloyd District to offer a set of unique, human-scaled urban experiences different compared to the ~~from those possible on the~~ west side of the Central City. The area features a series of existing places with established character~~s~~ that will be strengthened around a revitalized and redeveloped Central Lloyd area. The Central Lloyd area will include more high-rise office buildings and a new, high-density residential district, organized around a signature system of linked open spaces and supported by a network of diverse streets ~~and characters~~. The high-quality transit service in the area provides an opportunity to shift the Lloyd District from a focus on auto access and auto-oriented uses, to a more pedestrian-oriented development pattern and streetscape.

The large blocks in the Lloyd District are part of a distinctive urban pattern that allows for larger buildings and unique public spaces including courtyards, plazas and parks. These open spaces ~~would~~ will be linked by a system of pathways, multi-use trails and quiet street ~~segment~~s that are enhanced with vegetation and together create a set of lower stress and quieter routes, and an alternative to the busy arterials through the district. New low stress connections across freeways to the west and south will strengthen connections to the rejuvenated Rose Quarter, the PPS Blanchard site, the Willamette River and the Central Eastside.

The Lloyd District includes a number of ~~portal~~ entry points or "gateway" locations, such as the Broadway and Steel Bridgeheads, the ~~Oregon Convention Center~~Lloyd Center station area and the crossroads intersection of MLK/Grand and Broadway/Weidler. These will be reinforced by buildings taller than the surrounding context that emphasize the civic significance of these places. At its edges, the scale of new development in the Lloyd District will provide as transition ~~"step down"~~ to established lower density neighborhoods and historic districts by providing a "step down" to adjacent neighborhoods and by considering the form and pattern of existing development in the review of new development proposals.

Policies

1. **Diverse and Distinctive Urban Places**. Focus more intense development in the Central Lloyd area and Rose Quarter while enriching the entire district through strengthening the distinct character of the existing Lloyd District subareas.

2. **Better Connected District**

   a. **More Seamless Connections.** Improve the character ~~and increase the number~~ of connections across transportation barriers in the district - freeways, major arterials and ~~transit~~ rail facilities.

   b. **Variety in Street Character.** Expand the diversity of street character in the Lloyd district, distinguishing three major types: retail/commercial, boulevard and flexible/pathways.

3. **Large Blocks.** Take advantage of the unique opportunity for dense, large site development made possible by ~~possible by~~ the large blocks found in the Lloyd District. Integrate this development into the surrounding blocks through well designed internal green spaces and pedestrian connections.

4. **Open Space.** Develop a signature system of linked open spaces that serves the Central Lloyd area, becomes a primary organizing structure for new development, and offers a diversity of character, experiences, and recreational functions for district residents, workers and visitors.

5. **~~Relationship to the Willamette River~~Riverfront Development.** Encourage ~~Develop~~ development ~~vacant non-industrial land~~ along the Willamette River ~~riverfront in ways~~ that activates the riverfront, better connects the riverfront to the rest of the district and surrounding neighborhoods, ~~and~~ improves visual and physical access to the river, and enhances natural resources.

6. **~~Auto~~Pedestrian-Oriented Development.** Discourage new automobile-oriented uses and encourage the eventual redevelopment of ~~sites with~~ surface parking lots and drive-throughs with pedestrian-oriented development.

7. **Transition to Adjacent Neighborhoods.** Provide sensitive transitions in the scale and pattern of development between higher density development encouraged in the Lloyd District and adjacent lower density neighborhoods and historic districts.

Implementation Actions: Lloyd District – Urban Design

#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD1	Update Title 33 Zoning Code development regulations and maps to implement the district concept. Potential regulations to be amended include: heights, active ground floor building uses, required building lines, drive-through limitations, and auto access restrictions related to street car.	X				BPS
UD2	Revise height regulations along Broadway within the Irvington Historic District to allow a maximum height of 75 feet on the north side of Broadway (between Broadway and Schuyler). No height bonuses will be available in this area.	X				BPS
UD3	Develop regulatory tools to encourage the provision of open space, including public open space, publicly-accessible private open space on large blocks, and multifunctional private courtyard spaces with new high density residential development. Possible tools include: height/FAR bonus incentives, superblock regulations, and master plan requirements.	X				BPS, BDS, PPR

Implementation Actions: Lloyd District – Urban Design						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD4	Evaluate existing view designations and potential new view designations in the Lloyd District as part of a Central City-wide analysis of scenic resources. Existing Lloyd District view corridors to be examined for potential changes include the views of downtown from the 12th Ave bridge and from Lillis Albina park.	X				BPS
UD5	Develop a strategy to acquire, masterplan, build and improve public parks, plazas and open spaces consistent with the district concept diagram and policies.		X			PPR, BPS, PDC
UD6	Update the Lloyd District's 1991 design guidelines: *Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan* to reflect the district concept including: • Street character and relationship of development to streets and transit • Connections through development sites • Relationship of development to private and public open spaces • Building orientation • Incorporating green elements, native vegetation, bird-friendly design and green infrastructure in development • Transitions to adjacent neighborhoods		X			BPS, BDS, BES, PBOT
UD7	Create and promote a strategy to activate public open space, rights-of-way and surface parking lots during off hours to bring in new people, interests and energy to the district.		X			EcoDistrict, TMA, Private, PPR, PBOT, BPS, PDC

Implementation Actions: Lloyd District – Urban Design						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD8	Work with the property owner/developer of the "Thunderbird" site to craft a development agreement that incorporates public open space and the greenway trail on the riverfront. Continue to work with ODOT rail and Union Pacific to ensure that any plans to relocate the rail tracks in the area maintain access, the development potential of the site and provide park and riverbank enhancement opportunities. See related action TR13.		X			PPR, PDC, BPS, ODOT, Private
UD9	Enhance the pedestrian and cycling environment under the I-5 Freeway at NE Multnomah and Holladay Streets.			X		PBOT, TriMet, ODOT, TMA
Additional details for selected action items will be developed and included in a plan appendix.						

Green Central City

The combination of significant potential for new development, extensive transit, pedestrian and bicycle networks and the formation of the Lloyd EcoDistrict presents a unique opportunity to dramatically improve environmental conditions within the Lloyd District and help meet Portland's broader sustainability goals. This plan capitalizes on that potential by promoting district-wide sustainability strategies that result in a "high-performance" green district that has significantly improved environmental performance. ~~and by calling~~ The plan calls for green buildings, green infrastructure and sustainable design to be integrated with new development in order to improve air quality, water quality, watershed health, habitat, resource conservation, climate and livability.

A key component to realizing the goals for green development in the district will be to better use of space within public rights-of-way for sustainable stormwater strategies and increased tree canopy that absorb and clean water, provide habitat for birds and pollinators, and provide shade. Boulevards, flexible streets and water quality/tree canopy corridors have been identified to provide this function. Opportunities to enhance existing natural resources and improve habitat have also been identified within Sullivan's Gulch and along the Willamette River bank. Individual projects are also encouraged to incorporate green features, such as ecoroofs and energy efficiency.

This plan embraces the formation of the Lloyd Eco-District and supports its goals for restorative development that improves environmental conditions, a connected district, and to be climate positive. ~~district-wide sustainability.~~ To this end, ~~components of~~ the district concept~~that call for district energy and rainwater harvesting systems~~sustainable development and green infrastructure ~~are~~ is considered a starting place~~s~~ that will be refined and added to as the EcoDistrict priorities are developed in the coming years.

While this policy area primarily focuses on integrating green features into development, it should be noted that the built form envisioned for the district—high density, mixed-use development that is well served by transit, ~~and~~ facilities for biking and walking—will also make a significant contribution to sustainability goals. This will ~~by promoting a compact urban form and~~ encourage~~ing~~ the use of ~~alternative~~ active transportation modes, thereby reducing emissions and energy use and increasing the efficiency of urban services.

Policies

1. **High-Performance Green District.** Promote innovation and leadership in the Lloyd District in the areas of sustainable and restorative development, energy efficiency, water conservation, ~~and~~ waste reduction and climate change resiliency. Support partnerships that facilitate district-wide strategies.

2. **Green Infrastructure and Tree Canopy ~~and Vegetation~~**. Increase tree canopy and the use of vegetated stormwater facilities in Lloyd District rights-of-way particularly on designated "boulevards", "flexible streets" and "tree canopy/water quality corridors". Encourage the use of green elements and habitat-friendly design on development sites, including ecoroofs and other vegetated stormwater approaches, roof gardens, landscaped setbacks and courtyards, living walls, and native vegetation.

3. **Green Buildings and Energy**. Encourage the development of high performance buildings, renewable energy systems, district energy, and ~~deep~~ energy retrofits that reduce greenhouse gas emissions.

4. **Willamette River Resources.** Protect and enhance natural resources along the banks of the Willamette River to prevent erosion and improve habitat functions and connectivity, while ~~furthering~~ also meeting Citywide goals and policies regarding ~~other objectives for~~ recreation, views, access to the river, and riverfront development.

5. **Sullivan's Gulch.** Protect and enhance natural resources within Sullivan's Gulch to improve its function as a habitat corridor, reduce the risk of wildfire and landslide, and maintain and enhance views, while providing flexibility to incorporate a recreation trail.

Placeholder Performance Target

By 2035, trees are planted within the Lloyd District sufficient to achieve 15 percent canopy coverage once the trees mature.

The current tree canopy coverage in the Lloyd District is 10 percent. To achieve 15 percent coverage, approximately 19 additional acres of canopy would need to be added through tree planting and growth of existing trees.

Implementation Actions: Lloyd District – Green Central City						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC1	Evaluate natural resource protection and management options for Sullivan's Gulch and the Willamette River bank as part of the Central City-wide natural resource analysis (Goal 5 ESEE analysis). Possible tools include regulations, incentives, agreements, partnerships and acquisition.	X				BPS, BES, OHWR
GC2	Identify sites for restoration as part of the River Plan/Central Reach process. Potential sites could include the area of shallow water near the I-5/I-84 interchange and the riverbank adjacent to the "Thunderbird" site.	X				BPS, BES, OHWR
GC3	Explore approaches to improve the environmental performance of the district. Possible tools include incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, and connections to district energy.		X			BPS, BDS, BES, EcoDistrict
GC4	Investigate opportunities for serving the PPS Blanchard site with district energy.		X			PDC, BPS, PPS

Implementation Actions: Lloyd District – Green Central City						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC5	Design and implement a water quality/tree canopy corridor project within the Lloyd District.			X		BES, PBOT, BPS, PPR/UF, PDC, OHWR
GC6	Develop and implement a street tree planting strategy for the Lloyd District.			X		PPR/UF, BES, BPS, PBOT, Private
GC7	Identify and improve underutilized space within public rights-of-way (e.g. along I-5, I-84, Interstate Ave) to increase tree canopy, habitat value and stormwater function.			X		BES, PBOT, PPR/UF, ODOT
GC8	Develop a management strategy for Sullivan's Gulch and the Willamette River shallow water habitat area. Incorporate re-vegetation, trail development, environmental education, and maintenance.			X		BES, PBOT, PPR, OHWR, BPS, ODOT, Private
GC9	Continue to support the Lloyd EcoDistrict work program.				X	EcoDistrict, City
GC10	Coordinate capital improvements and "green systems" planning with the work of the Lloyd EcoDistrict.				X	City, EcoDistrict
GC11	Design infrastructure, such as the proposed Clackamas I-5 overcrossing and street improvements to accommodate district energy infrastructure where appropriate.				X	PBOT, ODOT, PDC
GC12	Use green infrastructure measures to improve the water quality of stormwater discharged to the Willamette River and to reduce the risk of sewer backups into basements.				X	BES, PBOT, Private
Additional details for selected action items will be developed and included in a plan appendix						

Lower Albina

District Goal

Strengthen Lower Albina as an industrial and employment area by reinforcing the working harbor and providing for diverse employment and development opportunities.~~while e~~Enliven~~ing~~ the historic Russell Street Conservation District and the adjacent MAX station area with ~~industrially compatible~~ mixed-use and ~~/~~commercial activities that are compatible with industrial and employment uses~~y~~.

Regional Center: Economy and Innovation

Lower Albina plays a key role in the Central City and the region as a center of industrial employment. It serves as a critical incubator for emerging and innovative businesses and provides an important living-wage job base near inner North and Northeast neighborhoods. The district's mix of industrial businesses, working waterfront and multimodal freight facilities are complemented by a small mixed-use commercial area along lower Russell Street, where retail activity is especially active at night.

The policies and action items in this plan are intended to build on the strength of the district's existing industrial fabric and provide additional flexibility for commercial uses that are compatible with industrial businesses and increase employment density. Housing is currently allowed within the Russell Street Conservation District, which is zoned for mixed use. The plan proposes to extend the mixed use zoning east on Russell, however new housing will not be allowed in that area.

Policies

1. **Working Harbor.** ~~Strengthen~~ Protect the Lower Albina working harbor and support river-dependant uses.

2. **Industry and Employment**. Increase economic opportunities, living-wage jobs and employment density by preserving existing industrial land uses and diversifying the range of employment activities allowed in the area east of the Union Pacific railroad and near the MAX station.

3. **Incubator**. Support existing businesses and foster the district as an industrial and employment incubator.

4. **District Vitality.** Support the urban vibrancy of Russell Street and its unique blend of working daytime industrial activity with compatible nighttime restaurant and entertainment activity.

Placeholder Performance Target:

By 2035, add xx new jobs within Lower Albina.

Based on a 2006 estimate, there are approximately 2,712 existing jobs in Lower Albina. The addition of xx new jobs would result in a total of xx jobs. This would require a xx% growth in jobs over 20 years.

Implementation Actions: Lower Albina – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
RC1	Adjust the Lower Albina subdistrict boundary to exclude the PPS Blanchard site and adjacent properties to the south and east, placing them within the Lloyd District.	X				BPS
RC2	Rezone properties east of the Russell St. Conservation District fronting Russell Street from IG1d to EXd. Set max FAR at 3:1 and maximum height at 50'. Prohibit housing in this area.	X				BPS
RC3	Apply zoning provisions to IG1-zoned properties east of the Union Pacific railroad alignment that allow certain compatible office-like uses, similar to the Employment Opportunity Subarea regulations in the Central Eastside.	X				BPS
RC4	Identify potential brownfield sites and identify clean-up and redevelopment strategies to bring them back into economic use.		X			BPS, PDC, BES, Private
RC5	Placeholder for small business assistance, such as storefront grants, Development Opportunity Services grants, and loans for tenant improvements, start-up and equipment.				X	PDC
Additional details for selected action items will be developed and included in a plan appendix.						

Transportation

Lower Albina is located at the southern end of the North Willamette River working harbor area, the northern end of the Central City, and adjacent to historic streetcar neighborhoods. As a predominately industrial area, freight movement associated with ~~provided by~~ the working harbor, freight railroad, and trucks are essential for the economic vitality of this district, City and region. Its location within the Central City also provides for transit, bicycle and walking facilities for workers, shoppers, and visitors to the district. To sustain the vitality ~~and livability~~ of Lower Albina, maintenance and continued improvement of the multi-modal transportation system will be important.

Policies

1. **Freight System**. Prioritize freight movement and access while maintaining and improving the safety, efficiency and convenience of the transportation system for all modes.

2. **Multi-Modal Connectivity**. Improve ~~multi-modal~~ connectivity through the district and strengthen connections to adjacent districts, including the Rose Quarter, the Vancouver/Williams Corridor and Mississippi Avenue. Improve pedestrian connections to Interstate MAX and bus service to enhance access to employment opportunities in the area.

3. **Rail and Marine**. Preserve rail and inter-modal access to the Albina Rail Yards, ~~and~~ marine freight facilities and local industries.

4. **Freeway Access**. Maintain or ~~i~~improve access from industrial areas to the regional freeway system.

5. **Strategic Investments.** Encourage business creation, growth, and innovation through strategic public and private partnership investments in multi-modal transportation and parking infrastructure.

Placeholder Performance Target

By 2035, 40 percent of commute trips in Lower Albina are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

The current Lower Albina mode split is approximately 18 percent by non-single occupancy vehicle (SOV) for the district.

Implementation Actions: Lower Albina – Transportation

#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR1	Explore ways to adopt the Street and Development Character concept, including three street types: retail/commercial, boulevard and flexible/pathways. This may include updates to the Transportation System Plan Street Design Classifications.	X				PBOT

Implementation Actions: Lower Albina – Transportation						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR2	Complete the North Portland Greenway Feasibility Study and implement its recommendations in Lower Albina, based on the ability to acquire agreements by private property owners.			X		PPR, PBOT, BPS
TR3	Study options for the Larrabee Street ramp that would preserve auto, bicycle and freight access while accommodating the Greenway Trail and pedestrian and bicycle access to the district and river.			X		PBOT, PPR
TR4	Develop a street design plan for the "the Strand" between N. Russell Street and the Rose Quarter, including alternative approaches for the privately owned block in a way that maintains freight access.			X		BPS
TR5	Rebuild N River Street from the Tillamook overpass to Essex Street.			X		PBOT
TR6	Study the need for pedestrian improvements to facilitate employee access to transit on Russell, Interstate and Broadway/Weidler.			X		PBOT, TriMet
TR7	Enhance and maintain streets in working condition to facilitate access and circulation in the district.				X	PBOT
Additional details for selected action items will be developed and included in a plan appendix.						

Urban Design

Lower Albina has a rich and varied fabric of largely industrial and employment buildings, especially within the Russell Street Conservation District. As the character of Lower Albina is not expected to change dramatically, these policies and actions are intended to strengthen its existing urban forms and patterns and offer guidance for the integration of new development that is sensitive to this significant industrial area.

Repurposing and reconfiguring spaces underneath freeways to the north and east will offer an expanded range of recreational opportunities and a more attractive set of connections between employment centers and mixed use neighborhoods, in addition to enhancing the district's function as a "gateway" into the Central City from North Portland. The plan calls for a "Strand", that would provide an additional north/south connection to provide for a lower stress connection between the Russell Street commercial area and the Rose Quarter. The Strand is envisioned as a wayfinding system, coupled with pedestrian and bicycle enhancements that are compatible with industrial operations. It could also celebrate the industrial heritage of the district through public art, murals and historical markers along its path (also see related Transportation policies and actions). ~~Implementing the "Strand" concept will strengthen connectivity, wayfinding and movement options to N. Interstate between the N. Russell commercial area in the conservation district and the Rose Quarter~~.

Policies

1. **Historic and Cultural Resources**. Preserve, rehabilitate and celebrate historic structures in Lower Albina, including those in the Russell Street Conservation District and culturally significant African-American resources identified in the Cornerstones of Community inventory.

2. **Russell Street**. Strengthen the character of Russell Street between Lower Albina and the Vancouver/Williams Corridor with new mixed uses, rehabilitated ~~structures~~ buildings and a nighttime orientation.

Implementation Actions: Lower Albina – Urban Design

#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD1	Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.		X			AHC, BPS
UD2	Improve the design review approval criteria used for development proposals within the Russell Street Conservation District and design overlay zone within Lower Albina.		X			BPS, BDS

Implementation Actions: Lower Albina – Urban Design						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD3	Improve the character and activate the area under the Fremont Bridge ramps. Consider active recreation, public art, sustainable landscaping and stormwater management, and improved parking facilities.			X		City, ODOT
UD4	Improve the character of N Russell under the freeway. Consider lighting improvements, public art, sustainable landscaping and stormwater management, and screening of adjacent City-owned storage yards.			X		City, ODOT
Additional details for selected action items will be developed and included in a plan appendix.						

Green Central City

The Central City 2035 Concept Plan calls for increasing energy efficiency, enhancing natural resources and habitat, improving air and water quality and expanding the use of green infrastructure central-city wide. While the Lower Albina area will continue to be a primarily industrial district, there are opportunities for achieving these goals through incremental improvements to the riverbank, adding green infrastructure to rights-of-way where they don't conflict with industrial operations, and encouraging the use of sustainable design in new development or remodels. Increasing green building and infrastructure within the district will also contribute to business development by making the area more attractive to tenants and employees.

Policies

1. **Willamette River Resources.** Support the natural resource protection and enhancement objectives of the River Plan / North Reach, where they apply to Lower Albina.

2. **Sustainable Design**. Encourage sustainable design in public infrastructure and industrial buildings, including green roofs, stormwater management strategies, tree canopy, habitat-friendly design, energy efficiency improvements, and alternative energy generation.

Placeholder Performance Target

By 2035, trees are planted within Lower Albina sufficient to achieve 10 percent canopy coverage once the trees mature.

The current tree canopy coverage in Lower Albina is 6 percent. To achieve 10 percent coverage, approximately 7 additional acres of canopy would need to be added through tree planting and growth of existing trees.

Implementation Actions: Lower Albina – Green Central City						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC1	Revise, adopt and implement the River Plan / North Reach, to provide more specific river-related policy guidance and regulations within the North Reach, which includes Lower Albina.		X			BPS
GC2	Develop and implement a strategy to install trees and sustainable stormwater facilities to existing streets and underutilized space within rights-of-way (e.g. freeway ROW, Broadway bridgehead, west end of Russell Street). Ensure improvements do not compromise operations for industrial businesses.			X		BES, PPR/UF, PBOT, ODOT, Private

Implementation Actions: Lower Albina – Green Central City						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC3	Explore approaches to improve the environmental performance of the industrial district. Possible tools include incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, and connections to district energy.			X		BPS, BDS, BES
GC4	Target outreach to industrial businesses regarding sustainable business practices.				X	BPS
Additional details for selected action items will be developed and included in a plan appendix.						

Study Areas

Two areas adjacent to the N/NE Quadrant are included in the plan's study area: the North Banfield Portal and the Vancouver/Williams Corridor. They are included because of the potential for land use and transportation proposals in the quadrant to affect them and because community members asked the Bureau of Planning and Sustainability to address long-identified land use and zoning issues in these areas.

Each study area has proposed action items intended to further objectives identified in the planning process, primarily zoning changes to encourage new development or support existing uses. However, these areas will remain outside of the Central City boundary and therefore no new policies are proposed.

North Banfield Portal

The North Banfield Portal is the eastern gateway to the Lloyd District, at the transition from the Central City's higher density commercial and residential development to lower density residential in the Sullivan's Gulch neighborhood.

Sullivan's Gulch provides valuable natural resources in ~~the Central City~~central Portland where habitat areas are less common. Enhancement of the Gulch resources and development of the Sullivan's Gulch Trail will increase connectivity for both wildlife and pedestrians and bikes, connecting the Willamette River with areas to the east. New redevelopment opportunities along Multnomah will bring additional residents and new neighborhood-oriented commercial services to the area. The Sullivan's Gulch Trail offers a unique opportunity to enhance and strengthen transportation options in the Lloyd District and Sullivan's Gulch neighborhood by incorporating bike and pedestrian linkage to existing MAX, auto, bus, and streetcar options in the area.

The N/NE Quadrant Plan ~~seeks to~~will increase flexibility and encourage neighborhood-serving mixed-use development, including housing, in this area by proposing a change in zoning. The current zoning is primarily residential (RH), with a small area of office zoning (CO1). The current zoning presents a potential obstacle to development because it is restrictive in use and it creates site planning challenges due to development standards that vary across the site.

Implementation Actions: North Banfield Portal

#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
NB1	Apply CXd zoning to the sites south of Multnomah St. and west of NE 21st Ave. Existing environmental conservation (c) overlay zoning will remain.	X				BPS

Implementation Actions: North Banfield Portal						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
NB2	Evaluate natural resource protection and management options for Sullivan's Gulch as part of the Central City-wide natural resource analysis (Goal 5 ESEE analysis). Possible tools include regulations, incentives, agreements, partnerships and acquisition.	X				BPS, BES
NB3	Complete the Sullivan's Gulch Trail Concept Plan and implement the trail connection through the area.			X		PPR, PBOT, Private
Additional details for selected action items will be developed and included in a plan appendix.						

Vancouver/Williams Corridor

The Vancouver/Williams Corridor is in the Eliot neighborhood, a part of the Albina Community Plan area, adjacent to the Central City. This area is included in the N/NE Quadrant Plan study area because of its proximity to potential reconfigurations of nearby freeway over-crossings and long-standing concerns about an area of residential zoning, which contains non-conforming commercial uses and discourages mixed-use redevelopment. It also contains a number of buildings identified in the Bosco-Milligan Foundation's Cornerstones of Community inventory of African-American cultural resources.

This area will remain outside of the Central City and no changes to existing Albina Community Plan policies that govern it are proposed. The primary proposed action is to rezone an area of existing RH zoning to EXd. This additional land use flexibility will support mixed-use development, reinvestment in existing non-conforming employment uses, and the rehabilitation of cultural resources.

Implementation Actions: *Vancouver/Williams Corridor*						
#	Action	Timeline				Implementer
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
VW1	Rezone portions of 4 blocks between I-5 and N Williams from RH to EXd.	X				BPS

Implementation Actions: *Vancouver/Williams Corridor*						
#	Action	Timeline				Implementer
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
VW2	Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.		X			AHC, BPS,
VW3	Ensure that any reconfiguration of surface streets in conjunction with I-5 freeway improvements maintain and enhance connectivity of the surface street system between and within the N/NE Quadrant and the Eliot neighborhood and minimizes traffic impacts on the Eliot neighborhood.			X		ODOT, PBOT, BPS
Additional details for selected action items will be developed and included in a plan appendix.						

Implementers listed in Implementation Action Tables	
AHC	Architectural Heritage Center
BDS	Portland Bureau of Development Services
BES	Portland Bureau of Environmental Services
BPS	Portland Bureau of Planning and Sustainability
City	City of Portland
EcoDistrict	Lloyd EcoDistrict
TMA	Lloyd Transportation Management Association
Metro	Metro
OE	Portland Office of Equity
ODOT	Oregon Department of Transportation
OHWR	Portland Office of Healthy Working Rivers
PBOT	Portland Bureau of Transportation
PCC	Portland Community College
PDC	Portland Development Commission
PHB	Portland Housing Bureau
PPR	Portland Bureau of Parks and Recreation
PPR/UF	Portland Bureau of Parks and Recreation/ Urban Forestry
PPS	Portland Public Schools
Private	Private property owners, businesses or non-profits
TriMet	TriMet
UPRR	Union Pacific Railroad

N/NE Quadrant and I-5 Broadway/Weidler Plans

Freeway/Local Transportation Interface

Joint Staff Report

Recommended North of Broadway Option – I-5 Broadway/Weidler Interchange Plan Improvements



May 10, 2012

The N/NE Quadrant and I-5 Broadway/Weidler Plans Project is a collaborative effort by the City of Portland and the Oregon Department of Transportation to integrate urban design and land use planning with freeway planning and concept-level engineering in the North/Northeast portion of the Central City, which includes Lower Albina and the Lloyd District.

Stakeholder Advisory Committee: Meeting #16

May 10, 2012

Joint Staff Report

The overall project purpose is to...

Improve safety and operations on I-5 in the vicinity of the Broadway/Weidler interchange.



OBJECTIVES INCLUDE:

EASE CONGESTION LEVEL S AND IMPROVE SAFETY:

- Congestion can be reduced through a variety of measures. Workable solutions will be explored through the Stakeholder Advisory Committee (SAC) and public outreach.

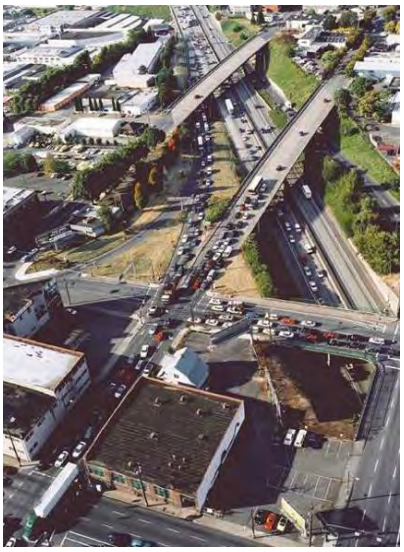


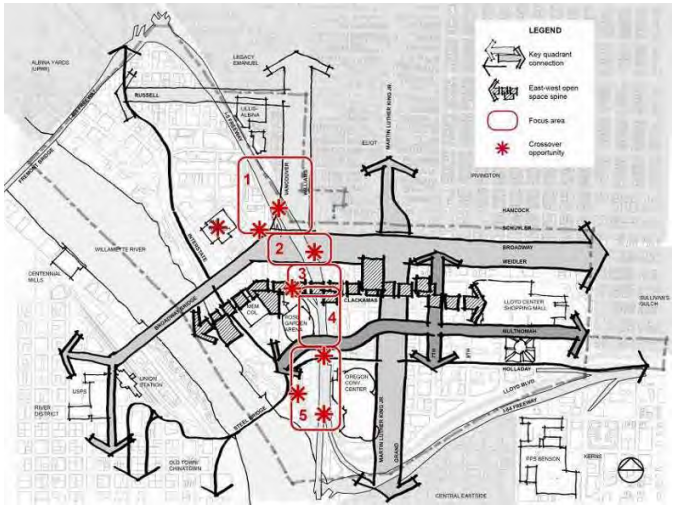
ENHANCE PEDESTRIAN AND BICYCLE ROUTES:

- Through public input, the SAC process and in partnership with the City, ODOT will look for ways to improve pedestrian and bicycle movements and facilities over and under the freeway system.

IMPROVE FREIGHT MOVEMENT:

- Freight requires highways to have sufficient capacity, good reliability and good geometrics for turning, stopping and other movements.





INTEGRATION OF TRANSPORTATION - LAND USE CONCEPTS IN THE N/NE QUADRANT PLAN

The N/NE Quadrant Plan Concept calls for continued success and development of the existing major regional facilities as well as significant future growth and development in the Rose Quarter, Lloyd District and Lower Albina. The I-5 improvements help support this growth by improving freeway reliability and safety in the area.

I-5 Broadway/Weidler Interchange Improvements

May 10th SAC Action Item: Recommended North of Broadway Option

Do you agree with the joint staff recommendation on the North of Broadway Option described in this report?

The Project Team of ODOT, PBOT, and BPS have completed technical evaluations and reviewed the comments from SAC members and the community, and recommend the North of Broadway Option 3 as described below.

North of Broadway Option 3: Vancouver + Hancock/Dixon (illustrated in Figure 1)

The following are the basic elements of the recommendation:

1. Rebuild the Vancouver overcrossing structure in its current location with a new east-west overcrossing connecting Hancock to Vancouver and Dixon, including a lid over I-5, roughly between Hancock and San Rafael.
2. Implement traffic calming measures at the intersection of Williams/Hancock to mitigate traffic impacts to the Eliot neighborhood east of Williams.
3. Remove Flint between Tillamook and Broadway (including the existing Flint freeway overpass structure).
4. Maintain Wheeler north of Broadway as a two-way street.
5. Maintain the current alignment and northbound traffic direction of Wheeler between Weidler and Broadway in front of the Left Bank.
6. Provide for two-way traffic operation on Flint between Weidler and Winning Way between the two Rose Quarter parking structures.
7. Provide for new traffic signals at the intersections of Wheeler/Broadway and Ross/Broadway.
8. Do not preclude the option of connecting a large lid between Weidler and Hancock.

North of Broadway Option 3: Vancouver + Hancock/Dixon (continued)

The following issues will require further examination as part of Preliminary Engineering and community involvement:

1. Seek a viable, single-lid design solution over I-5 between Weidler and Hancock by exploring mitigation measures for freeway noise and vehicle emissions, and addressing the need for open space and economic development.
2. Develop specific measures to mitigate property and parking impacts to the Paramount Apartments and the Portland Public Schools' Blanchard site due to the proposed Hancock/Dixon connection (via the Hancock/Vancouver Lid).
3. Develop alternative safe and convenient bicycle/pedestrian connections to include:
    a. The proposed removal of the Flint freeway overpass structure and the development of a bicycle/pedestrian connection between the Flint/Tillamook intersection and the proposed Vancouver/Hancock overcrossing, and
    b. The proposed removal of Flint between Hancock and Broadway, the development of bicycle/pedestrian connection from Hancock to Broadway while providing for potential parking mitigation, open space, and redevelopment opportunities.
4. Develop traffic engineering and other design measures to avoid queues on the I-5 southbound off-ramp at Vancouver that would encroach onto the freeway and to provide for southbound movements on Vancouver of autos, trucks, transit, pedestrians and bicycles.
5. Define appropriate Eliot neighborhood traffic mitigation measures for the recommended Hancock connection between Vancouver and Dixon.
6. Develop a street design and circulation plan for the area south of Broadway due to circulation changes resulting from the relocation of the southbound I-5 freeway on-ramp. The plan should address the following issues:
    a. Prepare design refinements to provide for safe and convenient access to the Left Bank and Left Bank Annex.
    b. Prepare a Rose Quarter circulation plan to address proposed changes to the I-5 Broadway/Weidler Interchange and future redevelopment of the Rose Quarter and the area north of Broadway.
    c. Develop and evaluate circulation alternatives for Wheeler, Winning Way, Center Court, Flint and Williams to:
        i. Enhance circulation in the area for all modes,
        ii. Provide flexibility to manage event ingress and egress, and
        iii. Open up opportunities for redevelopment and placemaking.
    d. Update the Rose Quarter Event Transportation Management Plan to address changes in local access and circulation
    e. Develop design elements that address the changes to access and circulation to the Madrona:
        i. Refine street design for Williams between Weidler and Wheeler to address access, circulation and on-street parking needs for the Madrona, while also providing for bus, bike and pedestrian circulation.
        ii. Provide for sufficient pedestrian and vehicle access to the detoxification center entrance on Williams.
        iii. Address visual and noise impacts due to the proposed relocation of the I-5 southbound on-ramp to Weidler/Williams.
        iv. Prepare design treatment for the Weidler/Williams intersection for safe pedestrian and bicycle crossing
7. Develop design plans with TriMet for safe transit operations through the I-5 interchange area.
8. Complete traffic engineering studies and prepare traffic operation and design plans for the area north of Broadway, south of Wheeler Place and west of the freeway.

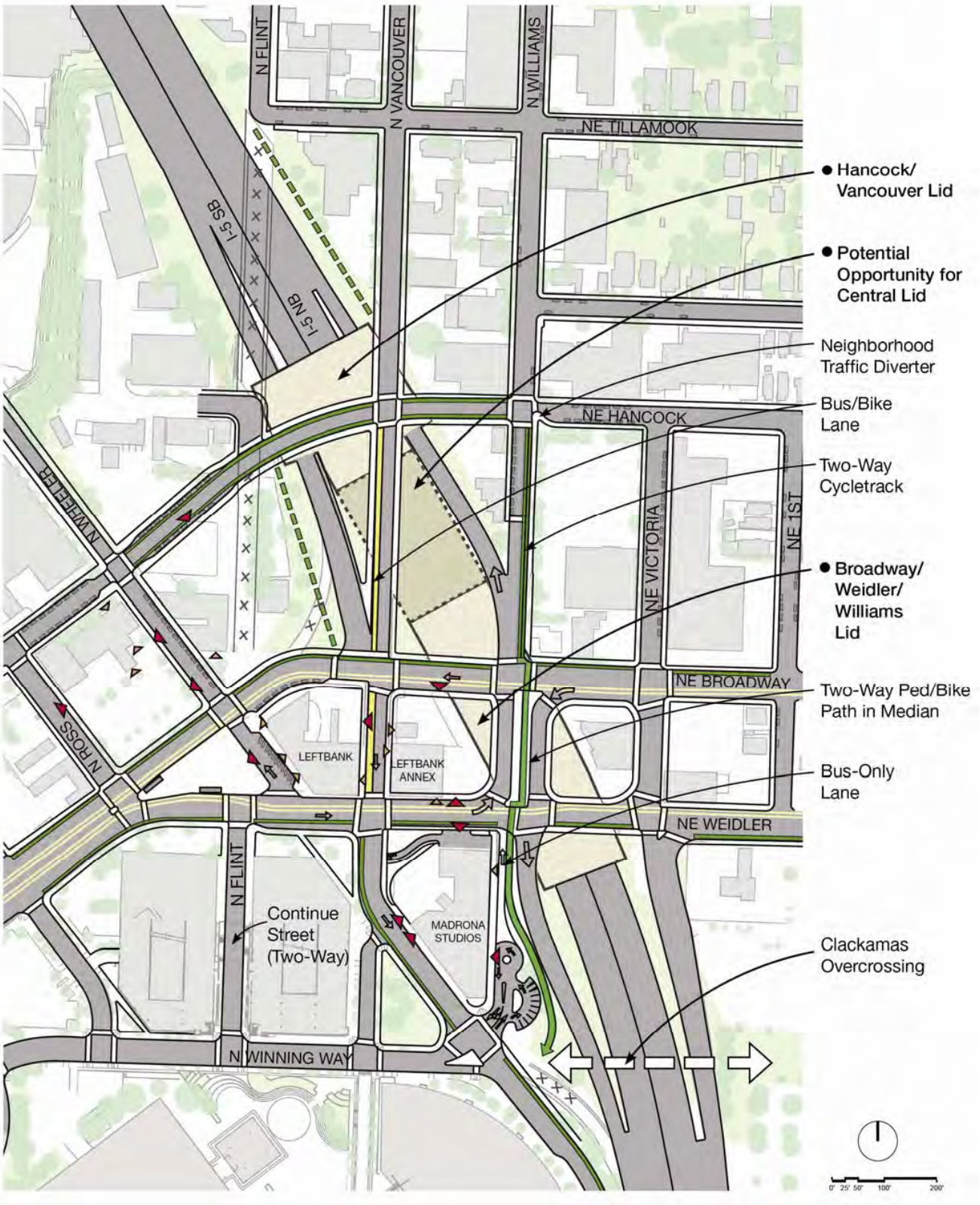


Figure 1: North of Broadway: Recommended Option 3 Modified (illustrative concept drawing)

Recommended North of Broadway Option for the I-5 Broadway/Weidler Interchange Improvements

I. INTRODUCTION

The Oregon Department of Transportation (ODOT), the City of Portland Bureau of Transportation (PBOT), and the City of Portland Bureau of Planning and Sustainability (BPS) are jointly managing a project that includes the preparation of a long-range plan for the overall N/NE Quadrant of the Portland Central City, the identification of specific improvements to I-5 between I-84 and I-405 (Fremont Bridge), and improvements to the Broadway/Weidler Interchange.
This staff report describes the recommended **North of Broadway Option** for the I-5 Broadway-Weidler Interchange Plan.

Summary of I-5: Broadway-Weidler Interchange Process and Actions

The project team has worked closely with the SAC to identify a wide range of freeway and interchange improvement concepts that could improve freeway safety and operations while ensuring compatibility with emerging long-range plans, while supporting economic development within the overall N/NE Quadrant. The range of freeway and interchange improvement concepts has been narrowed to a few of the most promising.. This Joint Staff Report recommends continued study on a few key concepts.

The process for identifying, evaluating, and narrowing the concepts has included several milestone actions by the SAC, including:

<u>Phase I: Background and Existing Conditions/Project Goals and Scope/Issues, Opportunities and Constraints</u>

1.	Adoption of project goals and objectives	SAC Meeting #4	January 4, 2011

<u>Phase II: Develop Concept Alternatives</u>

2.	Conduct freeway/interchange charrette		April 2011
3.	Narrowing from 70+ ideas to 13 concepts	SAC Meeting #6	May 26, 2011
4.	Narrowing from 13 concepts to 6 concepts	SAC Meeting #8	July 28, 2011

<u>Phase III: Analyze Alternatives and Select Recommended Concepts</u>

5.	SAC Meeting #10 review the	October 27, 2011	Review physical model of the six interchange concepts and summary of key findings.
6.	Subcommittee	December 8, 2011	The Subcommittee recommended the following: • Discontinue work on Concept 4a, the Split Diamond, and Concept 4b, the Folded Diamond. • Work to identify the best elements of each remaining concept (the Braided Ramp/CD Road, Rebuild the Structures, and the Three-Point Interchange) and include the identified elements in a hybrid concept.
7.	SAC Meeting #12	January 12, 2012	The SAC unanimously supported the subcommittee recommendation and directed staff to: • Discontinue further study of Concept 4a-the Split Diamond and 4b-the Folded Diamond. • Weigh SAC-identified benefits and concerns regarding proposed hybrid project elements.

8.	SAC Meeting #13	February 16, 2012	The SAC was presented with the Hybrid Base Project that included elements requiring further refinement based on technical assessments of bicycle and pedestrian operations, urban design/land use potential, traffic operations and safety. • The SAC supported the joint staff recommendation to move forward with the Hybrid Base Project (see list of Hybrid Base Project elements on page 6), and • Staff was directed to continue to analyze the four elements that required additional study.
Phase IV: Final Development of Plans			
9.	SAC Meeting #14	March 15, 2012	At the March 15, 2012, SAC meeting, staff presented the following hybrid element recommendations: • The Southbound Braided Ramps are not recommended for further refinement as part of the base hybrid project. • A multi-use path (MUP) immediately east of I-5 between Multnomah and Weidler is not recommended to be included in the project. • Continue work to ensure that a Clackamas Bicycle-Pedestrian Overcrossing could be integrated with a proposed development plan on the east side of the freeway. • Continue to refine and evaluate the North of Broadway options. The SAC supported the joint staff recommendation to move forward with the Hybrid Base Project and directed staff to continue to analyze and refine the North of Broadway options.
10.	SAC Meeting #15	April 10, 2012	Staff presented to the SAC additional refinements to the North of Broadway options based on a March 20th Work Session. • The SAC discussed the pros and cons related to each option for the May SAC recommendation.
11.	**SAC Meeting #16**	**May 10, 2012**	**Staff Recommendation on North of Broadway Option and DRAFT I-5 Broadway/Weidler Interchange Facility Plan**
12.	SAC Meeting #17	June 7, 2012	Extended Public Comments and SAC Action on the I-5 Broadway/Weidler Interchange Facility Plan.
13.	SAC Meeting #18	June 28, 2012	Extended Public Comments on the North/Northeast Quadrant Plan and the SAC's Direction on the Quadrant Plan
14.	SAC Meeting #19	August 2, 2012	SAC Final Action on the North/Northeast Quadrant Plan

Phase V: Adoption and Approval Process

15. ODOT Public Comment period in July-August

16. City of Portland: Planning and Sustainability Commission Public Hearing: September 2012

17. City of Portland: City Council Public Hearing and Action: October 2012

18. Oregon Transportation Commission Action: December 2012

II. Summary of the Hybrid Base Project and Elements for Refinement

The project team developed and refined a Hybrid Base Project (supported by the SAC at its February meeting) and identified additional elements for further study based on technical assessments of bicycle and pedestrian operations, urban design/land use potential, traffic operations, and safety. In March, the SAC agreed that the Southbound Braided Ramps and a multi-use path on the eastside of the freeway should not be included in this project. ODOT and the City of Portland have continued to jointly identify areas of agreement on how to proceed to further develop the Hybrid Base Project. The North of Broadway area, illustrated in Figure 1, is the final element for SAC review and action.

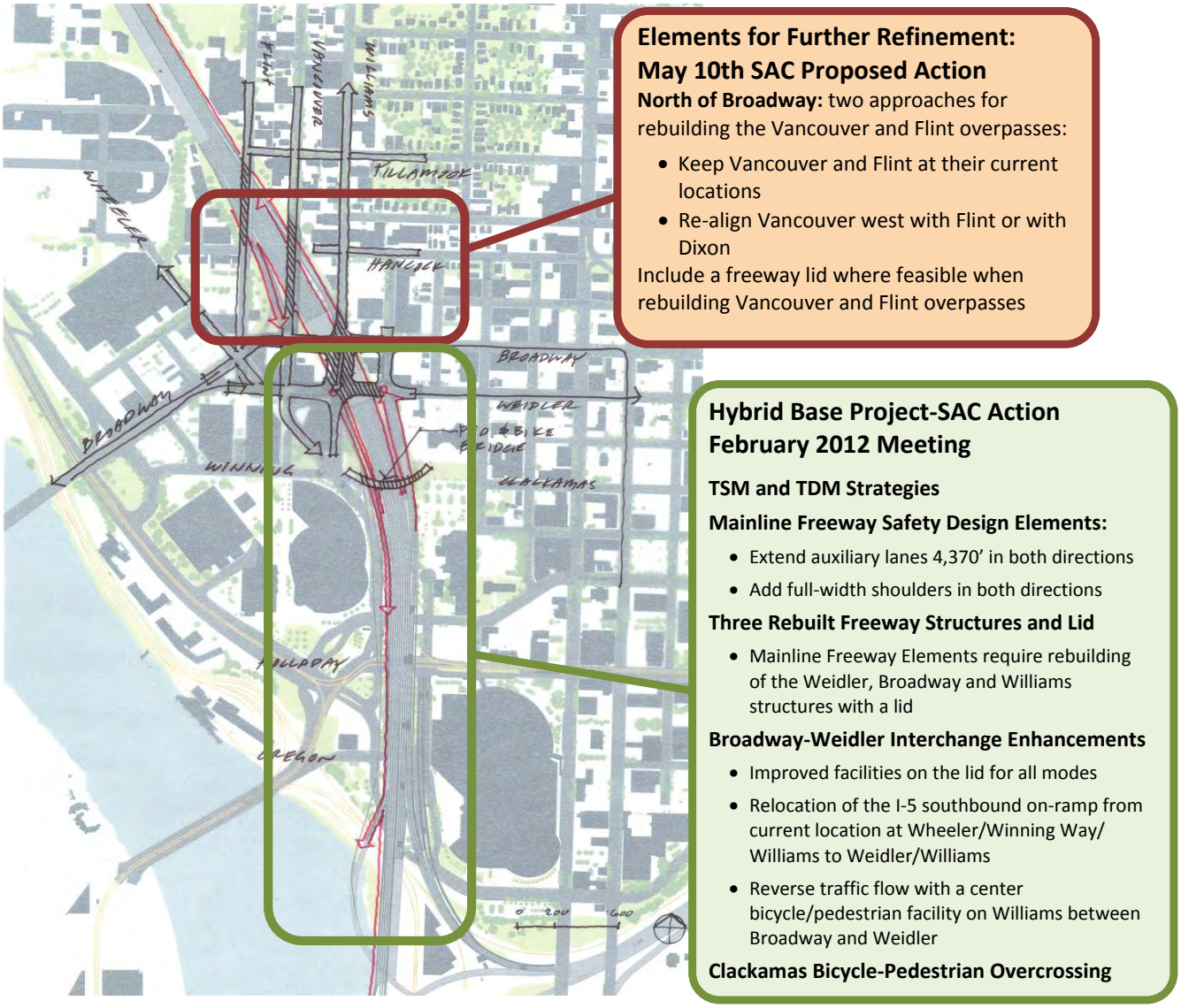


Figure 2: Hybrid Base Project and Elements for Further Refinement

III. North of Broadway Options Overview

North of Broadway: Vancouver/Flint/Hancock Overcrossing/Lid

In addition to overall operational improvements to the interchange, the I-5 Broadway/Weidler Interchange project presents a unique opportunity to improve the local street system just north of Broadway. Because the Flint and Vancouver structures over the freeway must be rebuilt as part of the project, they could be configured in a different manner. All options under consideration would work with the other major elements of the Hybrid Base Project. All new structures would meet current design standards for seismic safety, sidewalks and bike lanes where applicable. All rebuild proposals would improve conditions as compared to the "No-Build" option.

Box around "The Box"

Early in the concept alternative development process, the opportunity was identified to create supplemental safe, pleasant, walkable, and bikeable connections around the intersections of Broadway, Weidler, Williams, and Vancouver (often referred to as "the box"). While the proposed Hybrid Base Project significantly improves pedestrian, bicycle and vehicle conditions in the central part of the box, there will still be heavy traffic and frequent congestion. Rebuilding the structures as part of the interchange improvement project presents the opportunity to establish a circumferential network of local streets and pedestrian/bicycle connections that would offer alternative travel options that would avoid travel through the "Box."

North of Broadway Options:

1. **Rebuild**
   This option would remove and rebuild the existing freeway overcrossings in their current locations.
2. **Optimized Rebuild**
   This option would rebuild the existing freeway overcrossings at Flint and Vancouver in their current locations, with a new two-way connection between Flint and Dixon at Wheeler. Flint would be closed between Dixon and Broadway. Wheeler would be signalized at Broadway as a 4-legged intersection.
3. **Vancouver + Hancock/Dixon**
   This option would remove the existing Flint overcrossing and rebuild the Vancouver overcrossing in its current location, while providing a new east-west overcrossing that connects Hancock to Vancouver and Dixon. Traffic calming measures at Williams and Hancock would be included to mitigate any traffic impacts to the Eliot neighborhood east of Williams. With this option, a new lid could be built over the freeway. Flint would be closed between Tillamook and Broadway. Wheeler would be signalized at Broadway with options to retain the existing alignment to Weidler or connect with Flint in a north-south alignment through Weidler to Winning Way.
4. **Flint**
   This option would replace the existing Flint and Vancouver freeway overcrossings with a single, new overcrossing connecting Vancouver, Hancock, and Flint at a three-point intersection on a lid over the freeway. The new overcrossing would provide a local street connection with Hancock to the east and west. Flint would be closed between Tillamook and Hancock. Flint would be signalized at Broadway and continue in a direct alignment through Weidler to Winning Way. Access to Wheeler from Broadway would likely need to be closed for safety and to allow Flint at Broadway to be signalized as a 4-legged intersection.
5. **Dixon**
   This option would replace the existing Flint and Vancouver freeway overcrossings with a single new overcrossing connecting Vancouver, Hancock and Dixon at a three-point intersection, on a lid, over the freeway. The new overcrossing would provide a local street connection with Hancock to the east and west and Dixon to the west. Vancouver would be closed between Hancock and Broadway. Flint would be closed to motor vehicle traffic between Tillamook and Broadway. A pedestrian/bike connection could be retained along Flint in this segment. Wheeler would be signalized at Broadway with options to retain the existing alignment to Weidler or connect with Flint in a north-south alignment through Weidler to Winning Way.

Summary of Findings

The following section summarizes the evaluation of the North of Broadway options. Table 1 presents the summary of the key findings and Table 2 presents the summary evaluation matrix.

Methodology

The project technical team consisted of staff from ODOT, PBOT, BPS and consultant team members from URS, Alta, DKS and ZGF. The team collaborated to complete the technical evaluation of the options and the matrix.

The each option was evaluated on a (Likert) scale from -5 (minus five) to +5 (plus five). Option 1. Rebuild was used as a baseline for comparison to the alternatives and was represented as "0" to allow for the evaluation of the pros and cons of the alternative options. Each option was then evaluated based on the defined criteria. If a particular option was evaluated as having decreased utility over existing conditions, it received a negative score. If the evaluation indicated an improvement over exiting conditions, it received a positive score.

Table 1: Summary of Key Findings: North of Broadway Options

Option	Pros	Cons
Option 1. Rebuild	• Base case.	• Base case.
Option 2. Optimized Rebuild	• Local street connection between Flint and Dixon, provides access to redevelopment area north of Broadway. • Removes Flint between Hancock and Broadway. Provides open space and redevelopment opportunities, and limits private property impacts.	• No significant difference.
Option 3. Vancouver + Hancock/Dixon	• Strengthens connections between Vancouver/Williams area and the Lloyd District and Rose Quarter. • Highest street connectivity and directness of travel for all modes. • Collector street (Vancouver) connections to redevelopment areas north of Broadway. • Additional freeway lid opportunity with Hancock+Dixon connection. • Street connectivity provides best for potential uses of freeway lid access. • Opportunity for single large freeway lid.	• Maintains 5-legged intersection at Vancouver/Broadway. • Longest traffic queues on I-5 off-ramp. • Longest traffic queues on Vancouver. • Wide crossing of Vancouver at Broadway.
Option 4. Flint	• Eliminates 5-legged intersection at Vancouver/Broadway. • Option 4 and 5: shortest I-5 southbound off-ramp queues. • Option 4 and 5: shortest traffic queues on Vancouver. • Option 4 and 5: shortest intersection width at Vancouver/Broadway. • Options 4 and 5 create opportunities for a larger lid with Hancock+Dixon connection than Option 3. • Opportunity for single large freeway lid.	• Closes Wheeler north of Broadway; significant access impacts to Paramount Apts. and Lower Albina. • Reduces street connectivity and out-of-direction movement for all modes using Vancouver. • Limited access to uses on potential freeway lid, difficult to activate the space. • Higher likelihood of traffic diversion in Eliot neighborhood (eastbound). • Increased travel time and safety conflicts for TriMet buses on Vancouver. • Greater event traffic impacts to Left Bank
Option 5. Dixon	• Eliminates 5-legged intersection at Vancouver/Broadway. • Option 4 and 5: shortest I-5 southbound off-ramp queues. • Option 4 and 5: shortest traffic queues on Vancouver. • Option 4 and 5: shortest intersection width at Vancouver and Broadway. • Options 4 and 5 create opportunities for a larger lid with Hancock+Dixon connection than Option 3. • Opportunity for a single large freeway lid.	• Reduce street connectivity and out-of-direction movement for all modes using Vancouver. • Limited access to uses on potential freeway lid, difficult to activate the space. • Highest traffic diversion in Eliot neighborhood for eastbound traffic. • Increased travel time and safety conflicts for TriMet buses on Vancouver.

Table 2: Summary Evaluation Matrix: North of Broadway Options

Criteria	1. Rebuild	2. Optimized Rebuild	3A. Vancouver + Hancock/Dixon	3B. Vancouver + Hancock/Dixon	4. Flint	5A. Dixon	5B. Dixon
A. Land Use and Urban Design Criteria							
1. Connectivity: Improves the connectivity of the surface street system between and within the N/NE Quadrant and its adjacent districts. a. Reinforces the Broadway Corridor as the major east-west high-density mixed-use corridor. b. Strengthens the commercial spine connections between Williams/Vancouver and the Lloyd District. c. Improves the overall connectivity and provides multiple pathways for safe and convenient access to avoid the high-traffic environment at the freeway interchange.	0	0	3	3	-1	0	0
2. Developability/Opportunities: Enhances development opportunities to support the proposed land use, density and character of the district.	0	2	3	3	2	3	3
3. Open Space: Expands the role and use of open space as a district system amenity.	0	1	1	1	0	1	1
Land Use and Urban Design Subtotal	**0**	**3**	**7**	**7**	**1**	**4**	**4**
B. Transportation Criteria							
Safety & Mobility: North of Broadway concept improves transportation safety and operations for all modes in and outside the 'box.'							
a. Directness of route for all modes	0	0	1	1	-1	-2	-1
b. Autos/Freight	0	0	-1	-1	2	2	2
c. Freight	0	0	4	2	-4	-2	1
d. Transit	0	0	0	0	-2	-1	0
e. Bicycles	0	3	3	4	3	4	3
f. Pedestrians	0	2	3	3	4	3	3
Transportation Subtotal	**0**	**5**	**9**	**8**	**2**	**5**	**8**
Total Combined	**0**	**8**	**16**	**15**	**3**	**9**	**12**

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IV. NEXT STEPS

The SAC is near the end of the planning process for completing the North/Northeast Quadrant Plan and the I-5 Broadway/Weidler Interchange Facility Plan. The following summarizes the schedule:

Meeting #17: June 7, 2012 At this meeting, the SAC will have extended public comments on the I-5 Broadway/Weidler Interchange Facility Plan and will be asked to take action.

Meeting #18: June 28, 2012 At this meeting, the SAC will have extended public comments on the North/Northeast Quadrant Plan and will be asked to provide direction on the Quadrant Plan

SAC Meeting #19: August 2, 2012 At this meeting, the SAC will be asked to take final action on the North/Northeast Quadrant Plan.



I-5 Broadway/Weidler Interchange Plan

SAC Meeting #16
May 10, 2012
Recommended North of Broadway Option

CENTRAL CITY 2035

CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

Section Agenda

- Overview
- Recommended Option
- Pros/Cons
- Discussion

North of Broadway Options

1. **Rebuild**
2. **Optimized Rebuild**
3. **Vancouver + Hancock/Dixon**
   - With Wheeler sub-option
   - With Lid sub-options
4. **Flint**
   - With Lid sub-options
5. **Dixon**
   - With Wheeler sub-option
   - With Lid sub-options



Considerations

- Vancouver Options to keep or move:
  - Unique Opportunity to change local street system safer operations.
  - Box around the "The Box"- opportunity to provide for alternative and less stressful routes.
  - Economic development opportunities
- Options with Freeway Lid to provide opportunities for neighborhood amenities and improved ped/bike facilities.

North of Broadway: Options Evaluation Criteria

- Connectivity
- Developability/Opportunities
- Open Space
- Safety & Mobility

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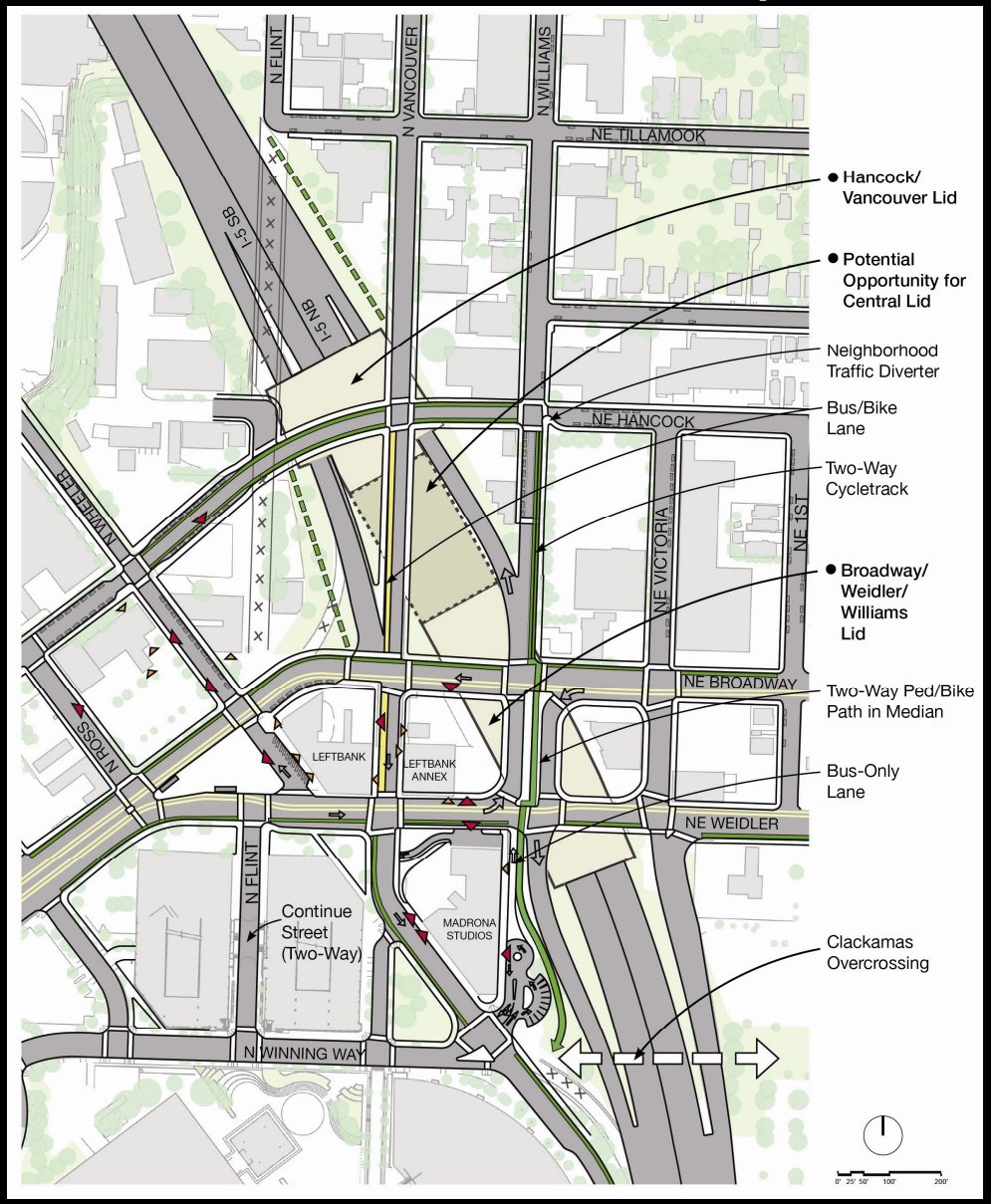
Recommended Option

Option 3.

Vancouver + Hancock/Dixon



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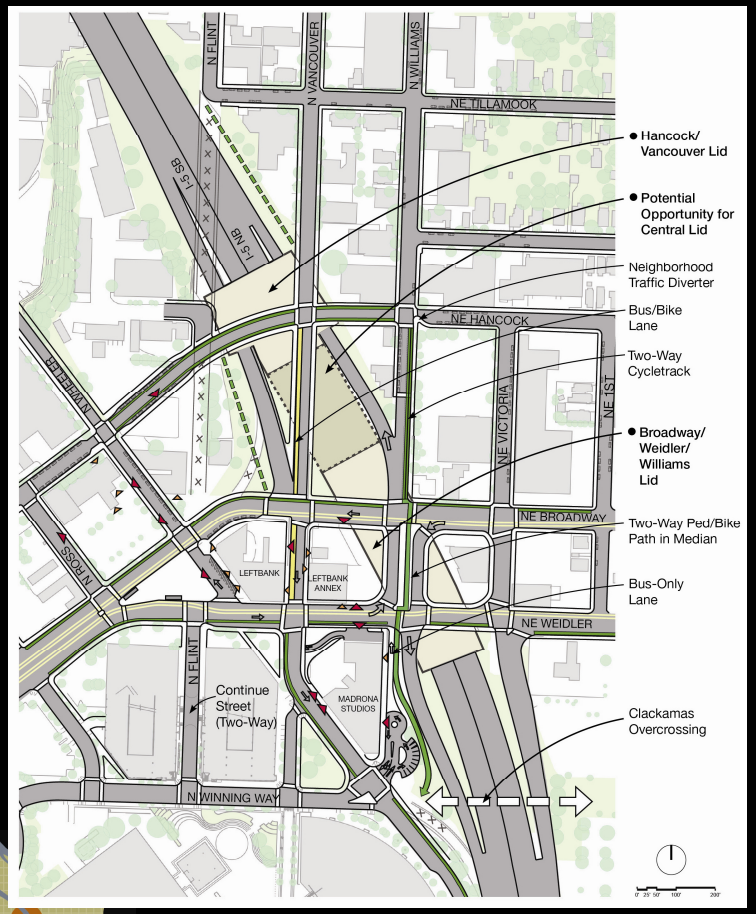
Recommended Option

Option 3.

Vancouver + Hancock/Dixon



Retains 5-leg intersection @ Vancouver/Broadway

Eliminates Flint at Broadway, potential new signal at Wheeler & Broadway and Ross & Broadway

New east-west local connection at Hancock & Dixon

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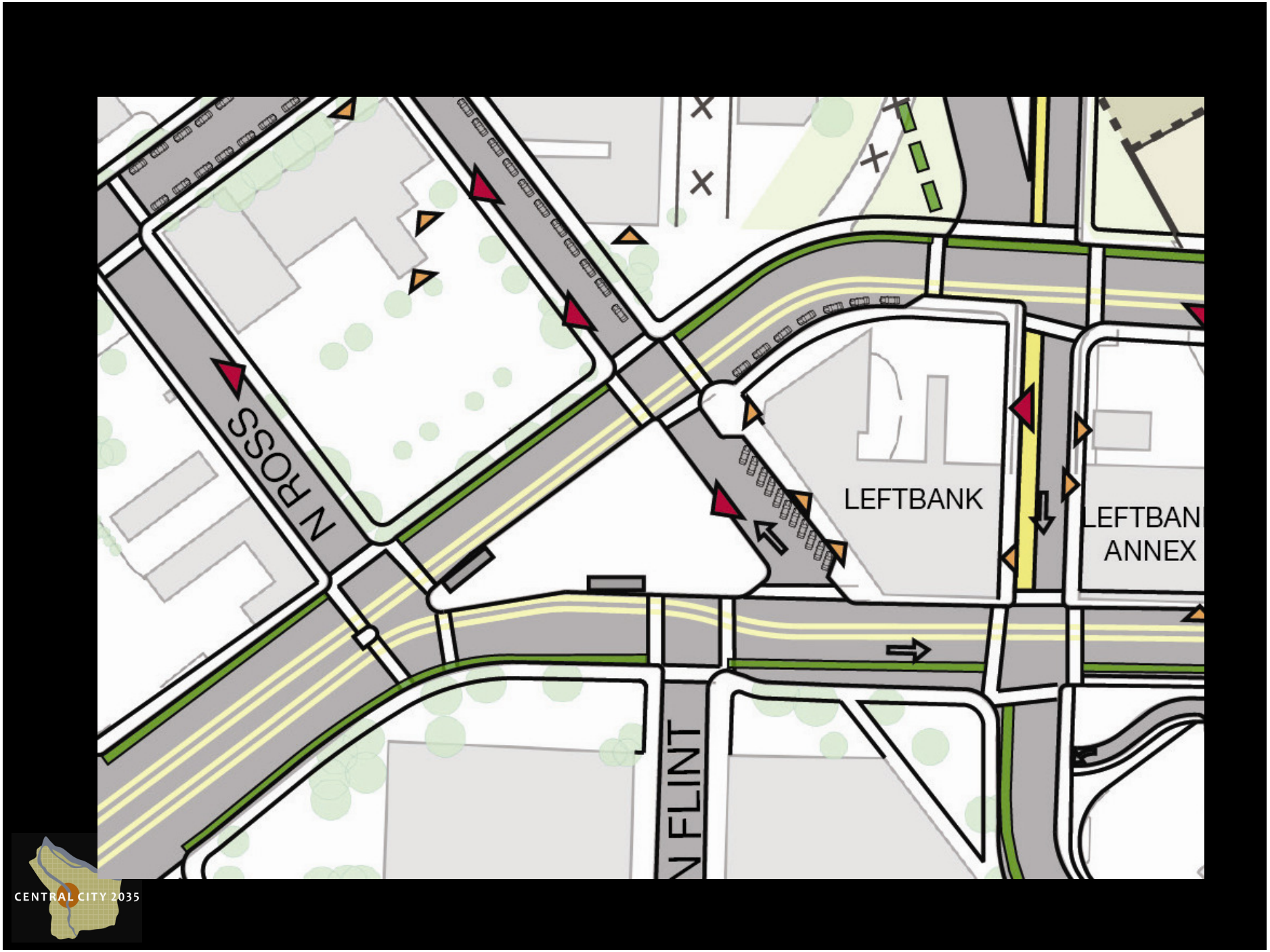

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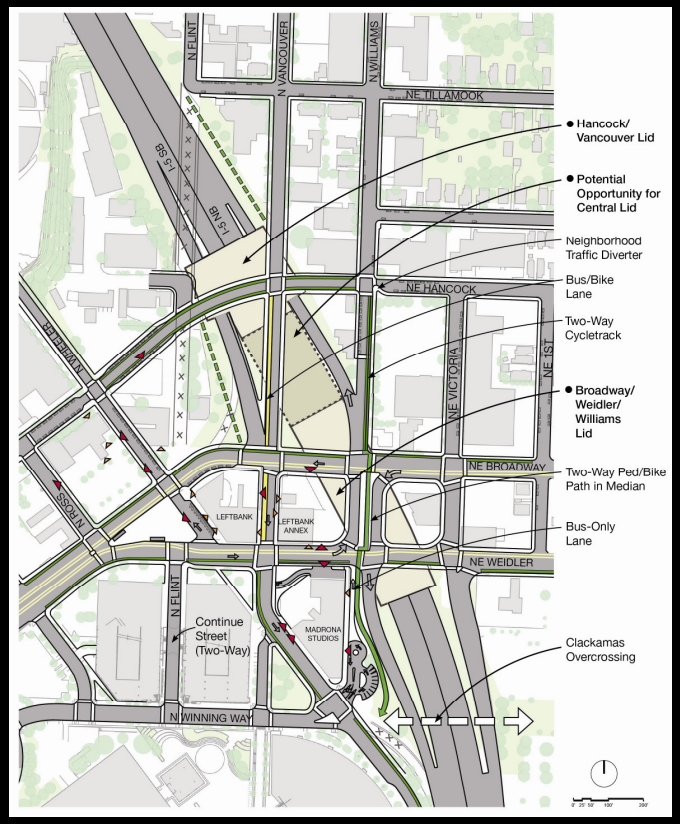
Recommended Option

Option 3.

Vancouver + Hancock/Dixon



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PROS

Could accommodate optional freeway lid concepts

Highest street connectivity and directness of travel for all modes

Provides opportunities to travel "around the box"

Maintains current access to Lower Albina via Wheeler

CONS

Risk of some neighborhood traffic diversion (to be mitigated)

Wait time on Vancouver at Broadway remains

Queuing on off ramp (to be mitigated)

Questions

CENTRAL CITY 2035

N/NE Quadrant and I-5 Broadway/Weidler Plans

Facility Plan Report

I-5 Broadway/Weidler Interchange Improvements



May 10, 2012

Informational/Discussion
DRAFT

The N/NE Quadrant and I-5 Broadway/Weidler Plans Project is a collaborative effort by the City of Portland and the Oregon Department of Transportation to integrate urban design and land use planning with freeway planning and concept-level engineering in the North/Northeast portion of the Central City, which includes Lower Albina and the Lloyd District.

Facility Plan Report:
I-5 Broadway/Weidler Interchange Improvements

The overall project purpose is to...

Improve safety and operations on I-5 in the vicinity of the Broadway/Weidler interchange.



OBJECTIVES INCLUDE:

EASE CONGESTION LEVELS AND IMPROVE SAFETY:

- Congestion can be reduced through a variety of measures. Workable solutions will be explored through the Stakeholder Advisory Committee (SAC) and public outreach.

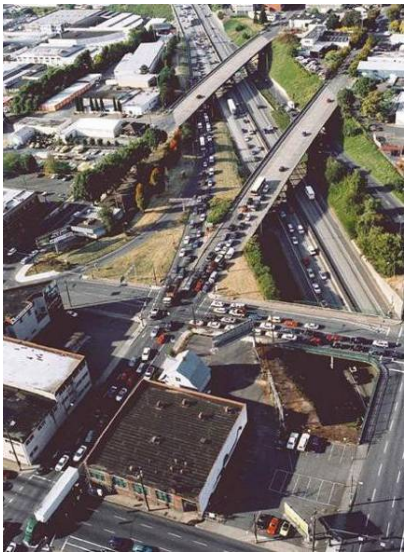


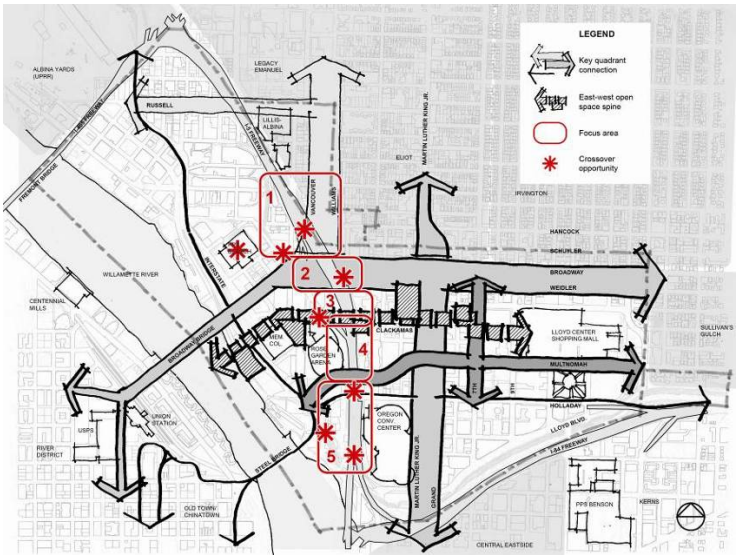
ENHANCE PEDESTRIAN AND BICYCLE ROUTES:

- Through public input, the SAC process and in partnership with the City, ODOT will look for ways to improve pedestrian and bicycle movements and facilities over and under the freeway system.

IMPROVE FREIGHT MOVEMENT:

- Freight requires highways to have sufficient capacity, good reliability and good geometrics for turning, stopping and other movements.





Integration of Transportation and Land Use Concepts in the N/NE Quadrant Plan

The N/NE Quadrant Plan Concept calls for continued success and development of the existing major regional facilities and significant future growth and development in the Rose Quarter, the Lloyd District and Lower Albina. The I-5 improvements help support this growth by improving freeway reliability and safety in the area.

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Informational/Discussion
DRAFT

Previous Project Documents (Potential Appendices)

Project Sponsor Chartering Document	August 2010
Transportation Existing Conditions Report	November 2010
Public Open House Boards	November 2010
Project Goals Statement	January 2011
Building the System: I-5 between I-84 and I-405	March 2011
Freeway Charrette Concepts Matrix	April 2011
Freeway Charrette Documentation	May 2011
Environmental Baseline Report Draft	May 2011
Historic Resources Report/Map	May 2011
Public Open House Boards	June 2011
Concepts Recommendation for Phase 3	July 2011
Phase 3 Evaluation Criteria	September 2011
Phase 3 Evaluation Worksheet	December 2011

Other Project Documents (Potential Appendices)

Supplemental Traffic Memos/Reports	Various, if any
Joint Staff Reports	Various, if any
Project Presentations	Various, if any

Informational/Discussion
DRAFT

I-5 Broadway/Weidler Interchange Improvements

1. Introduction (The Story)

Purpose of the Facility Plan

State of Oregon agencies prepare facility plans for state-owned infrastructure so that they and decision-makers may effectively manage, maintain and prioritize potential additions to or expansion of this infrastructure. Chapter 6 of this document represents an early discussion draft of a facility plan, detailed in Section 6, that Oregon Department of Transportation (ODOT) staff would present to the Oregon Transportation Commission (OTC) regarding potential improvements to Interstate 5 (I-5) in the area around the I-5 Broadway/Weidler Interchange. This facility plan would represent and confirm, if adopted by the OTC, the state's long-range intent relative to this section of I-5 and the I-5 Broadway/Weidler Interchange.

Combining Land Use and Transportation Planning

Portland is nationally recognized for innovations linking land use and transportation planning. Portland's Downtown Plan, adopted in 1972, and the Central City Plan, adopted in 1987, established a framework for land use and transportation within the central city. In the summer of 2010, ODOT, the City of Portland Bureau of Transportation (PBOT) and the City of Portland Bureau of Planning and Sustainability (BPS) initiated a partnership to begin co-developing land use and transportation concepts for the north/northeast quadrant of the central city (N/NE Quadrant) through an iterative effort involving the public and area stakeholders. The project includes identifying specific improvements to I-5, between Interstate 84 (I-84) and Interstate 405 (I-405) at the Fremont Bridge, and improvements to the I-5 Broadway/Weidler Interchange.

This joint effort represents a new land use-transportation approach in planning improvements to urban freeway interchanges. This approach combined the planning of local strategies for land use, urban design and local transportation improvements with the planning of interstate freeway improvements. The project's approach for freeway improvements was to address existing, not future, issues. Freeway improvements were to focus also on safety and reliability issue and not on adding capacity to meet demand. This plan aims to better manage congestion but not eliminate it.

A comprehensive public process, including a 29-person stakeholder committee with bicycle, neighborhood, business, freight, rail, event and property owner representation, was undertaken with the City. This included several outreach events in the community, community walks and many briefings with potentially affected parties. See Section 2 for additional detail of the plan's public development process.

Informational/Discussion
DRAFT

2. The Plan Development and Public Involvement Process

The Process: The Committee, the Meetings and the Result

1. How the committee was formed, who is represented
2. How many meetings, where they were held
3. Voting process

[Insert text of Section 2].

[Insert Project Process graphic]

Figure 1: Project Process

Informational/Discussion
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3. Existing Conditions: What We Started With

1. Neighborhood and Community – The story including history
2. Land Use Context – Entitlement blight, vacant lots, some interesting new development
3. Transportation – The freeway
    a. Incidents – how many, and where it ranks
    b. Congestion and a Bottleneck – Delay/peak period info, national bottleneck rankings, regional rankings for congestion, freight priority
    c. Operations and the Weave – why weaving is a problem
    d. TSM/TDM – What's in the plan
4. Transportation – Local street system near the interchange
    a. Bicycle Cross-Roads – Bike numbers, Portland Bike Plan (map of "interested-but-concerned" and "confident" routes)
    b. Bike-Vehicle Conflicts – (map of location of bike-vehicle conflicts)
    c. Pedestrian Network and Experience
    d. Access to Lower Albina and Freight Uses
    e. Regional Destinations – Lloyd Center, Rose Garden
    f. Transit Center and Transit Routes
    g. Connectivity
5. The Environment
    a. Historic/Cultural
    b. Stormwater
    c. Air Quality
    d. Environmental Justice Populations
    e. ESA

[Insert text of Section 3]

Informational/Discussion
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4. Developing and Narrowing the Alternatives

The Alternatives: from 70+ Ideas to a Recommended Alternative

1. Purpose and Need
2. Goals and Objectives
3. Evaluation Criteria (bubble roll-up chart)
4. 70+ Alternatives and Ideas – describe range
5. 6 Alternatives – describe discarded alternatives including explanation of why discarded
6. 3 Alternatives – describe discarded alts including explanation of why discarded
7. Hybrid Alternatives

[Insert text of section 4]

Informational/Discussion
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5. Description of the Recommended Alternative

Description of the Elements of the Recommended Alternative

1. **Implement Transportation System Management (TSM)** and **Transportation Demand Management (TDM)** strategies
2. **Construct Mainline Freeway Safety Elements**
    a. Extend auxiliary lanes 4,370 feet in both directions
    b. Add full-width shoulders in both directions
3. **Reconstruct Three Freeway Structures and Lid**
4. **Relocate Southbound I-5 On-Ramp to Weidler/Williams**
5. **Convert Williams to a Reverse Traffic-Flow Connection between Broadway and Weidler**
6. **Construct Clackamas Bike-Pedestrian Overcrossing**
7. **Reconstruct the Vancouver Structure; Remove the Flint Structure; Reconfigure Streets North of Broadway to Include Hancock/Dixon Structure and Lid**
8. **Possible Future Items**
    a. Central lid flanking Vancouver structure
    b. Southbound braided ramp with description of when to reanalyze

[Insert text of section 5]

Informational/Discussion DRAFT

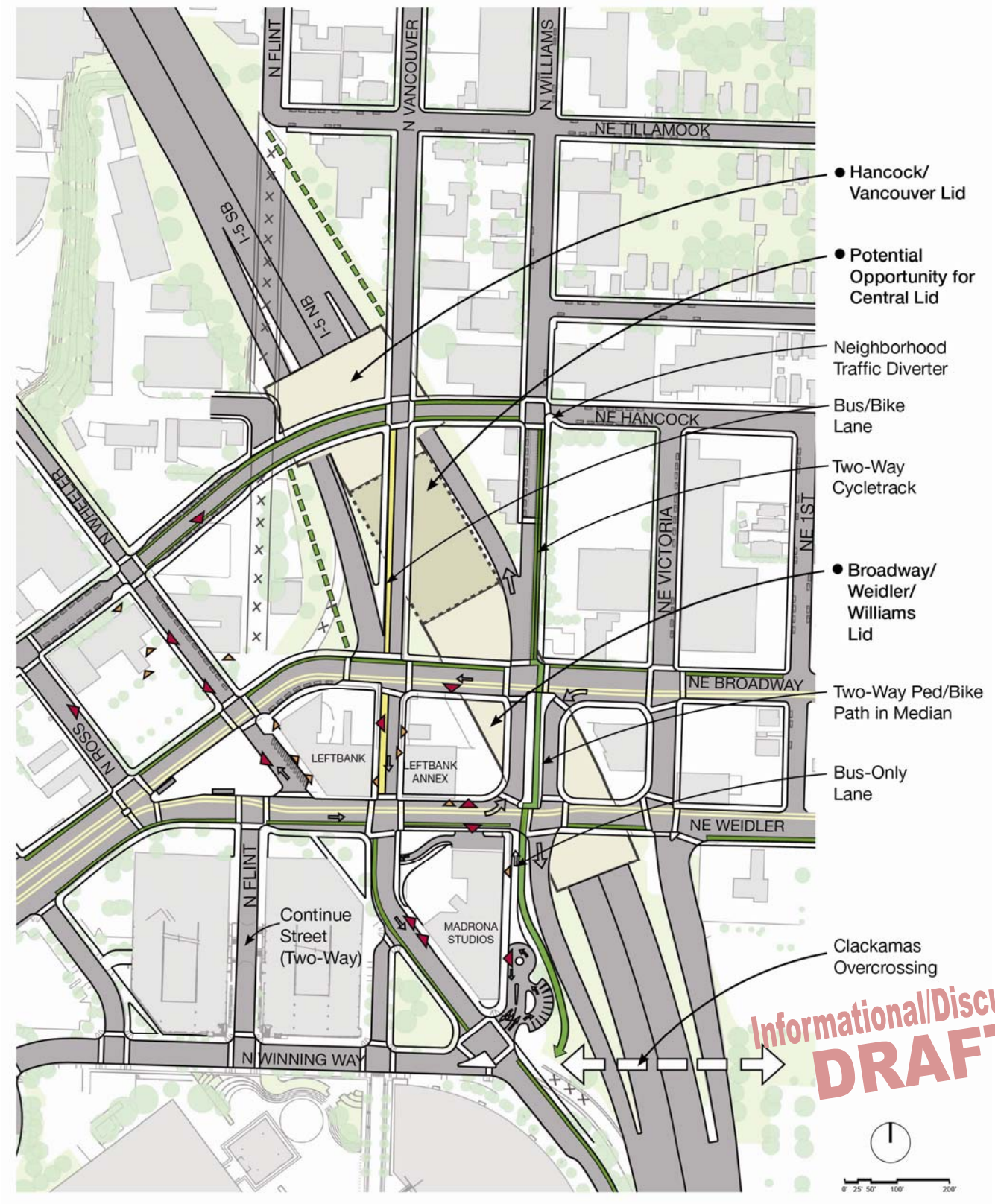

Figure 2: Enlarged "Box" Area of the Recommended Alternative

6. The Facility Plan

Study Area

The project Study Area is at the crossroads of the Portland freeway system, as shown in Figure 3. I-5 is the north-south freeway facility and extends through the metropolitan area; in fact, it runs the full length of the U.S. west coast, from Canada to Mexico. Within the project area, I-84 intersects I-5 and extends east across the U.S. A mile and a quarter north of I-84, I-405 connects to I-5 at the Fremont Interchange. This interchange is the northerly connection of the I-405 loop around the west side of downtown Portland, with the southerly connection at the west end of the Marquam Bridge. Within the overlap section, I-5 serves through traffic as well as connecting traffic between I-84 and I-405.

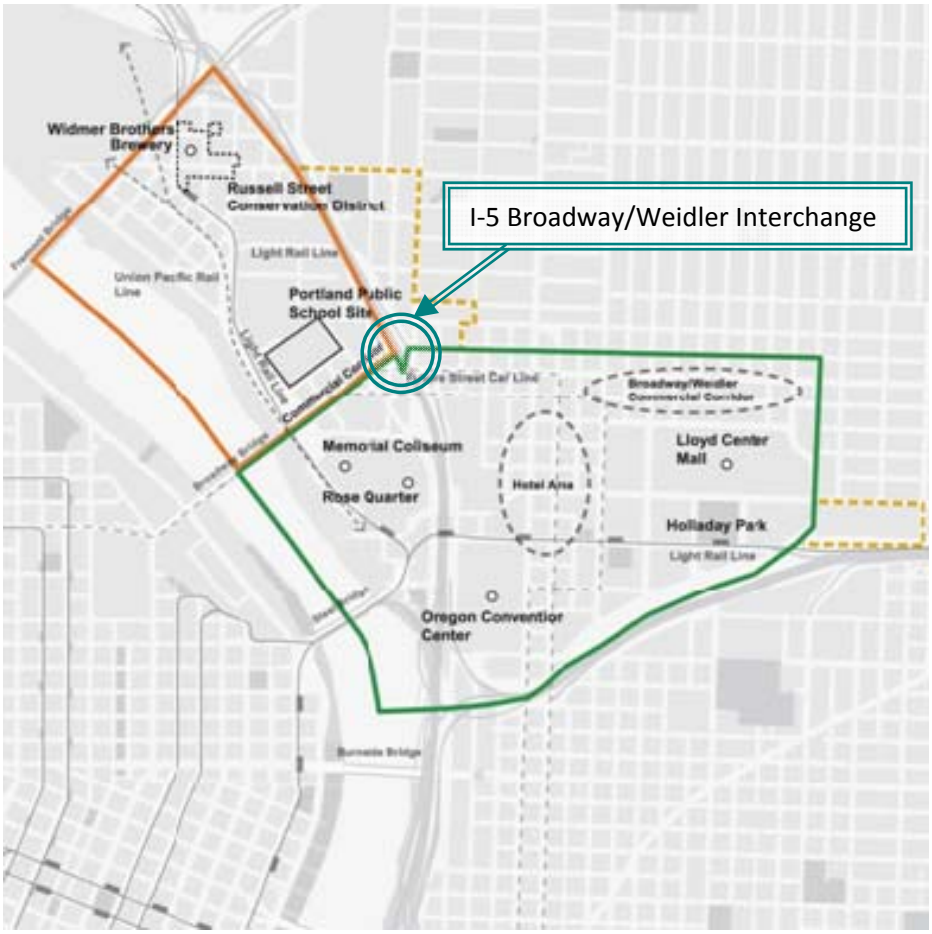

Figure 3: I-5 Broadway/Weidler Interchange Area

Informational/Discussion DRAFT

Facility Function

- I-5 is classified as an Interstate facility and is both a Freight Route and a Truck Route.
- I-84 is classified as an Interstate facility and is both a Freight Route and a Truck Route.
- I-405 is classified as an Interstate facility and is both a Freight Route and a Truck Route.

Interchange Function

The I-5 Broadway/Weidler Interchange is located on I-5, in between I-405 to the north and I-84 to the south. The function of the I-5 Broadway/Weidler Interchange is to serve the Portland central city, which includes the industrial area of Lower Albina and the commercial activity along the Broadway/Weidler corridor, regional attractions, such as the Rose Garden Arena and the Lloyd Center mall, and the surrounding community.

Purpose

The purpose of the I-5 Broadway/Weidler Plan is to improve the safety and operations on I-5 in the vicinity of the I-5 Broadway/Weidler Interchange.

Need

Highest Accident Rate in the State of Oregon

Collision data was collected along I-5 over the past five years and analyzed based on the frequency of collisions (number of collisions that occur) and on collision rate (number of collisions per million annual vehicles).

- High crash rates create frequent safety and traffic problems
    - SB for the five-year period had 292 crashes
    - NB for the five-year period had 180 crashes

Operational Friction and Congestion Caused by Heavy Weaving

Short weave distances contribute to safety and operational problems

- There are currently 30,000 on and off movements in this area
- I-84 to Broadway/Weidler Interchange weaves are very bad today and forecast to worsen in the future
- Broadway/Weidler Interchange to I-405 weaves are marginal today and forecast to worsen
- Poor weaving conditions result in:
    - High crash rates
    - Slow speeds
    - Congestion

Volumes

The segment of I-5 from Broadway to I-405 operates at level-of-service (LOS) C in the AM peak hour and LOS C and D (depending on the direction) in the PM peak hour. The Wheeler to I-84 segment is typically at level-of-service F in both the AM and PM peak hours with the exception of northbound during the PM peak which is level-of-service E. The lower level of service for the Wheeler to I-84 segment can be attributed to the shorter distance to perform weaving maneuvers with approximately 1,300 feet in comparison to the Broadway to I-405 segment that has approximately 1,075 to 2,060 feet (depending on the direction).

Vision of Area

Big picture of how area will look 20-30 years from now

The Study Area will look and feel very different than today.

Changes to land use section.

Changes to transportation section.

Informational/Discussion
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The Land Use-Transportation Connection

Land use and transportation are in balance. Proposed changes to land use designations will reduce auto demand and provide a more mixed-use multimodal environment.

The N/NE Quadrant of the central city includes multiple transportation modes and has considerable multimodal infrastructure to support them [rephrase]. In addition to the I-5 freeway and the local street network, four light rail transit (LRT) lines run through the area, converging on the Rose Quarter Transit Center next to the Rose Garden Arena. The City of Portland is constructing streetcar lines on Broadway/Weidler to connect with the Pearl District and the central east side of Portland. Eight TriMet bus lines also connect at the transit center.

The I-5 Broadway/Weidler Plan proposes many new crosswalks that will improve pedestrian safety and connections to and from these major transit amenities. Two major bicycle commute routes run through the area: the major east-west route along Broadway and Weidler, and the major north-south route along Williams and Vancouver. The plan also proposes a new east/west bicycle/pedestrian overcrossing at Clackamas to connect the Lloyd District with the Rose Quarter.

The Lloyd Transportation Management Area (TMA) is one of the most successful TMAs in the Portland metropolitan region. The area is currently predominantly commercial and industrial, however the proposed changes to land use designations in the N/NE Quadrant Plan will encourage a much greater mix of uses, especially in the central Lloyd District where significant density and mix of uses are anticipated.

The changes related to land use and the transportation recommended by this plan have been analyzed, and queues are not anticipated on the I-5 exit ramp deceleration areas (see Table 1). The City of Portland and ODOT have jointly developed this freeway and local transportation plan, and have integrated the transportation and land use components. The transportation components were developed assuming existing zoning, except for changes at the Portland Public Schools (PPS) Blanchard site and some changes to allow more diverse uses in the central Lloyd District. The overall trip vehicle trip generation for the district is expected to be the same or lower than under previous zoning entitlements.

These plans are within ¼-mile of an existing interchange, and ODOT staff concurs that the mixed-use Multi-Modal Area (MMA) designation is appropriate [explain term]. ODOT must be consulted in the future prior to plan amendments within the MMA boundary.

Table 1: Available Storage and Predicted Queues for Exit Ramps at I-5 Broadway/Weidler Interchange

Direction	Storage Available	Predicted Queue
Southbound		
Northbound		

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Table 2: I-5 Broadway/Weidler Interchange Recommended Alternative Facility Plan Elements

Facility Plan Elements	Outcome
1. Implement Transportation System Management (TSM) and **Transportation Demand Management (TDM)** strategies	Improve freeway operations and reduce automobile trips.
2. Construct Mainline Freeway Safety Elements	Improve freeway operations and reduce accidents 30-50 percent.
a. Extend auxiliary lanes 4,370 feet in both directions.	
b. Add full-width shoulders in both directions.	
3. Reconstruct Three Freeway Structures and Lid The Mainline Freeway Safety Elements require rebuilding the Weidler, Broadway, and Williams structures over I-5; the new structures will be designed to meet seismic and clearance standards.	The new structures improve facilities for all modes; the lid allows for more effective construction staging, improves the urban design of the interchange area and improves the developability of the area.
4. Relocate Southbound I-5 On-Ramp to Weidler/Williams (from current location at Wheeler/Winning Way/Williams)	Increases weave distance, removes ramp traffic from local streets, Wheeler and Winning Way. Allows bike-ped. overcrossing at Clackamas.
5. Convert Williams to a Reverse Traffic-Flow Connection between Broadway and Weidler Includes a barrier-separated bike-pedestrian path in the middle.	Allows more efficient signal timing, improves bike and pedestrian connections through interchange and simplifies vehicular movements.
6. Construct Clackamas Bike-Pedestrian Overcrossing Establishes connection over I-5 from Winning Way to Clackamas.	Increases multi-modal connectivity across I-5, links central Lloyd District to the Rose Quarter, forms south side of "box-around-the-box."
7. Re-construct the Vancouver Structure; Remove the Flint Structure; Reconfigure Streets North of Broadway to Include Hancock/Dixon Structure and Lid	Vancouver structure must be replaced to accommodate mainline freeway improvements. Hancock and freeway lid allow for effective construction staging, improve viability of Blanchard site and form north side of "box-around-the-box."
North of Broadway elements include:	
1. Rebuild Vancouver	
2. Implement traffic calming at Williams/Hancock	
3. Remove Flint between Tillamook and Broadway	
4. Maintain Wheeler as a two-way street north of Broadway	
5. Maintain Wheeler in front of Left Bank as one-way	
6. Connect Flint as a two-way street south of Weidler	
7. Add signals at Broadway/Wheeler and Broadway/Ross	

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The I-5 segment between I-84 and I-405 has the highest crash rate in Oregon. The Facility Plan elements of the recommended alternative are expected to significantly improve I-5 mainline operations and safety as well as improve interchange operations at Broadway/Weidler. In the future, once the Facility Plan elements are completed, it is recommended that ODOT and City of Portland continue to monitor the freeway operations in the I-5 Broadway/Weidler Interchange area.

Table 3: Project Monitors and Future Project Development

Project Monitors [revise/explain term]	**Notes**
1. Safety and Operational Performance **- Southbound Braided Ramp or other freeway safety improvement**	Upon completion of the recommended alternative Facility Plan elements described above, ODOT and the City of Portland will monitor the performance of the completed project for addressing safety and operational goals. If safety and operational issues remain on the freeway after construction of the recommended alternative Facility Plan elements, ODOT will work with the City of Portland to initiate a public process to consider additional measures such as a southbound braided ramp from Broadway to I-84 or other options developed through a public process. A southbound braided ramp should not be precluded by the construction of the recommended alternative Facility Plan elements.

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Implementation, Timing and Expectations

1. The Broadway/Weidler/Williams lid and related construction will be part of the first phase of the project.
2. If phasing is required, the City and ODOT will work together to match phases to the funding sources available.
3. The City will be responsible for the maintenance of the roads currently under their maintenance; ODOT will be responsible for the maintenance of the roads currently under their maintenance.
4. Signals will continue to be timed to avoid queues backing up into the deceleration area of the I-5 southbound exit ramp at Broadway.
5. ODOT and the City of Portland shall conduct additional public outreach at the time more detail is available and during the design process.
6. Special construction considerations will be identified and discussed with the public during Preliminary Engineering and recommended as part of the Final Design/Engineering. This is due to the neighborhoods and businesses in the vicinity of the interchange. This effort will include potential strategies to increase minority hiring and strategies to support local businesses.
7. Crosswalks will be provided at all signalized locations and should be provided at all safe and feasible locations.
8. Property impacts are of great concern to the neighborhoods, businesses and agencies working in this area. The number of parking spaces should be the same or more than current conditions at the Paramount Apartments, Left Bank, Left Bank Annex and Madrona Studios. In front of the Left Bank, Wheeler should remain a one-way street northbound between Broadway and Weidler.
9. The Traffic Management Plan (TMP) should be updated with the participation of ODOT, City of Portland, and the Rose Garden Arena prior to construction.

Informational/Discussion
DRAFT

CRAFT BREW ALLIANCE

May 9, 2012

Dear Mr. Starin,

I am writing to express my concern over the Lower Albina N/NE Quadrant Zoning Proposal. I feel strongly that the existing mix of industrial businesses, public transportation and historic areas complements the needs of our business and those of our neighbors to continue successful operations. I would be concerned that a change in zoning could make it more difficult for our company to operate effectively, and have a negative impact on our growth and job creation.

Portland has always been sensitive to the preservation of the unique character of our neighborhoods and maintaining the strengths of our community. I urge you to vote against this zoning issue. Zoning in our neighborhood should remain as it is.

If I can help in any way to defeat this proposal, let me know. Thank you.

Sincerely,

Terry Michaelson
Chief Executive Officer

929 N Russell St, Portland, OR 97227
www.craftbrew.com

Eliot Neighborhood Representative Comments on SAC 16 Packet

Draft Zoning Materials (Zoning and Height comments)

The addition of Table 1s is very helpful, especially the addition of the EXd (no res) proposed zone. Assuming modifications to the EX and other zones can be adopted, this could go a long way to ensuring the E zone results in employment rather than conversion to multi-family housing and religious uses as has been the case along MLK and Williams. An EXd (limited res) modification would also be welcome to accommodate live/work options with a real "work" requirement. My comments on the zoning proposals will focus on Eliot goals with respect to economic development in the Lower Albina and Vancouver/Williams corridors. In both cases, it is my opinion that staff has not adequately considered the reasons for the ineffectiveness of current zoning in facilitating these goals at these locations and elsewhere in Eliot. This clearly suggests the current and potentially proposed zone will not achieve Eliot's objectives of the broad objectives of the NE Quadrant and Central City Plans.

With respect to Lower Albina, Eliot concurs with the proposed zone change to IG1 south of Russell to provide increased flexibility for firms located in this area. The area between the freeway and Interstate is dominated by large industrial buildings that are best suited to typical industrial use, some of which may benefit from limited retail sale activity above what is currently allowed by right. It is not, however an area that should be at risk of loft-style residential conversions, so I am concerned about the potential for conditional residential use except in association with a live-work activity. I think the restrictions on residences as a conditional use should be extremely specific and restrictive to prevent erosion of the current industrial infrastructure. I also strongly encourage Staff to work with Code Enforcement to enforce the existing restrictions on residential uses within this area, as illegal use for this purpose is already encroaching.

The area north of Russell is fundamentally different than the rest of Lower Albina. It is not flat, but steeply sloping. There is little industrial infrastructure, rather than are scattered residential and shop structures surrounded by unimproved parking lots and vacant land, much of it City owned (although I excepting the Albina Yards in these comments). The existing zoning, as well as decades of industrial zoning previously, have failed to stimulate industrial or employment development in this section of Lower Albina. It is a delusion to think the modest change proposed will have a different outcome. On the other hand, Eliot has been approached to support proposals for development of live/work projects in this area. EX zoning with <u>limited</u> residential would be more compatible with these proposals and near-term redevelopment prospects in this area. As noted previously, this would likely require a modification of the zone in Code, perhaps through a new overlay.

The previous suggestion also applies to the Vancouver/Williams corridor south of Russell. This area hosts a number of thriving light industrial/commercial firms who are unable to expand due to the current R zone. Nearly 15 years of residential zoning has not produced any new housing (except for a commercial developer who did so under duress). While the proposed re-zone to EXd will allow for expansion of existing businesses, it also opens the door to residential development that would stifle that development. Application of the EXd (no res) zone proposed for Lower Albina or the EXd (LIMITED res)

zone/overlay suggested above would be more appropriate for the entire area, including property currently zoned EXd. This should be extended to the east of Williams on the few block faces that are already in commercial use to rationalize their use/re-use.

Heights

There seems to be some inconsistency in the discussion of allowed heights and zones in the North of Broadway (Blanchard and Corridor). The allowed height discussion includes options for taller structures in the Blanchard area than the zoning discussion. These two need to be reconciled, as would any revised zoning. I generally agree with the concept of flexibility in building heights in exchange for building forms (massing) that is better suited to the immediate environment, with the proviso, also shared by Irvington, the historic building heights must "step-down" adjacent to historic districts, including the Eliot Conservation District. To date the discussion of allowed heights along NE Broadway has lacked the necessary subtlety. The Eliot Conservation District, and significant historic buildings are extends to within ½ block of Broadway at Rodney and Victoria, although graphic representations of allowed heights surround these areas with potentially out of scale buildings. There are two ways to address this concern. The first is to change the applicable height limits to the same as proposed to buffer the core of the Eliot and Irvington historic districts. This would provide greater protection for historic structures, but also limit resale value for current owners/heirs. The other would be to provide that restriction as a condition of design review when new structures are located proximate to historic ones. The latter would allow for future changes at the specific sites of concern that would make this issue moot, such as sale, conversion or loss of existing historic structures.

Comments on Goals Packet

In general, changes made by Staff are good ones. Nevertheless, I have comments.

Lloyd District. The "Employment and Housing Target" discussions would benefit from an estimate of the capacity to provide new jobs in Lloyd given existing/proposed zoning, understanding that actual use in a zone is undefined. What I am suggesting is trying to capture some of our discussion about how much potential there is in the district for employment/housing vis a vis planned additions and/or expansion of potential elsewhere in the quadrant. Access to the riverfront is mentioned in multiple places, but nowhere is "access" defined. It needs to be. Are you advocating for waterfront access along the "working" and industrialized areas of the river? I hope not. If not, exactly what and where will this "access" be? If so, how does the plan address the risks to the public associated with increased access to industrial areas? Or, is the plan anticipating/proposed to force the current uses to relocate to provide access? Without meaningful discussion of these issues these statements are meaningless platitudes.

Lower Albina. The Goal statement sets up a conflict with the "river access" discussion in the Lloyd section by setting the river here apart as a "working harbor" where that use extends into Lloyd as well. I would like to see changed in the text on the first page regarding disallowance of housing per previous discussion of zoning north of Russell. One of the dominate uses in Lower Albina is for City services, yet there is no discussion of these. There should be. Do they provide an opportunity for new job creation (additional City employees)? Or should these land holdings be opened for conversion to higher and

better uses? Doing either is wholly within the City's scope and could make an immediate and major impact on employment and development in the area. Personally, I agree with Mayor Adams that there are probably higher and better uses for City owned land and it should consider relocating/disbursing current activities to other locations to stimulate redevelopment and employment.

Comments on North of Broadway Freeway Options

First, I am pleased with the selection of Option 3. However, all of the freeway options will be contingent upon moving forward with freeway widening, which appears to be a more expensive than initial expectations. Inasmuch as federal funding for this and potentially every other transportation project is at best uncertain, I also recommend retaining Option 2 for evaluation, at least of the costs. In my view, Option 2 provides immediate benefits in terms of increased connectivity and potential for redevelopment of PPS properties (both Blanchard and Tubman) once the proposed zone changes are made. Using the current process to advance evaluation of these changes will demonstrate to potential developers and tenants interest by the City in addressing access concerns that they have already raised. I would like to see the Flint overpass retained in Option 3, perhaps as an Option 3b. I understand that it will increase costs however I believe that will be justified by the prospective economic development that rezoning the Vancouver/Williams corridor may bring, as well as the associated with the potential repurposing or sale of Tubman if it does become surplus. Finally, although Hancock has been the focus for an overcrossing, I would like to suggest that Staff at least quickly evaluate crossing at Tillamook. An angled overpass to the west side of I-5 (where the storage buildings are) could connect to an existing City street (dead ended) that could minimize impacts on the Paramount parking lot while providing connection to the area north of the Paramount that will require a new access road under Option 3. This routing appears to be shorter than the proposed Hancock path and potentially less expensive overall, although it would require ROW acquisition from at least two existing private property owners.

Sullivan's Gulch Neighborhood Association
c/o Holladay Park Plaza, 1300 NE 16th Ave., Portland, Oregon 97232
www.sullivansgulch.net

Land Use Planning and Transportation Committee
Brittain Brewer, Chair

May 10, 2012

City of Portland - Bureau of Planning and Sustainability
N/NE Quadrant and I-5 Broadway/Weidler Plans
1900 SW 4th Avenue
7th Floor, Suite 7100
Portland, OR 97201-5380
Attention: Karl Lisle, and the Stakeholders Advisory Committee

Re: Area 6A,

Mr. Lisle:

We write in reference to the City of Portland - Bureau of Planning and Sustainability staff's Zoning Proposal for Area 6A, a portion of the Sullivan's Gulch Neighborhood under consideration as part of the N/NE Quadrant and I-5 Broadway Weidler Plans.

The Sullivan's Gulch Neighborhood Association Land Use Planning and Transportation Committee (SGNA LUPTC) in coordination with Carol Gossett, our designated representative for the Stakeholder's Advisory Committee/ N/NE Quadrant I-5 Broadway/Weidler Plan (The Plan) have been working in coordination with Nicholas Starin, Diane Hale and Stephanie Beckman of the City of Portland Bureau of Planning and Sustainability (The City), to coordinate with property owners, Mr. and Mrs. John Rumpakis. This ongoing collaboration concerns an area being considered for development by the Owners and is part of the (The Plan). Therefore, as a contributing party to the organization and planning of this effort, (SGNA) wishes to support the recommendation set forth by (The City) for re-zoning the property pursuant to (The Plan) .

We join with those with whom we have been working at the direction of the Board of the (SGNA) and the citizens of Sullivan's Gulch to request that the Stakeholder's Advisory Committee consider and accept the Bureau of Planning and Sustainability staff's recommendation for the changes in zoning designations for the properties in the (The Plan) known as Area 6A.

This request for the recommended zoning amendment applies exclusively to the properties known as Area 6A of (The Plan) only.

It is our understanding that (The City) has spoken to all property owners within Area 6A and that all are in agreement with the proposed rezoning recommendations.

SULLIVAN'S GULCH
NEIGHBORHOOD ASSOCIATION PORTLAND, OR

May 10, 2012
Letter
City of Portland - Bureau of Planning and Sustainability
N/NE Quadrant and I-5 Broadway/Weidler Plans
Attention: Karl Lisle, and the Stakeholders Advisory Committee

The Sullivan's Gulch Neighborhood Association Land Use Planning and Transportation Committee agrees with and supports the Bureau of Planning and Sustainability staff's suggested zoning designations noted in the illustration attached to the end of this letter, and for the recommended height limit for all properties noted - seventy-five feet (75' - 2-6 stories).

Sincerely,

Sullivan's Gulch Neighborhood Association (SGNA)

Dave Brook – LUAB V.P. for D.B.

Dave Brook, President

Land Use Planning and Transportation Committee (LUPTC)

L. Britain A. Brewer

L. Britain A. Brewer, Chair

SGNA LUPTC Delegate to N/NE Quadrant and I-5 Broadway Weidler Plans Delegate

Carol Gossett

Carol Gossett

cc: File
w/ Attachment

SULLIVAN'S GULCH
NEIGHBORHOOD ASSOCIATION PORTLAND, OR

May 10, 2012
Letter/Attachment
City of Portland - Bureau of Planning and Sustainability
N/NE Quadrant and I-5 Broadway/Weidler Plans
Attention: Karl Lisle, and the Stakeholders Advisory Committee

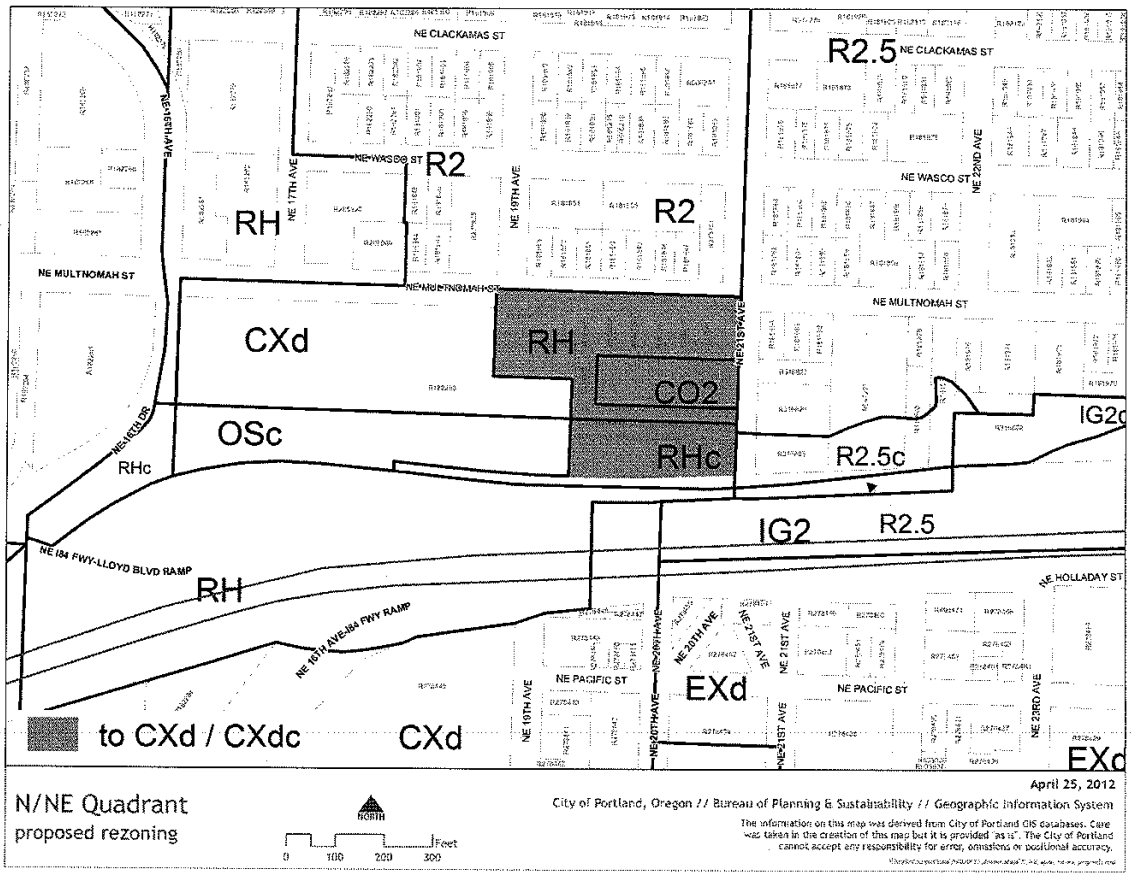

Illustration provided by Nicholas Starin of the City of Portland - Bureau of Planning and Sustainability

From: Justin Zeulner [mailto:Justin.Zeulner@rosequarter.com]
Sent: Thursday, May 10, 2012 3:21 PM
To: 'Sam Imperati'
Cc: 'Melissa Egan'
Subject: RE: Thursday's N/NE BW SAC Meeting #16 ~ 5/10/12 ~ ODOT Rooms A&B, 123 NW Flanders, Portland, OR 97209

Sam,

Both myself and/or Chris Oxley (or other representative) are unable to make this meeting tonight. As to voting and input, here is our direction. Let me know if I missed something in the agenda that you would like our opinion on.

1. **Staff would like the SAC to take preliminary actions on the height and zoning recommendations at the 5/10/12 meeting. Please review the following recommendations and be prepared to vote 1, 2 or 3 on the following draft proposals.**

Portland Arena Management/Trail Blazer/Rose Quarter Response: "1" vote for all the following draft proposals.

A. Draft Recommendations for Potential Maximum Height Limits (see map in packet)

1. Thunderbird Site - allow height (up to 250') in exchange for public open space.
2. N Broadway - allow taller buildings at bridgehead (up to 325', step down to east).
3. Eliot Edge - keep 100' maximum; expand area of 175' max at MLK and Broadway/Weidler.
4. Irvington Edge - reduce maximum height north of Broadway to 75'.
5. Central Lloyd - increase maximum potential heights in the Central Lloyd with the tallest heights (460' or limited only by FAR) around the intersections of MLK/Grand and ultnomah/Holladay.

B. Draft Zoning Proposals (see proposal descriptions in packet)

1. Lower Albina – change IG1d on Russell east of existing conservation district to EXd (no housing), apply Employment Opportunity Subarea provisions east of Union Pacific railline.
2. North of Broadway/Blanchard Area - change to IG1 to EXd with master plan requirement and EG1 to CXd zoning.
3. Vancouver/Williams Study Area - change RHd to EXd.
4. North Banfield Portal - change RH and CO2 to CXd.
5. Central Lloyd - change RXd pocket to CXd, apply enhanced housing incentives to entire Central Lloyd, apply incentives for hotels, restaurants fronting convention center.

2. I-5 Broadway/Weidler Interchange Improvements

May 10th SAC Action Item: Recommended North of Broadway Option
Do you agree with the joint staff recommendation on the North of Broadway Option described in this report?

Portland Arena Management/Trail Blazer/Rose Quarter Response: "2" vote. We are in full-support of the joint staff recommendation, as described. However, the relocation of the I-5 southbound ramp will require additional studies and planning to determine applicable mitigation resolution and required capital investments, related specifically to the Rose Quarter campus. We need assurance that the transportation systems related to Rose Quarter event operations and general business affairs will remain as optimal as current design or enhanced by the I-5 Broadway/Weidler Interchange Improvement projects. Furthermore we believe that this mitigation should be focused on the streets and area encompassed by Vancouver and Center Court Drive, between Weidler and Winning Way.

Justin Zeulner
Director of Sustainability and Planning
Rose Quarter/Portland Trail Blazers

Emmett Updates: http://www.caringbridge.org/visit/emmettzeulner

From: Will Wright [mailto:will@wrightcommercial.com]
Sent: Wednesday, May 09, 2012 11:50 AM
To: 'melissaicm@comcast.net'
Cc: samimperati@comcast.net
Subject: N/NE BW SAC Meeting

Melissa:

I own multiple properties in the Lower Albina Industrial Area. I have not been a part of the mailing list for the N/NE BW SAC meetings. Please add my email to this list. Thank you.

Additionally, I appreciate the fact that the proposed EXd zone change along N. Russell will not allow residential use. However, with the current Industrial zone we experience very tight parking and difficult truck maneuvering. Adding more intense uses that would result from an EXd zone, would definitely exacerbate the problem.

As a significant property owner, and long-time stake holder in this neighborhood, I am not in favor of this zone change.

Sincerely,
Will Wright

809 N. Russell St., Suite 201
Portland, OR. 97227
T: 503-335-3300 x21
C: 503-504-8686
F: 503-335-7152
E: will@wrightcommercial.com
W: www.wrightcommercial.com

From: Kurt Widmer [mailto:Kurt.Widmer@craftbrew.com]
Sent: Wednesday, May 09, 2012 12:07 PM
To: Starin, Nicholas
Subject: RE: Lower Albina

Nicholas,
I agree with the opening paragraph of the *Background* section. I strongly disagree with the second paragraph. By relaxing the zoning, as per the draft proposal, an already very problematic parking issue in Lower Albina will be exacerbated. And the difficulty that heavy trucks already encounter as they try to negotiate through the area will be immediately worsened, due to increase car traffic.
Furthermore, I am concerned that the proposed change n zoning sets off an inexorable erosion of the light industrial sanctuary that currently exists in Lower Albina. I am not sure Portland needs another Pearl. But what happened there seems ominous. I fact, several business/property owners in our neighborhood are 'refugees' from the Pearl, forced out by zoning changes and property tax increases.
One model, closer to Lower Albina, is the Central Eastside. The process of increasing zoning "flexibility" has not been met with universal approval there. Business owners are belatedly realizing that landlords, where possible, have been quick to convert light industrial properties to commercial because they can command higher rent. And the increase in traffic has led to parking issues.
Not every working person in Portland wants a 'white collar' job. A healthy employment scene must include a blend of many different types of employment. In my opinion, Portland has a shortage of industrial sanctuary. This opinion is shared by many business owners in our wonderful city. I think the Bureau of Planning and Sustainability would best serve our city by protecting and strengthening the remaining industrial sanctuary. I recommend that there be no changes in the existing zoning.
Thank you
Kurt Widmer

From: Starin, Nicholas [mailto:Nicholas.Starin@portlandoregon.gov]
Sent: Tuesday, May 08, 2012 2:48 PM
To: Kurt Widmer
Subject: Lower Albina

Kurt,

Here is the info sheet on the draft zoning proposal for Lower Albina. The N/NE Quadrant Plan Stakeholder Advisory Committee will be discussing this on Thursday evening, so getting your comments by then would be helpful. Thanks.

N

- Nicholas T. Starin
- Portland Bureau of Planning & Sustainability
- nicholas.starin@portlandoregon.gov

From: Heather McCarey [mailto:heather@wta-tma.org]
Sent: Thursday, May 10, 2012 3:45 PM
To: 'Matthew Arnold'; Leclerc, Mauricio
Subject: FW: NE Quadrant

Hi Mauricio,
I have been unable to get in touch with Matthew to have him take a look at the BAC's feedback for tonight's meeting but time is getting short so I wanted to go ahead and send this to you. It did not seem necessary to format this into a formal letter since it is just meant to be read as a comment. Let me know if I am incorrect in this.
Can you make sure this is forwarded to the correct folks so that it is "on the record?"
Thanks for the help-
Heather

Heather McCarey
Executive Director
Westside Transportation Alliance
503.906.7961 heather@wta-tma.org
12725 SW Millikan Way #300, Beaverton OR 97005 www.wta-tma.org

"The Portland Bicycle Advisory Committee appreciates the opportunity to provide feedback on the North of Broadway Plans for the N/NE Quadrant and
I-5 Broadway/Weidler project. The Committee generally supports Option 3 (Vancouver + Hancock/Dixon) although we feel that certain intersections will require a finer level of detail to ensure safe bicycle and pedestrian circulation. The Committee feels that enhancing the local network is an integral aspect of this project. With this in mind, the Committee wants to ensure that the aspects of the project that improve the local network are maintained in the plans. These include the improvements and build-out of Dixon, as well as the Clackamas pedestrian and bike bridge."

--
Heather McCarey
Executive Director

Westside Transportation Alliance
12725 SW Millikan Way . Suite 300 . Beaverton, OR . 97005
503.906.7961 http://wta-tma.org/

Irvington response to staff recommendations regarding the Irvington property
May 8, 2012

It is important to understand that, as of October, 2010, all of Irvington, including the Central City Plan area and N/NE quadrant area of the Broadway Schuyler strip ("strip"), became a federally, state, and city approved historic district and subject to a new set of federal and state rules and regulations.

A little background: I was co-chair of Irvington's participation in the Albina Planning process. The Irvington plan was part of the first neighborhood planning effort, known as the Albina plan, which took place in the early 1990s. The Irvington plan was a compromise in that the Irvington neighborhood agreed to place more density along the two-block strip from NE 16th to NE 7th, Broadway to Hancock. Such two-block strip was rezoned as RH, the most dense of the housing designated zones. This compromise resulted from significant pressure from City Hall that each neighborhood had to take more density in order to keep the urban growth boundary in place. Most of that density has not been used, for which the neighborhood is thankful, but enough of the 1990s plan has appeared in some projects to show the need for changes in zoning, the FAR, the use of bonuses, and the height restrictions.

The height limit in the original Irvington plan was 65 feet for the RH two-block strip. One of the City's so called housekeeping code amendments changed the height limit for RH zones to 75 feet. This was done without input from Irvington. My understanding is that no one from Irvington was aware of this proposed change. **Therefore, we are asking that the staff recommendation be changed from 75 feet to 65 feet to reflect the original height limit from the Irvington Plan.**

Historic districts, like Irvington, have been so designated because they represent cohesive areas embodying an important Portland narrative. We believe that state regulations require city zoning to support and protect that narrative. Zoning, FAR, bonuses, and height limits in designated Central City historic districts and other significant areas should be adjusted to reflect and support the context of the historic district, which in Irvington's case is an outstanding collection of Victorian, craftsman, etc. housing stock. Further, we believe that these adjustments must cover a wider swath of the southern part of the Irvington District so that the N/NE proposal is consistent with the other Irvington zoning and height limits.

One other significant fact of current City planning, one that has been pointed out at numerous SAC meetings, is that there is more than sufficient land in the Central City where greater heights are permitted outside of the established Historic Districts. The City's own Buildable Lands Inventory specifically states that there is more than enough land available for the highest population projections.

Thus, the Irvington Historic District needs greater protection than is proposed by the staff, which proposal is generally headed in the right direction, but not sufficient to meet the City's requirements to historic districts. The Irvington Historic District needs changes to the current zoning, not only for the strip, but also for other non R-5 zoned areas in the adjoining blocks. The City cannot change the strip without dealing with the adjoining blocks that will

remain RH, R1, and R2. Further, building heights should mirror the historic character of the neighborhood, and the bonuses that allow additional FAR and height should be eliminated in all areas of the Irvington Historic District. The City can achieve its density requirements without affecting historic districts. High-rise zoning has no place in an historic district like Irvington, except in the strip with a 65-foot height limitation **from Broadway to midblock between Broadway and Schuyler.**

We recognize that the N/NE quadrant has limited ability to deal with property outside the boundaries of the Central City plan, thus we propose that:

1. The staff recommendations be modified to read: 65-foot height limit from Broadway to midblock between Broadway and Schuyler, and 45 feet for the remaining half block, with no bonuses. The RH zoning can remain for this strip of blocks, from 16th to 7th. Although many in Irvington do not like the architecture, the size and massing of the condo project at Broadway and 13th shows that the architect tried to put the density on the Broadway half of the project, and scaled back the Schuyler half of the project to better transition to the residential part of the neighborhood. My understanding of the building heights are about 65 feet on Broadway and 35-45 on Schuyler. This is a workable model for the staff recommendations. A 75-foot height on the Schuyler side of the block would simply overwhelm the residential structures on the north side of Schuyler.

2. The staff adds in the N/NE quadrant plan an unconditional recommendation for the Portland plan process that the following additional changes be made to Portland zoning as part of the Portland plan.

3. Except for the strip which would remain RH, the rest of Irvington would be zoned R5 with no bonuses or other incentives to increase density and the height limit would be 35 feet.

Dean Gisvold, Irvington representative to N/NE SAC

N/NE Quadrant and I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #15 (April 12, 2012)

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N/NE Quadrant and I-5 Broadway/Weidler Plans

APRIL 12TH, 2012 SAC MEETING # 15 AGENDA

CALAROGA TERRACE, 1400 NE SECOND AVENUE, PORTLAND, OR 97232

TIME	MIN	ITEM	LEAD(S)
5:00	30	**Informal Discussion and Meal**	All
5:30	15	**Standing Items** A) Welcome B) Meeting Purpose/Agenda Review C) Approval of Minutes D) Announcements –Clackamas Crossing Update, MUP Alternative Update E) Process Overview/Timeline Reminder	Imperati Lisle Leclerc
5:45	70	**I-5 Broadway Weidler Interchange Elements (Discussion Item)** A) North of Broadway Options B) Q and A/Discussion **Public Comment**	Lisle Leclerc Juhasz
6:55	15	**Break**	
7:10	70	**N/NE Quadrant Plan Development** A) Height and FAR Issues ▪ Background ▪ Subcommittee Meeting Direction on heights in Lloyd B) Q and A/Discussion **Public Comment** C) Overview of first draft policies and implementation actions D) Q and A/Discussion	Lisle Raggett Beckman
8:20	10	**Next Steps, Meeting Evaluation** A) SAC Meeting #16 on 5/10 B) Subcommittee Meeting on 5/23 (tentative) C) Meeting Evaluation	Imperati
8:30		**Adjourn**	

N/NE Quadrant and I-5 Broadway/Weidler Plans

SAC MEETING # 14, MARCH 15TH, 2012

CALAROGA TERRACE, 1400 NE SECOND AVENUE, PORTLAND, OR 97232

DRAFT NOTES

Voting Members

Representative	Interest	Organization	Present
Matt Arnold	Trans: Bicycle	Bicycle Advisory Committee	**Y**
Wynn Avocette	At-large		**N**
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	**Y**
Brittain Brewer	Neighborhood Assoc.	Sullivan's Gulch NA	**N**
Daniel Deutsch	Small Developer	Alora Development	**N**
Malina Downey	Trans: Freight	UPS	**N**
Debra Dunn	Trans: Trucking	Oregon Trucking Association	**N**
Gary Eichman	Trans: Freight	Portland Freight Committee	**N**
Dean Gisvold	Neighborhood Assoc.	Irvington NA	**Y**
Cynthia Gomez	Environmental Justice / Economic Equity	Latino Network	**N**
Heidi Guenin	Community Health	Upstream Public Health	**N**
Damien Hall	At-large		**N**
Sean Hubert	Affordable Housing	Central City Concern	**Y**
Wayne Kingsley	Business Org: Adjacent	Central Eastside Industrial Council	**Y**
Wade Lange	Prop/Bus/Dev: Lloyd District	Langley Investment Properties	**Y**
Lloyd Lindley	Urban Design	AIA Portland / ASLA Portland	**Y**
Eric Lovell	Business Org: Lower Albina	Uroboros Glass Studio	**Y**
Jenny Lyman	Transit Rider	Tri Met	**Y**
Gary Marschke	BSN Org: NNE BSN Assoc	NNE Business Association	**N**
Brock A. Nelson	Trans: Rail	Union Pacific Railroad	**N**
Jodi Parker	Labor Organization	Building Trades/Columbia Pacific	**Y**
Midge Purcell	Community / Civic Org	Urban League	**N**
Owen Ronchelli	Trans: Local TMA	Lloyd TMA	**Y**
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	**Y**
William Ruff	High-Density Residential	Multiple property owners/developers	**Y**
Bob Sallinger	Environment	Audubon Society	**N**
Phil Selinger	Trans: Pedestrian	Willamette Pedestrian Coalition	**Y**
Gary Warren	Neighborhood Assoc.	Lloyd District Community Assoc.	**Y**
Mike Warwick	Neighborhood Assoc.	Elliot NA	**Y**
Justin Zeulner	Prop/Bus/Dev: Rose Qtr	Trail Blazers/Portland Arena Mgt	**Y**

Alternate Members

Ed Abrahamson	Neighborhood Association	Irvington Community Association Land Use Committee	**Y**
Joanna Agee	Small Developer	Alora Development	**Y**
Mike Bernatz	Prop/Bus/Dev: Lloyd Dist	Ashforth Pacific	**N**
Steve Bozzone	Public Health	AROW	**N**
Carol Gossett	Neighborhood Assoc	Sullivan's Gulch Neighborhood	**N**
Dennis Henderson	Major Retailer	Lloyd Center	**N**
Doug Klotz	Trans: Pedestrian	Portland Pedestrian Advisory Com	**Y**
Andrea Marquez-Horna	Environmental Justice / Economic Equity	Latino Network	**N**
Chris Oxley	Prop/Bus/Dev: Rose Qtr	Portland Arena Mgt	**N**

Kelly Rodgers	Environment	Coalition for a Livable Future	**N**
Bob Russell	Trans: Trucking	Oregon Trucking Associations	**N**
Laurie Simpson	Neighborhood Assoc.	Elliot NA	**N**
Martin Soloway	Affordable Housing	Central City Concern	**N**
Joice Taylor	Business Org	N/NE Business Assoc. President	**N**
Tracy Whalen	Trans: Freight	ESCO Corporation	**Y**
Kurt Widmer	Business Org: Lower Albina	Widmer Brothers Brewing	**N**

Non-Voting Members

Lew Bowers	PDC	PDC	**N**
Chris Deffebach	Metro	Metro	**Y**
Teri Dressler	OCC	OCC	**N**
Jessica Engelmann	TriMet	TriMet	**N**
Peter Englander	PDC	PDC	**N**
Sara King	PDC	PDC	**N**
Susie Lahsene	Port	Port	**N**
Alan Lehto	TriMet	TriMet	**Y**
Paul Smith	PBOT	PBOT	**Y**
John Williams	Metro	Metro	**N**
Rian Windsheimer	ODOT	ODOT	**N**
Joe Zehnder	BPS	BPS	**Y**

Project Team/Staff

Stephanie Beckman	Staff	BPS	**Y**
John Cullerton	Consultant	URS	**Y**
Fred Eberle	Staff	ODOT	**Y**
Melissa Egan	Assistant Facilitator	Institute for Conflict Management	**Y**
John Gillam	Staff	PBOT	**N**
Diane Hale	Staff	BPS	**Y**
Sam Imperati	Facilitator	Institute for Conflict Management	**Y**
Steve Iwata	Staff	BPS	**Y**
Andy Johnson	Staff	ODOT	**Y**
Todd Juhasz	Staff	ODOT	**Y**
Charles Kelley	Consultant	ZGF	**Y**
Mauricio Leclerc	Staff	PBOT	**Y**
Karl Lisle	Staff	BPS	**N**
Alan Snook	Consultant	DKS Associates	**Y**
Nicholas Starin	Staff	BPS	**N**
Mike Tressida	Consultant	Alta Planning & Design	**Y**
Tim Wilson	Staff	ODOT	**Y**
David Zagel	Consultant	URS	**Y**

Members of the Public: Murray Koodish, NE Broadway Business Association; Jonna Papaefthimiou, Mayor's Office; Lee Perlman, Eliot Neighborhood Association; Betsy Reese, Paramount Apartments; Vanessa Vissar, ODOT, Gwen Baldwin, Baldwin Consulting

INFORMAL DISCUSSION AND MEAL

WELCOME, MEETING PURPOSE, APPROVAL OF MINUTES, AND STANDING BUSINESS

Sam Imperati, ICM, welcomed the group and reviewed the agenda.

Jodi Parker introduced herself as a new member of the SAC, replacing Paul Riggs as the labor representative.

ANNOUNCEMENTS

Sam called attention to letters from Debra Dunn and Lee Perlman included in the meeting packet.

There will be a quadrant tour on Thursday, April 5 from 5:00-7:30 pm. The tour will include highlights of key areas and a walking tour. Staff can make other accommodations for those who prefer to go by vehicle. Details will be emailed soon.

Lloyd Lindley said in this process there has been a lot of work on I-5, and he feels staff has done a good job of looking at alternatives. However, he is concerned about the land use side and the livability, place-making and urban design aspects of the process. He wants to hold a workshop to challenge the size, shape, locations, and what the surface looks like. He is looking for a clearer understanding of what the place looks like and how to address issues the SAC has been bringing up. To this end, there will be a one-day workshop to look at the lid, connections, etc. It will be on Tuesday, March 20, from 1:30 – 7:00 pm. The SAC is invited. The agenda will be finalized and emailed out as soon as possible. The workshop will be at URS, located at SW 1st and Columbia.

PROCESS OVERVIEW/TIMELINE REMINDER

Sam noted there are only four more meetings scheduled for this process. Going forward, he will be taking more formal votes, using the 1-2-3 voting method.

POST MEETING NOTE:

The Collaboration Principles document states:

> …If a consensus is not reasonably forthcoming, the co-chairs or the facilitator may table the issue for additional discussion with constituencies, the gathering of new information, or perhaps just sufficient time to consider options more carefully.

Later it says:

> …If a consensus on an issue is still not reasonably likely, as determined by the co-chair, the votes of those present at the meeting will be taken and recorded as a majority - minority vote.

Finally, it says:

> …The SAC will make draft recommendations on an "issue-by-issue" basis, and then final recommendations as a "package" at each milestone, and again at the conclusion of the process. (Emphasis Added.)

The Collaboration Principles can be found at:
http://www.portlandonline.com/bps/index.cfm?a=340184&c=53257

APPROVAL OF MEETING MINUTES

Wade Lange noted his name was misspelled in the February notes. The notes were approved with that correction.

Subsequently, Justin Zeulner identified an issue with the text in February notes surrounding the question called about the transportation Hybrid Base Project.

POST MEETING NOTE

The current draft Meeting Notes state:

> Action #2: Do you agree with the staff recommendation to approve the Hybrid Base Project? (Emphasis Added.)

While that was how the question was phrased in the Agenda, it was not the question asked at the time of the vote, and the final have been amended to use the **"move forward with"** language per Justin's suggestion.

N/NE QUADRANT PLAN AND CENTRAL CITY 2035 CONCEPT PLAN

Joe Zehnder, BPS, provided a brief presentation on the Central City 2035 Concept Plan, and its relationship to the N/NEQ I-5 B-W process. CC2035 lays out the vision, direction, and overall guidance for Central City as a whole. The finer grain details are to be addressed with quadrant plans. He noted that CC2035 and the N/NEQ processes were launched at same time, which made it more challenging for the CC2035 to provide the intended guidance to this process.

The CC2035 Plan sees universities as being of central important for the economic future of the city. The City is building on the legacy of previous work in its efforts to make complete neighborhoods, providing for all household types, including those with children. Joe reviewed the PPT and explained the framework of the concept plan.

CC2035 Framework

1. Regional Center
   - Economic Competitiveness
   - Business Growth
2. Housing & Neighborhoods
   - Complete Neighborhoods
   - Human and Health Services
3. Transportation
   - System Design and Management
   - System Maintenance/Infrastructure
   - Parking
   - Safety and Accessibility
4. Urban Design
   - Larger Landscape
   - Districts
   - Public Realm
   - Central City Waterfront
   - Historic Resources
5. Environment
   - Green Buildings
   - Green Infrastructure
   - EcoDistrict Strategies

Stephanie Beckman, BPS, referred the "SAC to the N/NE Quadrant Plan – Draft Outline" memo in the packet. She said that at last meeting, the SAC gave approval to move ahead with the draft concept plan. Staff have started working on components of the draft plan, as shown in the memo. The project team wanted to give folks an idea of what to expect during the next meetings. Everything is not in there, but it is a general outline.

- Chapter 1: Introduction
- Chapter 2: Background
- Chapter 3: N/NE Quadrant Concept
- Chapter 4: Goals, Policies and Implementation Actions
- Chapter 5: Implementation and Next Steps

Chapter 4 is the meat of the plan and will be the main subject of the April meeting. Please let staff know if you feel anything might be missing in the draft outline.

Stephanie reviewed the memo, noting it is organized under the same major topic headings of the Central City Plan, because the intention is that all the quadrant plans will be nested within the CC2035 Plan. Also included will be performance measures for jobs, housing, transportation, complete neighborhoods, and other topics, to measure how we are doing over time.

Eric Lovell: thinking back to the Goals we developed at the beginning of this process, he wondered if the CC2035 goals are trumping or replacing them.

Stephanie Beckman: they have been used to evaluate the freeway, and they are being folded into this current plan structure. We envision that the SAC's goals will be included, and we will also develop more specific, corresponding policy statements.

Joe Zehnder: it is all drawn from the original goals, see page 1.

Dean Gisvold: is the Irvington strip is included?

Joe Zehnder: yes.

Dean Gisvold: if we want to comment on the Lloyd District, we would assume it is part of that?

Stephanie Beckman: Yes, the Irvington edge is included in the Lloyd District.

Mike Warwick: Rose Quarter/Blanchard should be separate.

Joe Zehnder: it clearly is, and there are a lot of different ways to break this area down. When we are getting more refined, and if we think there is a better way, we can do that.

Wayne Kingsley: so, you are staying true to the original goals?

Sam Imperati: yes, the goals here are a copy and paste.

Stephanie Beckman: we can provide a clearer crosswalk, if that would be helpful. Staff is interested in SAC feedback, and there is a schedule on the back of the memo. At the April meeting, we will be looking at Chapter 4. At subsequent meetings, we will bring more sections.

I-5 BROADWAY WEIDLER INTERCHANGE ELEMENTS FOR FURTHER REFINEMENT

Sam introduced the presentation, asking folks to hold questions until the end, due to the level of detail involved in the presentation.

Todd Juhasz, ODOT, said, as a reminder, the overall purpose of the project is to improve safety and operations. Todd reviewed the PPT, providing an overview of the alternatives, financial costs, and operational benefits. He reviewed past SAC actions regarding which elements to bring forward for further study.

Slide 15: SB Braid: Safety Analysis

Looked at handful of sites in Portland region

- Based on data from similar locations, adding an aux lane is expected to reduce mainline crashes by 30%-70%
- Braid in combination with aux lane is expected to reduce the number of mainline crashes 45%-85%
- Vissim simulation used: to look at current traffic volumes between 2:00-3:00 (shoulder period)

Slide 16: Vissim Simulations

- Looking at existing vs. addition of aux lane and aux lane/braids
- Based on current traffic counts
- Studied shoulder period (2:00-3:00)
- Look for traffic movement on ramp and right lane as well as congestion on far left lane(s)

Todd showed a video clip simulation of the today's traffic data, including truck-car mix, showing the traffic patterns so the SAC could compare levels of congestion.

Slide 23

These prior slides show:

1) Existing Conditions: High congestion in all lanes. Short weaving distance with Wheeler/Winning Way On-ramp
2) Aux Lane Only: Significant increase in weave length with relocated on ramp to Weidler
3) Aux Lane and Braid: Elimination of I-5/I-84 Weave. Additional reduction in crashes over aux lane alone

Slide 29: SB Braid

- Benefits
  - Added reduction in accidents over the addition of aux lanes
  - Removal I-84/I-5 weave
- Constraints
  - Cost ($140-$150m)
  - Visual/urban design impacts on the Westside of freeway
  - Impacts on transit center

Slide 30: Project Team Recommendation

The SB braided ramp is not recommended for further refinement at this time.

The SB Braid shows promise for further improving safety and operations within the project area. If after base improvements are implemented and safety and operational issues remain, the SB Braid should receive further consideration.

Dean Gisvold: where would cars/trucks access the braided ramp?

Todd showed this on the PPT (Proposed ramp relocation from Wheeler/Winning Way to Weidler)

Dean Gisvold: in addition to moving current access, the braided ramps would also be moved there.

Mike Warwick: accident data indicates that most accidents occur at slow speed. Do you have data regarding what the trade-off would be for accidents at higher speeds?

Andy Johnson: it does not change dramatically. They did not see an increase in severity.

Todd Juhasz: we are basing these numbers on the wide range of conditions at Portland locations that have had an aux lane and braid added. These numbers are based upon the midpoint of that data set.

Andy Johnson: it was more delay than safety, and he does not recall the exact numbers. With accident predication, there were similar problem with accident savings. There isn't really an easy way to do it.

Mike Warwick: you can point us to your methodology?

ODOT: yes.

Owen Ronchelli: question about comparison in weave length?

Todd Juhasz: 200 feet.

Andy Johnson: at the moment, I do not know the difference percentage-wise, but like Todd said, it is about 200 feet.

URS: there is approximately a 15% increase in weave length with the refined aux lane.

Phil Selinger: it is apparent in the simulation video that people are coming to a dead stop before they need to. Is there a way to improve signage? If the potential for a braided ramp can come back, how does that get reconciled with potential development along the freeway?

Andy Johnson: signs do not generally do a good job of changing behavior. He provided an example to illustrate this with an I-205 project near the airport. Regarding development, for example, ODOT and the City met with Daniel Deutsch several times before they developed the Left Bank. We try to be transparent.

Wayne Kingsley: not sure if this is the right time, but regarding Lee Perlman's letter, he gathers we are going to further separate the Eliot neighborhood. Question about how a lid might impact this situation.

Todd Juhasz: the lid and other east-west connections have the potential of weaving the east and west sides together.

Wayne Kingsley: so, we are trying to mitigate his concerns.

Sam Imperati: that will be discussed more at a later time.

Matt Arnold: regarding the slide with the no braid recommendation, he is guessing it is due to the money and the other impacts.

Andy Johnson: the problem is we could not reach consensus. Some think we are doing too much, some think we are doing too little. We want a project we can implement and go forward in a timely manner, so it is those reasons, plus the difficulty in reaching consensus with this group.

Alan Lehto: clarification of slide 15: the aux lane and braid reduces accidents by 15%?

Todd Juhasz: not exactly, the range of sites we looked at is different from each other and none of these sites is an exact match for what would happen in our study area.

Alan Lehto: but it is significantly more than you got with the aux lane.

Todd Juhasz: yes

Justin Zeulner: comment regarding slide 13. The February meeting notes say “approve,” feels we need to correct that. Also, he is very mindful of the commercial impacts, it is a big part of why he is here participating in this process. It is an I-84 not necessarily I-5 only. He is concerned about the benefit of a braided ramp versus an aux lane. And what about trucking? Is Debra Dunn here?

Todd Juhasz: agreed that I-84 is an issue that needs to be looked at in the future as part of another process. Building a braided ramp will not increase speeds on I-84, but will reduce crashes. The braid and auxiliary lane will improve reliability.

Andy Johnson: and we are also striving to make changes that benefit commercial activities in the quadrant.

Justin Zeulner: a statement about that might relive some of the concerns you hear from commercial sector.

Ed Abrahamson: comment regarding cost savings - what part of range were you using?

ODOT: mid-point.

Wayne Kingsley: if the braided ramp were to continue now, how would it be built in reality? Phased? What would come first?

Todd Juhasz: ideally the entire project would be built at once, however identifying funding to pay for the project is the main hurdle

Andy Johnson: we are low on funds for studying the braid; the lid piece would have to come first.

Joe Zehnder: the base hybrid concept and aux lanes are estimated at approximately $250M. That is a lot of money, but not extraordinary for a freeway project. In the past, we have found ways to fund studies. The braided ramps add $140M. So, he just wants to point out that the aux lanes come at a more reasonable price it is a prize we get to build and achieve similar safety benefits.

Dean Gisvold: Staff recommends we not go forward, with the caveat that it could be looked at again. So, even though they drop it, it is not precluded from coming back. It is a take-off of what Wayne said. Either drop it or not. He is ready to drop it, but not if you are going to design the Clackamas Overcrossing in anticipation of it eventually being there.

Sam Imperati: asked Dean to clarify how the two are related in his mind.

Dean Gisvold: explained his thinking.

Todd Juhasz: we do not want to take a potential safety improvement off the table if needed at a later date. However, we are assuming we are going to get a significant improvement with the aux lane alone.

Andy Johnson: the alternative means we do not consider the potential for the braids when designing improvements, and we come back in twenty years and have to tear down a bridge, etc.

Owen Ronchelli: we are talking $300M for this project. Originally it was $200-250M. How hard is it going to be to find the money? And how much more difficult would it be to get $400M?

Andy Johnson: correct, it is difficult. He noted an example of funding for another project. It is not possible to say how difficult it will be.

Paul Smith: referring to the staff report, page 7, it might be worth looking at the language "should not preclude." He is not totally familiar with the southbound braided ramp in its entirety, but notes it is important to understand that the recommendation might say "do X," and that there is private development to consider. It says this project will not put something in the way of the braided ramp.

Tracy Whalen: does not know what private property is in the area, but if we took this off right now, it would be interesting to know what potential development might happen.

Eric Lovell: is struggling a little with the savings listed. You said most of that is delay. He is cognizant of the need to reduce wasted truck time. It seems like a pretty long payback time for the braid. It does not look good.

Mike Warwick: wants to add, regarding Stephanie's presentation, that CC2035 says we are looking at putting the freeway in the tunnel. He agrees with Dean; put a stake in the heart of it.

Wayne Kingsley: the idea of a tunnel has died twice, and it is likely to die again.

Todd Juhasz: burying the tunnel is a multi-billion dollar project and the City and State are not likely to be able to afford anytime soon.

Mike Warwick: agrees, but he mentions it in the context of the CC2035 draft. So even if that is not an option, there are other options.

Todd Juhasz: ODOT does not want to forego implementing safety improvements on the freeway now.

Chris Deffenbach: she cannot think of any examples of this being done in the past, where we put something aside and came back to it and did what we said. It might be a better idea to consider saving right of way. She cannot think of one example of when we returned to something twenty years later and actually did the project.

Alan Lehto: comment regarding the aux lane, braided ramp, and transit center. Existing drawing on slide 25 leaves out some important details. He explained the encroachments on the transit center. Very aggressive design mitigation for an aux lane would be needed, and we may have to move transit center out from under the freeway if the braided ramps went forward.

Wade Lange: comment regarding dollar amounts, vision, and the need for safety improvements. He is not going to worry about money until it comes up as a bond measure we are voting on - that is far down the line. In this process, we need to vote on the best solutions.

Lloyd Lindley: appreciates Chris' comments about right of way. And to what Sean was saying about the central east side planning. There will be significant discussion about I-5. We do not want to get too far ahead of the Central East Side. He likes the idea of calling out that we have space to do something.

Joe Zehnder: back in 2001, the State and City did a joint project under Mayor Katz to look at the east bank freeway. Reconfiguration or relocation is what they looked at. Other things that study put on the table are some of what we are looking at today. When you talk about the east side, you have to look at the whole loop. The 2001 study identified looking at the whole loop as the next step, and that is what is in the CC2035 draft. Seismic security and letting the central east side know what is up with the freeway are important. The question needs to be called and we need to move on. It is an interesting question about "preclude" or "not preclude." Whatever we come up with here will not preclude anything you might want to do on the east side.

Eric Lovell: comment regarding the cost-benefit analysis. Everything is a projection, and that is what we are supposed to base our decisions on. What if we are wrong and the forecasts for population growth are wrong, or some really ecofriendly car is developed? We need to conserve the right of way.

Paul Smith: referring to the CC2035 Concept Plan Draft, March 8, goal 3.2. Most of it is pretty wide open. He thinks the wording in there about burying the freeway is a little too strong and that broader language is more appropriate to pass on to whatever group looks at this next.

Sam noted the text on the recommendation slide is not accurate and referred the SAC to the staff report for the actual language. To tee up the vote, Sam read the following from the report (bottom of page 7, March 8 Joint Staff Report)

> "…the Southbound Braided Ramps are not recommended for further refinement as part of the Hybrid Base Project at this time. If after base improvements are implemented and safety and operational issues remain, the Southbound Braided Ramps should receive additional consideration since they show promise for further improving safety and operations within the project area. It is further recommended that designs developed for the new Weidler southbound
>
> entrance-ramp, the Clackamas Overcrossing and other elements of the Hybrid Base Project
>
> should not preclude the ability to implement the Southbound Braided Ramps, if needed, at some point in the future."

Sam said there are three elements. He is hearing that some are for braids, some would "put a stake in it," others are more in the middle and do not want it to preclude it. Sam proposed calling the vote in three parts.

1) SB Braid not recommended
2) If it is later determined to be needed for safety, a SB Braid shall be considered again
3) What do we do now by way of preclusion

Mike Warwick: could simplify this by eliminating the last sentence of the recommendation paragraph on page 7 of the Staff Report: "If after base improvements are implemented and safety and operational issues remain, the Southbound Braided Ramps should receive additional consideration since they show promise for further improving safety and operations within the project area."

Justin Zeulner: there are so many fundamental questions. This is a staff report. Thus far, we have been voting on SAC statements. This is more approving a report, which seems like a more internal document. He read the following sentence: "Because many of the safety and operational benefits could be achieved with the auxiliary lane extensions, the Southbound Braided Ramps are not recommended for further refinement as part of the Hybrid Base Project at this time." Question: what if we look at another base project? Basically, it is hard to vote on with the way it is written.

Lloyd Lindley: thinks they are parallel, have to vote on both. Suggest striking "the Southbound Braided Ramp" from that sentence.

There was further discussion.

Sam reiterated his understanding of how he will call the questions:

1) SB Braid not recommended
2) If it is later determined to be needed for safety, a SB Braid could be considered again
3) What do not preclude the ability to implement SB Braided Ramps in the future.

PUBLIC COMMENT

Doug Klotz, alternate: He suggested language, proposing leaving out "hybrid base project."

VOTE 1: SB Braid not recommended

1 – Matt Arnold; Pauline Bradford; Joanna Agee (for Daniel Deutsch); Dean Gisvold; Heidi Guenin; Sean Hubert; Wayne Kingsley; Eric Lovell; Bill Ruff

2 – Tracy Whelan; Wade Lange; Lloyd Lindley; Jenny Lyman; Jodi Parker; Owen Ronchelli; Wanda Rosenbarger; Phil Selinger; Gary Warren; Mike Warwick; Justin Zeulner

3 – Debra Dunn (not present, but communicated vote by letter)

Amendments to vote 1

Justin Zeulner: strike: "as part of hybid base project"

Sam asked if there was anyone who voted 1 who would change to 2 because of Justin's amendment? No; all remained 1.

Sam asked if there was anyone who voted 2 who would change to 1 because of Justin's amendment? Gary Warren, Justin Zeulner, Mike Warwick, Phil Selinger, Lloyd Lindley change to a 1.

The 2s who remained 2 with amendment – Jodi Parker, Wanda Rosenbarger, Jenny Lyman, Owen Ronchelli, Tracy Whelan

VOTE 2: If it is later determined to be needed for safety, a SB Braid should be considered again

1 – Pauline Bradford; Tracy Whelan; Wayne Kingsley; Wade Lange; Eric Lovell; Jodi Parker; Owen Ronchelli; Wanda Rosenbarger; Bill Ruff; Gary Warren

2 – Matt Arnold; Joanna Agee (for Daniel Deutsch); Sean Hubert; Lloyd Lindley; Jenny Lyman; Justin Zeulner

3 – Dean Gisvold; Phil Selinger; Mike Warwick

Amendments to vote 2

Lloyd Lindley: thinks we should strike the whole thing. But, that being said, if safey is still a problem, we should re-open design, but acknowledge that braided ramps may not be the answer.

Sam Imperati: so, not to consider only braided ramps but to consider any possible solution.

Suggested text: "Appropriate solutions and concepts should be developed and recieve consideration."

Sam asked if there was anyone who voted 2 who would change to 1 with the amendment? Matt Arnold, Justin Zeulner, Sean Hubert, Joanna Agee, and Lloyd Lindley would change to a 1 with suggested language.

VOTE 3: do not preclude the ability to implement SB Braided Ramps in the future

Sam Imperati: question for clarification to staff: not preclude – what does that mean? Leave space?

Paul Smith: yes. Leave a right of way.

1 – Pauline Bradford; Tracy Whelan; Sean Hubert; Wayne Kingsley; Eric Lovell; Jenny Lyman; Owen Ronchelli; Wanda Rosenbarger; Bill Ruff; Gary Warren

2 – Matt Arnold; Wade Lange

3 – Joanna Agee (for Daniel Deutsch); Dean Gisvold; Lloyd Lindley; Jodi Parker; Phil Selinger; Mike Warwick; Justin Zeulner

Amendments to vote 3

Sam asked the 2s what would move them to a 1?

Matt Arnold: preserving ROW, if that eliminates an element of a design because you are preserving ROW, then he is not ok with that. Adding something like, "not to the exclusion of the hybrid base concept elements" could address his concerns.

Sam asked if there was anyone who voted 2 who would change to 1 because of Matt's amendment? Matt Arnold and Wade Lange

Sam asked for amendments from those who voted 3.

Justin Zeulner: wants to remove the specific references and proposed "further recommended that designs developed for this project should not preclude the ability to implement improvements if needed in the future."

Lloyd Lindley: this could mean also imply not to remove or reduce ROW.

Justin retracted his amendment.

The above votes passed by majority not consensus.

Facilitator's Post Meeting Summary of Above Pending SAC Discussion and Approval at April Meeting

The March meeting explored the "braid" issue and the SAC voted on it by dividing it into three parts, which for simplicity sake can be summarized as follows:

1) Should the braids move forward (No by Majority-Minority vote)

2) Should the braids, along with other solutions, be consider down the road if issues remain, (Yes by Majority-Minority vote) and

3) Should the project design the build elements so as not to preclude the braids from being built in the future, but only if that can be done while accommodating the hybrid base project elements. (E.g. preserving right of way.) (Yes, by Majority-Minority vote.)

BREAK

MULTI-USE PATH

Mauricio Leclerc, PBOT, review a PPT presentation on the Multi-Use Path (MUP) draft concept. One of the goals of this project is to improve accessibility and safety for bikes and pedestrians moving through "the box." During the development of previous concepts, a "big idea" emerged to supplement pedestrian and bicycle access through the box via additional crossings and connections. This led to the Clackamas ped/bike bridge and the connection at Hancock. The MUP was also developed with this in mind, in particular to address some of the early options' lack of connectivity for cyclists and pedestrians travelling north and south. As the concepts have been refined and made into hybrids, staff considered the idea of developing a MUP in addition to maintaining a well-defined north-south connection on the west side of the freeway along Wheeler and Williams. Mauricio reviewed the design of the MUP, demonstrating how bikes and pedestrians can move through the district as a whole.

Slide 34: Multi-Use Path (MUP)

- Benefits
  - Formalized bike and pedestrian path along eastside of the freeway
  - Route for "less confident" riders
- Constraints
  - Cost ($2-$4m)
  - MUP would end at difficult crossing at Weidler
  - MUP would require additional property and would displace off-street parking

Slide 36: Staff Recommendation

- MUP not recommend to be included in the hybrid project.
- Instead, recommend developing a Neighborhood Greenway along 2nd/3rd Avenues.
- Do you agree with the recommendation?

Phil Selinger: will there be funding for the Neighborhood Greenway?

Mauricio Leclerc: we are not there yet to be searching for funding.

Phil Selinger: it does not take a lot of money to do the proposed greenway.

Lloyd Lindley: will cyclists have a greater travel distance?

Matt Arnold: you cannot travel the route as shown [the proposed MUP].

Lloyd Lindley: so, it is added value. Wants to see how we could tie in more environmental benefits.

Sam Imperati: one means of getting funding would be to make it clear that this MUP alternative is included in the freeway package.

Eric Lovell: question about the path shown and a pedestrian route.

Matt Arnold: question for clarification re: traveling north on 3rd.

Alan Lehto: black line would become a bike/ped path?

Mauricio Leclerc: yes, a bike and pedestrian connection on the west side of the freeway.

Gary Warren: struggling with this, why would you go this way?

Matt Arnold: described examples of how bikers of different skill and comfort levels would use it. Main benefit is to skirt around main traffic concentrations in the box.

Gary Warren: still wonders about it, and he is beginning to feel a little pinched with green streets around Calaroga.

Mauricio Leclerc: understood. But it will not need much, possibly some signage.

Justin Zeulner: the recommendation is very specific as to the route. Perhaps you do not need to be so specific about the route. Knows we have great groups working on it, but is concerned about this lines up with the flexible streets, etc.

Ed Abramson: the old MUP was more concerning; this one just makes it a more convenient way to get around. Sounds like you are just talking about signage.

Mauricio Leclerc: yes, but around 3rd and Multnomah there may be a need to do more. Also, 2nd is shown as a flexible street on the street character diagram.

Mike Warwick: concerned about Rodney neighborhood, bikes on street with lots of street parking. Wants to be sure you are thinking about it.

Wayne Kingsley: is this a brand new proposal?

Sam Imperati: it started as a MUP, and then they realized that was not accomplishing its purposes, so they have revised it. Thinks the vote will be something like, “do you agree with dropping the east side MUP and instead develop an alternative east side route as part of the project?”

Wayne Kingsley: seems to him you would have ROW along the freeway.

Mauricio Leclerc: no, the MUP would require additional ROW, which cost $2-4M to purchase.

Joe Zehnder: to summarize the proposal: drop the MUP, focus on bike/pedestrian improvements on west side of the freeway, and then figure out some on-street way on the east side.

Lloyd Lindley: on north-south, west-side alignment, would there be improvements?

Mauricio Leclerc: yes; he described the improvements.

Eric Lovell: thinking of this as the more low-speed route for a more timid biker.

Mauricio Leclerc: yes, a key element is to cross Broadway and Weidler, using the signals that are there on 2nd.

Sean Hubert: assumes MUP alternative not going across Clackamas is an elevation issue?

Mauricio Leclerc: correct.

Gary Warren: this has been presented very last minute and he is requesting more time to study. This is an ambush and he does not appreciate it. Secondly, a low-speed route will often have speed bumps. He cannot have that; he has 200-300 fire truck visits a year at his facility,

Owen Ronchelli: from a TMA perspective, activating a 2nd Avenue crossing is great. It is access for Eliot neighbors. He does not think it will be a very popular route, would likely have fairly low use, but it is a really good, low-cost way to get through the area.

Phil Selinger: regarding Gary's concerns, the word "developing" should give him some relief. Also he would like to add a clause about funding.

Matt Arnold: ditto on funding. To Gary, regarding this being an ambush - the improvements we are talking about are fairly minor, but you are right to be concerned about the details.

Pauline Bradford: there is a committee working on Williams and bike issues, which has been causing lots of issues in the community. She wants to know how it relates. It is a mess sometimes, with fire trucks, cars, buses, bikes, etc.

Sam framed up the vote:

1) keep west side route as part of hybrid base project
2) drop currently proposed east side MUP
3) develop for SAC discussion and consideration a new, alterative east side route as part of this hybrid project

PUBLIC COMMENT

Doug Klotz, alternate: said we should consider a short MUP, provided details, described benefits.

VOTE 4: 1) keep west side route as part of hybrid base project; 2) drop currently proposed east side MUP; and 3) develop for SAC discussion and consideration a new, alterative east side route as part of this hybrid project

1 – Pauline Bradford; Tracy Whelan; Wayne Kingsley; Wade Lange; Eric Lovell; Jodi Parker; Owen Ronchelli; Wanda Rosenbarger; Bill Ruff; Gary Warren; Phil Selinger; Mike Warwick; Matt Arnold; Joanna Agee (for Daniel Deutsch); Sean Hubert; Lloyd Lindley; Justin Zeulner

2 – Jenny Lyman; Dean Gisvold

Dean Gisvold: voted a 2 because he does not understand the connection at Weidler

CLACKAMAS BICYCLE/PEDESTRIAN OVERCROSSING: PRESENTATION, DISCUSSION, Q AND A

Joe Zehnder, BPS, said the Clackamas Overcrossing is a bike/ped bridge only. In their planning and discussion, they have learned that the hospital has a proposal to build a new facility. They believe they are willing to work with the City to explore ways to make it work. It is also a superblock, which means it has requirements to provide pedestrian amenities.

Slide 37: Clackamas Bike-Ped Bridge

- Benefits
  - Improves bike/ped access and safety
  - Supports redevelopment at Rose Quarter and Lloyd District
  - Can work with SB braids
- Constraints
  - Needs to work w/ hospital development plans

- Cost ($15 to $20 million)

.

Slide 38: Staff Recommendation

- Include the Clackamas bike/ped bridge in the hybrid project.
- Continue to work with property owners to design a bridge that works with proposed development.

Charles Kelley, ZGF, described the physical details of the overcrossing.

Ed Abramson: is there an elevator?

Charles Kelley: no. It is all at-grade. This is one preliminary idea of how the bridge could be designed. We need to design this with the community that's going to use it in mind.

Gary Warren: we have a good connection with the lid, so he is questioning why are we considering the Clackamas Overcrossing? He is not sure we should. He is also concerned that at the public meeting boards at the Lloyd Center, there were no bikes on there. This is another example of his problems with this process. You want to turn the area into a parking lot for an event center. The LDCA board agreed to widen the freeway, no decoupling of Broadway-Weidler, and no Clackamas Overcrossing.

Phil Sellinger: from a pedestrian perspective, he thinks it is essential. It needs lighting and other features for safety.

Sam framed up the vote.

VOTE 5: include the Clackamas Overcrossing bike/ped bridge and continue to work with property owners

1 – Pauline Bradford; Tracy Whelan; Wayne Kingsley; Wade Lange; Eric Lovell; Jodi Parker; Owen Ronchelli; Wanda Rosenbarger; Bill Ruff; Phil Selinger; Mike Warwick; Matt Arnold; Joanna Agee (for Daniel Deutsch); Lloyd Lindley; Justin Zeulner

2 – Ed Abrahamson; Sean Hubert

3 – Gary Warren

Ed Abrahamson: voted a 2, has a little buyer's remorse. With the re-designation of Multnomah Boulevard, this would be redundant. There's more need for a bike crossing over I-84.

Sean Hubert: voted a 2 because the design needs to incorporate other design elements re: Williams connection.

Sam Imperati: yes, there will be a more holistic picture to come.

NORTH OF BROADWAY: VANCOUVER/FLINT/HANCOCK OVERCROSSING/LID

Joe Zehnder, BPS, provided a very brief overview of North of Broadway options: Vancouver/Flint/Hancock Overcrossing/Lid. He explained that the base project will consolidate freeway on and off ramps into a "new box," In a smaller area. He showed an "Interested but Concerned bike user path" that is routed around the box. He also explained issues that have been raised by stakeholders that need to be addressed. Even with the heart of the improvements on the freeway, we

still have things to improve upon with the surface street system. With the freeway, we are presented with the opportunity to rebuild Flint, Vancouver and Williams. He showed some options, such as removing Vancouver from the box, etc. Over the next month, staff will continue to develop concepts and work with property owners toward designing a successful solution.

Alan Lehto: would add bus routing to Joe's list of remaining issues. Anything that breaks up Vancouver-Williams really disrupts the bus routes.

Eric Lovell: also, truck traffic coming up to Broadway from Weidler, if you turn Weidler into a one way down hill, you would have other turning radius issues.

MEETING WRAP UP AND NEXT STEPS

Sam thanked everyone for a good meeting. An email will be going out with the agenda and information for next Tuesday's workshop at URS.

Meeting adjourned at 8:40.

N/NEQ SAC MEETING # 14
MARCH 15TH, 2012

EVALUATION SUMMARY

15 Evaluation Forms

		Poor	Fair	Good	Very Good	Excellent
1)	**OVERALL MTG QUALITY**		1	3	6	
2)	**PACING**	1	Little Slow 6	Just right 5	Little Fast	
3)	**CLARITY PRESENTATIONS**		3		10	1
4)	**DOCUMENTS**		2	4	6	3
5)	**DISCUSSION**		1	3	10	1

6. MOST USEFUL?

- Humor – working the problem

7. LEAST USEFUL?

- 1) "Vote" statements on Recommendations should be worded better/more clearly
  2) Very disappointed to learn that there's a design session on 3/20 that SAC didn't know about and for which we don't yet have an agenda on 3/15/12
  3) Why is the project paying consultants to attend meetings (long meetings) at which they have no defined role and rarely participate?
- All good
- Ambushes from PBOT et al with new unstaffed ideas
- Really need maps for entire area at all meetings
- Voting on aux/braid too drawn out
- Would like to see major recommendations to be voted on 30 days in-advance ---present at one meeting for discussion at the next meeting.

8. COMMENTS, SUGGESTIONS, OR QUESTIONS?

- Please don't change plans at votes! They keep changing at public presentation meetings
- Tough forum. Well done.

CENTRAL CITY 2035

N/NE QUADRANT

N/NE Quadrant and I-5 Broadway/Weidler Plans
Updated Phases III and IV

Timeline

Fall/Winter 2010

SAC #1-4: Sept–Jan
Community Walks: Sept
Public Open House: Nov
Subcommittee Meetings: Dec

Spring/Summer 2011

Charrettes: Feb and April
Subcommittee Mtgs: Feb-June
SAC #5-8: March-July
Public Open House: June

Summer/Winter 2011-2012

Outreach Mtgs: June-Sept
LU Subcommittee: 9/14
SAC #9: 9/29
Trans Subcommittee: 10/12
SAC #10: 10/27
SAC #11: 11/17
Trans Subcommittee: 12/8
LU Subcommittee: 1/11
SAC #12: 1/19
Public Open House: 2/2
SAC #13: 2/16

Spring 2012

SAC #14: 3/15
LU Subcommittee: 3/21
SAC #15: 4/12 — We are here
SAC #16: 5/10
LU Subcommittee: 5/23* (tentative)
SAC #17: 6/7
SAC #18: 6/28
SAC #19: Late July/Early Aug* (tentative)

***New or revised meeting dates**

Post August 2012
(Tentative Dates)

PSC: September 2012
City Council: October 2012
OTC: December 2012

Process Overview

PHASE I
Background and Existing Conditions
Project Goals and Scope
Issues, Opportunities and Constraints

PHASE II
Develop Concept Alternatives
SAC Approval of Concepts for Phase III Analysis and Evaluation

PHASE III
Analyze Alternatives and Select Recommended Concepts

N/NE Quadrant LU/UD/LT

Conduct Outreach and Analyze LU /UD /LT Quadrant Concepts and Subarea Choices

SAC 9: 70% Draft Proposed Quadrant Concept Subarea Recommendations

SAC 11: 95% Draft Quadrant Concept

I-5 B/W Freeway/Interchange Area

Analyze and Refine Freeway and Interchange Concepts

Analyze Refined Freeway Concepts with Quadrant Concept

SAC 10: Freeway/Interchange Analysis

SAC 12: Freeway/Interchange Concepts

Public Comment on Concepts

SAC 13: Phase III Recommendations

PHASE IV
Final Development of Plan(s)

SAC 14:
N/NE Quadrant Plan:
Draft Plan Outline
I-5 Freeway Facility Plan:
Preliminary SAC Approval on Selected Elements for Further Refinement

SAC 15:
N/NE Quadrant Plan:
Draft Plan Policies and Selected Implementation Actions
SAC Discussion on Selected Draft Implementation Actions
I-5 Freeway Facility Plan:
Continued SAC Discussion on Refinement Elements

SAC 16:
N/NE Quadrant Plan:
SAC Direction on Draft Goals, Policies and Implementation Actions
I-5 Freeway Facility Plan:
SAC Approval on Remaining Refinement Elements
Draft Outline of Facility Plan

SAC 17: Draft I-5 Freeway Facility Plan and Extended Public Comment
Preliminary SAC Approval of Facility Plan

SAC 18: Complete Draft Quadrant Plan and Extended Public Comment
SAC Direction on Quadrant Plan

SAC 19: Final SAC Recommendations

PHASE V
Adoption/Approval Process

Portland Planning and Sustainability Commission (PSC) and City Council
Oregon Transportation Commission (OTC)

Oregon Department of Transportation

April 11, 2012: Updates at www.portlandonline.com/bps/cc2035/nneq

N/NE Quadrant and I-5 Broadway/Weidler Plans

Freeway/Local Transportation Interface

Joint Staff Report

Recommended Elements of the I-5 Broadway/Weidler Interchange Plan Improvements



April 6, 2012

The N/NE Quadrant and I-5 Broadway/Weidler Plans Project is a collaborative effort by the City of Portland and the Oregon Department of Transportation to integrate urban design and land use planning with freeway planning and concept-level engineering in the North/Northeast portion of the Central City, which includes Lower Albina and the Lloyd District.

Stakeholder Advisory Committee: Meeting #15

April 12, 2012

Joint Staff Report

The overall project purpose is to...

Improve safety and operations on I-5 in the vicinity of the Broadway/Weidler interchange.



OBJECTIVES INCLUDE:

EASE CONGESTION LEVEL S AND IMPROVE SAFETY:

- Congestion can be reduced through a variety of measures. Workable solutions will be explored through the Stakeholder Advisory Committee (SAC) and public outreach.

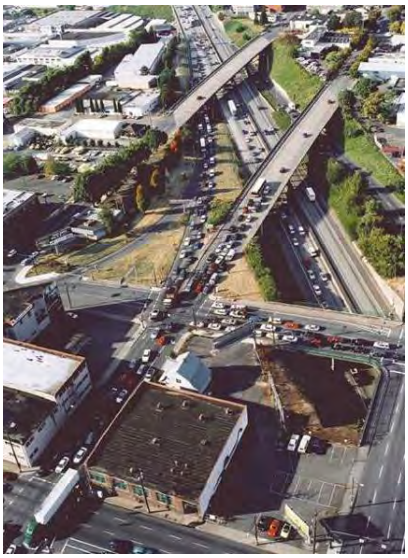


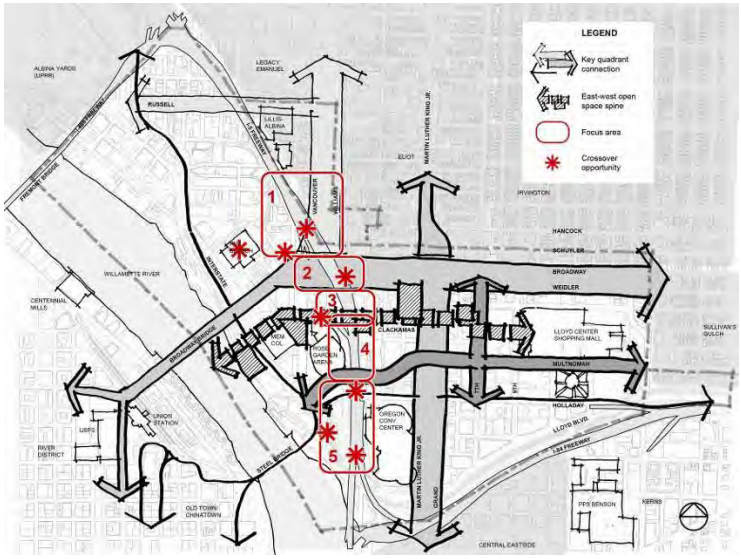
ENHANCE PEDESTRIAN AND BICYCLE ROUTES:

- Through public input, the SAC process and in partnership with the City, ODOT will look for ways to improve pedestrian and bicycle movements and facilities over and under the freeway system.

IMPROVE FREIGHT MOVEMENT:

- Freight requires highways to have sufficient capacity, good reliability and good geometrics for turning, stopping and other movements.





Integration of Transportation and Land Use Concepts in the N/NE Quadrant Plan

The N/NE Quadrant Plan Concept calls for continued success and development of the existing major regional facilities as well as significant future growth and development in the Rose Quarter, Lloyd District and Lower Albina. The I-5 improvements help support this growth by improving freeway reliability and safety in the area.

Recommended Hybrid Project and Elements for Further Refinement
I-5 Broadway/Weidler Interchange Improvements

I. INTRODUCTION

The Oregon Department of Transportation (ODOT), the City of Portland Bureau of Transportation (PBOT) and the City of Portland Bureau of Planning and Sustainability (BPS) are jointly managing a project that includes preparing a long-range plan for the overall N/NE Quadrant of the Portland Central City and identifying specific improvements to I-5 between I-84 and I-405 (Fremont Bridge) as well as improvements to the Broadway/Weidler Interchange.

This staff report describes the Hybrid Elements recommendations for the I-5 Broadway-Weidler Interchange Plan improvements.

The purpose of this staff report is to support discussion on the following item presented to the SAC:

April SAC Discussion Item:

North of Broadway Options

The project team and the SAC are considering two general approaches and five specific options for the street network north of Broadway. These options are discussed in Section III (page 6).

Background

The project team has worked closely with SAC to identify a wide range of freeway and interchange improvement concepts that could improve freeway safety and operations while being compatible with emerging long-range plans and support economic development within the overall N/NE Quadrant. The range of freeway and interchange improvement concepts has been narrowed to a few of the most promising concepts. This Joint Staff Report recommends continued study on a few key concepts.

The process for identifying, evaluating and narrowing the concepts has included several milestone actions by the SAC, including:

1. Adoption of project goals and objectives	SAC Meeting #4,	January 4, 2011
2. Conduct freeway/interchange charrette		April 2011
3. Narrowing from 70+ ideas to 13 concepts	SAC Meeting #6,	May 26, 2011
4. Narrowing from 13 concepts to 6 concepts	SAC Meeting #8,	July 28, 2011

SAC Meeting #10

At SAC Meeting #10, on October 27, 2011 the committee reviewed a physical model of the six interchange concepts and received a presentation summarizing key findings.

SAC Subcommittee Meeting
At the SAC Subcommittee meeting on December 8, 2011 staff presented information on the performance of each concept and the subcommittee discussed their pros and cons. Based on the technical information, rankings and discussion, the subcommittee recommended the following:

1. That staff conduct no further work on Concept 4a Split Diamond and Concept 4b Folded Diamond.
2. That staff work to identify the best elements of each remaining concept (Braided Ramp/CD Road, Rebuilt Structures, and Three-Point Interchange) and explore including those elements in a hybrid concept or concepts and report findings from those hybrid concepts at the January 19, 2011 SAC meeting.

SAC Meeting #12
At SAC Meeting #12 on January 19, 2012, staff presented an overview of SAC Subcommittee recommendation and asked the SAC to endorse the Subcommittee recommendation. The SAC unanimously supported the Subcommittee recommendation and directed staff to:

- Conduct no further study of the Concept 4a Split Diamond and Concept 4b Folded Diamond.

In addition to this action removing the Split Diamond and Folded Diamond concepts, the SAC discussed the benefits and concerns regarding the proposed hybrid project elements. The issues raised during the SAC discussion were considered in preparing this Joint Staff Report and the hybrid project recommendation.

SAC Meeting #13
At the February 16, 2012, SAC meeting, staff presented the information on the hybrid base concept. The project team developed a hybrid base project and identified elements for further refinement based on technical assessments of bicycle and pedestrian operations, urban design/land use potential, traffic operations and safety.

Based on that assessment, ODOT and the City of Portland have jointly identified areas of agreement on how to proceed to further develop the Hybrid Base Project and to continue to analyze elements that require more study. The SAC supported the joint staff recommendation to move forward with the Hybrid Base Project (see list of Hybrid Base Project elements on page 4) and directed staff to continue to analyze the four elements that require additional study.

SAC Meeting #14
At the March 15, 2012, SAC meeting, staff presented the following hybrid elements recommendations:

- The Southbound Braided Ramps are not recommended for further refinement as part of the base hybrid project.
- A multi-use path (MUP) immediately east of I-5 between Multnomah and Weidler is not recommended to be included in the project.
- The City and ODOT will continue to work to ensure that a bicycle/pedestrian Clackamas Overcrossing could be accommodated with a development proposed on the east side of the freeway.
- The City and ODOT will continue to refine and evaluate the North of Broadway options and bring a recommendation for SAC consideration to the May SAC meeting.

The SAC supported the joint staff recommendation to move forward with the Hybrid Base Project (see list of Hybrid Base Project elements on page 4) and directed staff to continue to analyze the North of Broadway options that require additional study and evaluation.

II. ITEMS FOR CONSIDERATION AFTER THE MARCH SAC MEETING

The project team developed and refined a Hybrid Base Project (supported by the SAC at its February meeting) and identified additional elements for further study based on technical assessments of bicycle and pedestrian operations, urban design/land use potential, traffic operations and safety. In March, the SAC agreed that the Southbound Braided Ramps and a multi-use path on the eastside of the freeway should not be included in this project. ODOT and the City of Portland have continued to jointly identify areas of agreement on how to proceed to further develop the Hybrid Base Project and are continuing to analyze the elements that require further refinement illustrated in Figure 1.

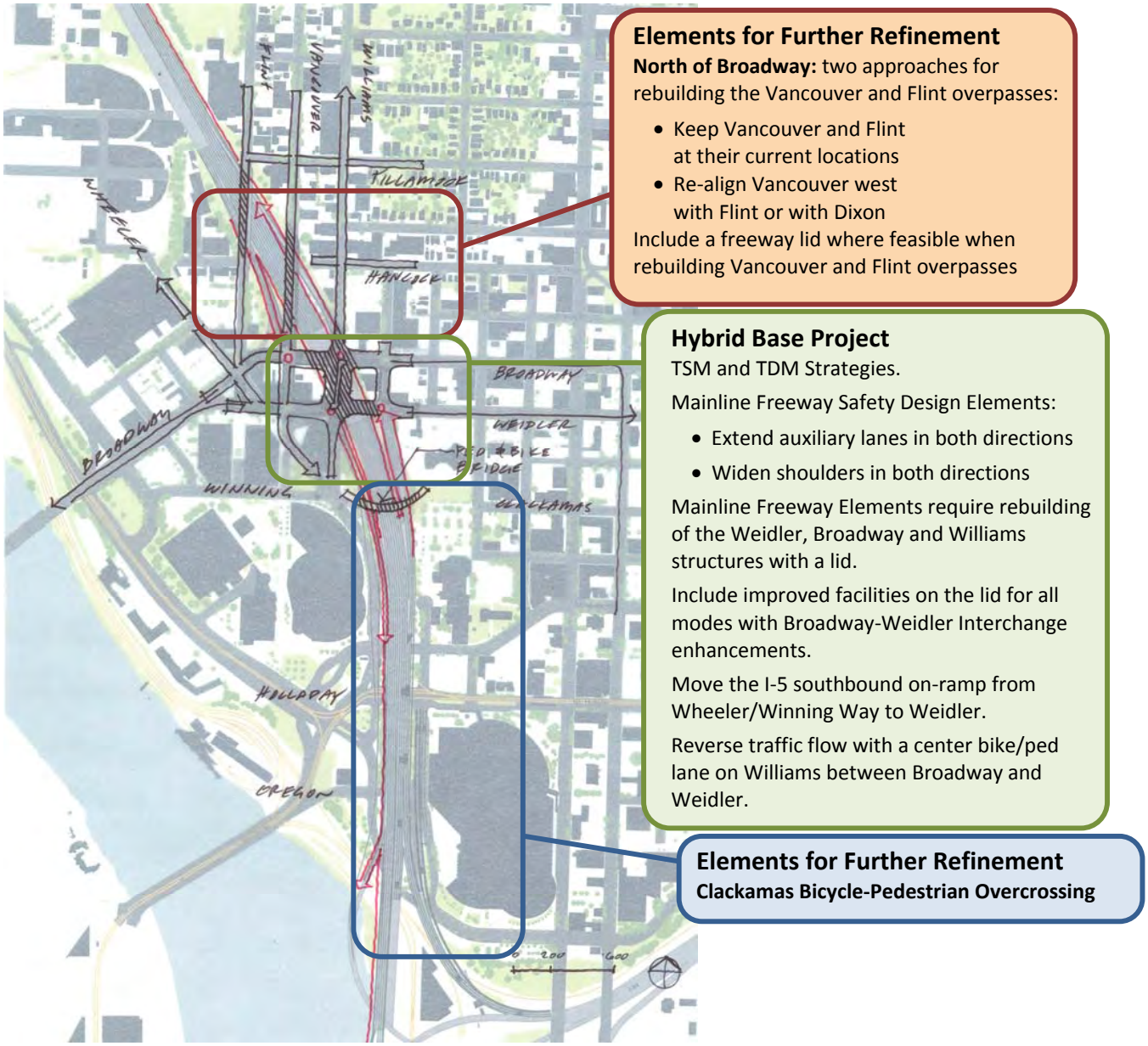


Figure 1: Hybrid Base Project and Elements for Further Study

The Hybrid Base Project

The Hybrid Base Project, with elements supported by the SAC at its February 2012 meeting and illustrated in Figure 2 (cross section) and Figure 3 (plans), includes:

Hybrid Base Project Elements	February 2012 SAC Action
1. Transportation System Management (TSM) and **Transportation Demand Management (TDM)** strategies	Element Supported
2. Mainline Freeway Safety Elements:	Element Supported
a. Extend auxiliary lanes 4,370 feet in both directions	
b. Add full-width shoulders in both directions	
3. Three Rebuilt Freeway Structures and Lid	Element Supported
(Mainline Freeway Safety Elements require rebuilding the Weidler, Broadway, and Williams structures over I-5)	
4. Broadway-Weidler Interchange Improvements	Element Supported
(improved facilities on the lid for all modes)	
5. Relocation of Southbound I-5 On-Ramp to Weidler/Williams	Element Supported
(from current location at Wheeler/Winning Way/Williams)	
6. Reverse Traffic Flow on Williams	Element Supported
(between Broadway and Weidler)	



Figure 2: Hybrid Base Project, Cross Section A (illustrative concept drawing)

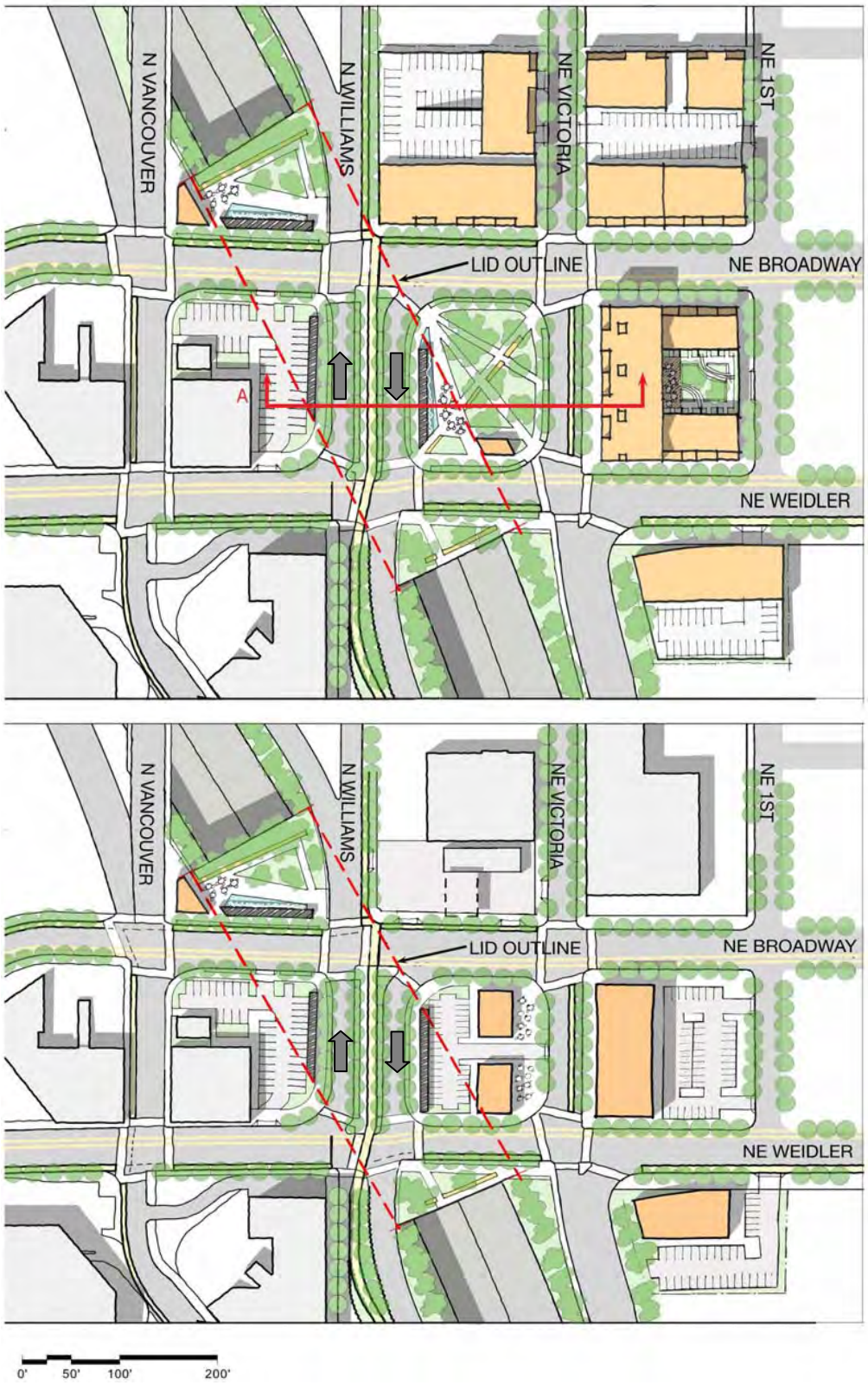


Figure 3: Hybrid Base Project, Plan Views (illustrative concept drawings)

III. JOINT STAFF RECOMMENDATION/DISCUSSION: HYBRID ELEMENTS UPDATE

Based on the above Hybrid Base Project concept and previous SAC direction, the following **Hybrid Elements** were recommended for further refinement:

North of Broadway Options: Vancouver/Flint/Hancock Crossing/Lid (Figures 4a – 4e)
Include a freeway lid where feasible when rebuilding Vancouver and Flint overpasses with two general approaches:

a. Keep Vancouver and Flint at their current locations
b. Re-align Vancouver west with Flint or Dixon

Hybrid Element	March 15 Joint Staff Recommendation
North of Broadway	Refine options further; evaluate options; report in April & May
Two general approaches (Figures 4a – 4e):	
• Rebuild Vancouver and Flint at their current locations	
• Re-align Vancouver west with Flint or with Dixon	

Joint Staff Recommendation/Discussion

Based on additional analysis and assessment, ODOT and the City of Portland have developed the following options for the area North of Broadway and are currently evaluating these options.

North of Broadway: Vancouver/Flint/Hancock Overcrossing/Lid

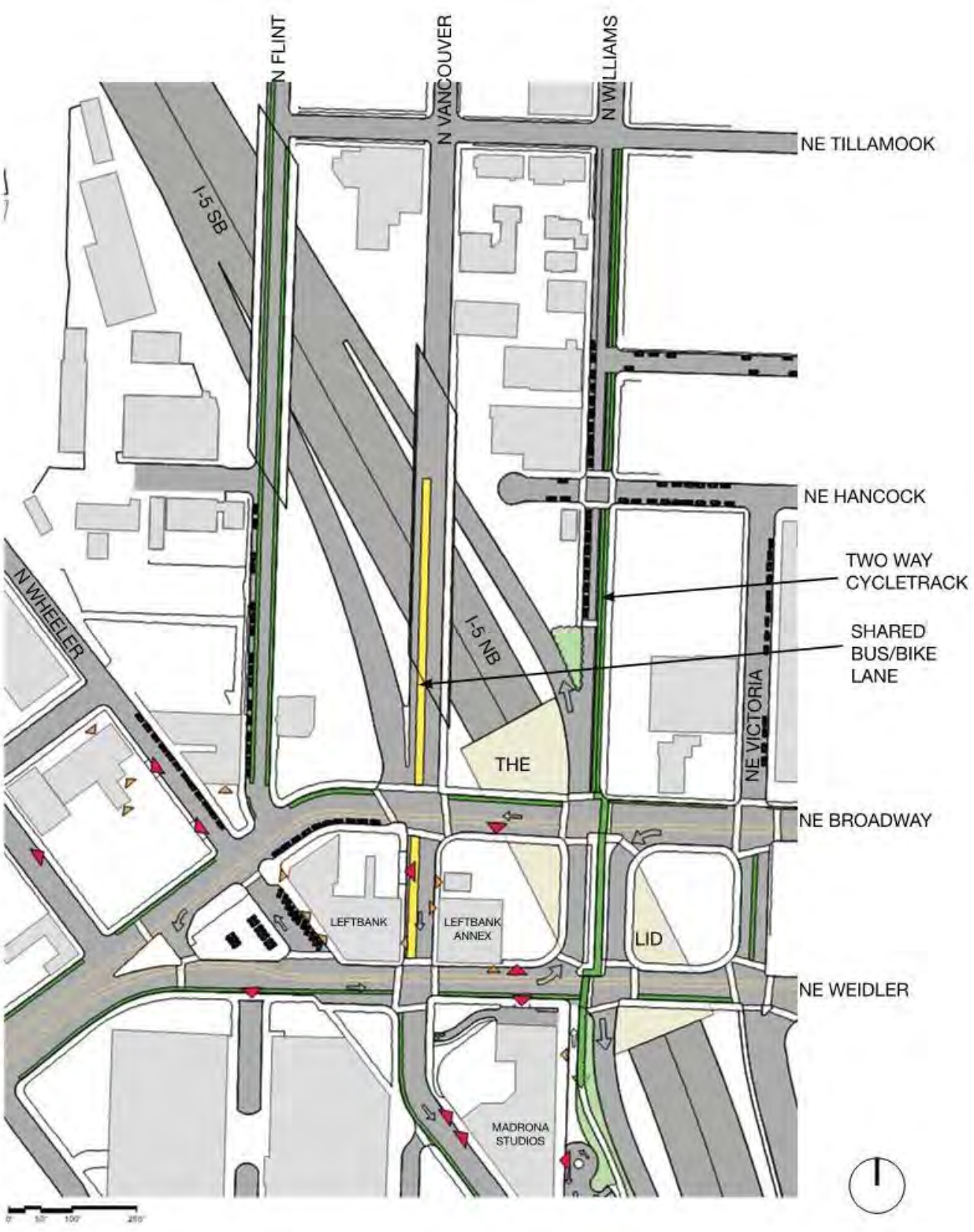
The I-5 Broadway/Weidler Interchange project presents a unique opportunity to improve the local street system just north of Broadway in addition to overall operational improvements to the interchange. Because the Flint, Vancouver and Williams structures over the freeway must all be rebuilt as part of the project, they could be built in a configuration different than the current layout which presents a number of challenges. While no option is without impacts, several alternatives have been developed and are worthy of serious consideration, in addition to the option of rebuilding the structures in their current locations. All options under consideration (shown in Figures 4a – 4e) would work with the other major elements of the Hybrid Base Project. All new structures would meet current design standards for seismic safety, sidewalks and bike lanes where applicable and as a result, represent improved conditions over no-build.

Box around "The Box"

Early in the concept alternative development process, the opportunity was identified to create supplemental safe, pleasant, walkable and bikeable connections around the intersections of Broadway, Weidler, Williams and Vancouver (often referred to as "the box"). While the proposed Hybrid Base Project significantly improves pedestrian, bicycle and vehicle conditions in the central part of the box, there will still be heavy traffic and frequent congestion. Rebuilding the structures as part of the interchange improvement project presents the opportunity to establish a circumferential network of local streets and pedestrian/bicycle connections that would let local movements not associated with Broadway/Weidler and the freeway ramps move through the area without entering the center of "the Box" where they compete with arterial and freeway-related traffic.

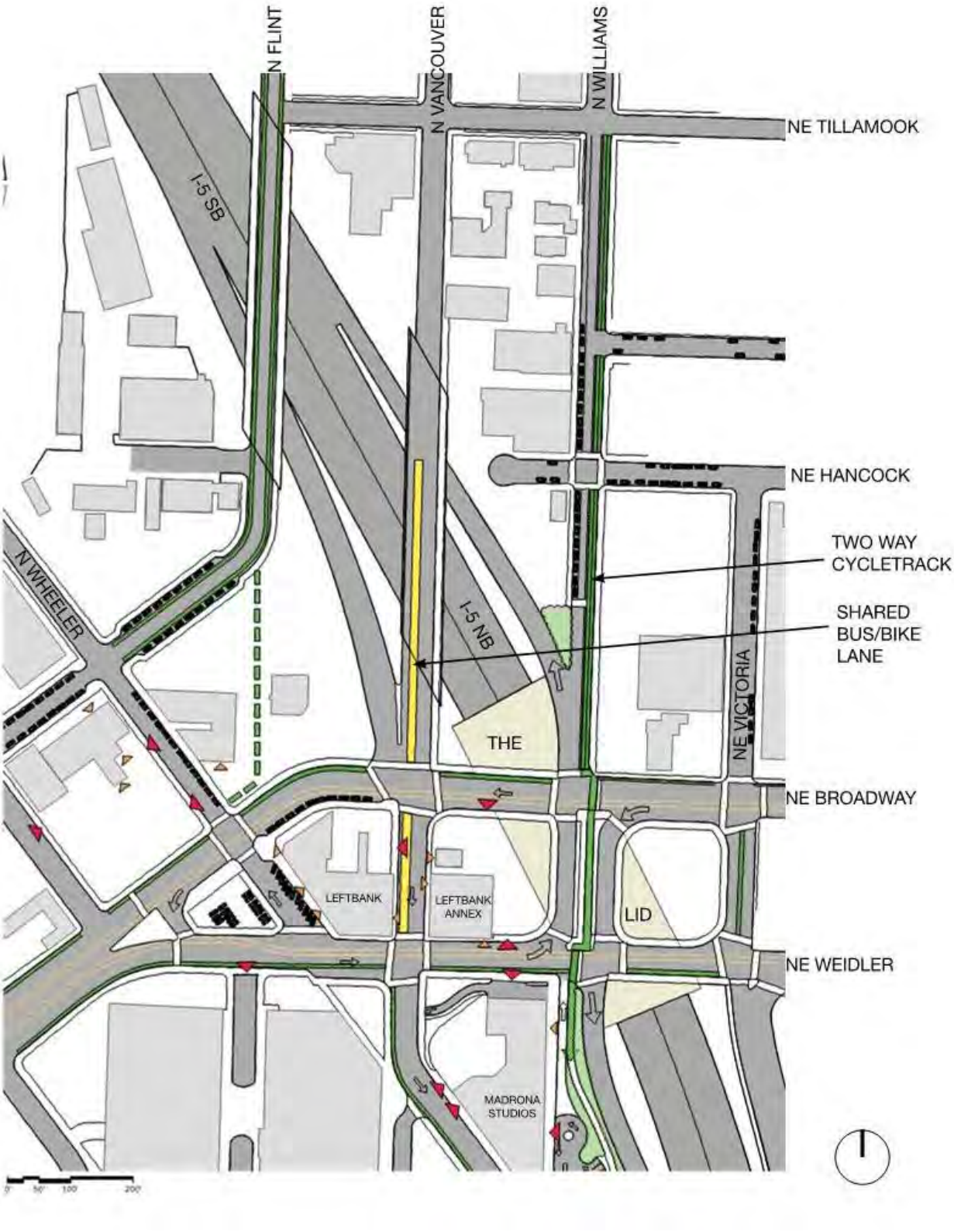
Primary Options under Development/Evaluation:

1. **Rebuild (Figure 4a)**
   This option would remove and rebuild the existing freeway overcrossings in their current locations. Although the replacement structures would meet current design standards, this option would retain the 5-legged intersection at Vancouver and Broadway where the southbound freeway off-ramp intersects Broadway. Flint would be retained in its existing configuration.
2. **Optimized Rebuild (Figure 4b)**
   This option would rebuild the existing freeway overcrossings at Flint and Vancouver in their current locations, with a new two-way connection between Flint and Dixon at Wheeler. Flint would be closed between Dixon and Broadway. The new Flint/Dixon connection would provide a local street connection between the Eliot neighborhood and the Blanchard area/Rose Quarter/Broadway Bridge that avoids the box. Wheeler would be signalized at Broadway as a 4-legged intersection. As Vancouver remains in place, this option would keep the 5-legged intersection at Vancouver and Broadway where the southbound freeway off-ramp lands.
3. **Vancouver + Hancock/Dixon (Figure 4c)**
   This option would remove the existing Flint overcrossing and rebuild the Vancouver overcrossing in its current location with a new east-west overcrossing connecting Hancock to Vancouver and Dixon. The Hancock overcrossing would provide a new east-west local street connection, with traffic calming measures at Williams and Hancock to mitigate any traffic impacts to the Eliot neighborhood east of Williams. This new Hancock/Dixon connection would provide a local street connection between the Eliot neighborhood and the Blanchard area/Rose Quarter/Broadway Bridge that avoids the box. With this option, a new lid could be built over the freeway extending approximately from Dixon to Weidler that could be used for open space, enhanced bike/pedestrian connections, and possibly some development. Flint would be closed between Tillamook and Broadway. Wheeler would be signalized at Broadway with options to retain the existing alignment to Weidler or connect with Flint in a north-south alignment through Weidler to Winning Way. As Vancouver remains in place, this option would not eliminate the 5-legged intersection at Vancouver and Broadway where the southbound freeway off-ramp lands.
4. **Flint (Figure 4d)**
   This option would replace the existing Flint and Vancouver freeway overcrossings with a single, new overcrossing connecting Vancouver, Hancock and Flint at a three-point intersection on a lid over the freeway. The new overcrossing would provide a local street connection with Hancock to the east and west. Flint would be closed between Tillamook and Hancock. Flint would be signalized at Broadway and continue in a direct alignment through Weidler to Winning Way. Access to Wheeler from Broadway would likely need to be closed for safety and to allow Flint at Broadway to be signalized as a 4-legged intersection. As Vancouver is removed between Hancock and Broadway, this option reduces the 5-legged intersection at Vancouver and Broadway where the southbound freeway off-ramp lands to a standard 4 legs.
5. **Dixon (Figure 4e)**
   This option would replace the existing Flint and Vancouver freeway overcrossings with a single, new overcrossing connecting Vancouver, Hancock and Dixon at a three-point intersection on a lid over the freeway. The new overcrossing would provide a local street connection with Hancock to the east and west and Dixon to the west. Vancouver would be closed between Hancock and Broadway. Flint would be closed to motor vehicles between Tillamook and Broadway; a pedestrian/bike connection could be retained along Flint in this segment. Wheeler would be signalized at Broadway with options to retain the existing alignment to Weidler or connect with Flint in a north-south alignment through Weidler to Winning Way. As Vancouver is removed between Hancock and Broadway, this option reduces the 5-legged intersection at Vancouver and Broadway (where the southbound freeway off-ramp intersects Broadway) to a standard 4-leg configuration.



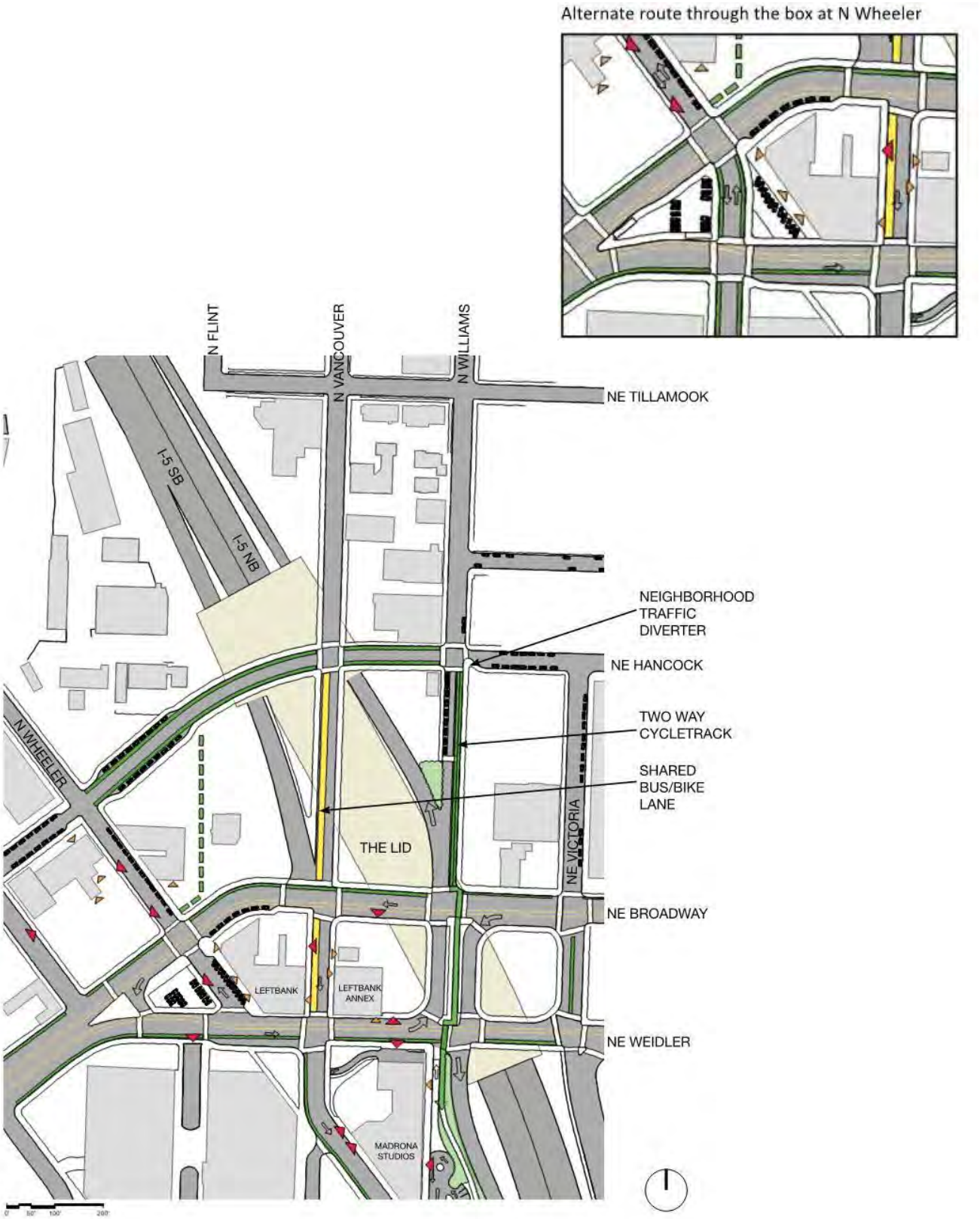
Option 1. Rebuild

Figure 4a: North of Broadway (illustrative concept drawings)



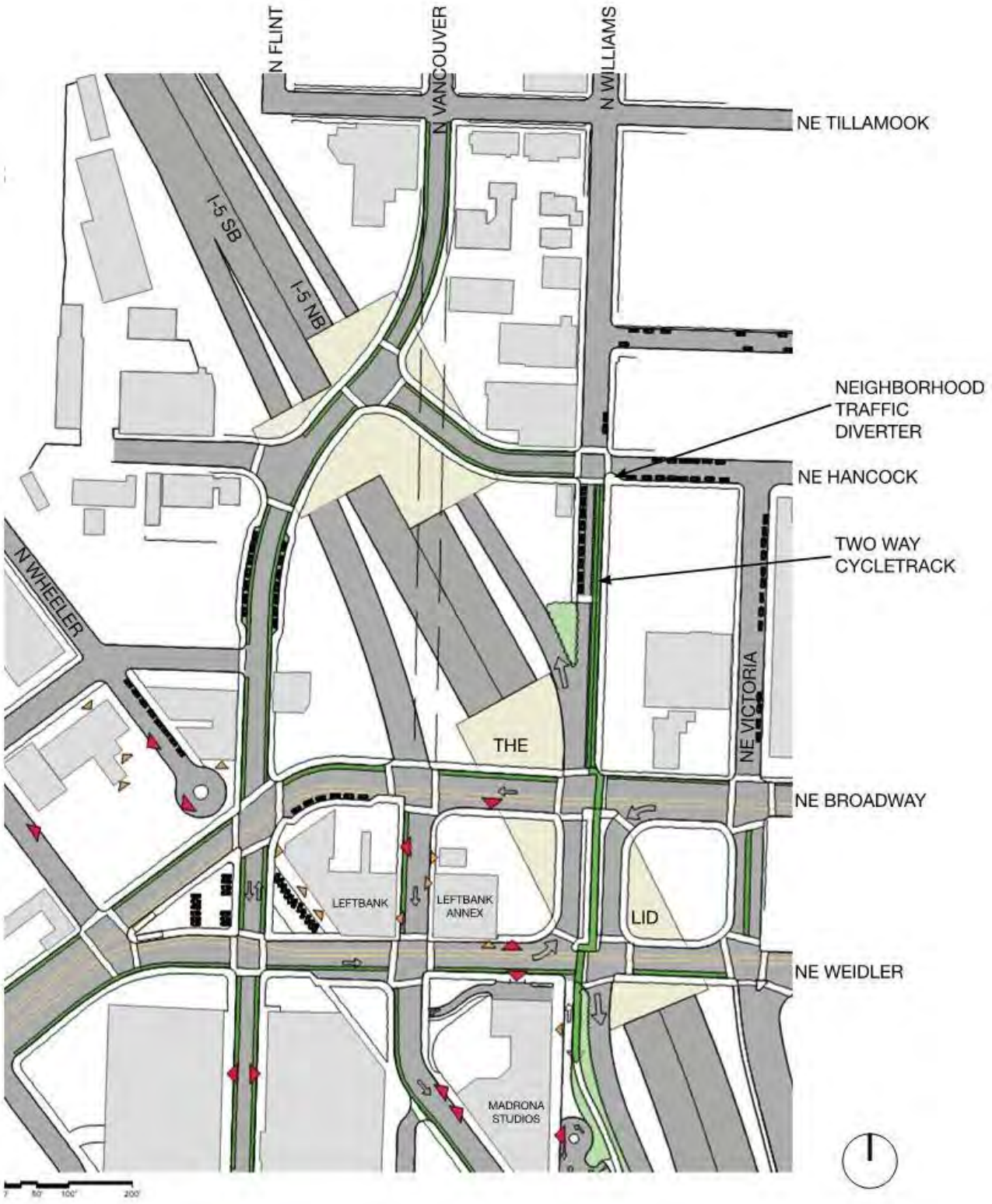
Option 2. Optimized Rebuild

Figure 4b: North of Broadway (illustrative concept drawings)



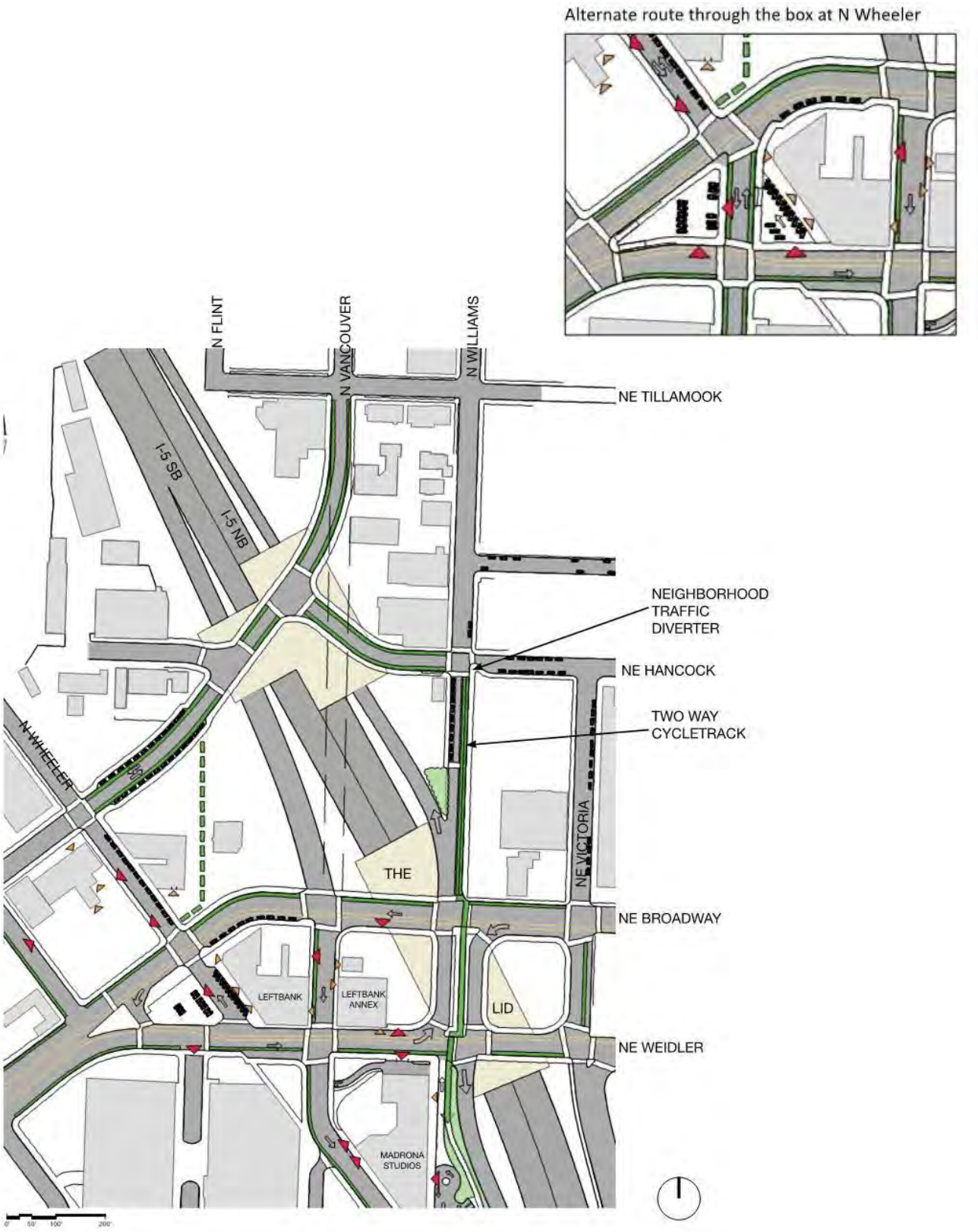
Option 3. Vancouver + Hancock/Dixon

Figure 4c: North of Broadway (illustrative concept drawings)



Option 4. Flint

Figure 4d: North of Broadway (illustrative concept drawings)



Option 5. Dixon

Figure 4e: North of Broadway (illustrative concept drawings)

Joint ODOT/City Discussion and Criteria on Options North of Broadway

The project team will continue to refine and evaluate these options and bring a recommendation for SAC consideration to the May SAC meeting. SAC guidance is appreciated on what information and analysis will help the SAC make an eventual recommendation.

Criteria to Be Considered:

- Impacts to existing businesses and residents.
- Connectivity: Increase or maintain the connectivity, quality, and safety of the surface street system for all modes between and within the N/NE Quadrant and its adjacent districts.
- Developability and placemaking: Maintain or create development parcels that accommodate and facilitate the proposed land use, density and character of the district.
- Open Space: Expand the role and use of open space as a district system amenity.
- Opportunities: Leverage improvements to capitalize on district opportunities to improve livability in nearby sub-districts.
- Estimated capital costs of the options.

NEXT STEPS

The next SAC meeting is May 10th; at this meeting, project staff will present recommendations on the remaining two elements which are being refined further (the Clackamas Overcrossing and the options for North of Broadway).



N/NE Quadrant & I-5 Broadway/Weidler Plans

SAC Meeting #15
April 12, 2012
North of Broadway Options

CENTRAL CITY 2035

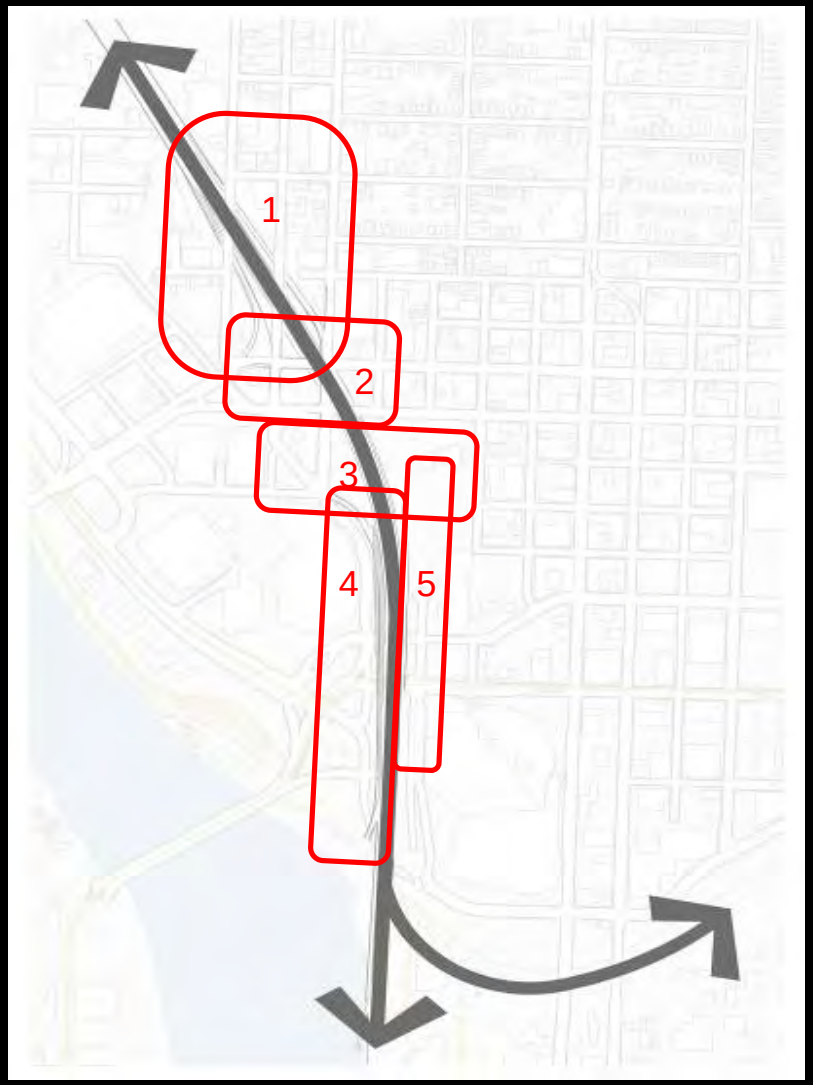
CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

Section Agenda

- Overview
- North of Broadway Options
- Pros/Cons & Discussion

Review: Key Hybrid SAC Preliminary Actions



1. Hancock/Vancouver
2. Broadway/Weidler Lid
3. Clackamas Overcrossing
4. The Southbound Braid
5. The Multi-Use Path

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Elements for Further Refinement

North of Broadway: two approaches for rebuilding the Vancouver and Flint overpasses:

- Keep Vancouver and Flint at their current locations
- Re-align Vancouver west with Flint or with Dixon

Include a freeway lid where feasible when rebuilding Vancouver and Flint overpasses

Hybrid Base Project

TSM and TDM Strategies.

Mainline Freeway Safety Design Elements:

- Extend auxiliary lanes in both directions
- Widen shoulders in both directions

Mainline Freeway Elements require rebuilding of the Weidler, Broadway and Williams structures with a lid.

Include improved facilities on the lid for all modes with Broadway-Weidler Interchange enhancements.

Move the I-5 southbound on-ramp from Wheeler/Winning Way to Weidler.

Reverse traffic flow with a center bike/ped lane on Williams between Broadway and Weidler.

Elements for Further Refinement

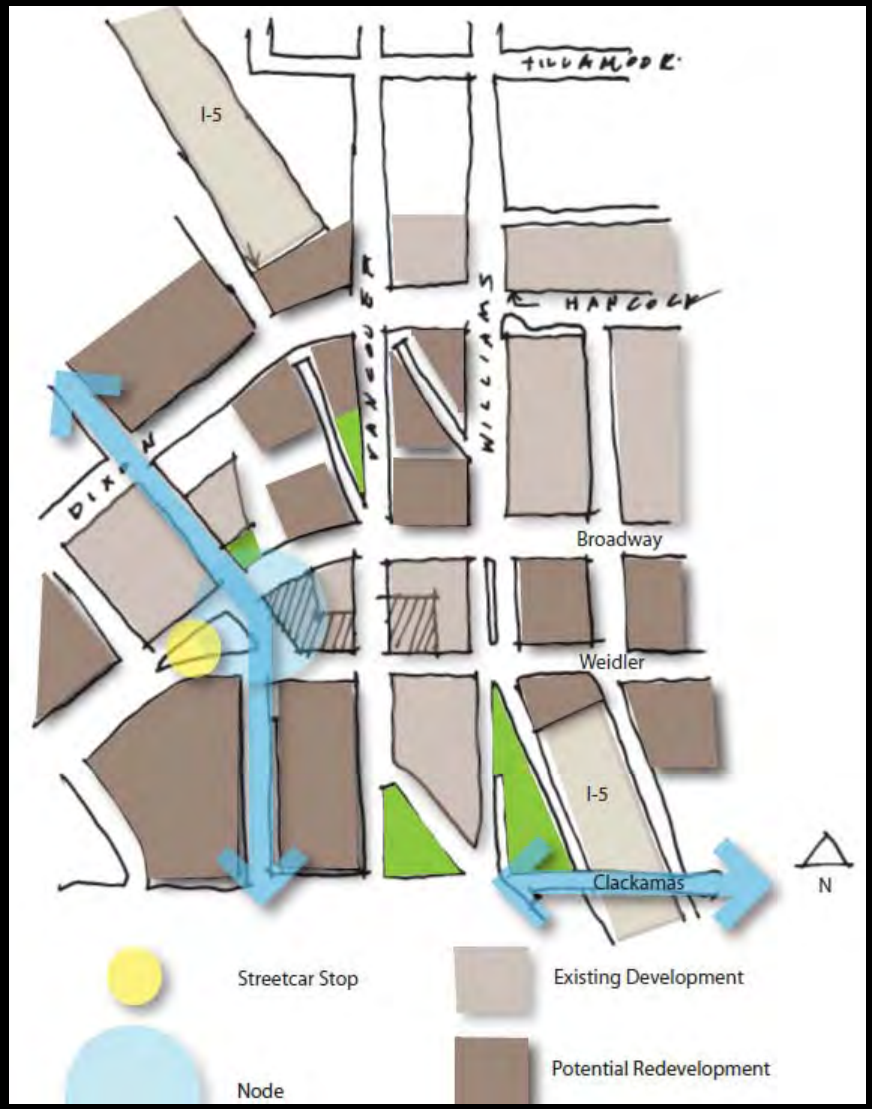
Clackamas Bicycle-Pedestrian Overcrossing



North of Broadway: 5 Options

March 20th Work Session

- Co-chair Lloyd Lindley facilitated work session.
- Refinement of North of Broadway Option with N/NE Quadrant Concepts.
- Outcomes:
  - Refinement of Options
  - Alternative lid concepts
    - Two smaller lids with addition of Hancock crossing
    - One large lid with addition of Hancock crossing
  - Alternative uses for the lid



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North of Broadway Options

1. **Rebuild**
2. **Optimized Rebuild**
3. **Vancouver + Hancock/Dixon**
   - With Wheeler sub-option
   - With Lid sub-options
4. **Flint**
   - With Lid sub-options
5. **Dixon**
   - With Wheeler sub-option
   - With Lid sub-options



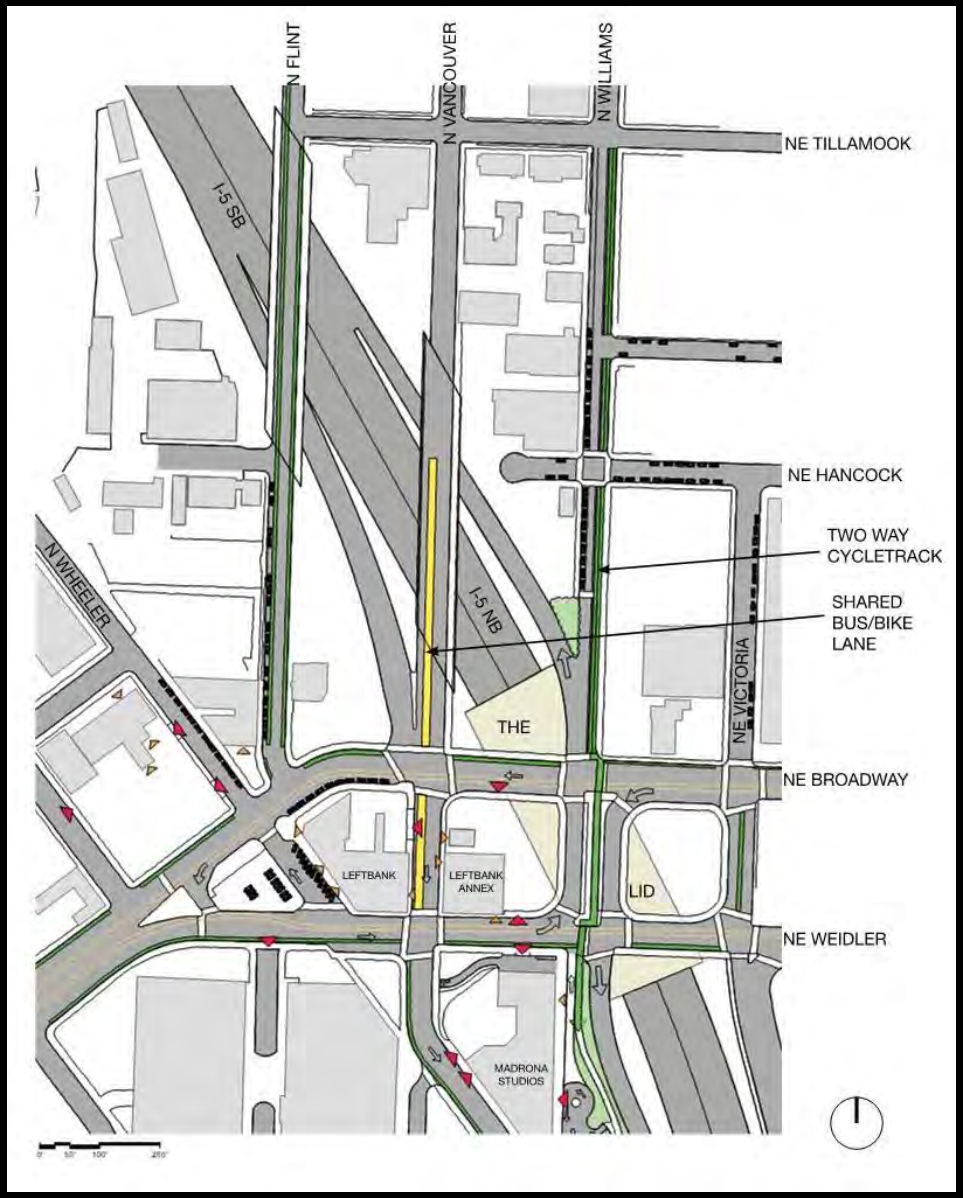
Discussion Items

- Vancouver Options to keep or move:
  - Unique Opportunity to change local street system safer operations.
  - Box around the "The Box"- opportunity to provide for alternative and less stressful routes.
  - Economic development opportunities
- Options with Freeway Lid to provide opportunities for neighborhood amenities and improved ped/bike facilities.

North of Broadway: Options

Option 1.

Rebuild



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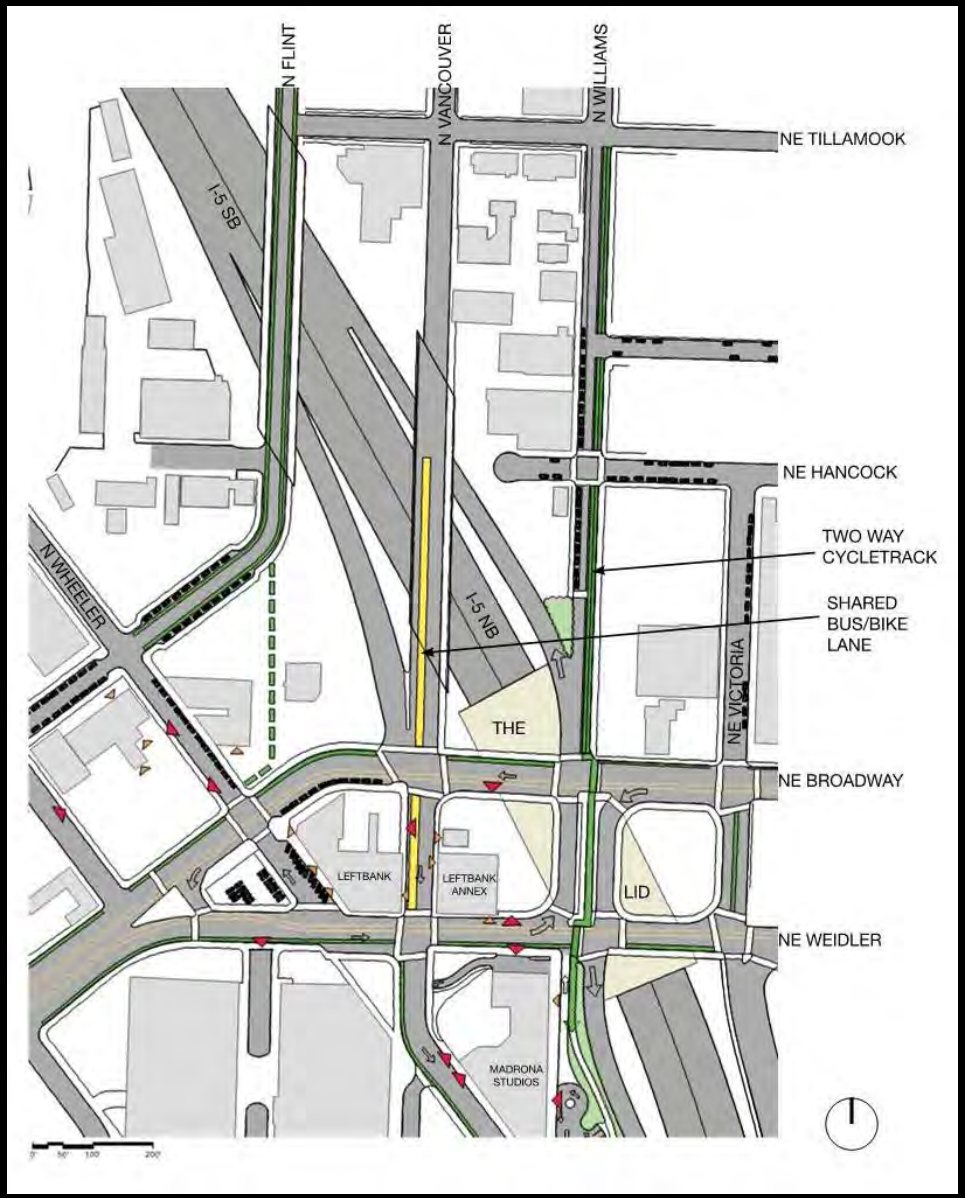
North of Broadway: Options

Option 2.

Optimized Rebuild



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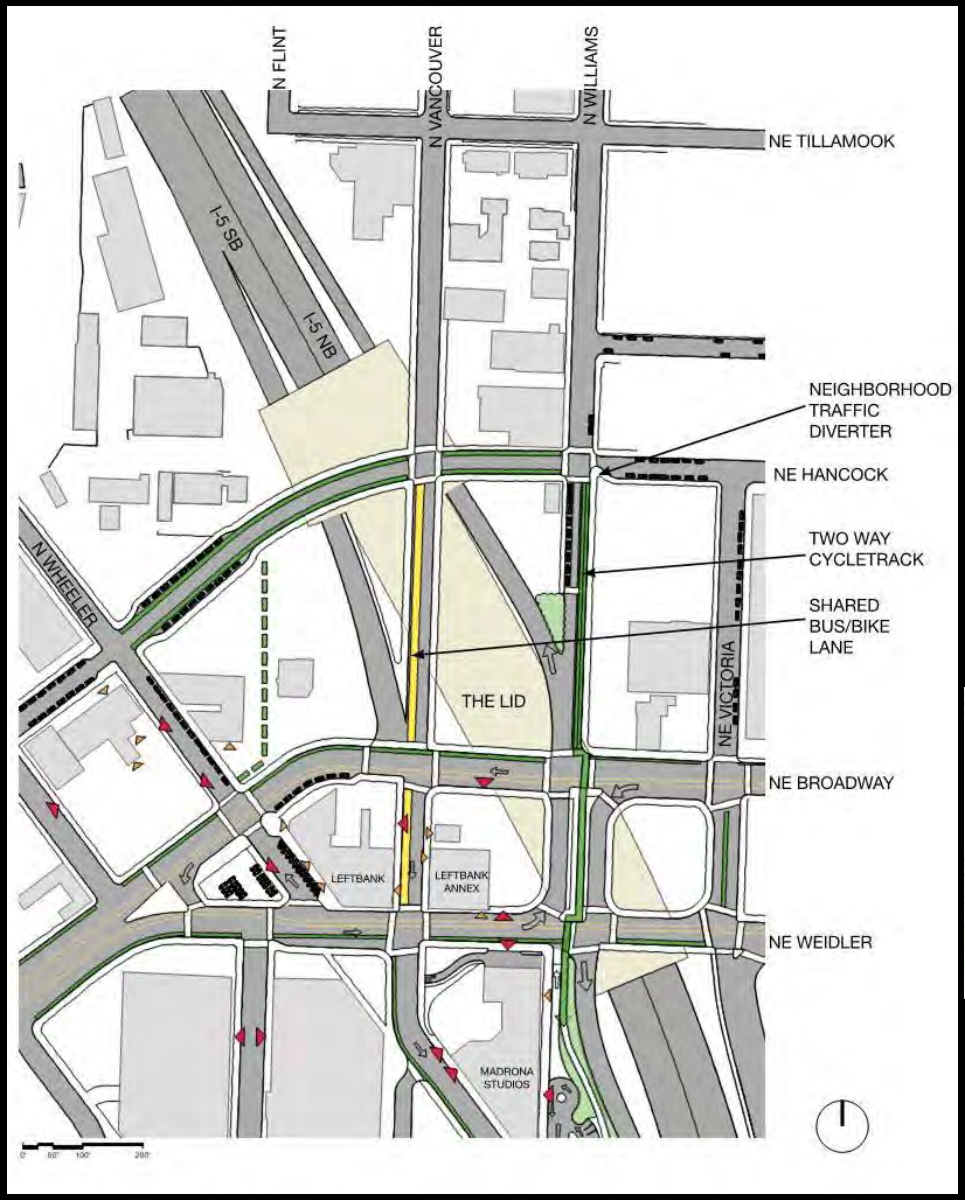
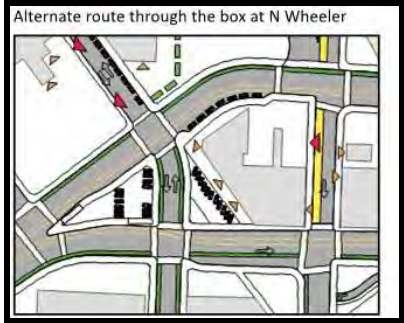
North of Broadway: Options

Option 3.

Vancouver + Hancock/Dixon





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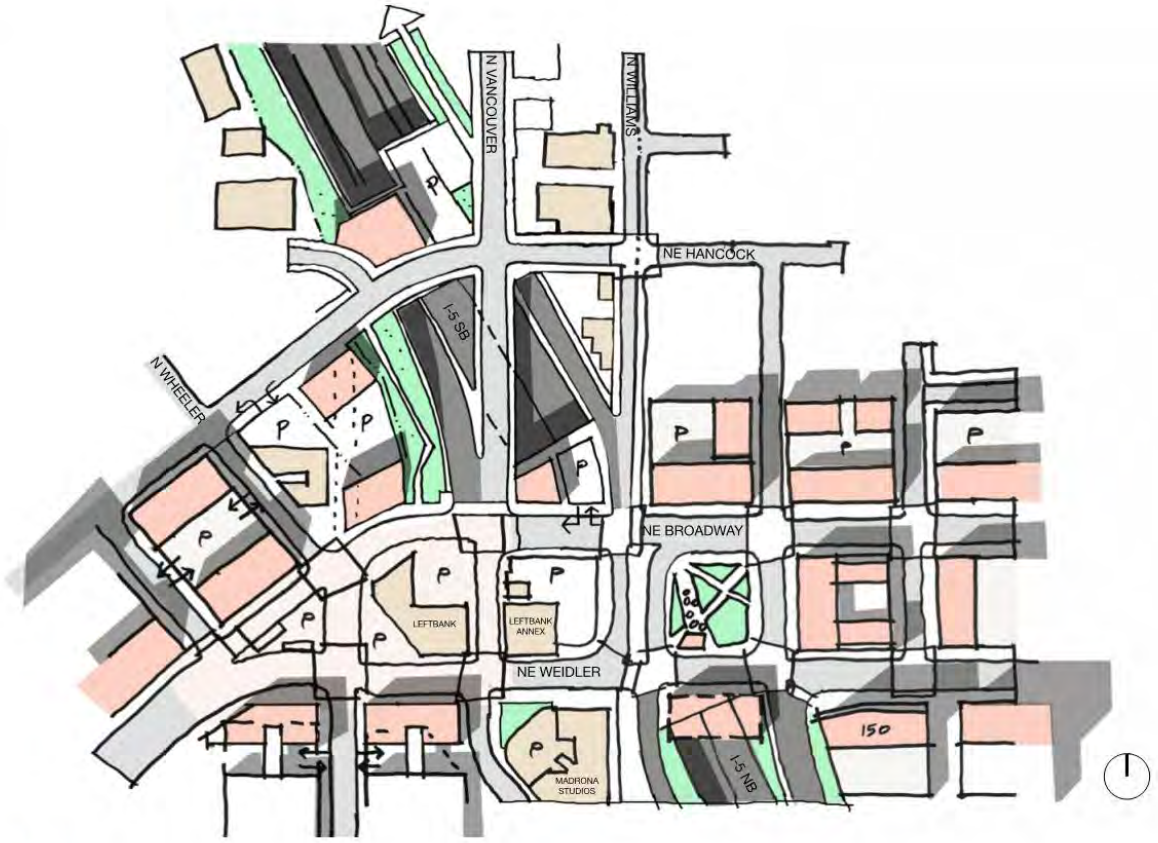
North of Broadway: Lid Studies



3. Vancouver + Hancock/Dixon

Development Emphasis-
Two smaller lids

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North of Broadway: Lid Studies



3. Vancouver + Hancock/Dixon

Development Emphasis-
One expanded lid

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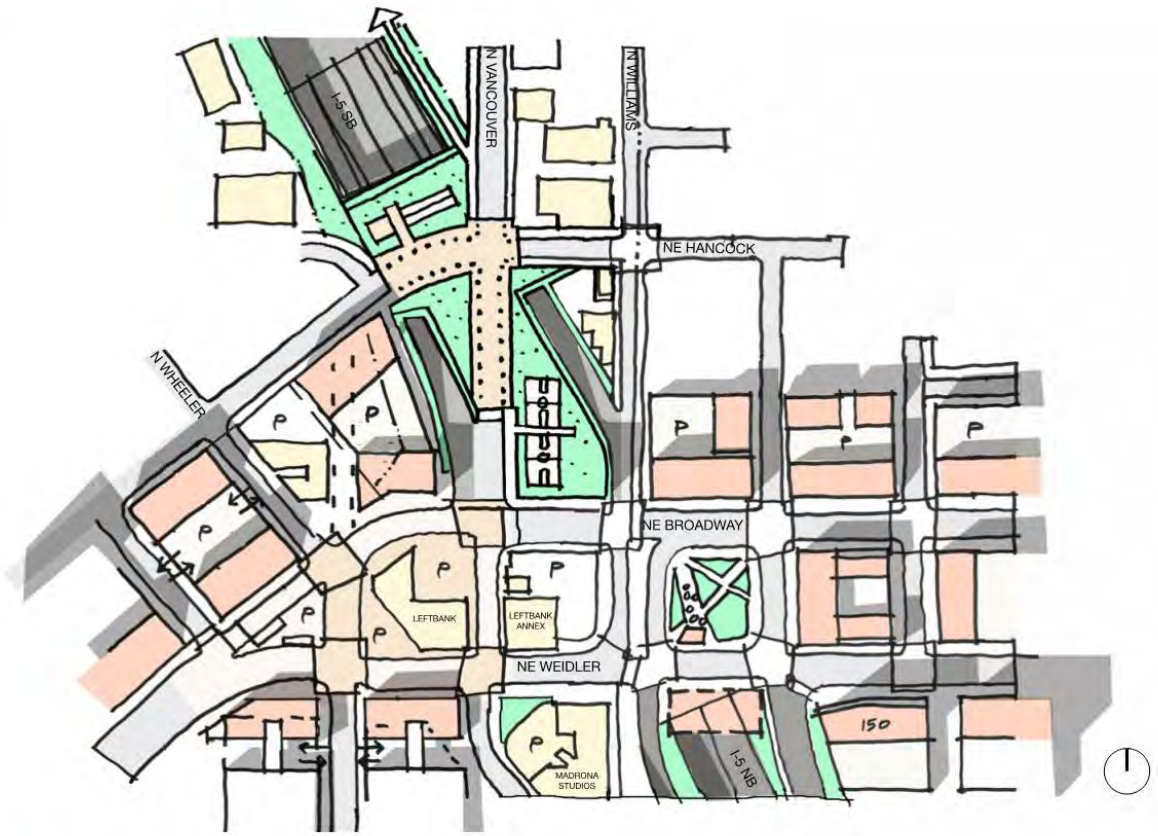
North of Broadway: Lid Studies



3. Vancouver + Hancock/Dixon

Open Space Emphasis-
One expanded lid

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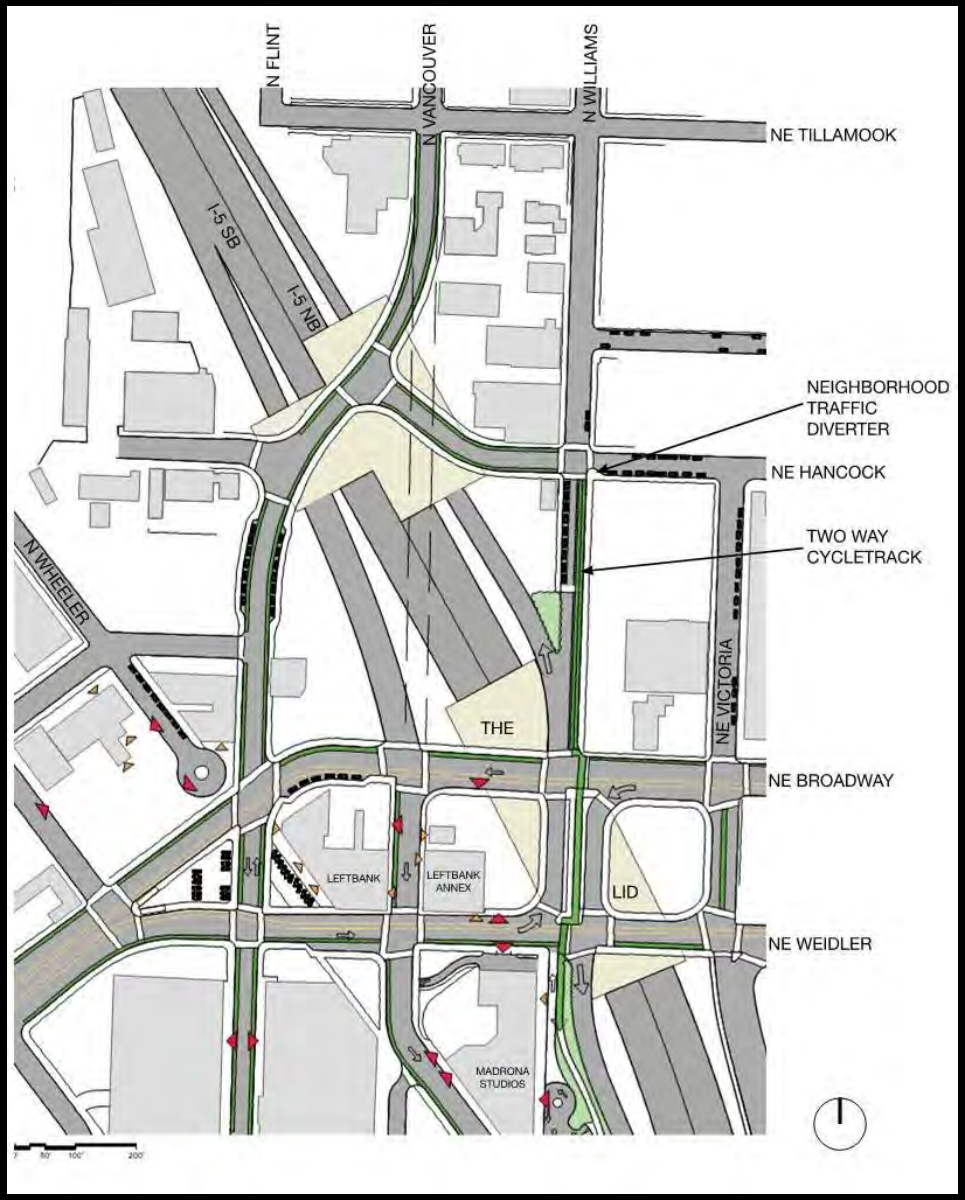
North of Broadway: Options

Option 4.

Flint



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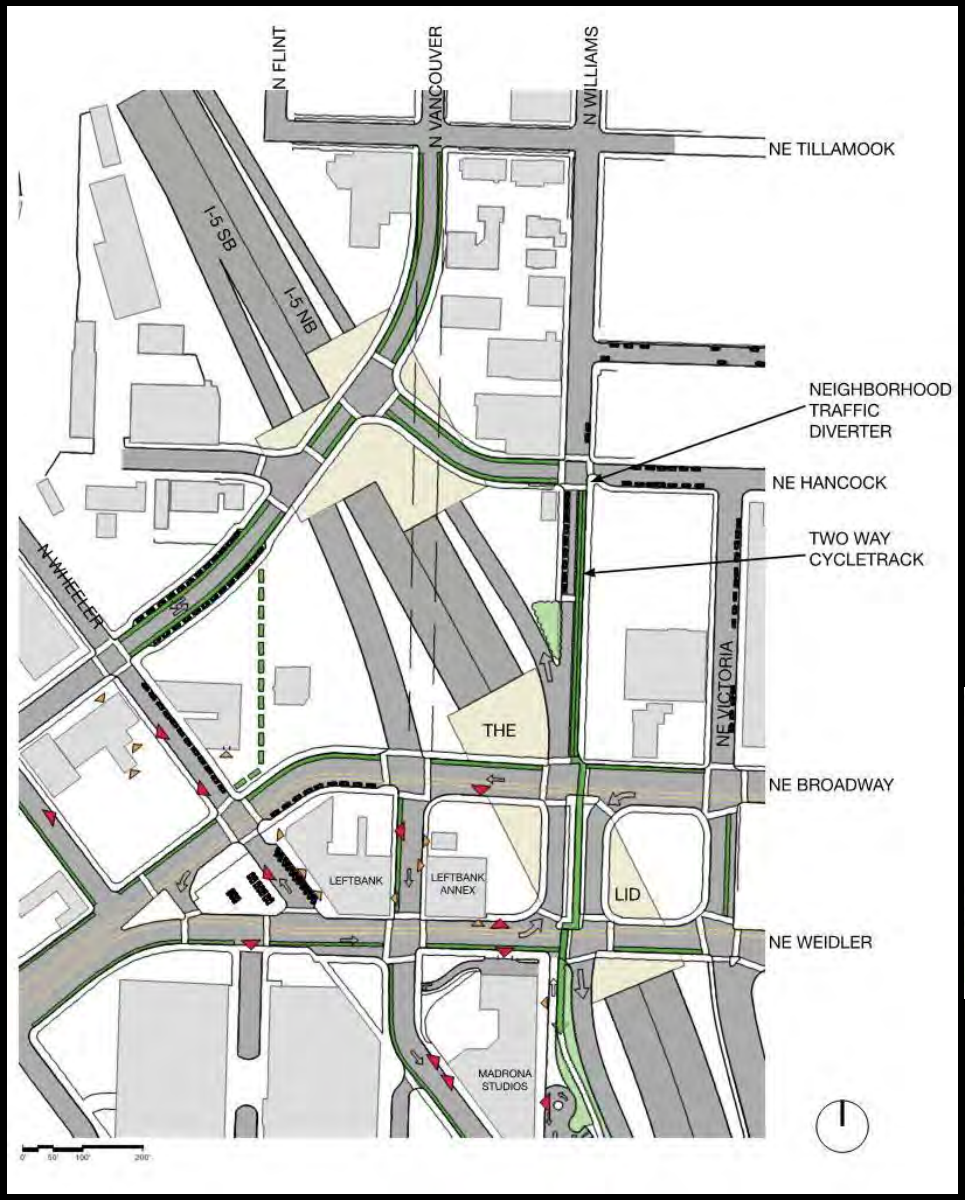
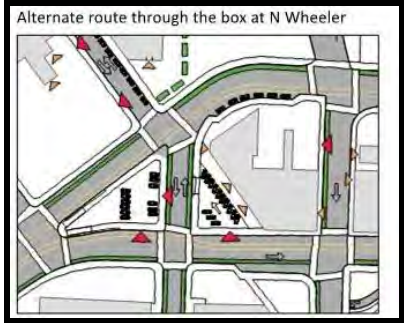
North of Broadway: Options

Option 5.

Dixon





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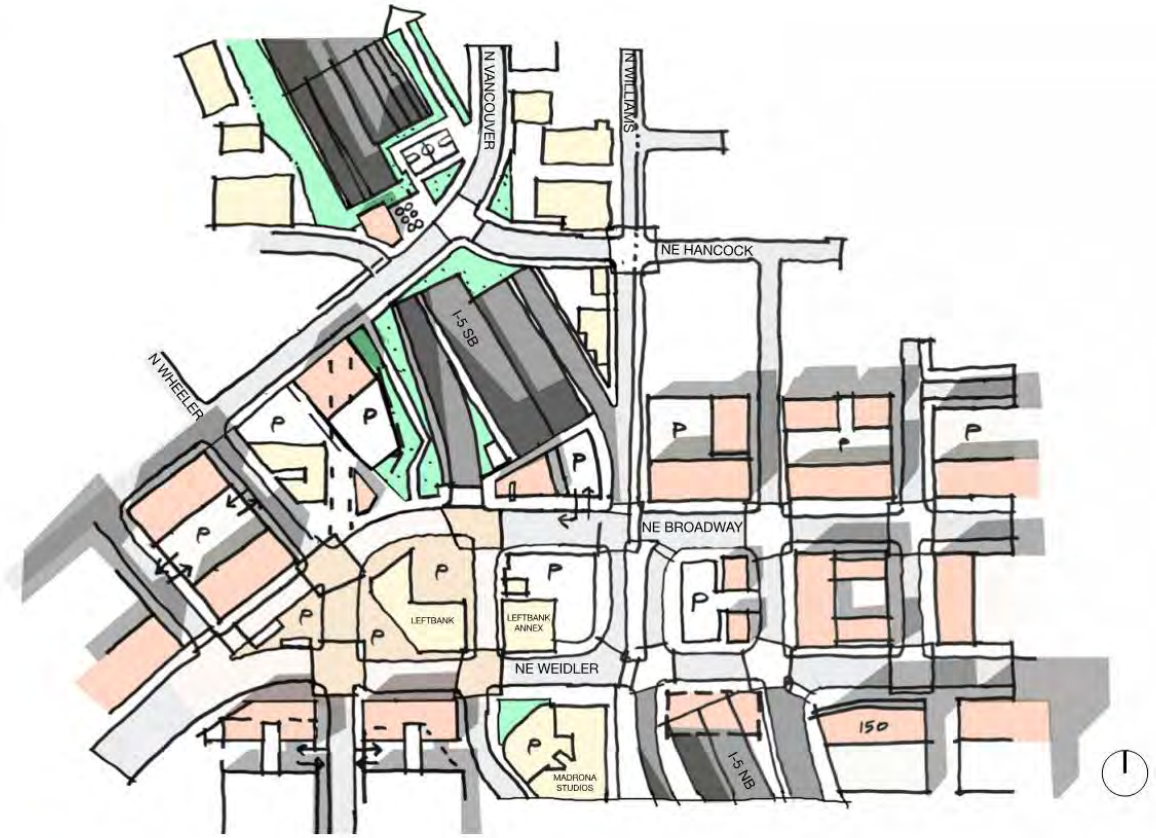
North of Broadway: Options



5. Dixon

Development Emphasis-
Two smaller lids

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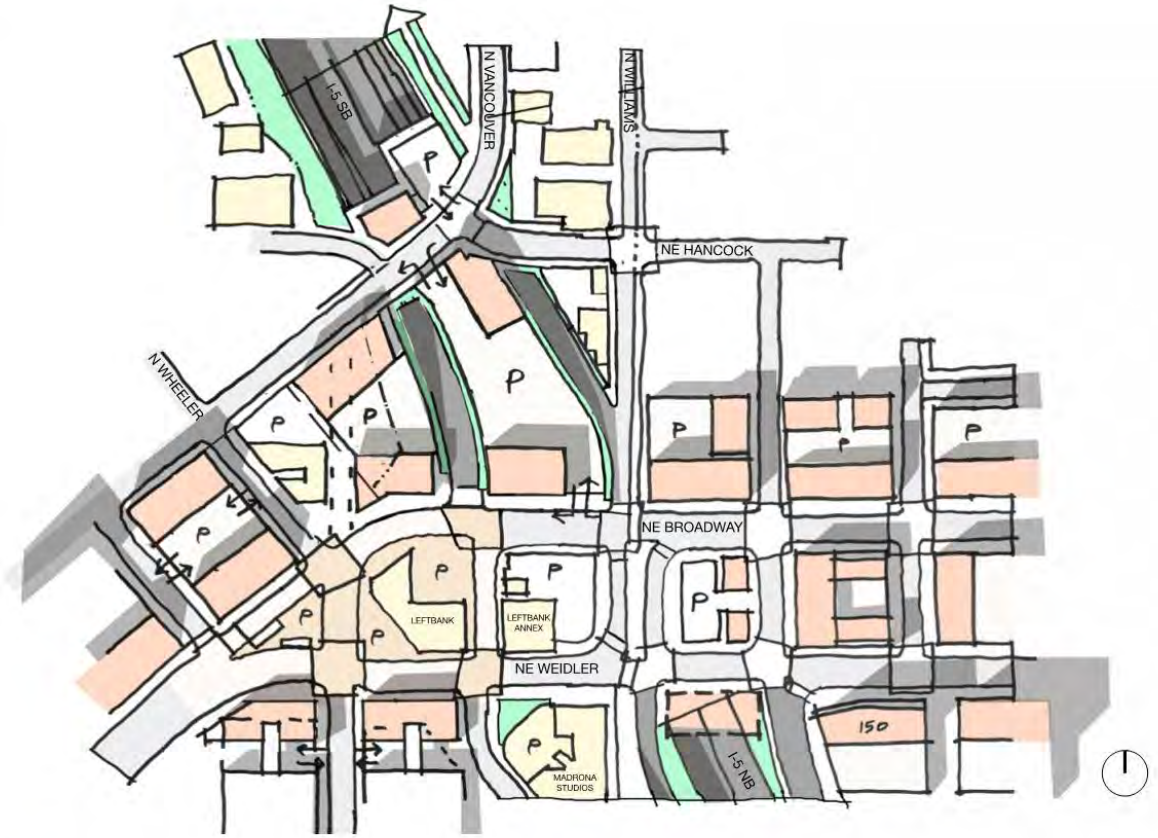
North of Broadway:Lid Studies



5. Dixon

Development Emphasis-
One expanded lid

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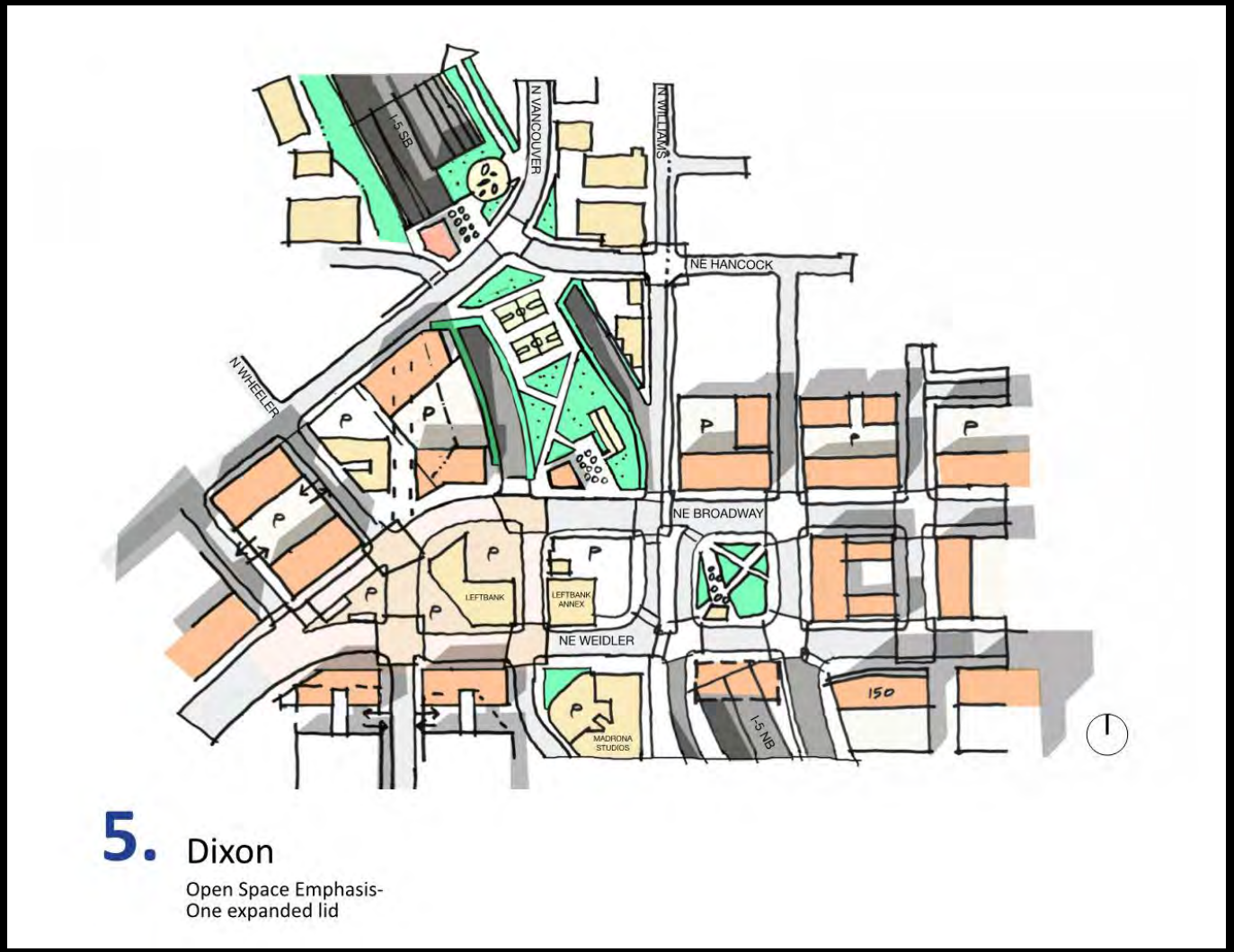
North of Broadway: Lid Studies



5. Dixon

Open Space Emphasis-
One expanded lid

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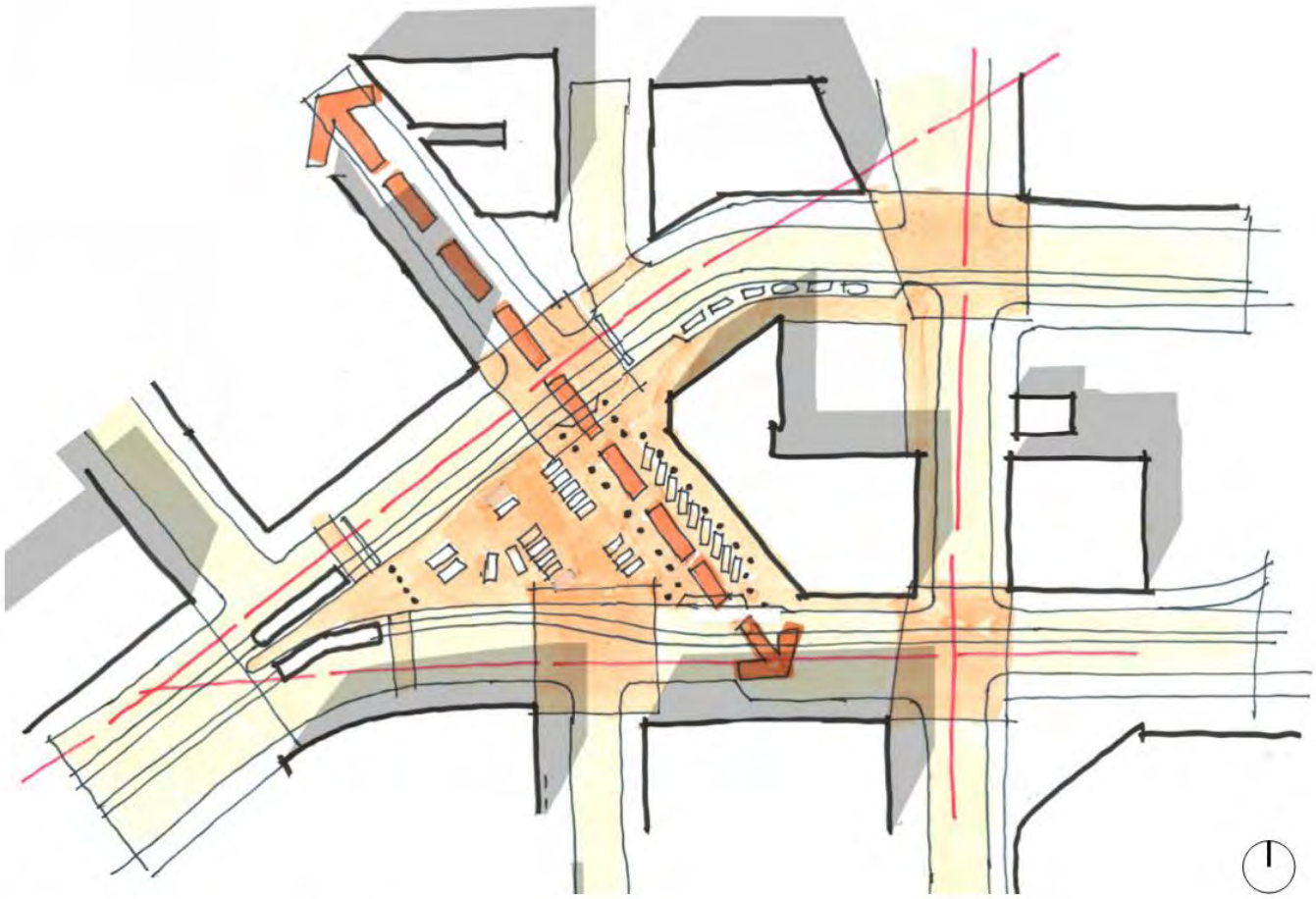
Leftbank Triangle Suboptions



Bridgehead Triangle

Parking Alternatives-
N Wheeler intersects NE Weidler

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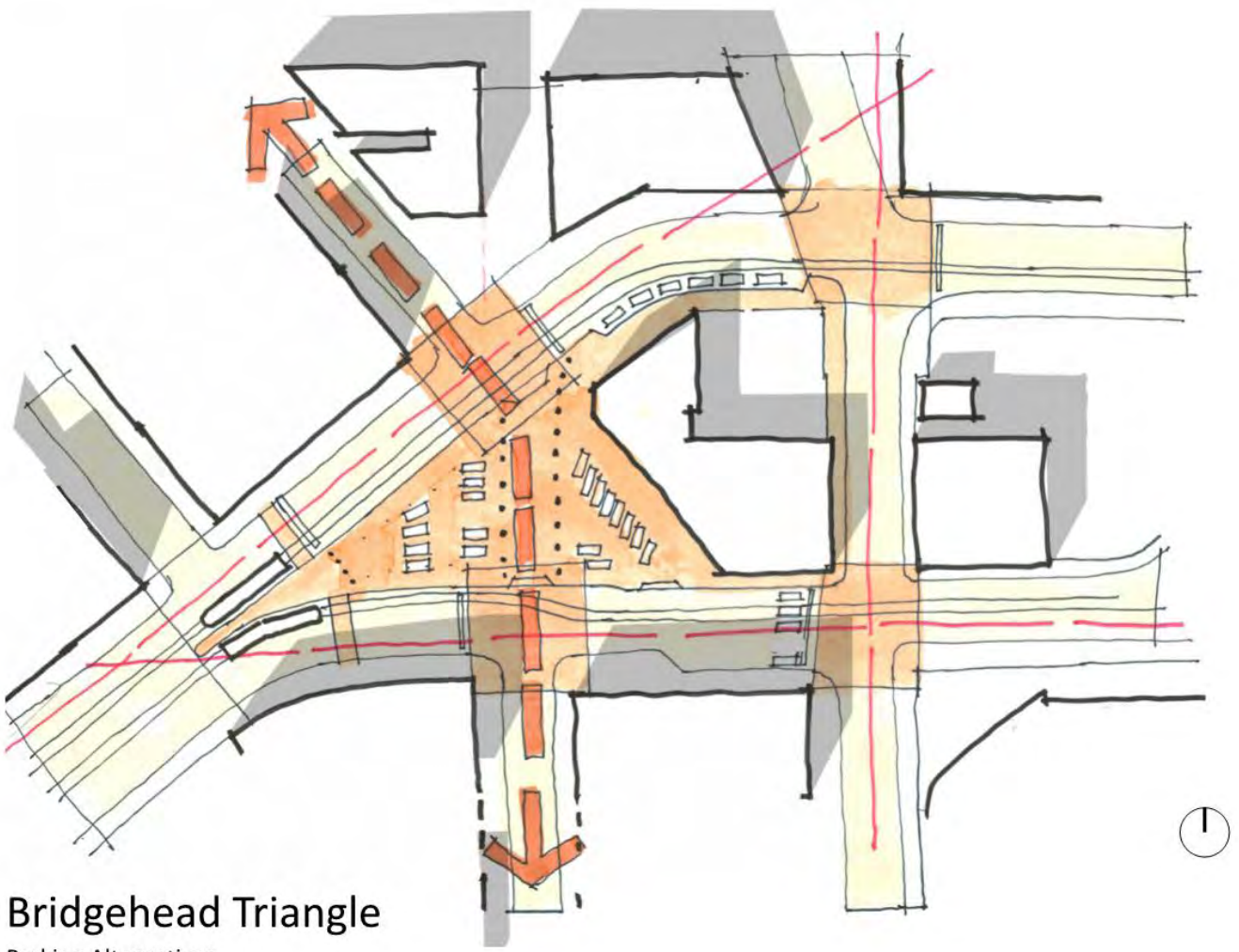
Leftbank Triangle Suboptions



Bridgehead Triangle

Parking Alternatives-
N Wheeler through NE Weidler

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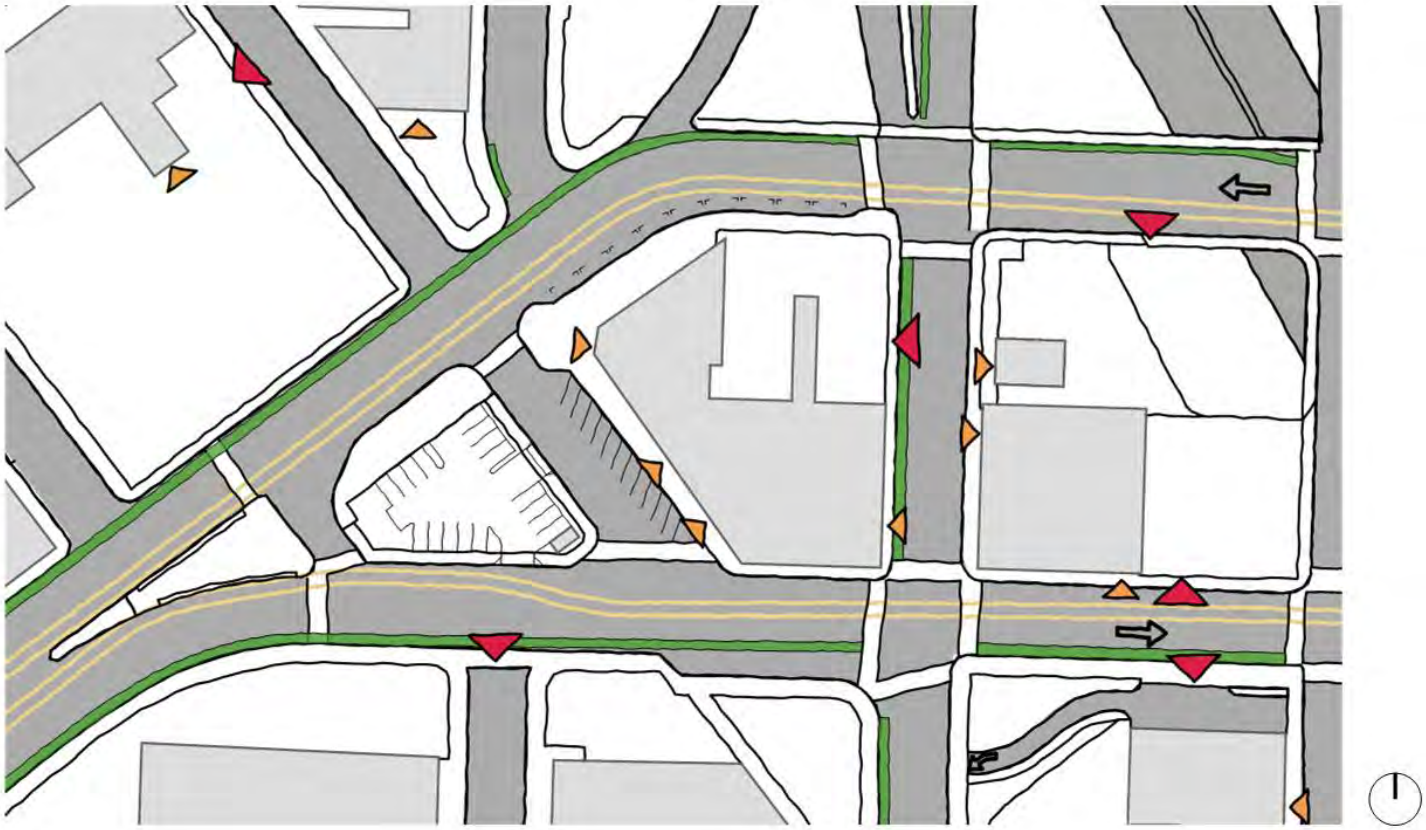
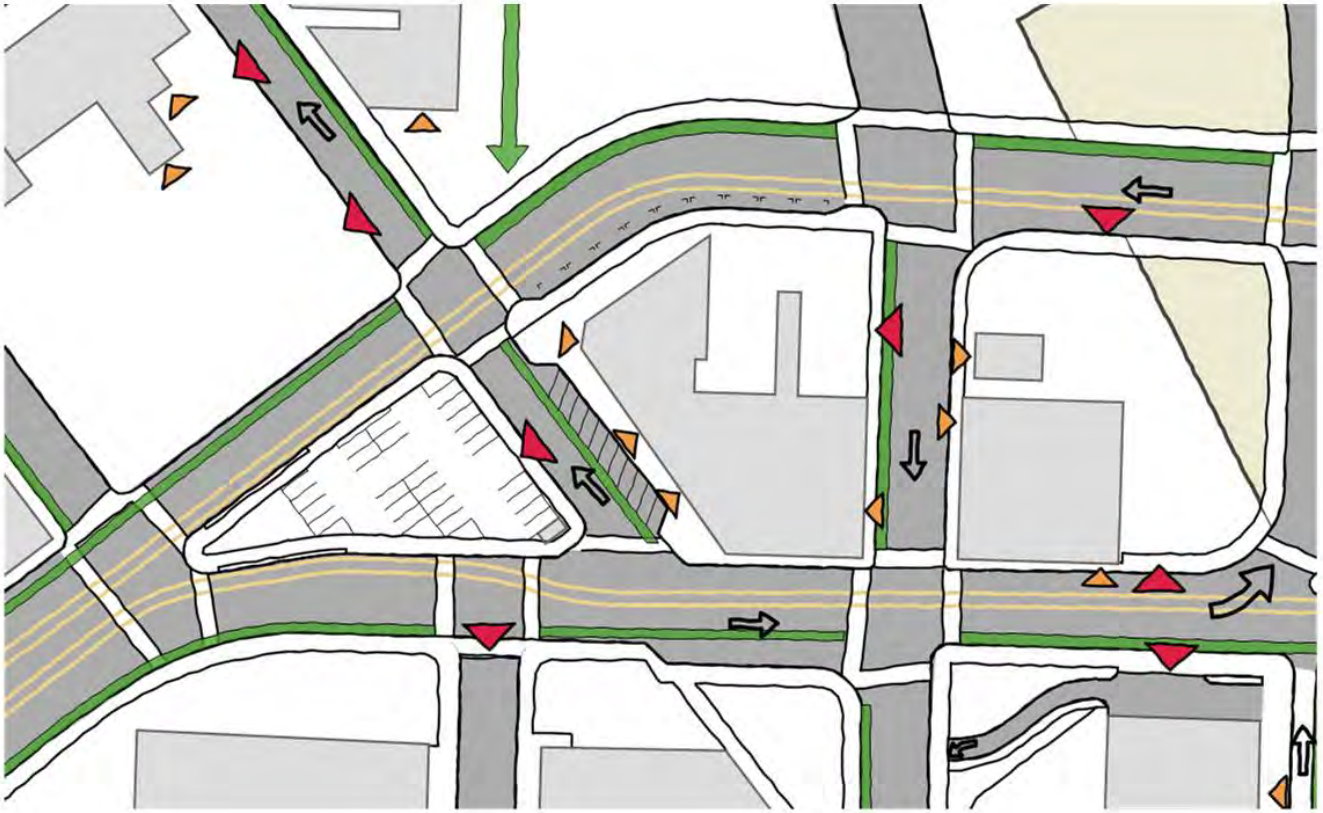
Leftbank Triangle Suboptions



Option 1

Parking Potential

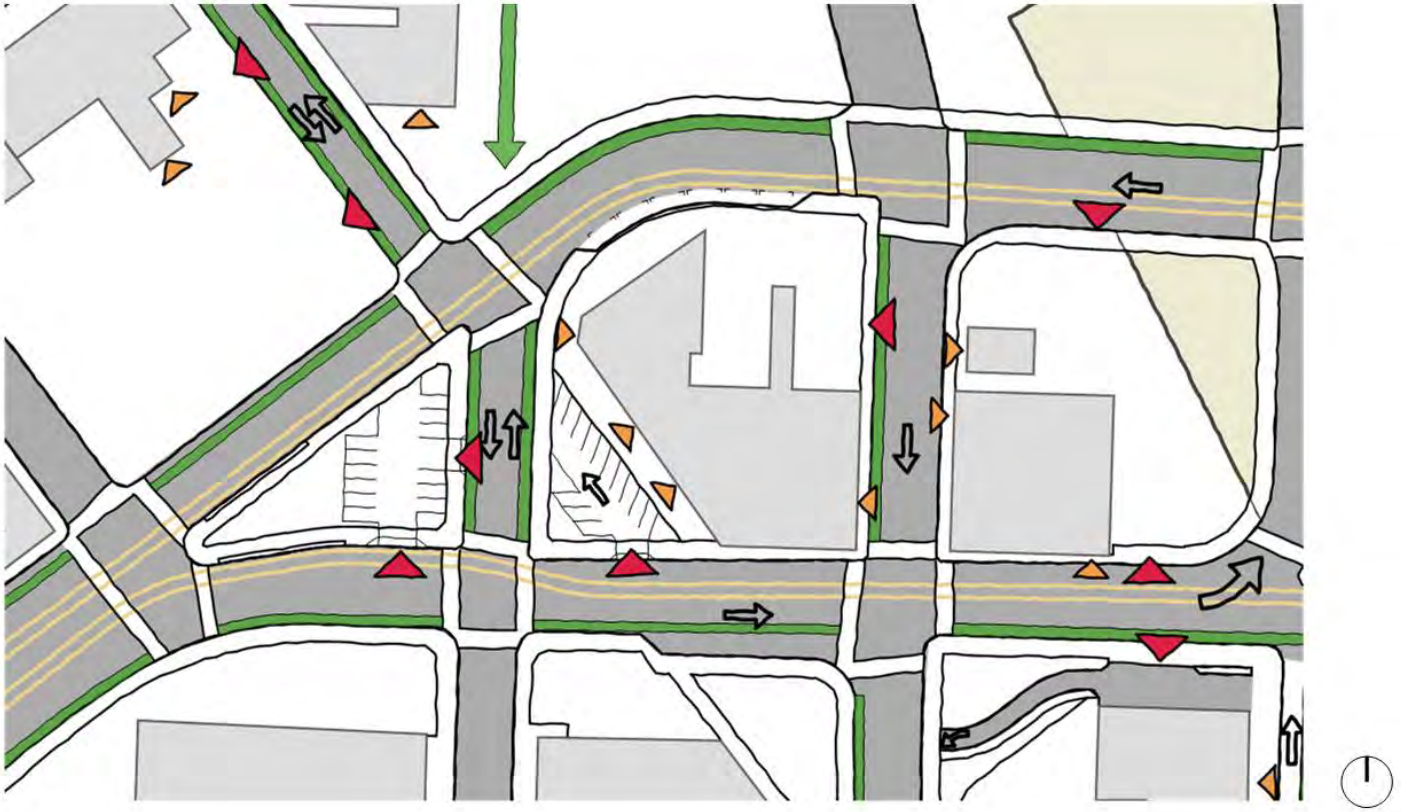
Leftbank Triangle Suboptions



Option 2

Parking Potential

Leftbank Triangle Suboptions



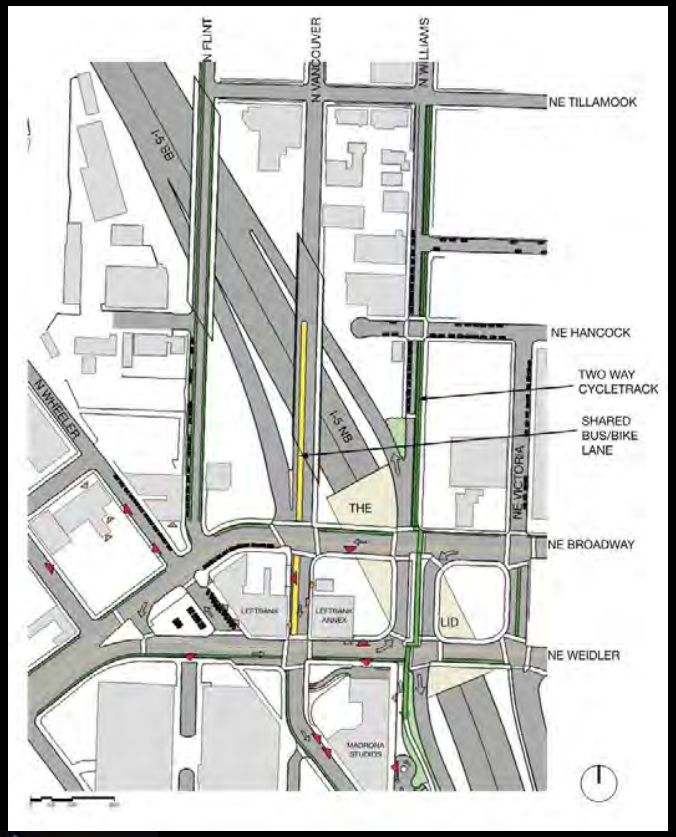
Option 3

Parking Potential

North of Broadway: Pros & Cons

Option 1.

Rebuild



- **No change to traffic patterns north of Broadway**
- **Retains 5-leg intersection @ Vancouver/Broadway (Queuing issues on I-5 off ramp and Vancouver)**
- **One Lid for Broadway-Weidler-Williams**
- **Missed opportunity?**

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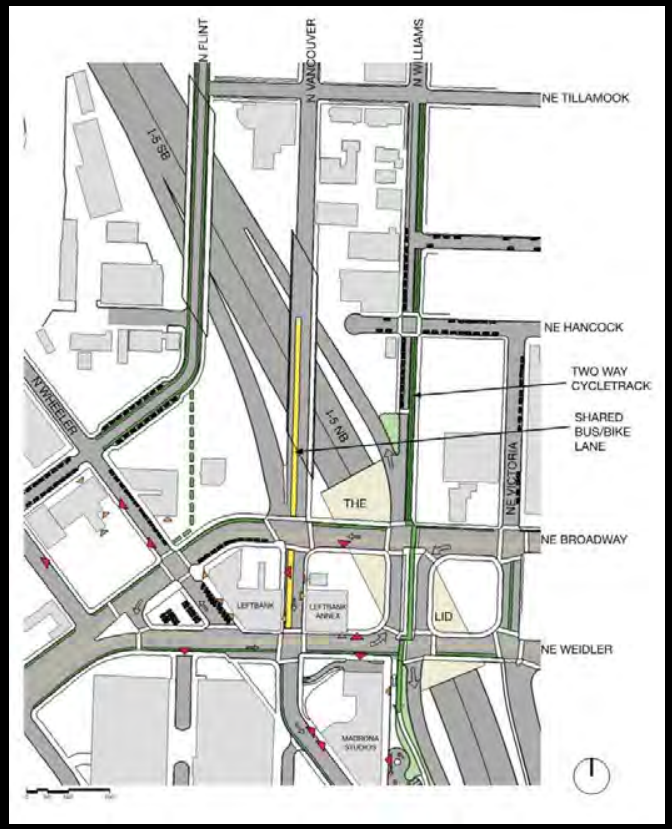
North of Broadway: Pros & Cons

Option 2.

Optimized Rebuild



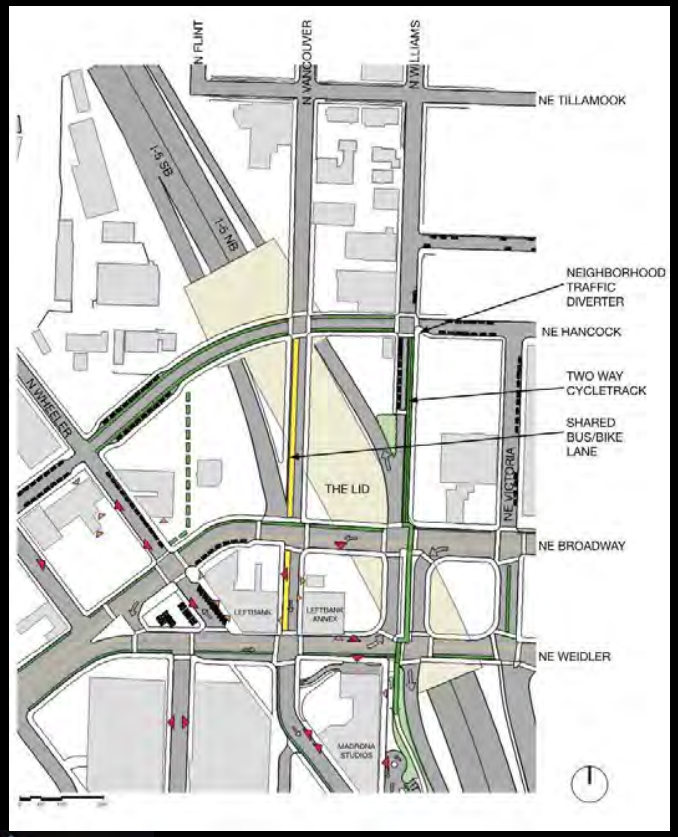
- Retains 5-leg intersection @ Vancouver/Broadway (Queuing issues on I-5 off ramp and Vancouver)
- Connects Flint with Dixon
- Eliminates Flint at Broadway, potential new signal at Wheeler & Broadway
- One Lid for Broadway-Weidler-Williams
- Increased traffic on Flint north of freeway
- Missed opportunity?

CENTRAL CITY 2035

North of Broadway: Pros & Cons

Option 3.

Vancouver + Hancock/Dixon



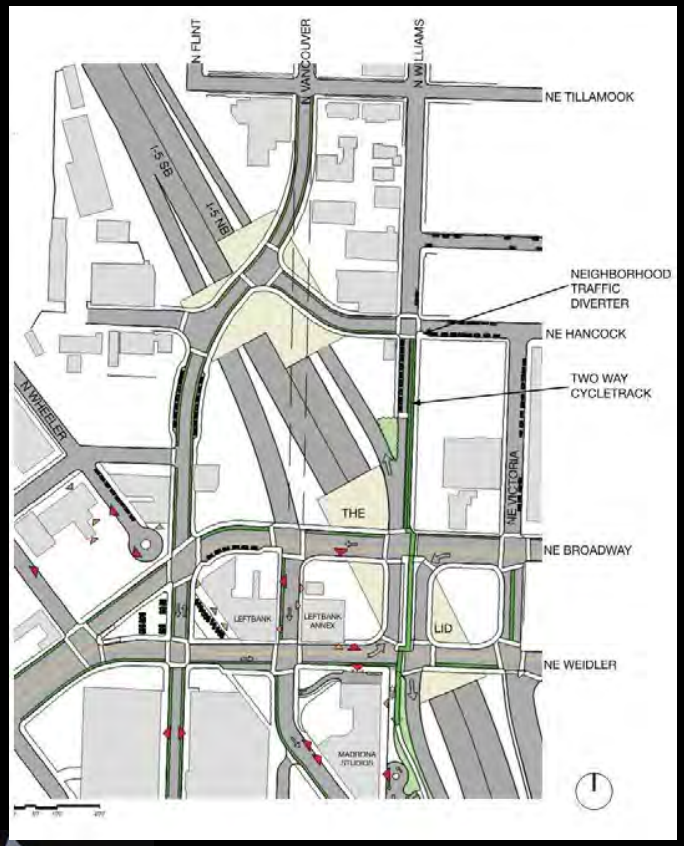
- Retains 5-leg intersection @ Vancouver/Broadway (Queuing issues on I-5 off ramp and Vancouver)
- Eliminates Flint at Broadway, potential new signal at Wheeler & Broadway
- New east-west local connection at Hancock & Dixon
- Could accommodate optional freeway lid concepts
- Risk of some neighborhood traffic diversion if not mitigated

CENTRAL CITY 2035

North of Broadway: Pros & Cons

Option 4.

Flint



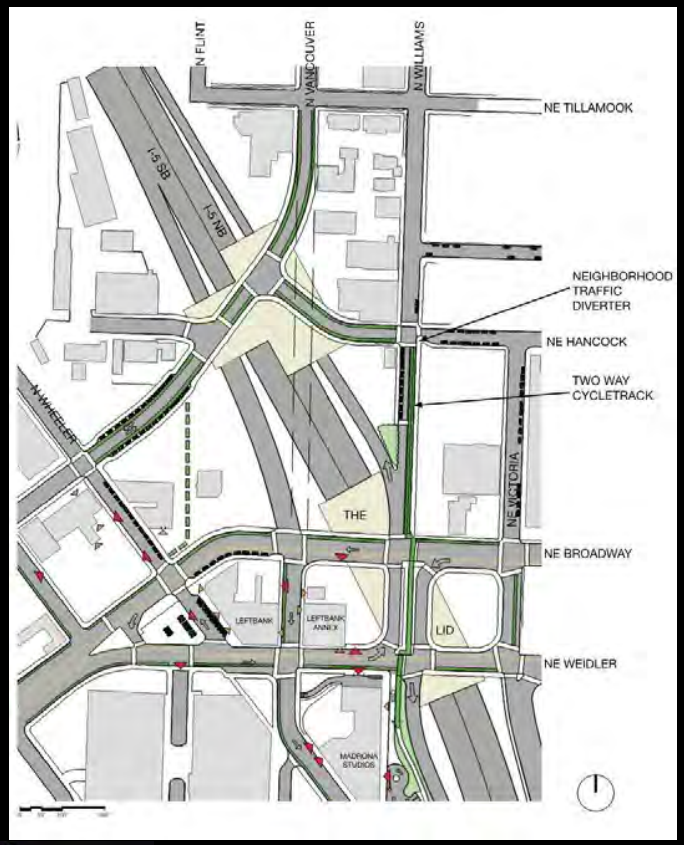


- **Eliminates 5-leg intersection @ Vancouver/Broadway (improves queuing issues on I-5 off ramp and Vancouver)**
- **Closes Wheeler at Broadway, new signal at Flint & Broadway**
- **New east-west local connection at Hancock with Dixon-Flint connector**
- **Could accommodate optional freeway lid concepts**
- **Risk of neighborhood traffic diversion if not mitigated**
- **Significant opposition from area property owners**

North of Broadway: Pros & Cons

Option 5.

Dixon



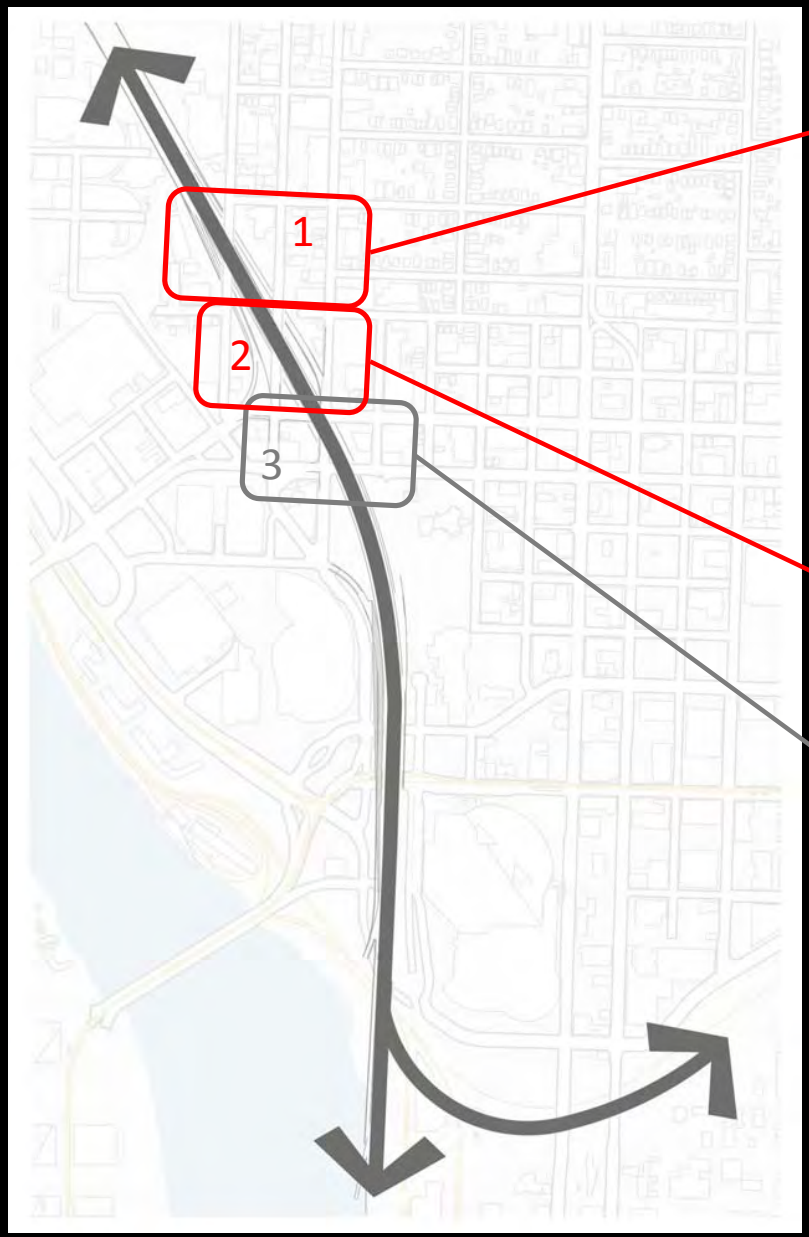
- **Eliminates 5-leg intersection @ Vancouver/Broadway (improves queuing issues on I-5 off ramp and Vancouver)**
- **Eliminates Flint at Broadway, potential new signal at Wheeler & Broadway**
- **New east-west connection at Hancock & Dixon**
- **Could accommodate optional freeway lid concepts**
- **Risk of some neighborhood traffic diversion if not mitigated**
- **Would introduce more traffic into Dixon area, could require one-way Ross/Wheeler options**

CENTRAL CITY 2035

North of Broadway: Options Evaluation Criteria

- Connectivity
- Developability/Opportunities
- Open Space
- Safety & Mobility
- Cost

Lid Cost Estimates



1. North of Broadway:

Rebuild Vancouver/Flint
Structures (No Lid): $45-$50m
Structures (Small Lid): $70 - $80m

Small lid add @25 - $30 m

2. Span to Create "Full" Lid:$50-$60m

3. Previously endorsed:
Broadway/Weidler Lid: $100-$110m

Full Lid: $220m-$250m

CENTRAL CITY 2035

April 12, 2012

TO: N/NE Quadrant Stakeholder Advisory Committee

FROM: Project Team

SUBJECT: SAC #15 Meeting, Quadrant Plan Discussion (7:10 agenda item)

Attached is the first draft of N/NE Quadrant Plan district goals, policies and selected implementation action items for review and comment by the SAC.

This document represents a key chapter of the plan, as it will provide long term policy direction for the area and it provides a roadmap for implementation of the plan. Additional plan chapters will be developed that describe the planning process, issues that plan is intended to address, and the quadrant concept that was developed based on SAC and public input.

Please note that this draft includes only land use and zoning implementation actions, provided as an example of the types of actions that will be proposed. Additional actions are being developed in coordination with implementing bureaus and a more complete list will be provided prior to the May 10 meeting.

An overview of this document will be provided at the April 12 SAC meeting. Following the meeting, we request that SAC members review this draft and provide comments and suggested revisions via email. This will help staff address SAC concerns, while still meeting our tight timeline for production of the draft plan. **Please provide comments via email to Stephanie.Beckman@portlandoregon.gov by April 27, 2012.**

Quadrant Plan Review Schedule

Meeting Date	Plan Component
3/15, SAC #14	Quadrant Plan Outline
3/21, LU Subcommittee	Potential changes in height regulations
4/12, SAC #15	SAC direction on height regulations Draft Goals, Policies and Selected Implementation Actions (comments via email)
5/10, SAC #16	Revised Draft Goals, Policies and Implementation Actions
5/23, LU Subcommittee	Follow-up on Implementation Actions
6/28, SAC #18	Complete Draft Quadrant Plan, public comment
Late July/Early Aug: SAC #19	Revised Draft Quadrant Plan, final review and approval

N/NE Quadrant Plan
Draft Goals, Policies and Implementation Actions

This plan chapter will be organized into sections addressing each Central City district (the Lloyd District and Lower Albina), as well as the two study areas included in the N/NE Quadrant planning boundary. A **district goal** and **concept diagram** will convey the overarching vision for each district, followed by a series of **policies**, which provide more specific direction on issues associated with the larger goal. The district concept diagrams are currently being developed, therefore are not available with this draft. However, they will be based on the N/NE Quadrant Concept diagrams, which the SAC has reviewed several times.

The policies are organized into topic areas generally consistent with the planning framework developed for the Central City 2035 (CC2035) Concept Plan, which will establish the overall vision and direction for the Central City as a whole. Because issues that apply Central City-wide will be addressed in the CC2035 Concept Plan, the N/NE Quadrant Plan will focus on issues that are unique to its planning area within the Lloyd District and Lower Albina. The policy topics are as follows:

1. Regional Center: Economy and Innovation
2. Housing and Neighborhoods
3. Transportation
4. Urban Design
5. Green Central City

All five policy topic areas are covered for the Lloyd District, however Lower Albina, a largely industrial area, does not have a "Housing and Neighborhoods" section.

Implementation actions, such as regulatory changes, future work items, projects, programs or studies, will be proposed for each district and for the two study areas: North Banfield Portal and Vancouver/Williams Corridor. This draft includes only land use and zoning actions, as an example of the types of actions that will be proposed. Additional actions are being developed in coordination with implementing bureaus and a more complete list will be provided prior to the May 10 meeting.

Relationship to SAC Goals
As noted above, the draft goals and policies are organized consistent with the CC2035 framework. They were also crafted with the original SAC goals and objectives, developed at the beginning of this process, in mind. Below is a summary of how the SAC goals and objectives have been incorporated into the draft plan policies:

SAC Goals	Draft Plan Policy Areas
Goal 1: A diverse mix of commercial, cultural, entertainment, industrial, recreational and residential uses, including affordable housing.	*Lloyd:* Regional Center: Economy & Innovation, Housing and Neighborhoods *Lower Albina:* Regional Center: Economy & Innovation
Goal 2: Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages	*Lloyd:* Regional Center: Economy & Innovation, Housing and Neighborhoods *Lower Albina:* Regional Center: Economy & Innovation
Goal 3: Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment.	*Lloyd:* Housing and Neighborhoods, Urban Design, Green Central City *Lower Albina*: Green Central City

SAC Goals	Draft Plan Policy Areas
Goal 4: Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods.	*Lloyd:* Housing and Neighborhoods, Urban Design
Goal 5: A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system.	*Lloyd:* Transportation, Urban Design *Lower Albina*: Transportation
Goal 6: Improve the local circulation system for safe access for all transportation modes within the quadrant and at freeway interchanges.	*Lloyd:* Transportation, Urban Design *Lower Albina*: Transportation
Goal 7: Equitable access to community amenities and economic opportunities.	*Lloyd:* Regional Center: Economy & Innovation, Housing and Neighborhoods *Lower Albina:* Regional Center: Economy & Innovation
Goal 8: Protection and enhancement of the cultural heritage of the area and its sub-districts.	*Lloyd:* Housing and Neighborhoods *Lower Albina:* Urban Design

Lloyd District

District Goal

Foster the growth of the Lloyd District into the intensely urban and increasingly residential center of the Central City's eastside, second only to Downtown in vitality, employment and livability. Capitalize on the district's regional attractions, high quality transit and other connections to the city and region. Develop the district as a complete and green community with well designed parks, streets, and high-performance green buildings and infrastructure.

Regional Center: Economy and Innovation

As home to vital regionally-significant facilities, the Lloyd District is an integral part of the Central City today, and its tremendous growth potential means it will contribute to the regional center in a variety of new ways in the future.

These policies and actions will help maintain and grow existing assets in the district, including regional event attractions at the Rose Quarter and Oregon Convention Center, the main street character along Broadway, regional retail uses at the Lloyd Center Mall and a well-established office cluster of professional, medical and government services.

New businesses that balance the episodic nature of the regional event centers and new high-density residential and commercial development in Central Lloyd will support job growth and enliven the district.

Policies

1. **Employment**. Support and retain existing businesses while encouraging significant new job growth. Develop the district to support a broad array of employment types that provide living-wage jobs and equitable access to employment opportunities.

2. **Redevelopment.** Encourage high density commercial and residential development and better utilize vacant and underutilized land.

3. **Core Employment Uses.**

    a. **Office Core.** Maintain and grow the Lloyd District as an employment center for headquarters office, institutions, professional services and the government sector.

    b. **Regional Attractions.** Support the continued success of the Rose Quarter and the Oregon Convention Center and encourage new development and businesses that support and balance the episodic nature of event activity.

    c. **Retail.** Support existing and new retail development including regionally focused uses in and around the Lloyd Center Mall and neighborhood-serving uses along the Broadway corridor. Encourage and support retail development on "Retail and Commercial Streets" identified in the district concept diagram.

d. **Civic and Cultural Amenities.** Expand civic attractions in the Lloyd District to complement the district's tourism, regional attractions and growing residential character. Examples of attractions could include centers for arts, culture, history or science.

4. **Innovation: High Performance Green District.** Promote the Lloyd District as a center for green innovation, foster job creation in sustainable industries and encourage the incorporation of green technology into businesses and development.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Adjust the Lloyd District and Lower Albina boundaries to include the Portland Public School (PPS) Blanchard site and adjacent properties to the south and east within the Lloyd District.

2. Rezone the PPS Blanchard site and adjacent properties to the east from IG1 to CXd or EXd to encourage future redevelopment. Set maximum FAR at 3:1 and height at 100'. Require a master plan process as part of redevelopment to address street and pedestrian connectivity, open space, views, and the transition to adjacent industrial uses.

3. Adjust and increase maximum allowed heights to support high density development, provide public amenities, and encourage desired uses in the following areas:
   a. N. Broadway near the Broadway Bridgehead
   b. Riverfront ("Thunderbird" site)
   c. Central Lloyd area

4. Adjust regulatory tools and incentives to encourage new development that supports the Convention Center, including new or expanded hotel development, retail and other services. Potential tools include: bonus incentives, overlay zoning, and site assembly.

5. Pursue development on publically owned sites in and around the Rose Quarter through public-private partnerships.

6. Examine potential changes to parking zoning code regulations for the Lloyd District to provide incentives for mixed use development and the redevelopment of surface parking lots through the provision of shared parking strategies, development agreements and other strategies.

Housing and Neighborhoods

The N/NE Quadrant Plan envisions the Lloyd District as a high-density, high-amenity, mixed-use area, with a focus on increasing residential development for a more balanced jobs to housing ratio. Greater housing density will increase the vitality of the district and further citywide and regional goals that encourage housing in areas close to employment centers and well connected to alternative transportation networks.

Areas in which housing development should be emphasized are proposed in the Central Lloyd area, upper Broadway and the eastern edge. Policies and actions promoting a diverse housing mix that is attractive and affordable to a broad range of people will help implement equity and diversity goals put forth in the Portland Plan and the Central City 2035 Plan.

Increased residential density will require amenities and services necessary for residents to meet their daily needs. It is essential that the area develop as a complete neighborhood with convenient and safe access to neighborhood businesses, parks and recreation facilities and schools. Development of new open spaces and creating an environment that is supportive of local, neighborhood serving businesses are high priorities. Safe and attractive alternative transportation options, such as walking, biking and taking transit, are also important for promoting healthy lifestyles and meeting climate action goals for reduced green house gas emissions. See the transportation section for policies and actions that support those elements.

The Lloyd District has a diverse history and is well located to serve as eastside civic center for Portland. The design of public spaces, as well as programming within those spaces, should celebrate the history of the place and help build community among those that visit, work and live in the district.

The goal of increased growth and density brings concerns about the potential for displacement of current residents and businesses, which is a concern that applies citywide in areas of growth and change. This plan identifies a need for citywide programs to address potential displacement, reinforcing the recommendations of the Portland Plan.

Policies

1. **Housing Development.** Encourage the development of new housing especially in “housing emphasis areas”. Through greater concentration of housing the district can foster a sense of community and support efficient provision of residential amenities and services.

2. **Housing Diversity and Preservation.** Encourage the development and preservation of a housing supply of unit types and sizes that meets the needs of people of all incomes and ages. Include development of affordable housing as a way to ensure income diversity, meet citywide housing needs and help mitigate the potential for displacement due to rising housing prices in the district and in adjacent neighborhoods.

3. **Complete Neighborhood.** Foster development of a complete neighborhood with amenities and services that residents need to meet their daily needs, including access to parks and open space, grocery stores, neighborhood businesses and schools.

4. **Parks and Open Space.** Improve existing parks and develop new trails and open spaces (public and private) that are safe and inviting and meet a range of recreation needs. Prioritize development of new parks within the Central Lloyd area and on the riverfront.

5. **Successful Neighborhood Business Districts.** Support and expand local main street business and areas within the Lloyd District and in adjacent neighborhoods. Cluster neighborhood scale businesses on the existing Broadway retail corridor and on district retail commercial streets.

6. **Community Building.** Encourage public spaces, pubic art and activities that celebrate the history of the district and that help build a community in the Lloyd District and with surrounding neighborhoods.

7. **Historic and Cultural Resources.** Preserve, rehabilitate and celebrate historic and culturally significant structures and places in the Lloyd District.

8. **Displacement.** Support existing residents and businesses within the Lloyd District and in adjacent neighborhoods that are at risk for involuntary displacement.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Develop regulatory tools to encourage housing development and the inclusion of affordable housing, focusing on housing emphasis areas in the district concept diagram. Regulatory options include:
   a) Restructuring the FAR/Height base and bonus system to encourage housing
   b) Changes to base zoning to increase flexibility for mixed use development
   c) Changes to superblock regulations to encourage housing
   d) Remove housing incentives from the Office Core area

2. Develop regulatory tools and incentives to encourage open space consistent with the district concept diagram and to encourage the provision of private open space and public parks. Possible tools include: height/FAR bonus incentives, superblock regulations, master plan requirements and development agreements.

3. Develop a strategy to acquire and improve public parks consistent with the district concept diagram.

Transportation

The Lloyd District is well served by a multi-modal transportation system that supports its role as a regional center for retail, business, entertainment, and government. The district has unique regional transportation advantages, including direct connections to the interstate freeway system via I-5 and I-84 and the regional light rail and bus network at the Rose Quarter Transit Center. With the addition of streetcar and continued investments in bicycle and pedestrian systems, the transportation network will provide a solid foundation to support goals for high-density development, greater use of active transportation (walking and biking) modes, and reduced greenhouse gas emissions.

The N/NE Quadrant Plan calls for building upon and enhancing the Lloyd District's transportation assets by: improving the efficiency and safety of traffic operations; maintaining regional access; enhancing internal circulation and connectivity to adjacent areas, particularly for pedestrians and bicyclists; managing parking to incentivize development and encourage the use of non-auto transportation modes; and leveraging street improvements with future development.

Policies

1. **Strategic Investments.** Invest in transportation infrastructure to improve safety, convenience and operational efficiency for all modes by strengthening connectivity and access for trips to, through and within the Lloyd District, and by creating special places for workers, residents, neighbors, shoppers and visitors.

2. **Encourage active transportation.** Encourage walking, bicycling and using transit as a way to increase transportation access and choice, enhance livability and reduce the per capita carbon footprint in the district.

3. **Transportation Demand Management.** Support the Transportation Management Association as one of the most effective ways to encourage the use of active transportation.

4. **Transit**. Strengthen the role of transit in the Lloyd District by working with TriMet to increase the frequency, reliability and safety of the light rail, bus and streetcar services.

5. **Parking.** Strengthen the role of parking management to leverage high-density mixed-use development, enhance livability and reduce reliance on single occupancy automobile trips.

6. **Streetscape.** Improve the pedestrian experience by integrating high-density mixed uses, urban greenery, and pedestrian amenities into the Lloyd District's streetscape.

7. **Increase connectivity**. Increase the number of connections across barriers in the district, including major arterials, large blocks, freeways, rail lines and natural features.

8. **Transportation System Management.** Manage access and circulation to reduce traffic speeds, provide for safe crossings, while balancing the need for traffic access in the Lloyd District.

Urban Design

These policies and actions will enable the Lloyd District to offer a set of unique, human-scaled urban experiences different from those possible on the west side of the Central City. The area features a series of existing places with established characters that will be strengthened around a revitalized and redeveloped Central Lloyd area. The Central Lloyd area will include more high-rise office buildings and a new, high density residential district, organized around a signature system of linked open spaces and supported by a network of diverse streets and characters.

The large blocks in the Lloyd District are part of a distinctive urban pattern that allows for larger buildings and unique public spaces including courtyards, plazas and parks. These open spaces would be linked by a system of pathways, multi-use trails and quiet street segments that together create a set of lower stress quieter routes, and an alternative to the busy arterials through the district. New low stress connections across freeways to the west and south will strengthen connections to the rejuvenated Rose Quarter, the PPS Blanchard site, the Willamette River and the Central Eastside.

The Lloyd District includes a number of portal or "gateway" locations, such as the Broadway Bridgehead, the Oregon Convention Center station area and the crossroads intersection of MLK/Grand and Broadway/Weidler. These will be reinforced by buildings taller than the surrounding context that emphasize the civic significance of these places. At its edges, the scale of new development in the Lloyd District will "step down" to established lower density neighborhoods and historic districts.

Policies

1. **Diverse and Distinctive Urban Places**. Focus more intense development in the Central Lloyd area and Rose Quarter while enriching the entire district through strengthening the distinct character of the existing Lloyd District subareas.

2. **Better Connected District**

    a. **More Seamless Connections.** Improve the character and increase the number of connections across transportation barriers in the district - freeways, major arterials and transit facilities.

    b. **Variety in Street Character.** Expand the diversity of street character in the Lloyd district, distinguishing three major types: retail/commercial, boulevard and flexible/pathways.

3. **Large Blocks.** Take advantage of the unique opportunity for dense, large site development made possible by possible by the large blocks found in the Lloyd District. Integrate this development into the surrounding blocks through well designed internal green spaces and pedestrian connections.

4. **Relationship to the Willamette River.** Develop vacant non-industrial land along the Willamette riverfront in ways that activate the riverfront, better connect the riverfront to the rest of the district and improve visual access to the river.

5. **Auto-Oriented Development.** Discourage new automobile-oriented uses and encourage the eventual redevelopment of sites with surface parking lots and drive-throughs.

6. **Transition to Adjacent Neighborhoods.** Provide sensitive transitions in the scale of development between higher density development encouraged in the Lloyd District and adjacent lower density neighborhoods and historic districts.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Update Title 33 Zoning Code development regulations and maps to implement the district concept. Potential regulations to be amended include: heights, active ground floor building uses, required building lines, drive-through limitations, and regulations related to street car.

2. Revise height regulations along Broadway within the Irvington Historic District to allow a maximum height of 75 feet (no bonuses) on the north side of Broadway.

3. Examine potential changes to parking zoning code regulations for the Lloyd District to provide incentives for mixed use development and the redevelopment of surface parking lots through the provision of shared parking strategies, development agreements and other strategies.

4. Evaluate existing scenic view corridor designations and potential new designations in the Lloyd District as part of a Central City-wide analysis of scenic resources. Existing Lloyd District view corridors to be examined for potential changes include the views of downtown from the 12th Ave bridge and from Lillis Albina park. The evaluation should consider the quality and uniqueness of the view weighed against the economic impact of restricting heights within the view corridor.

5. Work with the property owner/developer of the “Thunderbird” site to craft a development agreement that results in public open space on the riverfront. Consider options for relocating the Union Pacific railroad tracks that that would allow public access to the river.

6. Update the Lloyd District’s 1991 design guidelines: Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan to reflect the district concept including:
   - Street character and relationship of adjacent development to streets and streetcar
   - Connections through development sites
   - Open space strategy and relationship of development to open spaces
   - Incorporating green elements, native vegetation and bird-friendly design

Green Central City

The combination of significant potential for new development and the formation of the Lloyd EcoDistrict presents a unique opportunity to dramatically improve environmental conditions within the Lloyd District and help meet Portland's broader sustainability goals. This plan seeks to capitalize on that potential by promoting district-wide sustainability strategies and by calling for green infrastructure and sustainable design to be integrated with new development in order to improve air quality, water quality, watershed health, habitat, resource conservation and livability.

A key component to realizing the goals for green development in the district will be better use of space within public rights-of-way, including sustainable stormwater strategies and increased tree canopy to absorb and clean water, provide habitat for birds and pollinators, and provide shade. Boulevards, Flexible Streets and Water Quality/Tree Canopy Corridors have been identified to provide this function. Opportunities to enhance existing natural resources and improve habitat have also been identified within Sullivan's Gulch and along the Willamette River bank. Individual projects are also encouraged to incorporate green features, such as eco-roofs and energy efficiency.

This plan embraces the formation of the Lloyd Eco-District and supports its goals for district-wide sustainability. To this end, components of the district concept that call for district energy and rainwater harvesting systems are considered starting places that will be refined and added to as the EcoDistrict priorities are developed in the coming years.

While this policy area primarily focuses on integrating green features into development, it should be noted that the built form envisioned for the district—high density, mixed-use development that is well served by transit and facilities for biking and walking—will also make a significant contribution to sustainability goals by promoting a compact urban form and encouraging the use of alternative transportation modes, thereby reducing emissions and energy use and increasing the efficiency of urban services.

Policies

1. **High-Performance Green District.** Promote innovation and leadership in the Lloyd District in the areas of sustainable development, energy efficiency, water conservation and waste reduction. Support partnerships that facilitate district-wide strategies.

2. **Tree Canopy and Vegetation**. Increase tree canopy and the use of vegetated stormwater facilities in Lloyd District rights-of-way particularly on designate boulevards, flexible streets and water quality corridors. Encourage the use of green elements on development sites, including eco-roofs and other vegetated stormwater approaches, roof gardens, landscaped setbacks and courtyards, living walls and native vegetation.

3. **Green Buildings and Energy**. Encourage the development of high performance buildings; district energy, and deep energy retrofits that reduce greenhouse gas emissions.

4. **Willamette River Resources.** Protect and enhance natural resources along the banks of the Willamette River to prevent erosion and improve habitat functions and connectivity, while furthering other objectives for recreation, views, and riverfront development.

5. **Sullivan's Gulch.** Protect and enhance Sullivan's Gulch to improve its function as a habitat corridor, reduce the risk of wildfire and landslide, maintain and enhance views, while providing flexibility to incorporate a recreation trail.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Evaluate natural resource protection and management options for Sullivan's Gulch and the Willamette River bank as part of the Central City-wide natural resource analysis (Goal 5 ESEE analysis). Possible tools include regulations, agreements, partnerships and acquisition.

2. Scope a pilot project to develop and evaluate regulatory tools that provide incentives for green infrastructure, deep energy retrofits of existing buildings, high performance new construction, and connections to district heating and cooling systems. Seattle's "Green Factor" is an example of regulations geared toward green infrastructure.

3. Consider Lloyd District sites for enhancement and/or mitigation through a river restoration or similar program developed as part of the River Plan/Central Reach process. Potential sites could include the area of shallow water near the I-5/I-84 interchange and the "Thunderbird" site.

4. Continue to support the Lloyd EcoDistrict in its efforts to study and implement district-wide systems and programs that support sustainability goals.

Lower Albina

District Goal

Strengthen Lower Albina as an industrial employment area by reinforcing the working harbor and providing for diverse employment and development opportunities, while enlivening the historic Russell Street Conservation District and the adjacent MAX station area with industrially compatible mixed-use/commercial activity.

Regional Center: Economy and Innovation

Lower Albina plays a key role in the Central City and the region as a center of industrial employment. It serves as a critical incubator for emerging and innovative businesses and provides an important living-wage job base near inner North and Northeast neighborhoods. The district's mix of industrial businesses, working waterfront and multimodal freight facilities are complemented by a small mixed-use commercial area along lower Russell Street, where retail activity is especially active at night.

The policies and action items in this plan are intended to build on the strength of the district's existing industrial fabric and provide additional flexibility for commercial uses that are compatible with industrial businesses and increase employment density.

Policies

1. **Working Harbor.** Strengthen the Lower Albina working harbor and support river-dependant uses.

2. **Industry and Employment**. Increase economic opportunities, living-wage jobs and employment density by preserving existing industrial land uses and diversifying the range of employment activities allowed in the area east of the Union Pacific railroad and near the MAX station.

3. **Incubator**. Support existing businesses and foster the district as an industrial and employment incubator.

4. **District Vitality.** Support the urban vibrancy of Russell Street and its unique blend of working daytime industrial activity with compatible nighttime restaurant and entertainment activity.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Adjust the Lower Albina subdistrict boundary to exclude the PPS Blanchard site and adjacent properties to the south and east, placing them within the Lloyd District.

2. Rezone properties directly east of the MAX station at Interstate and Mississippi from IG1 to EXd. Set max FAR at 3:1 and maximum height at 65'. Prohibit housing in this area.

3. Rezone properties east of the Russell St. Conservation District fronting Russell Street from IG1d to EXd. Set max FAR at 3:1 and maximum height at 65'. Prohibit housing in this area.

4. Apply zoning provisions to IG1-zoned properties east of the Union Pacific railroad alignment that allow certain compatible office-like uses, similar to the Economic Opportunity Subarea regulations in the Central Eastside.

Transportation

Lower Albina is located at the southern end of the North Willamette River working harbor area, the northern end of the Central City, and adjacent to historic streetcar neighborhoods. As a predominately industrial area, freight movement provided by the working harbor, freight railroad, and trucks are essential for the economic vitality of this district. Its location within the Central City also provides for transit, bicycle and walking facilities for workers, shoppers, and visitors to the district. To sustain the vitality and livability of Lower Albina, maintenance and continued improvement of the multi-modal transportation system will be important.

Policies

1. **Freight System**. Prioritize freight movement and access while maintaining and improving the safety, efficiency and convenience of the transportation system for all modes.

2. **Multi-Modal Connectivity**. Improve multi-modal connectivity through the district and strengthen connections to adjacent districts, including the Rose Quarter, the Vancouver/Williams Corridor and Mississippi Avenue.

3. **Rail and Marine**. Preserve rail and inter-modal access to the Albina Rail Yards and marine freight facilities.

4. **Freeway Access**. Improve access from industrial areas to the regional freeway system.

5. **Strategic Investments.** Encourage business creation, growth, and innovation through strategic public and private partnership investments in multi-modal transportation and parking infrastructure.

Urban Design

Lower Albina has a rich and varied fabric of largely industrial and employment buildings, especially within the Russell Street Conservation District. As the character of Lower Albina is not expected to change dramatically, these policies and actions are intended to strengthen its existing urban forms and patterns and offer guidance for the integration of new development that is sensitive to this significant industrial area.

Repurposing and reconfiguring spaces underneath freeways to the north and east will offer an expanded range of recreational opportunities and a more attractive set of connections between employment centers and mixed use neighborhoods. Implementing the “Strand” concept will strengthen connectivity, wayfinding and movement options to N. Interstate between the N. Russell commercial area in the conservation district and the Rose Quarter.

Policies

1. **Historic and Cultural Resources**. Preserve, rehabilitate and celebrate historic structures in Lower Albina, including those in the Russell Street Conservation District and culturally significant African-American resources identified in the Cornerstones of Community inventory.

2. **Russell Street**. Strengthen the character of Russell Street between Lower Albina and the Vancouver/Williams Corridor with new mixed uses, rehabilitated structures and a nighttime orientation.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.

2. Review application and direction of Community Design Guidelines for new development in Lower Albina.

Green Central City

The Central City 2035 Concept Plan calls for increasing energy efficiency, enhancing natural resources and habitat, improving air and water quality and expanding the use of green infrastructure central-city wide. While the Lower Albina area will continue to be a primarily industrial district, there are opportunities for achieving these goals through incremental improvements to the riverbank, adding green infrastructure to rights-of-way where they don't conflict with industrial operations, and encouraging the use of sustainable design in new development or remodels.

Policies

1. **Willamette River.** Support the natural resource protection and enhancement objectives of the River Plan / North Reach, where they apply to Lower Albina.

2. **Sustainable Design**. Encourage sustainable design in public infrastructure and industrial buildings, including green roofs, stormwater management strategies, tree canopy, energy efficiency improvements, and alternative energy generation.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Revise, adopt and implement the River Plan / North Reach, to provide more specific river-related policy guidance and regulations within the North Reach, which includes Lower Albina. The River Plan / North Reach was originally adopted in April 2010 and is currently under appeal.

Study Areas

Two areas adjacent to the N/NE Quadrant are included in the plan's study area: the North Banfield Portal and the Vancouver/Williams Corridor. They are included because of the potential for land use and transportation proposals in the quadrant to affect them and because community members asked the Bureau of Planning and Sustainability to address long-identified land use and zoning issues in these areas.

Each study area has proposed action items intended to further objectives identified in the planning process, primarily zoning changes to encourage new development. However, these areas will remain outside of the Central City boundary and therefore no new policies are proposed.

North Banfield Portal

The North Banfield Portal is the eastern gateway to the Lloyd District, at the transition from the Central City's higher density commercial and residential development to lower density residential in the Sullivan's Gulch neighborhood.

Sullivan's Gulch provides valuable natural resources in the Central City. Enhancement of the Gulch resources and development of the Sullivan's Gulch Trail will increase connectivity for both wildlife and pedestrians and bikes, connecting the Willamette River with areas to the east. New redevelopment opportunities along Multnomah will bring additional residents and new neighborhood-oriented commercial services to the area.

The N/NE Quadrant Plan seeks to increase flexibility and encourage neighborhood-serving mixed-use development, including housing, in this area by proposing a change in zoning. The current zoning is primarily residential (RH), with a small area of office zoning (CO1). The current zoning presents a potential obstacle to development because it is restrictive in use and it creates site planning challenges due to development standards that vary across the site.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Apply CXd zoning to the sites south of Multnomah St. and west of NE 21st Ave.

2. Evaluate natural resource protection and management options for Sullivan's Gulch as part of the Central City-wide natural resource analysis (Goal 5 ESEE analysis). Possible tools include regulations, agreements, partnerships and acquisition.

3. Complete the Sullivan's Gulch Concept Plan and implement the trail connection through the area.

Vancouver/Williams Corridor

The Vancouver/Williams Corridor is in the Eliot neighborhood, a part of the Albina Community Plan area, adjacent to the Central City. This area is included in the N/NE Quadrant Plan study area because of its proximity to potential reconfigurations of nearby freeway over-crossings and long-standing concerns about an area of residential zoning, which contains non-conforming commercial uses and discourages mixed-use redevelopment. It also contains a number of buildings identified in the Bosco-Milligan Foundation's Cornerstones of Community inventory of African-American cultural resources.

This area will remain outside of the Central City and no changes to existing Albina Community Plan policies that govern it are proposed. The primary proposed action is to rezone an area of existing RH zoning to EXd. This additional land use flexibility will support mixed-use development, reinvestment in existing non-conforming employment uses, and the rehabilitation of cultural resources.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Rezone portions of 4 blocks between I-5 and N Williams from RH to EXd.

2. Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.

N/NE Quadrant Plan
Draft Goals, Policies, Actions

- General orientation tonight
- Feedback via email by April 27
- Revised draft with complete list of actions for May 10 meeting

N/NE Quadrant Plan Structure

Lloyd District

- District Goal
- Policies
  - Regional Center: Economy & Innovation
  - Housing and Neighborhoods
  - Transportation
  - Urban Design
  - Green Central City
- Implementation Actions

Lower Albina

- District Goal
- Policies
  - Regional Center: Economy & Innovation
  - Transportation
  - Urban Design
  - Green Central City
- Implementation Actions

Example land use and zoning actions included with this draft.



How were the district goals, policies and actions developed?

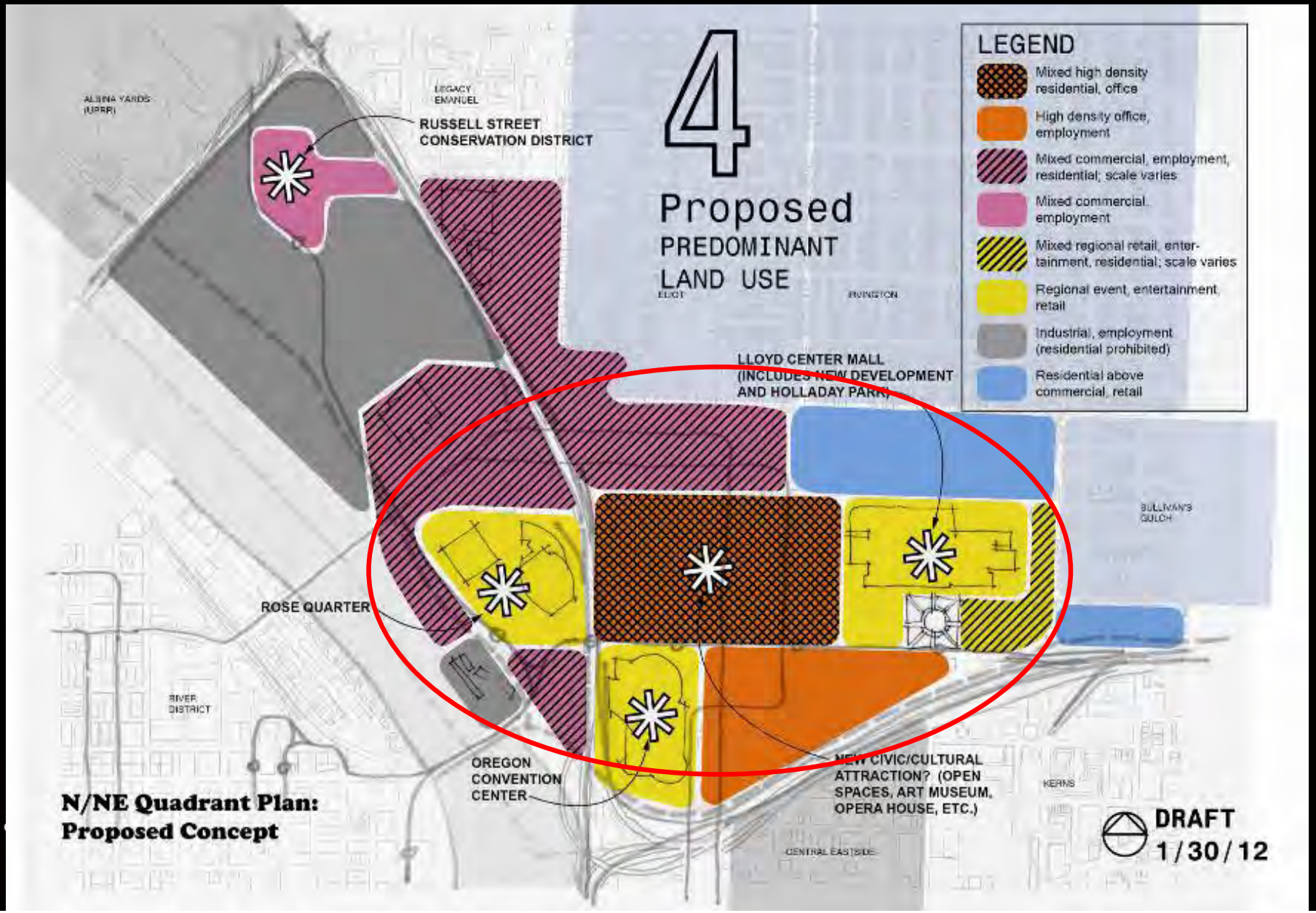
- SAC goals and objectives
- Quadrant Concept diagrams
- SAC and public input
- Other planning efforts
- Organized around CC2035 policy framework

Focus on issues unique to each district.

Central City-wide and citywide issues addressed in CC2035 or Comprehensive Plan update.



Lloyd District



Lloyd District Goal

Foster the growth of the Lloyd District into the intensely urban and increasingly residential center of the Central City's eastside, second only to Downtown in vitality, employment and livability.

Capitalize on the district's regional attractions, high quality transit and other connections to the city and region.

Develop the district as a complete and green community with well designed parks, streets, and high-performance green buildings and infrastructure.



Lloyd District Policies and Example Actions

1. Regional Center: Economy & Innovation

Policy Topics
- Employment
- Redevelopment
- Core Employment Uses (office core, regional attractions, retail, civic & cultural amenities)
- Innovation: Green District

Example Actions
- Rezone PPS Blanchard site
- Increase max allowed heights in key locations
- Regulatory tools and incentives to support Convention center

2. Housing & Neighborhoods

Policy Topics
- Housing Development, Diversity, Preservation
- Complete Neighborhood
- Parks and Open Space
- Neighborhood Business Districts
- Community Building
- Historic and Cultural Resources
- Displacement

Example Actions
- Regulatory tools and incentives to encourage:
  - Housing development
  - Open space
- Strategy to acquire and improve public parks



Lloyd District Policies and Example Actions

3. Transportation

Policy Topics

- Strategic Investments
- Active Transportation
- Transportation Demand Mgmt
- Transit
- Parking
- Streetscape
- Connectivity
- Transportation System Mgmt

Example Actions

Under development

4. Urban Design

Policy Topics

- Urban Places
- Better Connected District
- Large Blocks
- Relationship to River
- Auto-Oriented Development
- Transitions to Adjacent Neigborhoods

Example Actions

- Update Zoning Code regulations on street orientation; support streetcar
- Revise height regulations on upper Broadway
- Update district design guidelines



Lloyd District Policies and Example Actions

5. Green Central City

Policy Topics

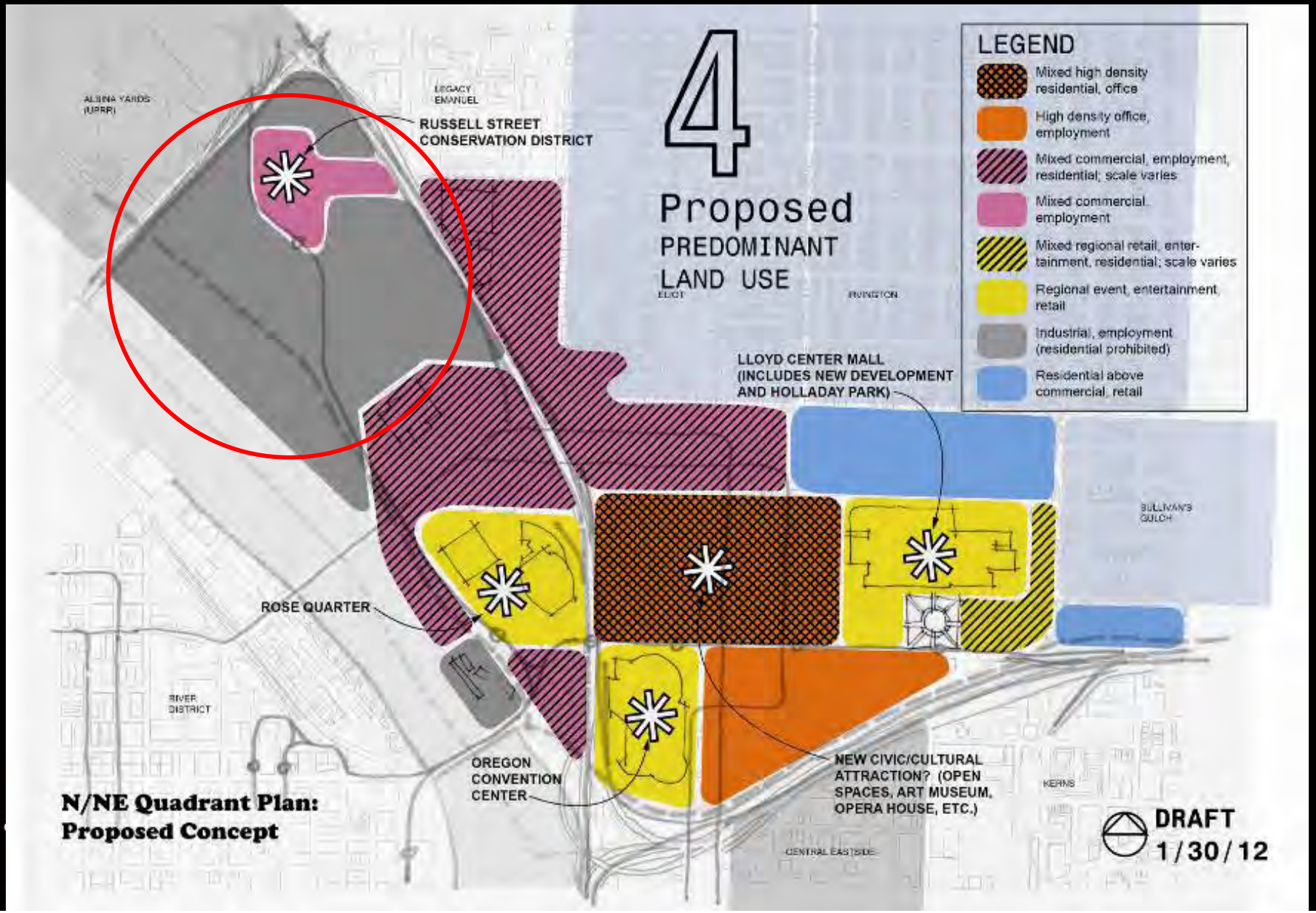
- Green District
- Tree Canopy and Vegetation
- Green Buildings and Energy
- Willamette River Resources
- Sullivan's Gulch

Example Actions

- Consider regulatory incentives to encourage green infrastructure and energy efficiency
- Evaluate natural resource mgmt options through Central City-wide process



Lower Albina



Lower Albina District Goal

Strengthen Lower Albina as an industrial employment area by reinforcing the working harbor and providing for diverse employment and development opportunities, while enlivening the historic Russell Street Conservation District and the adjacent MAX station area with industrially compatible mixed-use/commercial activity.



Lower Albina Policies and Example Actions

1. Regional Center: Economy & Innovation

Policy Topics
- Working Harbor
- Industry and Employment
- Incubator
- District Vitality

Example Actions
- Rezone properties next to MAX station and on Russell
- Apply zoning provisions allowing more employment uses east of UP railroad (e.g. Central Eastside EOS provisions)

2. Transportation

Policy Topics
- Freight System
- Multi-Modal Connectivity
- Rail and Marine
- Freeway Access
- Strategic Investments

Example Actions
Under development



Lloyd District Policies and Example Actions

3. Urban Design

Policy Topics
- Historic and Cultural Resources
- Russell Street

Example Actions
- Prepare National Register documentation for Cornerstones of Community inventory

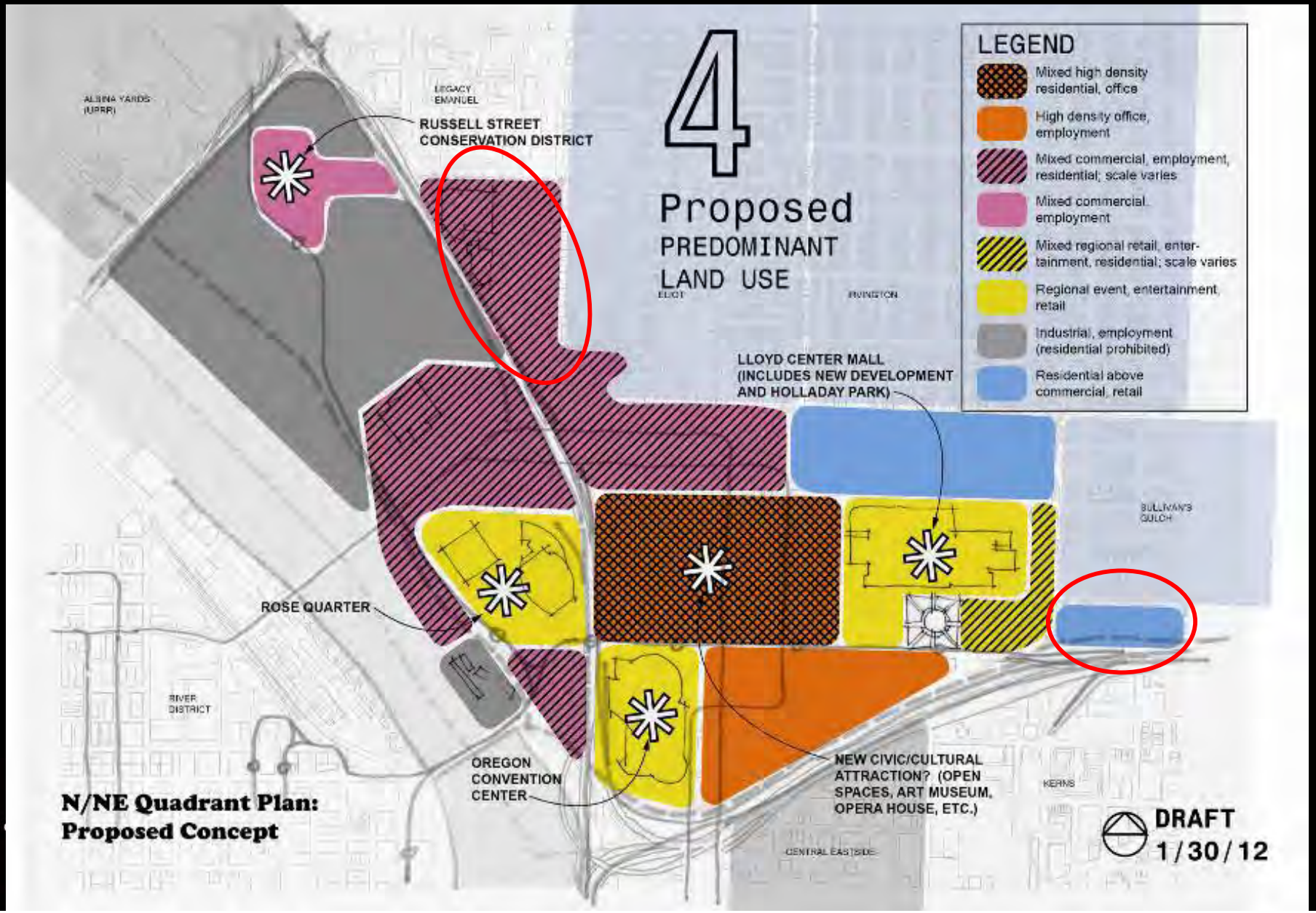
4. Green Central City

Policy Topics
- Willamette River Resources
- Sustainable Design

Example Actions
- Revise, adopt and implement River Plan/ North Reach (under appeal)



Study Areas


4
Proposed
PREDOMINANT
LAND USE
LEGEND
Mixed high density residential, office
High density office, employment
Mixed commercial, employment, residential; scale varies
Mixed commercial, employment
Mixed regional retail, entertainment, residential; scale varies
Regional event, entertainment, retail
Industrial, employment (residential prohibited)
Residential above commercial, retail
RUSSELL STREET CONSERVATION DISTRICT
LLOYD CENTER MALL (INCLUDES NEW DEVELOPMENT AND HOLLADAY PARK)
ROSE QUARTER
OREGON CONVENTION CENTER
NEW CIVIC/CULTURAL ATTRACTION? (OPEN SPACES, ART MUSEUM, OPERA HOUSE, ETC.)
N/NE Quadrant Plan:
Proposed Concept
DRAFT
1/30/12

Study Areas

No formal policies for areas outside of Central City plan boundary

1. North Banfield Portal

Example Actions

- Rezone sites at 21st and Multnomah
- Evaluate natural resource mgmt options for Sullivan's Gulch through Central City-wide process

2. Vancouver/Williams Corridor

Example Actions

- Rezone properties between I-5 and Williams to allow more uses
- Prepare National Register documentation for Cornerstones of Community inventory



Quadrant Plan Review Schedule

Meeting Date	Plan Component
4/12, SAC #15	SAC direction on height regulations Draft Goals, Policies and Selected Implementation Actions **(comments via email)**
5/10, SAC #16	Revised Draft Goals, Policies and Implementation Actions
5/23, LU Subcommittee	Follow-up on Implementation Actions
6/28, SAC #18	Complete Draft Quadrant Plan, public comment
Late July/Early Aug: SAC #19	Revised Draft Quadrant Plan Final review and approval





N/NE QUADRANT & I-5 BROADWAY/WEIDLER PLANS

North/Northeast Quadrant SAC

April 12, 2012

CENTRAL CITY 2035

N/NE QUADRANT

CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

Outline

1. Introduction

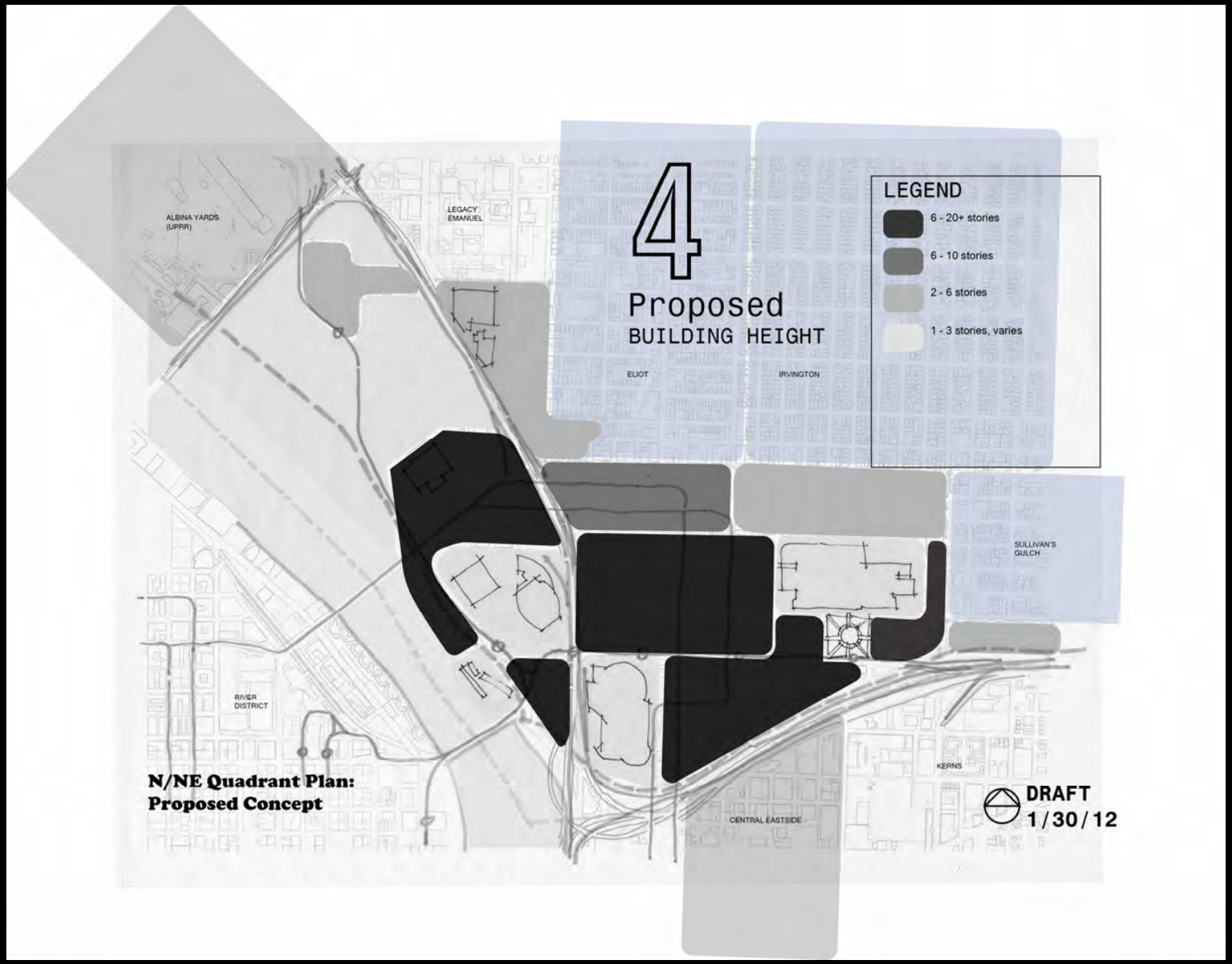
2. Floor Area Ratio (FAR) and Height

3. Quadrant Height Proposal(s) and subcommittee feedback from 3/21 meeting (options have been narrowed to reflect feedback)

Today: request SAC feedback on preliminary directions.

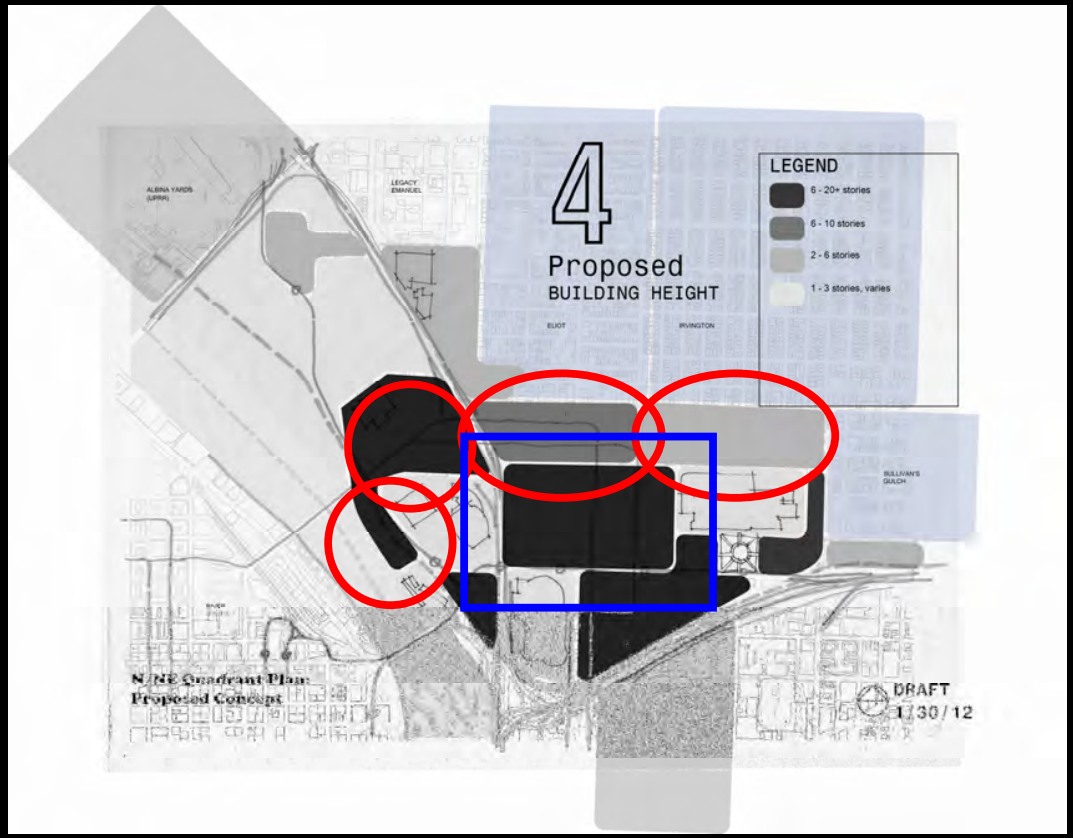
Next steps: more specific proposal including height map changes, identification of potential tools to achieve amenities and desired uses. Zoning changes discussion in May.

Building Height Concept



Areas of Concern Identified by the SAC

1. Thunderbird Site
2. N. Broadway
3. Eliot edge
4. Irvington edge



FLOOR AREA RATIO (FAR) and HEIGHT

Reasons for allowing building height:

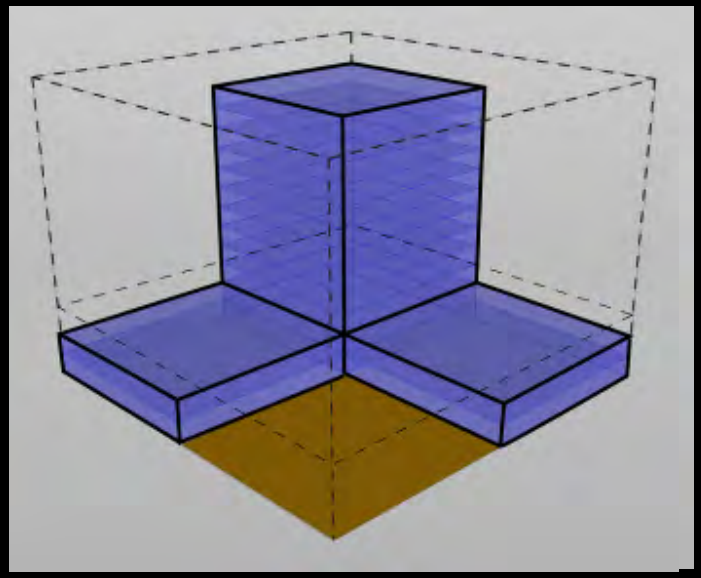
- Encouraging high density, taller buildings in the Central City
- “Sculpting” the city’s skyline
- Emphasize/highlight key locations
- Allowing for more light and air penetration, visual “permeability”

Reasons for regulating building heights:

- Preserving solar access to open spaces
- Enhancing and/or protecting public views
- Transitioning to historic districts or lower density areas

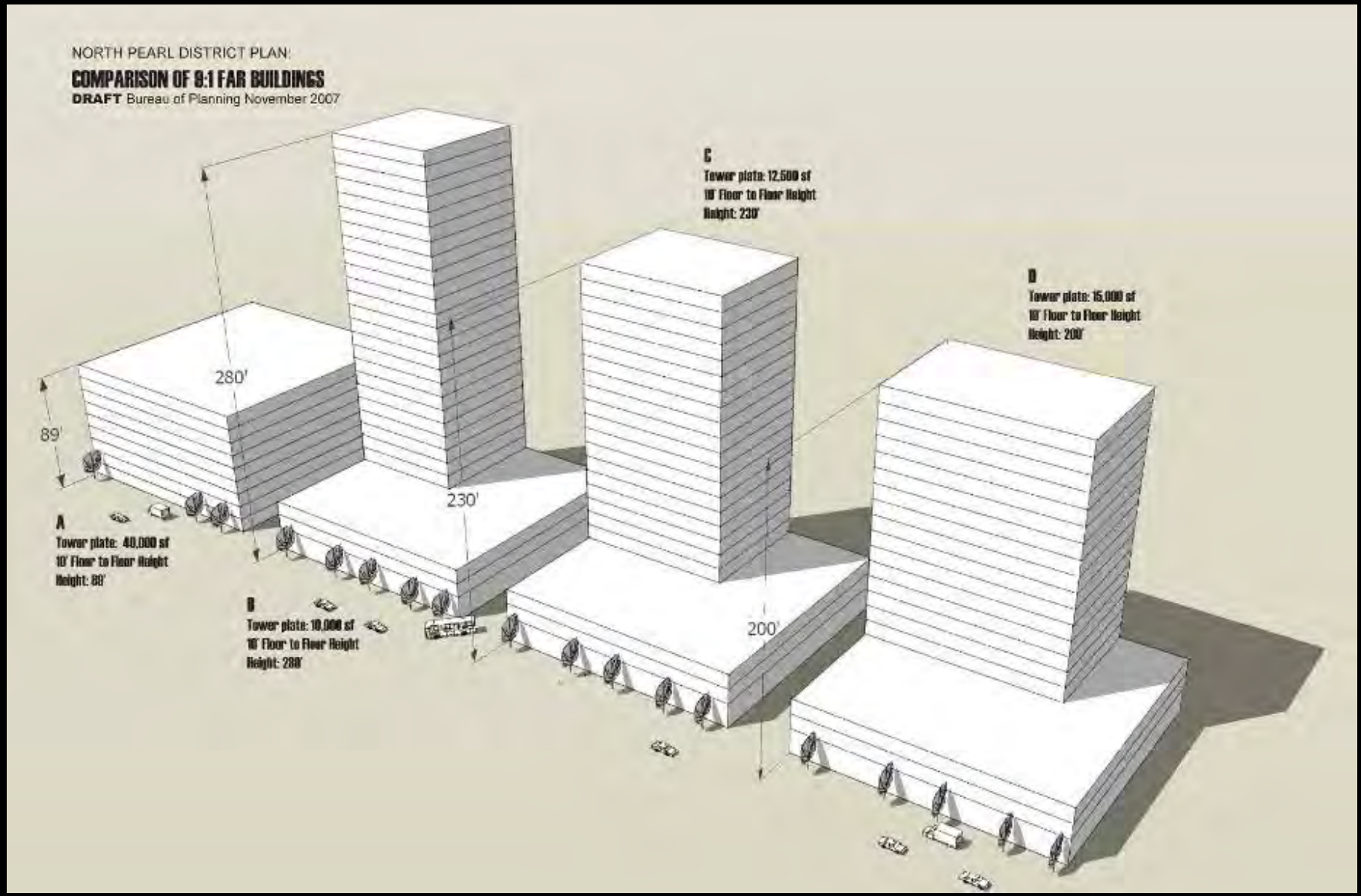
Floor Area Ratio (FAR). The amount of floor area in relation to the amount of site area, expressed in square feet. For example, a floor area ratio of 2 to 1 means two square feet of floor area for every one square foot of site area.

Site = 40,000 square feet; @ 4:1 FAR 40,000 X 4 = 160,000 buildable square feet



FAR 4:1

Buildings at 9:1 FAR



Lloyd District Buildings at different heights

around 75 feet



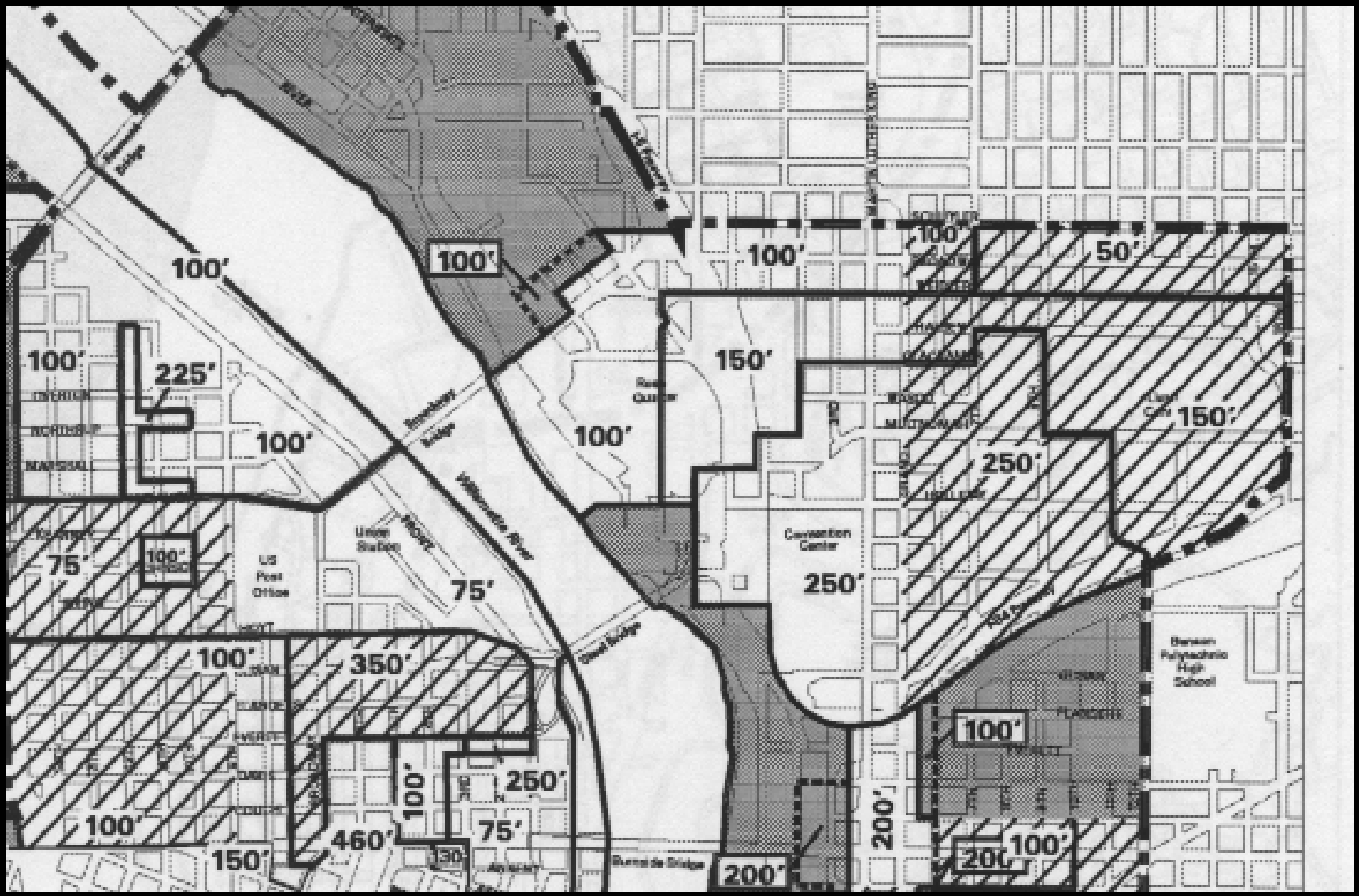
around 150 feet



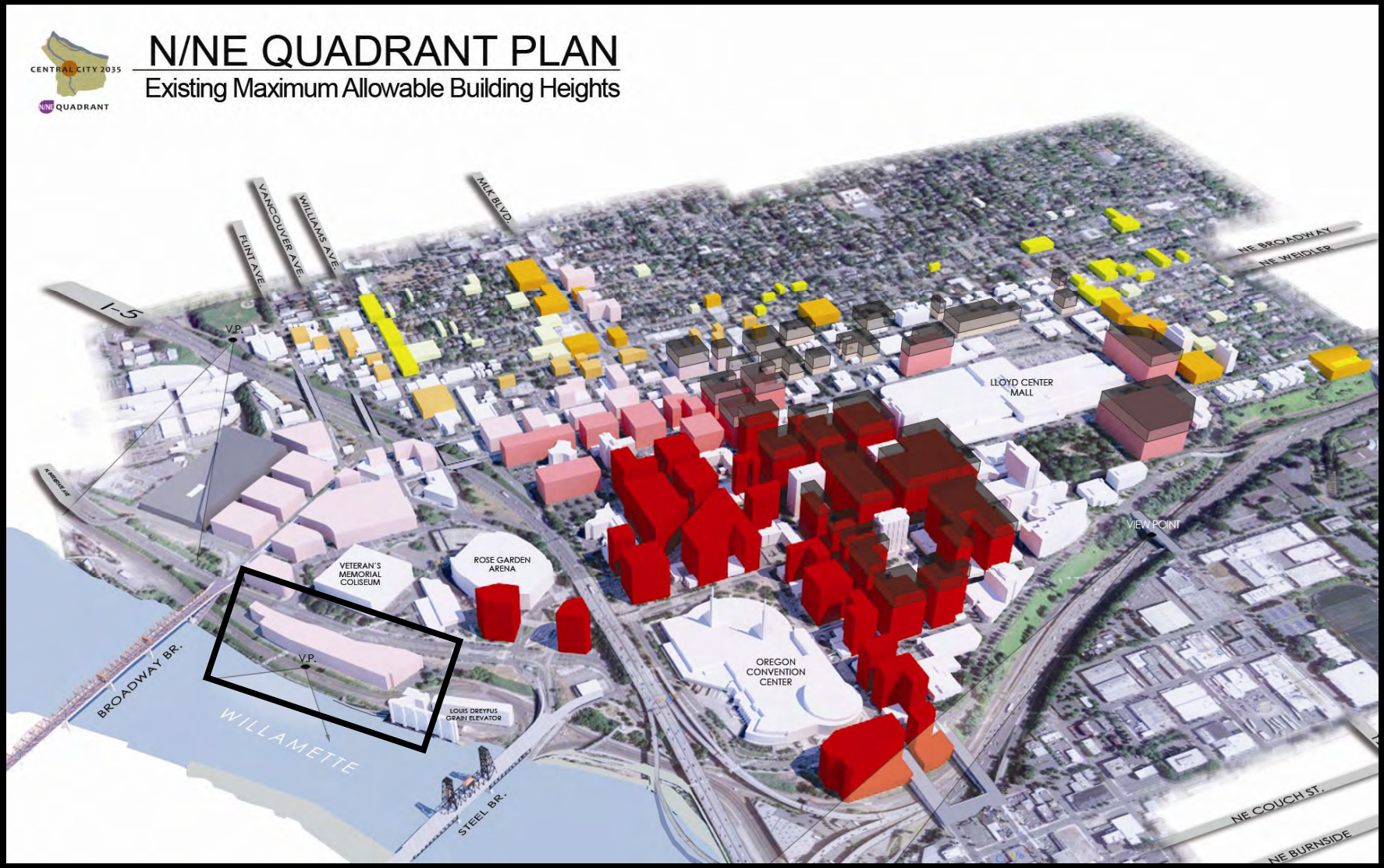
around 250 feet



Existing Maximum Heights



1. Thunderbird Site



1. Thunderbird Site – current conditions, issues and opportunities

- Broad support for open space
- Interest in increasing amounts of office, commercial, or other less episodic uses
- Relationship of new buildings with the river
- Public view enhancement to both Willamette River and Memorial Coliseum

1. Thunderbird Site – Existing Conditions





1. Thunderbird Site – Alternative A: up to 150 feet





1. Thunderbird Site – Alternative E: up to 250 feet





1. Thunderbird Site – Alternative D: One tower up to 500 feet

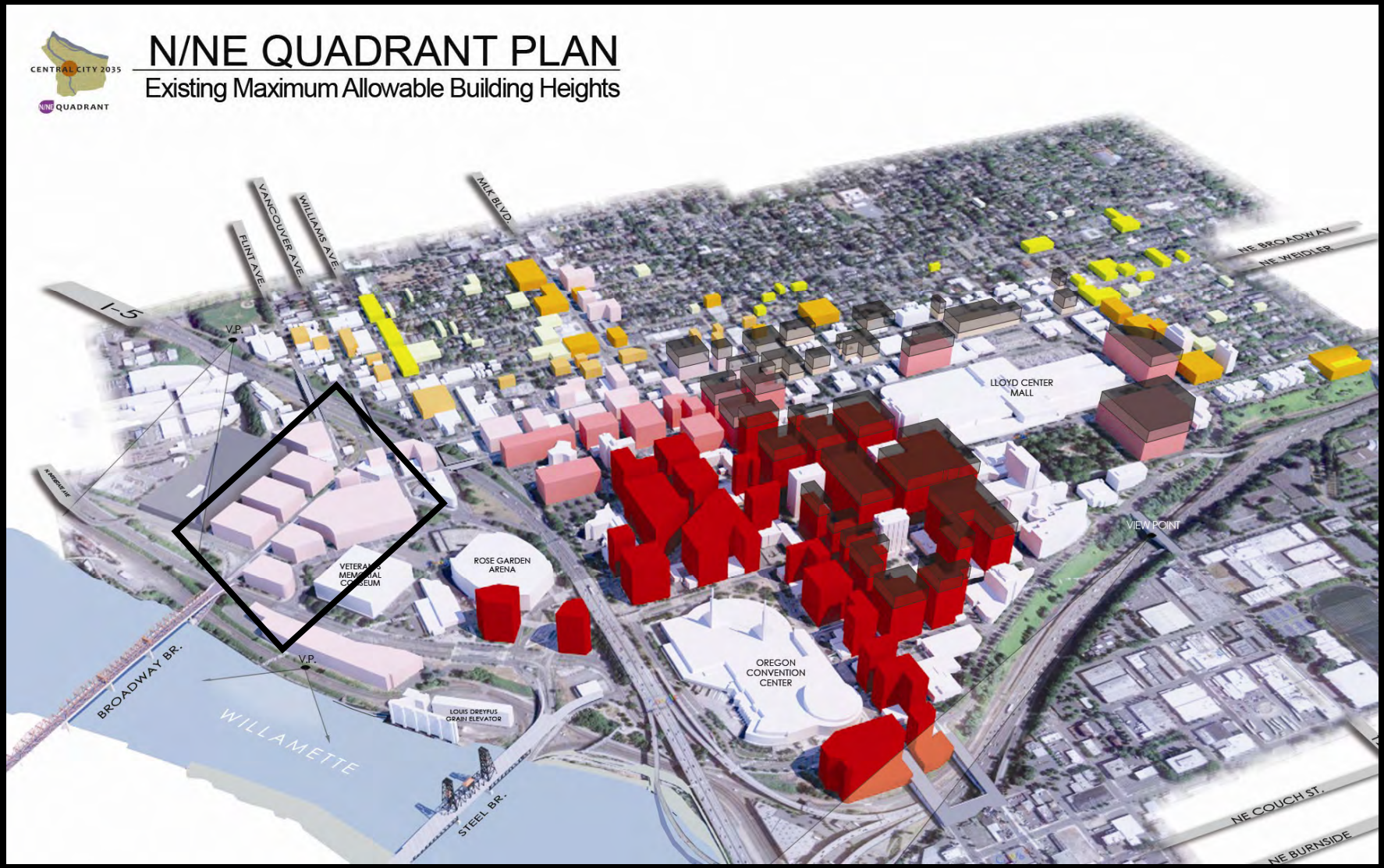




1. Thunderbird Site – staff direction based on subcommittee feedback

A. Explore allowing taller buildings in exchange for open space.
B. Consider important views to preserve. (applies to whole quadrant)

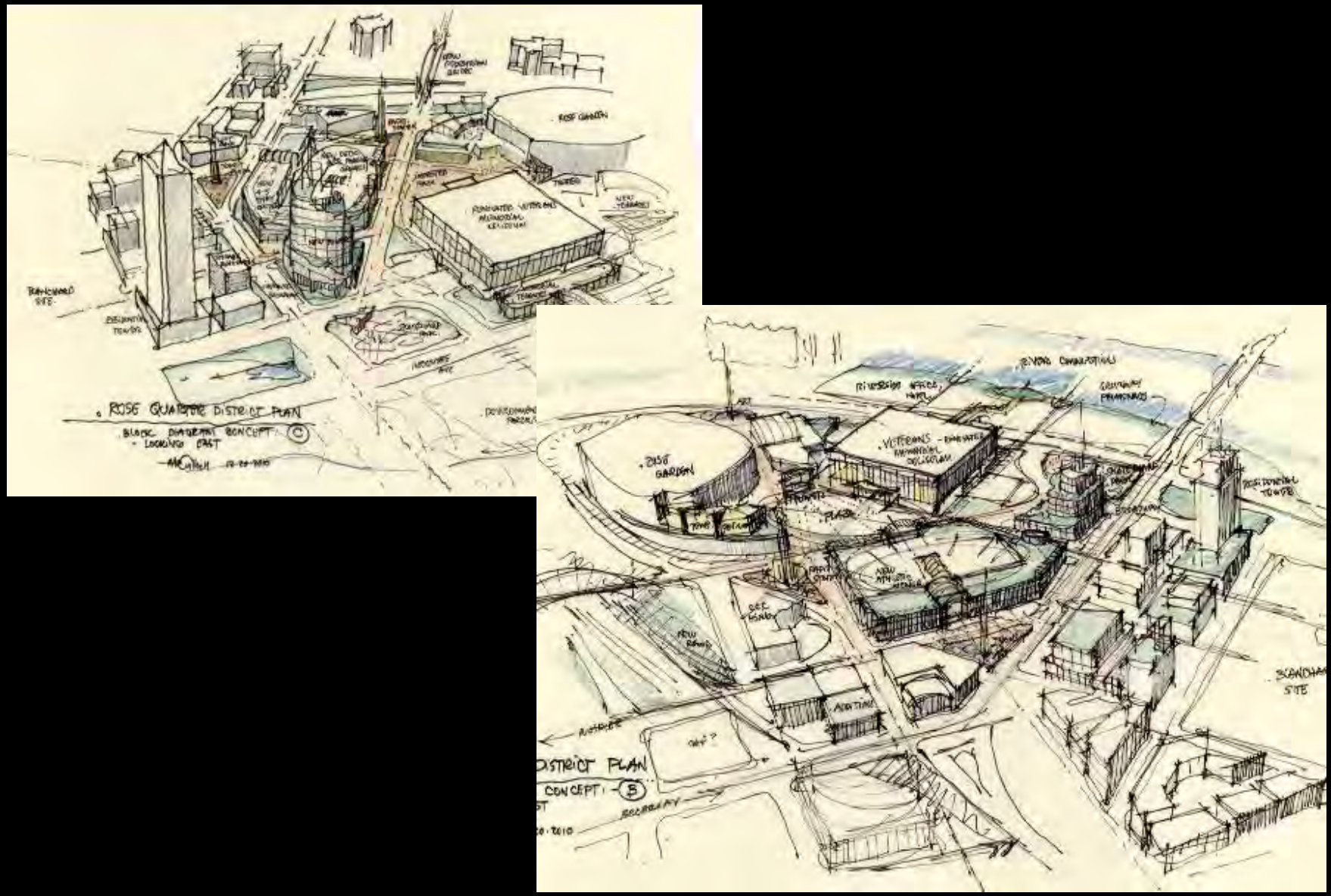
2. N. Broadway


CENTRAL CITY 2035
N/NE QUADRANT
N/NE QUADRANT PLAN
Existing Maximum Allowable Building Heights
I-5
V.P.
FLINT AVE.
VANCOUVER AVE.
WILLIAMS AVE.
MLK BLVD.
NE BROADWAY
NE WEIDLER
LLOYD CENTER MALL
VIEW POINT
ROSE GARDEN ARENA
VETERANS MEMORIAL COLISEUM
OREGON CONVENTION CENTER
LOUIS DREYFUS GRAIN ELEVATOR
BROADWAY BR.
WILLAMETTE
STEEL BR.
NE COUCH ST.
NE BURNSIDE

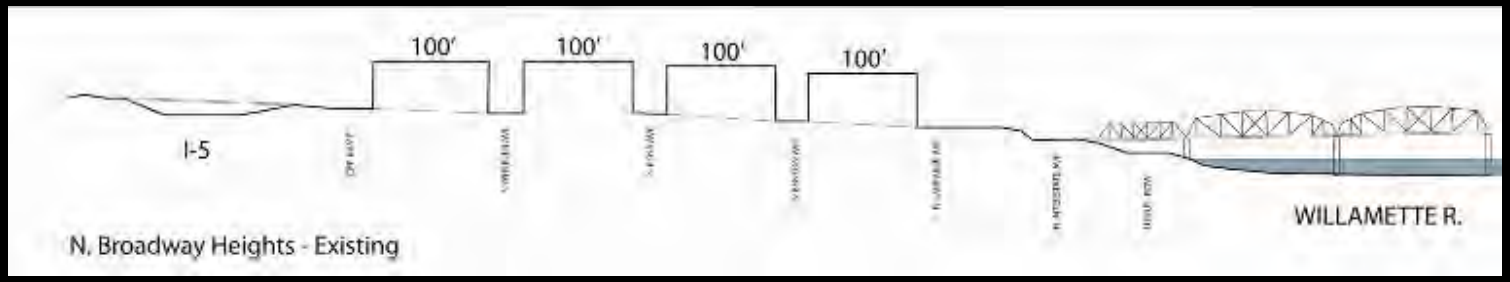
2. N. Broadway – current conditions, issues and opportunities

- Lots of redevelopment potential
- Interest in increasing amounts of office, commercial, other less episodic uses
- Coordination with rejuvenated Rose Quarter district
- Broadway Bridgehead redevelopment opportunity
- Link between Rose Quarter and future PPS Blanchard redevelopment

2. N. Broadway – Rose Quarter Redevelopment

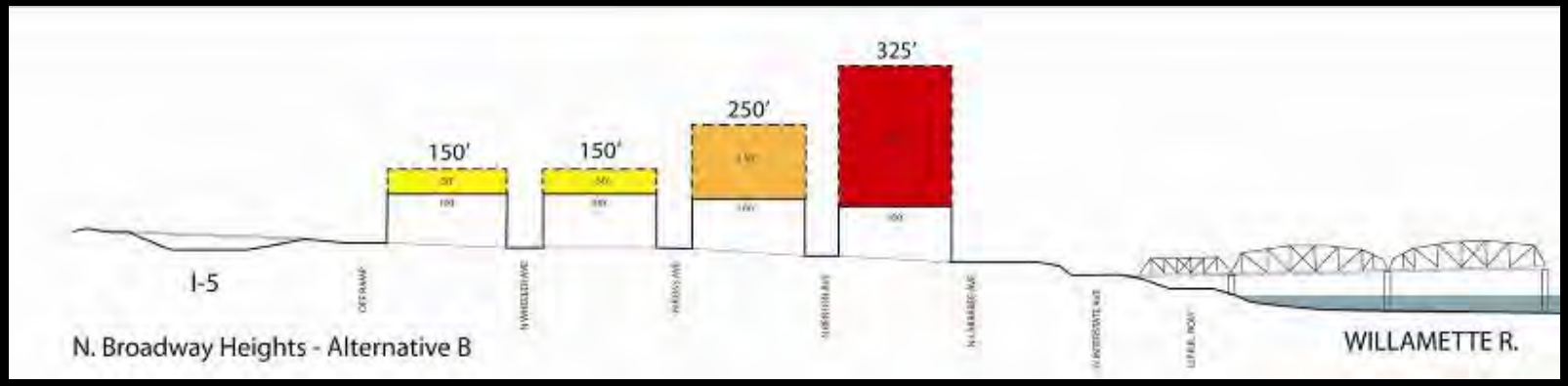


2. N. Broadway


100'
100'
100'
100'
I-5
WILLAMETTE R.
N. Broadway Heights - Existing


View Point
U.L.
100'
Veterans Memorial Coliseum
Rose Garden Arena

2. N. Broadway – Alternative "B": Broadway Bridgehead



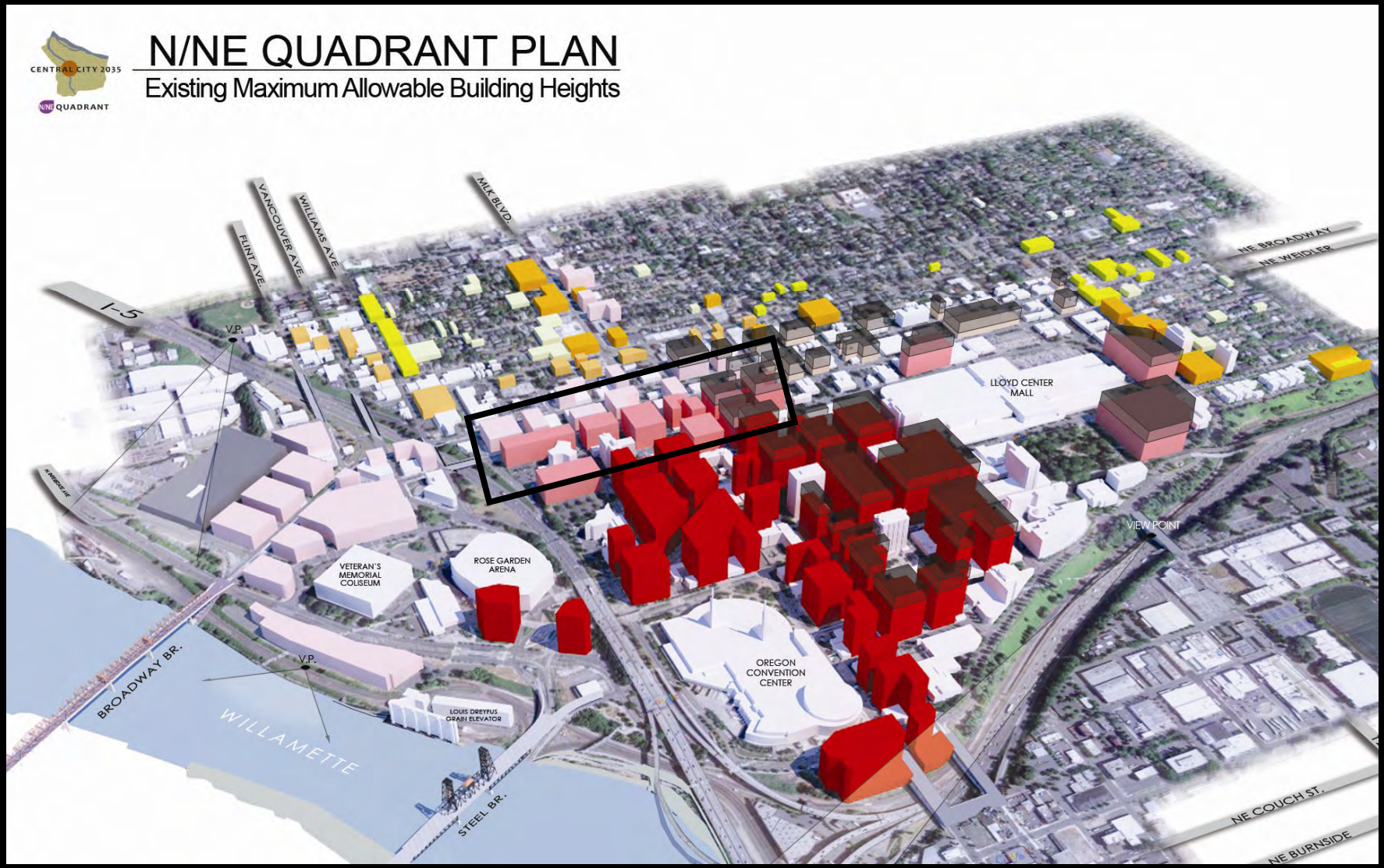


2. N. Broadway – staff direction based on subcommittee feedback

A. Explore allowing taller buildings at the Broadway bridgehead.

B. Address concerns about mass of buildings (large floor plates) at bridgehead.

3. Eliot Edge


CENTRAL CITY 2035
N/NE QUADRANT
N/NE QUADRANT PLAN
Existing Maximum Allowable Building Heights
I-5
V.P.
FLINT AVE.
VANCOUVER AVE.
WILLIAMS AVE.
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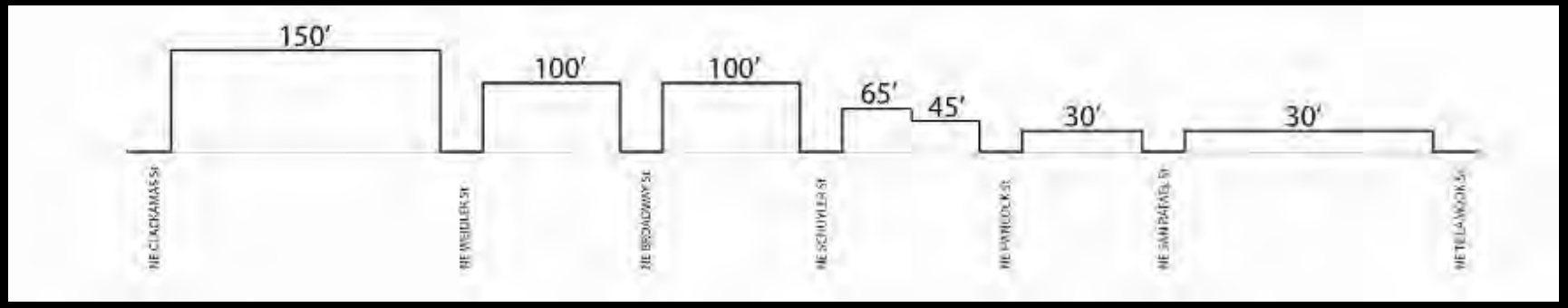
OREGON CONVENTION CENTER
LOUIS DREYFUS GRAIN ELEVATOR
BROADWAY BR.
WILLAMETTE
STEEL BR.
NE COUCH ST.
NE BURNSIDE

3. Eliot Edge – current conditions, issues and opportunities

- Existing heights generally consistent with concept
- Eliot Conservation District boundary a couple of blocks to north
- More commercial, industrial uses along segment of Broadway/Weidler
- Sensitive transitions to Cornerstone properties
- Not proposing any changes

3. Eliot Edge – No change





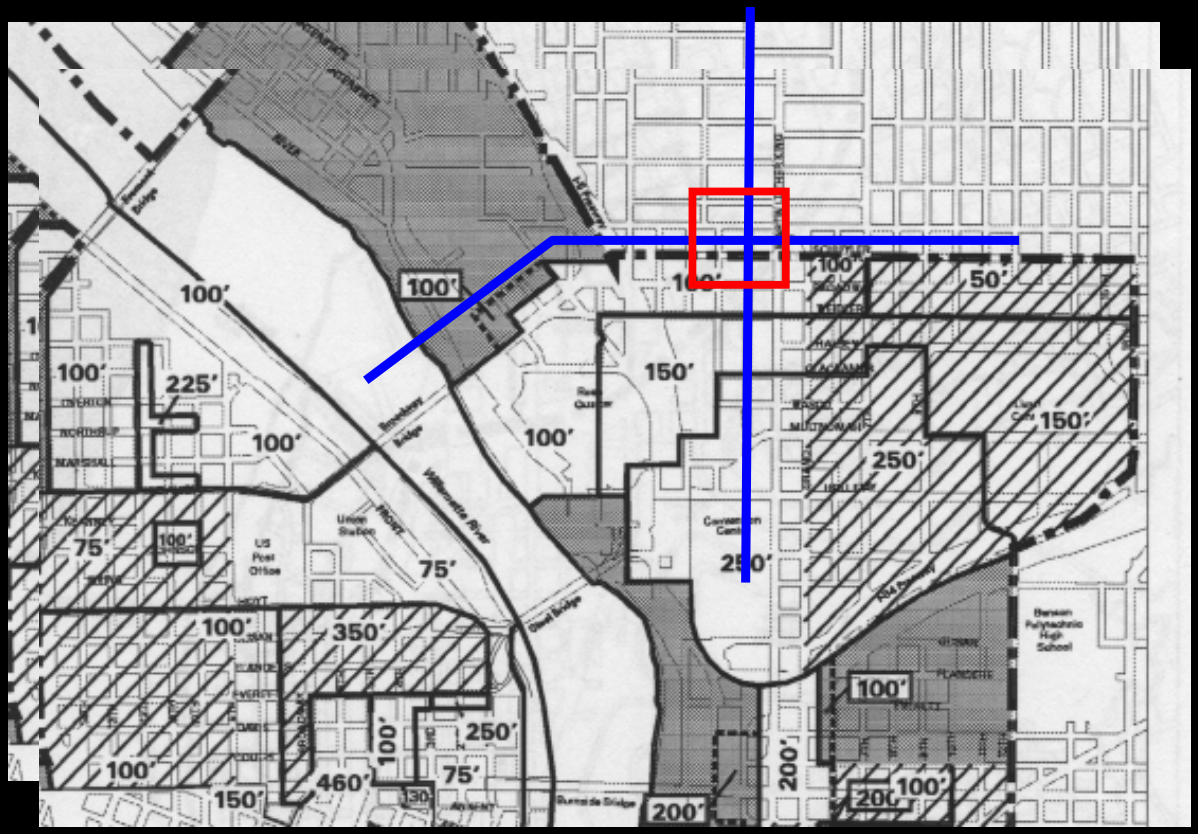
3. Eliot Edge – staff direction based on subcommittee feedback

A. Maintain existing 100’ height limit.

B. Examine transition to neighborhood between Broadway and Schuyler.

C. Support streetcar with additional height flexibility on large sites near the freeway.

D. Allow taller buildings on the four blocks around the gateway intersections of MLK, Grand, Broadway and Weidler by expanding height bonus area to west.



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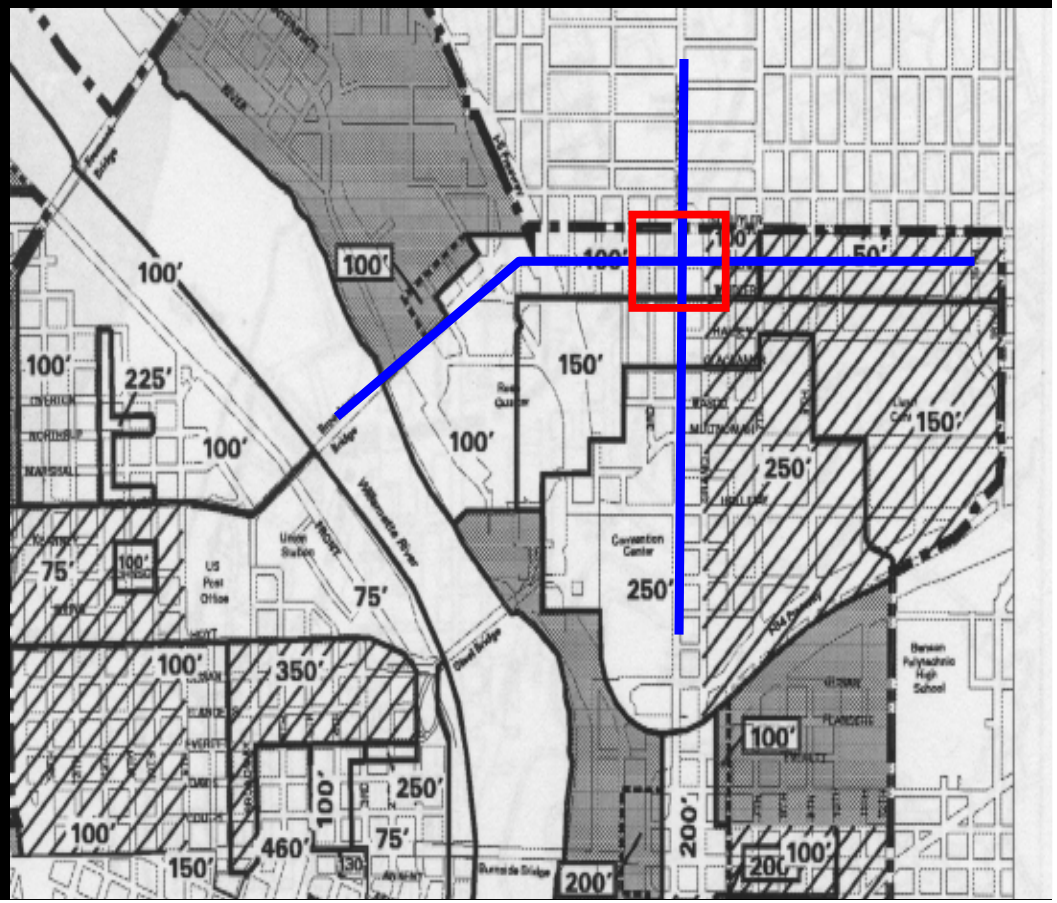
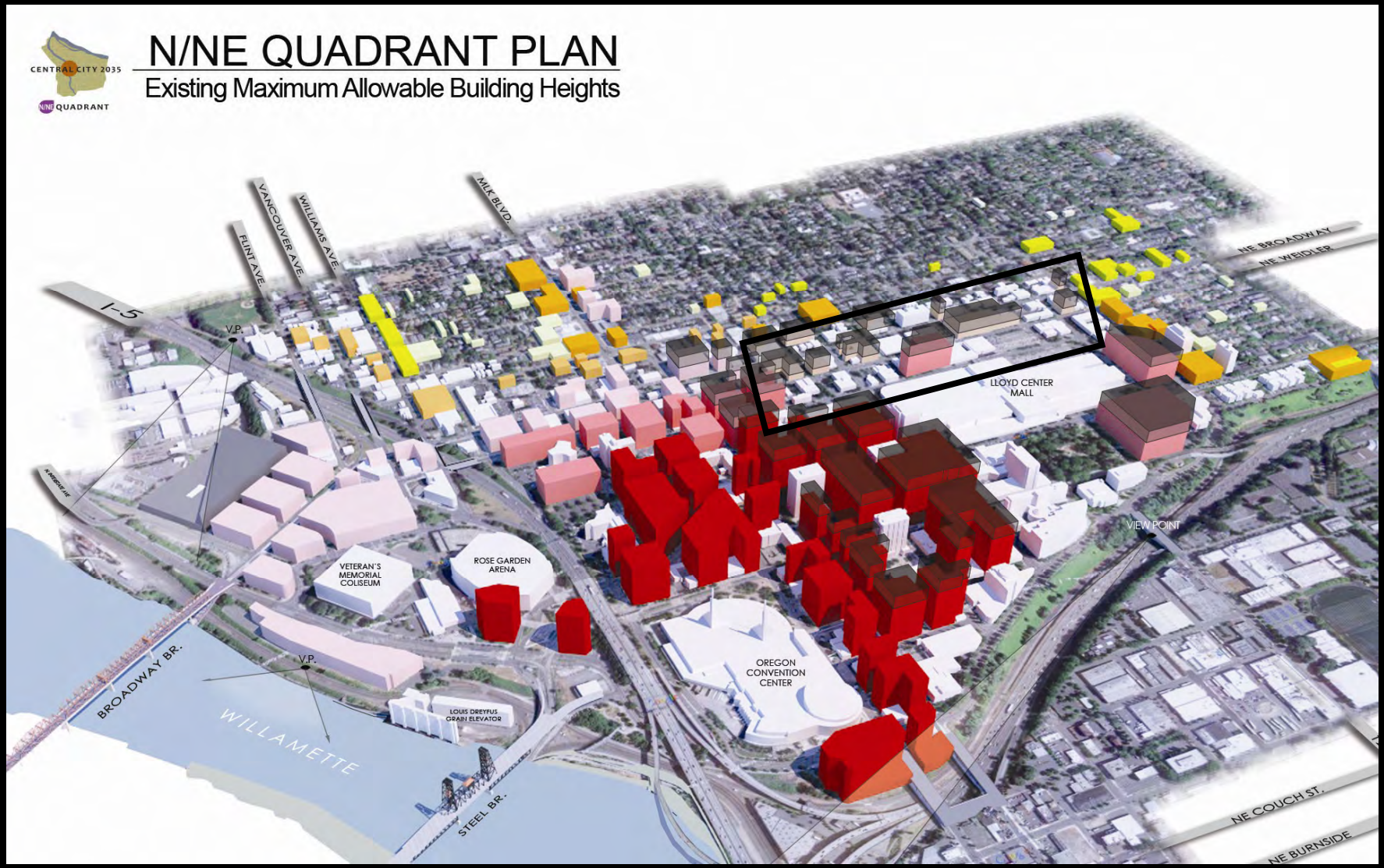


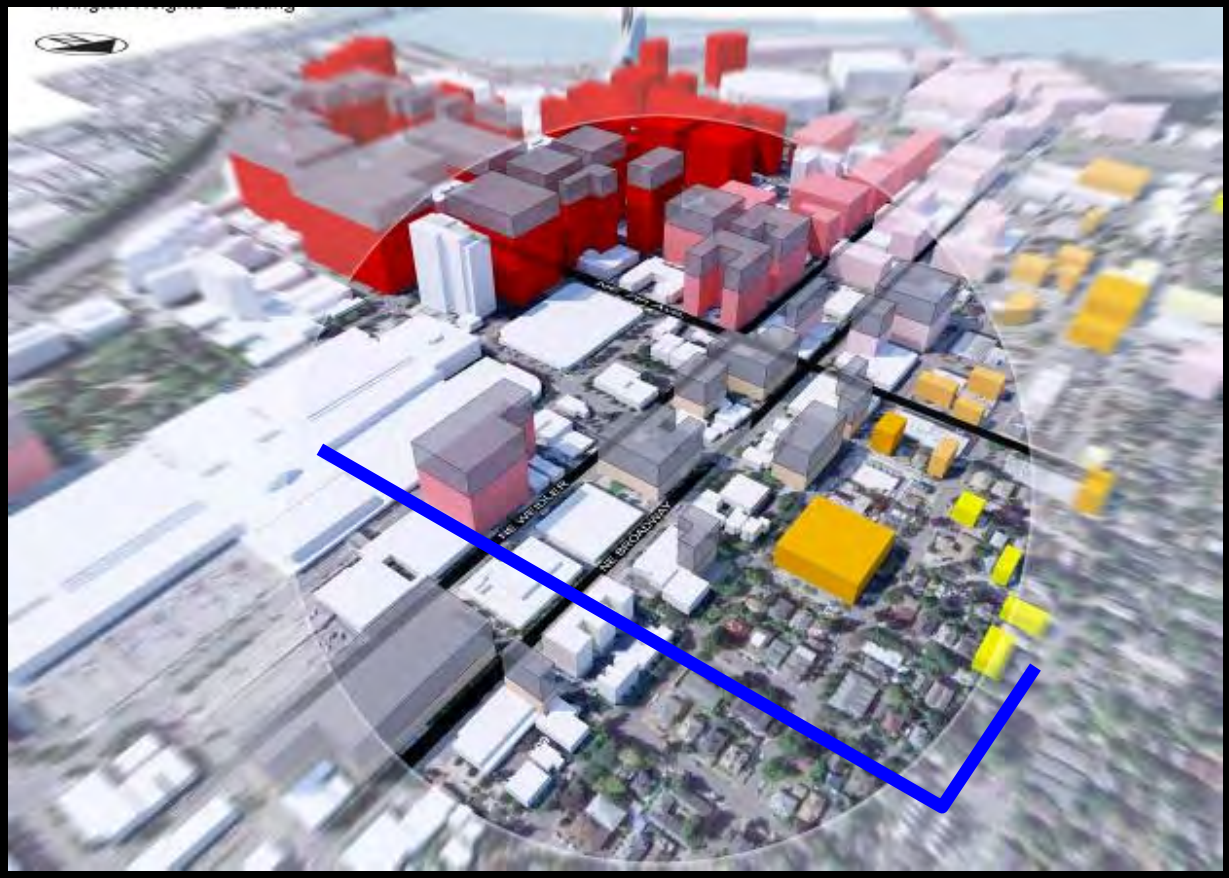
4. Irvington Edge

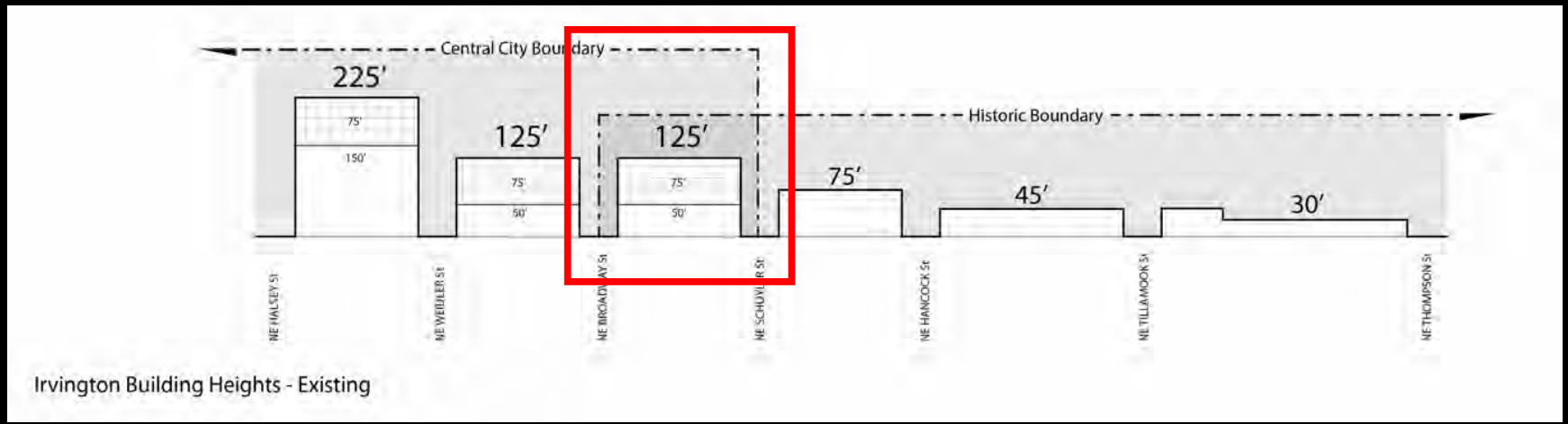


4. Irvington Edge – current conditions, issues and opportunities

- Historic District overlap with Central City boundary
- Sensitive transitions to north
- Supporting retail cluster along NE Broadway
- Further exploration needed on development stepdowns
- Focus on block between NE Broadway and Schuyler

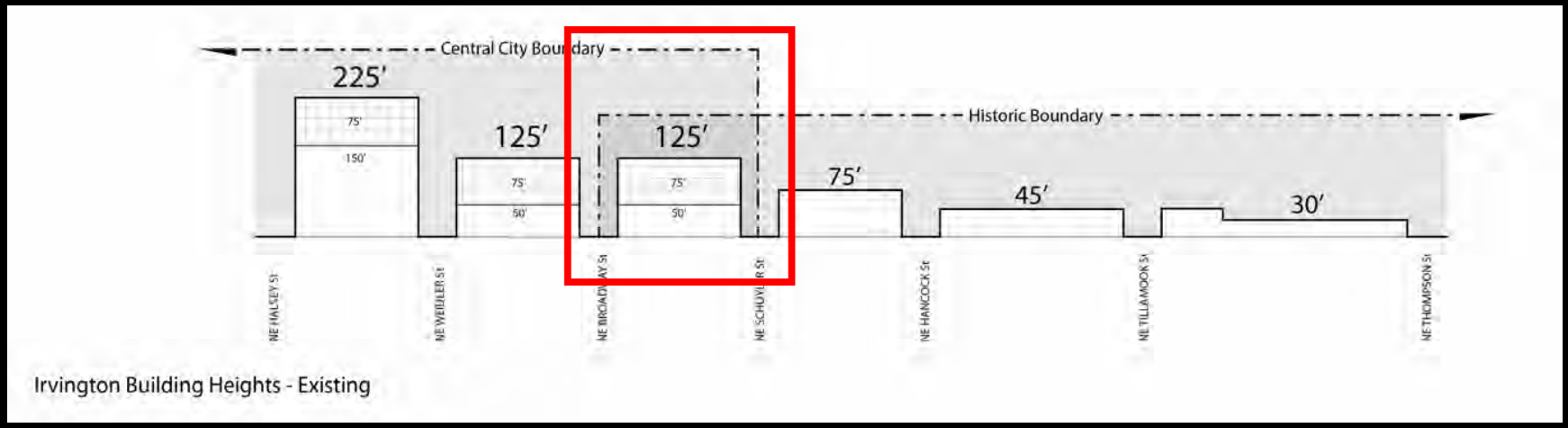
4. Irvington Edge – Existing heights



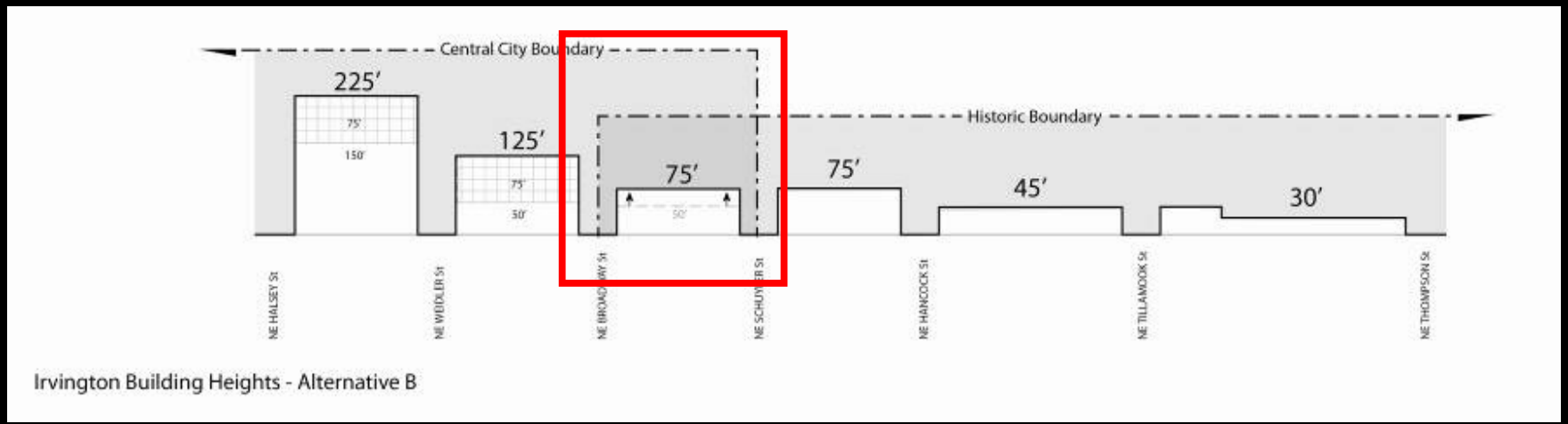


4. Irvington Edge –

Increase base height to 75 feet, remove allowance for bonus height



Irvington Building Heights - Existing

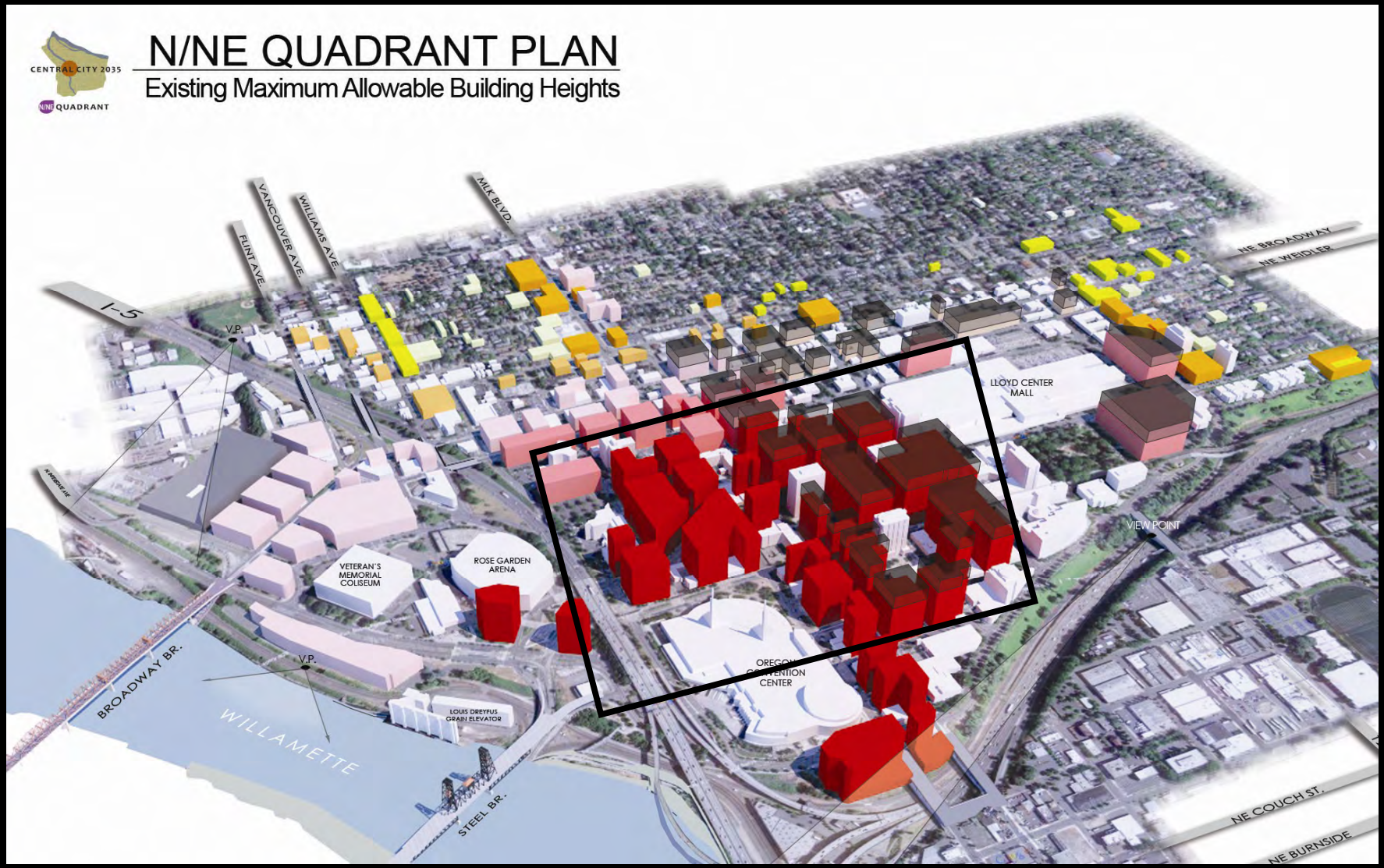


Irvington Building Heights - Alternative B

4. Irvington Edge – staff direction based on subcommittee feedback

A. Limit maximum building height to 75’ north of Broadway within the Irvington Historic District.

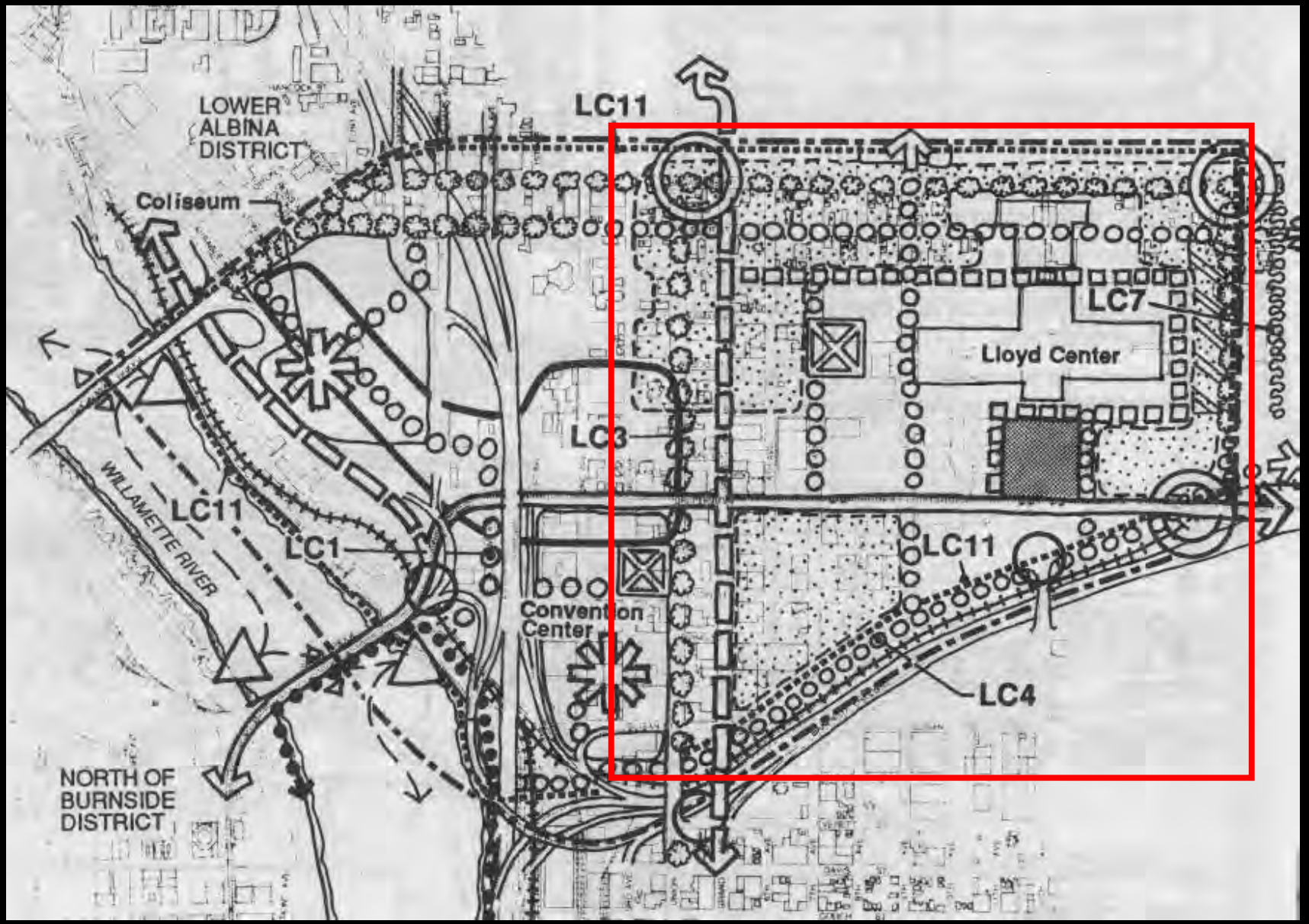
5. Central Lloyd

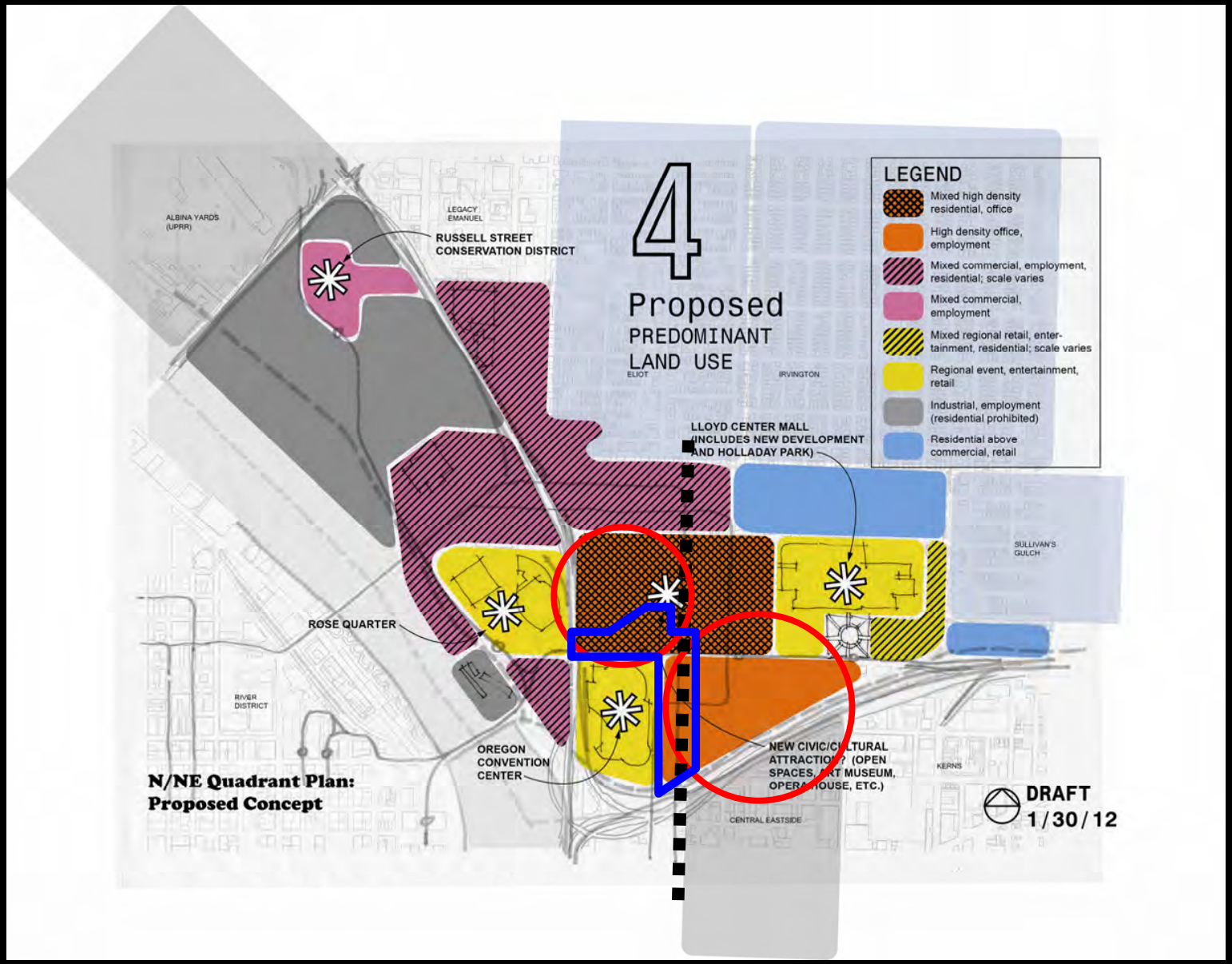


5. Central Lloyd– current conditions, issues and opportunities

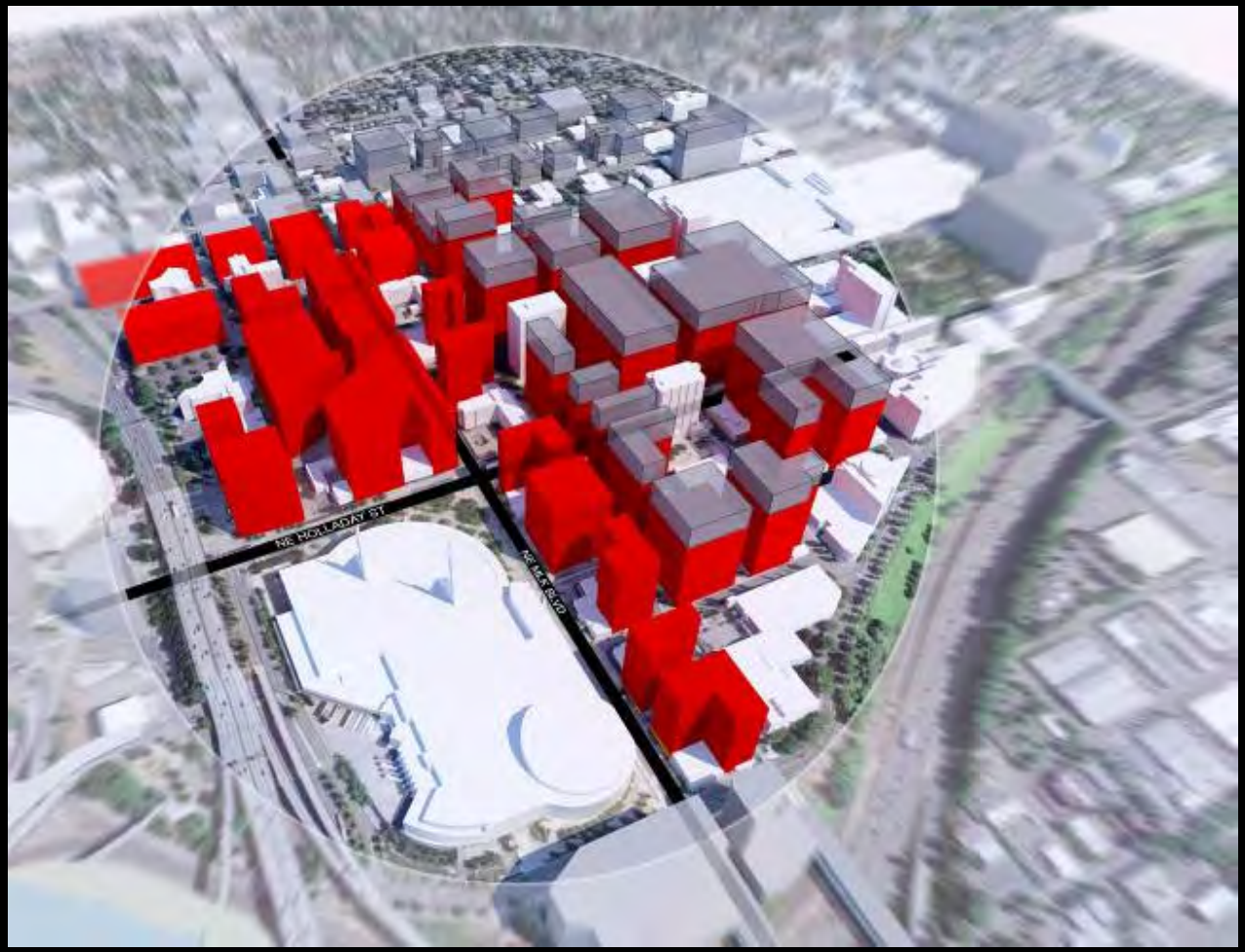
- Height bonus only allowed east of NE Grand
- Reducing incentives for residential south of NE Holladay
- New incentives for residential west of MLK/Grand, in Central Lloyd area
- Possible areas to allow unlimited height (FAR to regulate)
- Strengthen/support future investments in public amenities, such as open space
- Recent development proposal at 325 feet

5. Central Lloyd – Lloyd District Urban Design Plan, 1988

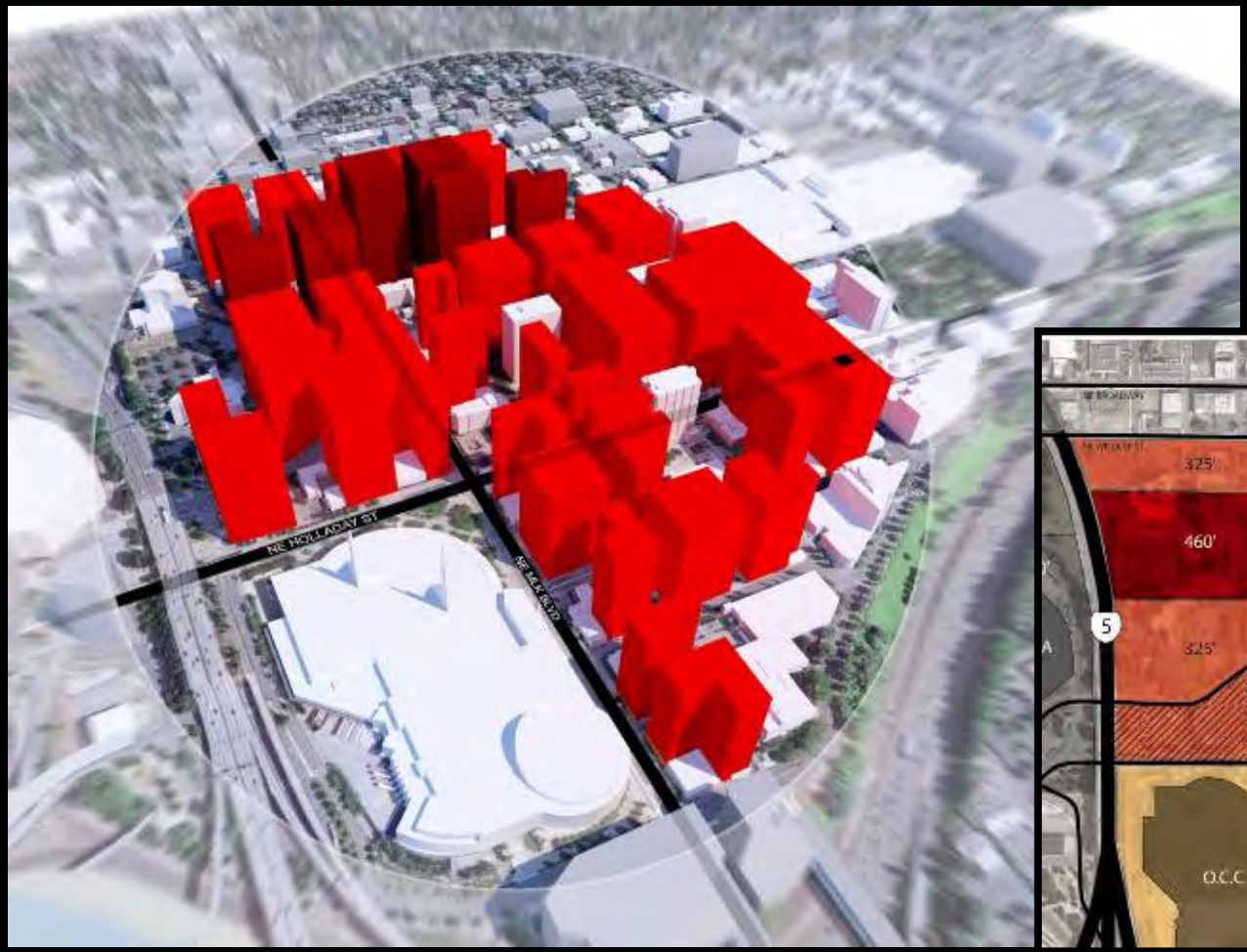



4
Proposed
PREDOMINANT
LAND USE
LEGEND
Mixed high density residential, office
High density office, employment
Mixed commercial, employment, residential; scale varies
Mixed commercial, employment
Mixed regional retail, entertainment, residential; scale varies
Regional event, entertainment, retail
Industrial, employment (residential prohibited)
Residential above commercial, retail
ALBINA YARDS (UPRR)
LEGACY EMANUEL
RUSSELL STREET CONSERVATION DISTRICT
ELIOT
IRVINGTON
LLOYD CENTER MALL (INCLUDES NEW DEVELOPMENT AND HOLLADAY PARK)
SULLIVAN'S GULCH
ROSE QUARTER
RIVER DISTRICT
OREGON CONVENTION CENTER
NEW CIVIC/CULTURAL ATTRACTION? (OPEN SPACES, ART MUSEUM, OPERA HOUSE, ETC.)
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Proposed Concept
DRAFT
1/30/12

5. Central Lloyd – Existing Heights

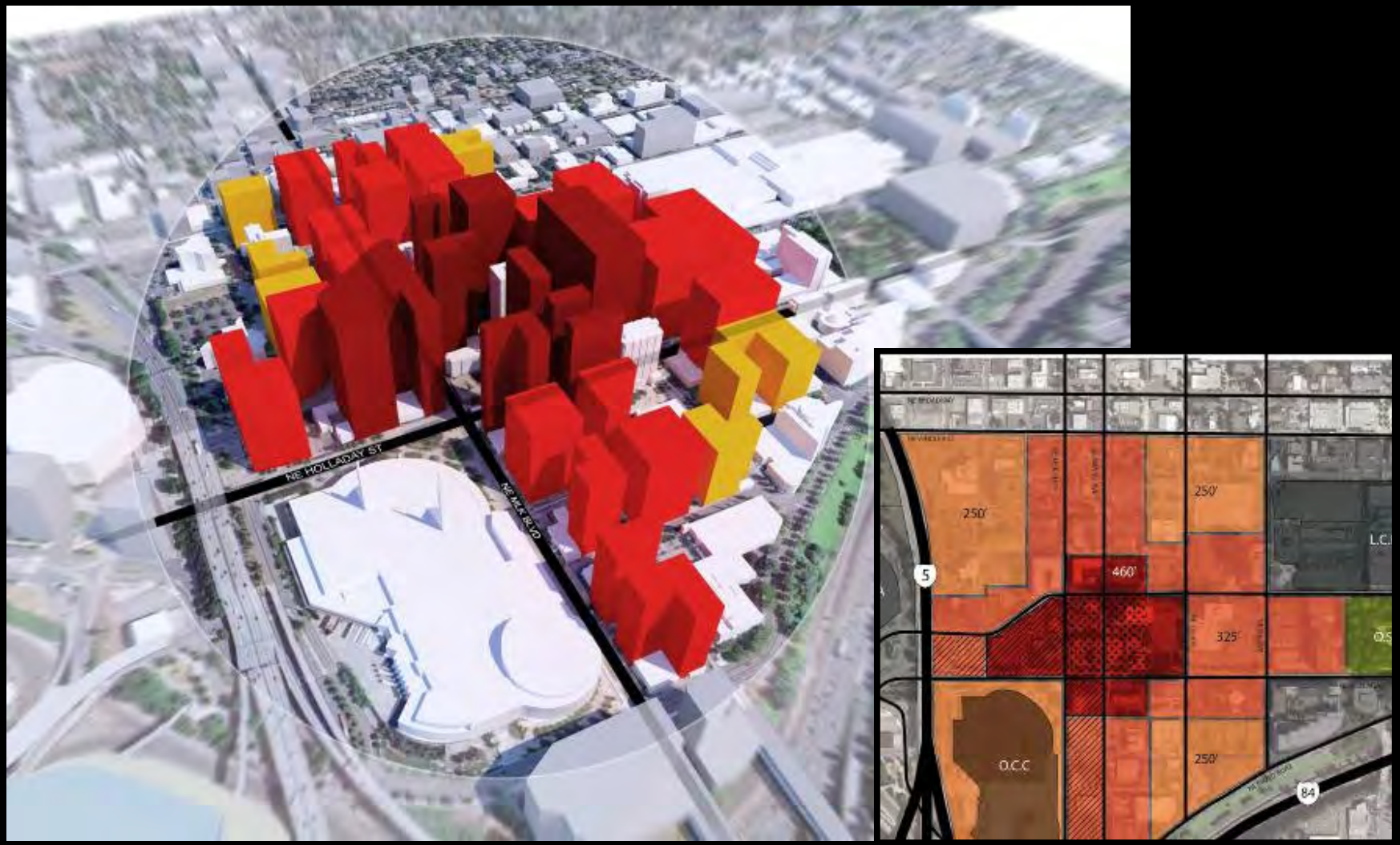


5. Central Lloyd – Alternative A: “East-West”





5. Central Lloyd – Alternative B: “100% Corner” at NE MLK/Holladay



5. Central Lloyd – Alternative C: “Just off the Main Streets”



5. Central Lloyd – staff direction based on subcommittee feedback

A. Explore allowing taller buildings in exchange for desired amenities (eg. open space, housing, hotels). Consider unlimited heights in key areas – regulate by building mass and design review.
B. Apply housing incentives more uniformly across Central Lloyd area.

Next Steps

Upcoming Meetings

SAC #16: May 10, 2012, 5 – 8:30 pm

Land Use Subcommittee Meeting: May 23, 2012 (tentative)

AIA Portland
A Chapter of the American Institute of Architects

Mr. Mark Raggett
City of Portland Bureau of Planning and Sustainability
Urban Design Studio

April 3, 2012

Dear Mark:

On behalf of the AIA Urban Design Panel, thank you for presenting the North/Northeast Quadrant Plan to us on March 13, 2012. The panel is supportive of the major recommendations and concepts expressed during your presentation. We feel this planning study strikes the appropriate balance between long-range vision and pragmatic steps that will allow these key areas in our region to evolve. In particular, we felt the following were strong ideas that define a compelling direction for this area:

- The vision for a dense mixed-use urban neighborhood that is pedestrian-oriented realized through the creation of fine-grained places to work, shop, recreate and congregate with friends, family, and others in one's local and regional community
- Infilling around positive existing uses and infrastructure investments;
- Utilization of the relatively unique configuration of super blocks within the Central City to advance an integrated density + openspace relationship;
- Adding high intensity housing to leverage existing high intensity office and retail;
- Implementing a coordinated parks strategy to support added housing, existing uses and general intensification of the area;
- Enhancing physical connections, particularly bicycle and pedestrian connections, between the river, Rose Quarter, and areas East of I-5;
- Developing a hierarchy of streets;

Illustrating in the plan documents incremental short and longer term infill building examples, including well designed but inexpensive, single story retail retrofits and high rise residential towers;

While we are supportive of the plan as presented, we would recommend further consideration and work on the following two main areas:

Connecting South
More effort and focus should be made on physical connections across I-84 to the south. As the draft plan recognizes, the district has been cut off from the rest of the city by historic transportation investments, particularly grade-separated auto-exclusive freeways. Similar to the approach to connections to the river, we suggest increased consideration of the southern connections in the plan's accompanying maps and illustrations.

Planning and Programming Parks and Plazas

The parks concept in the draft is strong, and we agree with the approach of keeping the concept diagrammatic in visualization. As noted above, the Panel agrees with the draft plan's strategy of using investments in parks to help spur, focus in location, and support housing investments and uses in the district. However, more work needs to be done to further develop the concept either in this plan or as a focused follow-on effort. Simply put, good parks do not just happen. The series of parks in the district should function as an integrated system, and should factor in the presence of other "open spaces" in the area. Future work should provide more definition for a programming concept in tandem with the physical concept diagram, establish principles to ensure that parks are developed in the right places and that surrounding uses support them, and give additional thought to the interplay of public and private lands in the parks and open space network for the district.

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Finally, a practical – which likely means incremental and complex – funding strategy needs to be developed including buy-in from both the public and private sectors.

When crafting a more detailed district parks strategy, considerations should include:

- *Possible consolidation or relocation of existing parks in support of the overall district parks strategy.* There are numerous parks and park-like spaces sprinkled throughout the district today: outdoor plaza spaces at public facilities such as the Convention Center and Rose Garden; Holladay Park; public "greened up" lots with plantings, hardscape and lawns; and even a number of private parks/open spaces/plazas. Many of these places are underutilized, some are arguably poorly located. Portland should be bold enough to at least consider relocating or eliminating some of these spaces in the interest of a stronger district parks strategy.
- *Activating and defining specific roles for the parks throughout the district.* Programming each of the parks will be critical to their future success, and should be further studied before additional park investments are made. That further study should include defining the purpose, role and desired range of experiences at each major site and type of site, including at public facilities. The role of privately provided plaza and park spaces should also be addressed. In addition, questions need to be considered such as how to support year round use, whether on-site program management is needed (as at Pioneer Courthouse Square and Director Park), or whether to provide commercial space or allow mobile vendors; and/or funding/implementation strategies. The process to define, program and design the three Pearl District parks may be a good model. Equity should be considered.
- *Addressing surrounding land uses and building massing/frontages to support planned parks.* Adjacencies must be carefully considered. There are many Portland-specific examples of creating the conditions for successful parks (e.g., Director Park, the three Pearl District parks), and an opportunity to draw lessons learned from the challenges of Holladay Park. Parks should be located where they can be successful assets, and the built environment should support current and future park investments. This should include an assessment of code requirements needed to support the desired direction.

Freeway Configuration and Adjacent Potential Development

The Panel is impressed with the symbiotic results/potential options stemming from the timely collaboration of ODOT and BPS. We are extremely eager to see a replication of that fruitful relationship as the City moves towards the NW, SW and SE Quadrant Plans, and hope the respective project teams will continue to touch base with us in this regard.

With respect to the nascent proposals for I-5 configurations within the extent of the Rose Quarter, the Panel firmly supports the Auxiliary Lane Concept far and away above the potential Braided Ramp Concept and its resultant impacts on the urban environment and long-term vitality of both the Convention Center to the east and Rose Quarter to the west. Our deliberations on this matter squarely focused on the compromised quality and character of the environment (transit and otherwise) of the space BELOW the freeway, but we were also positively swayed towards the Auxiliary Lanes concept based on its ability to provide needed improvements for safety and freight operations.

Finally, the Panel is supportive of options to reconstruct the "surface" or "local" connections above the I-5 Auxiliary Lane widening, in configurations that drive connectivity and foster development in the area of the PPS/Blanchard site and integration with the larger Quadrant Plan visioning. Simply replacing the vehicular framework of local connections available today was not transformative for enough in a quadrant of the city ripe for redevelopment, healing and multi-modal innovation. The Panel would support further study of these alternatives.

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Again, we appreciated the opportunity to hear about the work your team is doing, and to offer our thoughts on how to make what is already a strong framework even better. We reiterate our support for this effort.

Sincerely,



James McGrath, AIA, ASLA – Chair, AIA Urban Design Panel

Sean Batty, ASLA

Lauren Schmitt, ASLA, AICP

David Berniker

Alex Joyce

cc. Susan Anderson, Director, Bureau of Planning and Sustainability

Joe Zehnder – Chief Planner, Bureau of Planning and Sustainability

Chet Orloff – Co-Chair, CC 2035 Steering Committee

Michelle Rudd – Portland Planning Commission

Tim Heron – City Planner, Bureau of Development Services

Kara Fioravanti – City Planner, Bureau of Development Services

Guinevere Millius – Chair, Portland Design Commission

Brian Campbell – President Oregon APA

Jeff Schnabel – President Oregon ASLA

Stefanie Becker – President, AIA Portland

Saundra Stevens, Hon. AIA, Executive Vice President

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N/NE Quadrant and I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #14 (March 15, 2012)

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N/NE Quadrant and I-5 Broadway/Weidler Plans

MARCH 15TH, 2012 SAC MEETING # 14 AGENDA

CALAROGA TERRACE, 1400 NE SECOND AVENUE, PORTLAND, OR 97232

TIME	MIN	ITEM	LEAD(S)
5:00	30	**Informal Discussion and Meal**	All
5:30	15	**Standing Items** A) Welcome B) Meeting Purpose/Agenda Review C) Approval of Minutes D) Announcements E) Process Overview/Timeline Reminder	Imperati
5:40	45	**N/NE Quadrant Plan** A) Central City 2035 Concept Plan B) Draft N/NE Quadrant Plan Outline C) Proposed Workplan D) Q and A/Discussion	Zehnder Lisle
6:25	120	**I-5 Broadway Weidler Interchange Elements for Further Refinement** A) Introduction and Overview (5 minutes) B) Southbound Braided Ramps Presentation, Discussion, Q and A (45 minutes) C) Break (10 minutes) D) Eastside Multi-Use Path Presentation, Discussion, Q and A (10 minutes) E) Clackamas Bicycle/Pedestrian Overcrossing Presentation, Discussion, Q and A (10 minutes) **Public Comment** (10 minutes) ***3 SAC Actions :*** (15 minutes) ***Do you agree with the staff recommendations on elements B, D, and E as described in the March 8, 2012 Joint Staff Report: Recommended Elements of the I-5 Broadway/Weidler Interchange Plan Improvements?*** F) Vancouver/Flint/Hancock Overcrossing/Lid Presentation, Discussion, Q and A (15 minutes)	Juhasz Lisle Leclerc
8:25	5	**Next Steps, Meeting Evaluation** A) Land Use Subcommittee Meeting on 3/21 (focus on height regulations) B) SAC Meeting #15 on 4/12 C) Meeting Evaluation	Imperati
8:30		**Adjourn**	



N/NE Quadrant and I-5 Broadway/Weidler Plans

February 16, 2012 Stakeholder Advisory Committee Meeting #13 DRAFT Notes
ODOT REGION 1 HQ, 123 NW FLANDERS, PORTLAND OR 97209

Voting Members

Representative	Interest	Organization	Present
Matt Arnold	Trans: Bicycle	Bicycle Advisory Committee	**Y**
Wynn Avocette	At-large		**N**
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	**Y**
Brittain Brewer	Neighborhood Assoc.	Sullivan's Gulch NA	**N**
Daniel Deutsch	Small Developer	Alora Development	**N**
Malina Downey	Trans: Freight	UPS	**N**
Debra Dunn	Trans: Trucking	Oregon Trucking Association	**N**
Gary Eichman	Trans: Freight	Portland Freight Committee	**N**
Dean Gisvold	Neighborhood Assoc.	Irvington NA	**Y**
Cynthia Gomez	Environmental Justice / Economic Equity	Latino Network	**N**
Heidi Guenin	Community Health	Upstream Public Health	**N**
Damien Hall	At-large		**N**
Sean Hubert	Affordable Housing	Central City Concern	**Y**
Wayne Kingsley	Business Org: Adjacent	Central Eastside Industrial Council	**Y**
Wade Lange	Prop/Bus/Dev: Lloyd District	Langley Investment Properties	**Y**
Lloyd Lindley	Urban Design	AIA Portland / ASLA Portland	**Y**
Eric Lovell	Business Org: Lower Albina	Uroboros Glass Studio	**N**
Jenny Lyman	Transit Rider	Tri Met	**Y**
Gary Marschke	BSN Org: NNE BSN Assoc	NNE Business Association	**N**
Brock A. Nelson	Trans: Rail	Union Pacific Railroad	**N**
Midge Purcell	Community / Civic Org	Urban League	**Y**
Paul Riggs	Labor Organization	Building Trades/Columbia Pacific	**N**
Owen Ronchelli	Trans: Local TMA	Lloyd TMA	**Y**
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	**N**
William Ruff	High-Density Residential	Multiple property owners/developers	**Y**
Bob Sallinger	Environment	Audubon Society	**N**
Phil Selinger	Trans: Pedestrian	Willamette Pedestrian Coalition	**Y**
Gary Warren	Neighborhood Assoc.	Lloyd District Community Assoc.	**Y**
Mike Warwick	Neighborhood Assoc.	Elliot NA	**N**
Justin Zeulner	Prop/Bus/Dev: Rose Quarter	Trail Blazers/Portland Arena Mgt	**Y**

Alternate Members

Ed Abrahamson	Neighborhood Association	Irvington Community Association Land Use Committee	**Y**
Joanna Agee	Small Developer	Alora Development	**Y**
Gwen Baldwin	Major Retailer	Lloyd Center Mall	**Y**
Mike Bernatz	Prop/Bus/Dev: Lloyd Dist	Ashforth Pacific	**N**
Steve Bozzone	Public Health	AROW	**N**
Carol Gossett	Neighborhood Assoc	Sullivan's Gulch Neighborhood	**Y**
Dennis Henderson	Major Retailer	Lloyd Center	**N**
Doug Klotz	Trans: Pedestrian	Portland Pedestrian Advisory Com	**Y**
Andrea Marquez-Horna	Environmental Justice / Economic Equity	Latino Network	**N**
Chris Oxley	Prop/Bus/Dev: Rose Qtr	Portland Arena Mgt	**N**
Kelly Rodgers	Environment	Coalition for a Livable Future	**N**
Bob Russell	Trans: Trucking	Oregon Trucking Associations	**N**
Laurie Simpson	Neighborhood Assoc.	Elliot NA	**Y**
Martin Soloway	Affordable Housing	Central City Concern	**N**
Joice Taylor	Business Org	N/NE Business Assoc. President	**N**
Tracy Whalen	Trans: Freight	ESCO Corporation	**Y**
Kurt Widmer	Business Org: Lower Albina	Widmer Brothers Brewing	**Y**

Non-Voting Members

Lew Bowers/Peter Englander	PDC	PDC	**N/Y**
Chris Deffebach	Metro	Metro	**N**
Teri Dressler	OCC	OCC	**N**
Jessica Engelmann	TriMet	TriMet	**N**
Peter Englander	PDC	PDC	**Y**
Sara King	PDC	PDC	**N**
Susie Lahsene	Port	Port	**N**
Alan Lehto	TriMet	TriMet	**Y**
Paul Smith	PBOT	PBOT	**Y**
John Williams	Metro	Metro	**N**
Rian Windsheimer	ODOT	ODOT	**N**
Joe Zehnder	BPS	BPS	**Y**

Project Team/Staff

Stephanie Beckman	Staff	BPS	**N**
Debbie Bischoff	BPS	BPS	**Y**
John Cullerton	Consultant	URS	**Y**
Fred Eberle	Staff	ODOT	**Y**
Melissa Egan	Assistant Facilitator	Institute for Conflict Management	**N**
John Gillam	PBOT	PBOT	**N**
Diane Hale	Staff	BPS	**Y**
Erin Halton	Facilitation Assistant	Institute for Conflict Management	**Y**
Sam Imperati	Facilitator	Institute for Conflict Management	**Y**
Steve Iwata	Staff	BPS	**Y**
Andy Johnson	Staff	ODOT	**Y**
Todd Juhasz	Staff	ODOT	**Y**
Charles Kelley	ZGF	ZGF	**Y**
Mauricio Leclerc	Staff	PBOT	**N**

Karl Lisle	Staff	BPS	**Y**
Nicholas Starin	Staff	BPS	**Y**
Mike Tressida	Atta Planning	Atta Planning	**Y**
Paddy Trillet	ZGF	ZGF	**Y**
Tim Wilson	Staff	ODOT	**N**
David Zagel	Consultant	URS	**Y**

Members of the Public: Gwen Baldwin; Peter Finley Fry; Murray Koodish, NE Business Association; Jonna Papaefthimiou, Mayor's Office; Brad Perkins, ICA; Lee Perlman, Eliot Neighborhood Association; Allan Rudwick, Eliot LUC; Andre Unthink, PSU

INFORMAL DISCUSSION AND MEAL

WELCOME, MEETING PURPOSE, APPROVAL OF MINUTES, AND STANDING BUSINESS

Sam Imperati, ICM, welcomed the group and reviewed the agenda. He welcomed Kurt Widmer to the table for the first time.

APPROVAL OF MEETING MINUTES

The January 19, 2012 Meeting Minutes were approved with edits shared via email from Debra Dunn. Two other edits were provided: Carol Gossett was the sole representative attending for Sullivan's Gulch Neighborhood Association and Wade Lange was representing Langley Investment Properties.

PROCESS OVERVIEW/TIMELINE REMINDER

Sam projected the updated process chart, which maps out each phase and describes where the SAC is at in the process. He briefly described the goal of each Phase of the SAC Process and reviewed meetings/topics scheduled ahead for March, April and May, 2012. Sam said May 10th is when the complete draft is due. He added that there will be a longer public comment period at the May and June SAC meetings. June 28th will be the meeting for final recommendations and finalizing of the report.

Wade Langley: suggested another tour/field trip, now that the group has whittled down to concrete concepts. Others in the group showed support and Gary Warren offered to arrange a bus.

FOLLOW UP FROM PRIOR MEETING(S)

Sam said the Open House at Lloyd Center on February 2, 2012 was a great success and thanked Wanda Rosenbarger for hosting. Comments received at the open house were provided in the meeting packet. Sam added that there was a letter submitted by Daniel Deutsch, which was also included in packet.

Karl Lisle, BPS, recalled the OSU architecture class' study, and said the results are posted on the project web page.

OUTREACH SUMMARY

Karl Lisle added that in addition to the Open House, members of the project team have also been attending several subgroup meetings on the land use side of the process. There has been also outreach to key property owners through a developers' forum meeting held last week, where concept maps were presented. Feedback was generally positive and the project team gathered some ideas for revisiting regulations to allow more flexibility with shared parking facilities.

N/NE QUADRANT PLAN CONCEPT

Karl Lisle, BPS, clarified that the project team was looking for a more concrete sense from the SAC regarding the plan's conceptual elements. He reviewed the existing condition key points, emphasizing that there are very limited housing areas and noted the new plan does envision more housing in the quadrant. He said most of the infrastructure needed to support a dense urban environment is already present. He showed slides and maps of existing business conditions on the west vs. east side of the Willamette River. He noted that the Lloyd District job growth statistics are an area of some growth, but the housing unit statistics have not grown. The plan looks to capitalize on the next wave of development, as was seen on the west side of the river. Karl presented a slide that showed a three dimensional depiction of growth development potential.

Karl reminded the SAC of the concepts shared at the September 2011 meeting, and the stage of the draft at subsequent SAC meetings. He noted that the subcommittee met in January's meeting to address significant concerns about the street character types. Karl reviewed detailed slides on the revised draft concept, noting that Lower Albina will see limited change during the life of the plan, Russell Street will not have expansion of residential area, but the mixed use area will expand slightly up Russell Street and to embrace the light rail station on Interstate. The Lower Vancouver/Williams area will see increased flexibility to allow more commercial/employment uses in current RH-zoned areas. In the Lloyd District much more significant change is envisioned during the life of the plan. The concept recognizes the importance of the big regional attractions in the district and seeks to balance their episodic activity by encouraging new uses that surround them, but don't necessarily compete. Karl noted that the "Central Lloyd" area will likely see the highest density new development and that the scale of the buildings along the Broadway/Weidler corridor will gradually increase as one moves closer to the river.

Wayne Kingsley: as I reviewed this revised draft, I thought I saw housing next to industrial without much transition (near the Rose Quarter). The lack of transitions in those types of areas hasn't worked well in the past.

Karl Lisle: yes, that is something we are aware of and will be attentive to.

Phil Selinger: is parking being addressed in a separate conversation? Have we looked at shared parking?

Karl Lisle: not sure, think it may be part of future conversation.

Steve Iwata: yes, there will be more to come.

Laurie Simpson: regarding the height limit on Broadway west of 7th, is that the same as the existing?

Karl Lisle: yes, the existing height limitations vary in different areas, and we are suggesting we may need to reduce the height in some places and increase it in others. Along Broadway west of 7th, the current height limit of 100' is generally consistent with the concept.

Pauline Bradford: comment that if the buildings are too high, there is a feeling of being shut out, as was the case with the Rose Quarter and the Eliot neighborhood. Too many tall buildings create a separation. Many of the 2-3 story houses can see the river on the upper floors and that enhances the neighborhood where you are hoping to build.

Karl Lisle: good point. We will discuss these aspects more in Phase 4. This is only a concept level map. The discussion will be more detailed on these aspects at the March 21st subcommittee meeting.

Dean Gisvold: regarding zoning and the effect on non-development areas, he suggests using a comparison map that shows the current height restrictions and current zoning, as it might be useful for the group to see. Question: if you have an approved concept at this point in the process, will that allow for height restriction additions later?

Karl Lisle: an approval of the concept is just that – it sets up a conversation and allows for having the needed resources with us when we get to that next detailed point in the process. The idea here is to have the guidance in place to help frame up and focus those conversations. Yes, stakeholders can offer comments that are more specific (e.g., regarding height restrictions) later in the process.

Tracy Whalen: continuing that point, and comment specifically on the little peninsula between the River and the Coliseum, she sees in the draft that it would create a wall.

Mark Raggett: we have other renderings that will show more detail, and we can talk in more detail about ways to keep an open sense in those spaces.

Gary Warren: comment about the 5 block residential zone; we do want to preserve the existing residential land use along with the zoning.

Karl Lisle: that is a conversation that we need to have. If you want a commitment to residential and other kinds of development in that central Lloyd area, which is suggested by the concept, then you do want to say yes to the concept, (unless you only want 100% residential) as the plan concept has both residential and business.

Bill Ruff: it is important to consider building mass along with height.

Dean Gisvold: suggests that we need some plain English to consider what each zoning restriction actually means, so the public can really understand the plan. Also, show how it factors in scale, this will be helpful for people to consider.

Bill Ruff: do you know what the FAR (Floor-to-Area Ratio) implications of the concept are?

Joe Zehnder: we clearly need to look at that, as it does relate back to infrastructure.

Mark Raggett referred the SAC to the next set of handouts in the meeting packet. He showed maps of three main types of streets (coded as red, blue and green), and reviewed the assumptions used for each type. Mark shared a digital design of how each area could look as compared to a photograph of how they exist today. He noted that for the green or “flexible” streets, stakeholders should focus on the main character of each segment and the connectivity, as there are several possible options for uses of the green streets.

Wayne Kingsley: admitted he had to review the 97 pages of meeting materials quickly, and had a question about the ultimate use of this section - how much will ultimately go into the Comp Plan, in terms of zoning and maps?

Karl Lisle: nothing in the concept will necessarily directly go into anything else. Anything approved today simply lets us move forward into the next phase. At the next SAC meeting, we will turn our focus to zoning, and there will still be time to provide suggestions and feedback.

Wayne Kinsley: comment that the zonings that are part of the 2035 Vision should not be in the Comp Plan.

Karl Lisle: clarified that saying yes to this concept today does not mean final approval.

Tracy Whalen: looking at 9th/Weidler, your vision does not look too bad, but would like to have a car count on daily traffic in both directions. You cannot take a lane away when we already have a streetcar. Also the curb extensions would affect truck access, so you have to be selective about where those are placed. 9th and Weidler is not a good place. Some cars might have trouble making those turns, too.

Joe Zehnder: good feedback, and, as the Pearl District development process has unfolded over time, he expects the same will be true for the east side. Part of what the illustrations were meant to do was to show how things might evolve over time. The Lloyd District is already zoned for large buildings, but that hasn't happened yet. Regarding Tracy's comment, we do want to stress that the digital images were meant to show potential. We are hoping to get smarter on how the area might develop.

Sam clarified that the comments being shared are appropriate for this phase in the process, and staff are putting these concepts forward today as concepts only, in other words, a place to begin to get the SAC out of the generalized issues, so you can move to more detailed discussions in Phase 4. Stakeholders will not be stopped from bringing forth concerns.

Justin Zeulner: specific to Broadway and Weidler, the business community for the most part wants to see parking spaces preserved. We want to see this District become a thriving business community and also good for existing and future residents, as well. From a process standpoint, if we want this, will we start making changes now or just wait until development happens? We want to see some of this implemented sooner, not 20 years from now.

Joe Zehnder: yes, we think it will be a phased, flexible approach, and we want to create a level of confidence regarding the direction the area is going, so the community can it can have sense of direction and momentum. Also, there are specific investments, such as the streetcar, that will greatly influence the direction it will go.

Sean Hubert: regarding the parking plan, a lot of the illustrations showed the removal of current parking areas. We need to be strategic and he wonders if there may be an opportunity for the City to "land bank" or ensure some parking development in this area.

Gary Warren: agrees with Justin, we need to preserve parking, as a portion of Broadway is a ribbon that goes through two residential neighborhoods and parking is critical for businesses. We also need to look at pedestrian safety. Comment to Joe Zehnder: we need to do it now. Also he is concerned about seeing Multnomah become a major commercial road, and has been hearing rumors about that.

Karl Lisle: to clarify, just because Multnomah is red on this map, that does not mean it will be a major arterial. It is more of a commercial character. He did hear quite a bit of pushback regarding earlier versions of the concept which showed Multnomah as a less active boulevard street at previous meetings and in conversations with major property owners along Multnomah. The current concept suggests that Multnomah over time may develop more of a commercial main street character over time, though it wouldn't necessarily have significantly more traffic. The color coding for each street and it really is more about developing character as we move forward.

Dean Gisvold: agree with Justin and Gary, he has also been getting pushback, feedback, and concerns expressed by the public. We plan to present a multi-neighborhood response sometime in early March.

Carol Gossett: when we will be able to prioritize projects/areas within the plan – the next phase?

Karl Lisle: he hopes so, and thinks it will be more effective to have a prioritized list. He is trying to set that up and make this project compelling to large landowners, to get them invested.

Karl reviewed next set of slides on proposed green spaces. He noted the plan has not changed much since the November meeting. The general idea is to seek to organize future public and private open

space amenities in the vicinity of NE Clackamas Street and over time create a balance of active and reflective park spaces. He showed slides with example images of how future green areas might look.

Phil Selinger: in discussions with Conway Properties, we have noted that small parks are expensive to maintain – who would maintain them? Have you discussed with Portland Parks?

Karl Lisle: we have discussed this with parks staff, and they have noted that ideally a central park facility in this area would be more than one block in size, and not all parks and amenities have to be public. Generally, Parks would rather put public funds into larger park spaces and let the private sector supply some of the smaller facilities.

Gary Warren: have seen large amount of construction activity on the Legacy property – can you shed some light on what is happening at Legacy?

Karl Lisle: they have a development project they are trying to get off the ground, and we are talking with them about coordination. Todd has some points he will refer to later and this is a topic that is on the docket for discussion. We need to have more discussion with Legacy about their project and get more information so we can better understand impacts on elements in our concept planning work.

Karl reviewed a few more slides on green systems, including swales, green canopies and other eco-district efforts underway. He noted the attention to areas where there might be synergies, that if we are going to undertake a whole series of infrastructure improvements on, for example, Clackamas Street, why not also include some other objectives, if there is alignment, such as green street improvements.

Justin Zeulner: does not think meeting notes exactly reflected what was meant at the last meeting when he spoke of a "fatal flaw" of Clackamas Street in the green system – and you just highlighted that for me. As a private property owner, he is wondering if there is so much energy being put into that in this plan, and if that does not happen, is there a "Plan B"?

Karl Lisle: this is conceptual and there is always room for a Plan B. While this is a good issue to flag and bring up as a concern, he does not think this is a fatal flaw on a concept level.

Karl continued the presentation and showed a slide on next steps for the next few meetings as the group moves into Phase 4. He also showed a slide on areas where there the potential freeway project presents opportunities to help meet Quadrant Plan Concept priorities such as improving connections, such as the proposed lid over the freeway at Broadway/Weidler.

Gary Warren: regarding the insight shared on the Clackamas over-crossing, can we have a conditional or "dependent upon" component? You said something about Todd talking about that later tonight?

Karl Lisle: if you look at the freeway staff report, it includes items we want to come back to in March. Our original thinking was that a Clackamas crossing was in that base project group. Later tonight, Todd will be asking you to confirm coming back to that idea in March.

Gary Warren: is concerned that some ideas will go away. We are dealing with a lot of things when it comes to that Clackamas overcrossing, such as the eco-system component.

Karl Lisle: yes, and we want to bring that back in March.

Gwen Baldwin: the issue seems to be whether or not the concept is a fit, and whether design development potential is off the table because of properties that would be under private control.

Karl Lisle: the project team wants more time to look at options and to not make a decision just yet. We want to wait until March when there is more information available.

Gary Warren: clarified that he does support the green street on Clackamas.

Justin Zeulner: to be clear, if we think the central Lloyd area is where a lot of residential would be and we want to activate our riverfront, he thinks that we need to be mindful that the residential area must be connected properly. Please keep that in mind when looking at the primary connection green streets.

Alan Lehto: to clarify, Clackamas as a right of way does not extend all the way to the freeway and there is a piece on either side that Legacy could block?

Karl Lisle: yes; and that is exactly why we need more time to have conversations.

Allan Rudwick: one of the examples of what we are trying to do here exists in Virginia where I grew up, and he can foresee that it may be the place where everyone wants to live. If we want to go big, we should create a place where folks want to hang out.

Action #1: Do you agree with the staff recommendation ~~to approve~~ move forward the N/NE Quadrant Concept?

The following members voted 1 (Total = 14):

- Tracy Whalen
- Carol Gossett
- Phil Selinger
- Matt Arnold
- Joanna Agee
- Wade Lange
- Owen Ronchelli
- Gwen Baldwin
- Lloyd Lindley
- Justin Zeulner: feel we need to be deliberate about the word "approve" regarding the concept – prefer the term "move forward"
    - Karl Lisle: we would be fine with changing the term to "move forward"
    - Justin Zeulner: with that change, and the tweaks that discussed today, support with a 1
- Laurie Simpson: with that change, support with a 1
- Gary Warren: with that change, support with a 1
- Jenny Lyman: with that change, support with a 1
- Pauline Bradford: still mindful of height, but with that change support with a 1
- Sean Hubert: still mindful of parking, but with that change support with a 1.

The following members voted 2 (Total = 2):

- Bill Ruff: not clear yet how to deal with the height issue and in the central core area there was no mention of mixed use, and he thinks that would be important
    - Karl Lisle: yes, mixed use would be allowed, with the exception of Gary's RX pocket, and the height issue will be discussed at an upcoming subcommittee meeting.
    - Bill Ruff: with that clarification, support with a 1.5.
- Dean Gisvold: does not like approving the concept with all those numbers in there, staying a 2.

The following members voted 3 (Total = 2):

- Wayne Kingsley: been working with these guys for many years, feels this is way too loose and just cannot give approval without more detail.

- Midge Purcell: while the language change makes me feel a little more confident, she not clear what the consequences of the plan concepts are, things like neighborhood affordability and stability.

I-5 BROADWAY-WEIDLER INTERCHANGE BASE CONCEPT

Todd Juhasz, ODOT, reminded the group of the feedback heard from SAC members at the last meeting. He recalled that crash rates in the area are high and noted the freeway analysis findings. He noted that the auxiliary lanes would significantly reduce congestion and delays in south- and northbound lanes. He showed a key hybrid map slide and noted that question #2 was not called at the last meeting, because more details needed to be worked out. ODOT refined and reframed the presentation for SAC review and the purpose of calling the question to the SAC.

Todd clarified that they were breaking out just the elements that are part of the proposed Base Hybrid project, and noted the improvements gained (e.g., bridge, lid, storm water and seismic upgrades) and the movement of the I-5 southbound on-ramp. He reviewed the rationale for the hybrid base project and showed a close-up slide of the Broadway/Weidler box. He noted a revised event egress from the Rose Quarter with a closed Weidler on-ramp and showed a slide illustration of the existing and the proposed egress (option 1.) He also recalled the Madrona/Central City Concern issues that were raised at the last meeting and showed a slide of existing and a conceptual site plan. He shared a moving digital illustration of a driver's view as they travel up Weidler and approach Williams. He clarified that the Base Hybrid cost estimates are between $240-260 million, which includes auxiliary lanes in both directions. Other costs are listed in the meeting handouts.

Todd reported that the project team recommendation was to approve the revised base elements and to continue refinements for the SAC meeting in March.

Gwen Baldwin: does not recall seeing data that spoke to a dramatic improvement of the weave at the last meeting. What is that improvement in terms of the weave? And what are tradeoffs of having the auxiliary vs. having the auxiliary and the braided lanes, if we didn't extend the highway southbound?

Todd Juhasz said at the January SAC meeting, the team showed peak period slides and pre-peak period slides. In the off-peak hours, there were significant benefits, as drivers have more room to make a decision. It is hard to quantify the amount of accidents we would avoid by eliminating the southbound weave with the addition of the braid, but think the auxiliary lane outweighs the braid in terms of benefit. Traffic will flow more smoothly, and there will be less friction. In ODOT's opinion, the addition of the auxiliary lane will do more good than the addition of the southbound braid on its own. In other areas where we have added an auxiliary lane, we have found it really hard to quantify.

Andy Johnson, ODOT, added that there are data that show there are many drivers coming from I-405 and getting off at I-84. The auxiliary lane would keep them in same lane, and approximately half of the movement would be eliminated, so it is best to have both the auxiliary and the braid. He agrees we need to provide better cost benefit information on that.

Laurie Simpson: it would be good to see more information on that. Have you looked at ways, if you are on the west side of Williams Street, that a pedestrian has options for crossing Broadway by the on-ramp? The proposal makes it look like a pedestrian might get stranded there.

Andy Johnson: yes, we are looking at ways to make that work. Phil Selinger and Doug Klotz offered some ideas that we have not yet had the chance to focus on. Typically ODOT is not a fan of crosswalks at on-ramps, and our goal is to provide crosswalks at all locations unless there is a serious reason not to.

Phil Selinger: these details can make or break the trip for pedestrians. At eastbound Weidler and Williams, there appears to be no option for crossing Weidler. Also, what reason is there for the multi-use path? He is not seeing it as for pedestrians, just for bikes.

Alan Lehto: disagrees with Phil. There might be a good reason for the multi-use path if it connects to something. Also, think about the space behind Madrona building and of getting busses through what looks like a drop off.

Todd Juhasz: essentially this is just a different pattern than the one that exists now. That is another detail we need to work out. We need to look at number of trips per hour.

Alan Lehto: yes. We do not want to design this in a way that cars would linger and busses would have to honk to get through. Also, structures over the transit center and providing more shading in addition to what is already shaded by freeway is of great concern

Carol Gossett: are we still talking about no additional right of way? Is everything within the existing right of way within the bed of the freeway?

Todd Juhasz: to do this we would pull existing retaining wall back to a vertical position. This would allow room to construct the auxiliary lane within existing ODOT right of way.

Carol Gossett: also, it seems like there are a lot of internal circulation issues. Were the other stakeholders all in agreement with this?

Todd Juhasz: not necessarily in agreement, but rather there is an agreement to move forward and work on details until we get this right. We have 2-3 years to make sure we work out the details with the impacted stakeholders, and saying yes to the base concept is not an agreement that the suggested site plan configurations are the final design.

Jenny Lyman: the multi-use path - is there a major divider? It seems dangerous.

Todd showed the moving graphic again, and clarified that there would be a high curb, as well as other barriers that may include bollards, shrubs and/or trees to provide a buffer. The path would also be much wider than a typical multi-use path, 12-15 feet.

Laurie Simpson: the shape of the lid is not providing much land use opportunities. Is that something that is still being tweaked?

Andy Johnson: the reason it is being shown like that is to keep the beam lengths short, so they are perpendicular to the Freeway. There will be opportunities to shape it in more detail later.

Joe Zehnder: The lid has the potential to provide significant access/amenity, development opportunities on the Left Bank Annex block.

Justin Zeulner: when you look at the base project, we are really talking about making the area better. There are issues with getting into the Rose Quarter campus, and relocating the on-ramp could create a good opportunity to get people out of the area. He wonders if the green triangle by the east garage on slide 20 could become a developable area. There are also impacts on bus movement through the area.

Alan Lehto: would be good to look at all opportunities to move through there and move north on Williams. Please consider time needed for buses to get moving north.

Ed Abrahamson: can you speak to the high crash rates and the value of these improvements? Also, looking at Madrona area, and people's tendencies to turn on red lights, he thinks it would be very

dangerous for bicyclists. Similarly, we have a lot of traffic on Weidler that wants to go northbound on Williams.

Andy Johnson: we heard Todd say earlier that the study area has the highest freeway crash rate in the state.

Paul Smith: yes, do crashes occur at highly congested times of the day and usually at low speeds?

Matthew Arnold: regarding the auxiliary lanes, it sounded like the quantifiable justification is light and that you are trying to find numbers to support that. He recalls the discussion at the last meeting about the experience underneath the freeway, especially under the Rose Quarter Transit Center. The new auxiliary lanes may create a dismal environment. We would like to see a trade-off analysis, in terms of light/sound/air quality, as we move closer toward presenting these options to the public. He questions some of the pieces in the Hybrid concept, as the Rose Quarter is an area that has suffered greatly as result of transportation improvements that we have tried to shove into it over the last 20 years.

Todd showed slides of the existing and the new projected options for the area under the freeway near the Rose Quarter Transit Center. For the next meeting, we will do our best to bring something back cross-sections south of the location where the current sections are cut.

Andy Johnson: this is hard to quantify, what would be the best way to bring back to you?

Matthew Arnold: data on light level, the overall width in darkness, and audible noise, as was done with the CRC. That kind of analysis along with traffic and safety benefits would be helpful.

Andy Johnson: we will regroup and for the next meeting we will do our best to bring something back that is consumable. If there are not going to be any improvements to the freeway, it will be unlikely to get the support of federal agencies who could provide hundreds of millions of dollars on this. To me, if there are no improvements to the freeway, we lose the opportunities to make improvements elsewhere.

Owen Ronchelli: thinks there is also another side to this opportunity in terms of safety. With the braided ramp concept, there could be additions to northbound traffic in terms of a separated bikeway on Wheeler. Regarding the lack of light under the freeway, we should keep in mind that when the freeway was built in the late 50's and early 60's, they were not mindful as we are now of urban design and creating nice areas for pedestrians and cyclists. It is already an extremely noisy area, and he would challenge the idea that the proposed structure would create much more sound. With a good urban design treatment, he thinks we have an opportunity to create enhancements for drivers, pedestrians and cyclists.

Gwen Baldwin: this brings her back to the field trip idea, to help look and listen to the area as it exists as we have become more informed and are narrowing down on options.

Alan Lehto: he has serious concerns about an area with the highest TriMet ridership rates in the region. In the area under the freeway, we have tried to make improvements, such as the trolley barn and concessions, and this is a design issue that either needs to be mitigated really aggressively or we need to seriously look at moving the transit center out from under the freeway.

Todd Juhasz: agrees that we could sit together and work on design solutions – whichever way people want to go.

Paul Smith: regarding the benefits of the auxiliary lane vs. the braid, the charts clearly express the benefits. While it is indeed hard to quantify, he agrees we have a major safety problem and thinks the auxiliary lane significantly improves safety.

Dean Gisvold: been trying to listen for benefits that outweigh impacts; we see in the letters from Dan and others that we are underestimating the impact to local business and the construction time. The comments from the public meeting at the Lloyd Center seemed negative on the whole. If it were just the auxiliary lanes, it would not have as much heartache, as the impacts would be less. We are trying to squeeze in too much in too small a space, and it is not going to work.

Lloyd Lindley: he has seen many concepts and there is room for more discussion. We have been shown images that show how the elements you are mentioning have been reconciled. One thing that might help clarify would be the physical form of what the lid might look like, something that might demonstrate the added value for community and transit. Perhaps connections could be made, and the freeway component could be brought up to the level of the quadrant itself.

Gary Warren: to reiterate, we do not have any feel for the impacts this all will have on businesses and the streetcar while all of this is going on. He is concerned not just for the Left Bank and Madrona, but also for those dependent on getting across the freeway.

Joe Zehnder: all this takes much extra attention and money, and there are tactics and efforts that can be made in that regard. He wants us all to remember there is a real safety issue. We need to see the numbers and see that there are real deficiencies around Broadway and Weidler. We do not want to lose perspective on the issue we need to fix. Projected numbers on the proposed designs show significant improvements on the surface level as well as a great deal of promise for the freeway.

PUBLIC COMMENT

Doug Klotz: question regarding slide 17 in the presentation: how does one get down to Broadway? What about bringing the sidewalk over, so the sidewalks connect? Or on left side of Williams, if it were slightly widened? Also, we could probably say no to braided ramps now, but that is not my decision.

Brad Perkins has not heard much mention of bike corridor moving east west – would it continue on Broadway?

Andy Johnson: the green lines are for bikes.

Brad Perkins: suggests diverting the bike lanes as you did on Clackamas. He does not understand why you continue to push bikes through this area. We do not want there to be a lot of car drivers pissed off at bicyclists – why not pull them away from area? Hopefully the lid will add as a place for commercial development.

Todd Juhasz: Broadway-Weidler will continue to be the path of choice for the more adventurous rider, those not afraid of riding alongside traffic.

NOTE: Comments submitted via a hard copy letter from Dean Gisvold are included at the end of these notes.

Sam referred the group to the staff report, noting the four elements that appear on page 5 are coming back to the group for discussion at the next meeting and are not part of the vote.

Action #2: Do you agree with the staff recommendation to approve the Hybrid Base Project?

The following members voted 1 (Total = 8):

- Tracy Whalen
- Wayne Kingsley

- Carol Gossett
- Bill Ruff
- Justin Zeulner
- Wade Lang
- Owen Ronchelli
- Jenny Lyman

The following members voted 2 (Total = 8):

- Phil Selinger: request that where the multi-use path crosses Broadway and Weidler, show a white bar and make a diagram fix
- Matt Arnold: from a bike perspective, separating out the bike enhancements feels arbitrary, and without them is worried the bike community will not be able to support the hybrid option on its own
- Joanna Agee
- Laurie Simpson: would like to see diagram that shows the route further south along the light rail
- Gary Warren
- Gwen Baldwin
- Sean Hubert: appreciate all work staff has done, but feels they are missing a note about minimizing livability and business impacts in the area bus impacts. He suggests that be added as we move forward.
- Lloyd Lindley: in terms of design, would like to see this come up to the same level as land use

The following members voted 3 (Total = 1):

- Dean Gisvold

ADJOURN

There was no meeting evaluation distributed. Sam thanked everyone for a good meeting and adjourned at 8:40 pm.

Notes respectfully submitted by the Institute for Conflict Management, Inc. facilitation team.

Comments -- Dean Gisvold Feb 15th SAC Meeting N/NE Quadrant

The question is: Do you agree with the staff recommendation to approve the Hybrid Base Project, as described?

Two short comments from the recent public meeting on this proposal summarize my thoughts:

"Doesn't serve neighbors well, just cars, don't build it," and "You can't build your way out of congestion."

Forty years ago, the City said no to the Mt. Hood freeway and the Rose City freeway, and instead invested in the first light rail line. Forty years ago, the City said no to more cars and parking downtown and invested in a pedestrian friendly, transit oriented downtown. I was privileged to participate in those decisions, which have, in my opinion, served us well. For years, Portland has and continues to invest in transit, light rail and streetcars, investing in the future. Portland still has an in migration of folks who want to live here, and I am convinced that the quality of life we enjoy will continue to attract businesses with permanent jobs and new residents.

This hybrid proposal turns back the clock, and is inconsistent with forty years of progress toward a transit oriented city with 20 minute neighborhoods. It favors cars and freight over people and small businesses, like the Paramount Apartments, the Left Bank development, the Madrona, and the medical clinic, all located in the study area. These businesses, and the other businesses like them represent significant public and private investments, a real effort to make this part of town, pedestrian friendly, and transit oriented. These are the very businesses this proposal should assist, not isolate, by bringing more traffic to their very doorsteps.

This proposal has the potential to cause problems to the operation of the east side streetcar system.

This proposal will further divide the Rose Quarter area and its development from the Lloyd District and many people who will live and work in this area.

This proposal will further impact the African-American community remaining in the area.

Finally, the time period for planning and construction, a 5 to 10-year period, will cause uncertainty for businesses thinking about relocating and investing in the area, and problems for those who live and work in the area.

As I reviewed the materials, I kept thinking - what would Jane Jacobs say and do? I believe she would agree with the person who said "Doesn't serve neighbors well, just cars, don't build it."

I vote no.

\N NE SAC comments and position etc

March 8, 2012

TO: N/NE Quadrant Stakeholder Advisory Committee

FROM: Project Team

SUBJECT: SAC #14 Meeting, Quadrant Plan Discussion (5:40 agenda item)

At the March 15 SAC meeting, we will begin discussing of the N/NE Quadrant Plan, including its structure and the process that will be used to develop and review the plan. The following materials are included in the meeting packet to help facilitate this discussion:

1) **Central City 2035 Draft Concept Plan**. A copy of the Central City 2035 (CC2035) Draft Concept Plan is provided as background and to help set the context in which the N/NE Quadrant Plan will be developed. This draft plan is currently under review by the Central City Steering Committee.

The CC2035 Concept Plan will establish the overall vision and direction for the Central City as a whole and explain how CC2035 furthers the citywide strategies set forth in the Portland Plan. The Portland Plan has been approved by the Planning and Sustainability Commission and is scheduled for a public hearing at City Council in April. The Portland Plan will establish the citywide framework for the Comprehensive Plan, which will include the CC2035 Concept Plan and the N/NE Quadrant Plan.

Chapter 2 of the CC2035 Concept Plan lays out a planning framework that includes broad goals and objectives that apply Central City-wide. They are intended to provide direction for the quadrant plans and will provide the basis for new comprehensive plan policies related to the Central City. The CC2035 planning framework is organized into five topic areas:

- Regional Center
- Housing and Neighborhoods
- Transportation
- Urban Design
- Environment

Because issues that apply Central City-wide will be addressed in the CC2035 Concept Plan, the N/NE Quadrant Plan will focus on issues that are unique to its planning area within the Lloyd District and Lower Albina.

2) **Draft Outline for the N/NE Quadrant Plan.** A draft outline for the quadrant plan is provided, which lays out the basic structure of the plan. Key components of the plan will be in Chapter 4, which contains district goals, policies, implementation actions and performance measures. The chapter will be organized by district (Lloyd and Lower Albina) and has a framework consistent with that developed by CC2035. Next to each topic area (Regional Center, Housing and Neighborhoods, Transportation, Urban Design and Environment), we have noted which N/NE Quadrant project goals previously developed by the SAC are addressed in that section. The SAC project goals and objectives will be incorporated into the draft plan goals and policies.

Quadrant Plan Review Schedule
The following schedule is proposed for SAC review of the draft quadrant plan:

Meeting Date	Plan Component
3/15, SAC #14	Quadrant Plan Outline
3/21, LU Subcommittee	Potential changes in height regulations
4/12, SAC #15	Draft Plan Chapter 4: Goals, Objectives and Implementation Actions
5/10, SAC #16	Complete Draft Quadrant Plan
6/7, SAC #17	Revised Draft Quadrant Plan and public comment
6/28, SAC #18	Revised Draft Quadrant Plan, final review and approval

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Preamble

To call Portland's Central City unique is accurate yet inadequate. This place is distinctive not because of what it contains but due to how it became what it is today. This is the result of thousands of choices and decisions made by people who shared a deep respect for the natural and urban environment, a pioneer's independence of thought, civic aspiration and a number of often competing values. The aggregate of all this is a place that reflects aspirations of past and present generations, a place critical to the lives of Portlander's and that serves as the region's center.

Any city center worth mentioning will contain a successful commercial or retail district, perhaps the local seat of government, a mix of institutions, some residential development, and parks and cultural facilities that help define its character. Most often, these uses tend to only be found in the city center. These centers also tend to be connected to their region through a transportation network.

However, the best of these centers set themselves apart when they have a charisma, a sense of place, which is hard to clearly articulate. They communicate a yearning to be inclusive, to attract new people, cultures and experiences that enhance their city and ensure they are members of the larger global community. It's something you know when you experience it. Portland's Central City is one of these special places.

Our Central City is a place more about us as a people than about tall buildings and commerce. Its expresses how we view our place in the Pacific Northwest, a desire to celebrate local talent, industry, and institutions, and to be connected with the stunning landscape that surrounds us.

These ideals manifest themselves in the walkable urban form we have so intently crafted and preserved, the moves we have made to enhance our natural environment, the steps we have made to assist those most in need, and the priorities we have established to maintain industry and manufacturing as a central part of our local and Central City economy. They also emerge persuasively in *how* we've approached the challenge of planning and managing the Central City.

This is an intentional place, crafted through a participatory process engaged in with the belief that planning, done publically and acted on collectively, is a critical ingredient for getting the City we seek. This is also a place of purposeful experimentation, a learning city where new ideas about reshaping the traditional urban landscape and civic involvement have been actively pursued.

The 1972 Downtown Plan began Portland's efforts to restore the city center as a place where the serendipity of urbanity can be experienced by those drawn to the City. A place where the raw materials common to any downtown produce a special alchemy because here they are nurtured to leverage multiple benefits in a manner consistent with our larger civic principles.

Two major efforts from the 1970's provide examples of how Portland charted a different course that influenced other cities around the world. In 1972 Portland closed Harbor Drive and established Tom McCall Waterfront Park. It also rejected the proposed Mount Hood Freeway, which would have required displacing 1,750 households, and embraced development of the transit mall and eastside light rail. These moves reconnected the downtown to its historic waterfront, helped to preserve and save numerous neighborhoods and communities, and established a new recreational amenity and transportation network that continue to serve people throughout the region. These were bold moves that provide continuing dividends today and that have defined the scope of all of our city-building aspirations since.

Perhaps more importantly, these moves demonstrated to Portlanders that they had a voice in how their city operated and evolved, and that conventional wisdom borrowed from other places was not always the best strategy to create a great and livable city.

As Portland begins to think about "the next 25 years", the Portland Plan provides a new set of lenses through which we hope to see ourselves. Further, the Central City is not merely a stage to

present how Portland Plan goals may be achieved, a prosperous city center is critical if these goals are to be achieved city-wide.

Beyond preserving the assets we have, beyond continuing on the path we began in 1972 to create a truly livable city center, we choose to be a place where equity is our greatest aspiration, reflected as a priority in the actions we take and decisions we make. A place where youth thrive and can emerge as the citizens and leaders we'll need in the future. A place that is successful and livable because it is healthy and connected to the region it serves and the opportunities its citizens need.

Through all these experiences and the new lenses provided by the Portland Plan, we see Central City 2035.

Introduction

The Central City is the engine that drives the regional economy. It is here that the ability to accomplish the integrated strategies of the Portland Plan also lies. This is because the Central City provides jobs, professional services, workforce development, and governance critical to the success of every individual business and household in the City of Portland.

Resulting in more than just a symbiotic relationship, a prosperous Central City creates a multiplier effect that increases the prosperity of the region as a whole. It influences the ability every business district, corridor, and industrial area to flourish. It generates the earnings that fuel new physical and business development, influences house income, and creates revenue that funds public infrastructure, programs, and services that all people and businesses within the Portland metropolitan region depend upon.

Central City 2035 proposes new directions to maintain and expand upon the Central City's ability to fulfill its critical role as the economic heart of the region. Some of these directions build upon successful goals and policies originally promoted by the *Downtown Plan* and *Central City Plan*. Other directions address emerging issues and are intended to increase the resiliency of the Central City in the face of challenge and ability to thrive as new opportunities are presented.

These directions also realize the Portland Plan's advancement of establishing a more equitable city through a series of integrated strategies that promote a thriving educated youth, economic prosperity and affordability, and Portland as a healthy connected city. Central City 2035 will directly pursue these strategies as follows:

Thriving Educated Youth

Ensure that youth ages (0-25) of all cultures, ethnicities, abilities and economic backgrounds have the necessary support and opportunities to thrive – both as individuals and as contributors to a healthy community and prosperous, sustainable economy.

The Portland Plan will achieve this goal by focusing on actions and policies that:

- **Build a culture of high expectations and achievement for all Portland Youth**
- **Encourage all Portlanders to share ownership for youth success**
- **Create complete neighborhoods and communities that support youth success**
- **Support facilities, systems and programs that meet 21st century opportunities and challenges**

In the Central City this goal and associated objectives can be achieved by:

- Expanding access to K-12 public schools for the growing number of families with children choosing to live within the Central City.
- Supporting the development of new parks, community centers, libraries and other facilities that become extensions of the home and support urban families and

residents of all ages in active life systems, the ability to engage and learn, and establish community networks that enrich their lives and support the livability of the Central City.

- Encouraging new urban housing to be compatible with the needs of residents of all ages, abilities and incomes, by ensuring it includes a diverse mix of unit types, facilities that encourage community interaction and gathering, and is available in the ownership and rental market.
- Establishing new programs and partnerships between institutions and the public sector located in the city center to engage youth and to utilize the Central City as a stage for life long learning.

Economic Prosperity and Affordability

Expand economic opportunities to support a socially and economically diverse population by prioritizing business growth, a robust and resilient regional economy and broadly accessible household prosperity.

The Portland Plan will achieve this goal by focusing on actions and policies that:

- **Foster regional traded sector business and job growth**
- **Support public and private urban innovation**
- **Support Portland's advantages as a trade and freight hub**
- **Elevate the growth and vitality of the city's employment districts**
- **Support the vitality of Portland's neighborhood based businesses**
- **Meet Portland's needs for quality, affordable homes for current and future residents**
- **Ensure access to education and job skills needed by Portlanders and industry**
- **Provide for the economic security of low-income households**

In the Central City this goal and associated objectives can be achieved by:

- Facilitating job creation through support of office development, start-up businesses and emerging sectors, industrial/employment sanctuary policies, institutions of higher education, and overall retail and economic vitality to bolster competitiveness of the Central City relative to other West Coast markets.
- Investing in the maintenance and expansion of critical infrastructure to create a more stable and attractive climate that supports existing business, new commercial development, and existing employment districts.
- Enhancing the role of the Central City as regional center of arts, culture, and entertainment by supporting existing venues, organizations, and districts, facilitating the ability of a more diverse array of artists and artisans to use the city center as a show case of their industry, and by taking additional steps to maintain a safe urban environment.

- Optimizing the capacity of our transportation system to move people and goods to and through the Central City in a manner that is efficient, safe, and that supports the maintenance of an attractive, livable environment.
- Making strategic investments that maintain existing and help fund new transportation infrastructure critical to sustain the Central City as the regional center of commerce.
- Managing parking supply to ensure that there is enough on and off-street parking to support economic vitality and development of an urban form not dominated by the automobile.
- Increasing the supply of housing affordable to the work force of the Central City and increasing access to essential public services and neighborhood serving commercial services that making urban living for people regardless of their income level.

Healthy Connected City

Improve human and environmental health by creating safe and complete neighborhood centers, linked by a network of city greenways that connect Portlanders with each other, encourage active transportation, integrate nature into neighborhoods, enhance watershed health and provide access to services and destinations, locally and across the city.

The Portland Plan will achieve this goal by focusing on actions and policies that:

- **Prioritize human and environmental health and safety**
- **Promote complete and vibrant neighborhood centers**
- **Develop city connections, greenways and corridors**

In the Central City this goal and associated objectives can be achieved by:

- Fully utilizing and enhance the role of the public realm, establishing stronger ties to the Willamette River, and enhance connections between east and west sides of the Central City with each other and the city beyond.
- Preserving and enhancing the character of unique neighborhoods and historic districts while establishing a greener, healthier urban form that accommodates new growth and expresses the character of future generations while celebrating the past.
- Ensure urban neighborhoods include access to essential public services, such as schools and parks, and housing compatible with the needs of residents of different ages, income levels, and abilities, to ensure Central City living is possible for all Portlanders.
- Enhance the ability of at-risk populations to access human and health services they need.
- Continue to support the growth and revitalization of existing residential neighborhoods in and around the Central City in a manner that respects existing populations and businesses and addresses displacement.
- Ensure that all modes of the transportation network are safe, accessible, and attractive to all potential users.

- Move beyond the development of stand alone green buildings and create EcoDistricts that integrate systems to better manage resources, and improve human and environmental health.
- Continue efforts to clean and improve the health of the Willamette River as a primary source of habitat.
- Establish climate adaptation strategies intended to improve the ability of the Central City's built and natural environment to be resilient to the potential range of effects of climate change.

Framework for Equity

Central City Context

The history of housing and redevelopment in the Central City provides a unique insight to the story of equity and inequity in Portland. In 1950 Downtown contained over 28,000 housing units. At that time much of the housing in the city center was located in some of Portland's most ethnic and racially diverse communities, including African American communities in the northeast and Jewish and Italian American neighborhoods in southwest.

However, in the 1960's urban renewal and the major infrastructure projects, such as Memorial Coliseum, Portland State University, the South Auditorium District and Interstate 5 and 405 freeways, resulted in the removal of significant amounts of this housing, as well as a considerable amount of affordable housing, to make way for redevelopment. By 1970 the total number of housing units Downtown had been reduced to 11,000. Along with the housing and communities displaced, the local businesses supporting these neighborhoods and diverse communities were also lost.

Beginning with the 1972 Downtown Plan, and again reaffirmed by the 1988 Central City Plan, efforts were set in motion to retain and expand the supply of affordable housing and to increase the overall stock of housing to support economic development. These efforts were very successful as today approximately 34,000 people live in the Central City's 23,500 households. Approximately 8,500 of these units are affordable to people earning less than 60% of the median family income for the City of Portland.

The demographics of who is choosing to live in the Central City are also shifting significantly. In 2010 approximately 148 children were born to families living on the westside of the Central City, which continues a trend that started around 2001 when 65 children were born to families living in the same area. Over the last decade alone over 1,000 children have been born to Central City families and families with children are also moving into the Central City. The Pearl's Ramona apartments , an affordable housing project designed to accommodate the needs of families with children, recently reported that over 108 children live in that building alone. The Portland Housing Bureau further noted that at least an additional 100 children live in other affordable projects located in the River District.

These numbers demonstrate that the Central City is again a place attractive to live for people of all ages, income levels, and abilities. Thus, the type of housing developed in the Central City needs to shift to be compatible with the needs of more diverse population. Access to a range of services that support community development and sustained neighborhood growth, such as public schools, parks with play grounds, community centers, and daycare, also need to keep pace with housing development.

Further, growth within and adjacent to the Central City needs to occur in a manner that does not displace access to housing, services, or businesses that more vulnerable communities depend upon. At the same time, new housing, public services, and economic development opportunities and the benefits they present must be accessible to all Portlanders regardless of age, income, ability, ethnicity, or race. For the Central City to serve as the regional center of prosperity the benefits it presents must be shared by all.

Portland Plan's Framework for Equity

The Portland Plan defines equity as a condition when everyone has access to the opportunities necessary to satisfy their essential needs, advance their well-being, and achieve their full potential. The plan seeks to make the promise of equity real by ensuring:

- All Portlanders have access to a high-quality education, living wage jobs, safe neighborhoods, basic services, a healthy natural environment, efficient public transit, parks and green spaces, decent housing, and healthy food.
- The benefits of growth and change are equitably shared across our communities.
- All Portlanders and communities fully participate in and influence public decision-making.
- Portland is a place where your future is not limited by race, gender, sexual orientation, disability, age, income, where you were born, or where you live.
- Underrepresented communities are engaged partners in policy decisions.

Promoting Equity is the most critical element of the Portland Plan and this effort is intended to result in a more prosperous and resilient city. The strategic directions of the plan further promote preventive measures intended to increase access to institutions, programs, and services that benefit all people and the health of the City. Lastly, the plan seeks to establish Portland as a leader in social sustainability by focusing on ways to build equity and accountability and lead to the development of 21st century business practices and tools that have value in a knowledge based economy.

CC2035 Equity Framework

To these ends, CC2035 will establish new policies and create tools that support city-wide initiatives to promote equity, but will also address specific barriers to equity within the geography of the Central City. Among the issues CC2035 will address are:

- **Economic Development.** Expand the City Center's economy in order to improve the city's overall growth, competitiveness, and opportunity and bring those benefits to all Portlanders.
- **Housing.** Facilitate the development of a more diverse housing stock to serve the needs of residents of all ages, incomes, and abilities.
- **Public Services.** Expand access to a range of essential public services that address the needs of all residents and support sustained neighborhood development and urban communities.
- **Education.** Expand access to public schools for Central City families and the role higher educational institutions can play in enhancing the lives of all Portland youth.
- **Workforce.** Create a diverse workforce through programs and initiatives that provide training to meet the needs of existing and targeted sectors and address people at all skill levels.
- **Displacement.** Ensure new development does not result in the displacement of more diverse residents, businesses or services that may have an economic disadvantage in the face of rising land values.

- **Celebrating Diversity.** Promote arts and cultural events, programs that include and facilitate the participation of people of all backgrounds and experiences to increase awareness, acceptance, and access to prosperity.
- **Multimodal Transportation.** Expand and maintain multimodal transportation network to ensure those living and working in Central City have access to affordable transportation to home, work, and services.
- **Human Health.** Ensure all residents live in healthy living conditions, access to active recreation, and healthy foods.
- **Willamette River.** Improve the environmental conditions of the Willamette River to improve recreational access and restore the ability for cultures historically dependant on river resources for subsistence, such as fish, to use the river safely.

Vision: Region's Center for Equity, Innovation & Exchange

We often think of the Central City in terms of the concentration of businesses, facilities and housing located there. At a deeper level, the competitive advantage of the Central City comes from its ability to support efficient, opportunistic and synergistic interaction and exchange among people. This is why cities and downtowns everywhere have been centers of commerce, civic and cultural life, creativity and innovation. The goal for Portland's Central City in 2035 is to be an exceptional and unique center for this interaction. Further, the integrated strategies of the Portland Plan provide mechanism through which the opportunities and benefits derived from such a center are shared by all Portlanders.

The shear density of uses, activities, and people in the Central City establishes an environment of excitment, interest, vibrancy, and synergy. It encourages a level of interaction between people, businesses, and institutions that can not be generated elsewhere in the state. The positive impact this environment has on economic development, creativity, civic engagement, and the livability of the region as a whole is significant.

The Portland version of this is seen in the growing number of creative firms and business that are changing how the world operates, looks, and thinks about itself. These include Wieden + Kennedy and Ziba from the world of adversing and design, Allied Works and ZGF in the fields of architecture, and Vestas and Gerding Edlen in the world of green development. Firms like these and the creative energy of the Central City are fueled by the presence of a diverse collection of universities and colleges, such as Oregon's largerst university, Portland State University, the state's only medical research university, Oregon Health Science University, the Pacific Northwest College of Art, Le Cordon Bleu College of Culinary Arts, and the University of Oregon, Oregon State University, and Oregon College of Oriental Medicine who have or are soon to establish new facilties within the city center.

Beyond its role as the state's largest commercial office district, the Central Eastside and Lower Albina industrial districts provide space for new businesses and economic sectors to start-up and grow and still support more traditional manufacturing and professional services industries that have long called the city center home. Soon these districts will be served by a streetcar loop and expanded lightrail network, both of which conveniently connect buisnesses to each other and their customers, as well as people to job and home whether they live in or outside the Central City. The livability of Central City neighborhoods and districts supports innovation and exchange by adding to the safety, health, and vibrancy of the urban environment.

Forty years of planning, partnerships, and investments have led us to where we are today. The Portland Plan establishes a new framework that builds on past success, while providing us with a new set of lenses for how we view ourselves as a people, and the city we want in the future. CC2035 seeks to leverage all of this to position Portland's Central City a globally recognized center of equity, innovation and exchange.

Partnerships

The Central City of today is the result of many successful partnerships. To accomplish the ambitious goals envisioned by the CC2035 Concept Plan pre-existing partnerships will need to continued and strengthened while new ones will need to be created.

As the CC2035 Plan begins to shape new directions within the individual Central City districts as part of the Quadrant Plans, a number of actions will need to be identified that allow these plans to be successfully implemented. Some actions will be pursued by public sector agencies, others by private development entities or community organizations. Perhaps most importantly, public – private partnerships will be necessary if the most bold of the plan's objectives are to be achieved.

Although the full range of potential partners have yet to identified, as well as the specific roles they will plan and actions they will support, the CC2035 Concept Plan envisions that an implementation and collaborative partnership framework similar to that being pursued by the Portland Plan will be necessary. Such a framework promotes shared responsibility in the risks, outcomes, and opportunities that must be pursued to create the city we collectively envision and the outcomes we individually seek.

To these ends, the CC2035 Concept Plan proposes:

Identify Lead Partners. Lead partners will be either the primary or one of a few key stakeholders in the implementation of actions implementing CC2035. They will:

- Adopt, fund, schedule and coordinate the implementation of CC2035 actions that match their mission.
- Recruit, coordinate and recognize and support additional partners that can help implement action(s), including community organizations and businesses.
- Complete a brief, periodic status reports on the actions they agreed to implement
- Participate in CC2035 Implementation meetings and community forums.
- Coordinate with other partners to request modifications or add new ideas.

Lead partners for each action will be formalized as actions are selected for implementation and it is encouraged that these actions become part of an organization's approved budget and/or strategic plans. Commitment to implementing actions will be critical as CC2035 seeks to identify actions that leverage additional actions necessary for the Central City to evolve and become the place envisioned by this plan.

Supporting Partners. Supporting partners will not lead action implementation, but they are critical just the same as without their cooperation and support many of the outcomes intended by the actions will either not be achieved or successfully sustained.

Supporting partners will:

- Provide direct assistance to lead partners where support matches the mission and resources of an organization or business.
- Undertake activities that support CC2035 actions and objectives.

- Coordinate with lead partners where technical assistance or volunteer support is needed.
- Potentially leverage additional funds, as appropriate.

Supporting partners may include businesses, nonprofits, community organizations and government agency partners. They will include both those identified in the plan and others, as appropriate. Supporting partners will be identified through a collaborative process as actions are indentified for implementation. Identifying supporting partners will be the responsibility of the lead partner.

Critical Partners. As mentioned, all the partners necessary to implement CC2035 have yet to identified, yet, at a minimum the following agencies, institutions, and organizations will play a role either as lead or support partners:

City of Portland
Multnomah County
Metro
TriMet
Portland Development Commission
Oregon Department of Transportation
Portland State University
Oregon Health and Science University
Portland Public Schools
Portland Business Alliance
Central Eastside Industrial Council
Pearl District Neighborhood Association
Downtown Portland Neighborhood Association
South Portland Neighborhood Association
Elliot Neighborhood Association
Northwest District Association
Sullivan's Gulch Neighborhood Association
Old Town China Town Neighborhood Association
Lloyd District Community Association
Irvington Community Association
Goose Hollow Foothills League
Hosford-Abernathy Neighborhood Association
Buckman Community Association
Kearns Neighborhood Association

Take Action. Portland's engaged residents, businesses and community organizations are among the city's greatest strengths. Portlanders continued support is essential to the achieving CC2035. The larger goals of this plan can only be achieved if businesses and community organizations as well as individual Portlanders take complementary supporting actions that align with their missions, interests and capacities. We're all in this together!

Chapter 2: Planning Framework

Concept Plan Goals & Objectives

The CC2035 Concept Plan proposes new planning goals and objectives upon which quadrant plans will be developed and eventually new comprehensive plan policies for the Central City will be established. These objectives were developed through a series of public meetings with the CC2035 Advisory Group and an extensive symposium series that engaged stakeholders and experts on a number of planning issues important to the Central City. Once the goals and objectives were drafted they were further vetted and refined by the CC2035 Steering Committee.

These planning goals and objectives are intended to provide near-term direction to the development of the four quadrant plans with regard to issues of Central City-wide importance. As the quadrant plans are developed these objectives should be viewed as a framework upon which new or refined land use and urban design directions for individual districts will be established.

However, depending upon the conditions and trends within individual districts the objectives should have different levels of importance. For instance, in a district typically associated with being an employment or industrial district the goal and objectives pertaining to housing and neighborhoods may not be as significant as those related to regional center or transportation. Yet, these objectives are intended to be integrated, because they are important to each others success. An example of this is providing affordable housing or child care services near places of employment, as these uses create mutual success when located in proximity.

How to read this chapter

This chapter presents five integrated **planning goals** that address key issues critical in the development of a comprehensive land use plan for the Central City. Following each goal are a series of tables that identify **specific goals** which begin to address issues associated with the larger goal in more detail. Next a series of **planning objectives** associated with each specific goal are outlined. These objectives provide a shaper focus on issues related to the specific goals.

Central City 2035 & Portland Plan Integration

The far left column of each table, entitled “Portland Plan Integrated Strategies”, identifies which of the Portland Plan integrated strategies each CC2035 planning objectives is associated with.

Note: Symbols will be developed for each strategy, but until that time each strategy is identified by the following letters:

E Thriving **E**ducated Youth

P Economic **P**rosperity and Affordability

C Healthy **C**onnected City

Goal: Regional Center

Reinforce the Central City's role as the center for commerce, employment, arts and culture, entertainment, tourism, education, and government for the Portland metropolitan region and Columbia Basin.

Specific Goal 1.1: Economic Competitiveness *Improve the economic competitiveness of the Central City, especially relative to West Coast and regional markets, through support and growth of the Central City's core economic activities.*		
Portland Plan Integrated Strategies	**Planning Objectives**	
P	**1.1.A**	**Economic Development Performance Targets.** Over the next 25 years achieve the following growth target of achieving an average of 15% of 7-county regional job growth in the Central City, approximately 78,000 new jobs by 2035.
P C	**1.1.B**	**Regional Center of Business.** Maintain and grow the Central City's role and competitiveness as: ▪ The region's center for professional, business, financial, institutional, and information services; ▪ Location for industry, especially those generating high employment densities; and ▪ An incubator for business startup activity and innovation.
P	**1.1.C**	**Entrepreneurship and Innovation.** Strengthen the Central City as a location for job creation through business startup activity and innovation. Develop specific approaches to implement this policy as part of the periodic update of the City's Economic Development Strategy. Examples of the types of activities relevant to this guidance include: ▪ Technical assistance and mentorship opportunities such as currently provided by the Oregon Entrepreneurs Network ▪ Facilities such as incubators/accelerators that offer physical space, connections to industry and faculty expertise as well as connections to other resources. ▪ Access to range of capital resources including seed, angel, venture and traditional lending resources. ▪ R&D and tech transfer initiatives provided through higher education institutions in the central city
E P	**1.1.D**	**Center for Government.** Encourage continued location of federal, state and local government offices in the Central City as a means to improve governmental coordination, facilitate continued growth of the service industry, and provide a central location for people to engage and interact with government.
P	**1.1.E**	**Center of Higher Education.** Maintain and grow the presence of colleges, universities and other institutions of higher and continuing education in the Central City to support research & development and tech transfer opportunities to create a robust environment for spin-off and start-up activity to fuel innovation and jobs.
P	**1.1.F**	**Industrial / Employment Sanctuaries.** Continue to protect land for industrial uses through the industrial sanctuary policy in the Central Eastside and Lower Albina sub-districts. ▪ Consider broadening the types of business activities allowed in the industrial zone where this would reflect the changing character of industry, support greater job densities, and not unduly erode the long-term economic viability of these industrial/employment districts. ▪ Maintain access and other conditions necessary for success of industrial uses; and ▪ Provide for conditions beneficial to workers and others including safe pedestrian, bike and transit access and some ground floor commercial uses.

Specific Goal 1.1: Economic Competitiveness (Continued)		
Portland Plan Integrated Strategies	**Planning Objectives**	
P	**1.1.G**	**Retail Vitality.** Support the Central City as a regional center for diverse range of retail activities, including national and local retailers, restaurants and start-up retail entrepreneurs. ▪ Reinforce the success of the Downtown Retail Core as a regional destination. Implementation of this policy typically includes improvements and programs designed to maintain a safe, attractive, and vibrant place for people and a location in which local and national retailers and associated businesses will choose to locate; and ▪ Support retail activities in other parts of the Central City as an important ingredient to the attractiveness and vibrancy of other Central City districts as a way to complement and strengthen the market for the Retail Core.
E P C	**1.1.H**	**Arts and Entertainment.** Support businesses, institutions, and organizations that contribute to the Central City's role as a diverse center for arts and entertainment, including but not limited to museums, performance and sports venues, festivals and other special events.
P	**1.1.I**	**Tourism.** Establish the Central City as Oregon's primary destination for leisure, cultural, and business tourism. Implementation of this policy includes programs and investments that expand the tourism market for existing amenities and businesses, and that expands the use of the convention center and meets its need for hotel facilities.
E P	**1.1.J**	**Housing Supporting Economic Vitality.** Support housing development as part of the overall strategy to support business development and economic vitality in the Central City. In particular, support the development of student, family and workforce housing at locations within and near the city center to support institutions and workforce development in the Central City.
P	**1.1.K**	**Day Laborer Organization and Education.** Continue efforts and initiatives within the Central City that organize and centralize day laborer services that can provide for safe place for worker rights education, outreach, and protect the rights of laborers.
Specific Goal 1.2: Business Competitiveness and Growth *Increase the Central City's competitiveness for job and business growth and new business development especially in traded sector and target industry cluster businesses.*		
Portland Plan Integrated Strategies	**Planning Objectives**	
P	**1.2.A**	**Traded Sectors Growth.** Increase traded sector job growth in the region and in the Central City through focusing business development efforts on target industry clusters that drive regional prosperity, particularly in start-up expanding small businesses and headquarter offices with an emphasis on innovation and increased exports.
P	**1.2.B**	**Marketing Urban Innovation.** Increase the Central City's role as a laboratory and showcase for innovative urban development and the region's growing leadership in businesses related to clean technology, green practices and design and resource conservation.
E P	**1.2.C**	**Education, Research, and Workforce Development.** Expand the economic impact of higher education institutions in the Central City. This policy includes supporting the growth and development needs of the institutions; promoting opportunities for commercialization of research and business development; and, highlighting the contributions the institutions can make to the regional workforce and vitality of the Central City.
E P	**1.2.D**	**Talent.** Ensure a pipeline of competitive talent through the collaboration of industry and higher education with a focus on target industry clusters. Work with workforce training partners to provide skilled worker training and other resources to meet industry workforce needs and provide quality jobs.

Specific Goal 1.3: Commercial Development and Districts

Support private sector development of a supply and mix of commercial space that maintains the economic competitiveness of the Central City as the regional center and location for new business.

Portland Plan Integrated Strategies	Planning Objectives	
P	**1.3.A**	**Core Physical Assets.** Maintain and improve the qualities of the Central City that make it competitive as a location for business and that support the competitiveness of Portland as a whole. These qualities include: ▪ Dense, multi-use development; ▪ Distinctive and active neighborhoods and districts; ▪ A healthy urban environment; ▪ Efficient and safe multi-modal transportation access; and ▪ A safe, attractive and active public realm – streets, sidewalks, plazas, places and parks.
P	**1.3.B**	**Management and Promotion.** Use management, marketing, programming and place-making activities to maintain and improve the attractiveness of the Central City and its districts as locations for distinctively Central City mixes of business, entertainment, culture, shopping and tourism. Undertake this management and promotion through public/private partnerships.
P	**1.3.C**	**Mix and Cost of Commercial Development.** Provide for the development of new commercial space and redevelopment of existing commercial space in the Central City. Target public support for commercial development to the following: ▪ Projects and programs that are relevant to the City's economic development strategy, ▪ Projects and programs that increase the supply of cost-competitive Central City commercial space for small and start-up businesses, and ▪ Projects and programs that increase job densities in new or redeveloped buildings.
P C	**1.3.D**	**Infrastructure Investments.** Give priority to infrastructure investments that create conditions supportive of business productivity and job growth in the Central City. These include investments in infrastructure designed to meet the future of business and urban living such as telecommunications; district energy; and freight, transit, bike and pedestrian access.

Specific Goal 1.4: Civic and Cultural Amenities

Maintain the Central City's role as the region's center for civic and cultural activities, as a place that is easily accessible and rich in attractions, and as a place that stimulates the creative economy and artistic and artisanal activity.

Portland Plan Integrated Strategies	Planning Objectives	
E P C	**1.4.A**	**Public Spaces and Venues.** Ensure public spaces and venues are safe, attractive, and accessible for both organizers and users, and that collectively they meet the programmatic needs of a broad array of activities and functions.
P C	**1.4.B**	**Distinct Districts.** Undertake projects and programs that promote and leverage the distinctiveness of different Central City districts as a way to support economic development and vitality of the district and add to the vitality of the Central City as a whole.
P C	**1.4.C**	**Willamette Riverfront**. Increase the use of the Willamette Riverfront for arts, entertainment, and cultural activities.
P	**1.4.D**	**Artist Infrastructure.** Maintain the Central City as a supportive location for artists, artisans and galleries. Activities that could implement this policy include programs that enhance information sharing and communication among the arts community and the public through technology, more affordable housing, and live/work options, and more affordable exhibit/performance space options.

Specific Goal 1.5: Digital Accessibility *Optimize the capacity to transport electronic information to strengthen the Central City as a place to work, live, visit, and gather.*		
Portland Plan Integrated Strategies	**Planning Objectives**	
P C	**1.5.A**	**Telecommuting Strategies.** Support strategies that enhance the ability for people to work via electronic means from home or other locations such that need to physically travel to and from the city center is reduced for Central City employees and residents.
E P C	**1.5.B**	**Broadband and Digital Transfer Infrastructure.** Plan and create an incentive for very high bandwidth broadband deployment through clustering and collocating very large capacity users.

Specific Goal 1.6: Public Safety *Ensure the Central City remains safe, livable and prosperous by providing law enforcement and emergency services at levels commensurate with housing and employment densities, and by mitigating for the risks associated with natural hazards.*		
Portland Plan Integrated Strategies	**Planning Objectives**	
C	**1.6.A**	**Crime Prevention and Security.** Provide a robust public law enforcement presence throughout the Central City augmented through collaboration with private, as well as public and non-profit security providers. Reduce the sources of conflict and nuisance crime through appropriate zoning and environmental design techniques.
P	**1.6.B**	**Fire & Emergency Rescue.** Maintain fire and emergency response capability as density and congestion increase in the Central City. Emphasize fire/injury prevention through best practices and enforcement of modern fire codes. Optimize safety and cost-effectiveness of code requirements and enforcement. Encourage retrofitting older structures to modern file/life safety and seismic standards.
P C	**1.6.C**	**Emergency Preparedness.** Implement programs to prepare the public regarding natural hazardous and events that could threaten the Central City, and retrofit existing critical infrastructure and unreinforced masonry structures to improve operational resiliency and public safety.

Goal: Housing & Neighborhoods

Realize the full potential of the Central City as a successful dense, prosperous and livable urban center through the development of sustainable and diverse neighborhoods that support the needs of people of all ages, incomes and abilities.

Specific Goal 2.1: Neighborhood Development *Development dense complete neighborhoods within and near the Central City that enhance livability and the prosperity of existing populations while allowing continued growth and diversity.*		
Portland Plan Integrated Strategies	**Planning Objectives**	
E P C	**2.1.A**	**Incorporate Residential Development in Central City Districts**. Where housing is allowed in the Central City, encourage the development of a diverse housing stock, public services, and neighborhood serving commercial and retail uses that support residential success.
E P C	**2.1.B**	**Development without Displacement**: Support maintaining the economic diversity and established communities in the Central City. Where public actions pose the risk of forced displacement of existing low-income residents, engage all residents in planning for changes that will/may affect their communities and neighborhoods, and utilize investments, incentives and other policy tools to minimize or mitigate involuntary displacement resulting from new development in the Central City or close-in neighborhoods.
Specific Goal 2.2: Housing Stock *Enhance the ability of the Central City to maintain diverse communities through the development of a broader housing stock that supports people at all age levels, abilities, and incomes.*		
Portland Plan Integrated Strategies	**Planning Objectives**	
E P C	**2.2.A**	**Range of Unit Types and Sizes**. Encourage a more diverse stock of housing ranging from studios, one bedroom units, and units with two or more bedrooms to address the needs of the Central City's diversifying population.
P C	**2.2.B**	**Low-Income Housing**. Continue development of publicly supported, financially sustainable, low-income housing by prioritizing investments on the most critical unmet needs.
E P C	**2.2.C**	**Housing Affordability and Accessibility**. Encourage development that increases the supply of workforce, student and senior housing at all levels of affordability in the Central City. Among the approaches to Implementing this policy, increase the availability of public financial assistance for these projects, especially for below market-rate housing.
P C	**2.2.D**	**Housing for Economic Vitality:** Support the development of student and workforce housing at locations within and near the city center to support institutions and workforce development in the Central City.
E P C	**2.2.E**	**Housing Compatibility**. Establish design guidelines and incentives that promote the development of housing projects that can meet the needs of a more diverse Central City population, including families with children, people with special needs, students, seniors, and others populations with specific housing needs.
E C	**2.2.F**	**Healthy Living Environments**. Ensure all housing promotes human and environmental health, energy efficiency, and livability.

Specific Goal 2.3: Essential Services

Provide for a full range of public and commercial services inside the Central City to allow households and workers to access basic daily needs.

Portland Plan Integrated Strategies	Planning Objectives	
E P C	**2.3.A**	**Public Schools.** Develop new public school facilities close to new high density housing areas and expand access to existing school facilities to ensure all Central City households with children have access to a public education.
E P	**2.3.B**	**Childcare and Early Childhood Education.** Support efforts to establish high-quality affordable childcare and early childhood education programs, as well as before and aftercare facilities for elementary-age children.
E P C	**2.3.C**	**Parks, Playgrounds, Community Centers, and Libraries.** Develop parks, playgrounds, community centers, libraries, and other public facilities that support residents at all age levels, abilities, and incomes, and that promote active living, and community involvement.
P	**2.3.D**	**Retail and Commercial Services Supporting Urban Living.** Encourage development of a range of neighborhood serving retail and commercial services that support urban living, including grocery and department stores, daycare, medical care, and other services.

Specific Goal 2.4: Human and Health Services

Ensure all populations within the Central City have adequate access to a full range of human and health services.

Portland Plan Integrated Strategies	Planning Objectives	
P C	**2.4.A**	**Shelter and Health Services.** Ensure that at-risk populations have adequate access to emergency shelter and essential mental and health care services.
P C	**2.4.B**	**Transitional Housing and Services.** Provide housing and services that directly assist at-risk populations and allow people to transition to more stable living conditions.
P C	**2.4.C**	**Governmental Coordination.** Support continued alignment of policies and programs that address the needs of at-risk populations as well as the coordinated pursuit of increased financial support for these efforts.
P C	**2.4.D**	**Conflict Reduction Strategies.** Develop ongoing strategies and programs that humanly reduce potential conflicts between special needs populations and other Central City residents, employees, visitors, and businesses.

Goal: Transportation

Meet the mobility needs of people and goods to achieve an economically prosperous, livable and well connected Central City by providing a safe, affordable, equitable, health-promoting and energy efficient transportation system.

Specific Goal 3.1: System Management

Optimize the capacity of the Central City's transportation system to carry people and goods and support existing high density land uses through efficient and balanced use of all transportation modes: pedestrians, bicycles, buses, light rail, streetcar, tram, trucks, freight and passenger rail, motorcycles and automobiles.

Portland Plan Integrated Strategies	Planning Objectives	
E P C	**3.1.A**	**Multi-Modal System.** Continue to support and enhance the multimodal transportation network to support trips within and to the city center in a manner that reduces congestion and greenhouse gas emissions, increases safety, and supports continue economic growth and livability in the Central City.
P C	**3.1.B**	**Street Hierarchy.** Provide a clear street hierarchy that integrates land use with the transportation modes to ensure efficient Central City access and circulation, support land use activities and provide for safe movement of people and goods. ▪ **Multi-modal Access.** Establish a street system and standards that balance auto and freight access and the increasing needs for transit, pedestrian and bicycle facilities; and, ▪ **Pedestrian Realm.** Ensure that the highest priority for the public realm is a safe and pleasant pedestrian experience in all parts of the Central City. ▪ **Central City Transportation Portals.** Ensure adequate capacity of the transportation portals into the Central City in order to provide for efficient and safe movement of people and goods destined to the Central City through design and management of the system.
P	**3.1.C**	**Transportation Demand Management.** Support the continued maintenance and creation of transportation management associations and related strategies that reduce congestion and enhance access to the Central City's multimodal transportation network.

Specific Goal 3.2: System Maintenance and Infrastructure Investments *Make strategic transportation infrastructure investments to maintain the integrity of the existing system and support economic prosperity and successful urban neighborhoods.*		
Portland Plan Integrated Strategies	**Planning Objectives**	
P C	**3.2.A**	**Regional Infrastructure.** Reconcile plans for improvement of the regional transportation system with Central City goals especially related to the desired intensity and urban design qualities of Central City development, transit use and freight access to the Central City and industrial areas. ▪ **I-5/405 Freeway Loop:** By 2035, adopt a plan and implementation strategy for improvements to the I-5/I-405 loop in the Central City. Give priority to addressing safety and congestion issues, freight needs, and land use/urban design needs related to the I-5 at the Broadway-Weidler interchange in the Lloyd District and the connections between I-405 and I-5 in the south Downtown area; - On the east side, improve access to the Willamette River and the Vera Katz Esplanade while reinforcing the Central Eastside Industrial Sanctuary. - With the State and regional partners, develop a plan and implementation strategy for needed improvements to the I-5 Eastbank Freeway. The plan should be consistent with the findings of the 2006 Freeway Loop Study that calls for long term strategies to relocate the freeway into a tunnel. The plan must also address seismic safety, the priority given to transit and freight movement, improved railroad operations, and the development goals for the Central City. • **High Capacity Transit/Light Rail System:** Complete the next phase of the high capacity transit system connecting the Central City to neighborhoods and communities to the southwest along the Barbur Corridor. This work should also address issues identified in the South Portland Circulation Study. • **Intercity Passenger Rail Service:** Support efforts by the States of Oregon and Washington and the Province of British Columbia to improve intercity passenger rail service by increasing the frequency of service, speeds, reliability and safety between Portland and Eugene, Oregon, and Portland to Vancouver, British Columbia. Continue to reinforce Union Station as the multi-modal intercity transportation center. • **Regional and State Planning Coordination:** Use the CC2035 Plan and the Central City Transportation Management Plan (CCTMP) as the basis for agreements with the State of Oregon and regional partners that resolve issues between local plans for the Central City and State highway regulations and policies. Flexibility in the definition of freeway accessibility and mobility is needed to adequately reflect the unique contribution of the Central City to meeting State land use and transportation goals and to recognize the highly complex, urban and multimodal context of the Central City.
P C	**3.2.B**	**Access.** Maintain safe and efficient movement by all modes in the Central City. Increase the people and goods carrying capacity of the transportation system through giving priority to increases in non-single occupancy vehicle (SOV) capacity.
P C	**3.2.C**	**System Maintenance.** Increase maintenance of transportation infrastructure to ensure their longevity, address seismic needs, and where appropriate adapt the facilities to integrate into the urban fabric of the Central City.
E C	**3.2.D**	**Multimodal Transportation Options.** Continue to improve and expand the pedestrian, transit and bicycle infrastructure to encourage additional trips by these modes over SOV trips and support Central City growth and livability.
P	**3.2.E**	**Economic Development.** Prioritize transportation improvements that support economic development and private investment in the Central City.
C	**3.2.F**	**Livability.** Design transportation infrastructure improvements in the Central City to enhance the quality and livability of Central City neighborhoods, the public realm and the retail environment of the Central City.

Specific Goal 3.3: Parking *Manage the supply of off- and on-street parking to support economic development, improve mobility, promote non-SOV modes, reduce greenhouse gas emissions and minimize impacts to adjacent neighborhoods.*		
Portland Plan Integrated Strategies	**Planning Objectives**	
P	**3.3.A**	**Parking Supply and Management.** Simplify the approach to regulation and management of off-street parking. Explore strategies for more flexible parking management for on- and off-street parking to better utilize the parking supply.
P	**3.3.B**	**Parking and System Demand Management.** Integrate parking strategies with demand management strategies as important elements of the transportation system to support economic vitality, reduce the volume of single occupant vehicles.
P	**3.3.C**	**Surface Parking Facilities.** Encourage the redevelopment of existing surface parking lots and limit new surface parking. Where surface parking is warranted and appropriate, design surface parking facilities to minimize the negative impact that they can have on urban form and vitality.
P	**3.3.D**	**Bicycle Parking and Trip End Facilities.** Promote the development of trip-end facilities, secure bike parking and shower rooms, in new office development, as well as expanded access to long-term and short-term bicycle parking throughout the Central City.
P	**3.3.E**	**Parking to Promote Alternative Fuel Vehicles.** Encourage the development of facilities that support alternative fuel vehicles as new on-street and off-street parking is created or reconfigured.
Specific Goal 3.4: Safety and Accessibility *Ensure the transportation network is safe and easily accessible for all travel modes and give priority to the safety of pedestrians in the Central City transportation system.*		
Portland Plan Integrated Strategies	**Planning Objectives**	
E C	**3.4.A**	**Pedestrian Safety.** Develop facilities and strategies that enhance and increase pedestrian safety, including strategies that reduce vehicle speeds and provide more protection for pedestrians at intersections, to further walking as the primary means of directly accessing jobs, businesses, shops, homes, schools, parks, and civic places.
E P C	**3.4.B**	**Bicycle Facilities and Routes.** Continue to expand facilities and routes in the city center that encourage bicycle travel and increase safety.
P C	**3.4.C**	**Multimodal Circulation and System Hierarchy.** Provide clear separation of modes when appropriate and safe, attractive and intuitive design when modes must share the right of way to increase access and encourage safe, attractive and efficient travel.
P C	**3.4.D**	**Education, Stewardship and Enforcement.** Establish and provide long-term support for programs that promote safe travel behavior of bicyclists, pedestrians, and motorist in the Central City, including increased enforcement of all applicable laws to increase safety and reduce conflicts between all modes of travel.

Goal: Urban Design

Ensure that the design and development of the Central City creates a vibrant place of lasting quality and a source of civic identity and pride that supports the success of all the roles of the Central City and allows for the evolution of those roles.

Specific Goal 4.1: Recognize the Larger Landscape *Reinforce and celebrate the Central City's unique setting with visual and physical connections to the larger natural, topographic and citywide landscape.*		
Portland Plan Integrated Strategies	**Planning Objectives**	
C	**4.1.A**	**Orient to the River.** Increase visual and physical access to the Willamette River to strengthen the river's role as the Central City's central and largest public open space, while diversifying riverfront spaces, activities and experiences. Accomplish this through the following streetscape design, reorientation or creation of new open spaces, and the design and orientation of buildings.
C	**4.1.B**	**Significant Public Views.** Protect and enhance significant public views and view corridors that celebrate the stature and setting of the Central City in the landscape of the city and region as a whole.
E P C	**4.1.C**	**Regional Corridors and Connections.** Elevate the presence, character and role of the multimodal regional routes and corridors and city greenways into and through the Central City, including freeways, bridges, arterial streets, trails, and transit lines.
C	**4.1.D**	**Edges and Nodes.** Identify and highlight points of transition into and out of the Central City, including transit hubs and important intersections through appropriate urban form, art, streetscape design, landscape materials and/or gathering spaces.
Specific Goal 4.2: Districts *Strengthen the character, diversity and experience of the Central City's highly urban districts while creating and enhancing places for people to live, work, learn and gather.*		
Portland Plan Integrated Strategies	**Planning Objectives**	
P C	**4.2.A**	**Distinct and Evolving Districts.** Enhance the character of the Central City's distinct places with development that complements the existing buildings, streets and spaces while encouraging new and innovative forms and patterns of development to emerge in under-developed areas as the Central City continues to evolve.
C	**4.2.B**	**Block Patterns.** Consider the creation of new, larger block patterns when large vacant parcels or redevelopment projects are implemented as a means to accommodate different land uses, circulation patterns, and distinct urban character than can be accommodated on the Central City's traditional small block grid pattern.
C	**4.2.C**	**Building Forms.** Establish clear direction and guidance to ensure that the forms of new buildings enhance and contribute to the character of the adjacent public realm and local district.
E P C	**4.2.D**	**Density and Livability**. Promote utilization of the full development potential of the Central City to establish a dense, livable, prosperous environment, and to promote the maintenance of the regional urban growth boundary and prior investments made to support growth in the Central City.
C	**4.2.E**	**Experimentation and Innovation.** Identify underutilized and/or "remnant" sites throughout the Central City that can serve as high-visibility locations for temporary and dynamic testing and display of architecture, landscape architecture, art, performance piece/art or other place-making contributions.

Specific Goal 4.2: Districts (Continued)		
Portland Plan Integrated Strategies	**Planning Objectives**	
C	**4.2.F**	**Design Tools.** Improve existing and create new clear and succinct urban design tools (such as guidelines, zoning and concept plans) to ensure the Central City and its unique districts and places continue to evolve in a manner that enhance cherished and successful elements of their past and express the times and values of future generations.
Specific Goal 4.3: The Public Realm *Expand the quality and variety of experiences offered by the Central City's system of public parks, streets and open spaces and the buildings that frame them.*		
Portland Plan Integrated Strategies	**Planning Objectives**	
E C	**4.3.A**	**Blend Open Space and Mobility Functions.** Explore the integration of design, character, and, in some cases, functions allowed in parks and open spaces with those of the public streets and trails. Seek to design these facilities to enhance the quality of experiences, environmental function, safety, recreational opportunities, accessibility, connectedness and the overall liveliness of the public realm.
E C	**4.3.B**	**Functional and Responsive Open Spaces.** Ensure that the Central City continues to feature an iconic system of public open spaces. Design this system with the range of sizes and scales of spaces needed to meet the user's needs for recreation and respite in a highly urbanized area. Design these spaces to be responsive to the cultural, demographic, place-specific needs and shifts of an evolving city center.
C	**4.3.C**	**Intuitive Open Space Connections.** Increase the clarity of connections among existing spaces, new open spaces and the Willamette River. Accomplish this through public realm enhancements such as a coordinated street tree strategy, more pedestrian spaces and bicycle amenities, targeted stormwater management strategies and other green street infrastructure.
P	**4.3.D**	**Street Hierarchy.** Establish a clear and varied hierarchy of streets and related streetscape and ground floor use characteristics. Design these to increase district identity and way finding, accommodate an array of travel modes, enrich the natural environment, and improve the pedestrian experience.
C	**4.3.E**	**Green Infrastructure**. Integrate green infrastructure into the public realm, and develop new types and models of green infrastructure that increase long-term system resiliency, improve environmental health, provide habitat opportunities, enhance the pedestrian experience, and are coordinated with a Central City street hierarchy system.
P C	**4.3.F**	**Green Buildings.** Integrate green or high-performance features on new and existing buildings that reduce the building's total energy use, lower its carbon footprint, enhance the site, add character and diversity to adjacent public spaces, and contribute to a distinctive and function-based urban form/cityscape.

Specific Goal 4.4: Central City Waterfront *Ensure that the Willamette waterfront supports varied types of activities, experiences, spaces and business opportunities. Maintain and enhance the distinctive urban edge where the developed parts of the Central City.*		
Portland Plan Integrated Strategies	**Planning Objectives**	
C	**4.4.A**	**Portland's Commons.** Elevate the role and importance of the Willamette River in the daily lives and activities of Portlanders. ▪ Design and develop the waterfront to take advantage of the river. - Strengthen the physical and visual connections between the river and the rest of the Central City. - Increase opportunities for recreational use of the river by ensuring that a variety of active and passive recreational needs are served such as fishing, - Develop a network of distinctive destinations along the waterfront that reflect the character or unique features of each area. - Complete a system of trails along, across and to the river establishing continuous interconnected loops. - Enhance riparian areas and incorporate habitat along the river and an urban design feature. ▪ Undertake programming activities that take advantage of the river. - Celebrate Portland's bridges through activities that highlight the unique qualities of each bridge. - Promote and establish arts, education and entertainment activities along the river especially a key publically owned waterfront sites. - Increase public awareness of the Willamette River's significant cultural heritage and natural history in Portland through art, educational programs, and facilities that celebrate the diverse and important roles the river has and will continue to play. - Allow for a seasonal ferry system that circulates between important destinations along the river in the Central City.
P	**4.4.B**	**Prosperous Waterfront.** Support industrial and commercial business uses that take advantage of a waterfront location. ▪ Support the existing industrial and commercial uses; ▪ Encourage employment and tourist-related uses that capitalize on waterfront locations. ▪ Encourage new development especially on underutilized land at bridgeheads and brownfield sites; ▪ Treat access to the river as an asset supportive of employment uses in the Central City.
C	**4.4.C**	**Vibrant Waterfront Districts.** Reinforce the distinctive character of the Central City's different waterfront districts by strengthening each districts unique relationship to the river building on the residential, commercial, employment, recreational and habitat opportunities that each district presents.

Specific Goal 4.5: Historic Resources and Districts

Enhance the Central City's identity, design and sustainability by preserving and rehabilitating historically, culturally and architecturally significant buildings and places, while encouraging contextually-sensitive infill development and the creation of a new architectural legacy for future generations.

Portland Plan Integrated Strategies	Planning Objectives	
C	4.5.A	**Preservation Strategy.** Identify, protect, improve and promote the Central City's historically and architecturally important buildings, structures, districts, landscapes and sites.
P C	4.5.B	**Growth, Infill and Compatibility.** Strengthen the vitality of historic districts by incorporating infill development that responds to the surrounding historic context and preserves the integrity of the district, while reflecting contemporary design values and practices.
C	4.5.C	**Transitions between Districts and Neighborhoods.** Create legible transitions between historic districts and surrounding neighborhoods as well as higher density development in the Central City.
C	4.5.D	**Social and Cultural History.** Foster inclusive historic preservation and public history activities that embrace Portland's diverse communities, cultures and history.
C	4.5.E	**Seismic Hazards and Upgrades.** Increase the long-term viability of historic structures and improve public safety through seismic retrofits and structural upgrades.
C	4.5.F	**Stewardship of Public Resources.** Preserve and celebrate publicly-owned historic structures as our common civic heritage.
C	4.5.G	**Sustainable Development and Adaptive Re-use.** Promote historic preservation as a sustainable development strategy through adaptive reuse of historic buildings, energy upgrades and the reuse of historic materials.
C	4.5.H	**Implementation and Regulation.** Use a broad set of historic preservation tools and incentives, including regulatory, financial, educational and promotional elements.

Goal: Environment

Weave together the natural and built environment at the building and district scale to create a sustainable central city by using natural systems and processes that increase energy efficiency, minimize resource consumption, pollution and waste, and provide wildlife habitat, clean and cool the air and water, and improve stormwater management.

Specific Goal 5.1: EcoDistricts

Transform the built environment at the building and district scale to manage resources efficiently and use natural functions to improve the environment and provide multiple benefits.

Portland Plan Integrated Strategies		Planning Objectives	
P	**C**	**5.1.A**	**Buildings and Energy.** Establish programs and strategies to reduce total energy use of new buildings to achieve net zero greenhouse gas emissions, and increase on-site renewable and clean district energy systems in the Central City.
	C	**5.1.B**	**Green Infrastructure.** Identify how infrastructure can be integrated to mimic or utilize natural systems, such as expanded tree canopy, ecoroofs, living walls, green streets, as part of new public and private development.
	C	**5.1.C**	**Healthy and Diverse Urban Forest.** Identify opportunities and techniques to: expand the urban forest and natural ecosystem function; decrease impervious areas; restore riparian and upland vegetation; increasing tree canopy; and, integrate green infrastructure, such as bird and wildlife-friendly designs, ecoroofs, and living walls, into development projects.
	C	**5.1.D**	**Preservation.** Identify techniques and constraints associated with rehabilitating existing buildings for new uses, while also improving the environmental performance of these structures.
	C	**5.1.E**	**District-Wide Strategies.** Develop strategies to implement incentives to create eco-districts and district energy programs where feasible in the Central City.
	C	**5.1.F**	**Waste Stream Management.** Identify strategies to reduce total solid waste generation and maximize recycling and composting in the Central City.
P	**C**	**5.1.G**	**Stewardship, Education, and Inspiration.** Create programs and projects which through education and demonstration show how development can be designed, constructed, and maintained to be more efficient and improve environmental health.
	C	**5.1.H**	**Climate Adaptation Strategies.** Identify strategies to ensure the infrastructure, built environment, and natural systems of the Central City are resilient and/or adaptable to impacts associated with climate change.

Specific Goal 5.2: Willamette River

Enhance the Willamette River and the land along the riverfront to support a healthy, functioning environment in the heart of the Central City.

Portland Plan Integrated Strategies		Planning Objectives	
P	**C**	**5.2.A**	**River Health and Water Quality.** Improve the environmental conditions of the Willamette River to achieve: ▪ Healthy and riparian and upland habitat areas; ▪ A swimmable and fishable river; and, ▪ Compliance with regional, state and federal laws.
P	**C**	**5.2.B**	**Environmental Restoration and Enhancement.** Implement environmental improvements by: ▪ Incorporating habitat enhancements into development projects; ▪ Restoring key riverfront sites to improve overall system functions; ▪ Encouraging riverbank improvements that increased natural hydrology while maintaining flood protection. ▪ Coordinating river restoration and stewardship efforts with upstream communities.

Specific Goal 5.3: Air Quality

Improve air quality throughout the Central City District and inside buildings to improve human and environmental health within and exterior to the built environment and reduce the amount of greenhouse gases (GHG) released, and increase the amount of GHG sequestered in the urban environment.

Portland Plan Integrated Strategies		Planning Objectives	
	C	**5.3.A**	**Indoor Air Quality.** Ensure new development, including housing at all affordability levels, utilizes ventilation systems and construction materials that protect indoor environmental air quality.
P	**C**	**5.3.B**	**Greenhouse Gas Sequestration and Air Quality Strategies.** Continue the implementation of the City of Portland and Multnomah County Climate Action Plan and additional strategies intended to reduce carbon emissions and reduce other air pollutant, such as carbon monoxide, sulfur dioxide, benzene, and particulates.
	C	**5.3.C**	**Land Use and Development.** Increase the balance between jobs and households in the Central City to increase use of alternative transportation modes and reduce per capita vehicle miles traveled and greenhouse emissions.
	C	**5.3.D**	**Green Infrastructure.** Increase urban tree canopy, green streets, ecoroofs, and living walls to capture particulates and improve air quality.
	C	**5.3.E**	**Air Toxics.** Develop means to consider the concentration of airborne toxins in making land use and development decisions.

Specific Goal 5.4: Water Resources *Reduce per capita use of potable water, improve the water quality of the Willamette River, and return water from the urban environment to the natural hydrologic system.*		
Portland Plan Integrated Strategies	**Planning Objectives**	
C	**5.4.A**	**Water Conservation.** Reduce the use of potable water, capture and reuse rain-water and waste-water, and manage stormwater by applying methods to reduce per capita water use and improve the quality of water entering local rivers and streams.
C	**5.4.B**	**Integrated Stormwater Management.** Incorporate stormwater as a design element in buildings, streets, and urban open spaces, to create opportunities for the public to experience, enjoy and learn about water resources in the urban landscape.
Specific Goal 5.5: Human Health *Expand opportunities for people who live and work in the Central City to walk, bike, recreate, and live more active lifestyles.*		
Portland Plan Integrated Strategies	**Planning Objectives**	
C	**5.5.A**	**Complete Communities and Districts.** Improve and expand infrastructure that supports pedestrian and bicycle mobility and provide a range of essential services in the Central City that residents and employees do not need an automobile to easily access.
C	**5.5.B**	**Access to Healthy Food.** Increase access to healthy food choices in the Central City by supporting the development of community and roof-top gardens, supporting the expansion of farmers markets, and other efforts that make healthy food options easily accessible to residents, employees and visitors.
C	**5.5.C**	**Parks and Recreational Facilities Promoting Healthy, Active Living.** Develop new and where appropriate repurpose existing public parks and recreational facilities to provide a wide variety of active recreation opportunities through facilities such as playgrounds, sports courts and fields, trails, and other infrastructure that encourages active recreation throughout the city center.

N/NE Quadrant Plan – Draft Outline

Chapter 1: Introduction

1. Purpose
2. Planning Process
    a. SAC
    b. Partnership
3. Relationship to Portland Plan and Central City 2035 Concept Plan
    a. Equity
    b. Thriving Educated Youth
    c. Healthy Connected City
    d. Creating the Region's Center for Equity, Innovation and Exchange

Chapter 2: Background

1. History
2. Previous Planning and Existing Policies
3. Existing and Future Conditions
4. Identified Issues

Chapter 3: N/NE Quadrant Concept

1. Concept Overview and SAC Goals
    a. Goal 1: A diverse mix of commercial, cultural, entertainment, industrial, recreational and residential uses, including affordable housing.
    b. Goal 2: Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages
    c. Goal 3: Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment.
    d. Goal 4: Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods.
    e. Goal 5: A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system.
    f. Goal 6: Improve the local circulation system for safe access for all transportation modes within the quadrant and at freeway interchanges.
    g. Goal 7: Equitable access to community amenities and economic opportunities.
    h. Goal 8: Protection and enhancement of the cultural heritage of the area and its sub-districts.
2. Urban Design Principles
3. Concept Layer Diagrams and Descriptions
    a. Land Use
    b. Street and Development Character
    c. Open Space
    d. Green Systems
4. Integration with the I-5 Freeway Improvements
    a. Crosswalk diagram and explanation
    b. Freeway plan elements and how they benefit Lloyd and Lower Albina

Chapter 4: Goals, Objectives and Implementation Actions

This chapter will be organized into sections addressing each Central City district (the Lloyd District and Lower Albina), as well as the two study areas. A **district goal** and **concept diagram** will convey the overarching vision for each district, followed by a series of **policies**, which provide more specific direction on issues associated with the larger goal.

The policies are organized into five topic areas consistent with the planning framework developed by Central City 2035 (CC2035):

1. Regional Center
2. Housing and Neighborhoods
3. Transportation
4. Urban Design
5. Environment

Each set of policies will be followed by **implementation actions**, such as regulatory changes, future work items, projects, programs or studies, that are intended to implement the district goals and policies. Planning objectives and implementation actions will also be developed for the two study areas (Vancouver/Williams Corridor and Banfield Portal).

Key **performance measures** will also be set as a means of tracking progress toward meeting goals and policies. Examples of the type of measures being considered include:

1. Jobs: # of jobs, diversity
2. Housing: # of units, diversity
3. Transportation: mode split, per capita vehicle miles traveled (VMT), crashes
4. Urban Design/Complete Neighborhood: active street level, access to parks, access to healthy food, connectivity
5. Environment: tree canopy, energy

CHAPTER 4 OUTLINE

1. **Lloyd District**
   a. District Goal
   b. District Concept Diagram
   c. Policies and Implementation Actions

      1. Regional Center
      Addresses N/NE Quadrant project goals 1: Diverse mix of uses; 2: Economic development; and 3: Environment
         a. Support regional attractions/entertainment
         b. Expand employment center with range of opportunities
         c. Promote successful retail districts
         d. Support business retention and development
         e. Encourage high density development
         f. Promote EcoDistrict as economic development tool

      2. Housing and Neighborhoods
      Addresses N/NE Quadrant project goals 1: Diverse mix of uses; 2: Economic development; 3: Environment; 4: Amenities and Services; and 7: Equity
         a. Improve jobs/housing balance
         b. Encourage housing development with a mix of affordability and types
         c. Provide services and amenities that support housing and residents (open space, active transportation, schools, food)
         d. Support and expand local business and main street areas that support housing and residents

e. Provide transitions between new and existing development (heights and form)
f. Encourage development of a livable and safe community that supports healthy living

3. Transportation
Addresses N/NE Quadrant project goals 5 and 6: Transportation
a. Provide an adequate and safe network for all modes
   - Street classifications and improvements
   - Connectivity
   - I-5 freeway improvements
b. Provide freight access to industrial areas and the freeway
c. Support rail and inter-modal access
d. Improve parking management
e. Promote transportation demand management

4. Urban Design
Addresses N/NE Quadrant project goals 1: Diverse mix of uses; 5: Transportation; and 8: Cultural heritage
a. Strengthen links to the larger landscape including regional attractions and connections, and the relationship to the natural landscape
b. Encourage distinct subareas with unique subarea characters, qualities and sense of place
c. Preserve cultural and historic resources and areas of stability
d. Provide transitions to and integrate new development with adjacent neighborhoods and historic districts
e. Enhance the public realm through diverse and engaging streets, open spaces and connections

5. Environment
Addresses N/NE Quadrant project goal 3: Environment
a. Support Lloyd EcoDistrict
b. Encourage sustainable development and resource conservation
c. Increase tree canopy and green infrastructure
d. Enhance natural resources and integrate habitat

2. Lower Albina
a. District Goal
b. District Concept Diagram
c. Policies and Implementation Actions
1. Regional Center
Addresses N/NE Quadrant project goals 1: Diverse mix of uses; 2: Economic development; and 7: Equity
a. Support existing businesses and role as business incubator
b. Preserve existing industrial land and increase flexibility for employment uses
c. Support the working harbor

2. Housing and Neighborhoods
Addresses N/NE Quadrant project goals 1: Diverse mix of uses; 2: Economic development; and 4: Amenities and Services
a. Increase the vitality of Russell Street and MAX station area
b. Limit housing opportunities
c. Improve connections between the Russell Street area and adjacent neighborhoods

3. Transportation
Addresses N/NE Quadrant project goals 5 and 6: Transportation

a. Provide an adequate and safe network for all modes
   - Street classifications and improvements
   - Connectivity
   - I-5 freeway improvements
b. Provide freight access to industrial areas and the freeway
c. Support rail and inter-modal access
d. Improve parking management
e. Promote transportation demand management

4. Urban Design

Addresses N/NE Quadrant project goals 1: Diverse mix of uses; 5: Transportation; and 8: Cultural heritage

a. Strengthen the unique character of Russell Street and adjoining areas
b. Preserve cultural and historic resources and integrate new development

5. Environment

Addresses N/NE Quadrant project goal 3: Environment

a. Encourage sustainable development and resource conservation
b. Integrate tree canopy, green infrastructure and enhanced natural resources, while meeting the needs of industrial businesses

3. Study Areas

a. Vancouver/Williams
   1. Planning Objectives and Implementation Actions
      a. Protect and promote cultural heritage
      b. Increase business retention and development
      c. Improve street character and connections to other neighborhoods

b. Banfield Portal
   1. Planning Objectives and Implementation Actions
      a. Improve developability
      b. Promote neighborhood compatibility

Chapter 5: Implementation and Next Steps

Appendices

1. Details of Selected Implementation Action Items
   - Recommended zoning map changes
   - Recommended zoning code changes
   - Transportation System Plan changes
   - Description of future work items or projects
2. Summary of Public Outreach
3. Bibliography (list of major documents produced during project)
4. Resolution

N/NE Quadrant and I-5 Broadway/Weidler Plans

Freeway/Local Transportation Interface

Joint Staff Report

Recommended Elements of the I-5 Broadway/Weidler Interchange Plan Improvements



March 8, 2012

The N/NE Quadrant and I-5 Broadway/Weidler Plans Project is a collaborative effort by the City of Portland and the Oregon Department of Transportation to integrate urban design and land use planning with freeway planning and concept-level engineering in the North/Northeast portion of the Central City, which includes Lower Albina and the Lloyd District.

Stakeholder Advisory Committee: Meeting #14

March 15, 2012

Joint Staff Report

The overall project purpose is to...

Improve safety and operations on I-5 in the vicinity of the Broadway/Weidler interchange.



OBJECTIVES INCLUDE:

EASE CONGESTION LEVEL S AND IMPROVE SAFETY:

- Congestion can be reduced through a variety of measures. Workable solutions will be explored through the Stakeholder Advisory Committee (SAC) and public outreach.

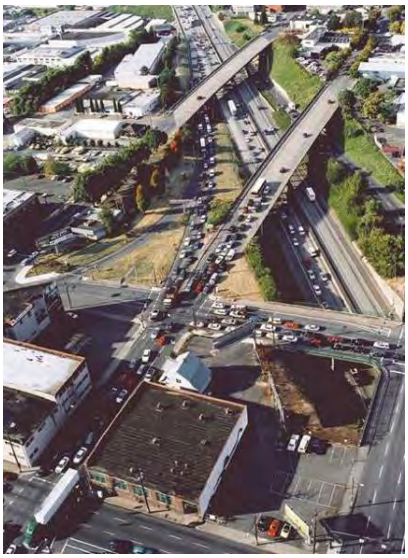


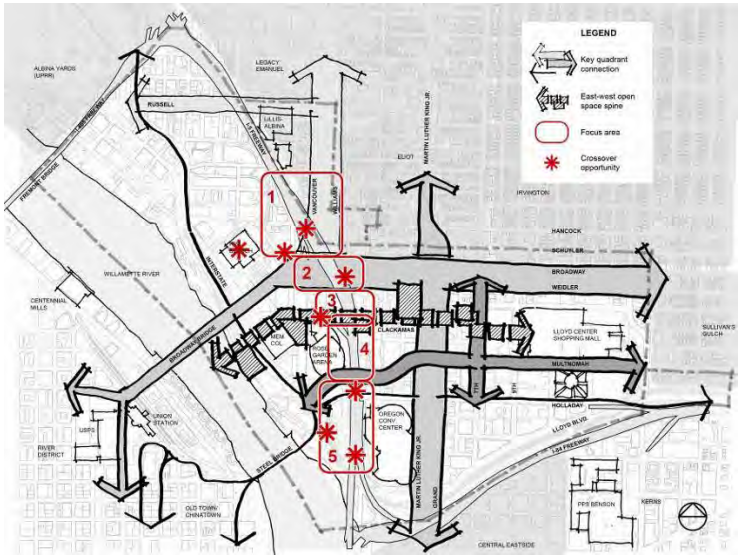
ENHANCE PEDESTRIAN AND BICYCLE ROUTES:

- Through public input, the SAC process and in partnership with the City, ODOT will look for ways to improve pedestrian and bicycle movements and facilities over and under the freeway system.

IMPROVE FREIGHT MOVEMENT:

- Freight requires highways to have sufficient capacity, good reliability and good geometrics for turning, stopping and other movements.





Integration of Transportation and Land Use Concepts in the N/NE Quadrant Plan

The N/NE Quadrant Plan Concept calls for continued success and development of the existing major regional facilities as well as significant future growth and development in the Rose Quarter, Lloyd District and Lower Albina. The I-5 improvements help support this growth by improving freeway reliability and safety in the area.

Recommended Hybrid Project and Elements for Further Refinement
I-5 Broadway/Weidler Interchange Improvements

I. INTRODUCTION

The Oregon Department of Transportation (ODOT), the City of Portland Bureau of Transportation (PBOT) and the City of Portland Bureau of Planning and Sustainability (BPS) are jointly managing a project that includes preparing a long-range plan for the overall N/NE Quadrant of the Portland Central City and identifying specific improvements to I-5 between I-84 and I-405 (Fremont Bridge) as well as improvements to the Broadway/Weidler Interchange.

This staff report describes the Hybrid Elements recommendations for the I-5 Broadway-Weidler Interchange Plan improvements.

The purpose of this staff report is to support decisions on the following four items presented to the SAC:

March SAC Action Items:

Do you agree with the joint staff recommendations on the following hybrid elements as described in this report?

- The Southbound Braided Ramps are not recommended for further refinement as part of the base hybrid project.
- A multi-use path (MUP) immediately east of I-5 between Multnomah and Weidler is not recommended to be included in the project.
- The City and ODOT will continue to work to ensure that a bicycle/pedestrian Clackamas Overcrossing could be accommodated with a development proposed on the east side of the freeway.
- The City and ODOT will continue to refine and evaluate the North of Broadway options and bring a recommendation for SAC consideration to the April 12 SAC meeting.

Background

The project team has worked closely with SAC to identify a wide range of freeway and interchange improvement concepts that could improve freeway safety and operations while being compatible with emerging long-range plans and support economic development within the overall N/NE Quadrant. The range of freeway and interchange improvement concepts has been narrowed to a few of the most promising concepts. This Joint Staff Report recommends continued study on a few key concepts.

The process for identifying, evaluating and narrowing the concepts has included several milestone actions by the SAC, including:

1.	Adoption of project goals and objectives	SAC Meeting #4,	January 4, 2011
2.	Conduct freeway/interchange charrette		April 2011
3.	Narrowing from 70+ ideas to 13 concepts	SAC Meeting #6,	May 26, 2011
4.	Narrowing from 13 concepts to 6 concepts	SAC Meeting #8,	July 28, 2011

SAC Meeting #10

At SAC Meeting #10, on October 27, 2011 the committee reviewed a physical model of the six interchange concepts and received a presentation summarizing key findings.

SAC Subcommittee Meeting
At the SAC Subcommittee meeting on December 8, 2011 staff presented information on the performance of each concept and the subcommittee discussed their pros and cons. Based on the technical information, rankings and discussion, the subcommittee recommended the following:

1. That staff conduct no further work on Concept 4a Split Diamond and Concept 4b Folded Diamond.
2. That staff work to identify the best elements of each remaining concept (Braided Ramp/CD Road, Rebuilt Structures, and Three-Point Interchange) and explore including those elements in a hybrid concept or concepts and report findings from those hybrid concepts at the January 19, 2011 SAC meeting.

SAC Meeting #12
At SAC Meeting #12 on January 19, 2012, staff presented an overview of SAC Subcommittee recommendation and asked the SAC to endorse the Subcommittee recommendation. The SAC unanimously supported the Subcommittee recommendation and directed staff to:

- Conduct no further study of the Concept 4a Split Diamond and Concept 4b Folded Diamond.

In addition to this action removing the Split Diamond and Folded Diamond concepts, the SAC discussed the benefits and concerns regarding the proposed hybrid project elements. The issues raised during the SAC discussion were considered in preparing this Joint Staff Report and the hybrid project recommendation.

SAC Meeting #13
At the February 16, 2012, SAC meeting, staff presented the information on the hybrid base concept. The project team developed a hybrid base project and identified elements for further refinement based on technical assessments of bicycle and pedestrian operations, urban design/land use potential, traffic operations and safety.

Based on that assessment, ODOT and the City of Portland have jointly identified areas of agreement on how to proceed to further develop the Hybrid Base Project and to continue to analyze elements that require more study. The SAC supported the joint staff recommendation to move forward with the Hybrid Base Project (see list of Hybrid Base Project elements on page 4) and directed staff to continue to analyze the four elements that require additional study.

II. FEBRUARY SAC MEETING DECISIONS

The project team developed and refined a Hybrid Base Project, endorsed by the SAC at its February meeting, and identified four elements for further study based on technical assessments of bicycle and pedestrian operations, urban design/land use potential, traffic operations and safety. Based on that assessment, ODOT and the City of Portland have jointly identified areas of agreement on how to proceed to further develop the Hybrid Base Project and to continue to analyze elements that require further refinement illustrated in Figure 1.

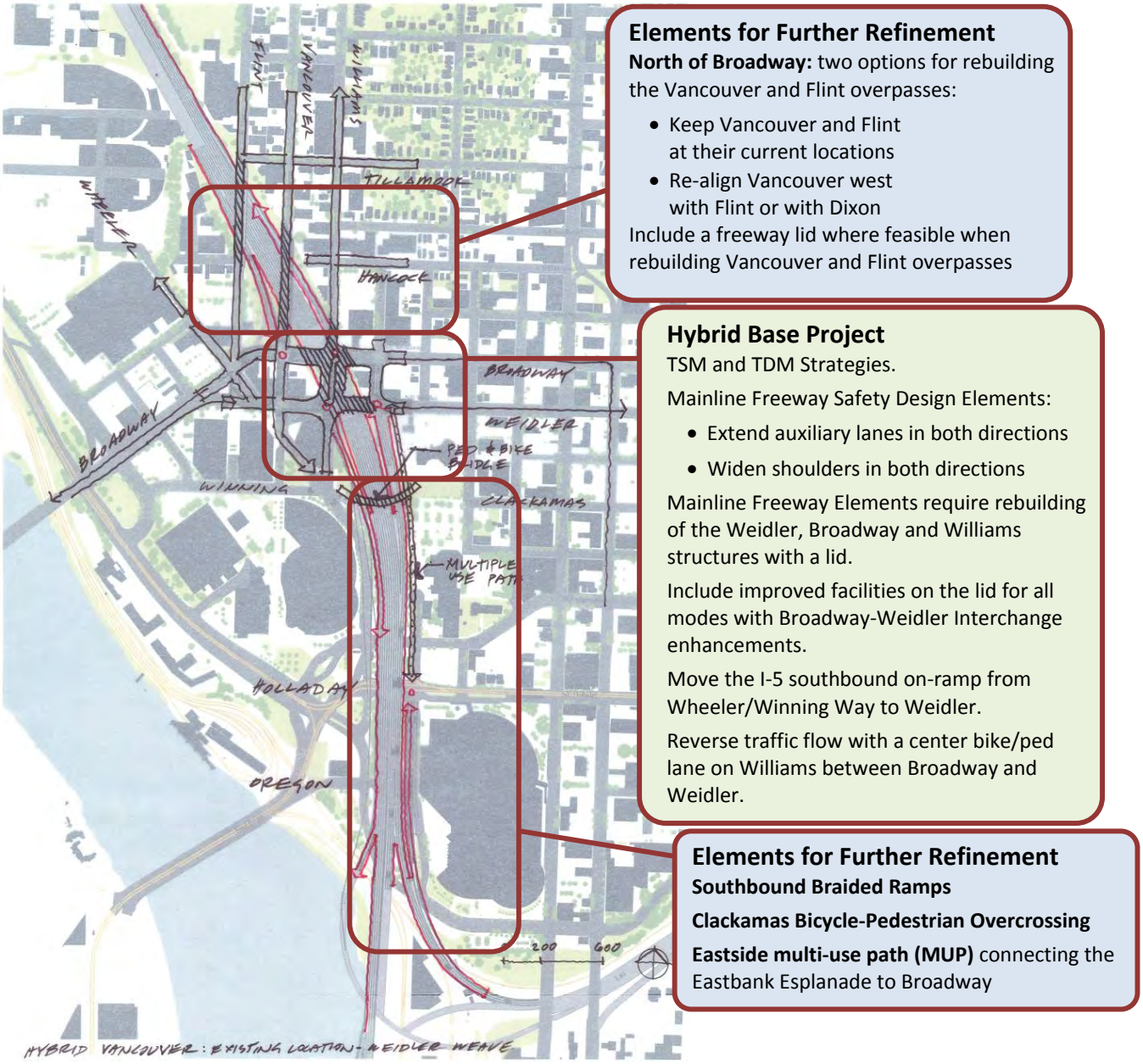


Figure 1: Hybrid Base Project and Elements for Further Study

The Hybrid Base Project

The Hybrid Base Project, as endorsed by the SAC at its February 2012 meeting and illustrated in Figure 2 (cross section) and Figure 3 (plans), includes:

Hybrid Base Project Elements	February 2012 SAC Action
1. Transportation System Management (TSM) and **Transportation Demand Management (TDM)** strategies	Endorsed
2. Mainline Freeway Safety Elements:	Endorsed
a. Extend auxiliary lanes 4,370 feet in both directions	
b. Add full-width shoulders in both directions	
3. Three Rebuilt Freeway Structures and Lid	Endorsed
(Mainline Freeway Safety Elements require rebuilding the Weidler, Broadway, and Williams structures over I-5)	
4. Broadway-Weidler Interchange Improvements	Endorsed
(improved facilities on the lid for all modes)	
5. Relocation of Southbound I-5 On-Ramp to Weidler/Williams	Endorsed
(from current location at Wheeler/Winning Way/Williams)	
6. Reverse Traffic Flow on Williams	Endorsed
(between Broadway and Weidler)	



Figure 2: Hybrid Base Project, Cross Section A (illustrative concept drawing)

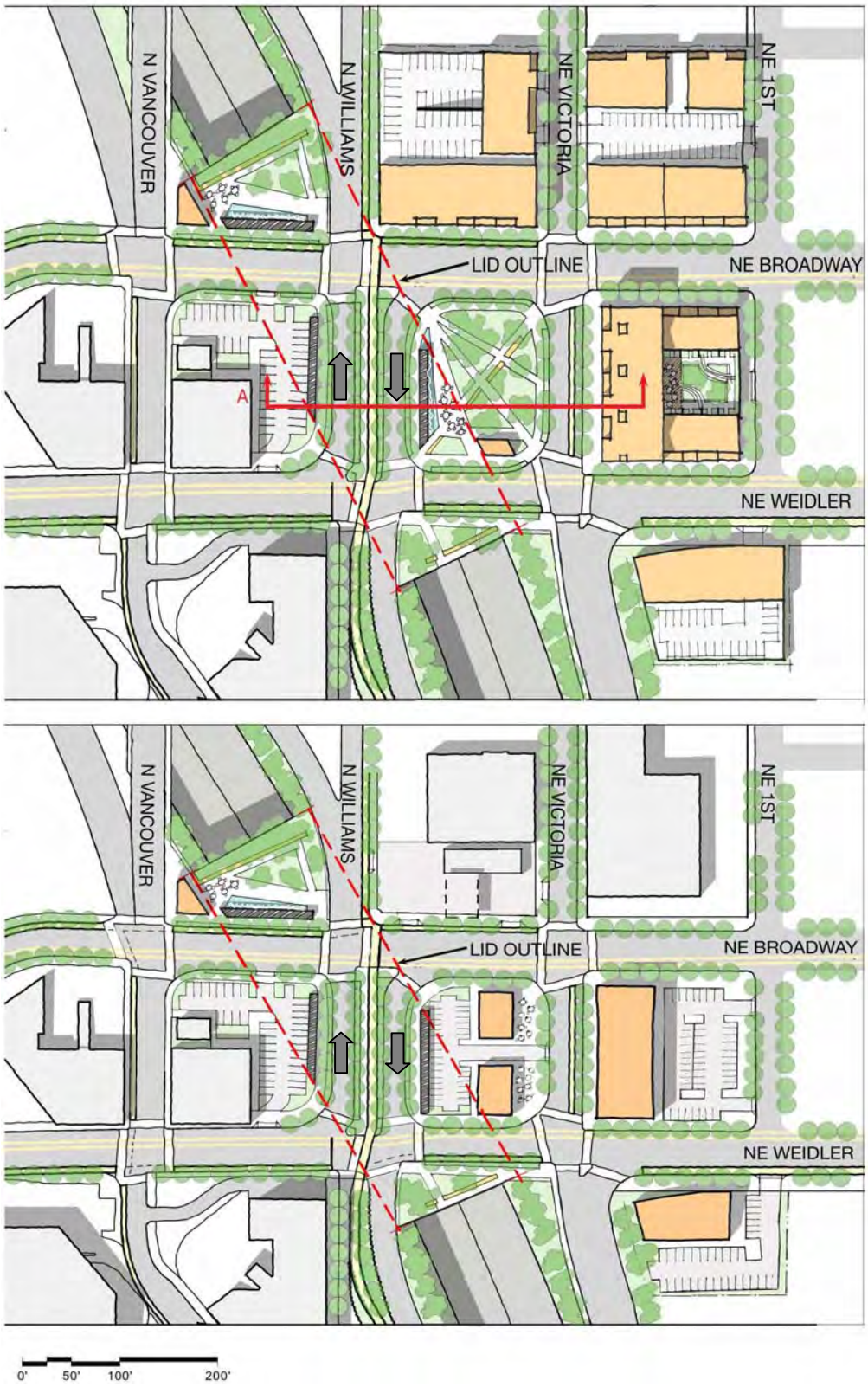


Figure 3: Hybrid Base Project, Plan Views (illustrative concept drawings)

III. JOINT STAFF RECOMMENDATION: HYBRID ELEMENTS

Based on the above Hybrid Base Project concept and previous SAC direction, the following four **Hybrid Elements** were recommended for further refinement:

1. **Southbound Braided Ramps** (shown in Figures 4a and 4b)
2. **Eastside Multi-Use Path (MUP)**: connecting Eastbank Esplanade to Broadway (Figure 5)
3. **Clackamas Overcrossing** (bicycle/pedestrian overcrossing, shown in section in Figure 6)
4. **North of Broadway**: Vancouver/Flint/Hancock Crossing/Lid (Figure 7)
   Include a freeway lid where feasible when rebuilding Vancouver and Flint overpasses with two options:
   a. Keep Vancouver and Flint at their current locations
   b. Re-align Vancouver west with Flint or Dixon

Hybrid Elements	March 15 Joint Staff Recommendation
1. Southbound Braided Ramp	Not recommended for further refinement at this time
(Figures 4a and 4b)	
2. Eastside Multi-Use Path (MUP)	Not recommended; support alternative north-south routes
(connecting Eastside Esplanade to Broadway, Figure 5)	
3. Clackamas Overcrossing	Refine further; include in the Hybrid Base Project
(bicycle/pedestrian overcrossing, Figure 6)	
4. North of Broadway	Refine options further; report in April
Two options (Figure 7):	
• Rebuild Vancouver and Flint at their current locations	
• Re-align Vancouver west with Flint or Dixon	

Joint Staff Recommendation

Based on additional analysis and assessment, ODOT and the City of Portland have developed the following recommendations on which of the following four hybrid elements should be included in the Hybrid Base Project for improvements to the I-5 Broadway/Weidler Interchange.

1. Southbound Braided Ramps

The Southbound Braided Ramps would separate traffic destined to I-5 South from traffic destined for I-84 East. The ramps would be added on new structures to the western edge of I-5 which would be widened to include a new auxiliary lane. Conceptual layouts for the braided ramps were developed and the potential benefits and impacts associated with the ramps were analyzed. Based on this analysis, the following benefits and impacts were identified:

Benefits

- Safety – Crash data for similar braided ramp improvements show a significant reduction in the number of total crashes comparing before and after implementation of braided ramp improvements.
- Freeway Operations – Braided ramps (beyond the auxiliary lanes improvements) would allow weaving and merging activity to occur outside of the freeway mainline and further reduce negative operational impact on freeway through-lanes.

Issues

- Visual and Aesthetic – The braided ramp would be located outside the existing footprint of I-5 and would require new support columns along Wheeler Avenue in the vicinity of the Rose Garden Arena and the Rose Quarter Transit Center. Figures 4a and 4b show views of how the braided ramp structures could look from perspectives below the new structures. Opportunities have been identified to utilize landscaping, walls, water, lighting and other techniques to enhance the look and feel of areas below the freeway.
- Capital Cost – Braided ramps would add an additional $150 million to the cost of the Hybrid Base Project.

Joint ODOT/City Recommendation on Southbound Braided Ramps

Braided ramps and auxiliary lanes have been shown to be effective strategies to improve the safety and operations of an urban freeway. Because many of the safety and operational benefits could be achieved with the auxiliary lane extensions, the Southbound Braided Ramps are not recommended for further refinement as part of the Hybrid Base Project at this time. If after base improvements are implemented and safety and operational issues remain, the Southbound Braided Ramps should receive additional consideration since they show promise for further improving safety and operations within the project area.

It is further recommended that designs developed for the new Weidler southbound entrance-ramp, the Clackamas Overcrossing and other elements of the Hybrid Base Project should not preclude the ability to implement the Southbound Braided Ramps, if needed, at some point in the future.

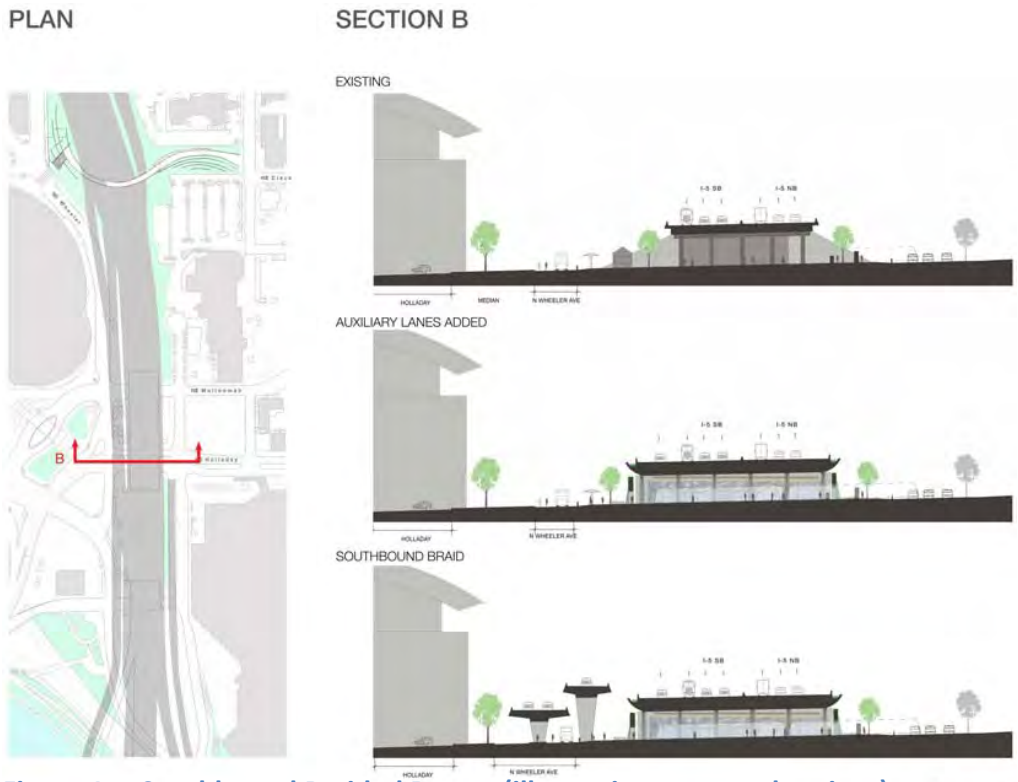
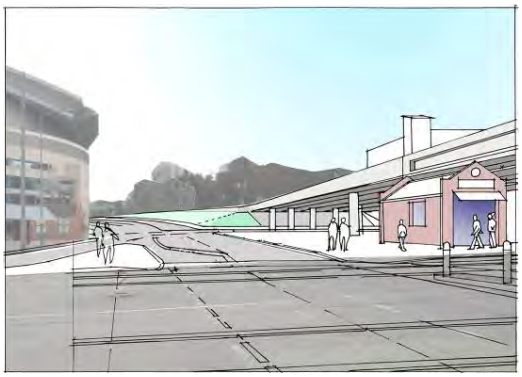


Figure 4a: Southbound Braided Ramps (illustrative concept drawings)



Existing



With Auxiliary Lanes Only



With Southbound Braided Ramps



At MAX platform with Auxiliary Lanes Only

Figure 4b: Southbound Braided Ramps (illustrative concept drawings)

2. Eastside Multi-Use Path (MUP)

The analysis to date has identified a range of potential benefits and impacts associated with creating a multi-use path (MUP) along the east side of I-5 to connect the Eastbank Esplanade to Broadway. This multi-use path would serve as an alternative route to encourage "interested-but-concerned" bike riders (see Figure 5).

The east side MUP was originally prepared during the development of a range of possible interchange concepts. Certain concepts would have severely limited the ability for bicycles and pedestrians to safely travel north-south through this area. The concept of the eastside MUP was developed to address these concerns. The recommended Hybrid Base Project interchange concept provides for reasonable north-south connections west of I-5 using Wheeler, Williams and Vancouver avenues and would not have the same need for a separated multi-use pathway.

Benefits

- Provides a secondary north-south bicycle connection attractive to "interested-but-concerned" cyclists.

Issues

- Capital cost estimated at $2 - $4 million.
- The east side multi-use path would create a difficult crossing at the eastern edge of the I-5 northbound exit-ramp to Weidler.
- The east side MUP would require additional property acquisition and would displace approximately 25 off-street parking spaces.

Joint ODOT/City Recommendation on Eastside MUP

Improved north-south bicycle and pedestrian connections through the interchange area are a critically important outcome for the N/NE Quadrant and I-5 Broadway/Weidler Plans project. Due to its cost, property impacts and parking impacts, a multi-use path immediately east of I-5 between Multnomah and Weidler is not recommended to be included in the project.

In lieu of a separated MUP, it is recommended that the City develop a Neighborhood Greenway connecting the Eastbank Esplanade to neighborhoods north of Broadway via Lloyd Boulevard, Multnomah Street, 3rd Avenue, Wasco Street and 2nd Avenue.

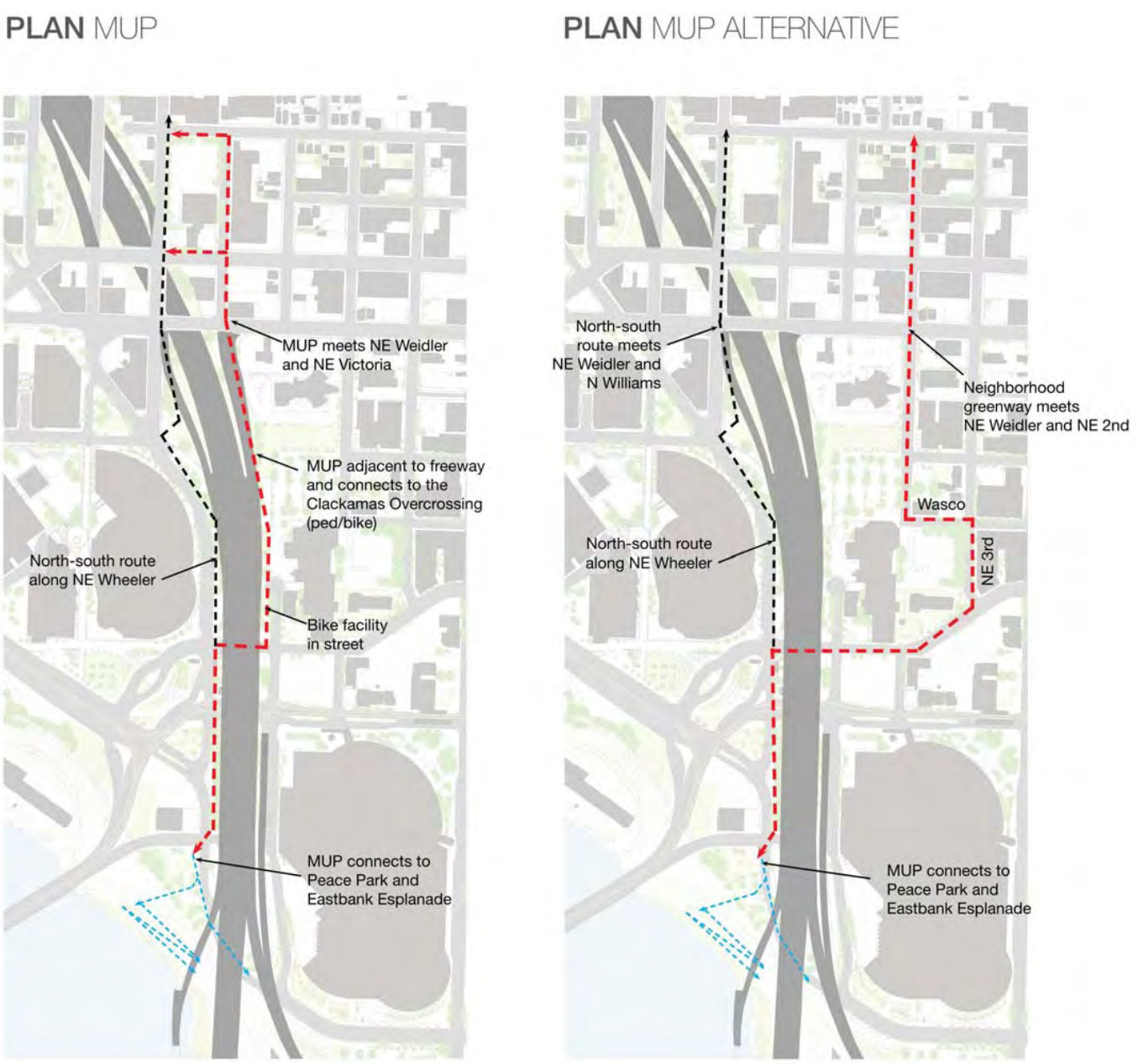


Figure 5: Eastside Multi-Use Path (MUP; illustrative concept drawing)

3. Clackamas Overcrossing (Bicycle/Pedestrian)

Provide a bicycle and pedestrian crossing of I-5 connecting from the vicinity of 1st Avenue at Clackamas Street to the vicinity of Williams, Wheeler and Winning Way. This overcrossing would improve pedestrian and bicycle access to the Rose Garden Arena and other Rose Quarter activities.

Concepts have been prepared that depict a potential overcrossing and describe some of the challenges of providing good physical connections on both sides of the freeway. Additional design challenges involve providing for a potential, future braided ramp (see Figure 6).

Benefits

- Improves bicycle and pedestrian access to the Rose Quarter.
- Supports redevelopment opportunities at the Rose Quarter and on the east side of I-5.
- Would improve pedestrian safety by moving some event-based pedestrian activity from Weidler and "the Box" area to the overcrossing.
- Can be designed to allow for Southbound Braided Ramps if those are desired in the future.

Issues

- Potential development on the east side of I-5
- Capital cost estimated at $15 - $20 million.

Joint ODOT/City Recommendation on the Clackamas Overcrossing (Bicycle/Pedestrian)

The Clackamas Bicycle/Pedestrian Overcrossing should be included as part of the Hybrid Base Project. The City and ODOT shall continue to work with the proposed development on the east side of the freeway to ensure that the overcrossing could be accommodated with the proposed development.

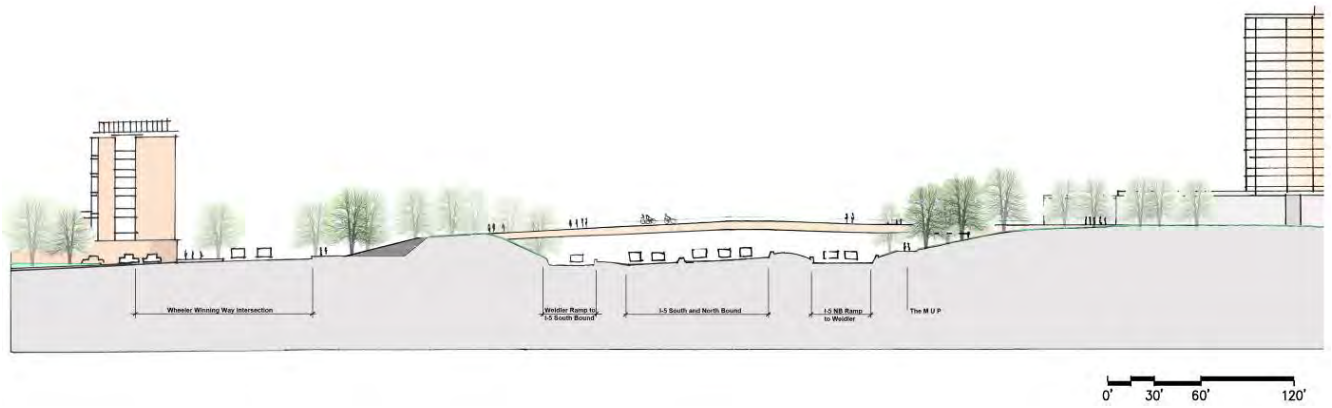


Figure 6: Clackamas Overcrossing, Cross Section (illustrative concept drawing)

4. North of Broadway: Vancouver/Flint/Hancock Overcrossing/Lid

The I-5 Broadway/Weidler Interchange project presents a unique opportunity to improve the local street system just north of Broadway in addition to overall operational improvements to the transportation network. Because the Flint, Vancouver and Williams structures over the freeway must all be rebuilt as part of the project, they could be built in a configuration different than the current layout which presents a number of challenges. While no option is without impacts, several alternatives are under development and worthy of serious consideration, in addition to the option of rebuilding the structures in their current locations. All options under consideration (shown in Figure 7) would work with the other major elements of the Hybrid Base Project. All new structures would meet current design standards for seismic safety, sidewalks and bike lanes where applicable.

Box around "The Box"

Early in the concept alternative development process, the opportunity was identified to create supplemental safe, pleasant, walkable and bikeable connections around "the Box." While the proposed Hybrid Base Project significantly improves pedestrian, bicycle and vehicle conditions in the central part of the box, there will still be considerable traffic impacts and frequent congestion. Rebuilding the structures as part of the interchange improvement project presents the opportunity to establish a circumferential network of local streets and pedestrian/bicycle paths that would let local movements not associated with Broadway/Weidler and the freeway move through the area without entering the center of "the Box" where they conflict with arterial and freeway-related traffic.

Primary Options under Development (Figure 7):

1. **Rebuild**
   This option would remove and rebuild the existing freeway overcrossings in their current locations. Although the replacement structures would meet current design standards, this option would not eliminate the 5-legged intersection at Vancouver & Broadway. Removing the Vancouver leg from the intersection would reduce accident potential and improve driver expectations within the interchange area.
2. **Align Vancouver with Flint (Flint)**
   This option would replace the existing Flint and Vancouver freeway overcrossings with a single, new overcrossing connecting Vancouver to Flint. The new Vancouver/Flint overcrossing would provide for a local street connection with Hancock to the east and a local street connection to the west. The intersection of Flint and Broadway would be signalized, the existing access to Wheeler from Broadway would be closed and access to Wheeler would be provided via Dixon. Flint would connect south of Broadway, across Weidler, and continue as a through-street connection to Winning Way between the two city parking structures.
3. **Align Vancouver with Dixon (Dixon)**
   This option would replace the existing and Vancouver freeway overcrossings with a single, new overcrossing connecting Vancouver to Dixon at Wheeler. The new Vancouver/Dixon overcrossing would provide for a local street connection with Hancock to the east and a local street connection to the west. Wheeler would connect as a two-way street to a signalized intersection at Broadway and Flint would be closed at Broadway. The south leg of the Wheeler /Broadway intersection would be a new, north/south through-street connection across Weidler to Winning Way between the two city parking structures.
4. **Align Vancouver with Dixon and form couplet (Dixon Couplet)**
   This option would replace the existing and Vancouver freeway overcrossings with a single, new overcrossing connecting Vancouver to Dixon at Wheeler. The new Vancouver/Dixon overcrossing would provide for a local street connection with Hancock to the east and a local street connection to the west. Wheeler would be paired with Ross as a one-way couplet with northbound traffic on Wheeler and southbound traffic on Ross.

Joint ODOT/City Recommendation on Options North of Broadway

The project team will continue to refine and evaluate these options and bring a recommendation for SAC consideration to the April 12 SAC meeting. SAC guidance is appreciated on what information and analysis will help the SAC make an eventual recommendation.

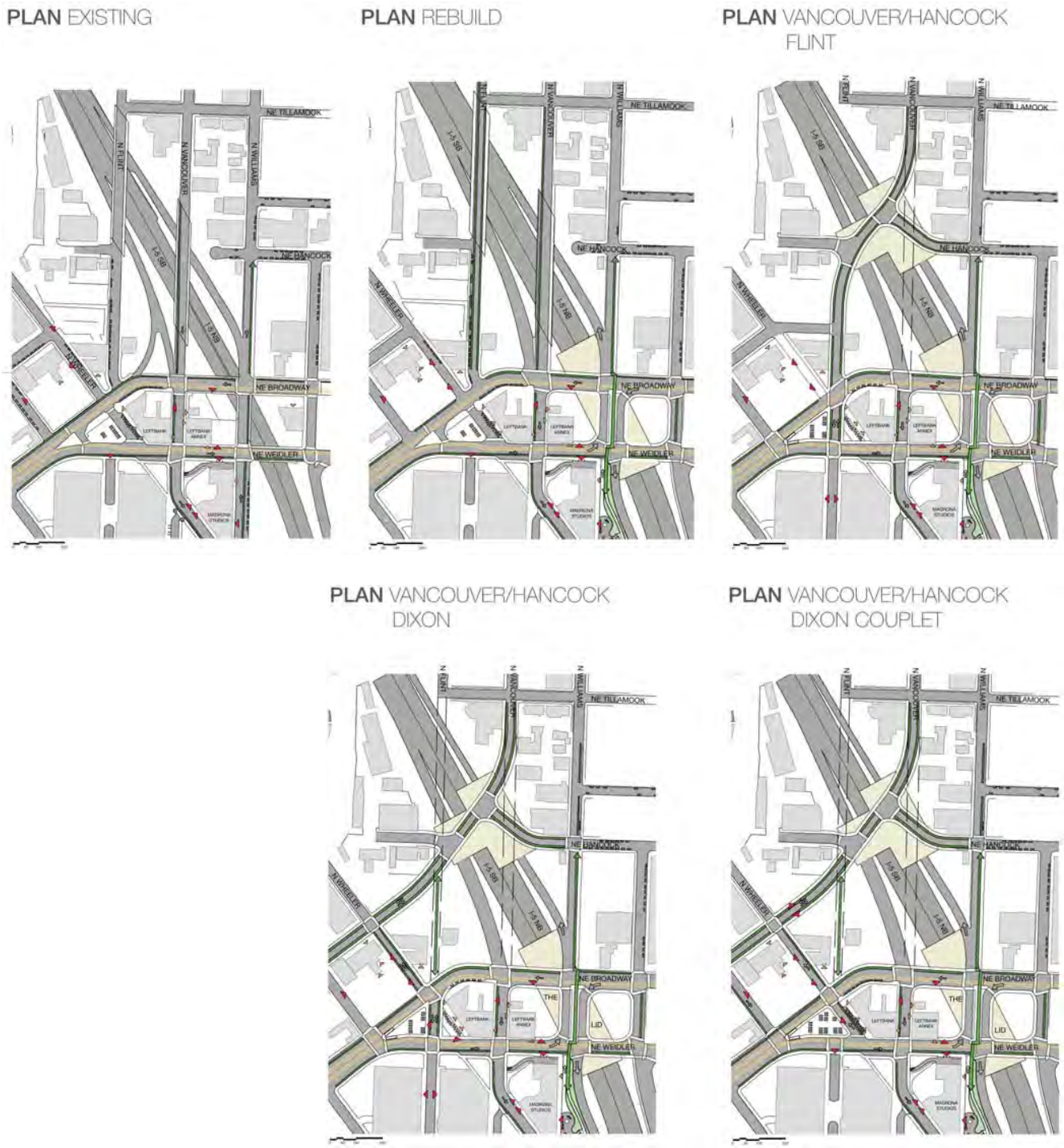


Figure 7: Options North of Broadway (illustrative concept drawings)

Criteria to Be Considered:

- Impacts to existing businesses and residents.
- Connectivity: Increase or maintain the connectivity, quality, and safety of the surface street system for all modes between and within the N/NE Quadrant and its adjacent districts.
- Developability and placemaking: Maintain or create development parcels that accommodate and facilitate the proposed land use, density and character of the district.
- Open Space: Expand the role and use of open space as a district system amenity.
- Opportunities: Leverage improvements to capitalize on district opportunities to improve livability in nearby sub-districts.
- Estimated capital costs of the options.

NEXT STEPS

The next SAC meeting is April 12th; at this meeting, project staff will present recommendations on the remaining two of four elements which are being refined further (the Clackamas Overcrossing and the options for North of Broadway).

To members of the North-Northeast Quadrant Project Stakeholders Committee:

During the last 60 years the Eliot neighborhood has been viewed as expendable by private and public agencies, and as an area transitioning from a residential community into something else. As recently as 1978, a member of the Portland Planning Commission suggested that the entire area be rezoned for employment uses, saying, "Let's face it, no one will ever build housing there again." In the 1980s a representative of the Urban League described Eliot as "two thin strips of residential uses," and said that as far as she was concerned any development was legitimate.

I and other Eliot volunteers did not agree with these thoughts and fought vigorously against them. However, compared to some of the proposals associated with the North-Northeast Quadrant Study, there are things to be said for them.

At least the authors of these statements were looking at the neighborhood holistically, rather than picking it apart piece by piece. At least they had the guts to confront the ultimate effects of their actions and attach their names to them. Finally, such a broad stroke approach would at least have allowed property owners to cash out as they left the neighborhood.

In this light, it would be better to re-route North Vancouver Avenue directly through the Paramount Apartments, the Left Bank Project and perhaps the Madrona. This would at least compel the government entities involved to pay the owners for their property, and the commercial and residential tenants for their relocation. In contrast, at least one of the options would be the equivalent of cutting halfway through the truck of a tree, leaving the object of such attentions technically alive but unviable.

Likewise, proposals to make North Hancock Street a through route, with a freeway overpass carrying motor vehicles, would inevitably lead to a major increase in cut-through traffic in a neighborhood that already has too much of it. Proposals to place a traffic barrier on Hancock would merely move the new through traffic to some other street. You can see the potential future if you drive west on Northeast Broadway from 33rd Avenue and attempt to make your way north; you encounter a series of cul-de-sacs, diverters and other controls that protect the quiet and safety of some streets at the expense of others, and turn the total area into a mess. (Or perhaps not. This is Eliot, after all, and how many decades have we waited for traffic signals on Williams and Vancouver at Cook, after telling the City how dangerous the status quo is?) The message to the residents of Hancock is, "You have the choice of henceforth living on a regional collector, or gain some protection by messing with your own access. Don't ask why; someone somewhere has an agenda and you live in Eliot; get used to it."

Indeed, proponents of this solution have had the gall to suggest that it is a benefit to this neighborhood, that it would "re-knit" the area cut in half by the I-5 Freeway so long ago. This is more than false, it is an insult. They know as well as I do that if benefiting Eliot were the motivation, this proposal wouldn't even be on the table. Like I-5, this is for people passing through.

Planner Joe Zehnder has said that congestion at the Williams-Vancouver-Broadway-Weidler Box is a major deterrent to redevelopment of both lower Broadway and the Lloyd District. Perhaps so, but this neighborhood has been asked to sacrifice itself for the greater good too many times. I do not have an alternative solution, but I have no qualms about saying, "We gave already. Do something else."

You Stakeholders, I believe, agreed to a stipulation that traffic solutions should "do no harm." The question is, how narrowly or broadly do you construe this directive? Obviously a pile of rubble represents "harm"; I submit that a building, or a block, is harmed if traffic "improvements" leave it standing but rob it of its value. I urge you to adhere to a higher standard.

I am not the first to raise such concerns, and I am distressed that despite this these proposals are continuously approved for "further study." I am reminded of the quote, "A wise victor will, whenever possible, deliver his terms of surrender in installments." I would hope more of you would find the sense to emulate Dean Gisvold of Irvington and say, "Enough is enough. It's spinach and to hell with it. No."

Lee Perlman

March 14, 2012

Dear SAC Members,

It's my understanding that on March 15, the I-5 N/NE Broadway Wielder Interchange SAC is scheduled to vote on the project team's recommendations. One of the recommendations is to remove the SB Ramp from any further refinement, thus, removing the SB Ramp as a base element of the project. While I am not able to attend in person, I feel it is important to offer OTA's position on this issue. OTA cannot support this recommendation for the reasons outlined below.

The Oregon Trucking Associations, Inc. represents trucking companies in Oregon where we are a key partner in the intermodal freight network. In 2010 trucks transported 88% of the total manufactured tonnage in the state, or 638,135 tons per day. Over 77% of Oregon communities depend exclusively on trucks to get their goods with many of the loads first traveling through the Portland region via I-5. Trucks deliver your life's essentials!

OTA supports a balanced transportation system throughout Oregon and has been actively involved in discussions in the Portland region where significant investments have been made in alternative transportation. While we applaud these efforts, we believe it's time to balance the investments in our transportation system by keeping the SB Braided Ramp as a priority base element in the I-5 Broadway Weidler/N/NE Quadrant project.

The research conducted by the project team and presented to the Transportation Sub-committee on December 8, 2011 outlines the value of investing in such a balanced transportation system. In the report, the SB Braid outperformed the other designs by:

- Improving safety in the project area
- Reducing traffic delays dues to crashes.
- Improving how efficiently vehicles are able to travel through the study area.
- Reducing Weaving: Between I-405 and the Broadway/Weidler interchange and between the Broadway/Weidler interchange and I-84

OTA members put safety first, investing in improved driver training programs and advanced safety technologies. They actively participate in industry safety initiatives at the local, state and national levels. In the project area, the crash rate is three times what it is in the Terwilliger curves. From 2005 - 2009, there were 472 crashes reported in the study area. Research by the project team shows the crashes are due to short weaving sections, conflicting movements and friction from through movements, problems which the proposed SB Braid would reduce.

Oregon Trucking Associations, Inc.
4005 SE Naef Rd., Portland, OR 97267
Phone: 503. 513.0005 Fax: 503.513.9541
www.ortrucking.org

Removing the SB Braid would be detrimental to our transportation system as a whole. If the goal of SAC members is to improve the safety and functionality of this area, the SB Braid must remain a priority base element. Ignoring safety concerns in favor of avoiding *potential visual impacts* (outlined in the Project Team's Dec. 2011 report) is not a viable argument. Nor is it a rationale that will convince the families who have had their lives impacted by the serious crashes in the project area. *Therefore, it must be restated that for OTA to support the project design, the SB Braid must remain a priority base element*. Anything less would set the wrong standard in our community.

The trucking industry in Oregon plays a significant role in the economy. There are over 6,190 trucking companies based in Oregon, most of which are small and locally owned. These companies provide one out of 16 jobs (85,050) in Oregon, paying wages totaling over $3.8 billion. The trucking industry also 'invests' over $486 million in federal and state roadway taxes and fees each year. For OTA and its members, the facts are clear: We need to invest in the asset. It's time to relieve the pressure this quadrant is under by improving safety and reliability in the project area. This will ultimately enhance the economic strength of the region.

OTA recommends the SB Braid remain a priority base element in the project design and encourages the committee to support a balanced transportation system.

Sincerely,

Debra Dunn

Debra Dunn
President
Oregon Trucking Associations, Inc.



N/NE Quadrant & I-5 Broadway/Weidler Plans

SAC Meeting #14 **March 15, 2012**

CENTRAL CITY 2035

CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

CC2035 Framework

1. Regional Center:

- Economic Competitiveness
- Business Growth

center for commerce, employment, arts and culture, entertainment, tourism, education, and government

2. Housing & Neighborhoods:

- Complete Neighborhoods
- Human and Health Services

successful, dense, prosperous and livable diverse neighborhoods - support the needs of people of all ages, incomes and abilities.

3. Transportation:

- System Design and Management
- System Maintenance/Infrastructure
- Parking
- Safety and Accessibility

mobility needs of people and goods - safe, affordable, equitable, and efficient transportation system

CC2035 Framework

4. Urban Design:

- Larger Landscape
- Districts
- Public Realm
- Central City Waterfront
- Historic Resources

design and development - a vibrant place of lasting quality - the success and evolution of Central city.

5. Environment:

- Green Buildings
- Green Infrastructure
- EcoDistrict Strategies

building and district scale - energy efficiency, reduce pollution, stormwater and waste, and provide wildlife habitat.

N/NE Quadrant Plan Structure

Lloyd District

- District Goal
- Policies
- Implementation Actions

Lower Albina

- District Goal
- Policies
- Implementation Actions

Organized into 5 policy areas:

Regional Center
Transportation
Environment
Housing and Neighborhoods
Urban Design

Goal: Overarching vision for the district
Policy: More specific direction on topics or issues
Implementation actions: Regulatory changes, projects, programs, future work items or studies

Presentation

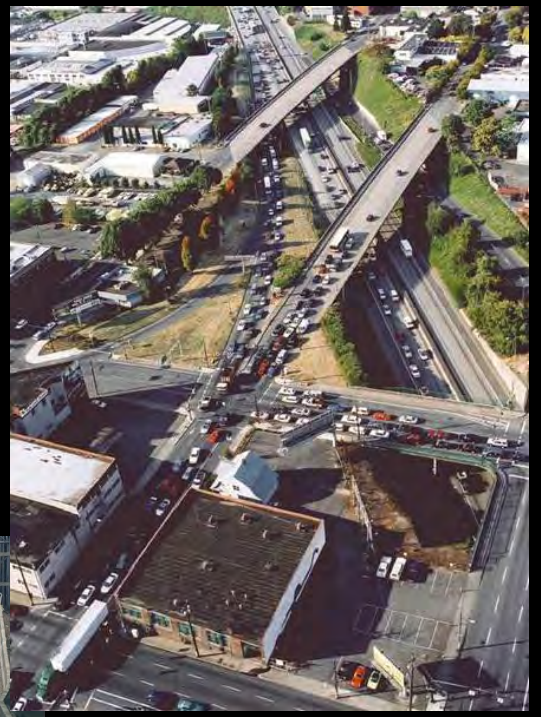
- Purpose of I-5 Project
- Review of SAC 13 Outcomes
- Hybrid Elements for Further Discussion



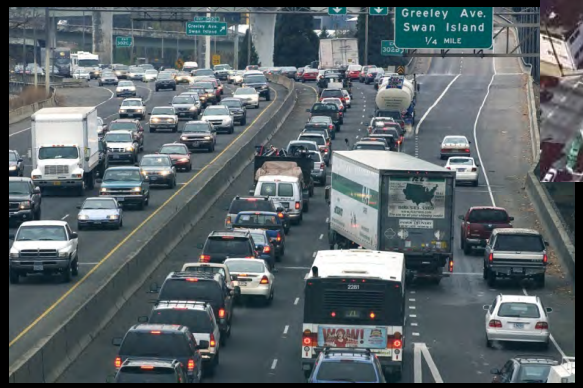
Review: ODOT Purpose

Improve safety and operations on I-5

in the vicinity of the Broadway/Weidler interchange

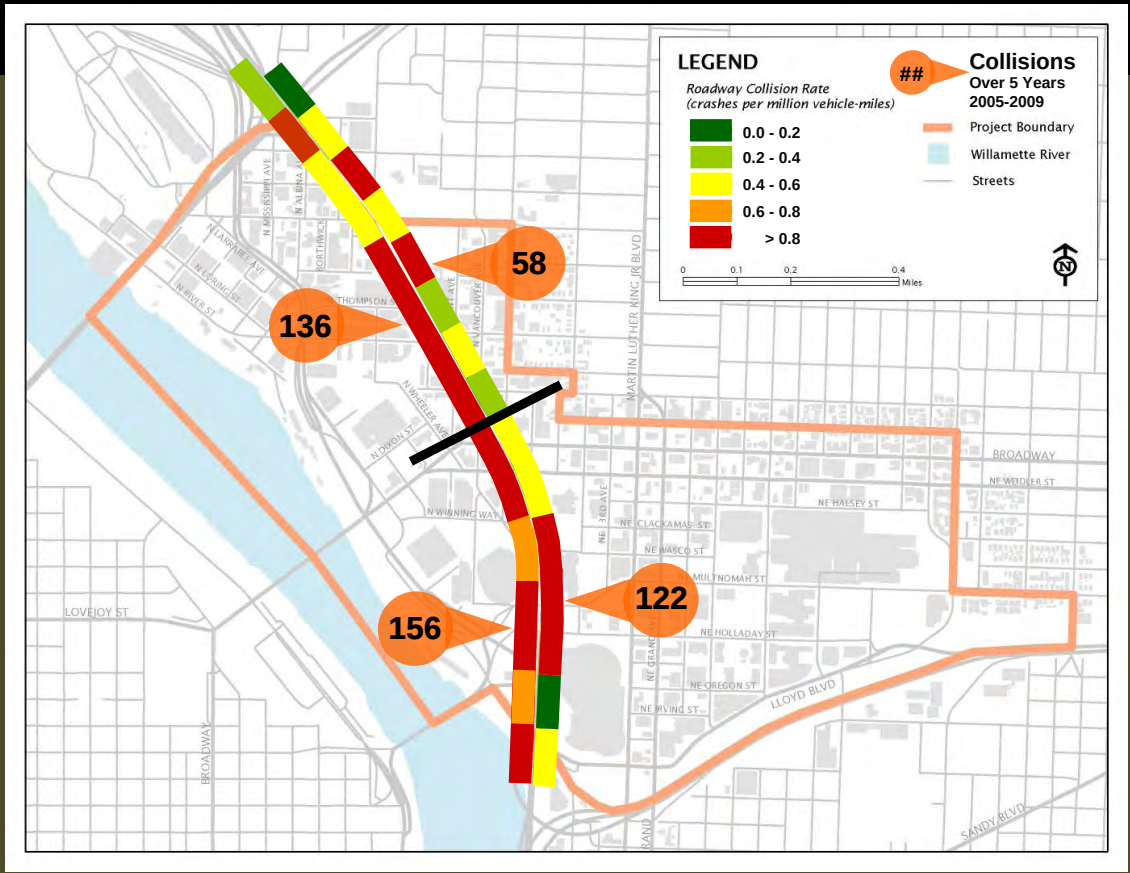








Review: I-5 Crashes

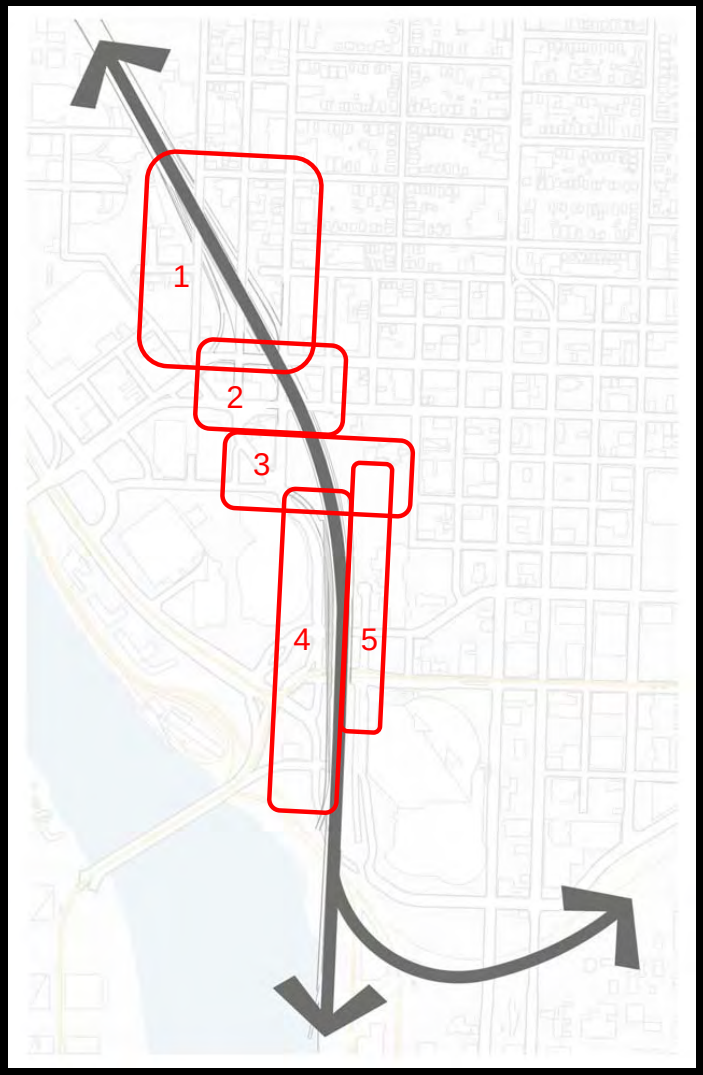


CENTRAL CITY 2035

Review of SAC 13
(February 16, 2012)



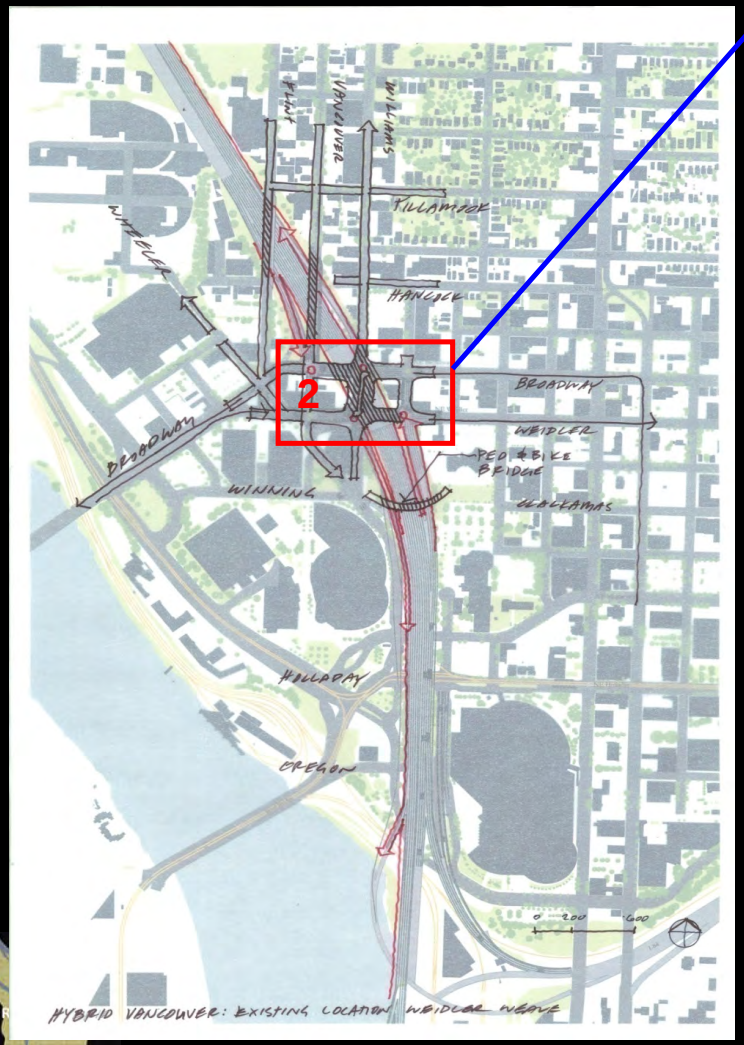
Review: Key Hybrid Map



1. Hancock/Vancouver
2. Broadway/Weidler Lid
3. Clackamas Overcrossing
4. The Southbound Braid
5. The Multi-Use Path

CENTRAL CITY 2035

2. Broadway/Weidler Lid: Base Hybrid Project



2. Broadway/Weidler and Auxiliary Lanes

To Include:

TSM and TDM

Mainline Freeway Safety Improvements:

- **Extend auxiliary lanes**
- **Widen shoulders**

Rebuild Broadway/Weidler Bridge with a lid.

- **Improved bike/ped facilities**
- **Lid over I-5**
- **Storm water management**
- **Seismic upgrades**

Move I-5 southbound on-ramp from Wheeler to Weidler

Reverse traffic flow lanes with a center MUP on Williams

Base Hybrid Project

Cost:

- Add auxiliary lane to I-5 in both directions ($140 - $150 million *)
- Rebuild Broadway/Weidler/Williams with lid ($100 - $110 million)

** Additional costs will be required, at minimum, for rebuilding Flint and Vancouver, north of Broadway ($45-$50m)*

- *Today's Dollars*



SAC Meeting 13 Review

(February 15, 2012)

Observations/What We Heard:

- Freeway Performance

  - What are the differences between the Aux Lane and Braid?

- Reverse Traffic Flow Williams:

  - Would the center multi-use path be protected from drivers on Williams?



SAC Meeting 13 Review

(February 16, 2012)

Observations/What We Heard:

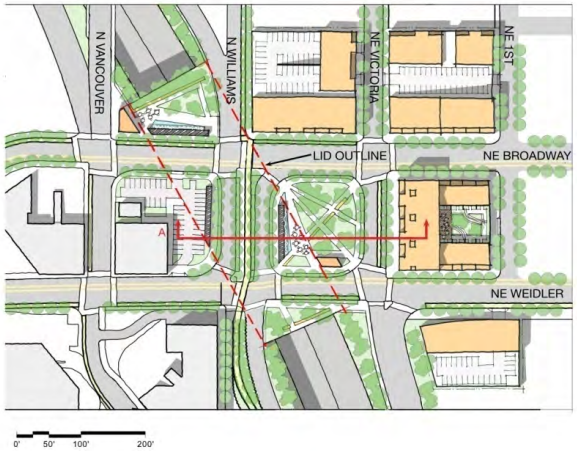
- Lid

  - What could Lid look Like? How could the land be used?

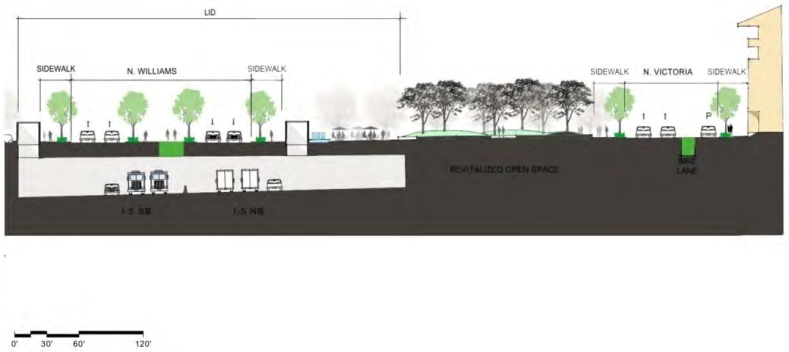
2 BROADWAY/ WEIDLER LID

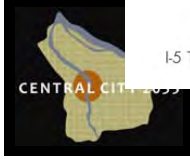


LID SITE: PARK IMPROVEMENTS

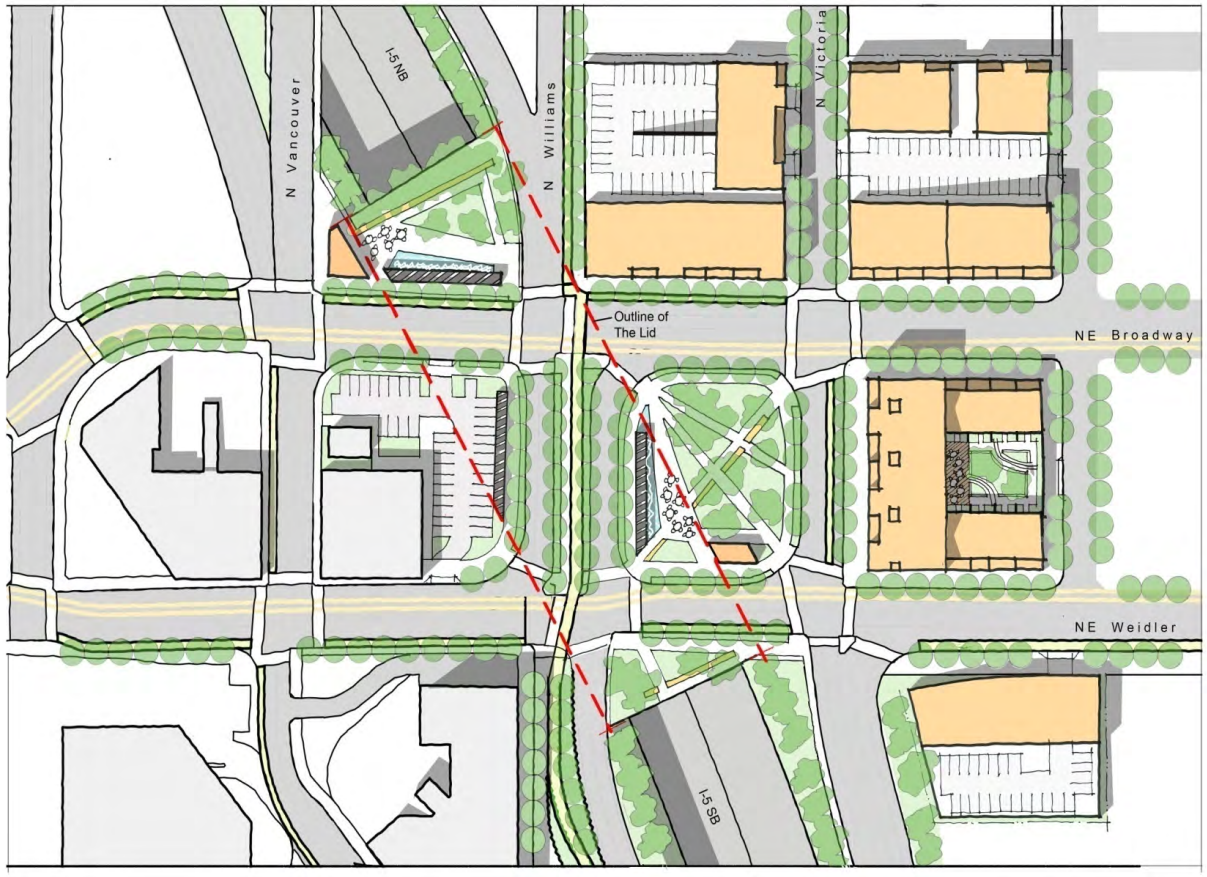


SECTION A





56055


N Vancouver
I-5 NB
N Williams
N Victoria
Outline of
The Lid
NE Broadway
NE Weidler
I-5 SB
0'
50'
100'
200'

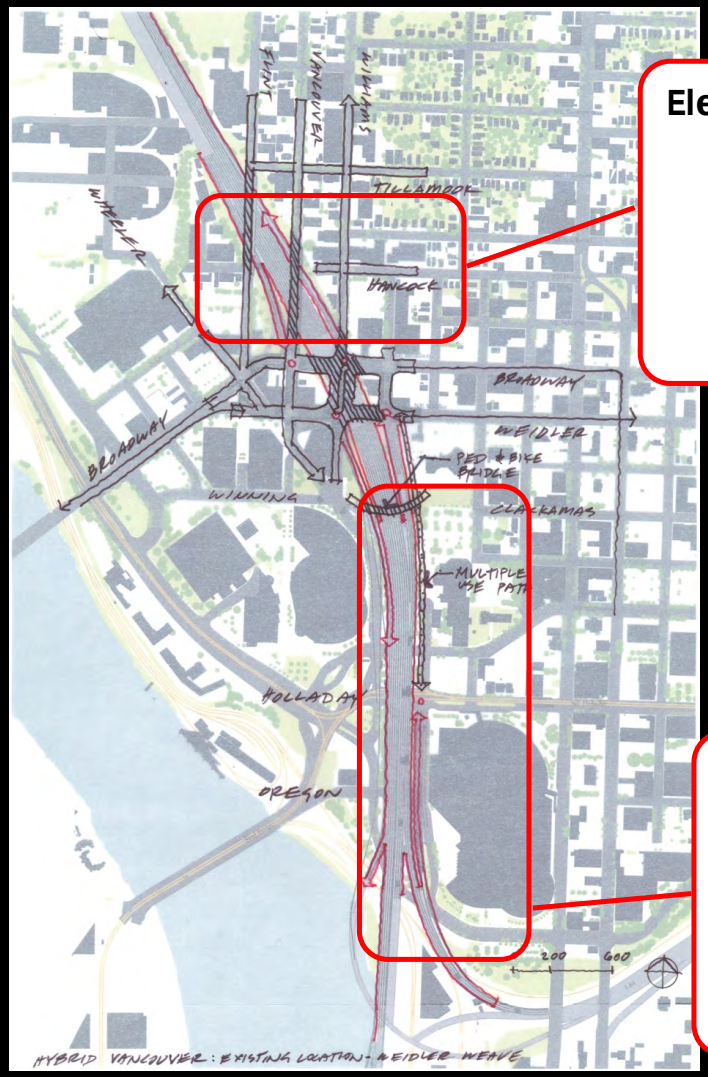
56056

SAC Meeting 13 Review
(February 16, 2012)

- Called Question 1:

  Do you agree with the Staff recommendation to move forward with Base Hybrid Concept?

✓ *SAC Approved*



Elements for Further Study

- Rebuild Vancouver and Flint in their current location
- Realign Vancouver west with a lid

Elements for Further Study

- Southbound Braided Ramp
- Clackamas Overcrossing
- Eastside multi-use path (MUP)

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Hybrid Projects for Further Study

SB Braid: Safety Analysis

Looked at handful of sites in Portland region

- Based on data from similar locations, adding an aux lane is expected to reduce mainline crashes by 30%-70%
- Braid in combination with Aux lane is expected to reduce the number of mainline crashes 45%-85%
- Vissim simulation used to look at current traffic volumes between 2:00-3:00 (shoulder period)

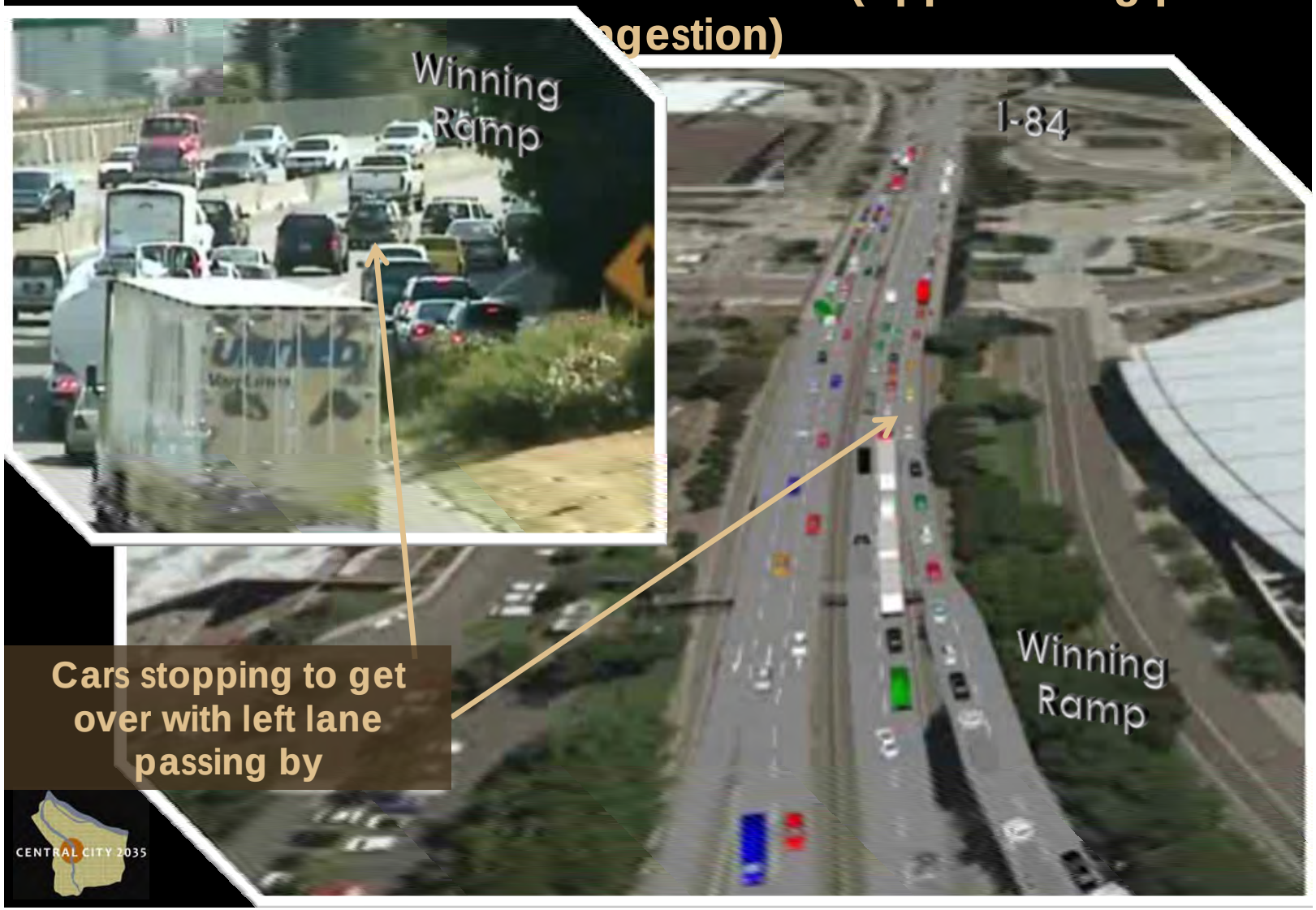


Vissim Simulations

- Looking at existing vs. addition of aux lane and aux lane/braids
- Based on current traffic counts
- Studied shoulder period (2:00-3:00)
- Look for traffic movement on ramp and right lane as well as congestion on far left lane(s)



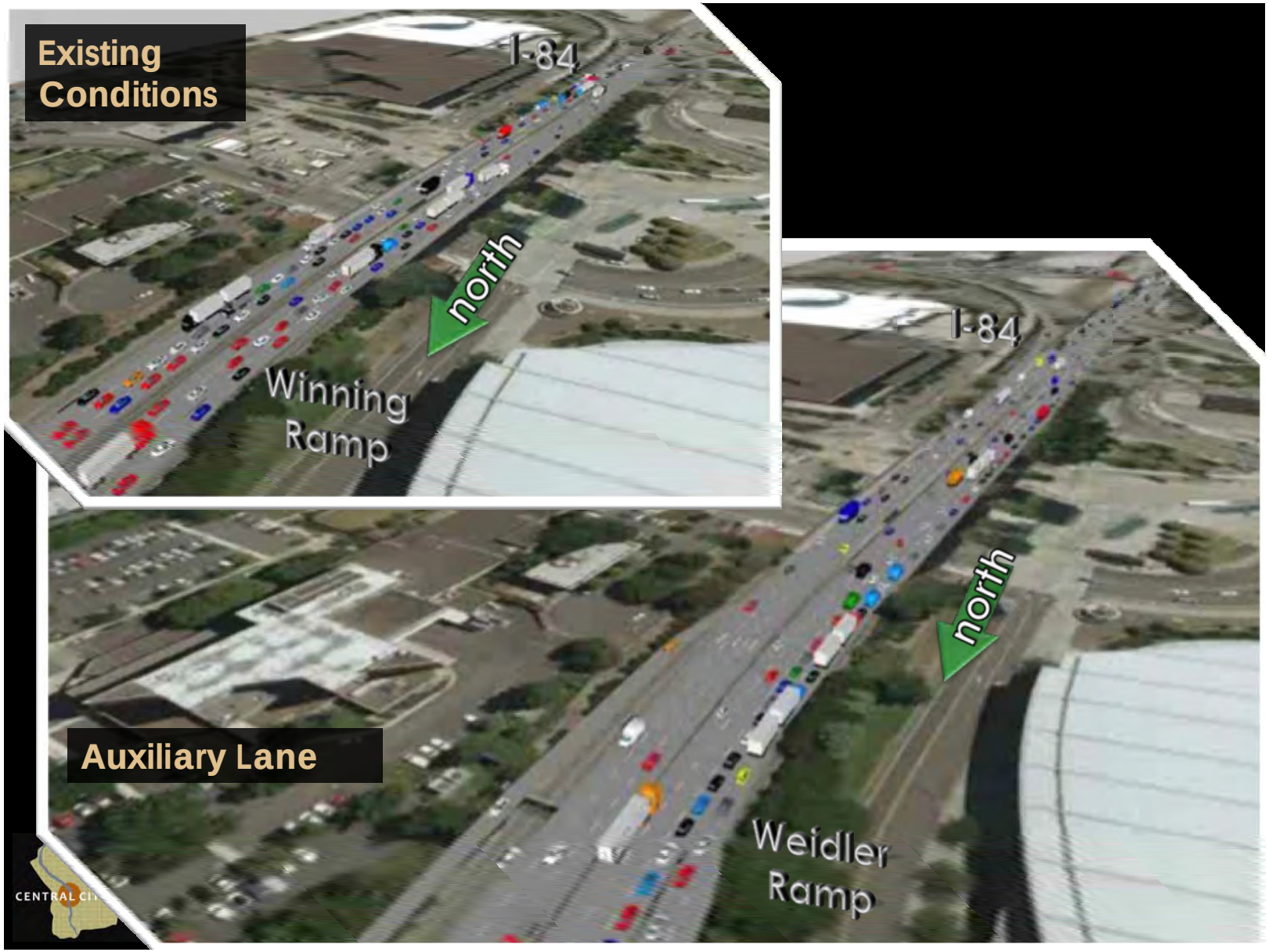
Actual Field Conditions vs. Simulation (approaching peak ngestion)

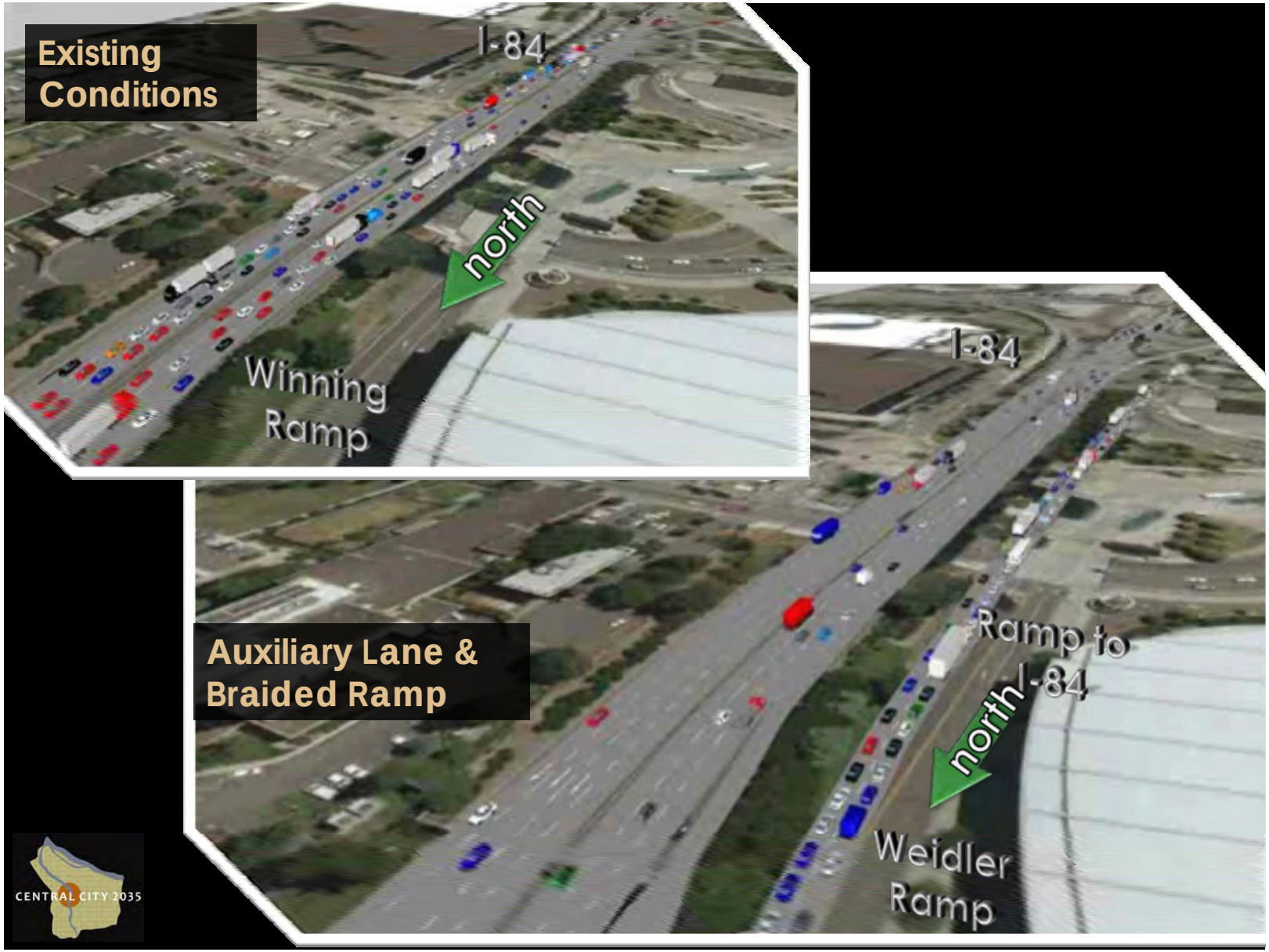


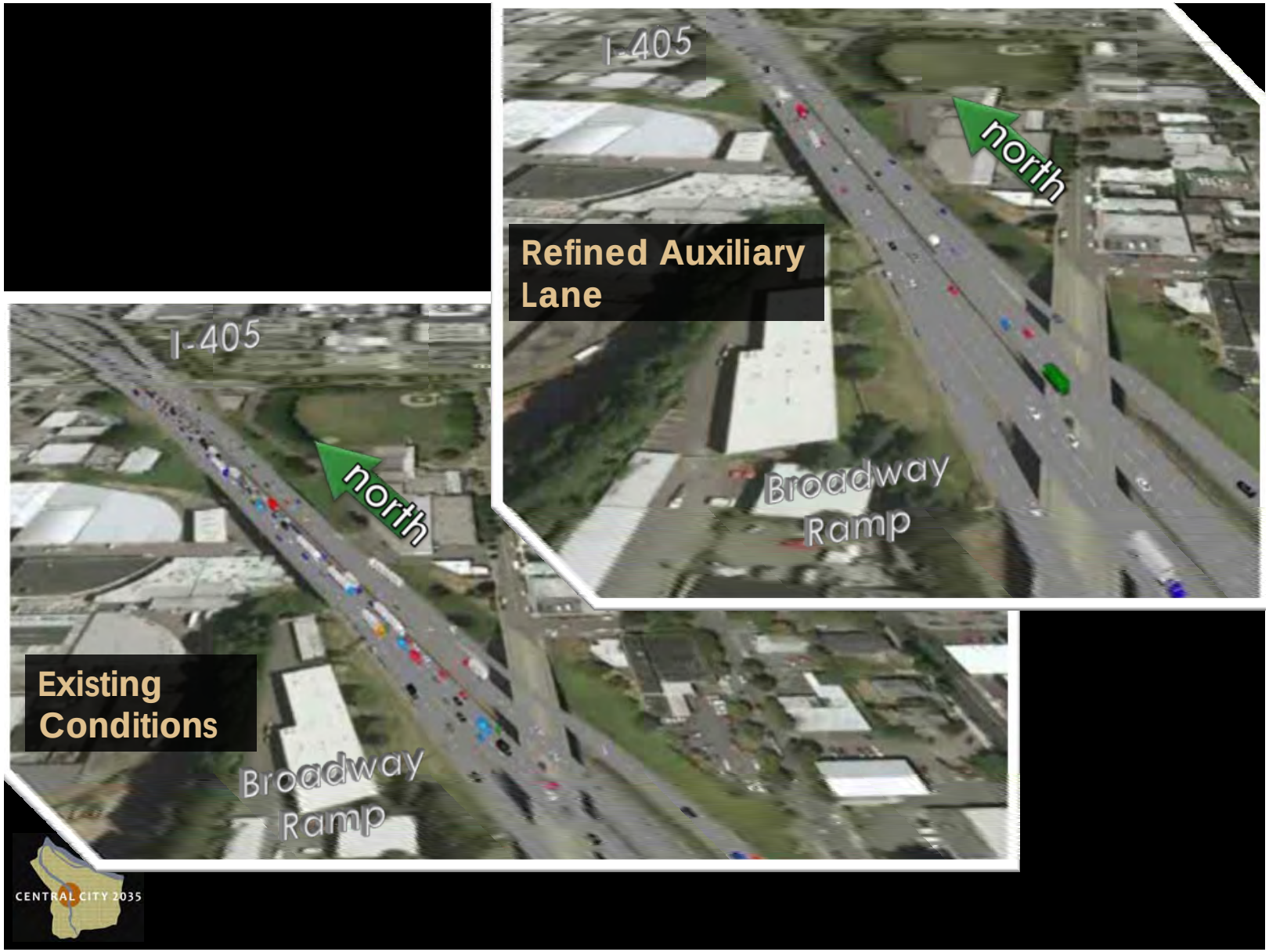
Here is what to look for in the following video clips: in all four slides

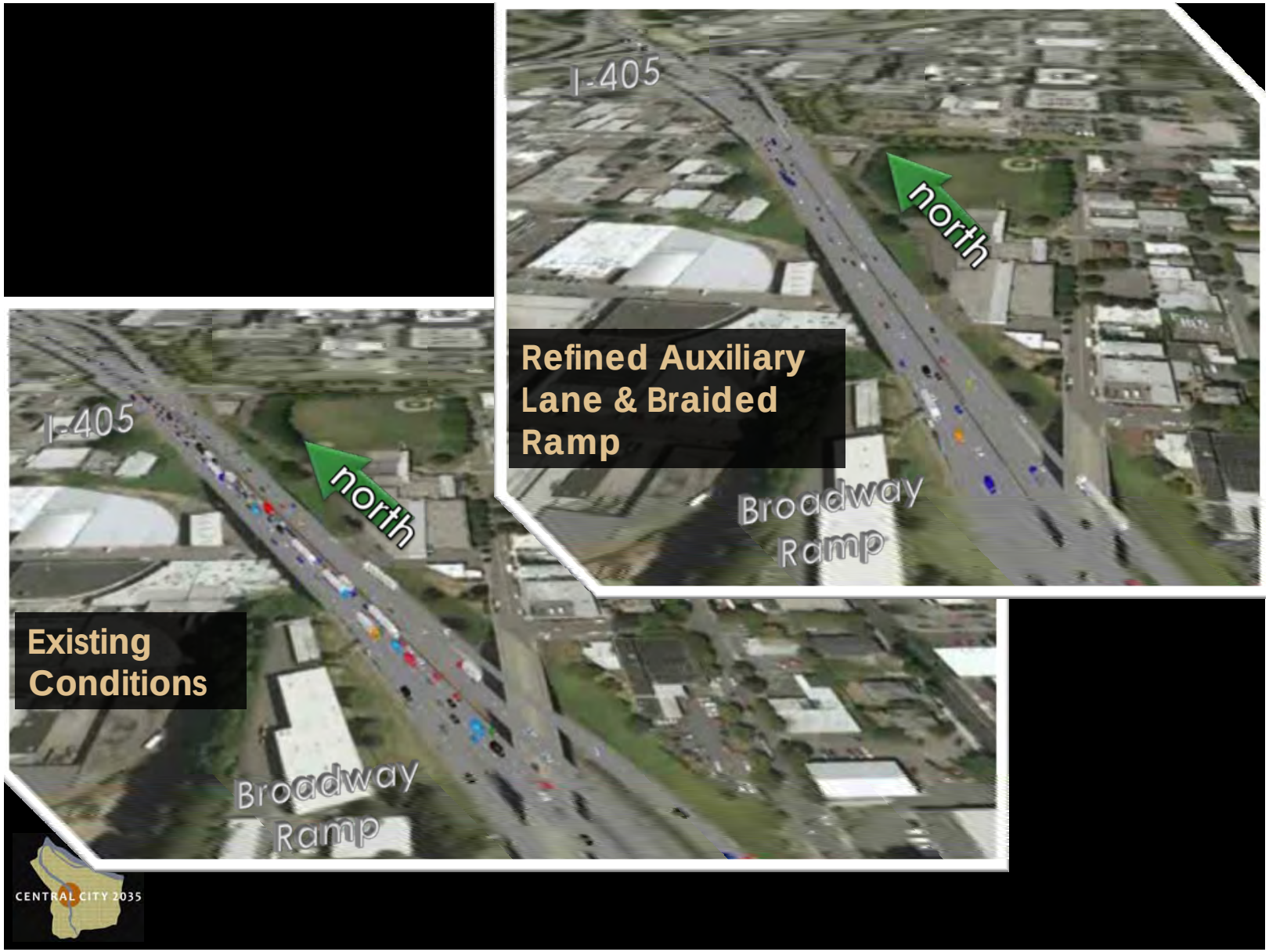
- The relocated on-ramp from Wheeler/Winning Way to Weidler
- Compare right lane congestion
- Potential crash locations
- Freeway speeds in left lanes




Existing Conditions
I-84
north
Winning Ramp
I-84
north
Auxiliary Lane
Weidler Ramp
CENTRAL CI


Existing Conditions
I-84
north
Winning Ramp
I-84
Auxiliary Lane & Braided Ramp
Ramp to I-84 north
Weidler Ramp
CENTRAL CITY 2035


I-405
north
Refined Auxiliary Lane
Broadway Ramp
I-405
north
Existing Conditions
Broadway Ramp
CENTRAL CITY 2035


I-405
north
Refined Auxiliary Lane & Braided Ramp
Broadway Ramp
I-405
north
Existing Conditions
Broadway Ramp
CENTRAL CITY 2035

These prior slides show:

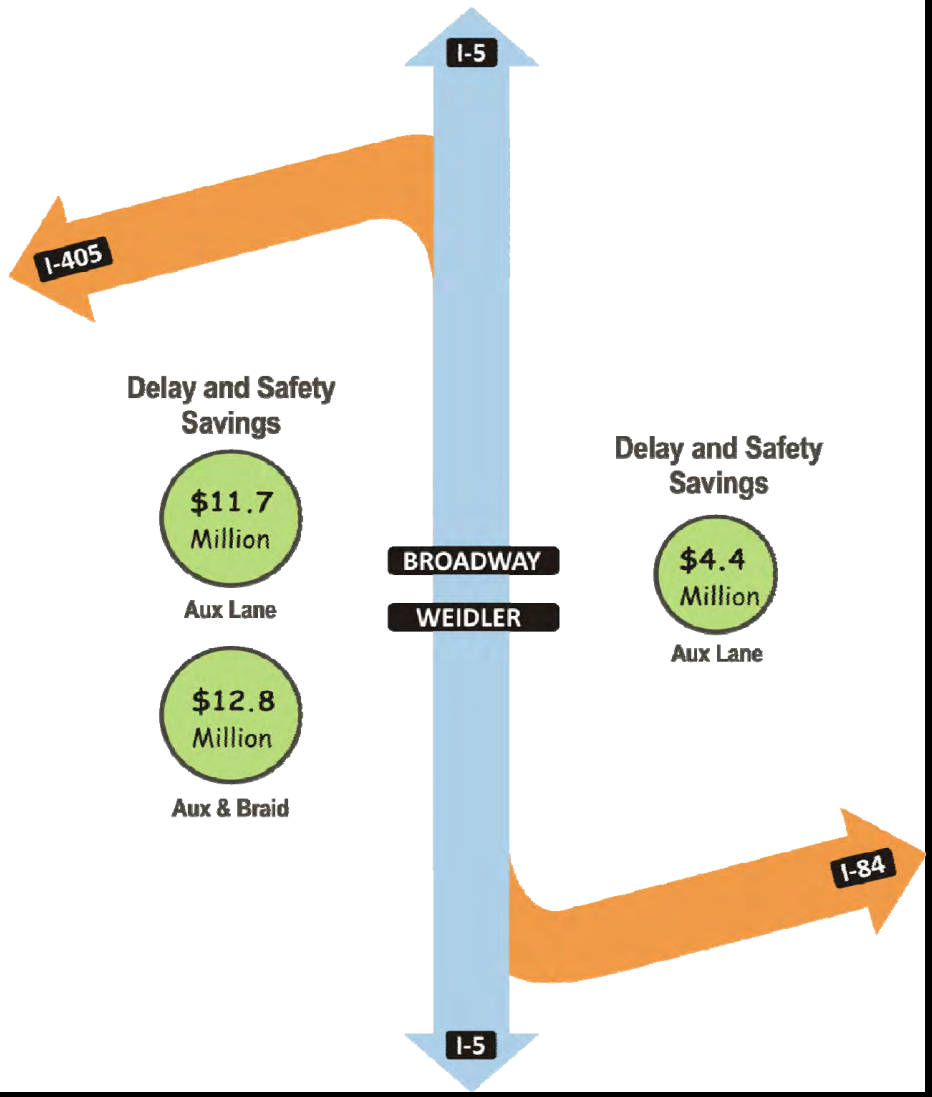
1)Existing Conditions: High congestion in all lanes. Short weaving distance with Wheeler/Winning Way On-ramp

2) Aux Lane Only: Increase in weave length with relocated on-ramp to Weidler

3) Aux Lane and Braid: Elimination of I-5/I-84 Weave. Additional reduction in crashes over aux lane alone



Current Annual Cost Savings



CENTRAL CITY 2035

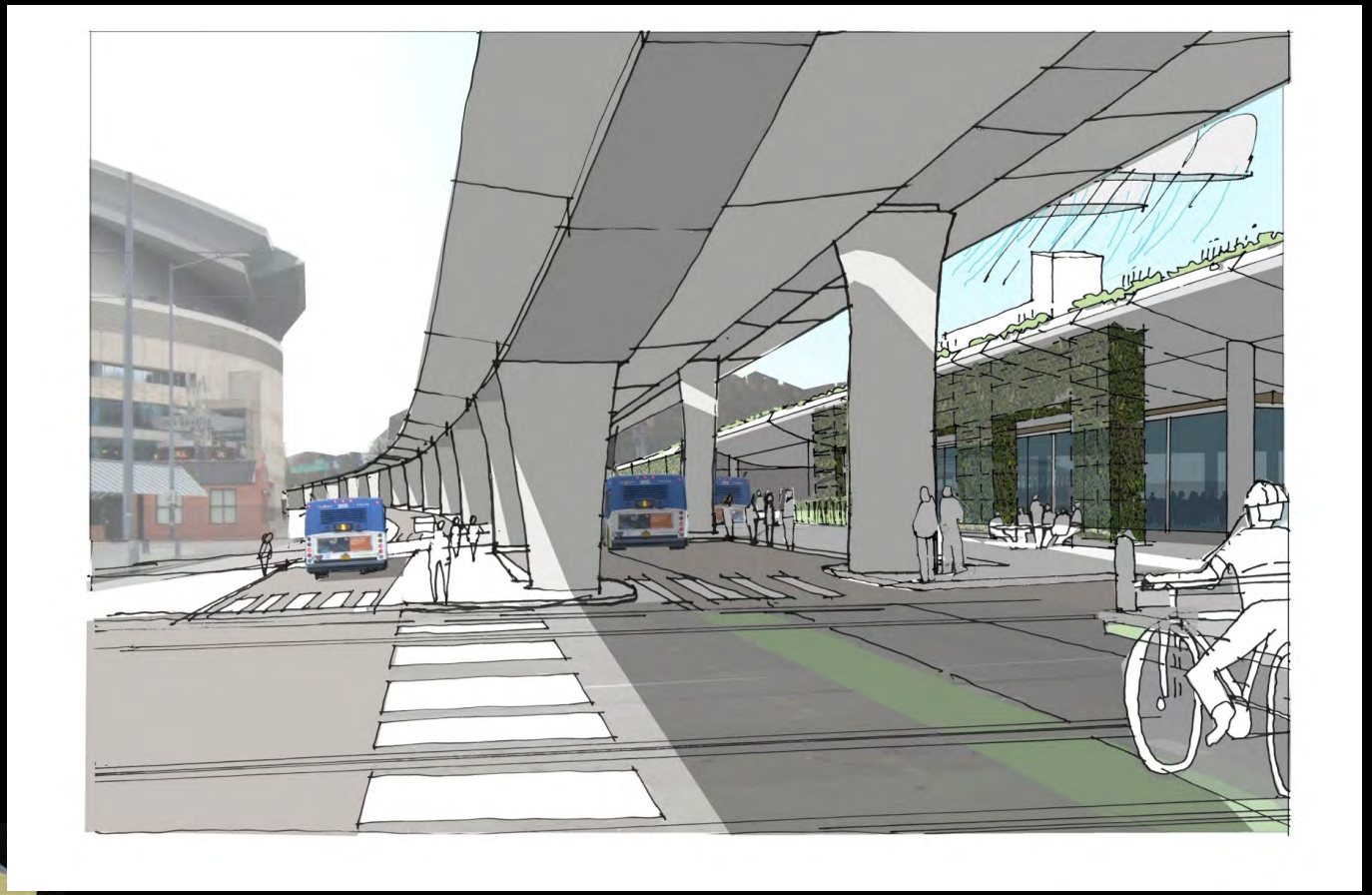
Existing Conditions at Transit Center



Aux Lane at Transit Center



Aux Lane, Braid at Transit Center



CENTRAL CITY 2035

Transit Center



CENTRAL CITY 2035

SB Braid

- Benefits
  - Added reduction in accidents over the addition of aux lanes
  - Removal I-84/I-5 weave
- Constraints
  - Cost ($140-$150m)
  - Visual/urban design impacts on the Westside of freeway
  - Impacts on transit center



Project Team Recommendation

The SB braided ramp is not recommended for further refinement at this time.

- The SB Braid shows promise for further improving safety and operations within the project area. If after base improvements are implemented and safety and operational issues remain, the SB Braid should receive further consideration.



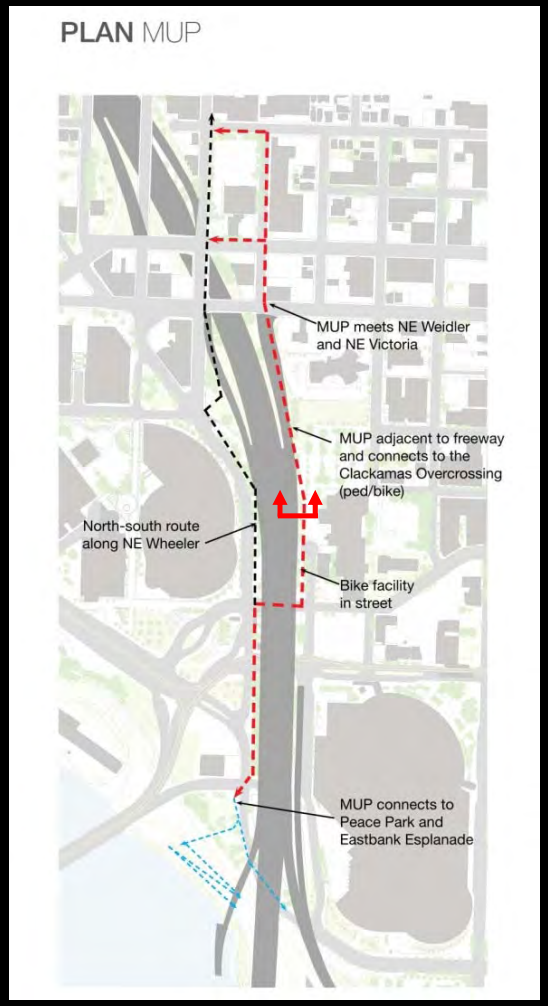
Southbound Braided Ramp:

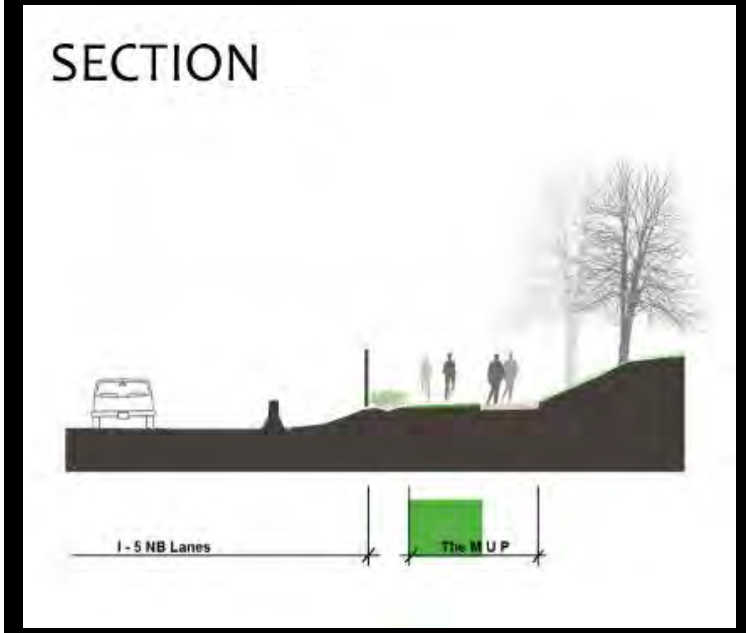
Do you agree with the staff recommendation to discontinue refining the Southbound Braided Ramp?



Break

Multi Use Path (MUP)





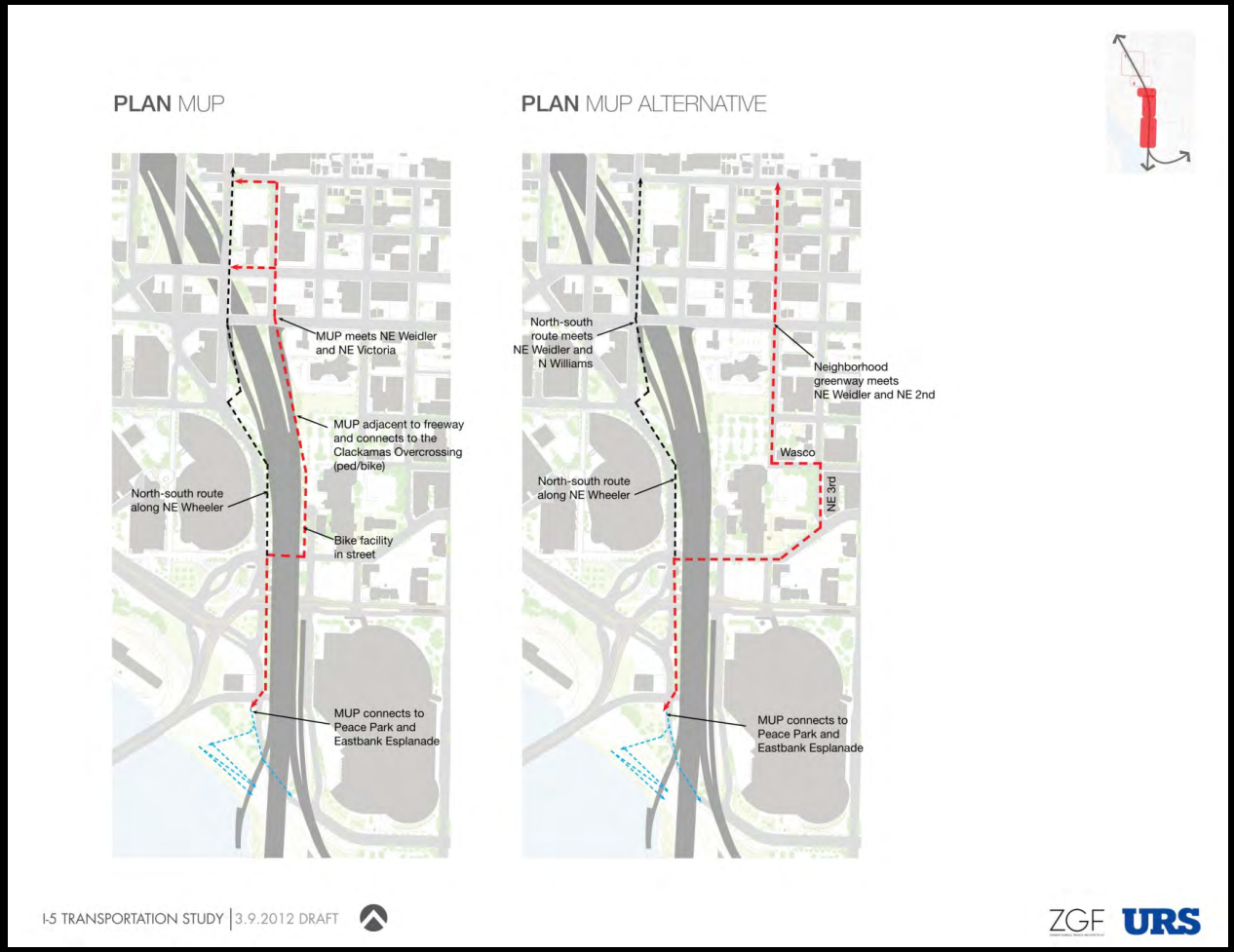
CENTRAL CITY 2035

Multi-Use Path (MUP)

- Benefits
  - Formalized bike and pedestrian path along eastside of the freeway
  - Route for “less confident” riders
- Constraints
  - Cost ($2-$4m)
  - MUP would end at difficult crossing at Weidler
  - MUP would require additional property and would displace off-street parking



Multi Use Path (MUP)



CENTRAL CITY 2035

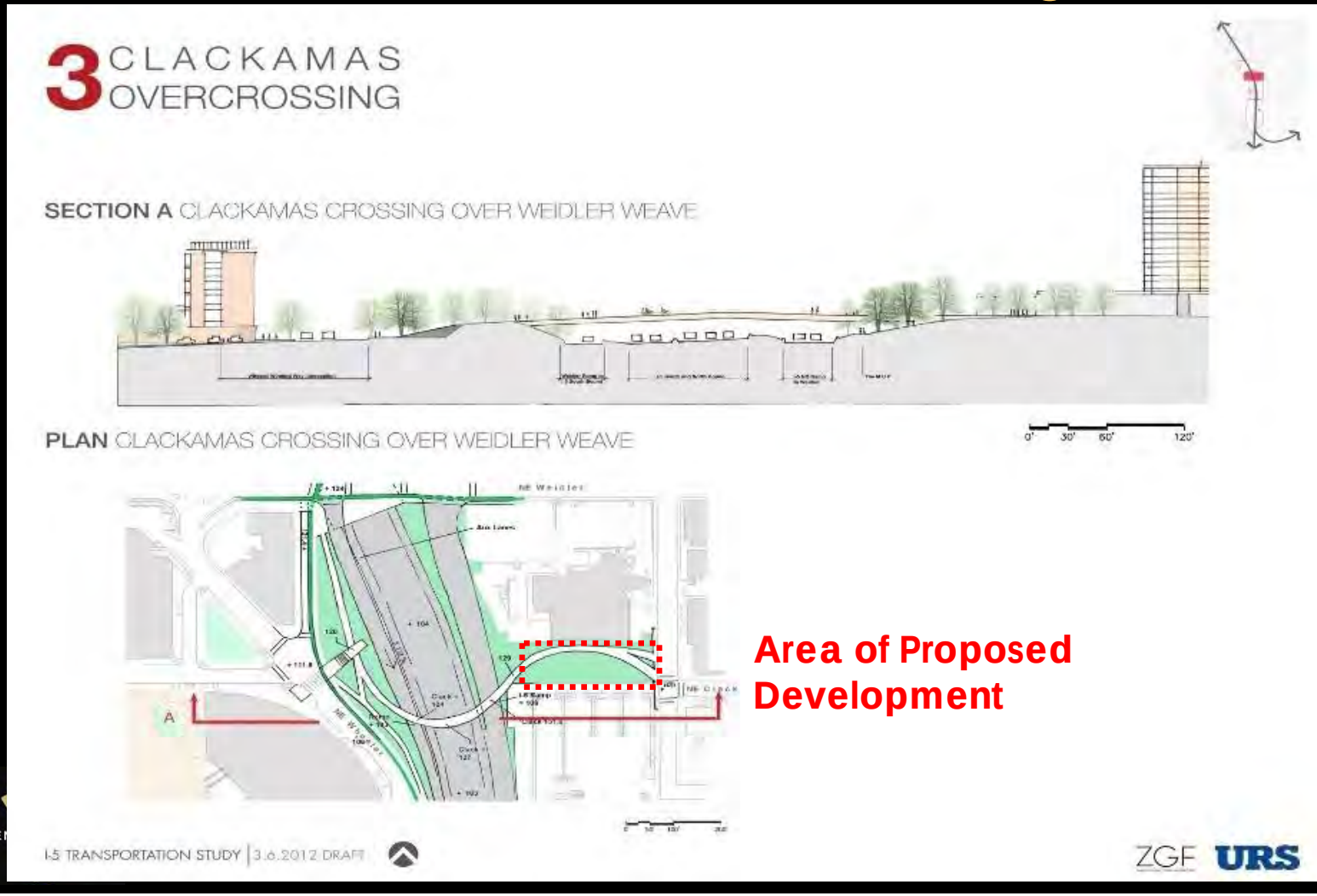
Project Team Recommendation

- MUP not recommend to be included in the hybrid project.
- Instead, recommend developing a Neighborhood Greenway along 2nd/3rd Avenues.

- Do you agree with the recommendation?



Clackamas Bike-Ped Bridge



Clackamas Bike-Ped Bridge

- Benefits
  - Improves bike/ped access and safety
  - Supports redevelopment at Rose Quarter and Lloyd District
  - Can work with SB braids
- Constraints
  - Needs to work w/ hospital development plans
  - Cost ($15 to $20 million)



Project Team Recommendation

- Include the Clackamas bike/ped. bridge in the hybrid project.
- Continue to work with property owners to design a bridge that works with proposed development.

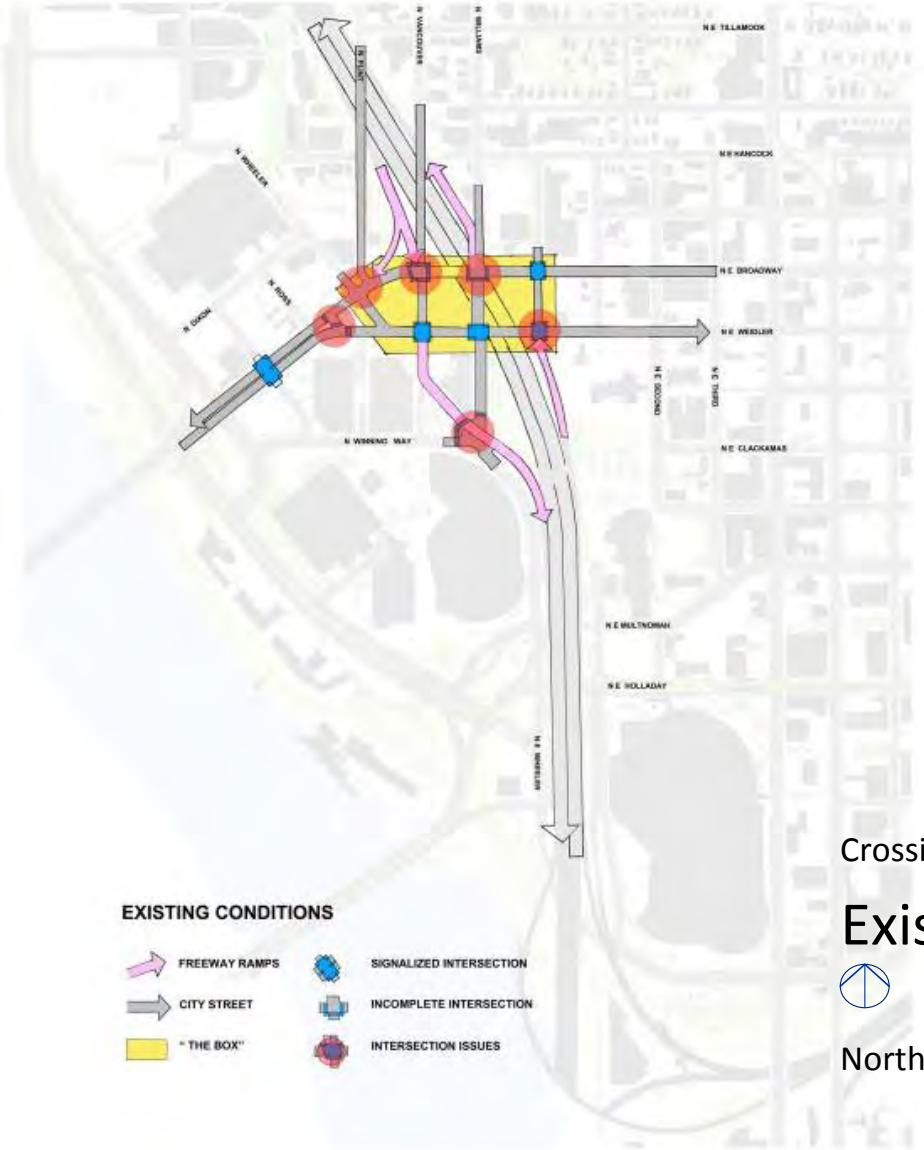
Do you agree with the recommendation?



North of Broadway: Vancouver/Flint/Hancock Overcrossing/Lid

- Discussion item only
- Would like to continue to work on options
- Recommendation in April

What would help the SAC better understand and evaluate these options?



Crossings and Connections

Existing:

North of Broadway

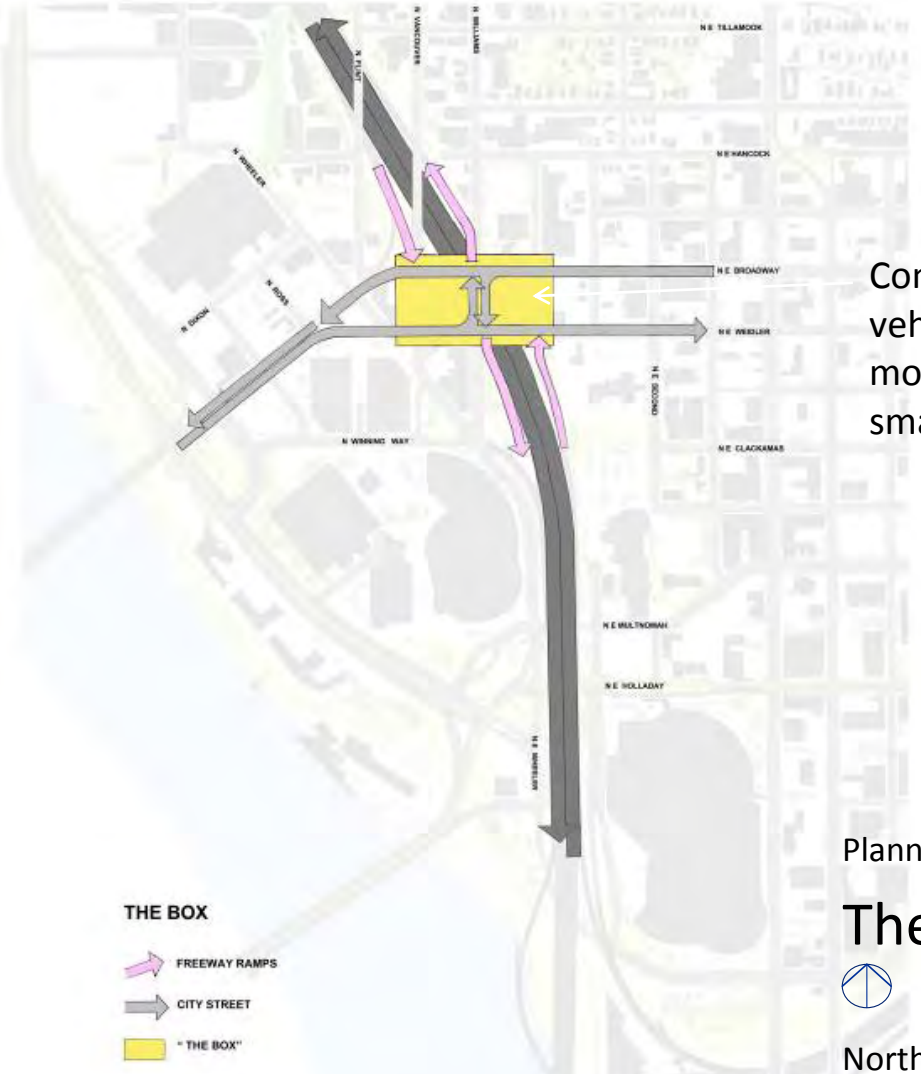


Interested but concerned bike user path

Interested but Concerned

Existing:

North of Broadway



Consolidated vehicle movements, smaller box.

Planned Ramp Movements

The Box

North of Broadway

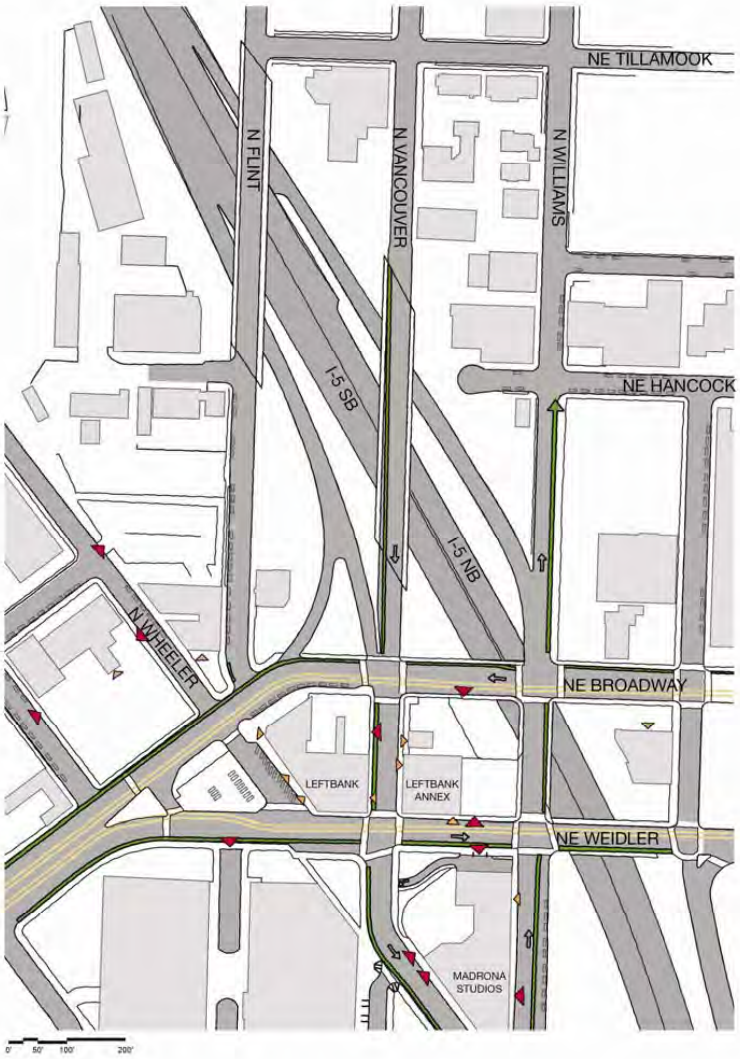


Interested but concerned bike user path

Interested but Concerned

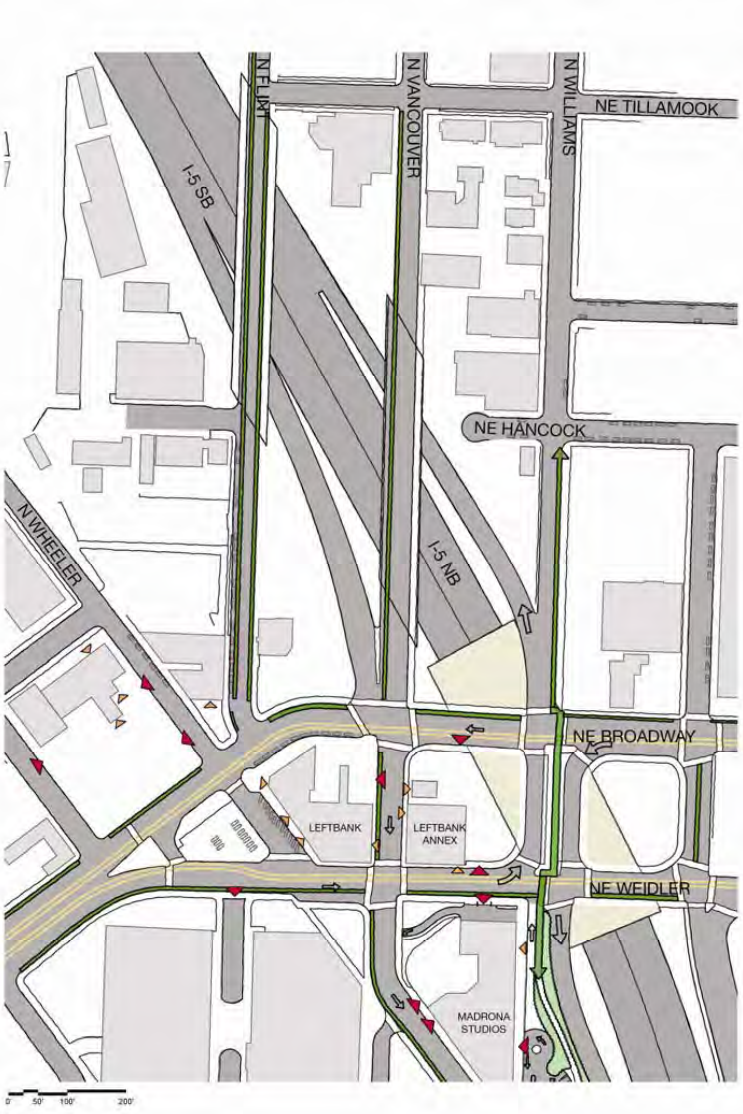
Rebuild

North of Broadway



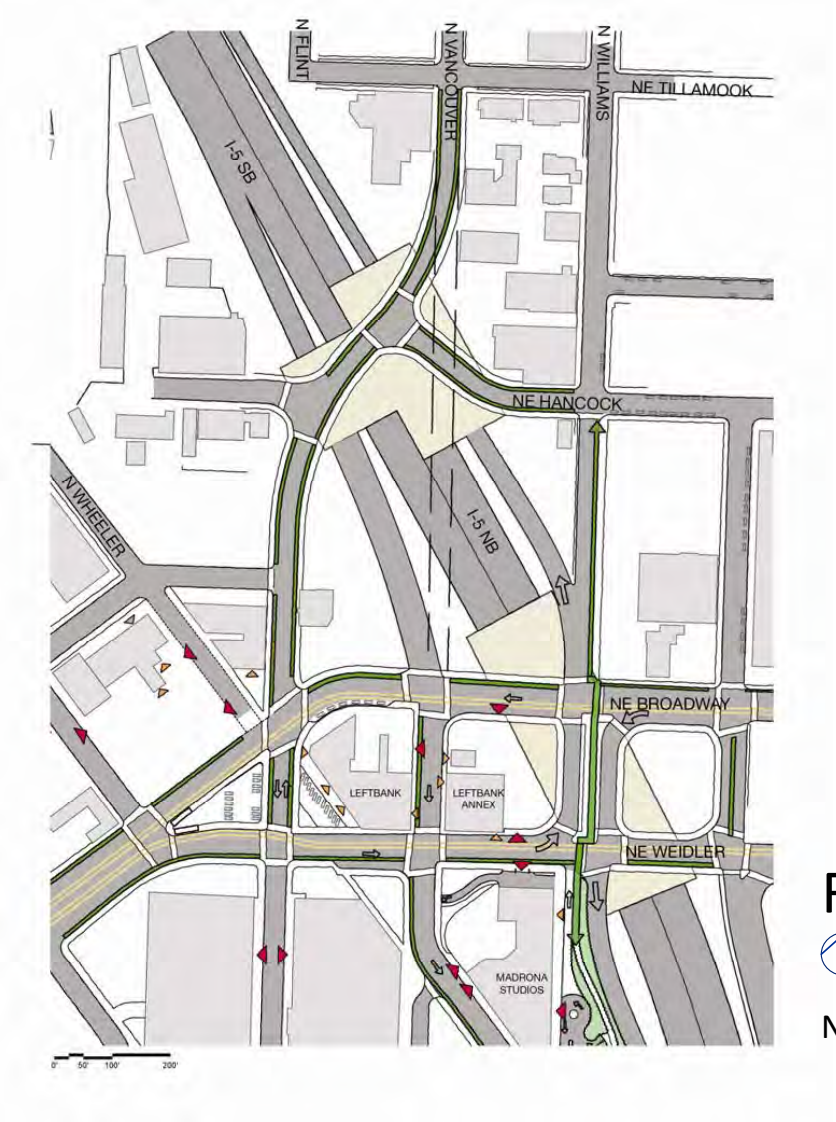
Existing

North of Broadway



Rebuild

North of Broadway



Flint

North of Broadway



Dixon Couplet

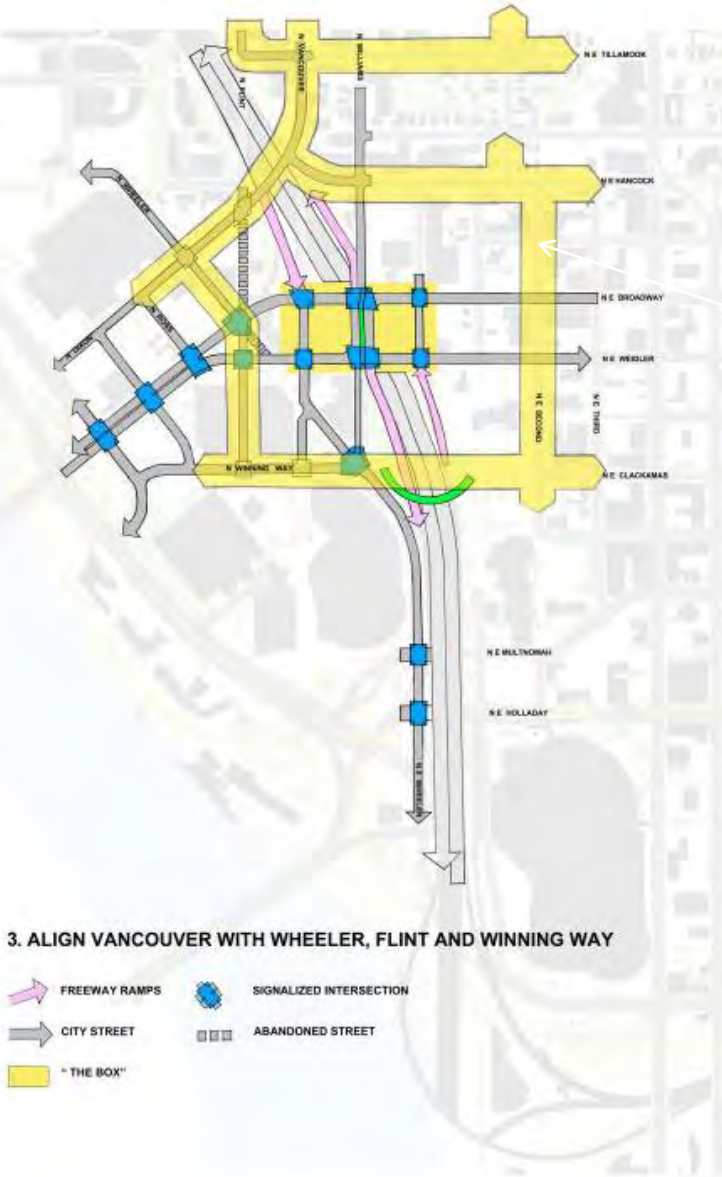
North of Broadway



Dixon

North of Broadway

56093



Interested but concerned bike user path

Interested but Concerned

Dixon:

North of Broadway

N. Of Broadway Options

Criteria to be considered:

- Impacts to existing businesses, residents and neighborhoods (including parking).
- Increase the connectivity, quality, and safety of the surface street system.
- Make a great place.
- Provide for development potential.
- Leverage: Use the freeway project to accomplish these improvements.



North of Broadway Options

- Discussion
- SAC Request: what would help you understand and evaluate these options?
- Recommendation in April





N/NE Quadrant and I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #13 (February 16, 2012)

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N/NE Quadrant and I-5 Broadway/Weidler Plans

FEBRUARY 16TH, 2012 SAC MEETING # 13 AGENDA

ODOT Region 1 HQ, 123 NW Flanders, Portland OR 97209

TIME	MIN	ITEM	LEAD(S)
5:00	30	**Informal Discussion and Meal**	All
5:30	15	**Standing Items** A) Welcome B) Meeting Purpose/Agenda Review C) Approval of Minutes D) Announcements E) Process Overview/Timeline Reminder F) Outreach Summary	Imperati Lisle
5:45	60	**N/NE Quadrant Plan Concept** A) Review Concept Diagrams B) Revised Street & Development Character Types C) Next Steps D) Integration of N/NE Quadrant Concept with I-5 Broadway/Weidler Project E) Q and A/Discussion **Public Comment** ***Action #1: Do you agree with the staff recommendation to approve the N/NE Quadrant Concept?***	Iwata Lisle
6:45	15	**Break**	
7:00	80	**I-5 Broadway Weidler Interchange Base Concept** A) Hybrid Base Project Overview B) Elements for Further Refinement Overview C) Q and A/Discussion D) Next Steps (Phase IV Deliverables) **Public Comment** ***Action #2: Do you agree with the staff recommendation to approve the Hybrid Base Project?***	Juhasz
8:20	10	**Next Steps, Meeting Evaluation** A) SAC Meetings: #14 on 3/15 B) Meeting Evaluation	Imperati
8:30		**Adjourn**	

N/NE Quadrant and I-5 Broadway/Weidler Plans

January 19, 2012 Stakeholder Advisory Committee Meeting #12 DRAFT Notes

CALAROGA TERRACE, 1400 NE SECOND AVENUE, PORTLAND, OR 97232

Voting Members

Representative	Interest	Organization	Present
Matt Arnold	Trans: Bicycle	Bicycle Advisory Committee	**Y**
Wynn Avocette	At-large		**N**
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	**N**
Brittain Brewer	Neighborhood Assoc.	Sullivan's Gulch NA	**Y**
Daniel Deutsch	Small Developer	Alora Development	**Y**
Malina Downey	Trans: Freight	UPS	**N**
Debra Dunn	Trans: Trucking	Oregon Trucking Association	**Y**
Gary Eichman	Trans: Freight	Portland Freight Committee	**N**
Dean Gisvold	Neighborhood Assoc.	Irvington NA	**Y**
Cynthia Gomez	Environmental Justice / Economic Equity	Latino Network	**N**
Heidi Guenin	Community Health	Upstream Public Health	**N**
Damien Hall	At-large		**N**
Sean Hubert	Affordable Housing	Central City Concern	**Y**
Wayne Kingsley	Business Org: Adjacent	Central Eastside Industrial Council	**Y**
Wade Lange	Prop/Bus/Dev: Lloyd District	Ashforth-Pacific	**Y**
Lloyd Lindley	Urban Design	AIA Portland / ASLA Portland	**Y**
Eric Lovell	Business Org: Lower Albina	Uroboros Glass Studio	**Y**
Jenny Lyman	Transit Rider		**N**
Gary Marschke	BSN Org: NNE BSN Assoc	NNE Business Association	**N**
Brock A. Nelson	Trans: Rail	Union Pacific Railroad	**N**
Midge Purcell	Community / Civic Org	Urban League	**N**
Paul Riggs	Labor Organization	Building Trades/Columbia Pacific	**N**
Owen Ronchelli	Trans: Local TMA	Lloyd TMA	**Y**
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	**Y**
William Ruff	High-Density Residential	Multiple property owners/developers	**N**
Bob Sallinger	Environment	Audubon Society	**N**
Phil Selinger	Trans: Pedestrian	Willamette Pedestrian Coalition	**Y**
Gary Warren	Neighborhood Assoc.	Lloyd District Community Assoc.	**Y**
Mike Warwick	Neighborhood Assoc.	Elliot NA	**Y**
Justin Zeulner	Prop/Bus/Dev: Rose Quarter	Trail Blazers/Portland Arena Mgt	**Y**

Alternate Members

Ed Abrahamson	Neighborhood Association	Irvington Community Association Land Use Committee	**Y**
Joanna Agee	Small Developer	Alora Development	**Y**
Mike Bernatz	Prop/Bus/Dev: Lloyd Dist	Ashforth Pacific	**N**
Steve Bozzone	Public Health	AROW	**N**
Carol Gossett	Neighborhood Assoc	Sullivan's Gulch Neighborhood	**Y**
Dennis Henderson	Major Retailer	Lloyd Center	**N**
Erin L Kelley	Trans: Pedestrian	Portland Pedestrian Advisory Com	**N**
Andrea Marquez-Horna	Environmental Justice / Economic Equity	Latino Network	**N**
Chris Oxley	Prop/Bus/Dev: Rose Qtr	Portland Arena Mgt	**N**
Kelly Rodgers	Environment	Coalition for a Livable Future	**N**
Bob Russell	Trans: Trucking	Oregon Trucking Associations	**N**
Laurie Simpson	Neighborhood Assoc.	Elliot NA	**N**
Martin Soloway	Affordable Housing	Central City Concern	**N**
Joice Taylor	Business Org	N/NE Business Assoc. President	**N**
Tracy Whalen	Trans: Freight	ESCO Corporation	**Y**
Kurt Widmer	Business Org: Lower Albina	Widmer Brothers Brewing	**Y**

Non-Voting Members

Lew Bowers/Peter Englander	PDC	PDC	**N/Y**
Chris Deffebach	Metro	Metro	**Y**
Teri Dressler	OCC	OCC	**N**
Jessica Engelmann	TriMet	TriMet	**N**
Sara King	PDC	PDC	**N**
Susie Lahsene	Port	Port	**N**
Alan Lehto	TriMet	TriMet	**Y**
Paul Smith	PBOT	PBOT	**Y**
John Williams	Metro	Metro	**N**
Rian Windsheimer	ODOT	ODOT	**N**
Joe Zehnder	BPS	BPS	**Y**

Project Team/Staff

Stephanie Beckman	Staff	BPS	**Y**
John Cullerton	Consultant	URS	**Y**
Fred Eberle	Staff	ODOT	**Y**
Melissa Egan	Assistant Facilitator	Institute for Conflict Management	**N**
John Gillam	PBOT	PBOT	**N**
Diane Hale	Staff	BPS	**Y**
Erin Halton	Facilitation Assistant	Institute for Conflict Management	**Y**
Sam Imperati	Facilitator	Institute for Conflict Management	**Y**
Steve Iwata	Staff	BPS	**Y**
Andy Johnson	Staff	ODOT	**Y**
Todd Juhasz	Staff	ODOT	**Y**
Mauricio Leclerc	Staff	PBOT	**Y**
Karl Lisle	Staff	BPS	**Y**
Nicholas Starin	Staff	BPS	**Y**
Tim Wilson	Staff	ODOT	**Y**
David Zagel	Consultant	URS	**Y**

Members of the Public: Peter Finley Fry; Kristy Frederick, Community Participation; Michael Jones, Lloyd District Board Chair; Erik Luysterborghs, Urbansphere Real Estate; Cate Millar, Leftbank Annex; Jonna Papaefthimiou, Mayor's Office; Kevin Pozz; Betsy Reese, Paramount Apartments;.

INFORMAL DISCUSSION AND MEAL

WELCOME, MEETING PURPOSE, APPROVAL OF MINUTES, AND STANDING BUSINESS

Sam Imperati welcomed the group and reviewed the agenda. New members of the group were introduced. Michael Jones announced he was sitting in for William (Bill) Ruff; Phil Selinger said he was at the table representing the Willamette Pedestrian Coalition. Sam clarified that the night's meeting would be focused on the freeway, with time allotted for in depth conversation and discussion, preceded by an update on land use to set the stage.

APPROVAL OF MEETING MINUTES

The November 17, 2011 Meeting Minutes were approved as written.

ANNOUNCEMENTS

Sam announced that a flyer for the N/NE Quadrant Project Open House was included in the meeting packet and thanked Wanda Rosenbarger for hosting the event; the Open House will be held at the Lloyd Center Mall on February 2, 2012, 4:30 to 6:30 p.m.

PROCESS OVERVIEW/TIMELINE REMINDER

Sam projected the updated process chart, which showed each phase and where the group was at in the process. He briefly described the goal of each Phase of the SAC Process. Sam noted the group was in Phase 3. He noted that on Feb 2nd there would be an opportunity for public feedback on the two major pieces of the project coming together. On February 16th, the SAC will analyze how the land use and the freeway pieces are coming together. In Phase 4, there will be refinement of the final development of the plan over March, April, and May. He said there would be a process for the SAC to look at drafts as they emerge.

FOLLOW UP FROM PRIOR MEETING(S)

Andrew Johnson, ODOT, provided information as follow up from the prior meeting:

- Regarding construction impacts, at a minimum they are looking at a two or two and a half year timeframe, but if there is a more phased approach, it could be as many as five years. If the project is able to maintain movement in all directions, it will be the former.

- Regarding the risk of parking space loss at the Left Bank, they did go through and measure the parking spaces, looking at the number of spaces displaced, and it is hard to say how many will ultimately be affected at this stage in the process. They feel like what has been done thus far is a holistic approach. He welcomes further comments from the SAC.

- Regarding lowering the construction impact, Eric and Lloyd have helped make refinements to the draft plan that would lower impacts.

- Regarding bike transportation, the revised draft plan shows dotted lines where there might be loss of lanes. Andy acknowledged that the draft plan shows there are 1 to 2 lanes likely to be lost (low-end estimate), and thanked folks for bringing this piece to the group's attention.

LAND USE UPDATE

Karl Lisle, BPS, recalled that the SAC had worked through three plan alternatives, and they had shared a "95%" draft Proposed Concept with the SAC at the November 17th meeting. After gathering feedback from the SAC, they held a Subcommittee meeting on January 11th. One product from that meeting is included in the meeting packet tonight: a staff report responding to SAC questions and concerns raised at the November 17 meeting. Karl noted that the majority of the Subcommittee meeting was spent on a revised street typologies concept, which the project team felt was the most significant issue raised about the Proposed Concept at the November meeting. The revised "Street and Development Character Concept" clearly explains what was being proposed in terms of the character of streets and adjacent development within the quadrant. He thanked all who were part of the subcommittee, noting that staff feels this new draft provides a better level of comfort, better labeling and easier reading of maps. This draft, with some revisions to incorporate Subcommittee comments, will be presented to the SAC in February.

Karl added that the project team is open to feedback - SAC members can contact Karl directly if they have questions or concerns, so they can be addressed before the February SAC meeting. He also said the Open House in February, which hopefully will reach members of the public who may not know anything about the project. February 16th should be the last meeting of Phase 3. At that point, the SAC will be moving on to plan development and how the pieces will work together. The project team will also bring a new workplan to that meeting.

Finally, Karl recalled the University of Oregon class that provided some great ideas and graphics from students. The project team will share the files with the SAC via the project website, and hopefully it will be posted by next week. They have a Development Forum meeting scheduled for early February that will help provide a "reality check" from the viewpoint of the large business/investments in the Lloyd area. Wade Lange complimented Karl on doing a good job leading the group during Sam's absence last week.

FREEWAY - TRANSPORTATION SUBCOMMITTEE REPORT

Andrew Johnson, ODOT, provided the SAC with the latest report from the Transportation Subcommittee and on the staff recommendation. He reviewed the outline of the revised plans that were the focus of the power point presentation and noted that the project is of particular ODOT concern due to the bottleneck issues and the need to improve safety. There are a high number of accidents due to the high volume of cars getting on and off the freeway in such a short distance. They see this project as one that provides opportunities for improving safety for street operations, pedestrians and bicyclists, as well as enhancing redevelopment, improving livability, reducing delays and improving regional access to the quadrant.

Andy said the hybrid concepts were based on the five concepts with the most promise and the point of the meeting was to allow for group discussion now that the project team has provided more detailed information and evaluation.

Andy reviewed some of the overall findings, said that the joint recommendation of joint agency staff and the subcommittee was to drop the split diamond, and folded diamond options. He noted that the project team developed the Hybrid Recommendation, which was to be described in more detail in the second part of the presentation. The subcommittee had serious concerns regarding the "3 Point" specifically, moving Vancouver to the west or to Weidler. Johnson commended all who were part of the team, as they gave up time over holidays to make sure the best analysis and information was provided for the SAC meeting.

Wayne Kingsley: recalled that at the end of the last SAC meeting there were votes for/against dropping the diamond options – were those supported to be dropped by those with yellow cards?

Andy Johnson: to clarify, dropping the diamond options is the recommendation from the subcommittee and, yes, after review, we did decide to drop the diamond options.

Dean Gisvold: comment about keeping the braids: have not heard anybody against this proposal.

Sam asked the SAC to provide official input:

Action #1: Do you agree with the Subcommittee recommendation to remove the folded Diamond and Split Diamond Options from consideration?

- All showed unanimous support for removing the two diamond options.

PRESENTATION OF HYBRID ELEMENTS AND EVALUATION

Andy Johnson continued with the presentation, again stating that the subcommittee looked at combining the best elements of the five best options. These included: moving the southbound on-ramp to Weidler from where it is today; English-style operations on Williams; adding an auxiliary lane to I-5 in both directions; braiding the southbound ramps only; moving Vancouver to the west (or keeping it at its current location); and the Freeway lid.

Andy shared slides that provided a "VSim" model that compares the current lane configuration to both I-5 with auxiliary lanes and auxiliary lanes and a SB braid. Andy said the refined auxiliary option would essentially be very similar to the existing configuration; however, the option with auxiliary lanes and the braid provides the best safety performance. He showed another set of slides that noted that the option with auxiliary lanes showed marked safety improvements over the existing lane configuration.

Paul Smith: comment that there could be different problems during the morning commutes and for the northbound, have always said that for those trying to leave central eastside there are limited options, but otherwise the northbound direction works pretty well.

Debra Dunn: are these current traffic volume projections?

Andy Johnson: yes. Our purpose was to fix the existing, not future problems.

Gary Warren: have you looked at accident rates in terms of morning vs. afternoon?

Andy Johnson: would say the same types of problems we see in the p.m. will happen in the a.m., likely to end up with the same types of accidents. The question is about what volumes and how those change.

Gary Warren: could we expect to see the same black/congested lanes for a.m. as we do for p.m.?

Andy Johnson: not really. Depending on whether traveling northbound or southbound, it could be worse in the p.m. The peak lasts longer in the p.m.

Andy continued with slides on freeway analysis, noting the braided ramps do offer added safety benefits. He said the CD (collector-distributor) road offers only slight improvements and is not recommended.

Justin Zeulner: comment specific to I-5 by Weidler: as traffic is moving off and on I-5, is there even more congestion in the right lane in the refined auxiliary option than in the existing configuration?

Andy Johnson: yes, that option backs up further for that lane, but the other lanes move better – so the "clog" is isolated in the auxiliary lane.

Andy continued by saying the Hybrid concept brings together 5 primary elements, and in all options TSM/TDM are included. He introduced Element Number 1 - improving the "Broadway Box" area to bring it up to standards that are more modern and showed detailed slides of the Broadway/Weidler Lid, including pathways for bikes and pedestrians. He noted this element provides a new option for public space.

Joe Zehnder: comment that the English style would reduce conflict with pedestrians, but it also calls in the need for clear cues to pedestrians that the "English style" is in effect.

Tracy Whalen: likes this, and added that westbound corner might need better radius for larger trucks.

Andy Johnson: agreed. We will need to balance the needs of pedestrians/trucks as we move forward.

Joe Zehnder: so is there a more open usability for the southbound?

Andy Johnson: yes, we have looked to learn from examples from Virginia and have heard a lot of support for the idea of a Lid, as it offers a wonderful construction opportunity. It results in no "throw away" and allows traffic to navigate easily when rebuilding.

Alan Lehto: how do busses navigate from the Rose Quarter?

Andy Johnson: they still have the option of using Vancouver.

Phil Selinger: if one was walking down Williams on the west side of the street, would they be stranded at Williams? Can the on-ramp be split and thereby resolve the walkway?

Andy Johnson: we will look at that moving forward.

Wayne Kingsley: comment regarding being concerned for the safety of pedestrians around the English style, it looks like this might be an awkward intersection.

Andy Johnson: to clarify, the English style would be like two one-way streets with a wide separation in between, not a side-by-side feel.

Wayne Kingsley: how would this affect businesses on Williams?

Andy Johnson: there will be impacts, not so much from the Lid – we will show more detail regarding that aspect later on. There may be a change to the I-5 and I-84 on-ramps as they are drawn. There is an issue that needs to be resolved regarding circulation around the Madrona Studios.

Dean Gisvold: there will be significant impacts for Weidler and Williams businesses. Is it possible to extend the Lid further south?

Andy Johnson: not sure, it may be possible to extend the lid further to the south.

Matt Arnold: for the bike issues, the City's Bike Advisory Committee has been working closely with ODOT and PBOT and we do see some conflict points, one of which is Broadway. Dealing with Broadway is a big point for us. All on/off ramp locations are significant areas of concern as well. Also, the Weidler off-ramp, which will need much more work to make sure bikes and cars are not competing

for the same space. Wish could see the full interchange picture then dive into more detailed views. Engineering details will continue to be a concern.

Andy Johnson: agreed. It is very difficult to make your way across the on-ramp, and yes, had some retro fit projects in that area.

Eric Lovell: how would northbound traffic move up to Williams?

Andy Johnson: volumes would get reduced? in the box, and there would be a reduction in volumes between Weidler/Broadway/Vancouver as cars make their way around. The bus conflict would be pulled out and there would be opportunities for lower traffic during events.

Joe Zehnder: criteria for bikes?

Matt Arnold: there are those who will bike anywhere anytime, and those who are more cautious. The options presented do consider the multitude of directions bikes may need to go from that area.

Andy Johnson: to clarify, there is a free right in these options that would go away.

Justin Zeulner: from an event related standpoint, the current configuration may not be ideal but it works pretty well. We have met with the project team and have made efforts to make sure the proposed design changes work well for events, as volumes increase.

Andy Johnson: yes, want to move in the direction of improving, not making things worse during events.

After a break, Sam clarified that the SAC will not be asked for a formal vote following the presentation – and suggested that Andy move through the rest of the presentation and hold detailed questions until it is complete.

Andy reviewed Element 2 – Vancouver/Hancock options, noting changes to traffic patterns from the no-build to hybrid options, (i.e., Vancouver moving to the west.) He reviewed issues regarding circulation, operations, parking, and traffic impacts, the benefits of east-west connection and redevelopment opportunities, and freight access.

For Element 3 – Clackamas crossing, Andy noted the focus was to determine if the pedestrian and bike crossing could work with the potential braided ramps (Element 4). An example of what it might look like was shown to the SAC for consideration.

For Element 4 – Southbound braided ramps; Andy showed renderings of the existing/no-build vs. braided options – noting the project team wanted to find the best way to maximize space behind the Rose Garden.

For Element 5 – A multi-use path east of I-5, Andy noted that the “interested but concerned” bicycle riders would feel more comfortable with this proposed option than with the existing configuration, as it would connect to bike paths.

Regarding cost estimates, Andy said that there were very conservative numbers in the handouts. If the plan were to be implemented ten years from now, costs would obviously change. He also reviewed the estimates for potential additional costs.

Andy presented a few “bigger picture” slides of the Hybrid framework with Vancouver in its current location vs. Vancouver moved to the west. He clarified again that the purpose for the time remaining was to solicit advice on how to best focus efforts as the subgroup moves forward. He also noted the

next meeting date is not that far from today's date. The project team will be asking the SAC over next couple of months: move Vancouver or not?

FEEDBACK ON THE STAFF RECOMMENDATION DOCUMENT

Sam referred the SAC to ***Action #2: Do you agree with the staff recommendation to carry forward the Hybrid Framework for further refinement?*** He directed the SAC to page two of the staff recommendation document, noting there are Base Elements that are part of the hybrid framework, Additional Elements, and Discarded Elements.

Andy said that by "moving forward," we want to clarify that a "yes" to move forward will not prohibit pieces from being amended later.

Overall Comments on the BASE Elements:

Lloyd Lindley: comment that it would be great to bring in VSim to see movements for each alternative. It will be important to work with federal agencies early on to confirm potential uses for the space on the lid, what options are available for development. I think some examples of contra / English style flow are out there (California) and are good options. For the Clackamas overcrossing, instead of just a pedestrian bridge, we might still want to consider a park bridge.

Dean Gisvold: would like to hear public comment on base elements and wondered if the proposed elements are all within current ODOT standards?

Andy Johnson: yes.

Mike Warwick: some good elements have been presented. Wants to reiterate that given the comments shared regarding the timeline, this will be a project that affects the streetcar development and puts things on hold for a very long time, up to ten years. This seems like a very high price to pay for what seems like minimal freeway improvements.

Debra Dunn: comment on the 350 million price tag on base elements: how were priorities considered? We do need the project, but question if the base elements are the priority. The more we keep traffic moving, the better all the added elements will be appreciated.

Andy Johnson: regarding financing, we are working on funding solutions and freeway improvements that we can demonstrate will get support. Agree that the more improvements we can show will help secure continued funding. Admit that it is early on in funding strategy process.

Joe Zehnder: yes, there are certain bundles of this plan that have to take place together, and they will have to be funded as bundles. Seeing this taking shape as three big packages, and acknowledge that this project has been in the works for a long time.

Justin Zeulner: appreciates how far we have come along in the process, but am not yet convinced that we know why there are so many on/offs in the area. Still wonder if there are some lower cost alternatives that might still be important to consider and might better mitigate the volume of traffic.

Lloyd Lindley: thinks the park bridge at the Corbett/Terwilliger/Lair Hill area might be an example to learn from, as you might bump up estimates for costs based on that project. (That project ended up being 12 million.)

Wayne Kingsley: suggested throwing tolls into the mix for consideration as a source of funding.

Gary Warren: commended the project team on the work put into the presentation today. Asked Andy to speak to the negative feedback they got in response to the higher version of the Clackamas pedestrian bridge.

Andy Johnson: that feedback was with regard to the elevator needed for one end of a bridge of that height, which makes it much less desirable from a user standpoint.

Carol Gossett: question about whether your construction values take acquisition into account?

Andy Johnson: yes.

Overall Comments on the ADDITIONAL elements:

Element #1: Braided Ramps

Eric Lovell: see the overall plan as a bit of a relief, as some issues have been resolved. Wonders if the southbound braided ramp should be a base element as tied to off-ramp and overall goals for freeway.

Alan Lehto: see significant impact to the transit center on slides 33/34. Would like to see advantage taken of the covered areas under the freeway. Wants to see minimized impact to the transit station, perhaps by moving it more toward river.

Wayne Kingsley: agrees with Eric.

Debra Dunn: also agrees with Eric. Notice that the transit station is very close to the Rose Garden Arena – has it been there long?

Alan Lehto: yes, the station has been there since the original line in the 1980's.

Debra Dunn: Was the potential need to widen the freeway considered when the Rose Garden was built?

Andy Johnson: yes, that was part of consideration as the Rose Garden was built.

Tracy Whalen: needs to see safety benefits and consider elimination of crashes.

Lloyd Lindley: in considering building braided ramps, want to avoid another "Embarcadero" like in San Francisco. He wants to see the new building efforts fit into the fabric of the existing urban environment and strategize in a way that will leave space open to future urban development in the surrounding area. There might be some good alternative ideas for the covered areas under the freeway and he challenges the team to take advantage of those.

Matt Arnold: think you might be optimistic about using the freeway-covered areas, as they have been studied as potential area for bike paths – and nowhere in the country have those kinds of adaptations been done well. Need to consider everyday livability (i.e. transit users, Rose Quarter patrons) – this is a really big issue, and a real challenge to find good uses of freeway underpath.

Lloyd Lindley: acknowledges the attempts of TriMet to make the underpath inhabitable.

Justin Zeulner: the freeway does disconnect the Rose Quarter from the Lloyd District; need to be mindful of potential thriving area for development.

Joe Zehnder: want to keep moving forward, see the potential impacts of design and safety improvements. At this point, there are marginal safety improvements in the plan and we need to weigh them against the costs.

Dean Gisvold: thinks the overpass is divisive, and Williams/Weidler cannot be done without impacts to property.

Paul Smith: believes ODOT will have information in couple of weeks that will be helpful. Regarding the impact of the full length of the braided ramp, he is concerned that we are only at the beginning of understanding the full impact.

Debra Dunn: thinks fundamentally we might need more study/information. The economy is stalled and we need tax dollars coming into this project.

Lloyd Lindley: regarding the auxiliary lane, could it be considered an exclusive lane? And thereby take the entire weave out of the lane?

Alan Lehto: is it really the auxiliary lane that drives design?

Andy Johnson: in terms of the throughway, there are more safety benefits to the braided ramps (as it eliminates weave), and we will continue to bring back to group more robust information and provide better context for what the braided ramp design does/doesn't do.

Element #4: Vancouver/Hancock Options

Phil Selinger: requested that those intersections will be urbanized, so that traffic will not be encouraged to move at higher speeds.

Alan Lehto: suggests paying attention to bus routes, turns, stops, etc. when looking at options.

Mike Warwick: there is no connection existing or needed between Hancock and Vancouver. It should be deleted. Comment that Hancock could be accessed and aligned better. Objects to slide 27.

Daniel Deutsch: most of the proposals affect the Left Bank more than anyone. While a lot of good ideas are being generated, they are concerned about how the project will impact their building. They have many bike riders and small businesses and they did much with one small façade. A lot comes up with regard to the proposed parking removal. He was struck by something Andy said earlier, regarding parking spots - the evaluation cannot be done quantitatively, it needs to be by geographic consideration, as people and businesses on the ground need space. You are killing our community by doing this; we are starving. Please come see the space in person and visit on the ground as you consider proposals. Option B (moving Vancouver to the west) is exactly what we were trying to prevent in this area. We are trying to build community. I am really concerned. The parking lot needs to be there. Do not evaluate this on quantitative metrics, as it does not capture what we are trying to do there. He thinks good things are happening in the area and we are the people who are there every day.

Joanna Agee: noted this brings into sharp focus the need for an urban planning and transportation connection.

Carol Gossett: on slide 41, looks like there are two lids.

Andy Johnson: yes, it shows a potential way to build is to add another lid where Vancouver crosses the freeway. This is a different iteration, one that facilitates better access back off Weidler.

Eric Lovell: slides 25-27 – question how much flexibility is there? Is it a starting point for consideration?

Andy Johnson: yes, displaying these as options for getting at issues and yes there is flexibility.

Eric Lovell: would consider options to be studied further, as with slide 27. If that piece was in place, it would solve some urban design/livability. Regarding slide 26, he believes there are some areas toward the Dixon side that could include car crossing. The urban fabric does need to be woven carefully, allowing for pedestrian travel to the river, etc. These are really important aspects to the plan and encourages the group to continue studying.

Matt Arnold: regarding slides 39/40 – BAC generally rejects keeping Flint, as it continues two big conflict points. Currently bicyclists have to jog around to continue through the area, and we support realigning Vancouver. We also support making a better bicycling connection to Hancock. Thanks to Andy for showing us a Lid not just a bridge, as it has better potential for meeting multiple needs.

Lloyd Lindley: wishes to remind the group of Madrona history and the effects of changes in the economy and impacts on activity in the Lloyd area. Think we can get into the urban design element with development. Also, regarding Hancock, challenge group to look at innovative way to connect, look to Dixon to see what points of entry are going to do to that street. Dixon could end up being more of a shortcut than Hancock. He feels we need more contextual analysis.

Justin Zeulner: originally supported alternatives to Vancouver, because of the box. However, I have not seen an alternative treatment that provides a "no harm" impact to traffic - think need to redirect, as I cannot support anything that would add to traffic from a Rose Quarter perspective.

Michael Warwick: the near river areas behind the Rose Quarter are endangered, and the proposals connecting Hancock would worsen.

Sean Hubert: from the Madrona's perspective, there are nearly 300 people who live/work at the site, which raises concerns for directions on slides 26.

Phil Selinger: is very sensitive to land use impacts at the Left Bank and Madrona and thinks it is important to use options that are good in multiple aspects.

Paul Smith: concerned about 5-legged intersections as well and hopes that we can continue to work on alleviating impacts to the streetcar.

Alan Lehto: Not sure he sees the benefit of bus only lanes in slide 27.

Joe Zehnder: regarding slide 40, this is where I see promise for multiple direction options. They want to build on the success of the Left Bank and help that inner neighborhood stay "on the map."

Mike Warwick: wonders if/how communities will mix, but do want to see more connectivity of people.

Element #2: Move the southbound on-ramp from Wheeler/Winning Way to Weidler

Tracy Whalen: leave on the list.

Justin Zeulner: assess traffic impacts.

Element #3: Use the "English" style (left side driving) concept on Williams between Broadway and Weidler

Phil Selinger: seems like the English style street is the price to pay for the diamonds options moving off the table. He foresees pressure on bikes/pedestrians, as well as potential hazards in crosswalks as the "free right" notion is diminished.

Element #5: Include a freeway lid where feasible when rebuilding structures

Justin Zeulner: reminder to vet the cost.

Michael Warwick: yes, keep in mind could facilitate faster construction – that could be big benefit

Element # 6: Eastside multi-use path (MUP) connecting Eastbank Esplanade to Broadway

Wade Lange: is it a bicycle lane for both directions or one-way north?

Andy Johnson: it could accommodate both directions.

Tracy Whalen: leave on the list.

Alan Lehto: design will be important.

Gary Warren: concerned for the Legacy property.

Justin Zeulner: thinks dollars/staff time best used on Broadway/Weidler.

PUBLIC COMMENT

Betsy Reese: made public comment via a letter included in the meeting packet.

Alan Ruddick – what about a more aggressive schedule, like a month and a half? Also, lower traffic streets around the Rose Quarter would be better for pedestrians. Are there examples of pedestrian crossings with a ramp flying over them we could learn from? Wonders how much noise will this generate? Seems like a multi-use path meeting up with First Avenue is a good idea. Regarding slide 40 – sweeping Vancouver to the west, thinks it is a good idea.

Peter Finley Fry: regarding the streetcar, he has worked with Joe Weston. Knows that there are goals of building high rises based on the streetcar project and the loop is important, as serves as core upon which can build a system. Also, see the station on Flint just off Broadway as important and should consider not just private property impacts, but also the connections between districts.

Doug Klotz: issues of the English-style street – see those two movements as difficult for pedestrians. Also, Slide 27 seems like a better option than Flint, as it will lessen the impact at Broadway/Weidler. Having the connection to Hancock seems like a good idea and will take the pressure off Tillamook.

NEXT STEPS AND MEETING EVALUATION

Sam distributed the evaluation form.

ADJOURN

Sam thanked everyone for a good meeting and adjourned at 8:50 pm.

Notes respectfully submitted by the Institute for Conflict Management, Inc. facilitation team.

SAC #12 Meeting Evaluation Summary
JANUARY 19, 2012

13 Evaluation Forms

		Poor	Fair	Good	Very Good	Excellent
1)	**OVERALL MTG QUALITY**			3	6	2
2)	**PACING**		Little Slow	Just right	Little Fast	
		1	3	6	3	
3)	**CLARITY PRESENTATIONS**			4	4	4
4)	**DOCUMENTS**			3	4	4
5)	**DISCUSSION**			2	4	5

6. MOST USEFUL?

- Andy's presentation was clear – logical
- Discussion (x 2)
- Graphics
- Thinking on feet/openness
- Time for discussion

7. LEAST USEFUL?

- Delaying Public Comment until the end (maybe necessary)
- Interchange presentation should have included overall image/map up front for orientation
- Missed having a clear diagram of all changes to understand how they interact
- Reiterating comments already stated for the sake of talking
- Some comments were long-winded
- This meeting was long

8. COMMENTS, SUGGESTIONS, OR QUESTIONS?

- Extra time was needed and worth it – do not listen to any guff on that
- Limit comment time per person

CENTRAL CITY 2035

N/NE QUADRANT

N/NE Quadrant and I-5 Broadway/Weidler Plans
Updated Phases III and IV

Timeline

Fall/Winter 2010

SAC #1-4: Sept–Jan
Community Walks: Sept
Public Open House: Nov
Subcommittee Meetings: Dec

Spring/Summer 2011

Charrettes: Feb and April
Subcommittee Mtgs: Feb-June
SAC #5-8: March-July
Public Open House: June

Summer/Winter 2011-2012

Outreach Mtgs: June-Sept
LU Subcommittee: 9/14

SAC #9: 9/29

Trans Subcommittee: 10/12

SAC #10: 10/27

SAC #11: 11/17

Trans Subcommittee: 12/8
LU Subcommittee: 1/11

SAC #12: 1/19

Public Open House: 2/2

SAC #13: 2/16

Spring 2012

SAC #14: 3/15

LU Subcommittee: 3/21* (tentative)

SAC #15: 4/12

SAC #16: 5/10

SAC #17: 6/7*

SAC #18: 6/28

***New or revised meeting dates**

Post June 2012

Hearings to be determined

Process Overview

PHASE I
Background and Existing Conditions
Project Goals and Scope
Issues, Opportunities and Constraints

PHASE II
Develop Concept Alternatives
SAC Approval of Concepts for Phase III Analysis and Evaluation

PHASE III
Analyze Alternatives and Select Recommended Concepts

N/NE Quadrant LU/UD/LT

Staff/Consultants Conduct Outreach and Analyze LU /UD /LT Quadrant Concepts and Subarea Choices

SAC 9: 70% Draft Proposed Quadrant Concept Recommendations on Subareas
SAC review and direction

SAC 11: 95% Draft Proposed Quadrant Concept
Preliminary SAC Recommendations

I-5 B/W Freeway/Interchange Area

Staff/Consultants Analyze and Refine Freeway and Interchange Concepts (*Including potential mixing and matching of elements)*

Staff/Consultants Analyze Refined Freeway Concepts with Proposed Quadrant Concept

SAC 10: Freeway/Interchange Analysis
Review Preliminary Results

SAC 12: Freeway/Interchange Concepts
Preliminary SAC Recommendations

Public Comment on Concepts

We are here

SAC 13: Phase III Recommendations:
Approve Proposed Quadrant Concept and
Base I-5 Freeway/Interchange Concept

PHASE IV
Final Development of Plan(s)

SAC 14:
N/NE Quadrant Plan:
SAC Direction on Draft Plan Goals and Guidelines
I-5 Freeway Facility Plan:
Staff Recommendations on Elements for Further Refinement

SAC 15:
N/NE Quadrant Plan:
SAC Direction on Draft Implementation Action Items
I-5 Freeway Facility Plan:
Final SAC Approval of Preferred Freeway Concept
Draft Outline of Facility Plan

SAC 16: Review Complete Draft Quadrant Plan and I-5 Freeway Facility Plan

SAC 17: Refinement of Plans and Extended Public Comment

SAC 18: Final SAC Recommendations

PHASE V
Adoption/Approval Process

Portland Planning and Sustainability Commission and City Council
Oregon Transportation Commission

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Feb 8, 2012: Updates at www.portlandonline.com/bps/cc2035/nneq

Oregon Department of Transportation

N/NE Quadrant and I-5 Broadway/Weidler Plans

February 2012 Open House Summary

On February 2, 2012, the N/NE Quadrant Project team hosted a public open house at the Lloyd Center Mall to present draft concepts developed to direct future development of the area and options for potential I-5 freeway improvements. It is estimated that approximately 100 people attended the event, with 75 participants signing in.

At the open house, City of Portland and Oregon Department of Transportation staff were on hand to discuss the proposals, which were displayed on poster boards. Specifically participants were asked to provide feedback on:

- The Proposed Quadrant Concept, covering the future direction for land use, street and development character, open space and green systems; and
- Potential safety and operational improvements to the I-5 freeway and local street system in the vicinity of the Broadway/Weidler interchange.

The input received will help inform upcoming decisions by the project's Stakeholder Advisory Committee as they finalize the quadrant and freeway concept diagrams and begin to draft more detailed plan documents.

Summary of Comments

A total of 38 comment cards were received. Themes that emerged in the comments are summarized below. A compilation of all comments received is also attached.

Proposed Quadrant Concept

- General support for the concept, although some felt it needed more detail and/or more explanation.
- Support for proposals that enhance pedestrian and bicycle travel. Specific items listed included:
    - The flexible street system
    - Freeway overcrossings
    - Sullivan's Gulch trail
- Housing is important. Comments noted the need to preserve existing housing, develop more housing in the Lloyd District and to emphasize affordable housing.
- Concerns about the intensity of development on Broadway, with some calling for lower heights and others asking for a step down to adjacent neighborhoods.
- Interest in preserving the "main street" feel of Broadway and extending it west. A need for traffic calming was noted.
- Concerns about impacts to Eliot neighborhood and historic structures due to increased property values resulting from more intense development in the Lloyd District.
- Need to address air quality issues.

I-5 Freeway and Broadway/Weidler Interchange Improvements

- Support for the Broadway/Weidler lid, including suggestions to develop buildings on the structure.
- Concerns about the visual impact of the braided ramps and the atmosphere that would be created under them.
- Concerns about negative impacts to the surrounding neighborhood resulting from construction, dislocation and traffic.
- Facilities for pedestrians and bikes need to be emphasized. Specific comments asked for:
    - Increasing the width of the pedestrian/bike path on the reverse flow section of Williams and the multi-use path
    - More thought about connecting to the Eastbank Esplande from Vancouver.
- Support for the pedestrian and bike overcrossing at Clackamas.
- Support for a pedestrian and bike connection at Hancock; concern that a vehicle connection would negatively impact the Eliot neighborhood.
- Concerns about negative impacts on the streetcar due to freeway construction and the cost to rebuild.
- Need to fully assess impacts on all properties. Specific concerns were raised about negative impacts to the Madrona Studios and Paramount apartments.
- Several comments questioned the need for the freeway project, noting that we shouldn't try to "build our way out of congestion". Some suggested that funds be directed at improving facilities for alternative modes of travel instead.

N/NE Quadrant and I-5 Broadway/Weidler Plans
Compilation of All Comments Received at February 2, 2012 Open House

Comment cards were provided that asked for comments on the Proposed Quadrant Concept, potential improvements to the I-5 Freeway and Broadway/Weidler Interchange and other comments. A total of 38 comment cards were received. The full text of comments received are provided below.

Proposed Quadrant Concept
General guiding principle: in all consideration, prioritize facilities and capacity for non-motorized transportation, in keeping with the city/regions goals for shifting mode-split.
Where are the air quality issues discussed and mitigated?
Want more spacious, comfortable bicycle and pedestrian accommodations in the area.
Like the flexible street idea and intensification of Lower Broadway/Weidler, but stepped down to Eliot Neighborhood.
Land use concepts too general/amorphous--too large of areas. Broadway=very different than Schuyler and Hancock-the entire length of the plan area. Projected heights=too high. Nothing will happen. Get real-recognize quality development that is on each major street- plan to protect it; cluster the densities when it makes sense- don't blanket large areas- be surgical.
I would like to see a linkage between Russell Street key hole and Russell Vancouver to create a connection up to the MLK and towards Brand Best warrant area. It would also be good to make Broadway/Weidler feel properly sealed all the way down to Broadway Bridge--provide river access for pedestrians.
I'd like to see the Sullivan's Gulch walk/bike path happen! If/when the movie theatre gets rebuilt, can they please put a rooftop seasonal drive-in theatre on top?? That's been a dream of mine.
Concepts are good but objective is unclear. Need to tie Lloyd Center to Broadway better and develop main street retail (2 story) along street car route on Broadway. More housing towers past (south?) of Broadway where 3 are now.
Like much of it, but really want to see new development now, not by and by.
What specific congestion mitigation strategies are being employed here? Where are the proposals for air quality improvements?
Looks good. Decouple it from the freeway boondoggle.
As a broad proposed concept for the entire district, the plan fulfills, or seems capable of fulfilling all the needs of the community and bringing to life a static environment. Bringing more residential areas will be challenging if they are to be at all diverse, and I believe it is critical to carefully plan open spaces within the superblock structure that are inviting, safe and truly feel public. As a principle-based plan, it looks good, but I am curious to see the specific plans and challenges within each smaller node.
Need to continue to preserve residential uses and promote development of additional residential look at preserving the main street feel of Broadway.

Proposed Quadrant Concept (continued)
We walk through the area all the time.
Access to Willamette River shore would be great. Good ideas about pedestrian access between Lloyd Center and Rose Quarter.
Pedestrian Bridge is a great idea!
Looks great!
Make N Broadway a pedestrian oriented main street again. Place for pre and post game restaurants that can also have business outside of RQ events by capturing pass thru traffic on N Broadway- traffic calm and narrow N Broadway-too wide now
Keep low heights on Broadway and Weidler-No wind tunnels (2-10 stories). If we want 20-minute neighborhoods, then we need a variety of options. Need more ideas and work/ Consider and preserve existing uses.
There needs to be more attention to the volumes of bicyclists in the Vancouver/Williams Corridor- now approaching 4000/day! Each way- and to the connections to the Eastbank Esplanade. In particular; the shared use path on the Williams overcrossing isn't nearly wide enough for bicycles and pedestrians with 4000 bikes/day. And no real thought seems to have been given to the connection of Vancouver cyclists to the esplanade.
I am concerned with the potential impacts to the historically marginalized African-American community in the Eliot Neighborhood with respect to intensified land use at the southern end of the neighborhood and destruction of historic resources, single family houses, etc., that would no longer be financially viable for existing property owners when surrounded by skyrocketing property values and dwarfed by buildings up to six stories tall. It seems that this community is given lip service when the real impact of massively increased density would likely change the income demographics of the neighborhood.
Appreciate emphasis on affordable housing. Very important not to force residents out because of increased rent and real estate prices. Thank you
I-5 Freeway Interchange at Broadway/Weidler
Don't build! Re-look at the whole design. Stress less concrete.
Really excited about the "lid" over the freeway at Broadway/Weidler. Please follow through with this.
Your plans will do irreparable harm to the economic and civic life in N/NE Portland and snarl transportation throughout the metro area, do nothing.
Strongly oppose turning Williams into a bus-only lane. That will restrict public and medical access to the Hooper Detoxification Center. That proposal also will impact the 60 or so employees there. In addition that same proposal will impact the 180 residents of the Madrona studios. Furthermore, a freeway on-ramp coming off Weidler will dramatically decrease livability of the Madrona Studio residents.
Can this be done without ripping up the recently built streetcar lines? The thought of doing that is ridiculous and needs to be reconsidered!
Please do not proceed with the "Braided Ramp" (60's technology)

I-5 Freeway Interchange at Broadway/Weidler (continued)
Glaring point-should start with issue of safety first; all of the ideas provided will separate Portland east and west sides. We've spent too much time and money trying to make one city. Rethink plans.
No automobile or freight connection at Hancock (A pedestrian-bike connection is ok). Need to study economic impact of streetcar and traffic disruption from rebuilding Broadway/Weidler overcrossings.
Pedestrian and bike facility in middle of Williams- "English Street" block. 12 feet clear is inadequate for pedestrians and bikes- should be 20 feet clear, not 20 feet overall. Tall planters are a bad idea-create hidden areas that would be unsafe to walk in. Max 2 feet high planters for safety. Left turn slip ramps onto English Street section must be stopped with signal for pedestrians. Add sidewalk on east side of Wheeler from Multnomah to Winning Way and on East side of Williams from Winning Way to Weidler, with or without the Clackamas overpass.
Until and if there is a realistic presentation of impacts on other streets, on properties (like Paramount) and on property owners--No Build. Too many years of a construction morass are ahead. Too many years of uncertainty. No realignment of Vancouver or Flint overpasses. Hancock overpass- do not bring more cars into Eliot, in the hope that the school property will one day/decade be available for re-development.
Like the LID; don't really understand anything else. Label text with cross reference to plan view or drawing (e.g. Braided Ramp (B).) Don't see much of a need; slow speeds is a good thing. Don't know why we are spending money on 2 hours and 1 mile of congestion. You won't make rush hour go away, just move it to neighborhood streets instead. How about dropping the on ramp if it is a problem and push things into Rose Garden/Convention Center area.
I think I-5 should have a double deck from Fremont Bridge to I-84 like the one in Oakland or I-110 in Los Angeles.
I'm very concerned about the expansion of I-5 in my neighborhood. You've stated that I-5 expansions are about improving safety but for whom? Moreover, there are numerous references to relieved congestion that seem to factor in induced demand. Wouldn't other investments be better spent on alternate modes? As a member of this neighborhood, I would support leaving I-5 as is but continue forward with the land-use plans, street development character, open space and green systems. Bicycle infrastructure is critical for my community and for those in N, NE, and East Portland.
Doesn't serve neighbors well, just cars, don't build it. Use money to protect bikes and pedestrians.
Unsure of effectiveness of congestion mitigation by adding lanes. In favor of Broadway/Weidler safety improvements. Like the Clackamas overcrossing, although I struggle to envision the bridgeheads. I like the English Street Style on Williams.

I-5 Freeway Interchange at Broadway/Weidler (continued)
I'd like to comment primarily on the transportation elements, specifically the Freeway-Local Transportation interface. I don't see a single option that really improves anything other than the freeway, with the single exception of an overcrossing for bicycle/pedestrian at Clackamas. The proposed concepts include trying to stuff heavy NB bike traffic plus pedestrians into a skinny 12 feet MUP that will not be adequate, impairing bike and pedestrian circulation by cutting off the direct path from Vancouver to the Rose Quarter, and covering even more space with the freeway ramps.
I would prefer that the planning process for the freeway put priority on the smooth connectivity and safety of the local system, rather than attempting to further accommodate freeway travelers. It's important not to degrade the safety and livability of the area overall while improving safety for the privileged group of freeway drivers.
Let's get an option that improves the situation for everyone, or let's not bother wasting money and time building something.
Not really needed-seems like an expensive solution to a small 1 to 2 mile problem and is very disruptive. Why not more on/off ramps outside this area altogether- like to Greeley and Multnomah?
The operational improvements anticipated from any of the "build" options do not justify the expense or the decade of dislocation that would result. You can't build your way out of congestion. Give communities better options and you'll ease freight movement. Consider congestion pricing.
Couple of points: -Is this solely a freeway project as the title above indicates? No but it is the gorilla in the room. -If there is a Vancouver/Hancock connection, make it bike-pedestrian only east of Vancouver.-On westbound/southbound Vancouver/Hancock take traffic to Benton or Dixon to access Broadway/Weidler, not Wheeler.-Reduce Broadway to 2 travel lanes east of 7th and with angled parking, cycle track and street furniture. Give more of a boulevard atmosphere.
Circulation diagrams-for bikes and pedestrians- you don't even show the connection to the Eastbank Esplanade/Steel Bridge.
I frequent the study area daily, sometimes 4-5 times a day. The neighborhood streets do not have a problem during rush hour. There is no congestion beyond what would be expected in a City. A city should not be designed for quick, easy car traffic. If the problem is I-5 freeway is cross-weaving, then the I-5 freeway can be widened if not impacting the neighborhood. There is no reason to improve local streets. They work fine. If the lure is CRC and designing for "future" traffic from Vancouver, then please acknowledge this/ Admit what this project is really about. Our neighborhood has been impacted enough and so has the City. If braided ramps are too costly, and they are the only solution for the cars weaving, which is reported to be the problem, then why do anything?
Why the concern over the Clackamas overcrossing if the Broadway/Weidler Lid is put in? Is it worth the cost?
These are not "potential improvements!" They are massive freeway expansion plans with little or no regard to the neighborhoods and the disruption and destruction of the areas near the freeways. Simpler, less invasive proposals must be created.

I-5 Freeway Interchange at Broadway/Weidler (continued)
Does the pedestrian overcrossing need to be curved? Better to cross quickly and directly. -Can the freeway lid be developed to help fund other projects? What if the Rose Quarter paid for their own freeway on-ramp-off ramp to their garage?
Braided Ramps seem like a bad idea- if it creates more dead spaces underneath---people on top, cars below.
The Broadway/Weidler lid looks great. The braided ramps would be horrible. It would make the TriMET station dark and discourage people from using it. I greatly favor option 1. How many cars get off I-5 in the AM and move onto Alberta, then onto Vancouver?
Stop prioritizing thru traffic at the expense of city-Lid over I-5 is great but should not be a park or square (miserable place to hang out, no one will use it, develop it!)- Don't waste land with leftover parcels for ramps, use the land efficiently. This is a terrible place now, this is also your opportunity to fix this place and do it right- don't waste this opportunity.
Why not make real estate on top of the lid available for development, which could be a significant source of funding and serve to fill in a great deal of dead space and the visual barrier of the freeway?
Other Project Comments
I am the Chair of the Humboldt Neighborhood Association, on the ICURAC Transportation and Parks Committees, the NECN's Land Use, Economic Development and Education Committees, and the Williams Avenue Stakeholder Advisory Committee--your process has been exclusive, and your plans are terrible.
More focus on the economic development of Broadway/Weidler area is needed. These plans would destroy what little is left of the Albina/Eliot Neighborhoods.
Due to limited street capacity, there is already too much congestion around the Rose Quarter- especially during Blazers games and near the Convention Center during large events. The opening of the streetcar will only give up streets more and make congestion worse. More room on surface streets is needed for cars. Additional freeway lanes are needed for cars. For all the expense, including nearly 50% of the Federal transportation funds received, transit in Portland/Metro carries less than 3% GA time per capita passenger miles traveled which is subsidized at approximately 60 cents per passenger mile. Transit fares cover only 25% of this operating expenses while automobile use is only subsidized. At less than a penny per passenger mile, bicycle infrastructure is 100% subsidized. Given the direction of the Auto Industry, in 20-years the average turnover for fleets- driving will use less energy and emit less pollutants per passenger mile than riding transit. In 2035 cars will be more efficient than transit. Planning needs to start now. Additionally, history clearly demonstrates a more mobile society produces more and creates higher wage jobs. The anti-mobility model in Europe is not working. Europe's GDP is 30 years behind the US and miles traveled per capita is 50 years behind. Wages in Europe are lower than in the US. Bicyclists need to pay for any bicycle infrastructure such as the proposed Clackamas Crossing of I-5, and transit fares need to better reflect the costs of providing the service to be sustainable.

Comments Received via Email

The PAC (Pedestrian Advisory Committee) recognizes that the current freeway was not constructed to handle high volumes of vehicles arriving at Rose Quarter events that frequently constrains existing freeway road capacity.

2. Pedestrians are also concerned about the capacity of large numbers of pedestrians to safely and comfortably access and leave the Rose Quarter area before and after games and for other activities as the quarter and adjacent neighborhoods redevelop.

3. The PAC questions the very costly continued expansion of I-5 through the heart of the City. The concern applies both to cost to construct as well as environmental and safety impacts. The PAC is concerned about the lack of serious alternatives analysis, congestion analysis, and environmental impact studies well **beyond the immediate project area** needed to assess:

Crash Hazards for all modes from increased speeds and volumes
High noise levels from engine and tire noise
Degraded air quality from exhaust and other vehicular debris, dirt, and pollution.
Congested local streets
Freeway congestion north, south, and east of the Rose Quarter interchange
The diversion of precious transportation funding from other citywide multimodal priorities to this high cost overpass rebuilding and widening project.
Other ideas.....

4. The PAC is concerned about further committing the City to the long term alignment of I-5 through the central city that constrains redevelopment opportunities for the Central Eastside and Rose Quarter districts and the eventual reconstruction of the earthquake vulnerable Marquam bridge. At a time when other US cities are constraining, diverting or eliminating central city freeways, we may be taking a short sighted approach.

Though I do not live or work in the N/NE quadrant, I do spend time there now and then, so I am very familiar with the area. And I have often thought about what it could be. So I breezed through the draft January 2012 document to see what is being proposed. I am glad that it has been recognized that the couplet configuration of NE Broadway and Weidler poses many challenges. In my opinion, the couplet configuration is THE problem that would hinder even the most advanced proposals in this draft document. Along the more active retail zone of Broadway, the freeway width of the street and the high speed / high volume traffic make Broadway NOT a pleasant street to stroll along or to linger about. This retail zone cannot compare to the more pleasant scales of NW 23rd Avenue, N. Mississippi, NE/SE 28th Avenue, or SE Belmont. I urge those involved in this plan to consider conversion of Broadway and Weidler back to two-way streets. They may need to stay one-way streets where the new streetcar line is being constructed, but east of that alignment, I believe those streets should be two-way with amenities that have been proposed in this plan. For instance, Broadway could be configured with middle left-hand turn lanes with integral planting strips down the middle with trees. Single travel lanes would go in each direction. How about throwing that concept out on the table?

N/NE Quadrant Plan

Proposed Concept for Land Use, Urban Design and Local Transportation **Draft 2/1/12**

Background

In Spring 2011, staff developed three quadrant-wide concept alternatives, intended to describe different future development scenarios and highlight key choices. Following extensive outreach to stakeholders and community groups, a draft proposed concept was developed and presented to the Stakeholder Advisory Committee (SAC) in the fall. The draft concept was then revised based on feedback from the SAC and other stakeholders.

This packet contains the revised concept, including the following layers: land use, building height, street and development character, open space and green systems. Next steps will be to develop more detailed proposals in a draft plan. For more information please visit the project website: www.portlandonline.com/bps/cc2035/nneq.

Developing the Concept



CENTRAL CITY 2035
N/NE QUADRANT

CITY OF PORTLAND OREGON 1851

Oregon Department of Transportation

Predominant Land Use

Each "bubble" on the land use map reflects the predominant land uses that would be encouraged under that development type. With the exception of industrial areas, other uses would generally continue to be allowed, and some mixing of uses would be expected. The following predominant uses are shown on the maps:



High density office, employment: A highly developed office district, with buildings ranging from 6 – 20 plus stories.



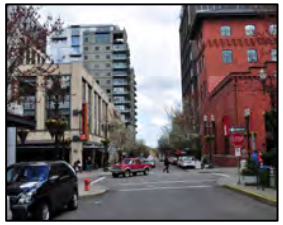
Mixed high density residential, office: High density office, employment uses interspersed with high density residential uses. Buildings ranging from 6 – 20 plus stories.



Industrial, employment: Low-rise buildings with light industrial uses, such as manufacturing and warehousing. Industrial areas are typically set aside exclusively for industrial uses, with the exception of very small scale service uses.



Mixed commercial, employment: An eclectic mix of uses that could include, retail, office and light industrial.



Mixed commercial, employment, residential: Mixed commercial and employment uses that also could include residential uses. Scale could vary greatly depending on location.



Residential above commercial, retail: Mid-rise buildings (2 – 6 stories) located on busier streets. Ground floor retail or service uses with residential uses above.



Regional event, entertainment, retail: Predominant uses have a regional draw and are characterized by large footprint buildings. Hotels and restaurants could also be expected to locate in the area.



Mixed regional retail, entertainment, residential: Regional event, entertainment and retail uses mixed with residential uses.

Building Height

The proposed building height map provides a sense of the development scale that could be achieved in the quadrant under the proposed concept scenario.

Street and Development Character Concept

The street and development character concept outlines a more intentional approach for the quadrant's street network, uniting streetscape design with adjacent land uses and building forms. While the concept proposes a new way of envisioning the design character of these public streets and connections, it does not imply changes to the City's existing system of modal classifications that define the functional roles streets play in moving people and goods throughout the quadrant.

The proposed concept includes the following street types:

- **Retail Commercial Streets:** Busy, continuous, active streets with nighttime character, high volumes of vehicles, transit, bicycles and pedestrians and limited or less-visible "green" features. Ground-floor retail uses required or strongly encouraged. Multi-level or specialized retail encouraged.
- **Boulevard Streets:** Busy, continuous streets with emphasis on access and flow. High volumes of vehicles, transit, bicycles and pedestrians. Visible "green" features encouraged. Ground floor retail uses allowed, and encouraged at key locations.
- **Flexible Streets:** Quieter low-volume streets that are part of a connected, primarily pedestrian network. Can be highly specialized or localized street designs responsive to community needs and adjacent land uses and development. Visible "green" features encouraged. Ground-floor retail uses generally limited or restricted, but allowed at some locations.





Open Space

The proposed open space concept illustrates a potential framework for parks and open space within the quadrant, an area that is currently park deficient. The concept envisions a series of new parks organized along an improved NE Clackamas Street linking to a new open space adjacent to the Willamette River. When developed, the new parks would alleviate the deficiency by making open space accessible to most parts of the district within a ¼ mile radius.

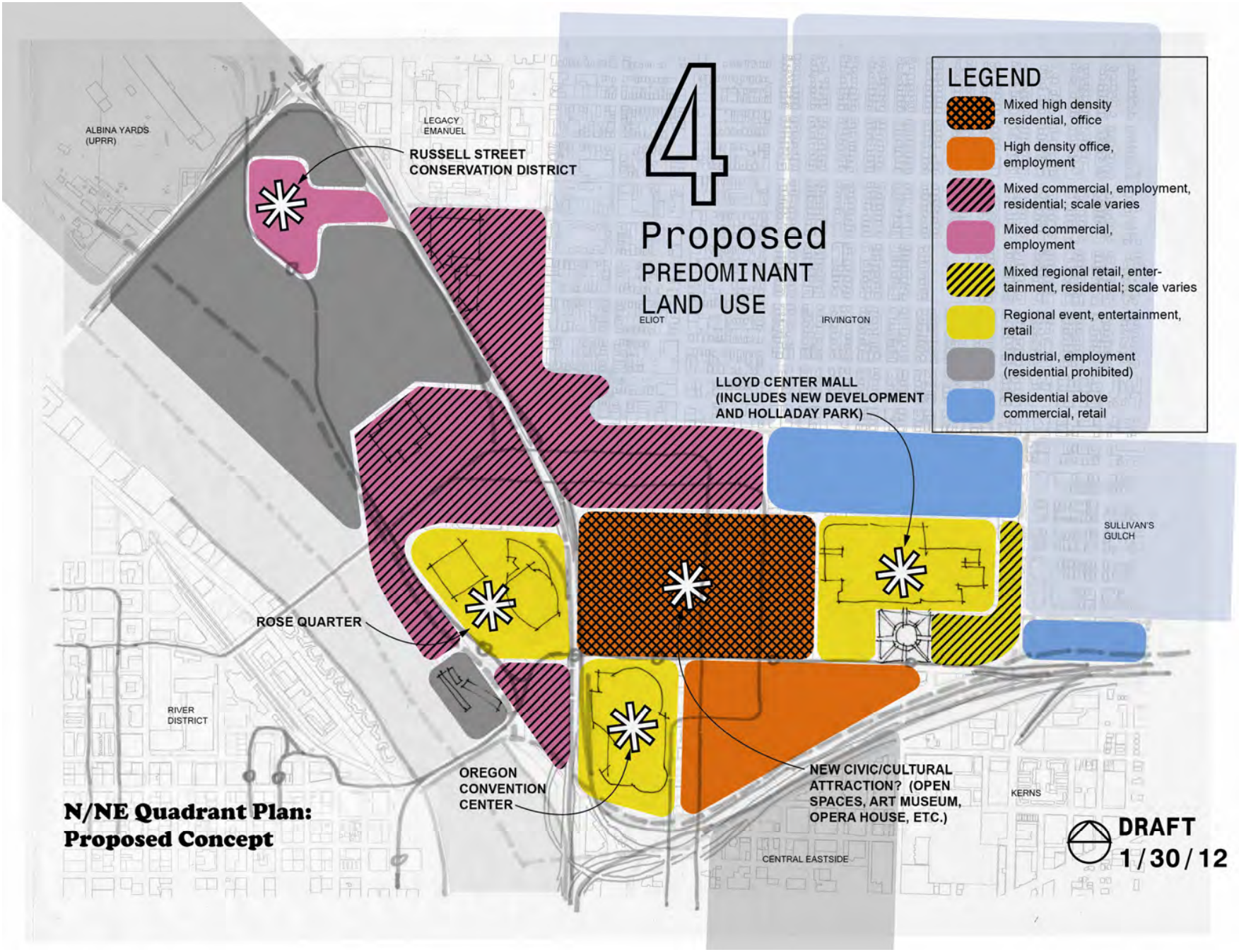
The proposed parks would likely range in size and function, and could be augmented by privately owned pocket parks. The open space concept also proposes enhancement to natural resources along the riverbank and within Sullivan's Gulch.

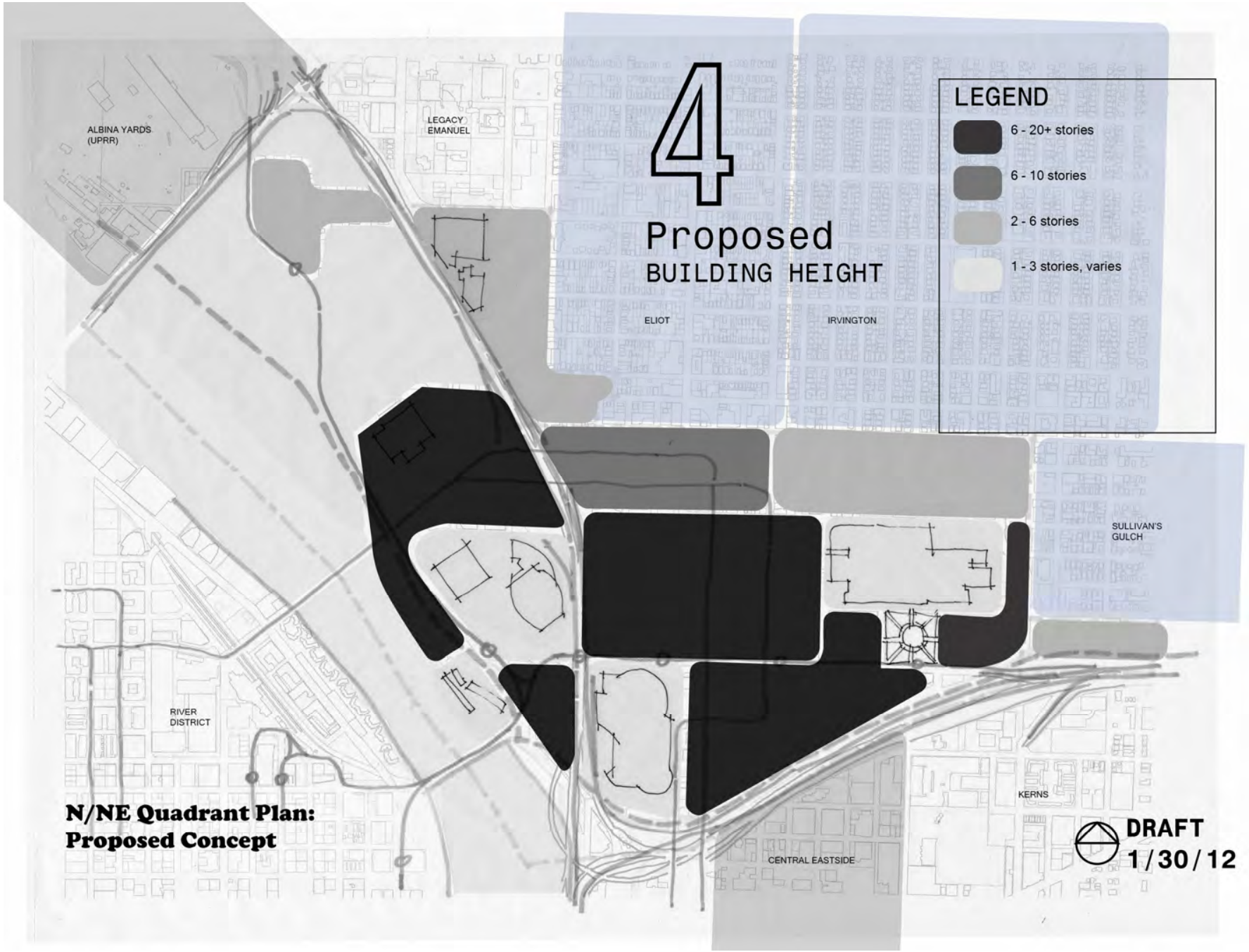
Green Systems

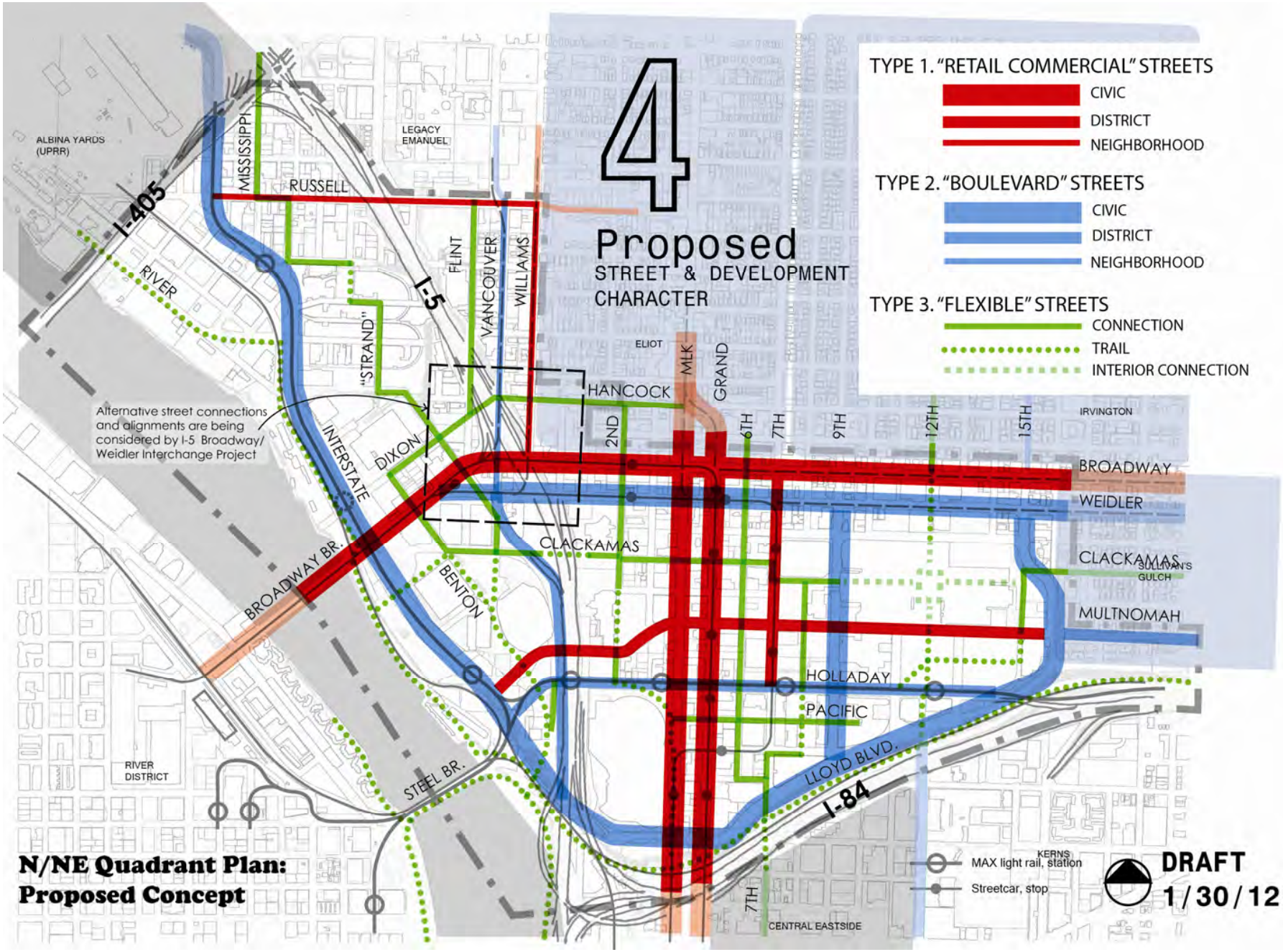
The green systems map illustrates how green infrastructure could be integrated into the quadrant to improve long-term resiliency. The concept includes the following green systems components:

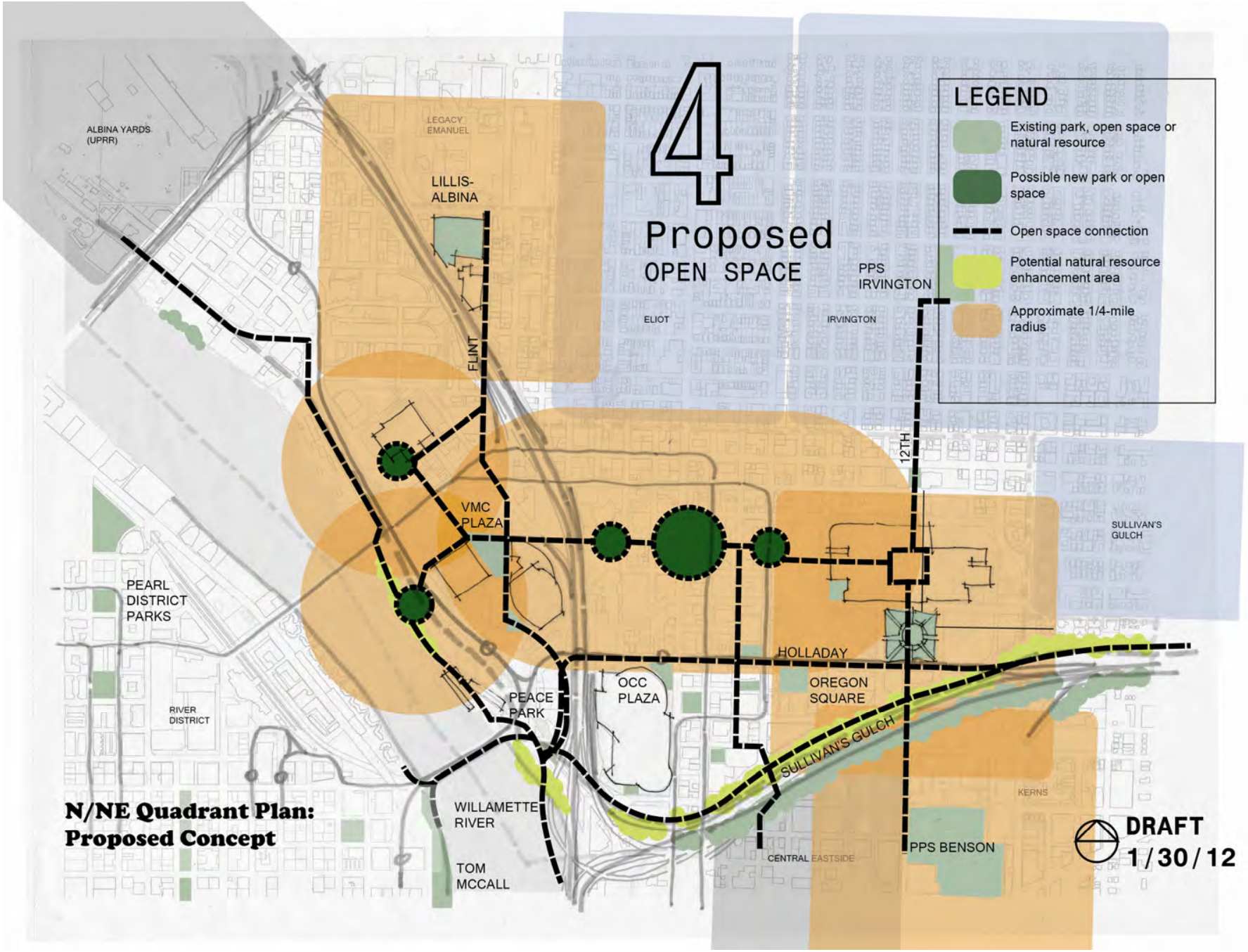
- **Tree Canopy/Water Quality Corridors:** Corridors that provide enhanced tree canopy and stormwater management through large trees and vegetated stormwater facilities such bioswales and planters.
- **District Energy:** A system that could facilitate shared energy production and distribution between different businesses, residential uses and facilities.
- **Rainwater Harvesting:** A system that would facilitate capture and reuse of rainwater

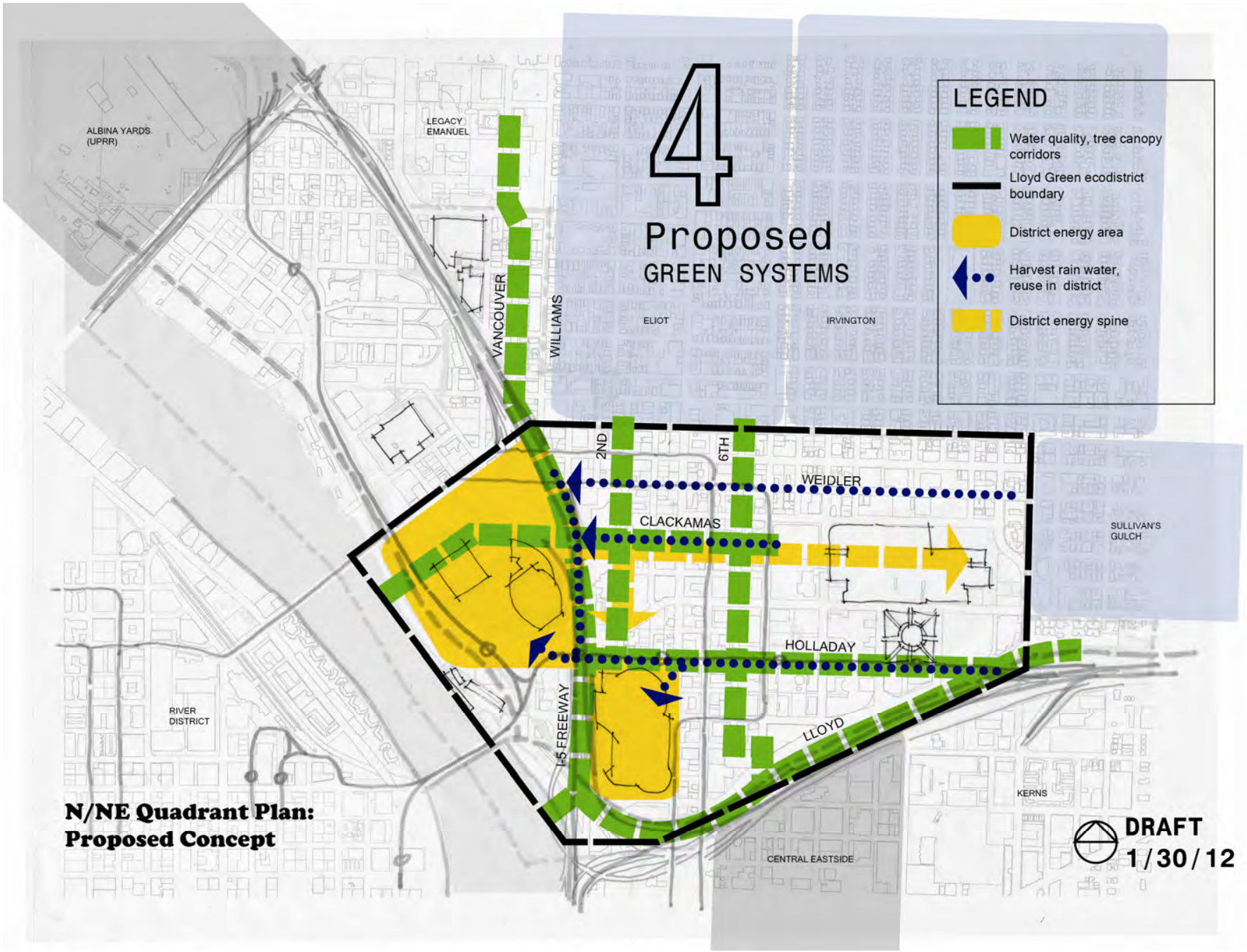
Other opportunities to support goals for sustainable development and improvements to the natural environment include the use of native vegetation, eco-roofs, vegetated walls, bird-friendly buildings and other green building techniques.


4
Proposed
PREDOMINANT
LAND USE
LEGEND
Mixed high density residential, office
High density office, employment
Mixed commercial, employment, residential; scale varies
Mixed commercial, employment
Mixed regional retail, entertainment, residential; scale varies
Regional event, entertainment, retail
Industrial, employment (residential prohibited)
Residential above commercial, retail
ALBINA YARDS (UPRR)
LEGACY EMANUEL
RUSSELL STREET CONSERVATION DISTRICT
ELIOT
IRVINGTON
LLOYD CENTER MALL (INCLUDES NEW DEVELOPMENT AND HOLLADAY PARK)
SULLIVAN'S GULCH
ROSE QUARTER
RIVER DISTRICT
OREGON CONVENTION CENTER
NEW CIVIC/CULTURAL ATTRACTION? (OPEN SPACES, ART MUSEUM, OPERA HOUSE, ETC.)
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Proposed Concept
DRAFT
1/30/12


4
Proposed
BUILDING HEIGHT
LEGEND
6 - 20+ stories
6 - 10 stories
2 - 6 stories
1 - 3 stories, varies
ALBINA YARDS (UPRR)
LEGACY EMANUEL
ELIOT
IRVINGTON
SULLIVAN'S GULCH
RIVER DISTRICT
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Proposed Concept
DRAFT
1/30/12

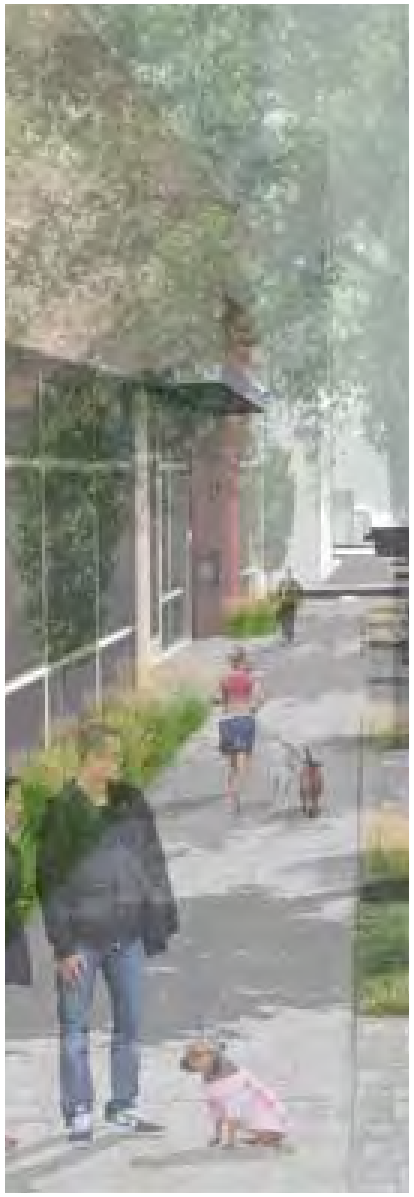

4
Proposed
STREET & DEVELOPMENT CHARACTER
TYPE 1. "RETAIL COMMERCIAL" STREETS
CIVIC
DISTRICT
NEIGHBORHOOD
TYPE 2. "BOULEVARD" STREETS
CIVIC
DISTRICT
NEIGHBORHOOD
TYPE 3. "FLEXIBLE" STREETS
CONNECTION
TRAIL
INTERIOR CONNECTION
ALBINA YARDS (UPRR)
MISSISSIPPI
LEGACY EMANUEL
RUSSELL
I-405
RIVER
I-5
FLINT
VANCOUVER
WILLIAMS
"STRAND"
ELIOT
MLK
GRAND
HANCOCK
2ND
6TH
7TH
9TH
12TH
15TH
IRVINGTON
BROADWAY
WEIDLER
Alternative street connections and alignments are being considered by I-5 Broadway/ Weidler Interchange Project
INTERSTATE
DIXON
CLACKAMAS
BROADWAY BR.
BENTON
SULLIVAN'S GULCH
MULTNOMAH
HOLLADAY
PACIFIC
LLOYD BLVD.
I-84
RIVER DISTRICT
STEEL BR.
KERNS
MAX light rail, station
Streetcar, stop
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Proposed Concept
DRAFT
1/30/12


4
Proposed
OPEN SPACE
LEGEND
Existing park, open space or natural resource
Possible new park or open space
Open space connection
Potential natural resource enhancement area
Approximate 1/4-mile radius
ALBINA YARDS (UPRR)
LEGACY EMANUEL
LILLIS-ALBINA
FLINT
ELIOT
IRVINGTON
PPS IRVINGTON
12TH
VMC PLAZA
SULLIVAN'S GULCH
PEARL DISTRICT PARKS
HOLLADAY
OREGON SQUARE
OCC PLAZA
PEACE PARK
RIVER DISTRICT
SULLIVAN'S GULCH
KERNS
WILLAMETTE RIVER
TOM MCCALL
CENTRAL EASTSIDE
PPS BENSON
N/NE Quadrant Plan:
Proposed Concept
DRAFT
1/30/12


4
Proposed
GREEN SYSTEMS
LEGEND
Water quality, tree canopy corridors
Lloyd Green ecodistrict boundary
District energy area
Harvest rain water, reuse in district
District energy spine
ALBINA YARDS (UPRR)
LEGACY EMANUEL
VANCOUVER
WILLIAMS
ELIOT
IRVINGTON
2ND
6TH
WEIDLER
CLACKAMAS
SULLIVAN'S GULCH
HOLLADAY
I-5 FREEWAY
LLOYD
RIVER DISTRICT
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Proposed Concept
DRAFT
1/30/12

N/NE Quadrant Plan: Street & Development Character Concept









02.01.12 DRAFT

CENTRAL CITY 2035

NNE QUADRANT

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.
City of Portland, Oregon
Sam Adams, Mayor · Susan Anderson, Director

URBAN DESIGN STUDIO

1. PREFACE

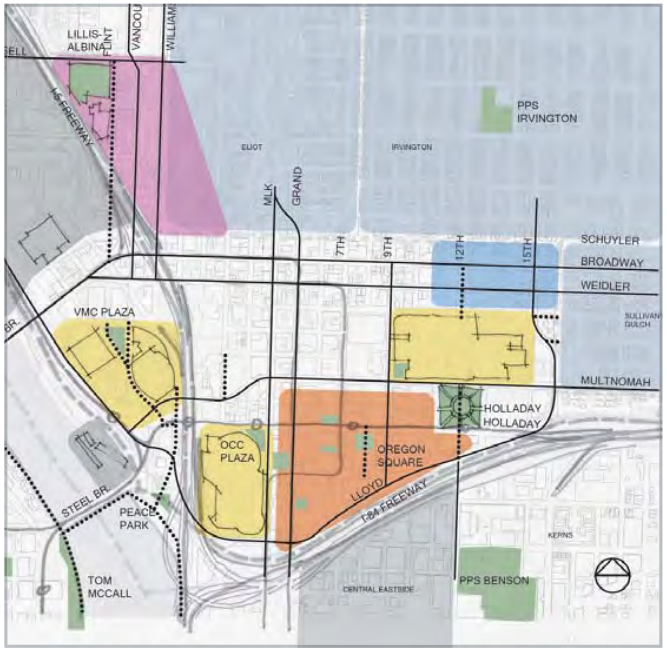
PURPOSE OF THIS DOCUMENT

The purpose of this document is to describe a conceptual approach that would create a series of different street and development characters in the North/Northeast Quadrant Plan study area. This document has been developed to assist the project's Stakeholder Advisory Committee (SAC) in its deliberations on this topic -- and others -- that will eventually be prepared in a long-range plan to guide the quadrant's future redevelopment and evolution.

This document is a tool that is intended to help visualize different public street spaces and imagine the experiences in them. It outlines the issues and opportunities presented by the existing street and connectivity network, presents a comprehensive conceptual street system for the entire quadrant, and then elaborates on each street character type using a series of graphic drawings and renderings.



Efforts in N/NE quadrant will influence other Central City quadrant planning processes



The N/NE quadrant today features pathway segments, scattered attractions and large undefined areas

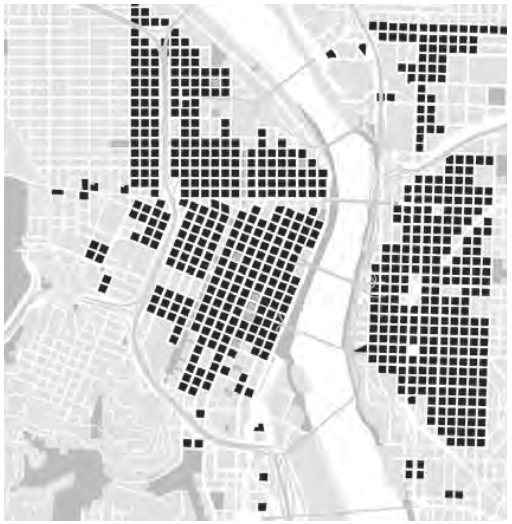
56131

1. PREFACE, continued

BACKGROUND

The street and development character concepts described in this document are derived from broader design themes explored in the *Design Central City, Volume 1* document. This document is a discussion draft that identified urban design issues and proposed place-making concepts for the entire Central City. It was prepared by the Bureau of Planning and Sustainability's Urban Design Studio as a part of the Central City 2035 planning process in July of 2010.

One of the three themes in *Design Central City* was "Transform the Public Realm" which proposed being more intentional in developing more street diversity throughout the Central City. Offering more diversity in streetscape and public space experiences increases the attractiveness of the place to a broader range of people and makes it a more compelling place to live, work, visit, and socialize. The intent behind developing a system of different street and development characters for the quadrant is to take better advantage of this considerable Central City-wide public resource, testing and refining the concept at the district level.



40,000 SF blocks and lots in Central City



60 foot Right-Of-Way (ROW) in Central City

The Central City features a large amount of land area in small blocks and narrow streets, without a lot of variety in the urban experience

56132

2. INTRODUCTION

Historically, Portland evolved as a city that was strongly influenced by transportation systems; in the first half of the 20th Century, it was the streetcar. As the primary mode of mass transit, the streetcar got everyone where they needed to go. Streets that included streetcars became the active central hubs of commercial and retail activity. Today, the flexibility of the automobile has blurred this previous clarity, and the challenge is enlivening current (and proposed) retail concentrations, while expanding the range of other distinctive characters, experiences and places on streets not likely to be retail-emphasised.

A key objective is to broaden the design character of the street from primarily facilitating the movement of goods and vehicles to more multifunctional public spaces for people. This approach organizes the N/NE Quadrant street system to better link public parks and open spaces, tree canopy corridors, natural resources or features, city activity centers and civic places. The intention is to describe the different connections, identify where they would be located, and offer one idea – but not the only – of how they might feel.

For some time, retail store frontages have been seen as the only answer to a long-standing Central City-wide "active ground floor use" objective. While this objective for active ground floors remains, it has become clear that even with thousands of more residents, workers and visitors, every street in the quadrant can not support a vibrant retail or shopping district. The considerable amount of public realm in the quadrant offers great potential for a diversity of compelling urban experiences for people beyond just shopping and commercial activities. In addition, clarifying the design intent for different streets in the quadrant increases certainty and creates more choices – reducing some risk – for interested developers, property owners and/or new investors.

The experience of "place" is a combination of character of the street -- function, streetscape design, etc. -- framed by the buildings along it -- scale, setbacks, ground floor use, etc. For example, NW 13th in the Pearl District is a slow-moving, two-way street that has a uniform, curb-less concrete surface recalling the historic rail-spur-street that existed before. The street is framed by many of the original 3 - 4 story industrial buildings – now repurposed – and their associated loading docks. The resulting experience of the street is a combination of the modern interpretation of an industrial streetscape with a preserved set of historic industrial structures. A cohesive set of street and development characters, or street types that more directly links the design of both the public and private realms, offers the greatest potential to create a set of new, distinct, and lasting public places in the quadrant.



SW 5th and Washington, 1949

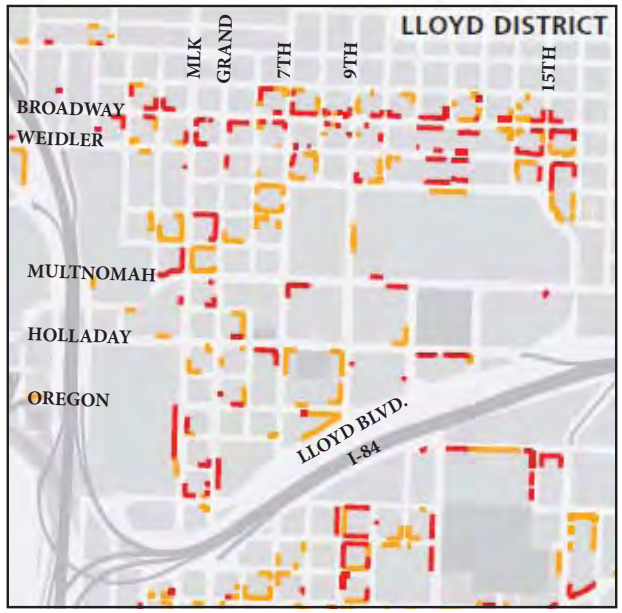


NW Irving, Pearl District

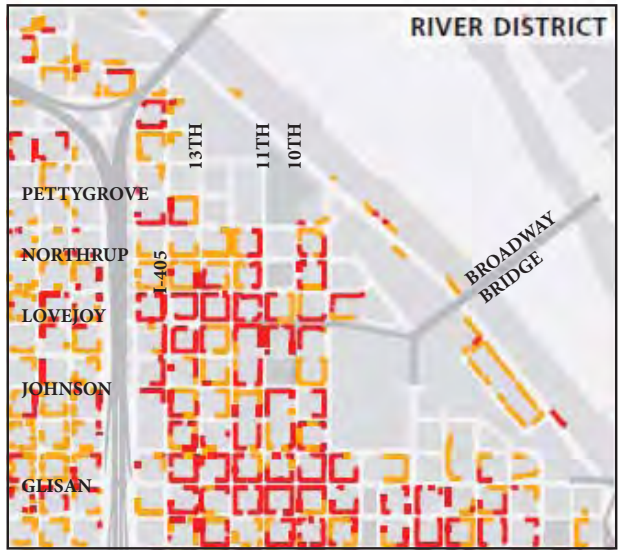
3. ISSUES & OPPORTUNITIES

Issues and opportunities that prompted the street development character concept were derived from urban design, land use and transportation analysis. They include:

A. Quadrant lacks a sense of place
B. Market for new retail is limited
C. Current land uses and characters are dispersed
D. Street network is homogenous
E. Street design guidance is outdated
F. The unique system presents opportunities
G. Couplets pose design challenges



A. There are a lot of streets, but not a lot of "there there." Most of the public streets in the quadrant – primarily in the Lloyd District – do not convey a strong sense of place for the current and future residential, employment and visiting populations. The experience of most of the public realm in the in the Lloyd District is dominated by transportation functions: freeway interchanges, major north-south and east-west couplets, large internal circulators and major high-capacity transit corridors. While these access and movement facilities are critical to the quadrant's ongoing growth, they have not yet catalyzed a distinct place or places that attract a lot of new people to gather, interact and live; A notable exception being the eastern end of NE Broadway. The potential exists to expand Broadway's character, but there are opportunities for equally compelling experiences (suggested by these street and development character concepts) along other streets that can be just as attractive to new residents, workers and visitors.



Existing ground floor edge condition diagram

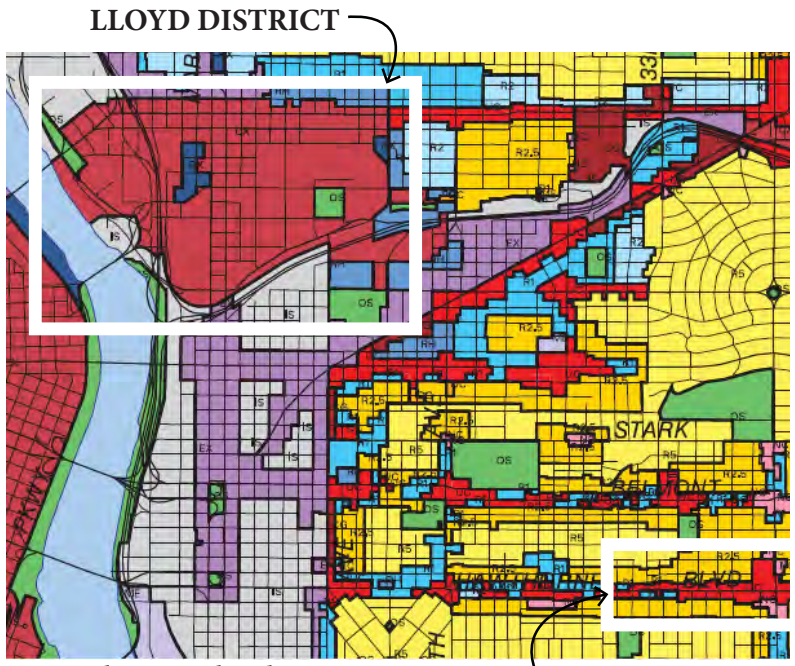
B. There is limited market support for more retail. Market studies show that in 2035 there will be a potential retail demand of roughly 410,000 new square feet, with more than half of it being absorbed by the Lloyd Center Mall. The Lloyd Center Mall is unique to the quadrant and currently features some 1.5 M square feet of largely national retail stores and businesses, with the potential to expand significantly on its own properties. As many of the mall's stores, shops and restaurants currently serve the quadrant's population today, expanding those services may make it challenging to generate new interest and energy outside the mall itself. To better ensure some level of retail activity outside the mall, requirements for retail uses could be targeted at high visibility streets with significant recent investments, such as the new streetcar alignment. Additionally, a district-wide retail development strategy should be considered.

Lloyd District Potential Future Retail Demand

	Retail Category	Potential Future Demand SF 2035
Comparison Goods	Apparel	31,918
	Auto Parts and Accessories	15,059
	Home Furnishings	21,775
	Home Improvement	19,376
	Specialty Retail	53,748
	General Merchandise	79,556
Neighborhood Serving Retail	Grocery	92,826
	Health/Personal Care	12,294
	Restaurants/Entertainment	84,200
	Total Neighborhood Serving Retail	189,319
	Total Retail	410,750

Source: City of Portland Bureau of Planning and Sustainability, 2012; MetroScope, 2011; ESRI Business Analyst, 2011.

C. Street storefront retail is more successful when clustered. Expectations, current zoning and regulations for retail in the quadrant are too broad, and do not facilitate or clearly direct the cultivation of concentrated, active retail districts. While different from the Central City, some of the City's most distinctive retail streets, such as NW 23rd, SE Hawthorne, or N Mississippi, feature a compressed zoning pattern that allows retail in a limited area. Other cities, such as Vancouver BC, employ an intentional and much more limited approach toward allowances for retail in their city centers. Recent studies looking at Central City retail districts by Economics Research Associates (ERA) and the Leland Consulting Group, both in 2009, recommended closer examination of retail feasibility by geography, and the subsequent application of tools to encourage its growth in target areas while discouraging it in others. Both reports include findings that recommend reconsideration of policies that allow retail uses broadly throughout the Central City.



Comprehensive Plan designations

3. ISSUES & OPPORTUNITIES, continued

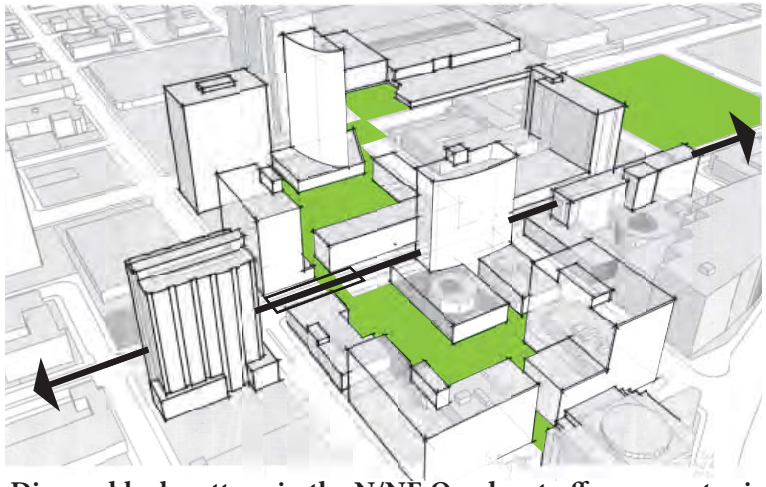
D. Streets with different characters add to the diversity and texture of cities. The livability of cities requires the provision of public spaces that offer residents, workers and visitors a wide range of experiences: resting, socializing, celebrating, being entertained, or taking a quiet stroll. The Central City features a vibrant street network, but would benefit from the development of streets that support specialized districts or neighborhoods. One type worth considering is the urban residential street, where the predominant ground floor building characteristics include landscaped setbacks, building lobbies, stoops, and/or patios. These types of streets exist outside the Central City, in a wide range of neighborhoods, as well as in other highly urbanized city centers, such as New York or San Francisco.



Experience of the public realm is a combination of the streetscape and adjacent building edges

E. Current Transportation System Plan (TSP) Design Classifications do not address unique conditions and street design opportunities of the Central City adequately. They are adapted from Metro's *Regional Transportation Plan* (RTP) and do not speak with enough specificity to the unique streetscape and high-density adjacent land use issues that currently exist (or are envisioned) in the N/NE Quadrant. The proposed street and development character concepts for the quadrant are intended to inform a larger investigation of the entire Central City's design classifications. The proposal is intended to better support existing and future land use clusters and stimulate new economic development.

F. The public realm system of the quadrant – and by extension the Central City – is unique, and could make it a more attractive place to be. The N/NE Quadrant -- the Lloyd District in particular -- is a part of the Central City and has some of the highest land use densities possible in the region. Creating attractive, livable and active high density communities in the Central City has been shown to directly address greenhouse gas reduction targets set in the *Climate Action Plan*. A new, more coordinated approach to the quadrant's public realm system: its transportation network, the character of adjacent land uses, and new open spaces serving high density residential and employment districts, could maximize the catalytic effect of targeted public investments. This more responsive and resilient system in the quadrant would still be linked to the City and region's larger transportation network and modal classification systems, but could offer more tailored, distinct urban experiences, making the quadrant, and Central City by extension, more attractive to people, more of the time.



Diverse block pattern in the N/NE Quadrant offers opportunities for new systems of connected public spaces

G. Couplets present design challenges. Couplets, or paired one-way streets such as MLK/Grand, Broadway/Weidler or Vancouver/Williams, provide high-volume multi-modal transportation corridors that serve the quadrant but spread retail uses, design, and urban activity expectations across a broad area. Couplets are typically half a historic commercial main street – e.g. Broadway – and half a formerly quieter residential (or other) street that was reconfigured later to increase capacity in the automobile era – e.g. Weidler. One couplet street, usually the historic main street, typically outperforms the other in terms of urban vitality, development character, and pedestrian activity. However, design and land use expectations for both streets are frequently the same. A new design strategy that recognizes the different roles of both streets in couplet pairs and provides more clarity of intent would better manage development and community expectations.



Couplets in the Central Eastside: E Burnside and Grand are the centers of commercial activity areas, supported by Couch and MLK, respectively

4. CONCEPT

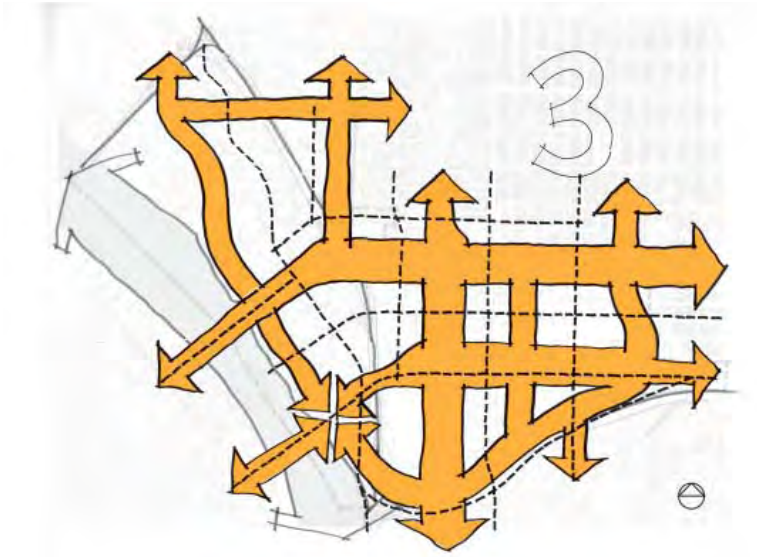
The street and development character concept for the N/NE Quadrant area is intended to create a high quality system of connections and public spaces that supports the existing and envisioned range of uses, districts and businesses in the quadrant area. The concept is based on the quadrant's existing network of streets, corridors and pathways, and expands opportunities for new, high density development in under performing parts of the area currently defined by a sense of "placeless-ness" and dominated by an automobile-oriented built pattern.

The concept unites expectations for streetscape designs with those of adjacent land uses and building forms, developing a more coherent and varied set of public "places" throughout the quadrant. It should be noted that while the street itself stays the same, the character along its length can vary through the quadrant.

Specifically, this concept:

- Builds on the existing pattern of streets in the quadrant
- Develops and strengthens a series of different street and development characters
- Supports existing and future lands use concentrations
- Offers alternative active ground floor use responses to the retail storefront
- Identifies only the key/major connections – every street in the quadrant does not get a designation

Implementation of this concept would potentially make changes to the *Transportation System Plan* (TSP) Design Classifications, development regulations in Title 33 Planning and Zoning of the *Portland Zoning Code*, and the Lloyd District design guidelines. Some development regulations in Title 33 that could be affected include ground floor active use areas, required building lines, parking access restrictions, and bonus option target areas, among others. The extent of amendments to the TSP, the *Portland Zoning Code* or the design guidelines will require more analysis in the next phases of the project.



"Strengthen Connectivity" design principle from beginning of concept development phase

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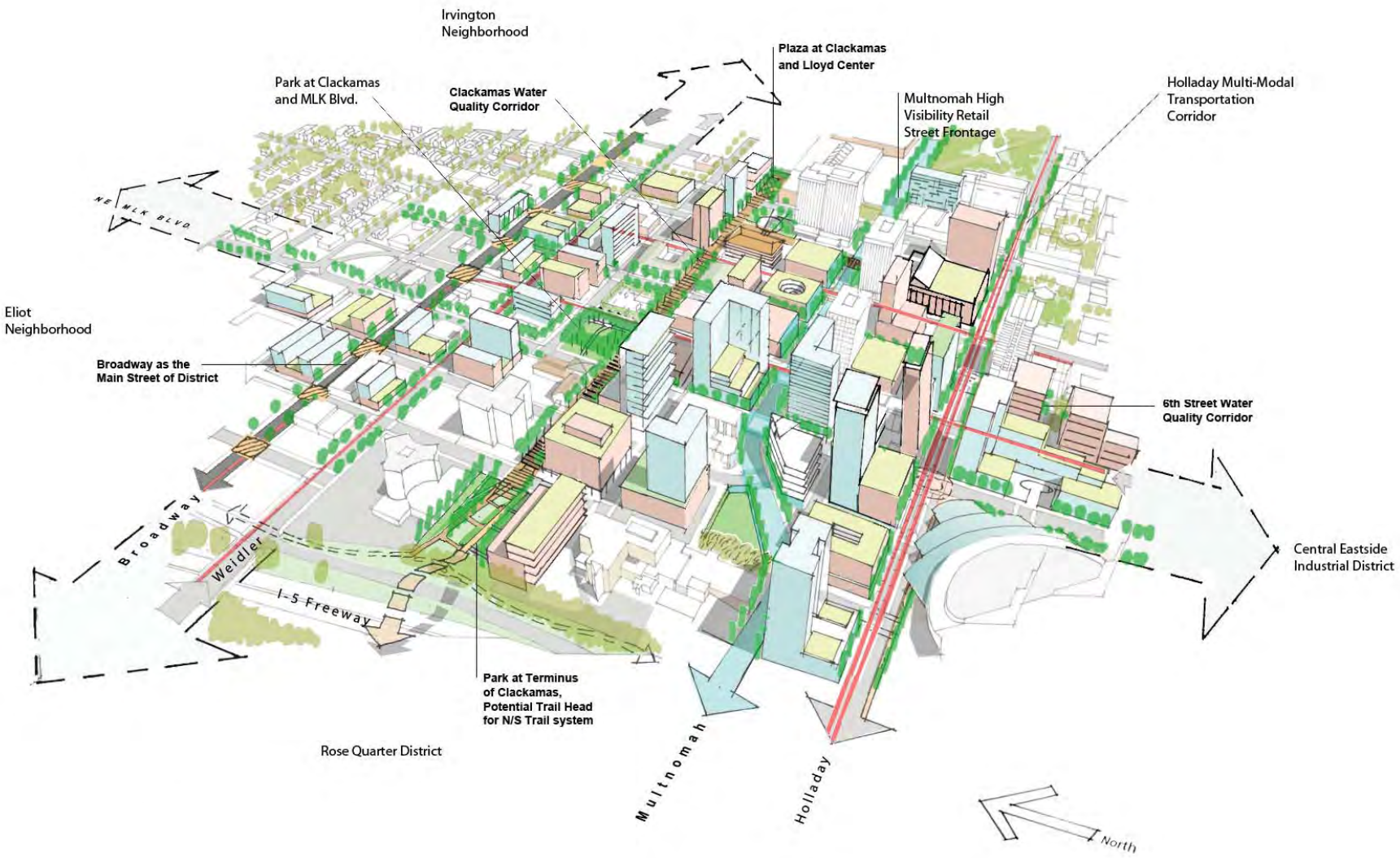

Aerial View Looking East over Central Lloyd Area

5. PROPOSED CHARACTER TYPES

Type 1. "RETAIL / COMMERCIAL" STREETS

CIVIC
DISTRICT
NEIGHBORHOOD

- Busy, continuous, active streets with high visibility, high volumes of vehicles, transit, bicycles and pedestrians, nighttime character

- Limited or less-visible "green" features (high canopy or columnar trees, less visible or hardscaped swales, smaller building setbacks, etc.)

- Required/strongly encouraged ground-floor retail uses, multi-level or specialized retail encouraged

Type 2. "BOULEVARD" STREETS

CIVIC
DISTRICT
NEIGHBORHOOD

- Busy, continuous streets with nodal activity and emphasis on access, movement and flow, high volumes of vehicles, transit, bicycles and pedestrians

- Visible "green" features encouraged (larger canopy/spreading trees, more prominent swales and planting strips, landscaped building setbacks, etc.)

- Allowed ground-floor retail uses, encouraged at key locations

Type 3. "FLEXIBLE" STREETS

CONNECTION
TRAIL
INTERIOR CONNECTION

- Quieter low volume streets, alternative routes for pedestrians and potentially bicyclists

- Parts of a connected, primarily pedestrian network that reaches the river

- Highly specialized or localized designs responsive to community needs, adjacent land uses/development

- Visible "green" features encouraged (larger canopy/spreading trees, more prominent swales, landscaped building setbacks, etc.)

- Limited or restricted ground-floor retail uses, allowed at some locations

- Public or private ownership

Type 4. "TYPICAL" STREETS (not mapped)

- Quieter, low volume local streets, featuring more standard sidewalk, planting strip and roadway treatments

- Visible "green" features encouraged (larger canopy trees, more prominent swales, landscaped building setbacks, etc.)

- Limited or restricted ground-floor retail uses, allowed at key locations

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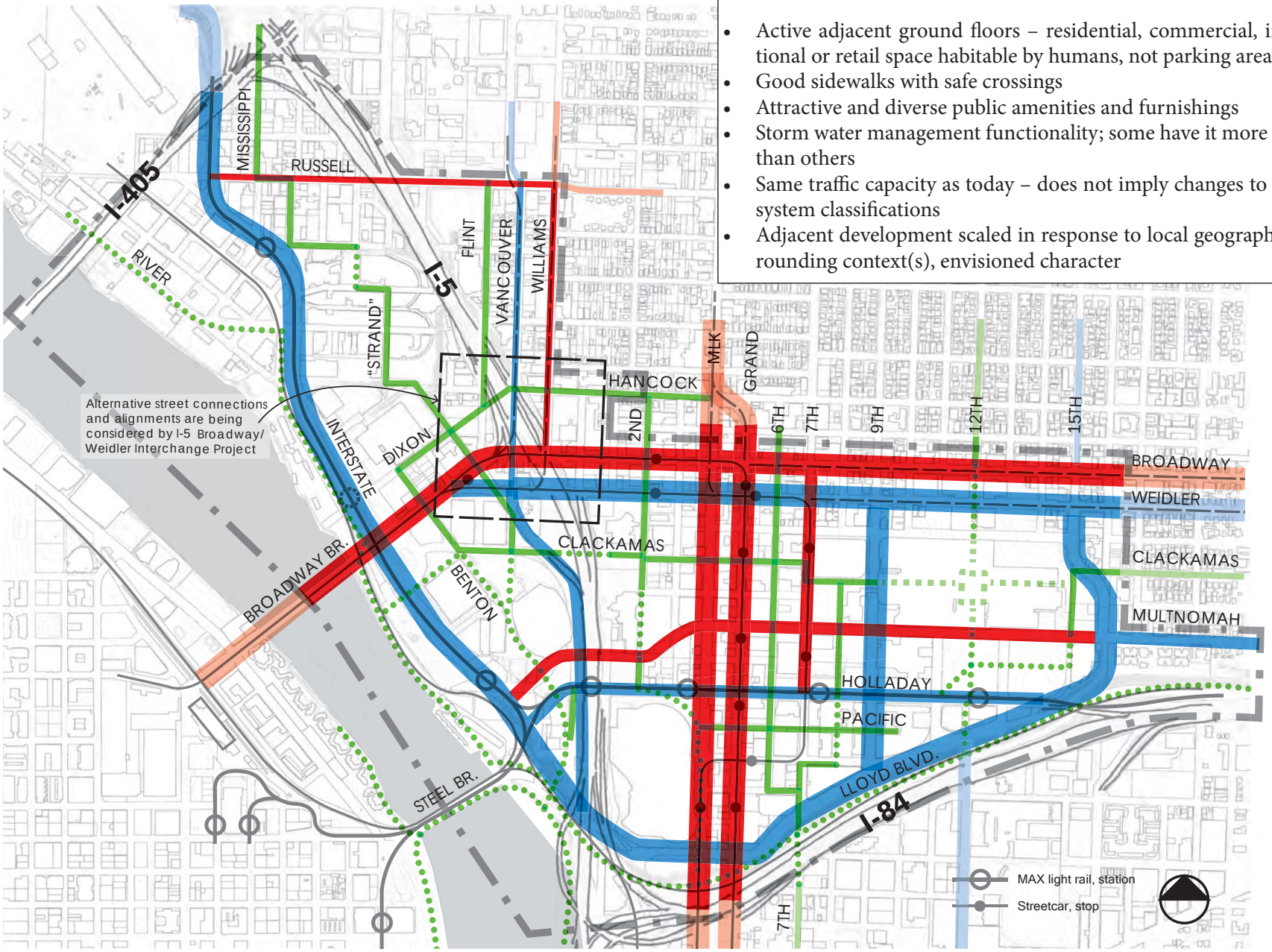
5. Proposed Character Types, Plan

ASSUMPTIONS FOR ALL TYPES:

- Active adjacent ground floors – residential, commercial, institutional or retail space habitable by humans, not parking areas
- Good sidewalks with safe crossings
- Attractive and diverse public amenities and furnishings
- Storm water management functionality; some have it more visibly than others
- Same traffic capacity as today – does not imply changes to modal system classifications
- Adjacent development scaled in response to local geography, surrounding context(s), envisioned character



TYPE 1. "RETAIL COMMERCIAL"



QUALITY OF EXPERIENCE

These are the busiest streets in the quadrant, with high volumes of motor vehicles, transit, bikes and pedestrians, consistent ground level retail storefronts, and "center" like character(s) for the community. They are where most of the quadrant's residents, workers and visitors come together and experience the urban character of the quadrant. These streets feature a strong sense of urban enclosure as they are framed by buildings scaled to each unique geographic setting. They are high visibility streets that are active by day and animated at night, accentuated with civic-scaled places, works of public art and unique signage and lighting systems.



MOBILITY AND ACCESS

They offer high-volume multi-modal access, sometimes including the highest levels of transit and motor vehicle service, safe bicycle facilities, and generous sidewalk space to accommodate high levels of pedestrian and transit rider activity. The streetscape includes special paving patterns and/or materials, unique street lights and generally a less-dominant street tree character, perhaps more columnar in form. Surface storm water management is accomplished through a series of more hard-scaped and perhaps less visible solutions along the corridor, or alternatively could be addressed more visibly at intersections with cross streets.



ADJACENT LAND USE AND FORM

Adjacent ground floor uses and building forms typically reflect the high visibility and citywide significance of these transportation arteries. Common building uses and characteristics include main entrances or building lobbies, ground floor windows and doors, smaller hard-scaped building setbacks suitable for outdoor gathering or dining, and specialized or distinctive building lighting and/or signage. Retail sales and service uses at the ground level on these streets are required, and multi-level or specialized retail businesses are encouraged.

POSSIBLE STREETSCAPE AND DEVELOPMENT CHARACTERISTICS

Streetscape:

- Special sidewalk and intersection paving materials
- Unique street lighting
- Trees with less canopy (more columnar)
- Less visible/more hardscaped storm water management
- Wide sidewalks/pedestrian facilities
- On-street parking
- Civic-scaled public art at key locations/intersections
- Curb extensions for additional seating, gathering
- Signature transit service and facilities

Development:

- Limit building setbacks, hardscaped
- Main entrances, lobbies
- Required ground floor retail space, multi-level retail space encouraged
- Larger building volumes oriented to street
- More elaborate, distinctive building signage and night lighting
- Building service, parking access limited, discouraged

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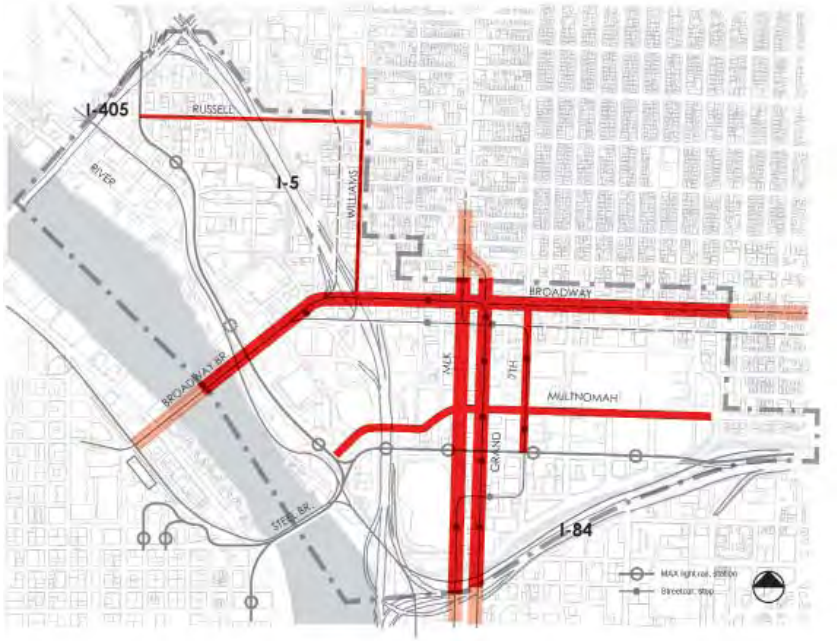
PROPOSED RETAIL / COMMERCIAL STREETS



Different scales:

Civic – Regional, make big connections beyond quadrant *Broadway, MLK, Grand*

District – Central to the quadrant, opportunities for new community activity centers, transformative *7th, Multnomah*

Neighborhood – Local focal points, infill and intervention approach, continuation of existing character and patterns, transitional *Williams, Russell*



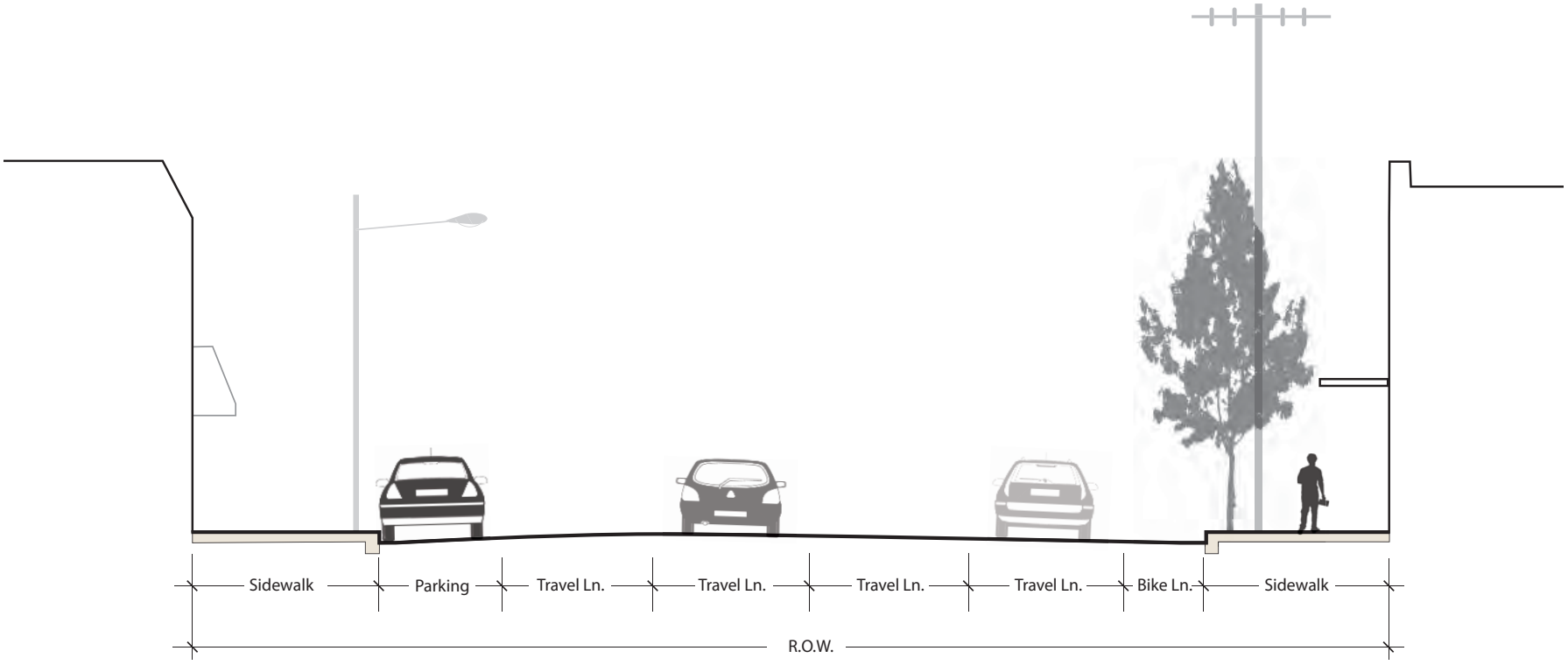




RETAIL COMMERCIAL - CIVIC

NE Broadway + 3rd Ave. (2012)





Existng Street Section (Looking West)



NE Broadway + 3rd Ave. (2012)

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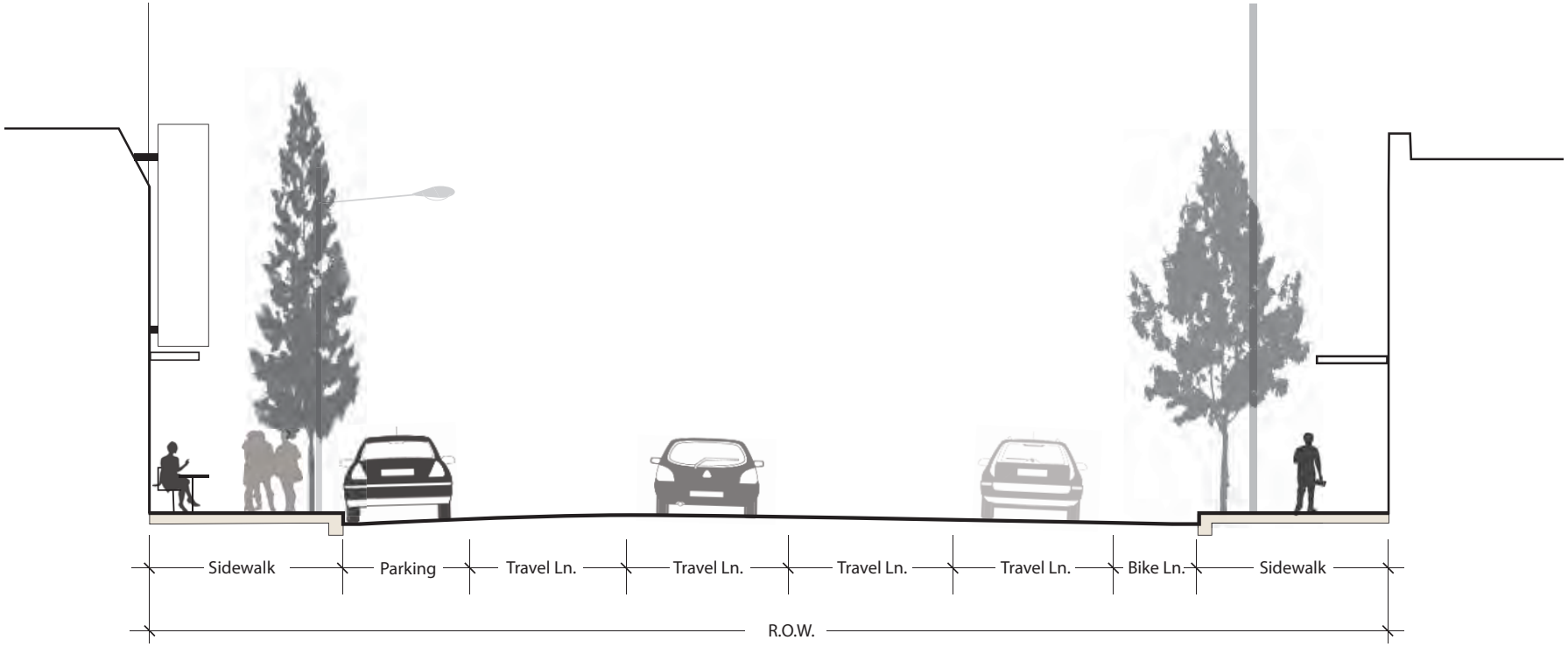
RETAIL COMMERCIAL - CIVIC

NE Broadway + 3rd Ave. (2020)





Interim Street Section (looking West)

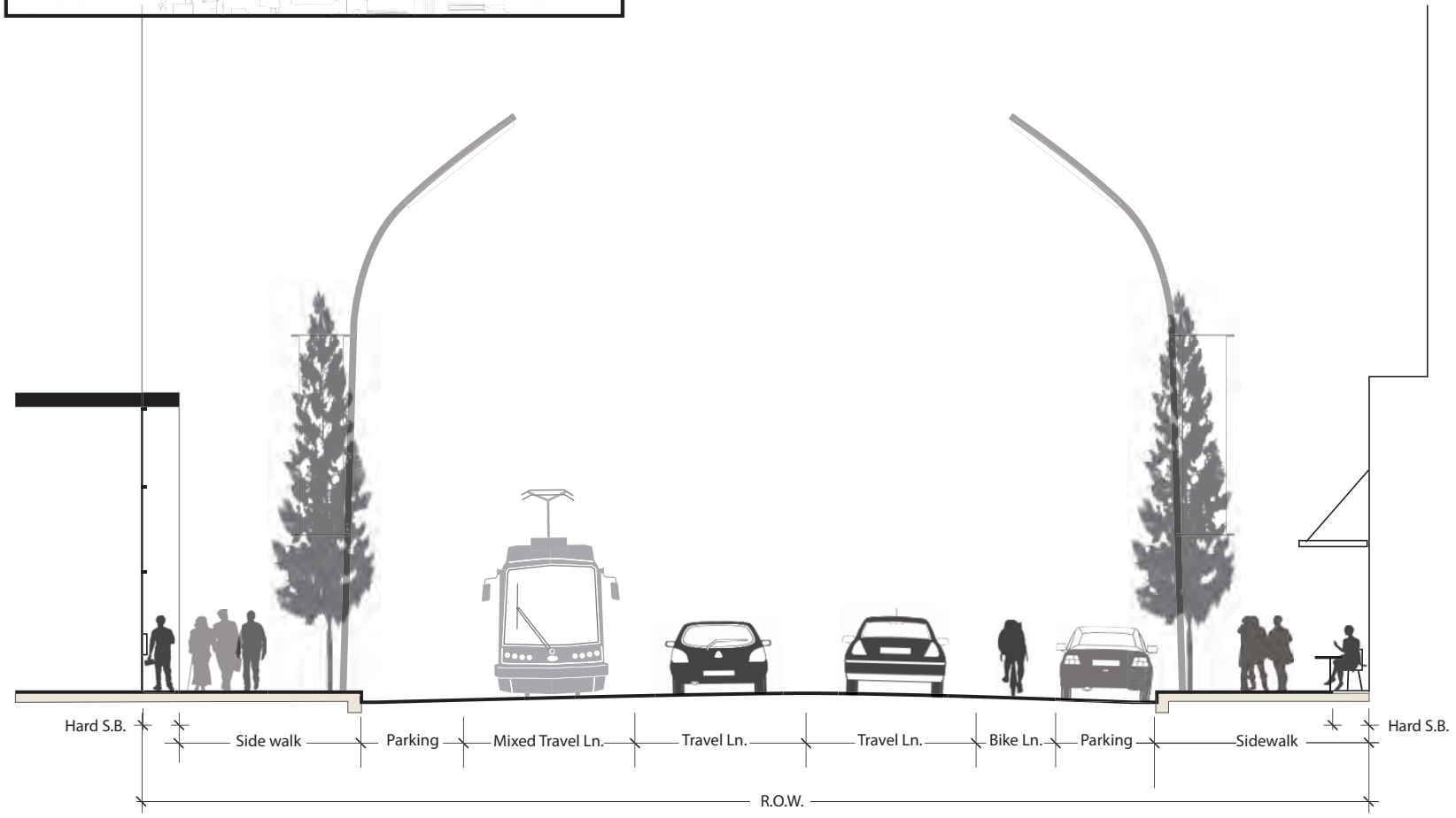


NE Broadway + 3rd Ave. (2020)

RETAIL COMMERCIAL - CIVIC

NE Broadway + 3rd Ave. (2035)





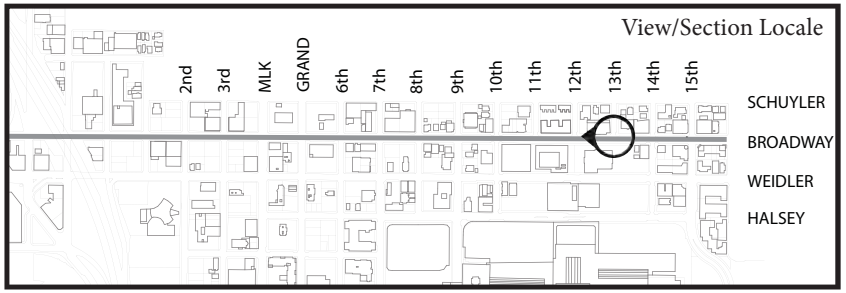
2035 Street Section (looking West)

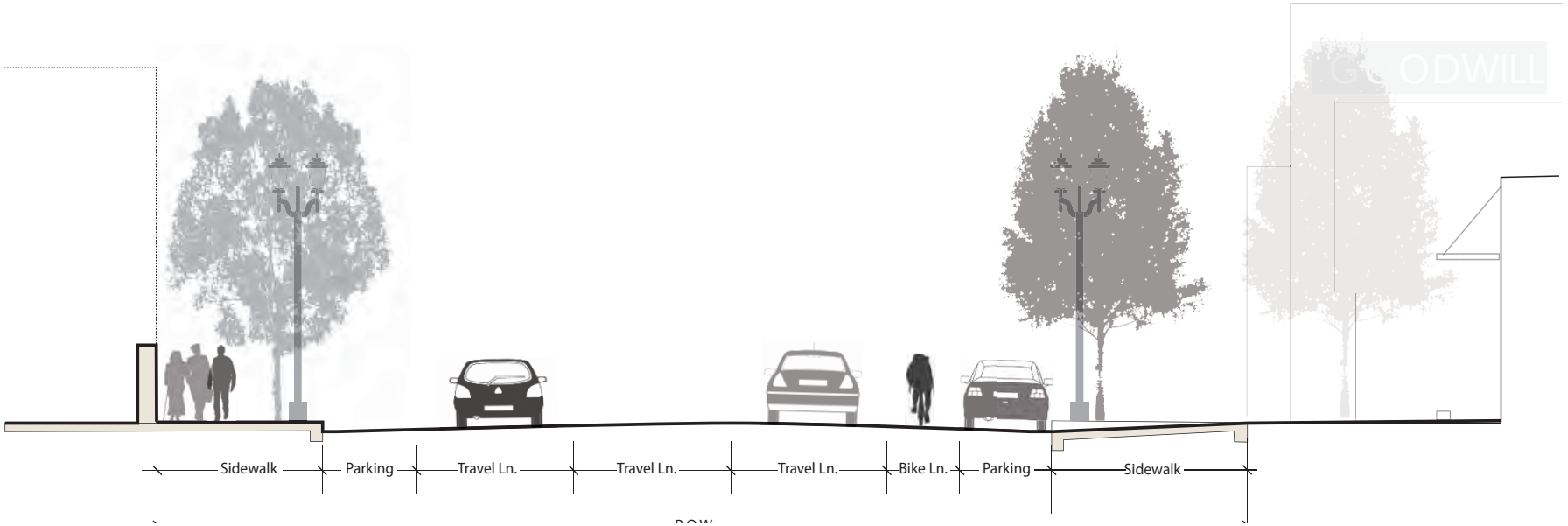


NE Broadway + 3rd Ave. (2035)

RETAIL COMMERCIAL - CIVIC

NE Broadway + 13th Ave. (2012)





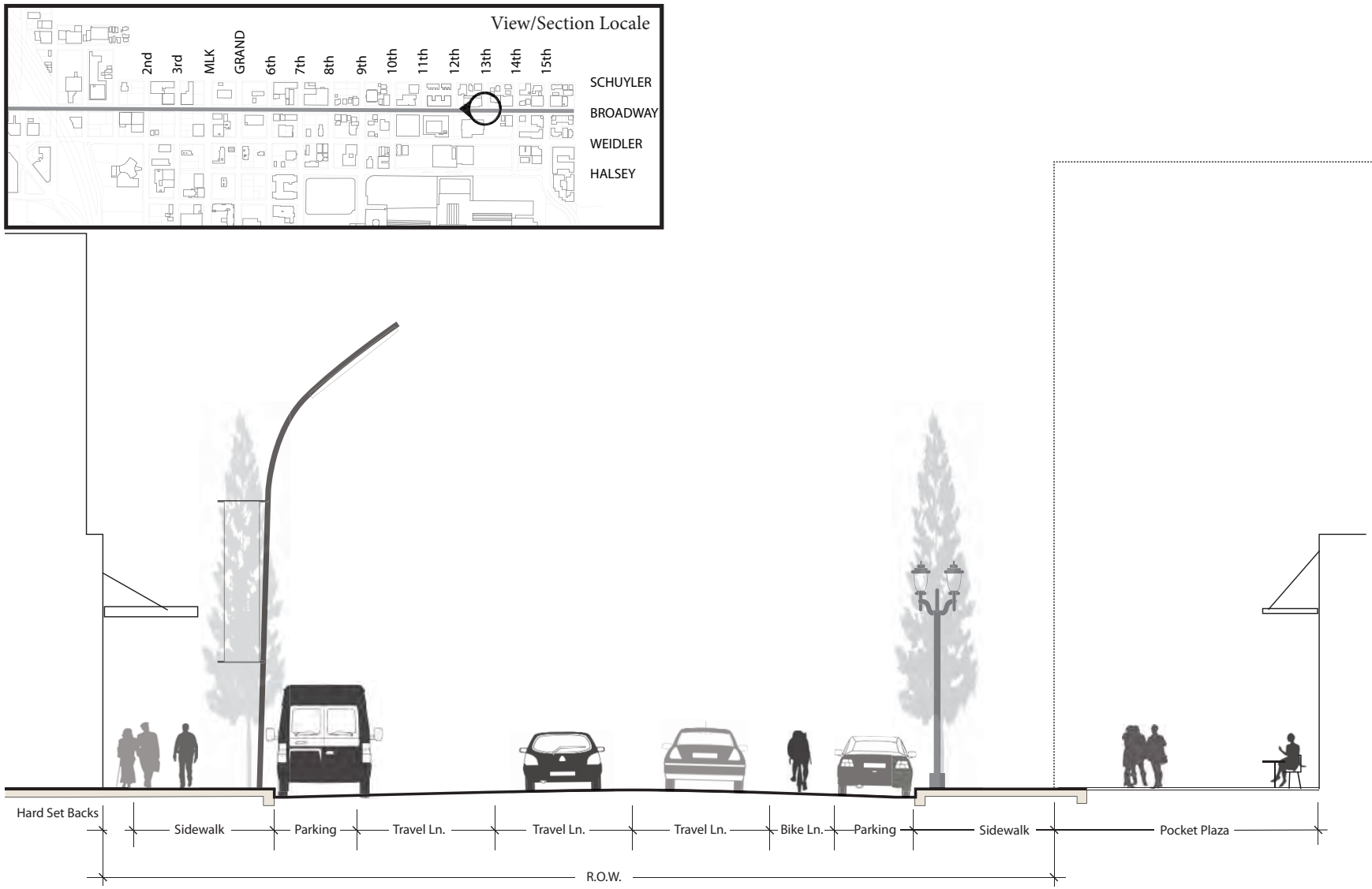
Existing Street Section (Looking West)



NE Broadway + 13th Ave. (2012)

RETAIL COMMERCIAL - CIVIC

NE Broadway + 13th Ave. (2035)



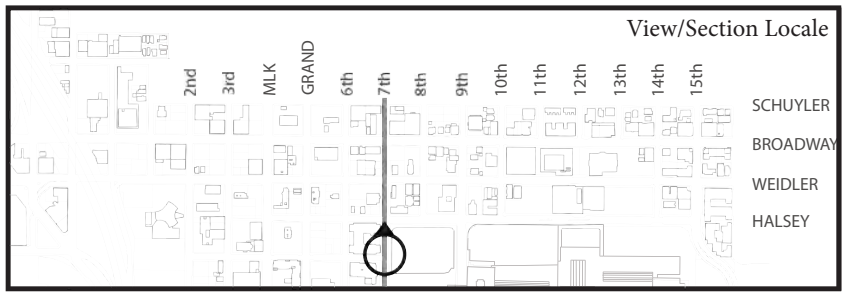
2035 Street Section (looking West)

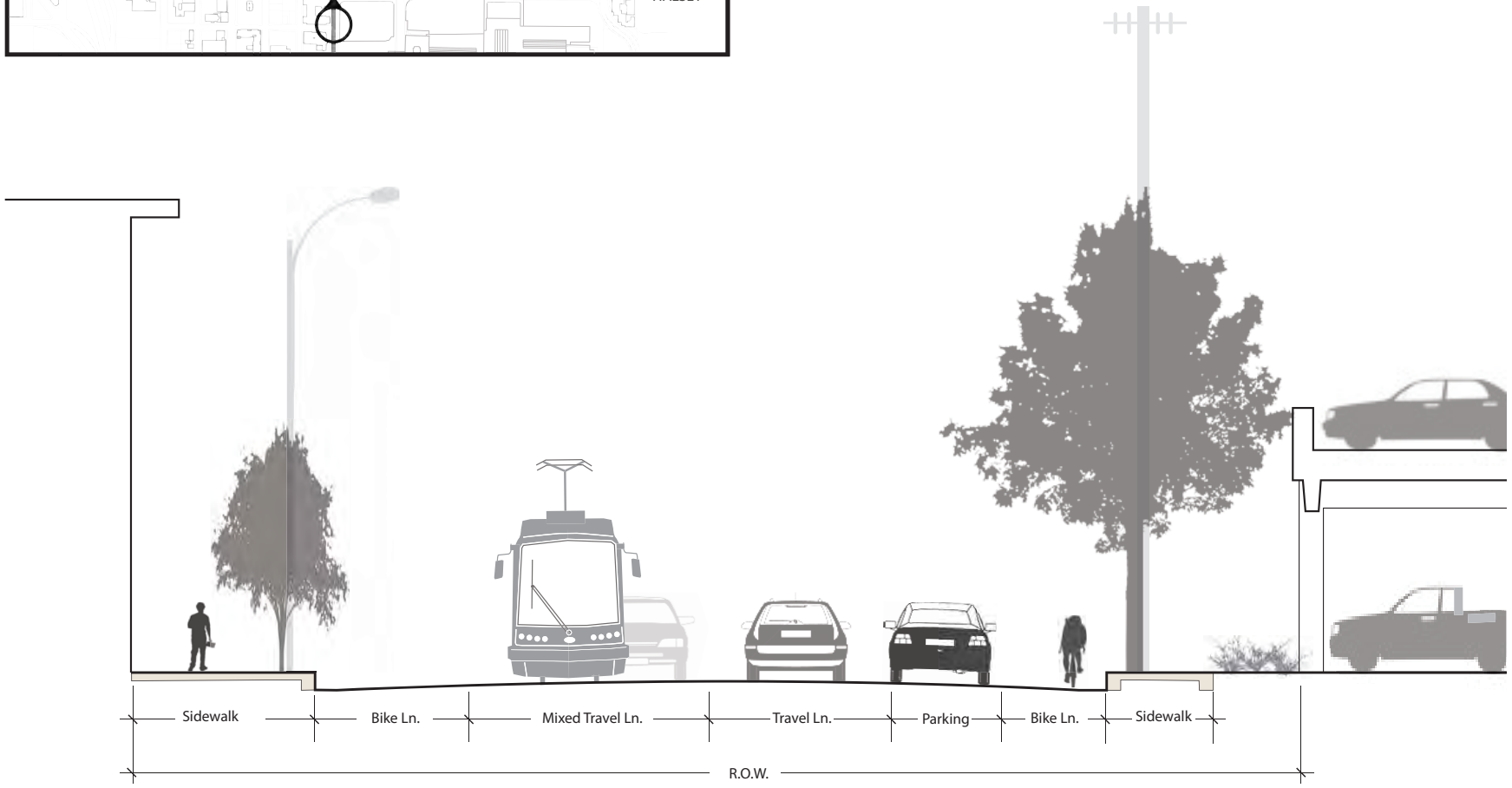


NE Broadway + 13th Ave. (2035)

RETAIL COMMERCIAL - DISTRICT

NE 7th + Clackamas (2012)





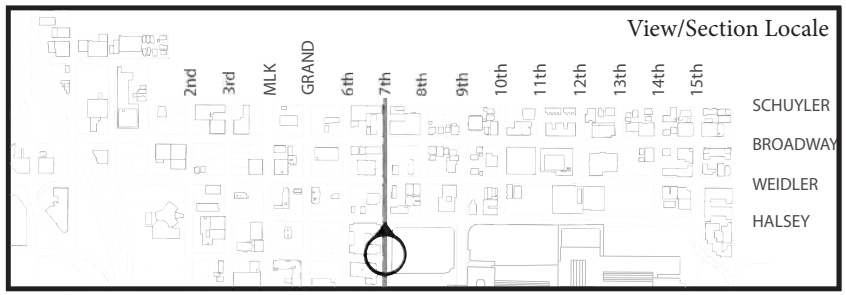
Existing Street Section (looking North)

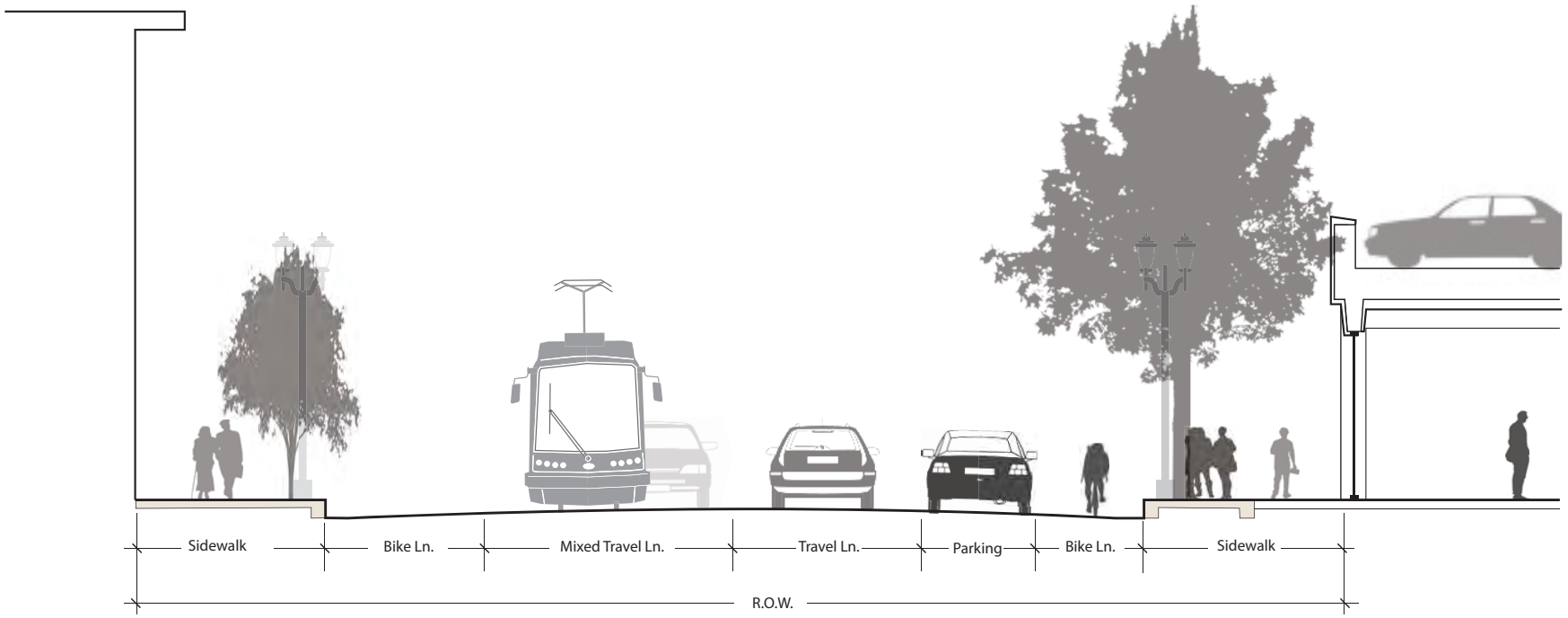


NE 7th Ave. + Clackamas St. (2012)

RETAIL COMMERCIAL - DISTRICT

NE 7th + Clackamas (2020)





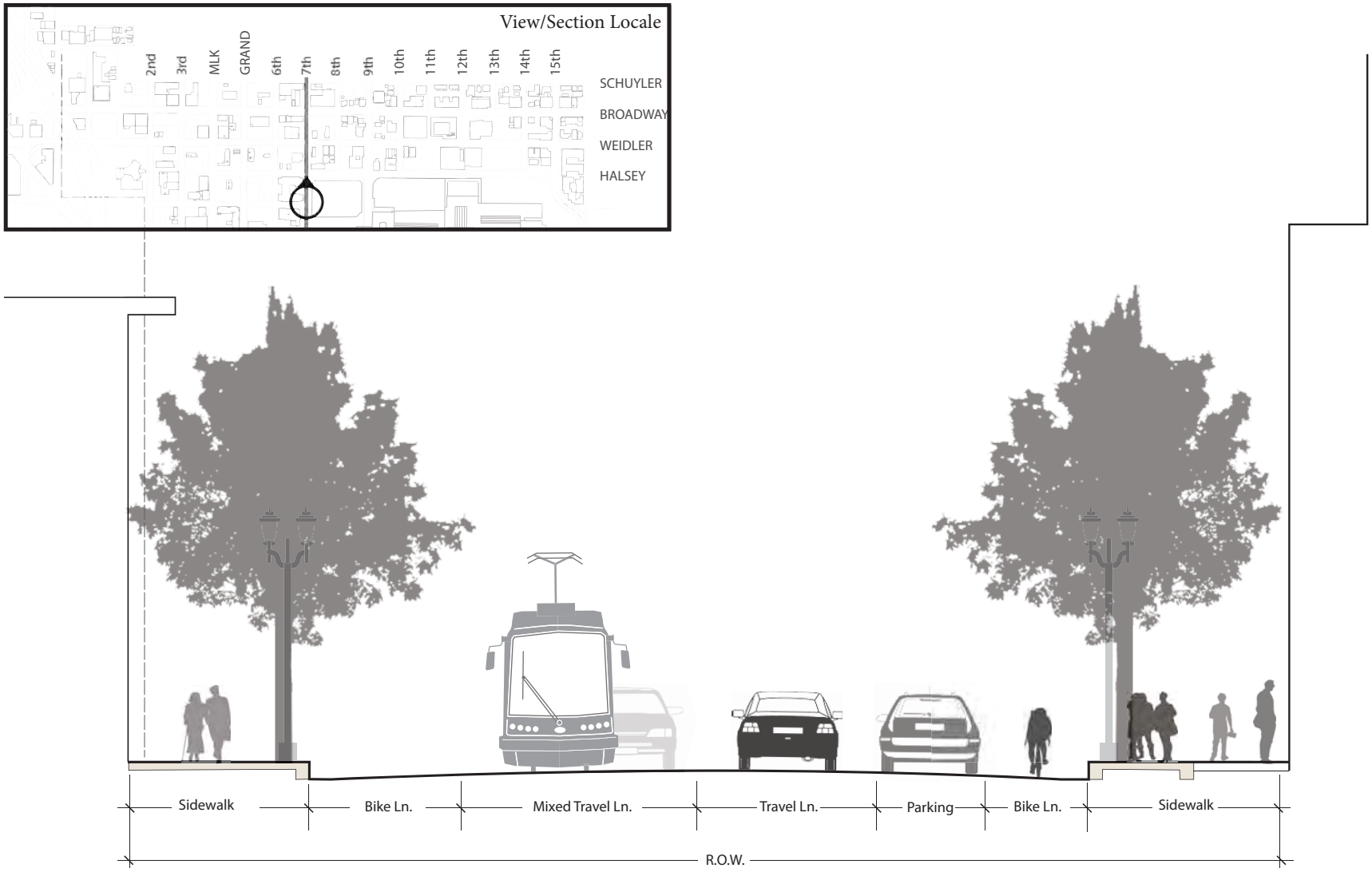
Interim Street Section (looking North)



NE 7th Ave. + Clackamas St.(2020)

RETAIL COMMERCIAL - DISTRICT

NE 7th + Clackamas (2035)



2035 Street Section (looking North)



NE 7th Ave. + Clackamas St.(2035)

TYPE 2. "BOULEVARD"



QUALITY OF EXPERIENCE

These streets should be considered at the same level as the Retail Commercial streets, and can offer a few different experiences in the quadrant. They can be the "second" street of a couplet; they can create and define a district "edge"; or they can strengthen – and perhaps celebrate – a local transportation and/or transit route within through the quadrant. They provide a more landscaped, green (at least in color) character that is a distinct alternative to the more hardscaped and consistent retail storefront experience on the Retail Commercial streets.



MOBILITY

They frequently offer high-volume multi-modal access, sometimes with the highest levels of transit and motor vehicle service, safe or perhaps signature bicycle facilities, and generous sidewalk space, to accommodate the high levels of pedestrian activity. The streetscape includes special paving patterns and/or materials, perhaps unique street lights and a more-dominant street tree character, with more canopy coverage. Surface storm water management, using swales for example, is more prevalent along these streets. Opportunities to extend the curb into on-street parking areas could include additional trees, storm water management facilities and seating for pedestrians.



ADJACENT LAND USE AND FORM

Adjacent ground floor uses and building forms along these streets strengthen the retail concentrations along other streets by incorporating alternative responses. These could include commercial, neighborhood service, or institutional uses, main entrances and/or building lobbies, ground floor windows and landscaped planters. Adjacent buildings could also feature setbacks with additional landscape materials for building storm water management and/or seating areas. Because there may not be as many direct physical connections between the sidewalk and the ground level of adjacent buildings, matching grades is not always necessary. Retail sales and service uses on these streets would be allowed, but not encouraged.

POSSIBLE STREETSCAPE AND DEVELOPMENT CHARACTERISTICS

Streetscape:

- Special sidewalk and intersection paving materials
- Trees with more spreading canopy
- Visible storm water management
- Wide sidewalks/pedestrian facilities
- On-street parking
- Curb extensions with additional landscaping, trees
- Signature transit service and facilities

Development:

- Landscaped building setbacks allowed/encouraged
- Main entrances, lobbies
- Required ground floor retail space allowed, not encouraged
- Larger building volumes oriented to street, full block buildings could see step down from nearby "first" couplet street
- Building service, parking access limited, discouraged

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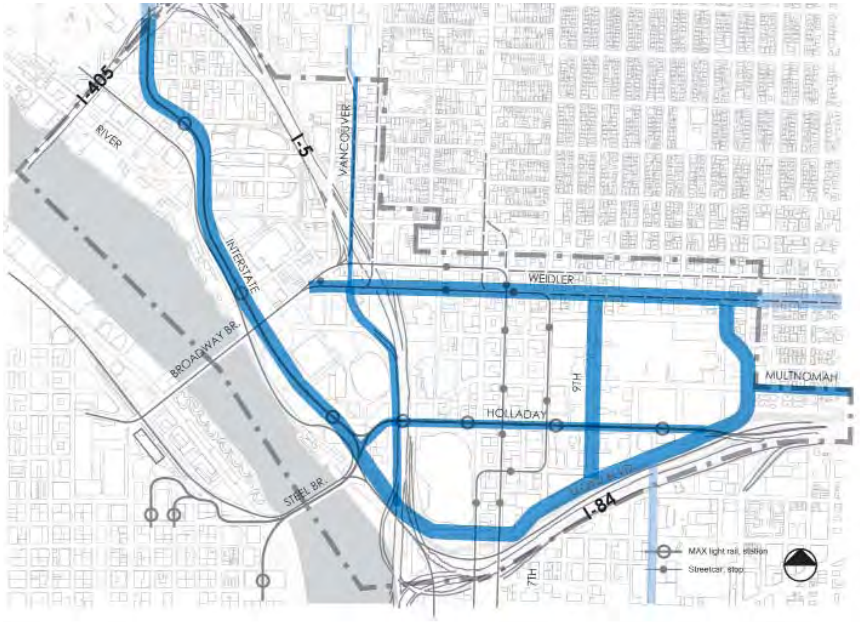
PROPOSED BOULEVARD STREETS



Different scales:

Civic – Regional, could be part of couplet corridor, extend beyond quadrant *Weidler, 15th/16th, 9th, Lloyd Blvd., Interstate*

District - Central to the quadrant, opportunities for distinctive corridors, some offering specialized transit or other mobility facilities *Wheeler, E Multnomah, Holladay**

Neighborhood – Local, continuation of existing character and patterns, transitional *Vancouver*

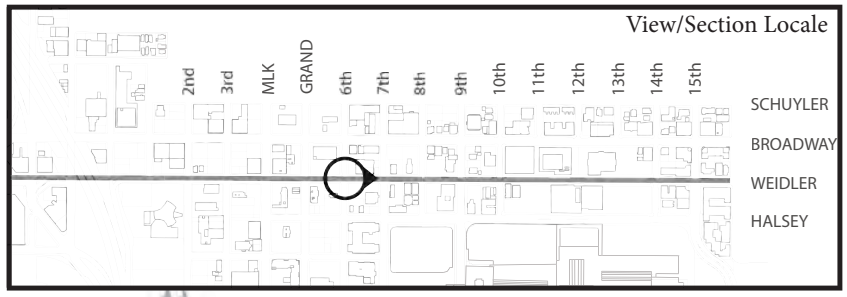


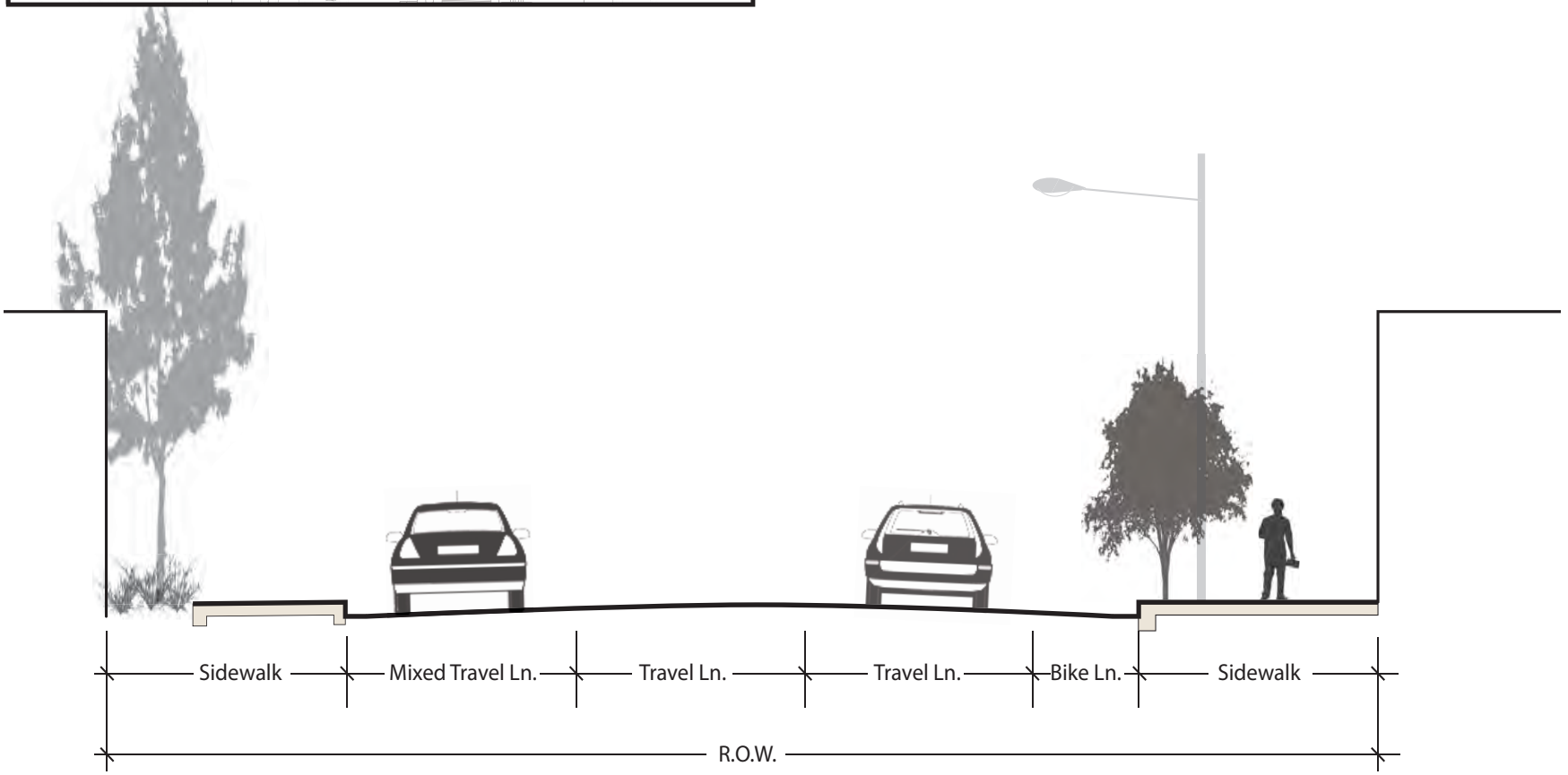




BOULEVARD - CIVIC

NE Weidler + 6th Ave. (2012)





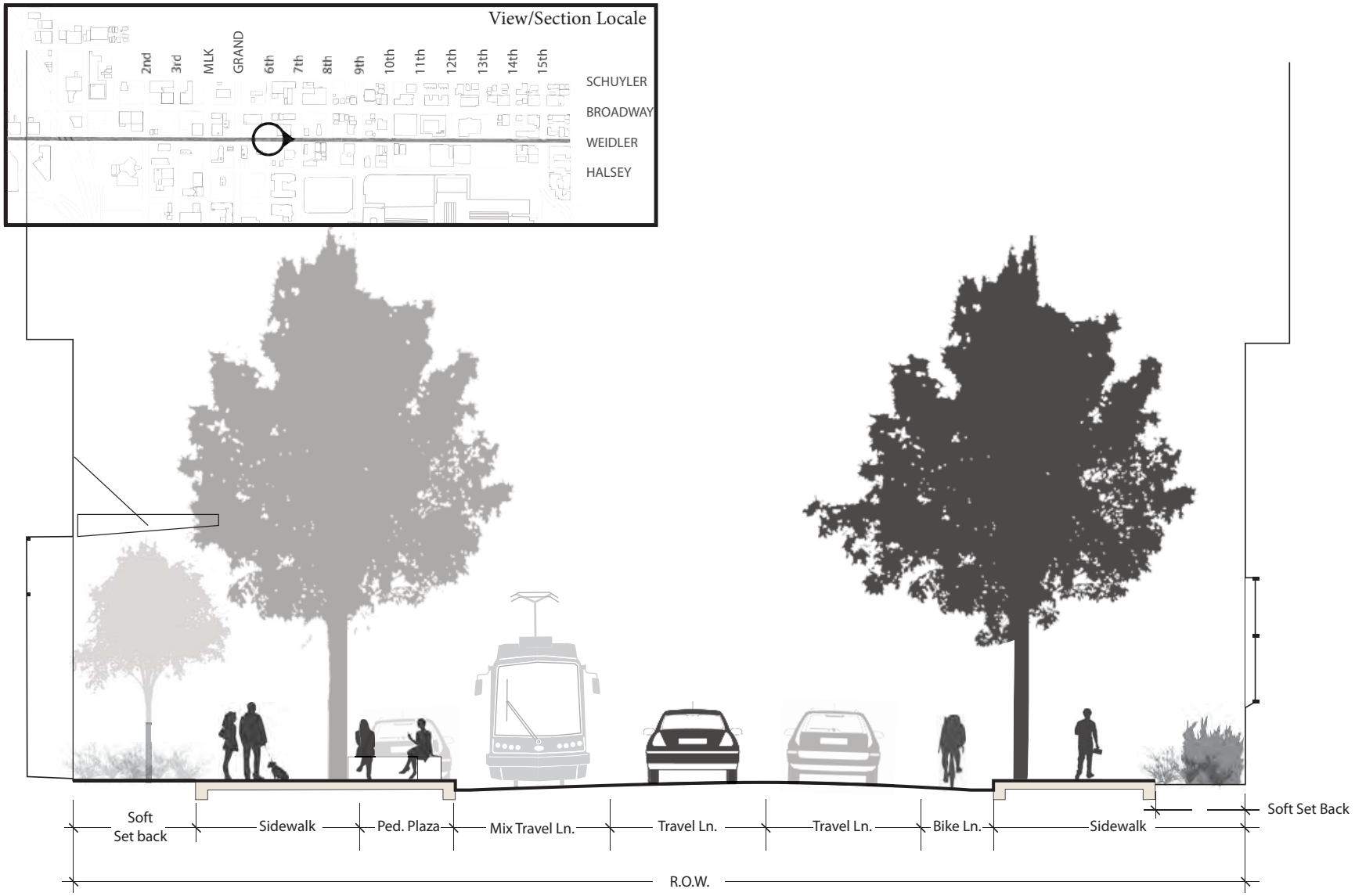
Existing Street Section (looking East)



NE Weidler + 6th Ave. (2012)

BOULEVARD - CIVIC

NE Weidler + 6th Ave. (2035)



2035 Street Section (looking East)

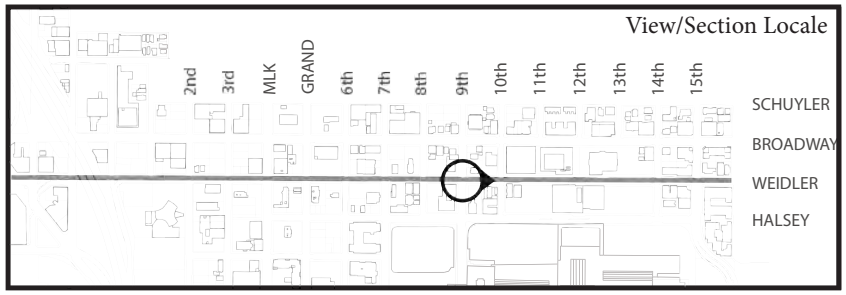
56164

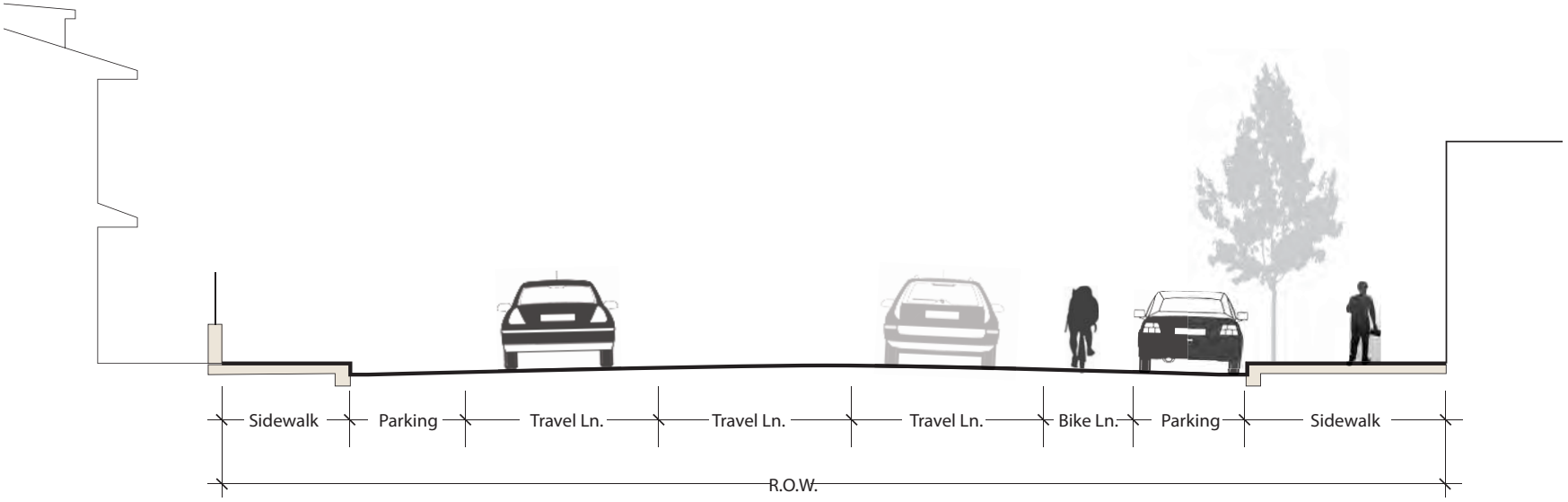


NE Weidler + 6th Ave. (2035)

BOULEVARD - CIVIC

NE Weidler + 9th Ave. (2012)





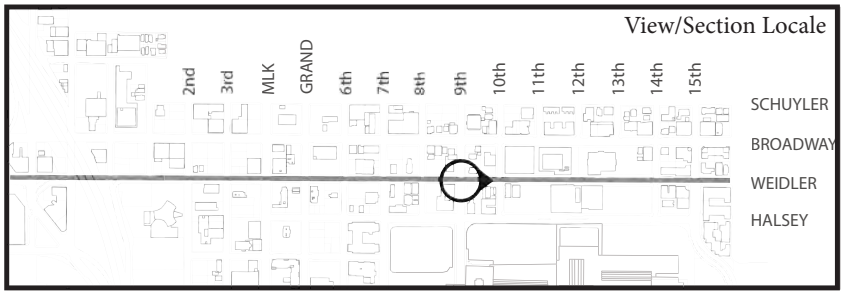
Existing Street Section (looking East)



NE Weidler + 9th Ave. (2012)

BOULEVARD - CIVIC

NE Weidler + 9th Ave. (2020)



Interim Street Section (looking East)

56168

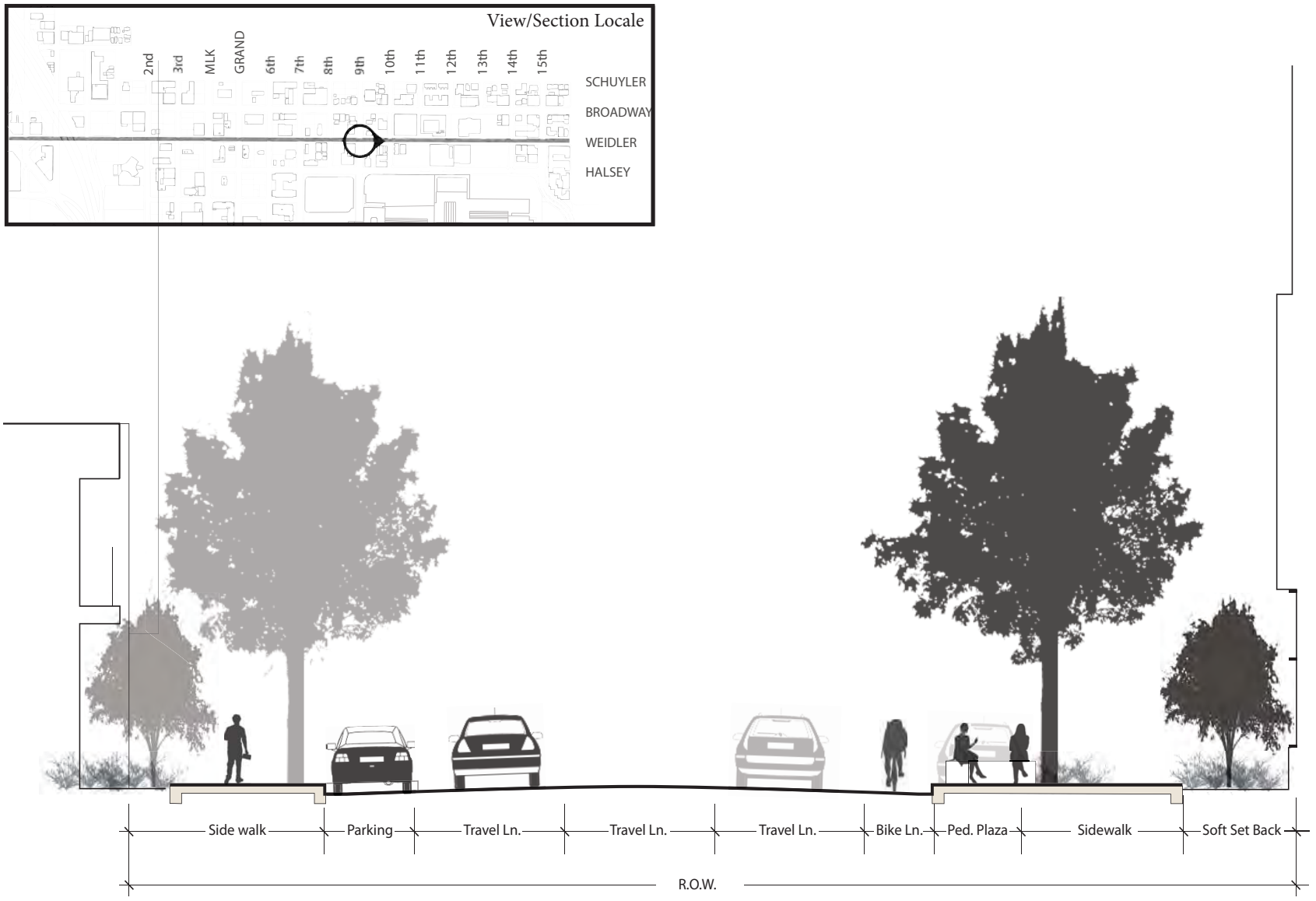


NE Weidler + 9th Ave. (2020)

56169

BOULEVARD - CIVIC

NE Weidler + 9th Ave. (2035)



2035 Street Section (looking East)



NE Weidler + 9th Ave. (2035)

TYPE 3. "FLEXIBLE"



QUALITY OF EXPERIENCE

These streets and spaces make up a system of local connections through the entire quadrant area, linking its different districts to each other and to the surrounding communities. An alternative set of routes to the busier street network, they generally provide more of a quieter, park-like character, offering relief from the rest of the quadrant's busier public realm system. Due to their more local orientation, they are more internally-focused and offer local workers and residents additional opportunities for passive and active recreation.

While the connectivity would be consistent in its orientation, the design of each segment of the system could vary according to unique or specialized conditions of adjacent land uses and/or block faces. In Lower Albina, for example, new flexible connections would offer an alternative route for pedestrians, and potentially bicycles, through the district while maintaining freight and truck mobility and access. More than the other types in the quadrant, this flexible type moves across public and privately-owned properties and utilizes connections through large blocks in concert with parts of the street system less burdened with traffic movement functions.



MOBILITY AND ACCESS

This is primarily a pedestrian network, though portions or segments of the system could offer additional low stress bicycle connections, local vehicular access, building loading and/or parking. Some of these streets or segments could offer expanded surface stormwater management facilities and/or larger-canopy trees



ADJACENT LAND USE AND FORM

Adjacent ground floor uses along these streets include ground level residential units (townhouses, porches, patios, stoops, etc.) live/work spaces, residential building common areas, and potentially other types of neighborhood services such as day-care facilities. Retail sales and service uses would be discouraged and/or limited on these streets except at key locations.

POSSIBLE STREETSCAPE AND DEVELOPMENT CHARACTERISTICS

Streetscape:

- Special paving materials, at intersections with other types(?)
- Trees with more canopy (more spreading)
- Visible, expanded storm water management
- Generous pedestrian areas, trail-like facilities in some cases
- On-street parking
- Curb extensions with additional landscaping, trees
- Reclaimed portions of the right-of-way for additional public uses, non-transportation
- Low stress bike facilities
- Curbless roadway, "festival street"-like quality
- Bollards
- "Gateway" or traffic-calming features
- Public art
- Unique lighting, wayfinding signage
- Safe crossings at intersections with other streets

Development:

- Building setbacks (up to 20 feet?) allowed/encouraged
- Ground floor residential entries
- Stoops, patios, semi-private dwelling unit access
- Ground floor retail space discouraged, prohibited?
- Large buildings podium edges
- Building service, parking access

56172

PROPOSED FLEXIBLE CONNECTIONS









Some potential variations *(specific variations, locations TBD):*

"Woonerf" – Allows through motor vehicle access, parking

"Festival Street" – Allows some motor vehicle access, parking, can be closed off for events

"Strand" – Allows truck access, loading, movement and parking, features some wayfinding clues, potentially through Lower Albina, industrial areas

"Pathway" – Limited or prohibited motor vehicle access and parking, coordinated pedestrian links, some could accommodate signature bicycle, transit facilities, also alternative routes through superblocks

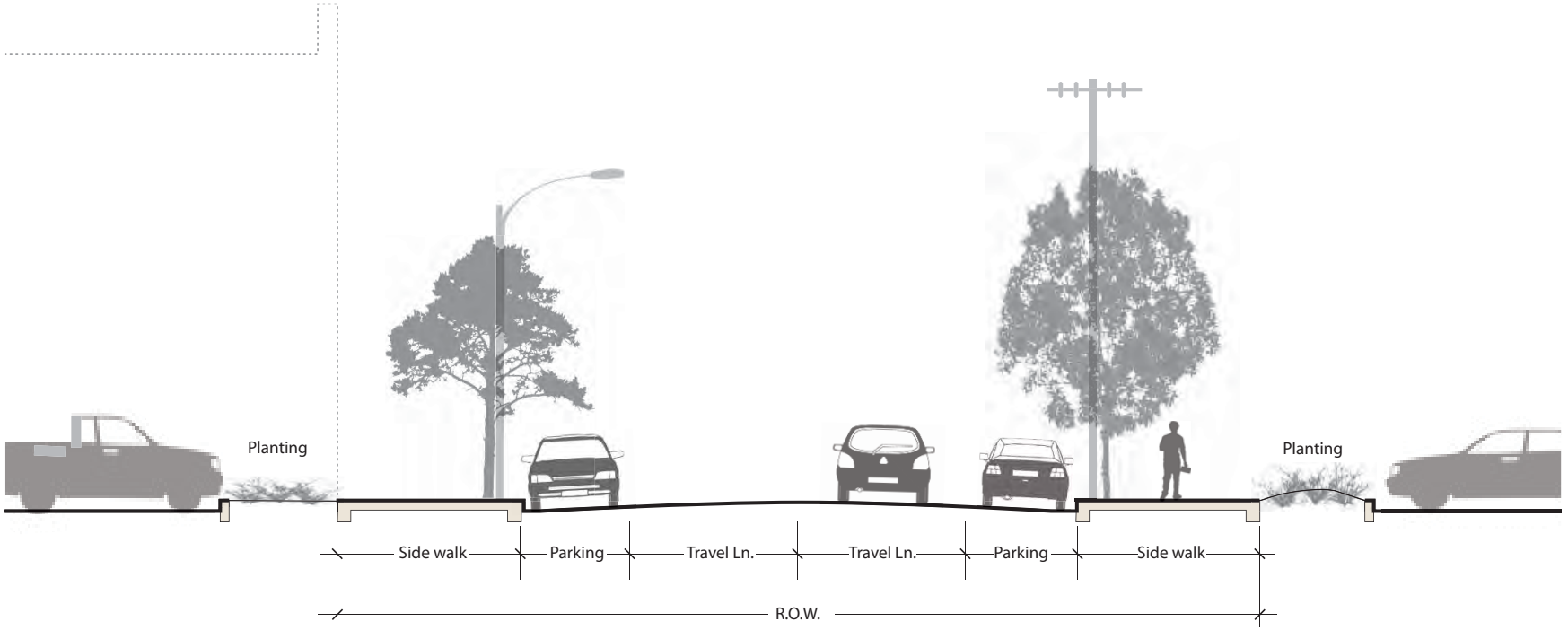
"Open Space" – Limited or prohibited motor vehicle access and parking, street provides open space and recreational functions

"Bridge" – Primarily pedestrian/bicycle movement-oriented, provide connections across major barriers, link Central City districts, places and activity centers

FLEXIBLE

NE 6th Ave. + Wasco (2012)





Existing Street Section (looking South)

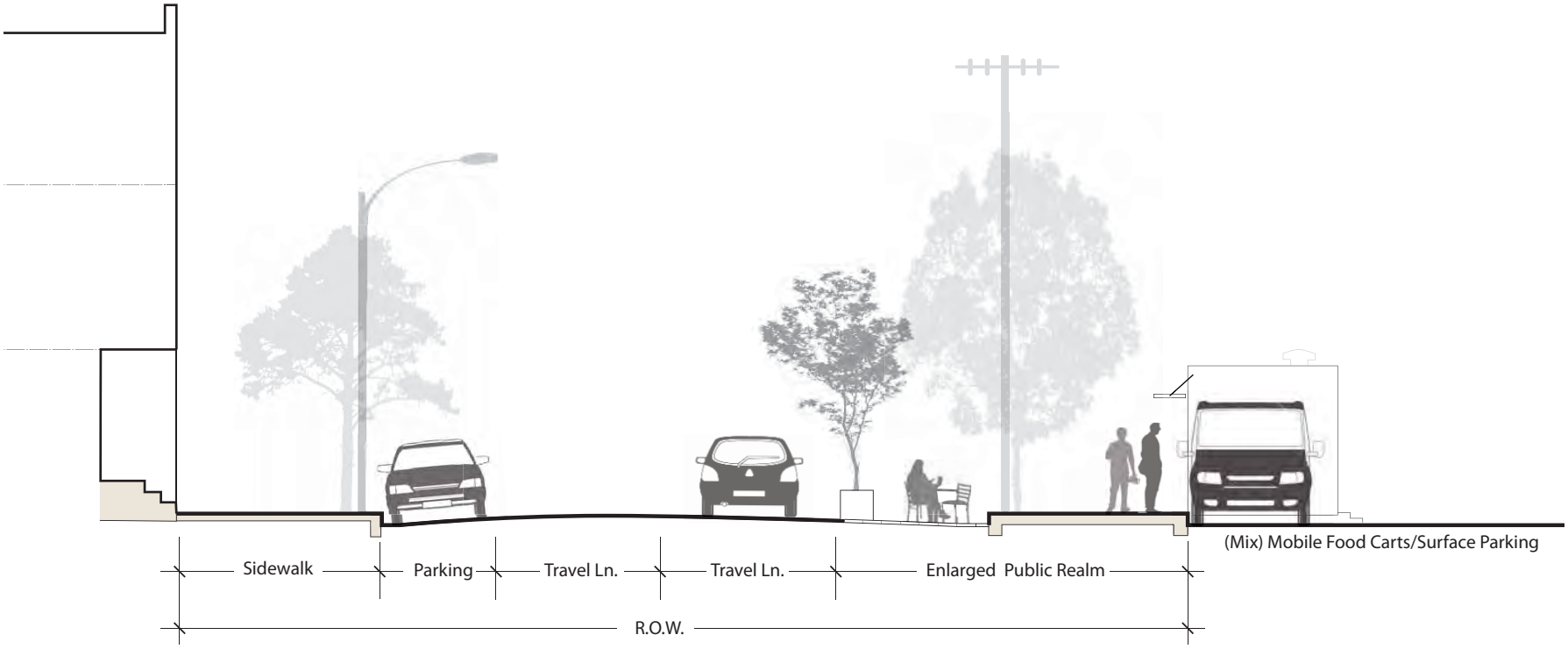


NE 6th Ave. + Wasco (2012)

FLEXIBLE

NE 6th Ave. + Wasco (2020)





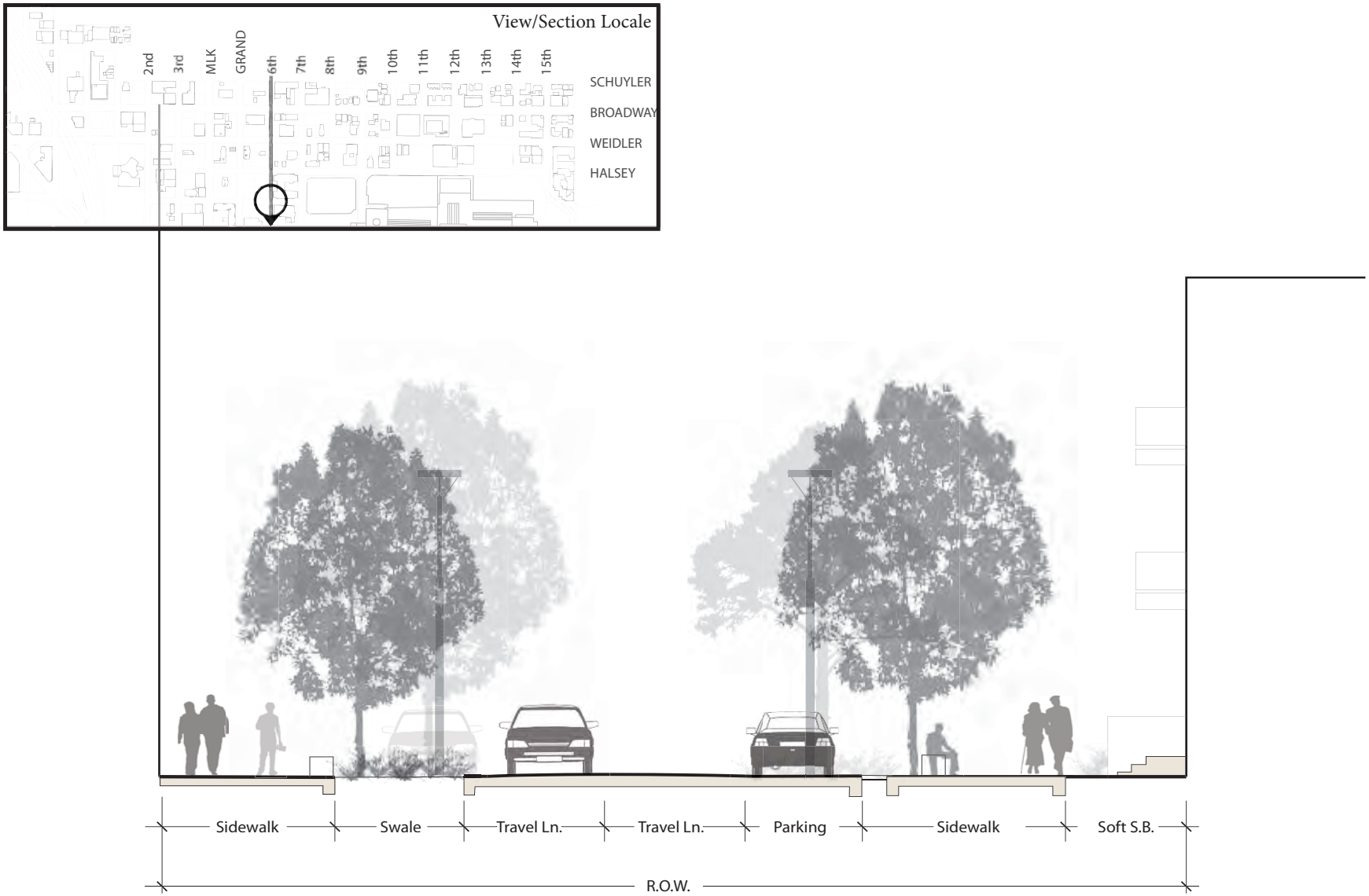
Interim Street Section (looking South)



NE 6th Ave. + Wasco (2020)

FLEXIBLE - "Woonerf" Alternative

NE 6th Ave. + Wasco (2035)



2035 Street Section (looking South)

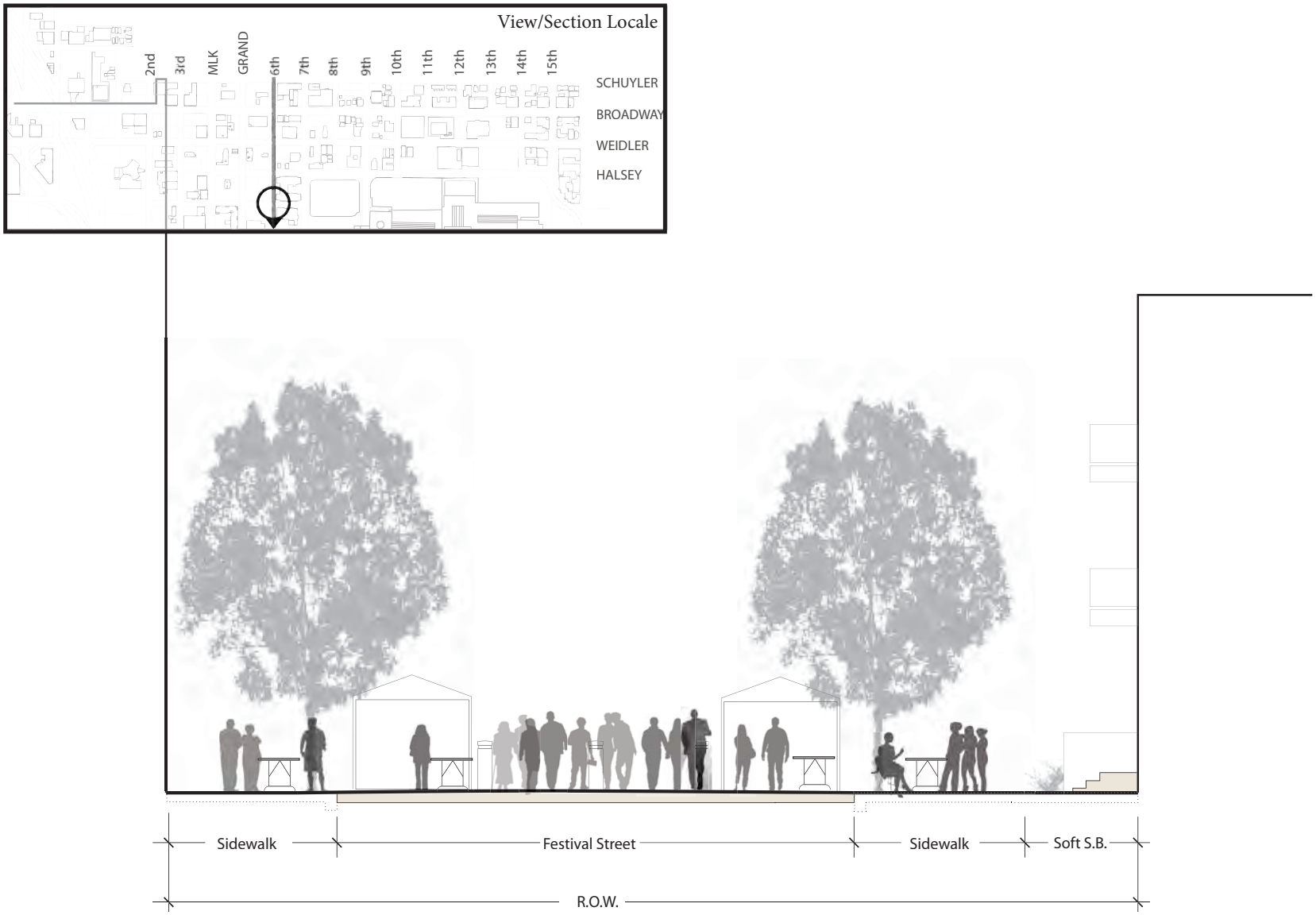


NE 6th Ave. + Wasco (2035)

56179

FLEXIBLE - "Festival Street" Alternative

NE 6th Ave. + Wasco (2035)



2035 Street Section (looking South)



NE 6th Ave. + Wasco (2035)

FLEXIBLE - "Open Space" Alternative

Connection through Super Block (2035)



2035 Section (looking South)



Open Space Alternative (2035)

FLEXIBLE - "Strand" Alternative

N. Kerby Ave. + Tillamook St.



Existing (looking North)



"Strand" Alternative (2035)

FLEXIBLE - "Bridge" Alternative

NE 7th Ave. + Lloyd Blvd.



Existing (looking East)



View from I-84 Westbound

"Bridge" Alternative (2035)

56187

TYPE 4. "TYPICAL" (not mapped)



QUALITY OF EXPERIENCE

These are the typical, or "local access" streets in the quadrant. While typically limited to two travel lanes, the character of these streets wouldn't necessarily emphasize one theme or another. They would provide local access to buildings and businesses, offering a street with less motor vehicle traffic and a pleasant experience for pedestrians.



MOBILITY

These streets are fairly evenly split between roadway and sidewalk space. The usually have two travel lanes, on-street parking, and adequate sidewalk space. Due to the much lower traffic volumes on these streets, some may provide lower stress bike options that may include bike lanes or "sharrows." They provide an opportunity for street trees with broader canopy, and enhanced storm water management facilities.



ADJACENT LAND USE AND FORM

Adjacent ground floor uses and building forms reflect the non-signature nature of these streets, with the predominant character being individual residential unit entries, some neighborhood service or commercial uses, in addition to building loading and service access facilities. Except for some key locations, retail sales and service uses on these streets would be limited or prohibited.

POSSIBLE STREETSCAPE AND DEVELOPMENT CHARACTERISTICS

Streetscape:

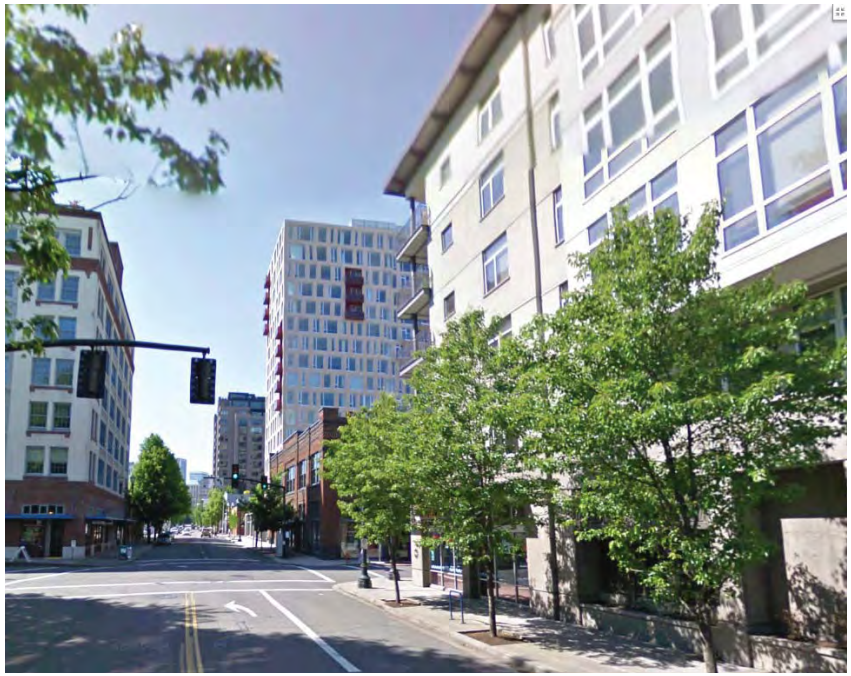
- Trees with more spreading canopy
- Visible storm water management
- On-street parking

Development:

- Landscaped building setbacks allowed
- Required ground floor retail space limited or prohibited
- Larger building volumes oriented to other, more prominent streets
- Building service, parking access allowed

56188





5. Next Steps...

This street and development character concept will be explored in more depth, with more discussion, deliberation and direction from the SAC, in the plan development phases of work for the project. As planning for the Centra City continues, this framework will be expanded to the other Central City quadrants as they undergo similar planning efforts. Ultimately, implementation of this concept will help guide future decision making and more strategic investments in the quadrant (and Central City's) public realm system.



ACKNOWLEDGEMENTS

BUREAU of PLANNING & SUSTAINABILITY

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Joe Zehnder, Chief Planner

N/NE QUADRANT PLAN TEAM

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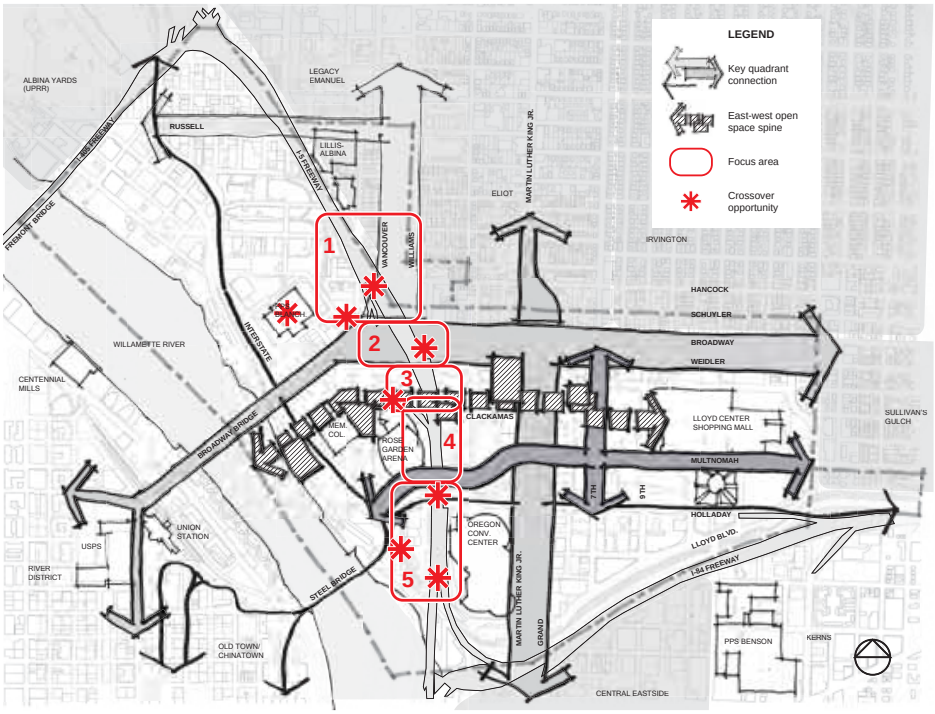
56191

How Potential I-5 Freeway Improvements Support the Quadrant Concept



Overall Project Benefits

The Quadrant Plan Concept calls for continued success and development of the existing major regional facilities as well as significant future growth and development in the Rose Quarter, Lloyd District and Lower Albina. The I-5 improvements help support this growth by improving freeway reliability and safety in the area. Potential impacts of the freeway improvements will need to be carefully considered and weighed against the benefits they bring to the area. Ways to mitigate impacts will continue to be explored as the project moves forward.

The freeway project also has the potential to support the N/NE Quadrant Concept in several specific areas:

Focus Area #1. North of Broadway (Vancouver/Hancock) —
Rebuilding bridges over the freeway presents opportunities to:

- Improve pedestrian and bicycle conditions.
- Create new connections between Vancouver/ Williams and the Portland Public School's Blanchard site, a key redevelopment opportunity.

Focus Area #2. Broadway/Weidler Lid —
Rebuilding bridges provides opportunities to:

- Simplify traffic movements to and from the freeway.
- Improve local access and safety for all modes.
- Improve pedestrian and bicycle facilities.
- Create a large freeway lid over the freeway (a first in Portland) that could be used in a variety of ways.

Focus Area #3. Clackamas Overcrossing —
The proposed new pedestrian/bike connection over I-5 supports:

- The creation of a flexible connection and open space system along Clackamas Street that would stretch from Lloyd Center to the Willamette River.
- Infrastructure for a proposed district energy system linking facilities in the Rose Quarter with the remainder of the Lloyd District.

Focus Area #4. Rose Garden Arena —
Freeway improvements in this area could include:

- Improvements to bicycle routes between the Rose Quarter Transit Center and Broadway/ Weidler.
- Innovative stormwater management.
- Improvements to the undercrossing at Multnomah.

Focus Area #5. Rose Quarter TC & Oregon Conv. Center —
Improvements could include innovative design under bridges to:

- Improve pedestrian connections between the Rose Quarter and the Convention Center.
- Upgrade conditions and mitigate impacts to the MAX station and Peace Park.

N/NE Quadrant and I-5 Broadway/Weidler Plans

Freeway/Local Transportation Interface

Staff Report:
Recommended Hybrid Project
and Elements for Further Refinement

I-5: Broadway/Weidler Interchange Improvements



February 16, 2012

The N/NE Quadrant and I-5 Broadway/Weidler Plans Project is a collaborative effort by the City of Portland and the Oregon Department of Transportation to integrate urban design and land use planning with freeway planning and concept-level engineering in the North/Northeast portion of the Central City, which includes Lower Albina and the Lloyd District.

Stakeholder Advisory Committee: Meeting #13

February 16, 2012

Staff Report

The overall project purpose is to...

Improve safety and operations on I-5 in the vicinity of the Broadway/Weidler interchange



OBJECTIVES INCLUDE:

EASE CONGESTION LEVELS AND IMPROVE SAFETY:

- Congestion can be reduced through a variety of measures. Workable solutions will be explored through the Stakeholder Advisory Committee (SAC) and public outreach.



ENHANCE PEDESTRIAN AND BICYCLE ROUTES:

- Through public input, the SAC process and in partnership with the City, ODOT will look for ways to improve pedestrian and bicycle movements and facilities over and under the freeway system.

IMPROVE FREIGHT MOVEMENT:

- Freight requires highways to have sufficient capacity, good reliability and good geometrics for turning, stopping and other movements.





Recommended Hybrid Project and Elements for Further Refinement
I-5: Broadway/Weidler Interchange Improvements

I. INTRODUCTION

The Oregon Department of Transportation (ODOT), the City of Portland Bureau of Transportation (PBOT) and the City of Portland Bureau of Planning and Sustainability (BPS) are jointly managing a project that includes preparing a long-range plan for the overall N/NE Quadrant of the Portland Central City and identifying specific improvements to I-5 between I-84 and I-405 (Fremont Bridge) as well as improvements to the Broadway/Weidler Interchange.

This staff report describes the Hybrid Base Project and Elements recommendation for the I-5: Broadway-Weidler Interchange Plan improvements.

The purpose of this staff report is to support the N/NE Quadrant Stakeholder Advisory Committee (SAC) in answering the following question (SAC Question #1 is addressed by separate materials):

SAC Question #2:
Do you agree with the staff recommendation to approve the hybrid base concept as described?

Overview

The project team has worked closely with SAC to identify a wide range of freeway and interchange improvement concepts that could improve freeway safety and operations while being compatible with emerging long-range plans and support economic development within the overall N/NE Quadrant. The range of freeway and interchange improvement concepts has been narrowed to a few of the most promising concepts. This Staff Report recommends continued study on a hybrid project with a few key elements.

The process for identifying, evaluating and narrowing the concepts has included several milestone actions by the SAC, including:

1.	Adoption of project goals and objectives	SAC Meeting #4,	January 4, 2011
2.	Conduct freeway/interchange charrette		April 2011
3.	Narrowing from 70+ ideas to 13 concepts	SAC Meeting #6,	May 26, 2011
4.	Narrowing from 13 concepts to 6 concepts	SAC Meeting #8,	July 28, 2011

At SAC Meeting #10, on October 27, 2011 the committee reviewed a physical model of the six interchange concepts and received a presentation summarizing key findings.

At the SAC Subcommittee meeting on December 8, 2011 staff presented information on the performance of each concept and the subcommittee discussed their pros and cons. Based on the technical information, rankings and discussion the subcommittee recommended the following:

1. That staff do no further work on Concept 4a Split Diamond and Concept 4b Folded Diamond.
2. The Subcommittee recommended that staff work to identify the best elements of each remaining concept (Braided Ramp/CD Road, Rebuilt Structures, and Three-Point Interchange) and explore including those elements in a hybrid concept or concepts and report findings from those hybrid concepts at the January 19, 2011 SAC meeting.

At SAC Meeting #12 staff presented an overview of SAC Subcommittee recommendation and asked the SAC to endorse the Subcommittee recommendation. The SAC unanimously supported the Subcommittee recommendation and directed staff to:

- **Do no further study of the Concept 4a Split Diamond and Concept 4b Folded Diamond.**

In addition to this action removing the Split Diamond and Folded Diamond concepts, the SAC discussed the benefits and concerns regarding the proposed hybrid project elements. The issues raised during the SAC discussion were considered in preparing this Staff Report and the hybrid project recommendation.

A project Open House was held at Lloyd Center Mall on February 2, 2012. The Open House provided information on the land use planning process and on the freeway and interchange improvements that have been discussed with the SAC. The Open House also provided an opportunity for the public to provide input on the proposed project elements.

II. RECOMMENDATION: HYBRID BASE PROJECT AND ELEMENTS FOR FURTHER REFINEMENT

The project team developed a hybrid base project and identified elements for further refinement based on technical assessments of bicycle and pedestrian operations, urban design/ land use potential, traffic operations and safety.

Based on that assessment, ODOT and the City of Portland have jointly identified areas of agreement on how to proceed to further develop the hybrid base project and to continue to analyze elements that require more study illustrated in Figure 1.

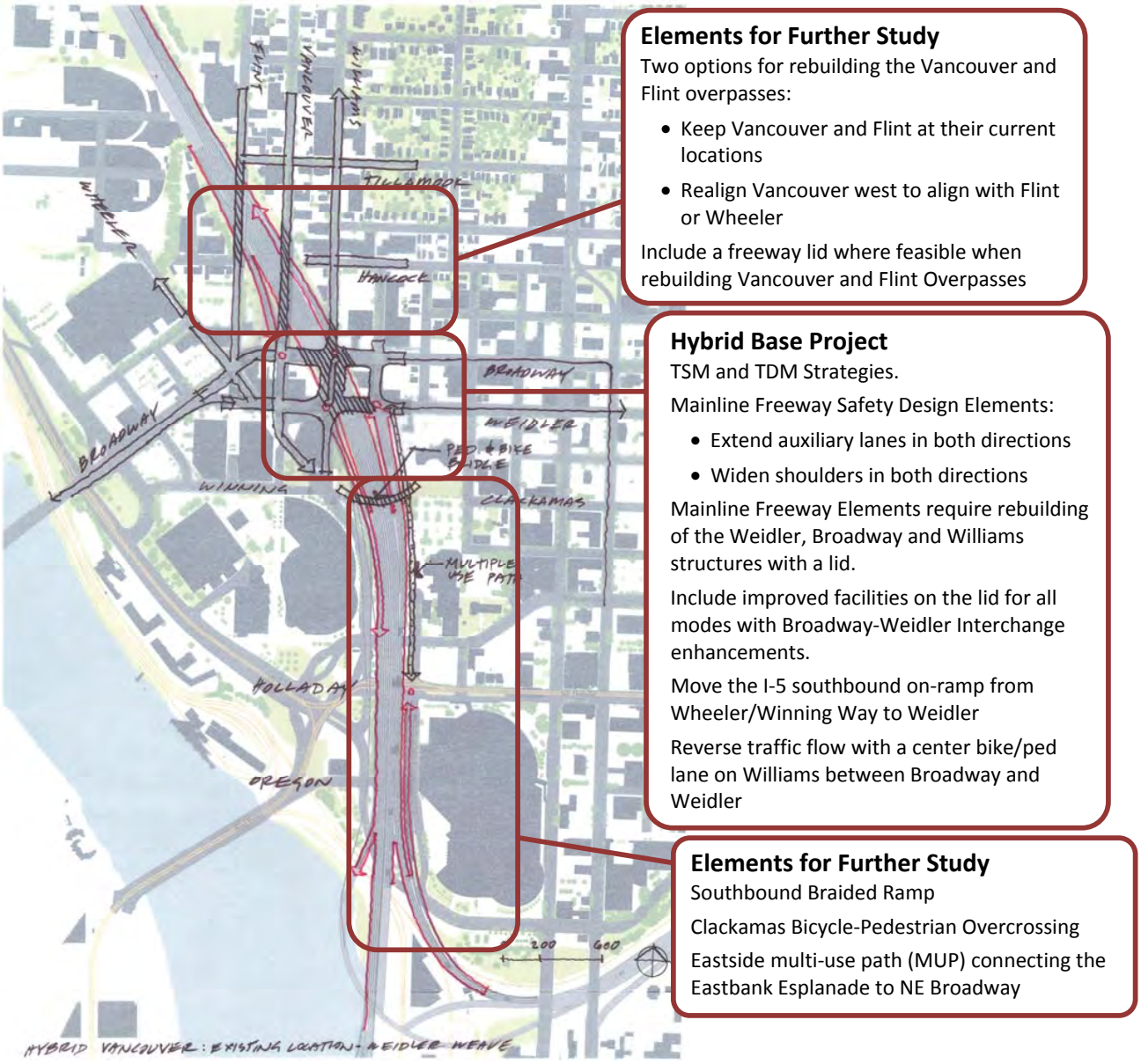
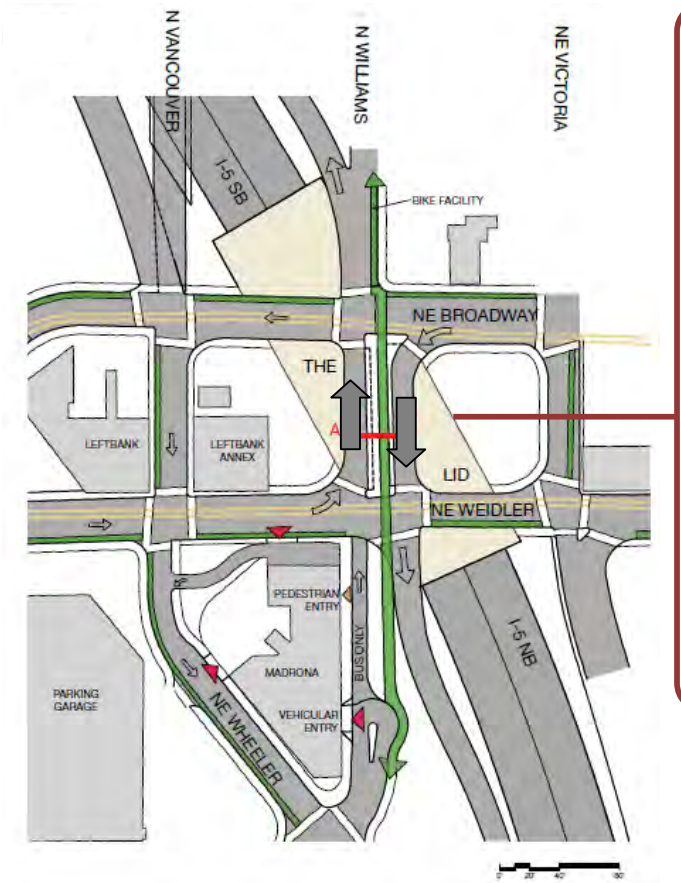


Figure 1: Hybrid Base Project and Elements for Further Study

Hybrid Base Project

In preparing the Hybrid base project, the project team identified the most promising I-5 Broadway-Weidler Interchange elements of each concept. The Hybrid Base Project (illustrated in Figure 2) includes:

1. Transportation System Management (TSM) and Transportation Demand Management (TDM) Strategies
2. Mainline Freeway Safety Elements:
    a. Extend Auxiliary Lanes in both directions
    b. Add full-width shoulders in both directions
3. Mainline Freeway Safety Elements require re-building the Weidler, Broadway, and Williams, structures over I-5. The structures would be rebuilt to include a lid over portions of the freeway.
4. Broadway-Weidler Interchange enhancements including improved facilities (sidewalks, bicycle lanes, etc.) on the lid for all modes
5. Move the southbound on-ramp from Wheeler/Winning Way to Weidler (at Williams)
6. Reverse traffic flow on Williams between Broadway and Weidler with center bicycle/pedestrian lane



Broadway/Weidler/Williams Lid

An auxiliary lane with widened shoulders in both directions would improve traffic operations and safety.

Rebuilding structures would be required to add the auxiliary lane and would provide improved bicycle and pedestrian facilities and an opportunity to build a lid over the freeway that could include usable public space.

Moving the I-5 southbound on-ramp from Wheeler/Winning Way to Weidler would reduce traffic on Wheeler south of Weidler.

Operating Williams as a reverse traffic flow street for one block would allow westbound traffic destined for I-5 south to turn one block to the east of where they currently turn and would reduce traffic on Vancouver. This arrangement, with the center bike/pedestrian facility, would allow bicyclists, pedestrians and transit to continue northbound from the Eastbank Esplanade and Rose Quarter to Williams Avenue.

Figure 2: Hybrid Base Project (illustrative concept drawing)

Rationale for the Hybrid Base Project

1. TSM and TDM measures represent low cost strategies for managing traffic operations and minimizing demand. While local, regional and state policies call for extensive use of these strategies, this recommendation will help to ensure that ODOT and the City of Portland fully commit to maximizing TSM and TDM strategies in the N/NE Quadrant and on I-5.
2. An auxiliary lane with widened shoulders will improve traffic operations and safety.
3. Rebuilding structures would be required to add the auxiliary lane and would provide improved bicycle and pedestrian facilities and an opportunity to build a lid over the freeway that could include usable public space.
4. Moving the Wheeler/Winning Way on-ramp to Weidler (at Williams) would reduce traffic on Wheeler south of Weidler.
5. Operating Williams with reverse traffic flow and a center bicycle/pedestrian lane for the block between Broadway and Weidler would allow westbound traffic destined for I-5 south to turn south one block to the east of where they currently turn and would reduce traffic on Vancouver. In addition the center bicycle/pedestrian lane would allow for bicycles and pedestrians to continue north from the Eastbank Esplanade and Rose Quarter to Williams Avenue.

Estimated Costs

Planning level cost estimates for the Hybrid Base Project:

1.	Add auxiliary lane to I-5 in both directions	$140 - $150 million
2.	Rebuild Broadway/Weidler/Williams with lid	$100 - $110 million

Elements for Further Refinement

The Hybrid Base Project described above includes the elements that are fundamental components of the project as all additional proposed elements are components that are designed to operate with the contingent upon approval of the base elements. In addition to the base elements (Rebuilt Broadway/Weidler and auxiliary lanes), there are additional elements that are recommended for further design refinement and analysis (illustrated in Figures 3, 4, 5 and 6):

1. I-5/I-84 Southbound Braided Ramp
2. Two options for rebuilding the Vancouver and Flint overpasses:
    - Keep Vancouver and Flint at their current locations
    - Realign Vancouver west to align with Flint or Wheeler

   Include a freeway lid where feasible when rebuilding Vancouver and Flint overpasses
3. Clackamas Bicycle/Pedestrian Overcrossing
4. A multi-use path (MUP) connecting the Eastbank Esplanade to NE Broadway along the east side of I-5

Rationale for the Elements of Further Refinement

1. The analysis to date has identified a range of potential benefits and impacts associated with adding southbound braided ramps (see Figure 3). Staff recommends additional analysis of the braided ramps in order to fully understand and document the following:
    - Traffic operations on the freeway and braided ramps
    - Incremental benefits of the braided ramps in addition to the auxiliary lane.
    - Design treatments for the braided ramps
    - Visual and aesthetic impacts associated with braided ramps

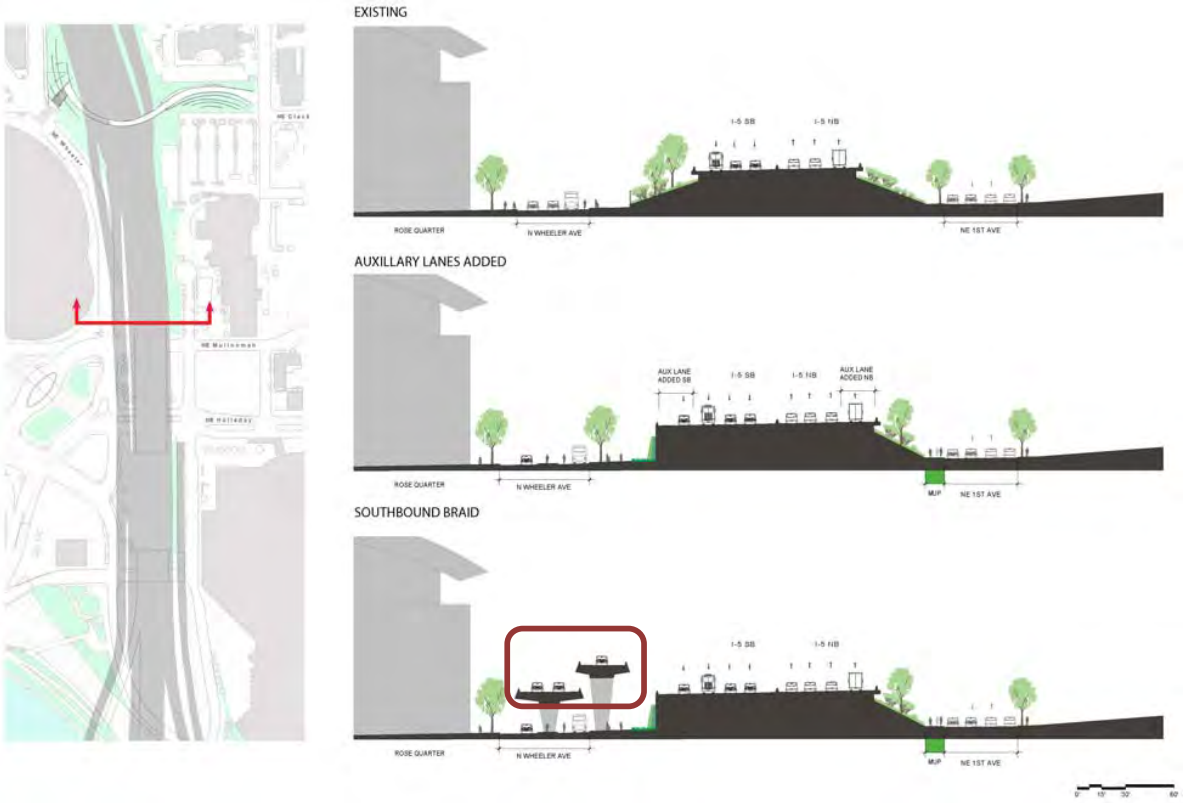


Figure 3: Southbound Braided Ramps (illustrative concept drawings)

2. The analysis to date has identified a range of potential benefits and impacts associated with moving Vancouver to the west or keeping Vancouver at its current location as a five-legged intersection with Broadway and the I-5 southbound exit ramp (see Figure 4). Staff recommends additional analysis of both concepts in order to fully understand and document the following:
    - Traffic operations
    - Bicycle and pedestrian safety and circulation
    - Urban design and redevelopment opportunities
    - Impacts to existing residents and businesses



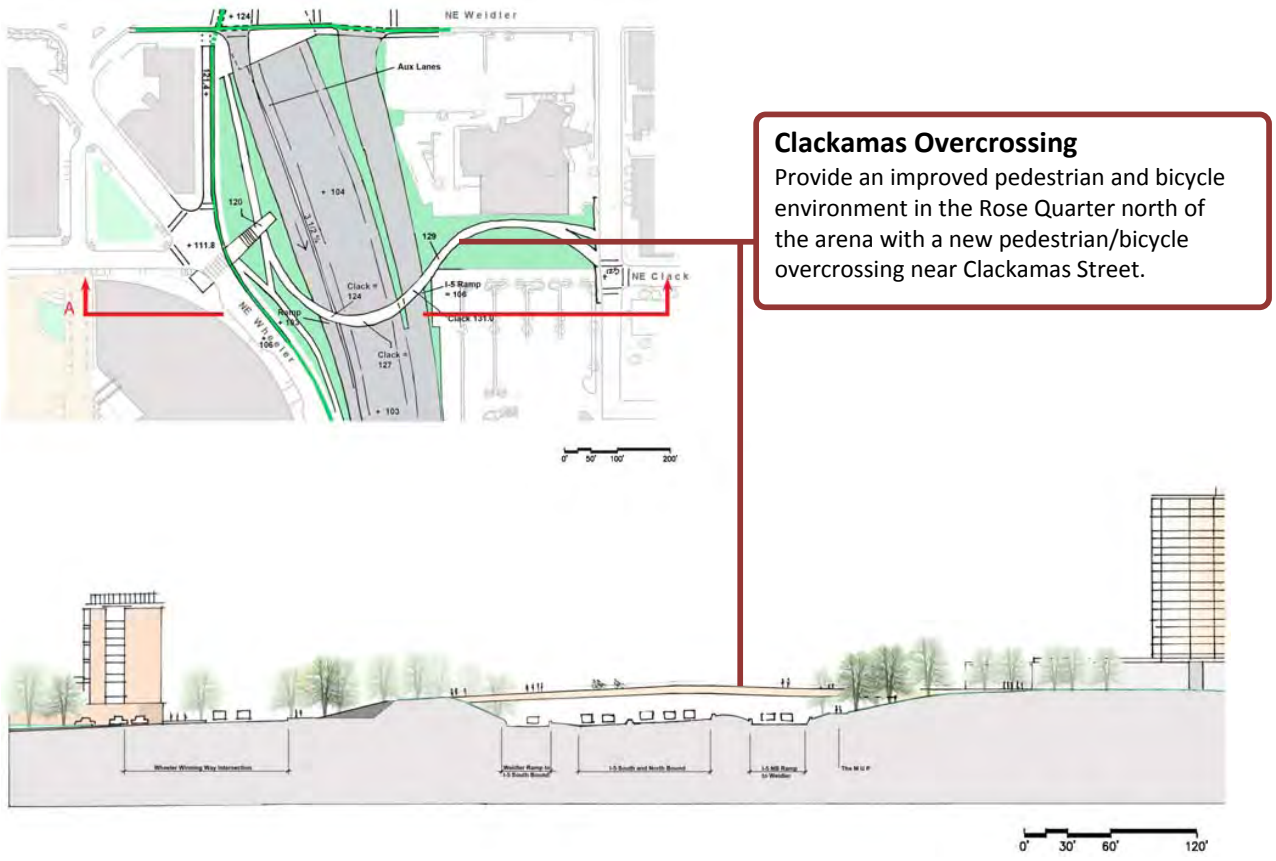
Option 1
Keep Vancouver and Flint at their current locations

Option 2A
Move Vancouver west to align with Flint

Option 2B
Move Vancouver west to align with Wheeler

Figure 4: Vancouver/Flint Options (illustrative concept drawings)

3. The analysis has identified to opportunities to provide an improved pedestrian and bicycle environment in the Rose Quarter north of the arena near NE Clackamas Street (Figure 5).



Clackamas Overcrossing
Provide an improved pedestrian and bicycle environment in the Rose Quarter north of the arena with a new pedestrian/bicycle overcrossing near Clackamas Street.

Figure 5: Clackamas Overcrossing (illustrative concept drawings)

4. The analysis to date has identified a range of potential benefits and impacts associated with creating an Eastside multi-use path (MUP) to connect the Eastbank Esplanade to NE Broadway. This multi-use path would serve as an alternative route to encourage "interested-but-concerned" bike riders (see Figure 6).

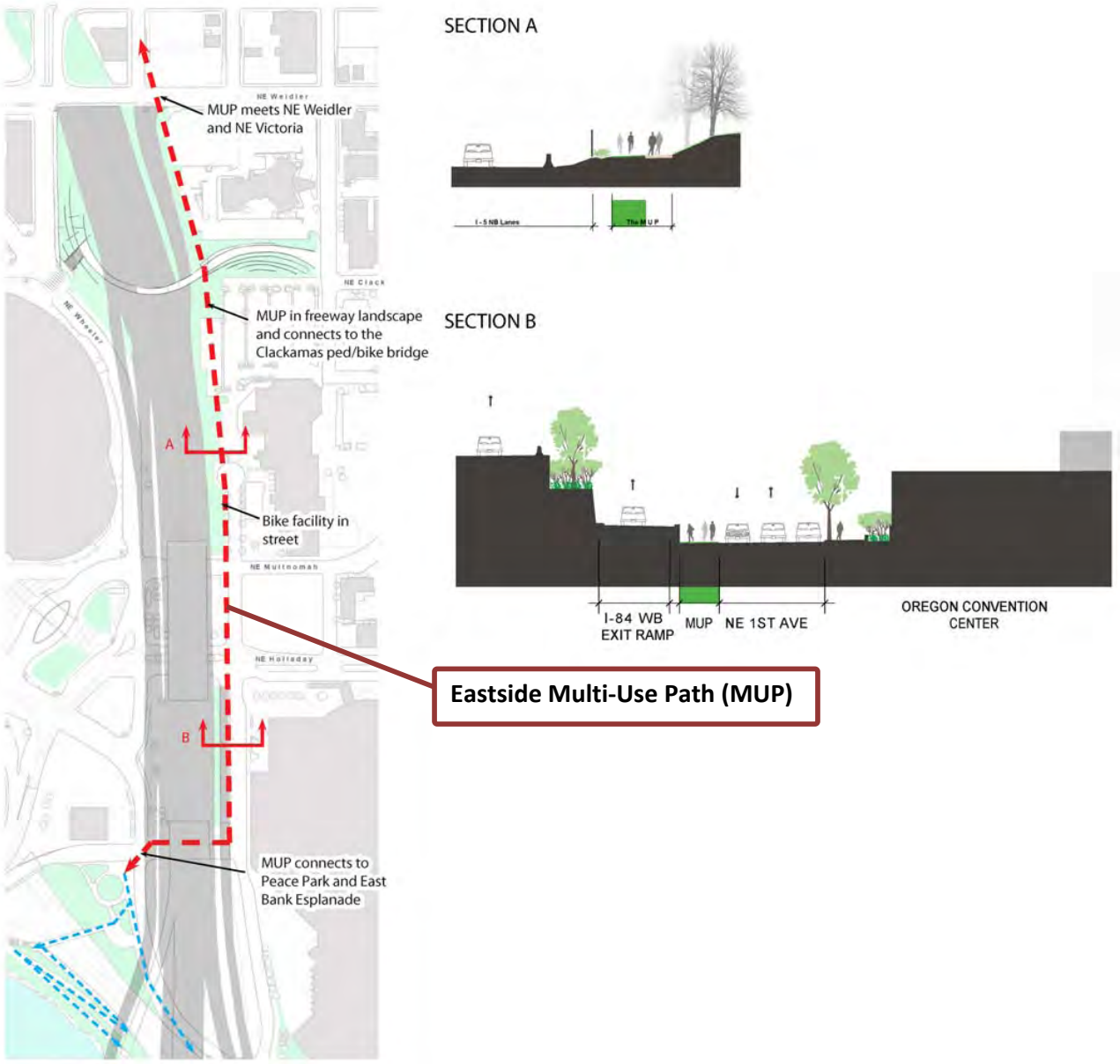


Figure 6: Eastside Multi-Use Path (illustrative concept drawings)

Estimated Costs
Planning level cost estimates for the Additional Elements to be Refined Further:

- Southbound Braided Ramps (additional cost above Base Project $140 - $150 million) *or Forgo SB Braid as Part of Current Construction Plans*
- Realign Vancouver west to align with Flint or Wheeler $65 - $80 million

  Or Rebuild Vancouver and Flint in Place *$45 - $50 million*
- Clackamas Overcrossing $15 - $20 million
- Multi-Use Path east of I-5 $2 - $4 million

2035 No-Build

The 2035 No-Build Concept will be analyzed for the 2035 forecast year and will provide a basis for comparison with the build concepts.

1. No change – limited new development opportunities. The 2035 No-Build Concept will be analyzed for future conditions and will provide a basis for comparison with the build concepts.
2. No construction impacts
3. No capital expenditures

III. NEXT STEPS

The next SAC meeting is March 15th; at this meeting, project staff will present recommendations on the remaining four elements which are being refined further.



N/NE Quadrant & I-5 Broadway/Weidler Plans

SAC Meeting #13 February 16, 2012



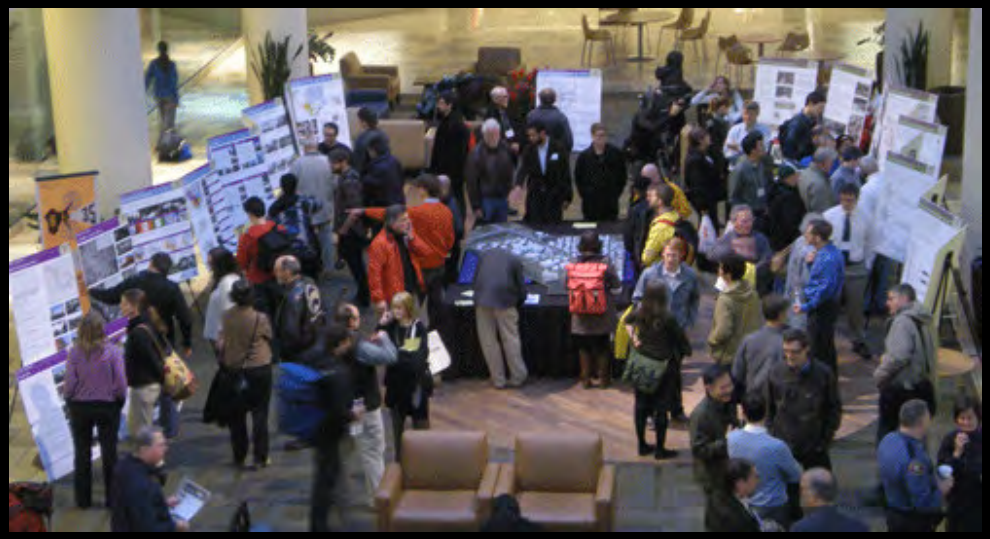
Oregon Department of Transportation

Agenda

1. Standing Items
2. N/NE Quadrant Plan Concept
   - Public comment
   - Requested SAC action: approve concept
3. Break
4. I-5 Broadway/Weidler Interchange
   - Public comment
   - Requested SAC action: approve hybrid base concept

Standing Items

- Approve SAC #12 Minutes
- Announcements
- Process Overview
- Outreach Summary

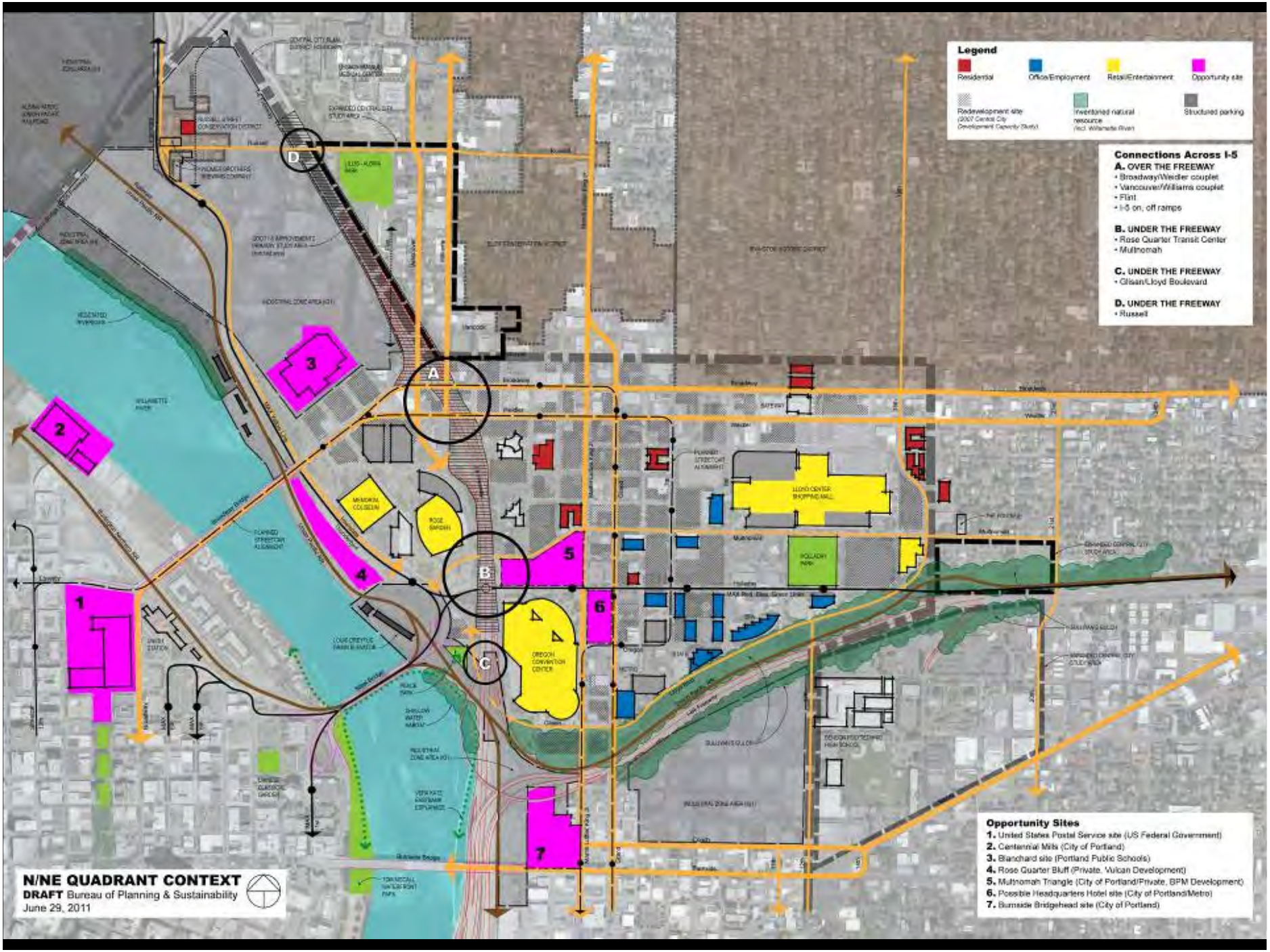


N/NE Quadrant Plan Concept

- Recap Key Existing Conditions
- Review Concept Diagrams
  - Land Use & Scale
  - Street & Development Characters
  - Open Space
  - Green Systems
- Next Steps
- I-5 Project Integration Diagram
- Discussion, Public Comment and Recommendation

Existing Conditions – Key Points

- Regionally important
- Significant jobs and potential for growth
- Limited housing
- Limited street-level activity / gobs of development potential
- Significant infrastructure in place


Legend
Residential
Office/Employment
Retail/Entertainment
Opportunity site
Redevelopment site
(2007 Central City Development Capacity Study)
Inventoried natural resource
(incl. Willamette River)
Structured parking
Connections Across I-5
A. OVER THE FREEWAY
• Broadway/Weidler couplet
• Vancouver/Williams couplet
• Flint
• I-5 on, off ramps
B. UNDER THE FREEWAY
• Rose Quarter Transit Center
• Multnomah
C. UNDER THE FREEWAY
• Gliisan/Lloyd Boulevard
D. UNDER THE FREEWAY
• Russell
Opportunity Sites
1. United States Postal Service site (US Federal Government)
2. Centennial Mills (City of Portland)
3. Blanchard site (Portland Public Schools)
4. Rose Quarter Bluff (Private, Vulcan Development)
5. Multnomah Triangle (City of Portland/Private, BPM Development)
6. Possible Headquarters Hotel site (City of Portland/Metro)
7. Burnside Bridgehead site (City of Portland)
N/NE QUADRANT CONTEXT
DRAFT Bureau of Planning & Sustainability
June 29, 2011

Ground Floor Edge Conditions



N/NE Quadrant is producing jobs, but little housing

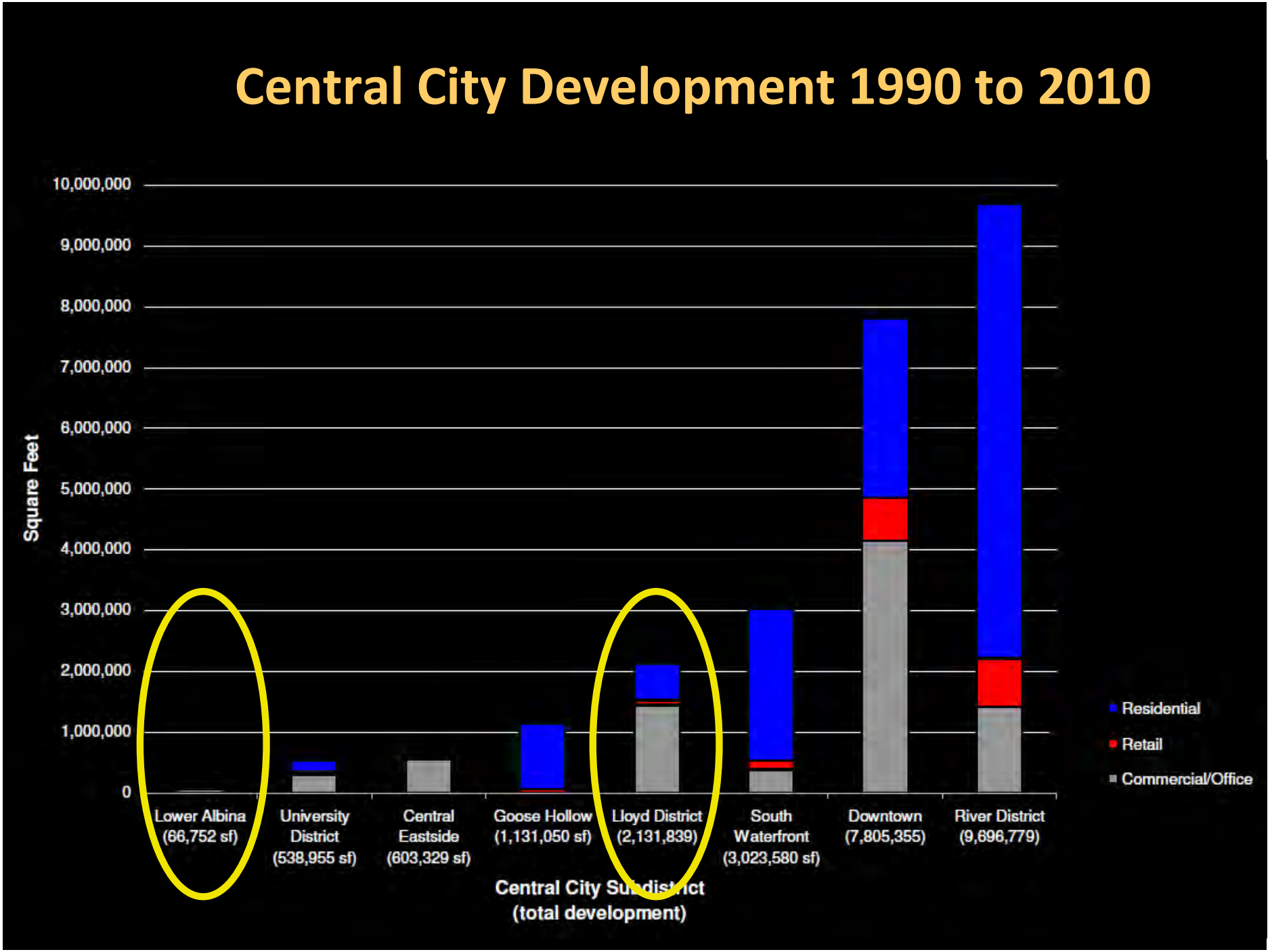
Employment Change: 2000 to 2008

	CBD & SoWa.	Univ.	River	Goose Hollow	Lloyd District	Lower Albina	Central E-side	Central City Total
Total	(1,047)	227	2,468	(1,156)	**2,060**	**1,386**	3,522	7,460
District Share	(14%)	3%	33%	(15%)	**28%**	**19%**	47%	100%

Housing Inventory 2008

	Lower Albina	Lloyd District	Central City
Total Housing Units	87	1,165	22,994
Jobs to Housing Unit ratios		16:1	6:1

Central City Development 1990 to 2010




Over 20M ft² of New Development Potential

Quadrant Plan Concept Development

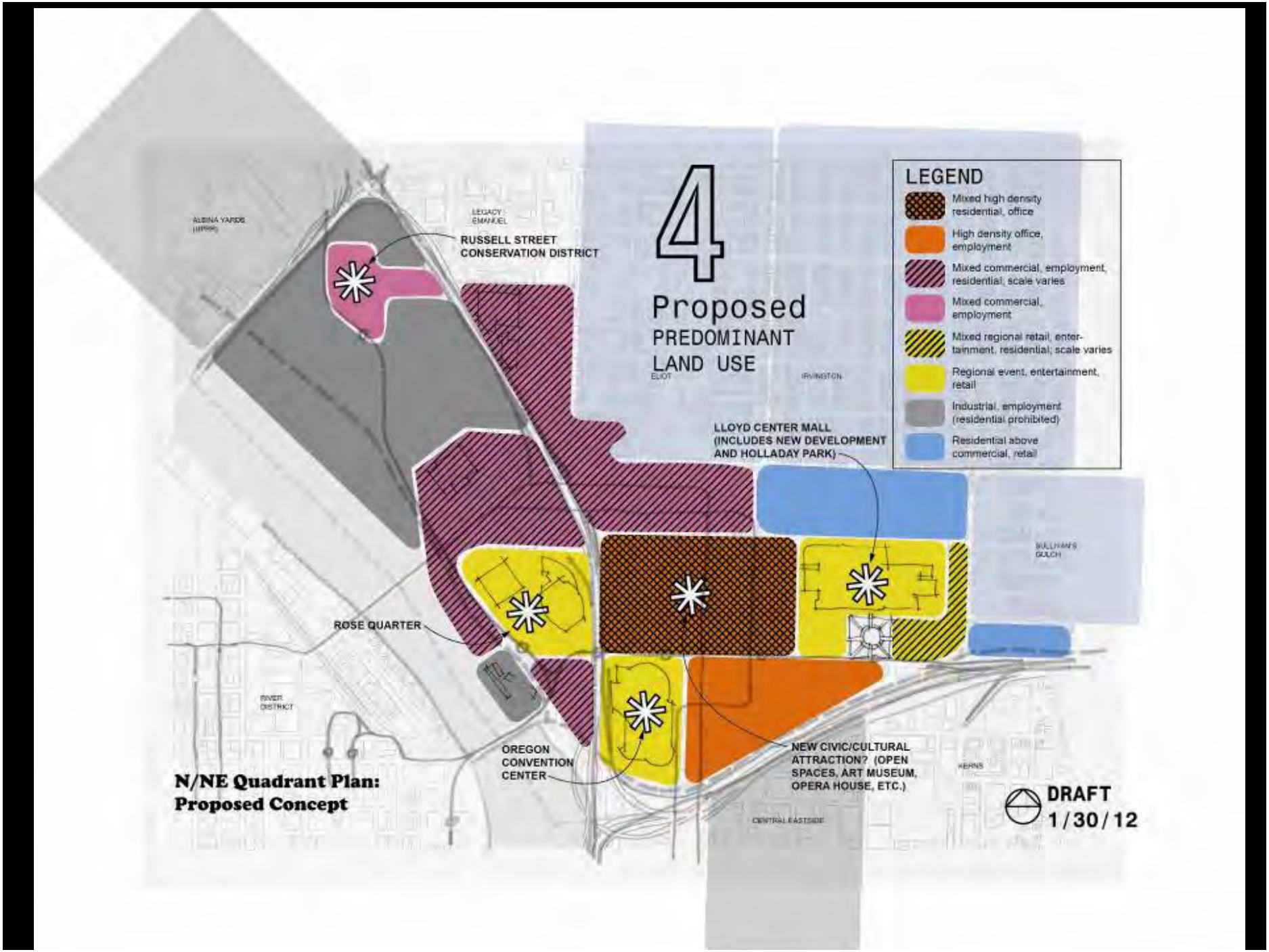


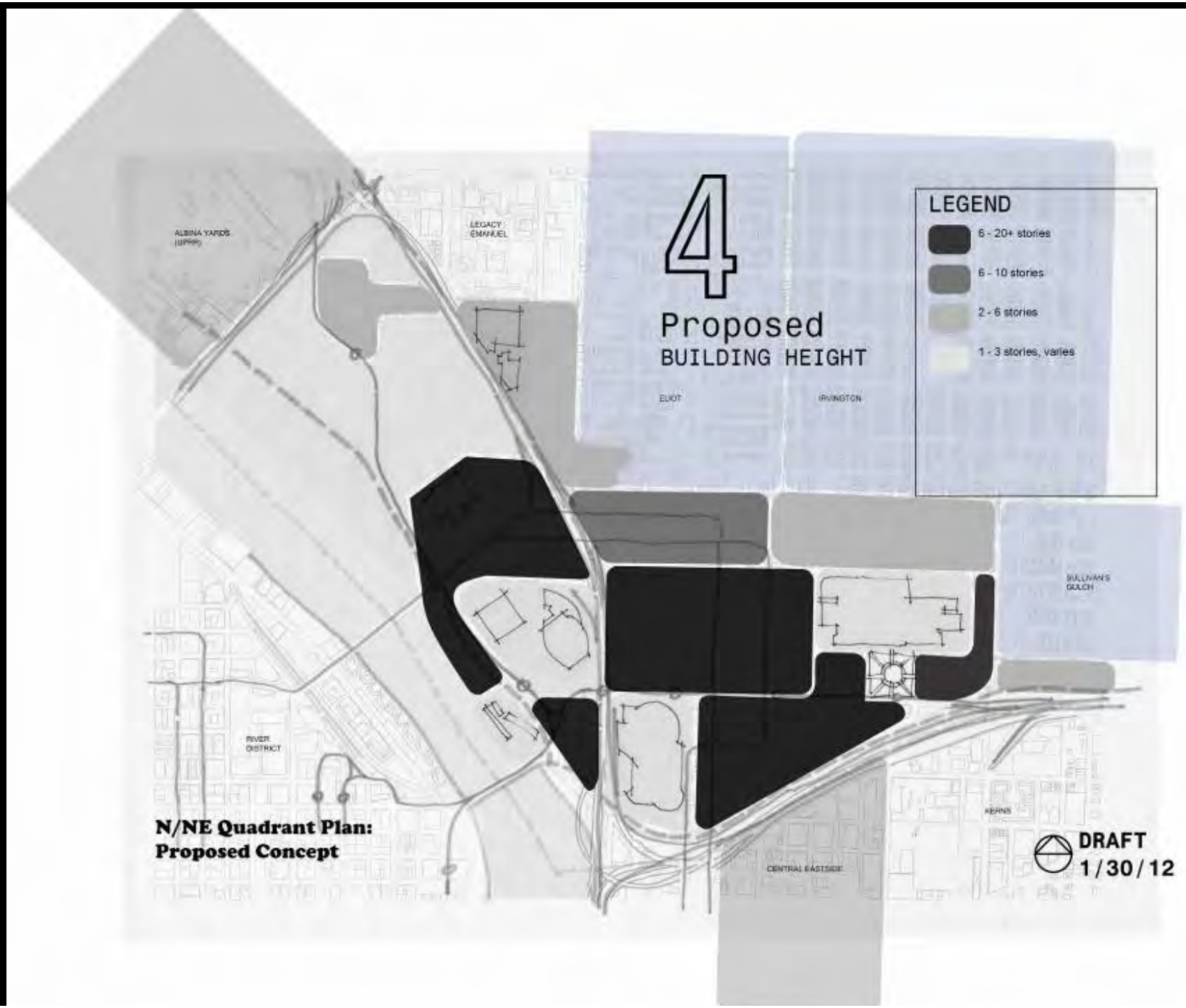
Concept Refinement:

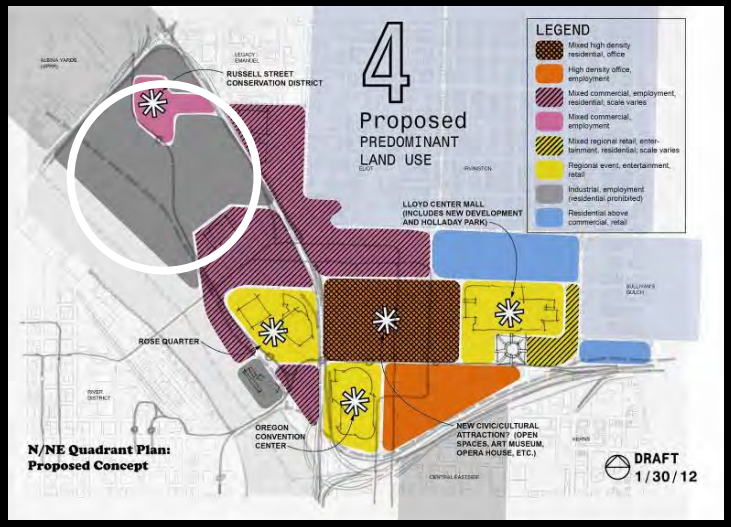
Sept. 2011	70% Draft
Nov. 2011	95% Draft
Jan. 2012	new street character types
Feb. 2012	revised proposal

N/NE Quadrant Plan Concept

Land Use & Scale


4
Proposed
PREDOMINANT
LAND USE
LEGEND
Mixed high density residential, office
High density office, employment
Mixed commercial, employment, residential; scale varies
Mixed commercial, employment
Mixed regional retail, entertainment, residential; scale varies
Regional event, entertainment, retail
Industrial, employment (residential prohibited)
Residential above commercial, retail
RUSSELL STREET CONSERVATION DISTRICT
LLOYD CENTER MALL (INCLUDES NEW DEVELOPMENT AND HOLLADAY PARK)
ROSE QUARTER
OREGON CONVENTION CENTER
NEW CIVIC/CULTURAL ATTRACTION? (OPEN SPACES, ART MUSEUM, OPERA HOUSE, ETC.)
N/NE Quadrant Plan:
Proposed Concept
DRAFT
1/30/12


4
Proposed
BUILDING HEIGHT
LEGEND
6 - 20+ stories
6 - 10 stories
2 - 6 stories
1 - 3 stories, varies
ALBINA YARDS
LEGACY EMANUEL
ELIOT
IRVINGTON
SULLIVAN'S GULCH
RIVER DISTRICT
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Proposed Concept
DRAFT
1/30/12



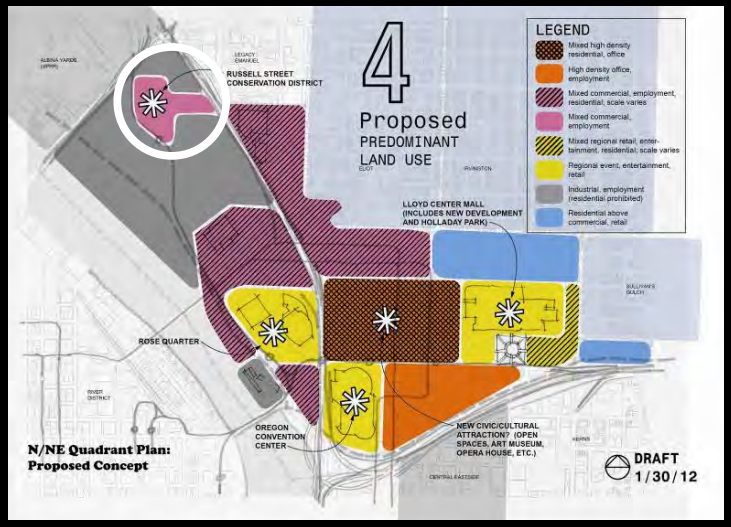
LOWER ALBINA

- Support continued success of industrial district
- Additional flexibility for compatible employment uses east of Union Pacific rail line







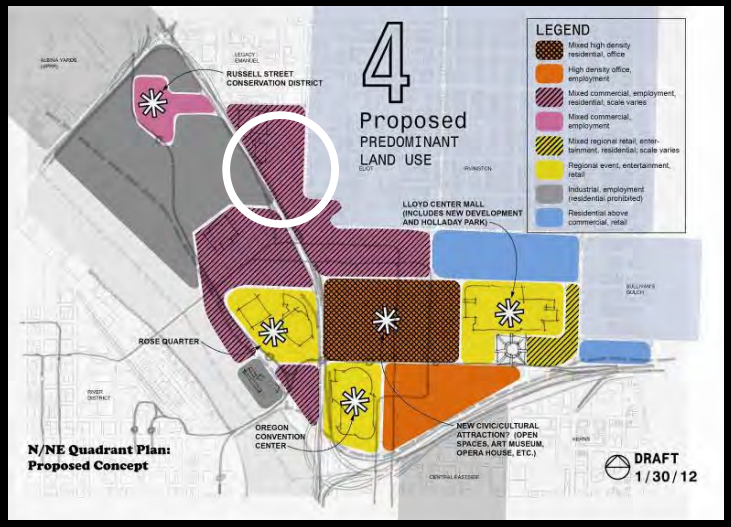


RUSSELL STREET

- Continue to preserve and celebrate the conservation district
- Expand mixed use area east along Russell and south to light rail station
- No expansion of residential area



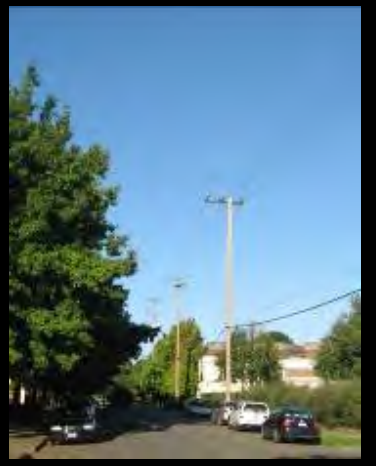




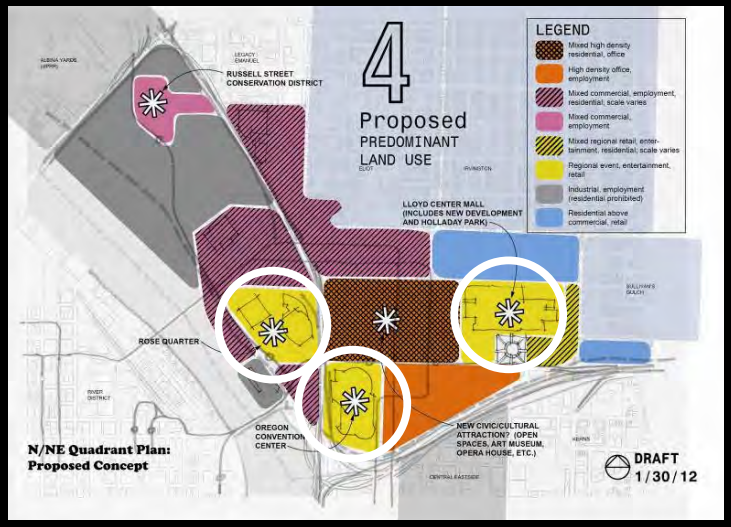
LOWER VANCOUVER / WILLIAMS

- Increase flexibility to allow more commercial, employment uses in current RH-zoned areas
- Celebrate Russell and Williams as neighborhood main streets
- Integrate and enhance cultural and historic resources in the area







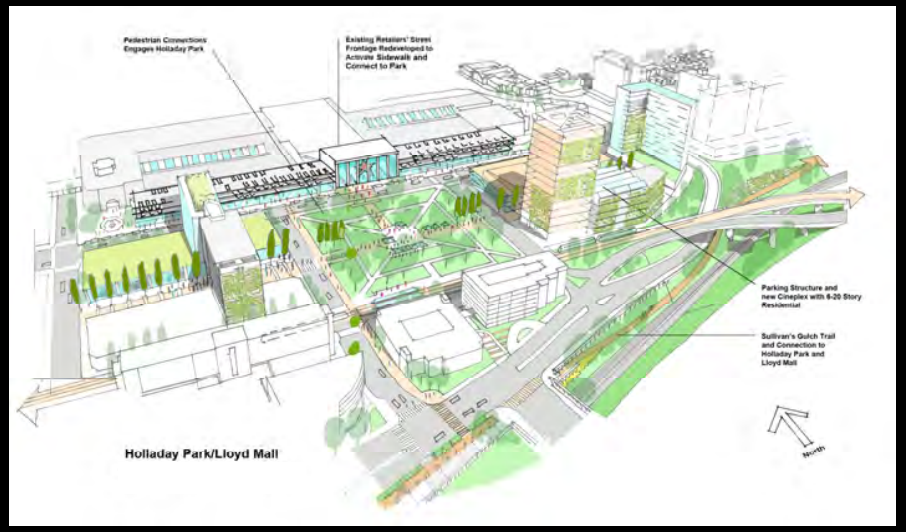


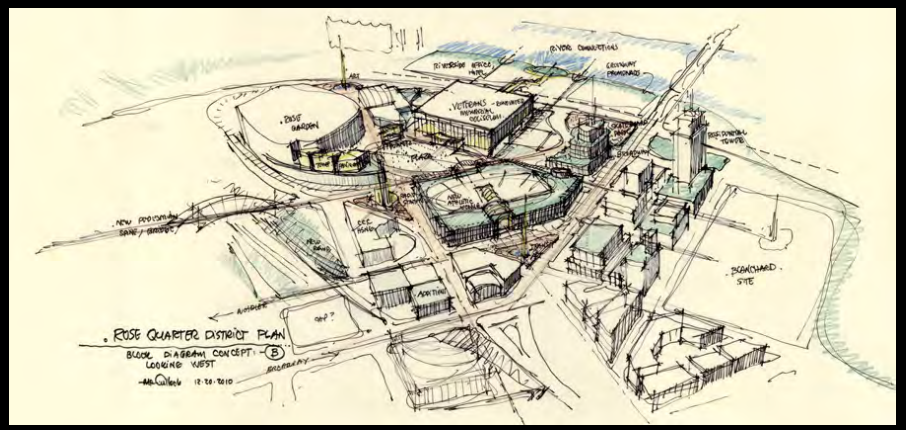


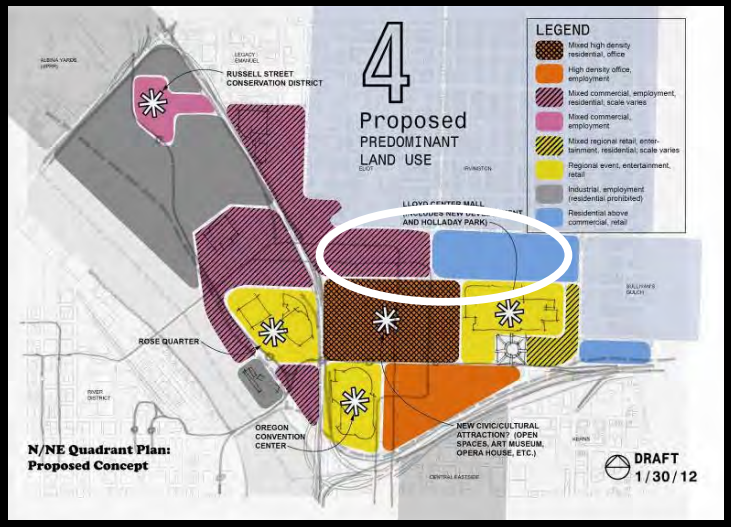


REGIONAL ATTRACTIONS

- Unique in the Central City
- Potential for new attraction in Central Lloyd area
- Encourage new uses, places at edges to improve balance of activity







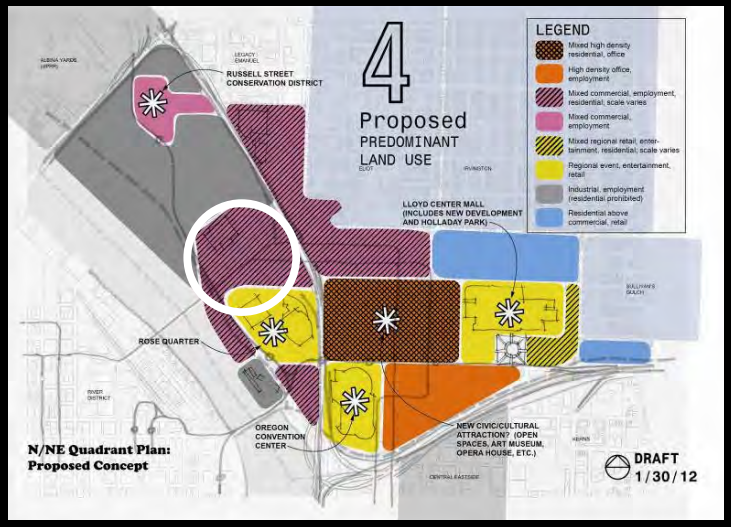
BROADWAY / WEIDLER CORRIDOR

- Extend and expand existing main street development to the west
- 2 to 6 story development east of 7th,
- 6 to 10 story development west of 7th, transitioning height down to north
- Housing over ground floor commercial, retail uses

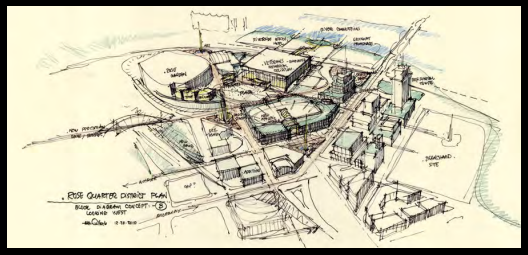










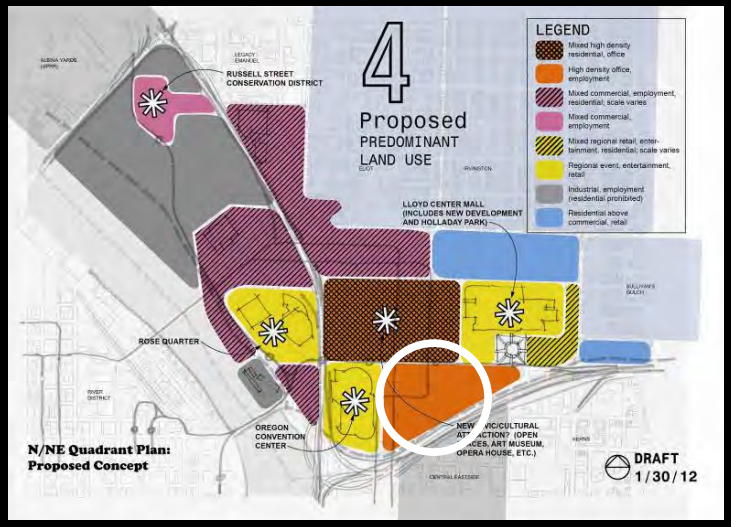




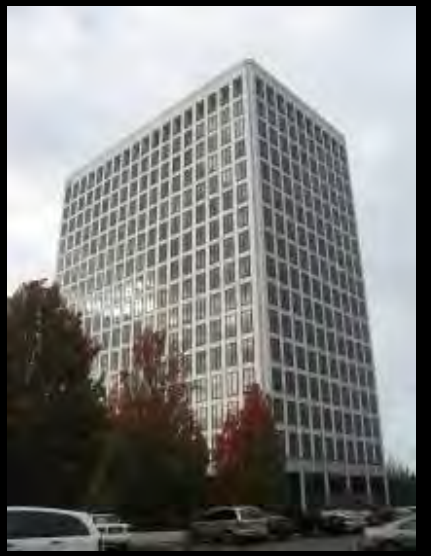
NORTHWEST ROSE QUARTER

- Increased land use flexibility at the PPS Blanchard site, residential possible – sensitive transition to industrial area needed
- Larger scale, active development along N. Broadway
- New riverfront open space





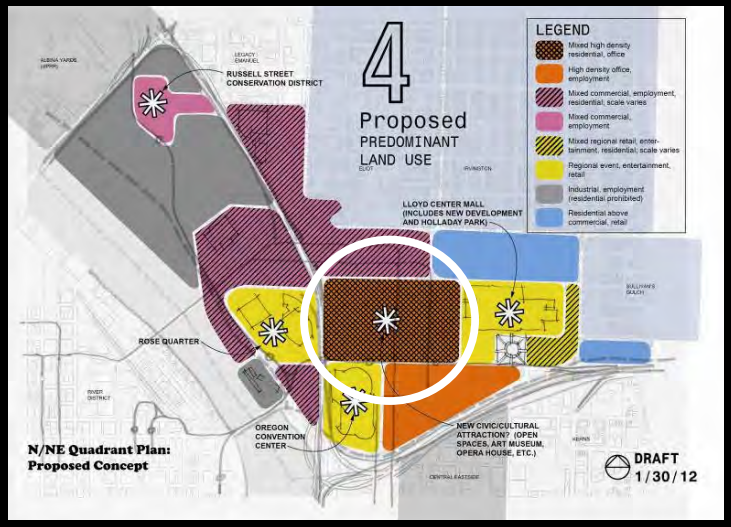




OFFICE CORE

- Continue as active, expanding office district
- Residential possible, but not emphasized





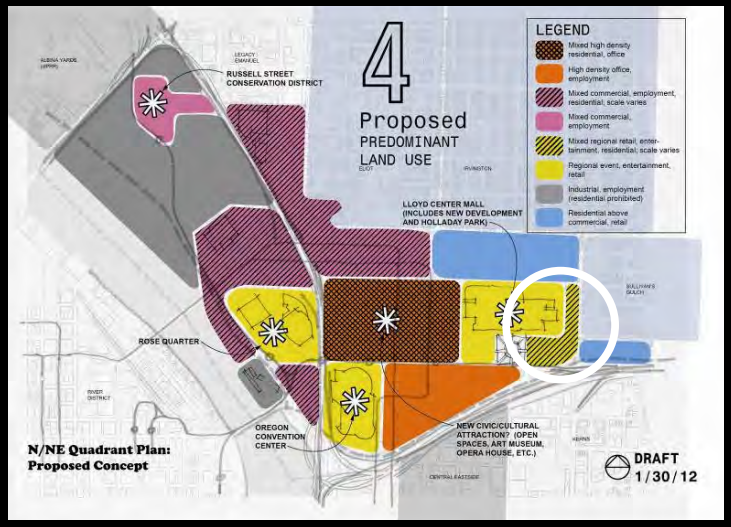


CENTRAL CORE

- Mix of high density residential and office development organized around new, signature open space system
- NE 7th as potential new neighborhood-serving retail street.
- Cluster residential buildings





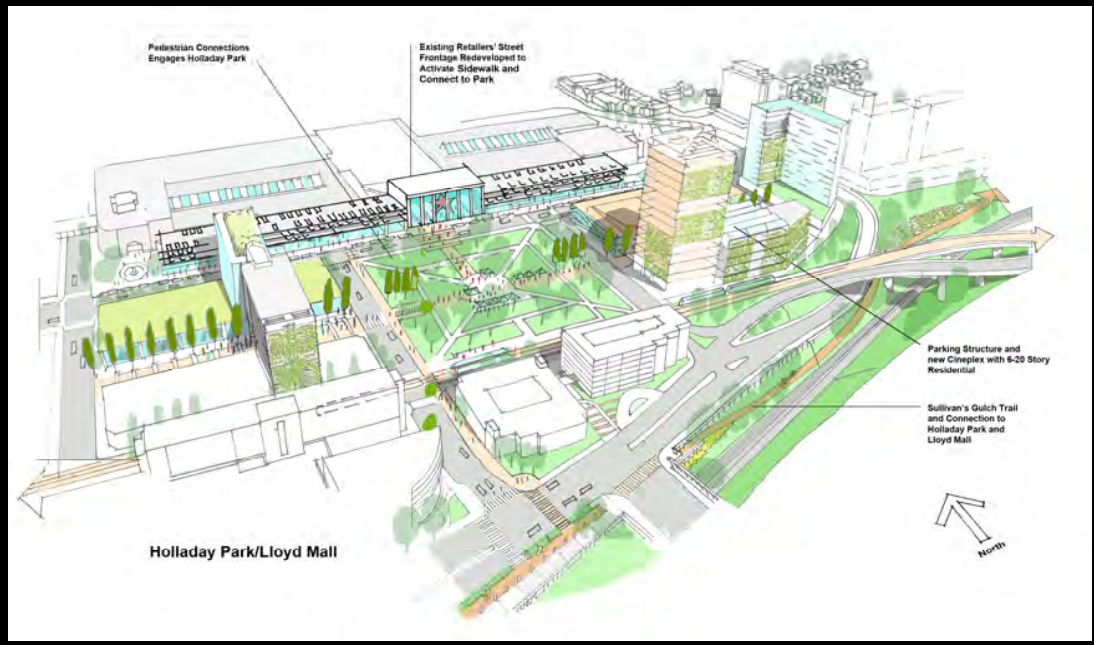


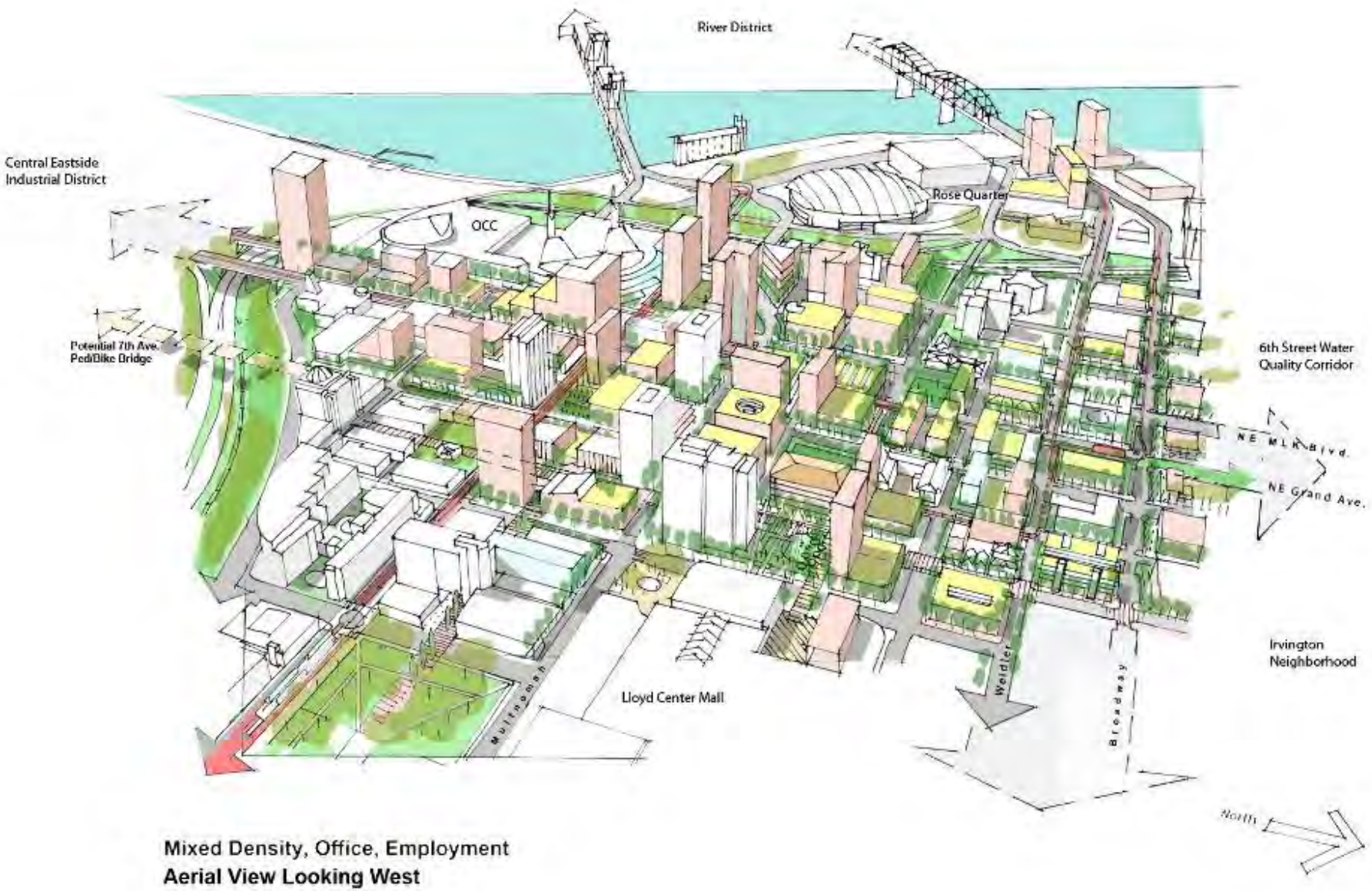




EASTERN EDGE / MULTNOMAH

- Focus on residential development, commercial allowed
- Potential expansion of mall-related regional retail
- 2 to 6 story development east of 16th, taller allowed around Holladay Park



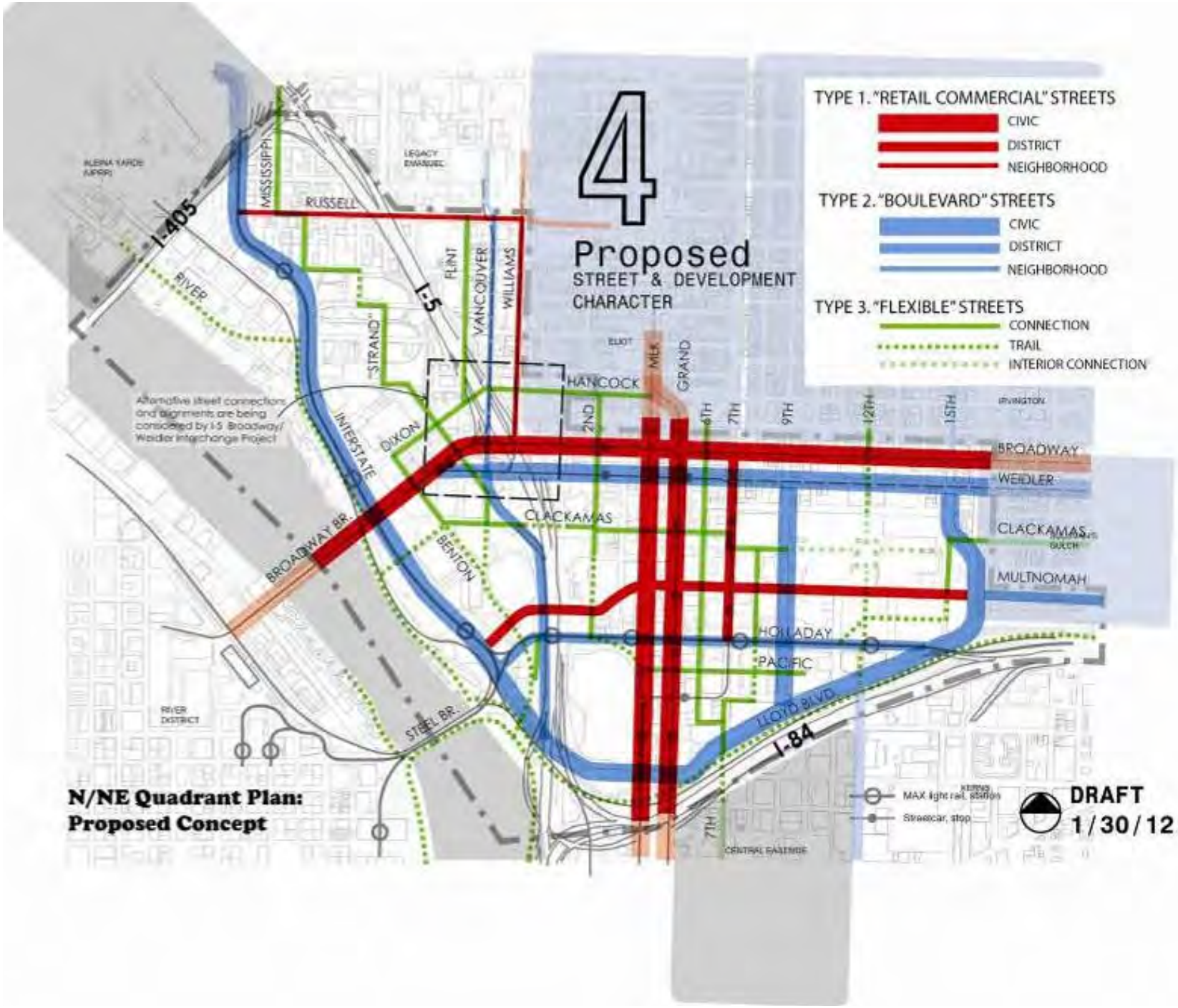


Mixed Density, Office, Employment
Aerial View Looking West

N/NE Quadrant Plan Concept

Street & Development Character

(replaces mobility layer)


4
Proposed
STREET & DEVELOPMENT CHARACTER
TYPE 1. "RETAIL COMMERCIAL" STREETS
CIVIC
DISTRICT
NEIGHBORHOOD
TYPE 2. "BOULEVARD" STREETS
CIVIC
DISTRICT
NEIGHBORHOOD
TYPE 3. "FLEXIBLE" STREETS
CONNECTION
TRAIL
INTERIOR CONNECTION
I-405
I-5
I-84
RUSSELL
MISSISSIPPI
RIVER
"STRAND"
FLINT
VANCOUVER
WILLIAMS
HANCOCK
ELIOT
MLK
GRAND
2ND
4TH
7TH
9TH
12TH
15TH
IRVINGTON
BROADWAY
WEIDLER
CLACKAMAS
MULTNOMAH
HOLLADAY
PACIFIC
LLOYD BLVD.
DIXON
INTERSTATE
BROADWAY BR.
BENTON
STEEL BR.
RIVER DISTRICT
CENTRAL EASTSIDE
Alternative street connections and alignments are being considered by I-5 Broadway/ Weidler Interchange Project
MAX light rail, station
Streetcar, stop
N/NE Quadrant Plan:
Proposed Concept
DRAFT
1/30/12

Assumptions for all types

1. Active adjacent ground floors
2. Good sidewalks with safe crossings
3. Attractive and diverse public amenities
4. Stormwater management functionality
5. Same transportation role
6. Adjacent development scaled to context

"Retail Commercial" Streets

1. Busy, continuous, active streets by day and night with high volumes of vehicles, transit, bicycles and pedestrians
2. Stormwater management less visible or at intersections with side streets
3. Retail uses required/strongly encouraged, specialized retail encouraged



Scales:
Civic: *Broadway, MLK and Grand*
District: *Multnomah and 7th*
Neighborhood: *Russell and Williams*







NE Broadway at 3rd



NE 7th near Clackamas



“Boulevard” Streets

1. Busy, continuous streets with nodal activity and emphasis on access, movement and flow. High volumes of vehicles, transit, bicycles and pedestrians
2. Visible “green” and stormwater management features allowed/encouraged, including landscaped building setbacks
3. Retail uses allowed, encouraged at key locations



Scales:

Civic: *Weidler, 15th/16th, 9th, Lloyd Blvd. and Interstate*

Neighborhood: *Vancouver and Wheeler*





NE Weidler at 6th



NE Weidler at 9th



“Flexible” Streets

1. Quieter low volume streets, alternative routes for pedestrians and bicyclists
2. Visible “green” and stormwater management features allowed/encouraged, including landscaped building setbacks
3. Retail uses limited or discouraged, except at key locations
4. Highly specialized/localized designs responsive to adjacent land uses/development
5. Linked together as part of a system that reaches the river
6. Ownership varies, can be public and private, exterior and interior



Some potential variations:

Woonerf, Festival Street, Pathway, Alley





NE 6th at Wasco



“Strand” concept for N Kerby in Lower Albina



“Bridge” concept for NE 7th

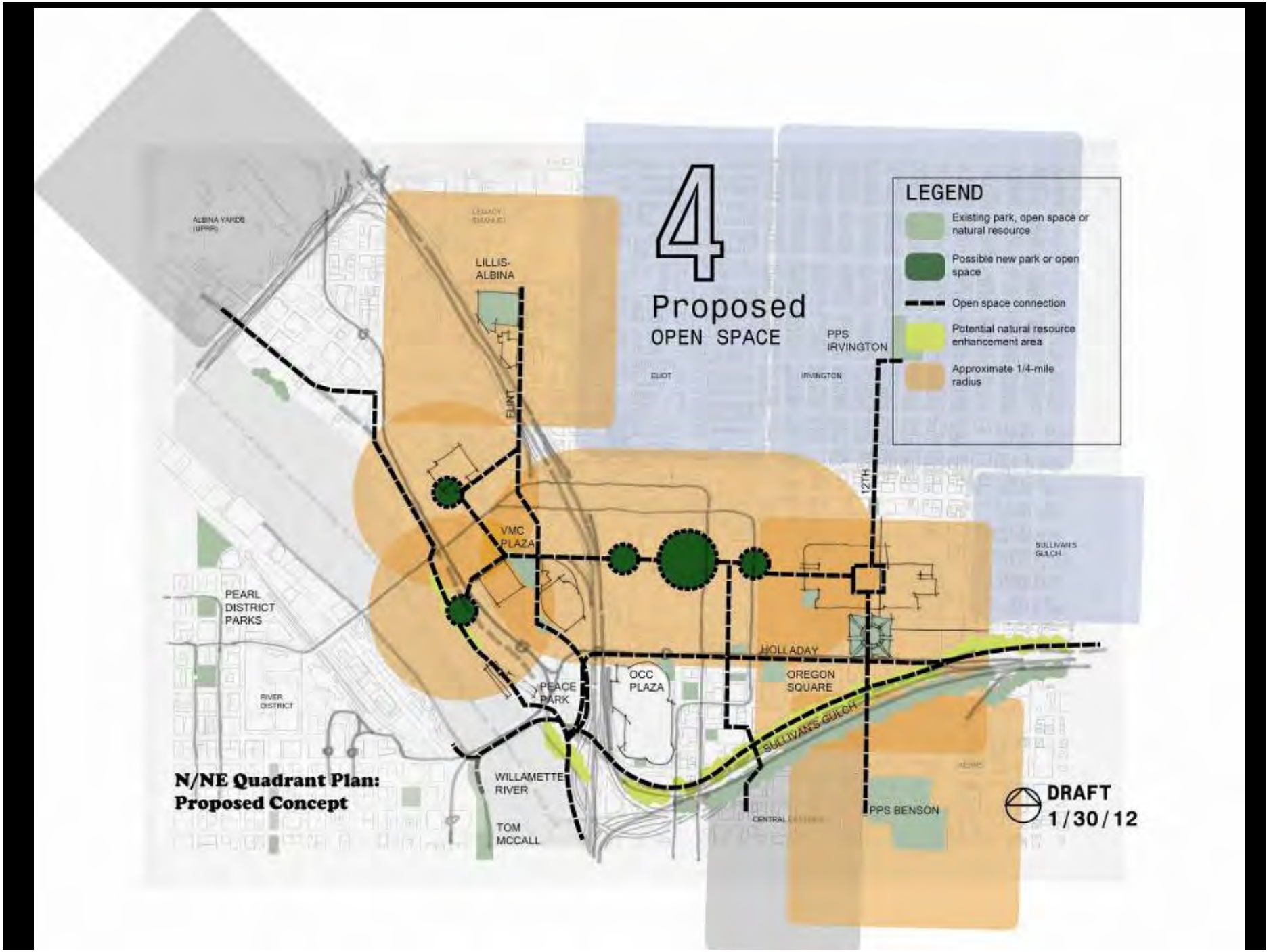


“Bridge” concept for NE 7th



N/NE Quadrant Plan Concept

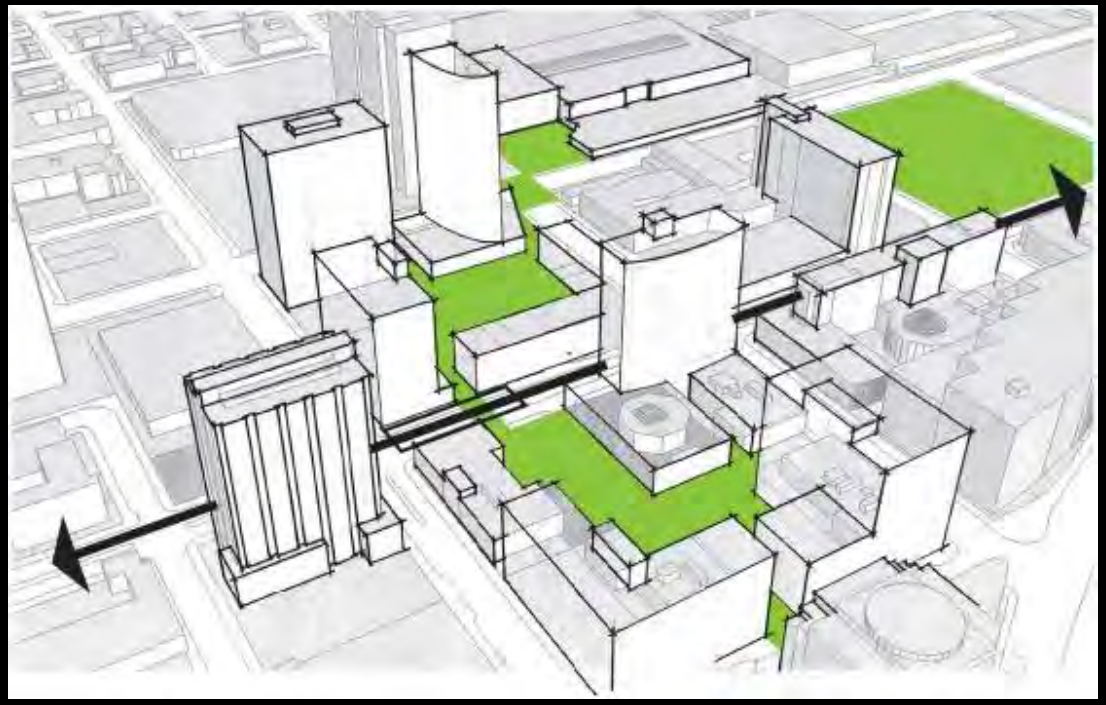
Open Space


4
Proposed
OPEN SPACE
LEGEND
Existing park, open space or natural resource
Possible new park or open space
Open space connection
Potential natural resource enhancement area
Approximate 1/4-mile radius
LILLIS-ALBINA
PPS IRVINGTON
ELIOT
IRVINGTON
FLINT
12TH
VMC PLAZA
SULLIVAN'S GULCH
PEARL DISTRICT PARKS
HOLLADAY
OREGON SQUARE
OCC PLAZA
PEACE PARK
RIVER DISTRICT
SULLIVANS GULCH
WILLAMETTE RIVER
TOM MCCALL
PPS BENSON
N/NE Quadrant Plan:
Proposed Concept
DRAFT
1/30/12

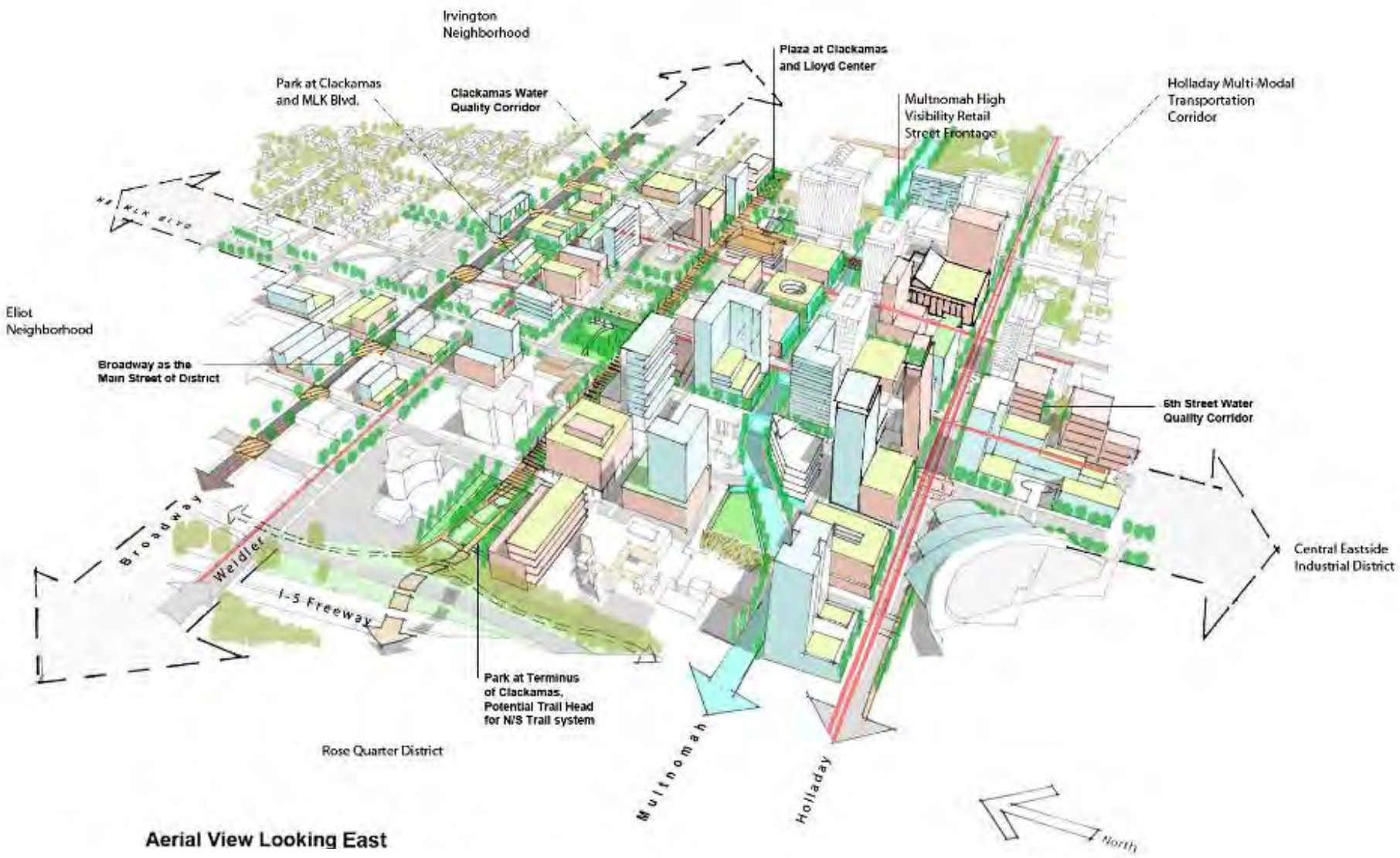
OPEN SPACE



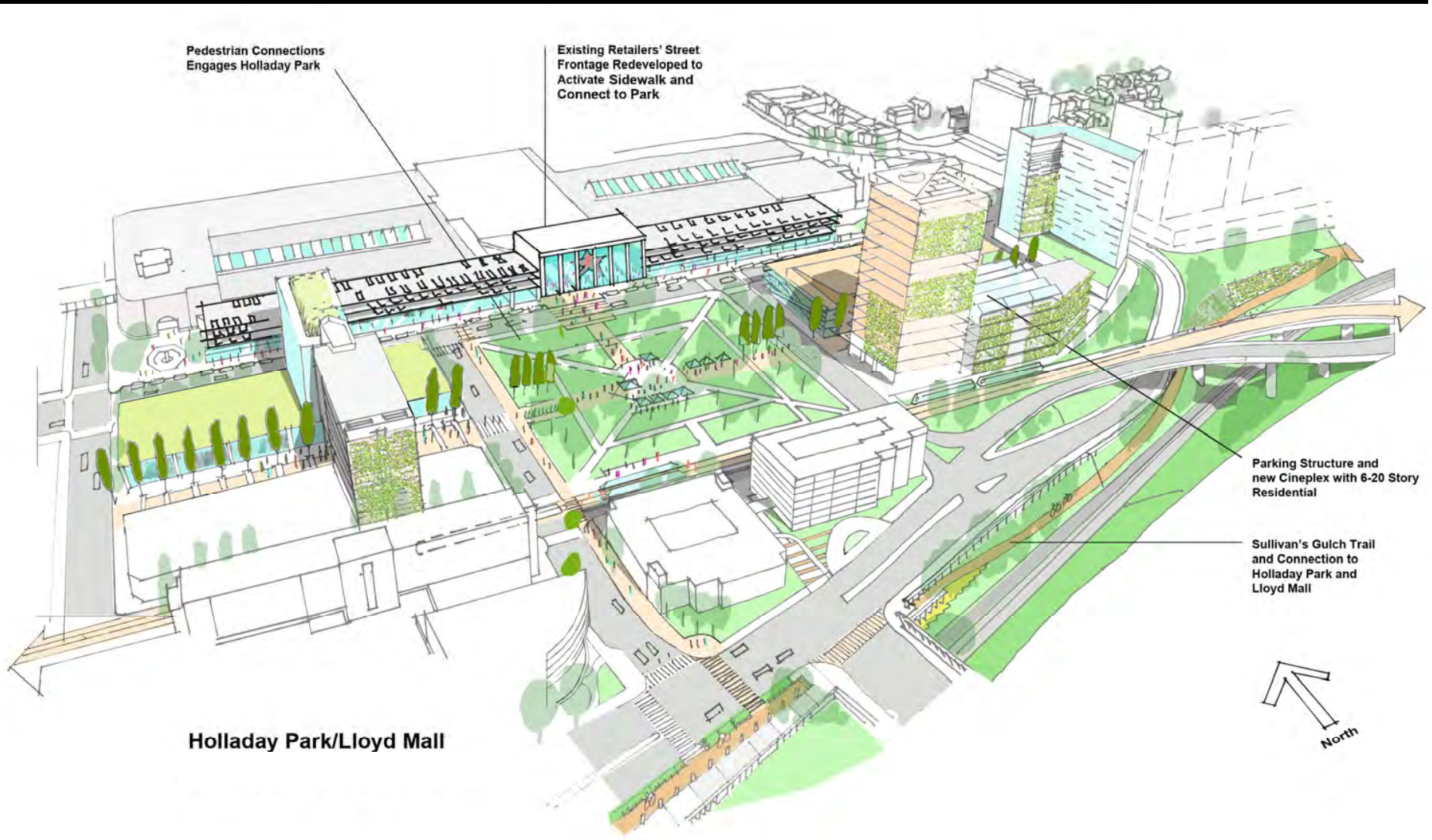








Aerial View Looking East


Pedestrian Connections
Engages Holladay Park
Existing Retailers' Street
Frontage Redeveloped to
Activate Sidewalk and
Connect to Park
Parking Structure and
new Cineplex with 6-20 Story
Residential
Sullivan's Gulch Trail
and Connection to
Holladay Park and
Lloyd Mall
North
Holladay Park/Lloyd Mall

N/NE Quadrant Plan Concept

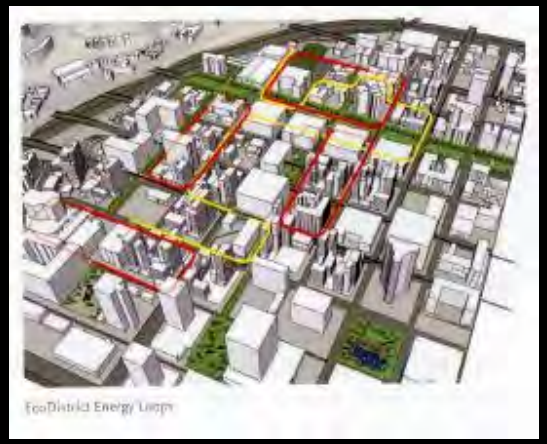
Green Systems


4
Proposed
GREEN SYSTEMS
LEGEND
Water quality, tree canopy corridors
Lloyd Green ecodistrict boundary
District energy area
Harvest rain water, reuse in district
District energy spine
ALBINA YARDS (UPRR)
LEGACY EMANUEL
VANCOUVER
WILLIAMS
ELIOT
IRVINGTON
2ND
6TH
WEIDLER
CLACKAMAS
HOLLADAY
LLOYD
I5 FREEWAY
RIVER DISTRICT
SULLIVAN'S GULCH
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Proposed Concept
DRAFT
1/30/12

GREEN SYSTEMS









- District energy
- Water quality, tree canopy corridors
- Harvest, treat rain water, pump back to district
- Integrate systems with ecodistrict efforts







N/NE Quadrant Plan: Next Steps

PROJECT TIMELINE						
September 2010	Fall 2010	Winter 2010	Spring/Summer 2011	Fall/Winter 2011/2012	Spring 2012	Summer 2012
Project Start-up	Background and Existing Conditions	Set Project Goals and Scope Identify Issues, Opportunities and Constraints	Develop Concept Alternatives	Select Preferred Concept	Develop Plan	Adoption/ Approval Process

We are here

Plan Development is next:

How to structure available tools to promote concept implementation

Typical plan tools:

- Investment
- Incentives
- Regulation
- Partnership
- Advocacy

N/NE Quadrant Plan: Next Steps

SAC 14 – Discuss Plan Goals and Guidelines

March Land Use Subcommittee – Focus on Height

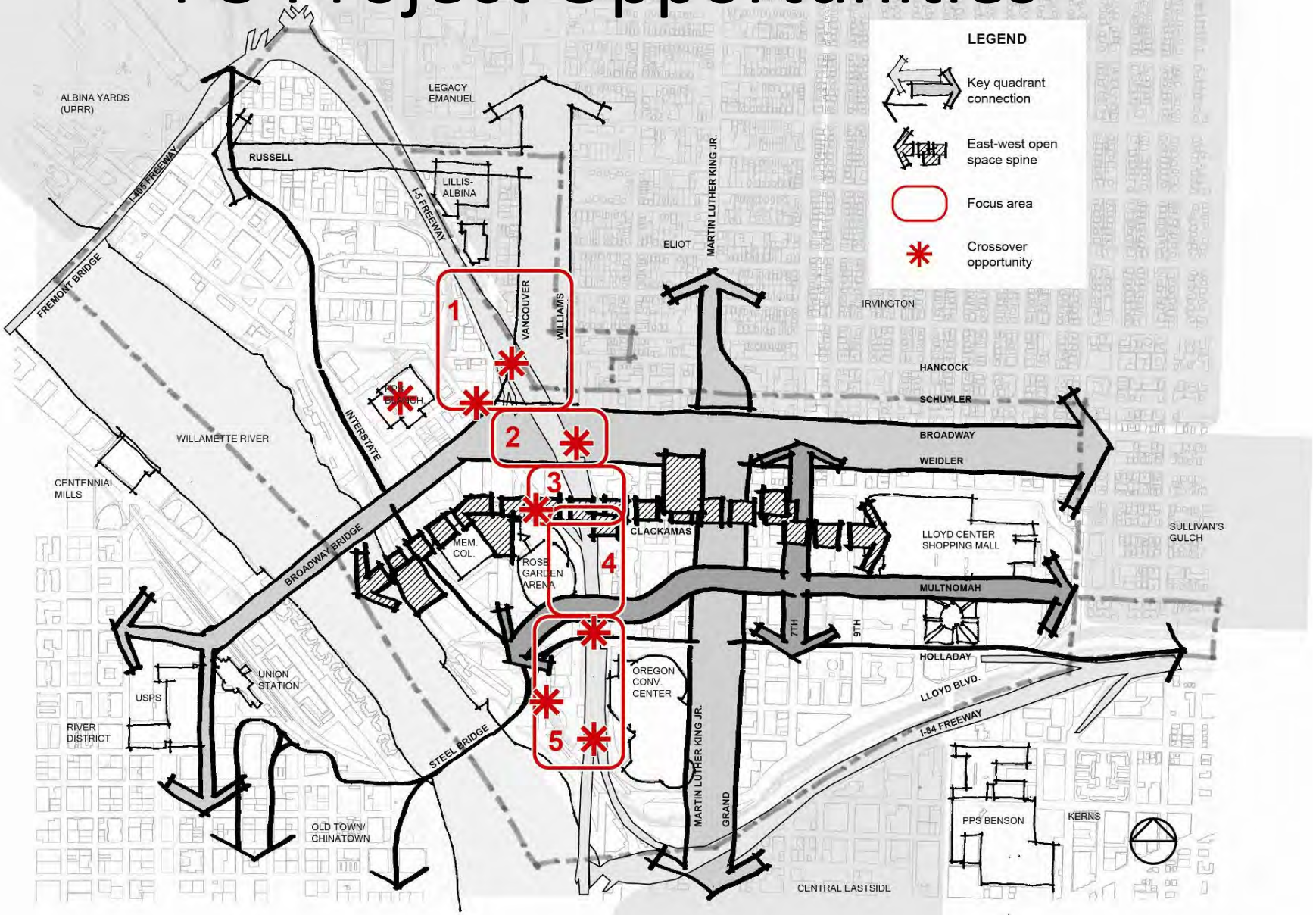
SAC 15 – Discuss Action Items

SAC 16 – Draft Plan

SAC 17 – Refinement & Public Comment

SAC 18 – Final Recommendation

I-5 Project Opportunities



N/NE Quadrant Plan Concept

- Discussion
- Public Comment
- Requested Action:
  - Do you agree with the staff recommendation to approve the N/NE Quadrant Concept?


Break

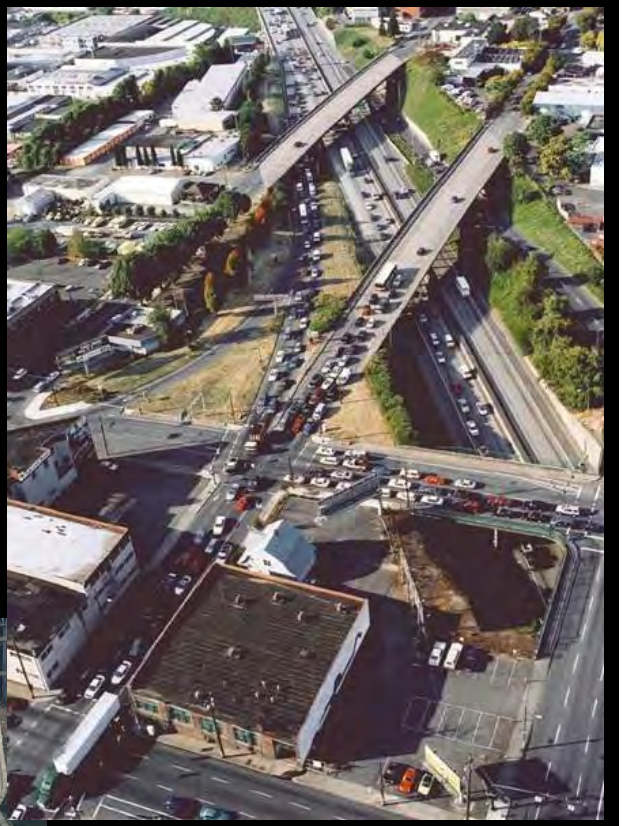
Presentation

- Purpose of I-5 Project
- Review of SAC 12 Outcomes
- Base Hybrid Concept Overview
- Hybrid Elements for Further Discussion

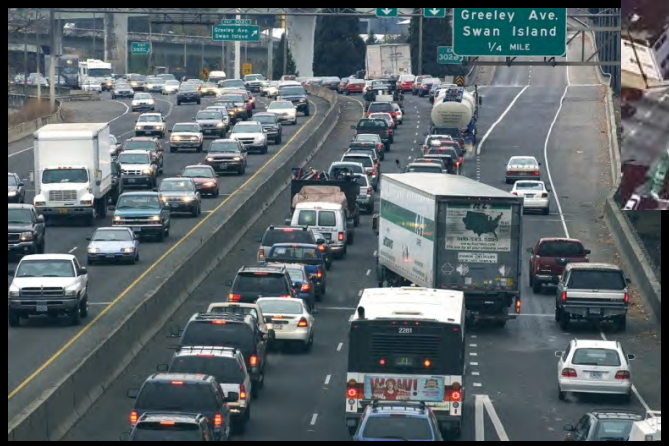
Review: ODOT Purpose

Improve safety and operations on I-5

in the vicinity of the Broadway/Weidler interchange

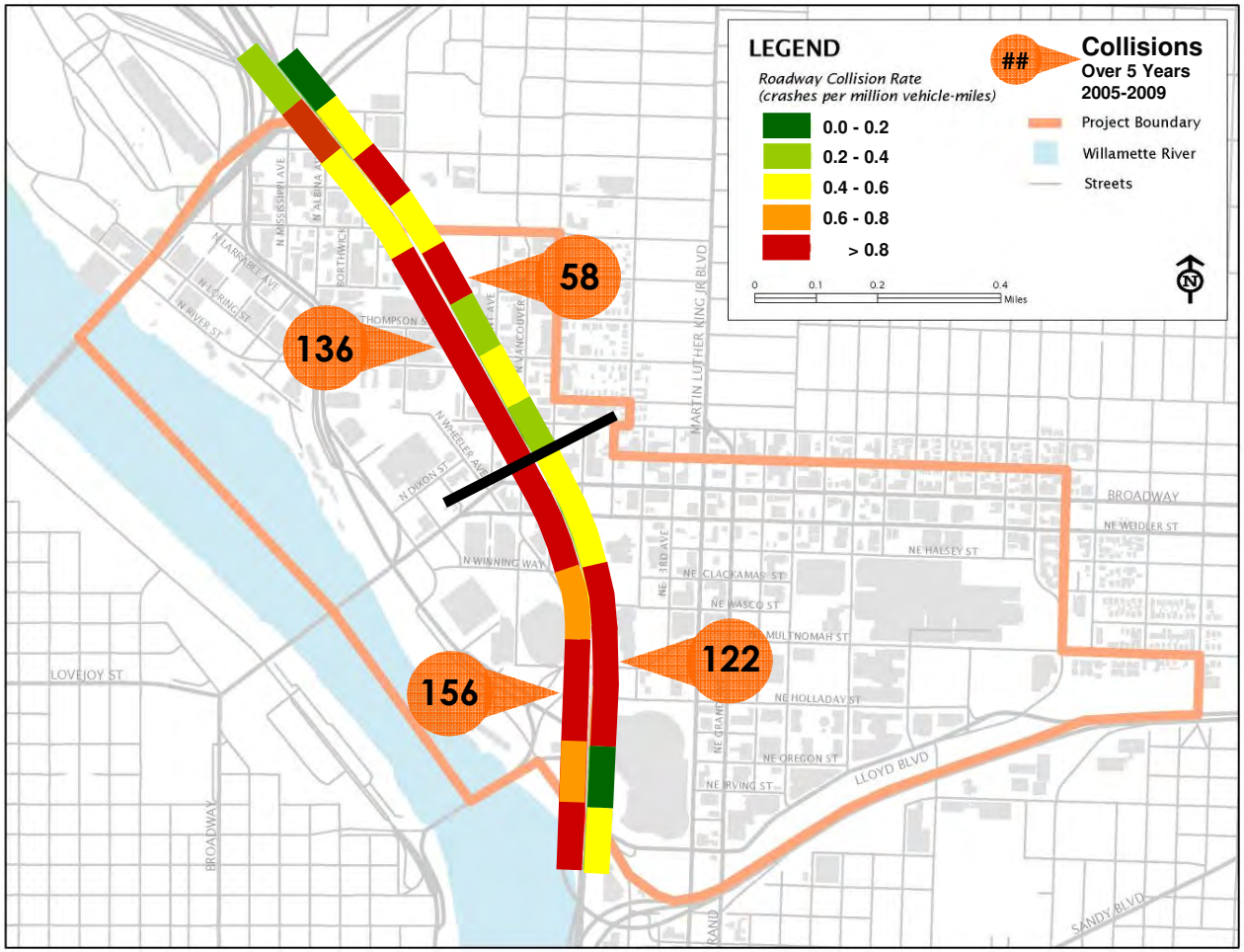






CENTRAL CITY 2035

Review: I-5 Crashes



CENTRAL CITY 2035

56258

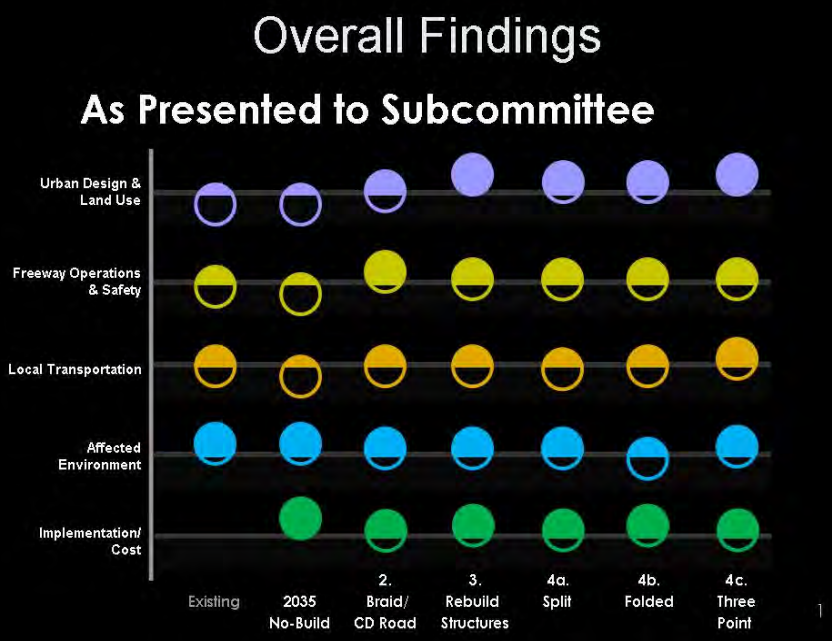
Review: Historic Traffic Growth on I-5

- I-5 remains two lanes since built
- Rapid traffic growth in the 80's and 90's flattening out in recent years
- Metro forecast for slow, but continued growth in traffic volumes

Review of SAC 12
(January 19, 2012)

SAC Meeting12 Review
(January 19th, 2012)

- Report on technical findings by category:
  - Urban Design and Land Use
  - Freeway Operations and Safety
  - Local Transportation
  - Affected Environment
  - Implementation/Cost



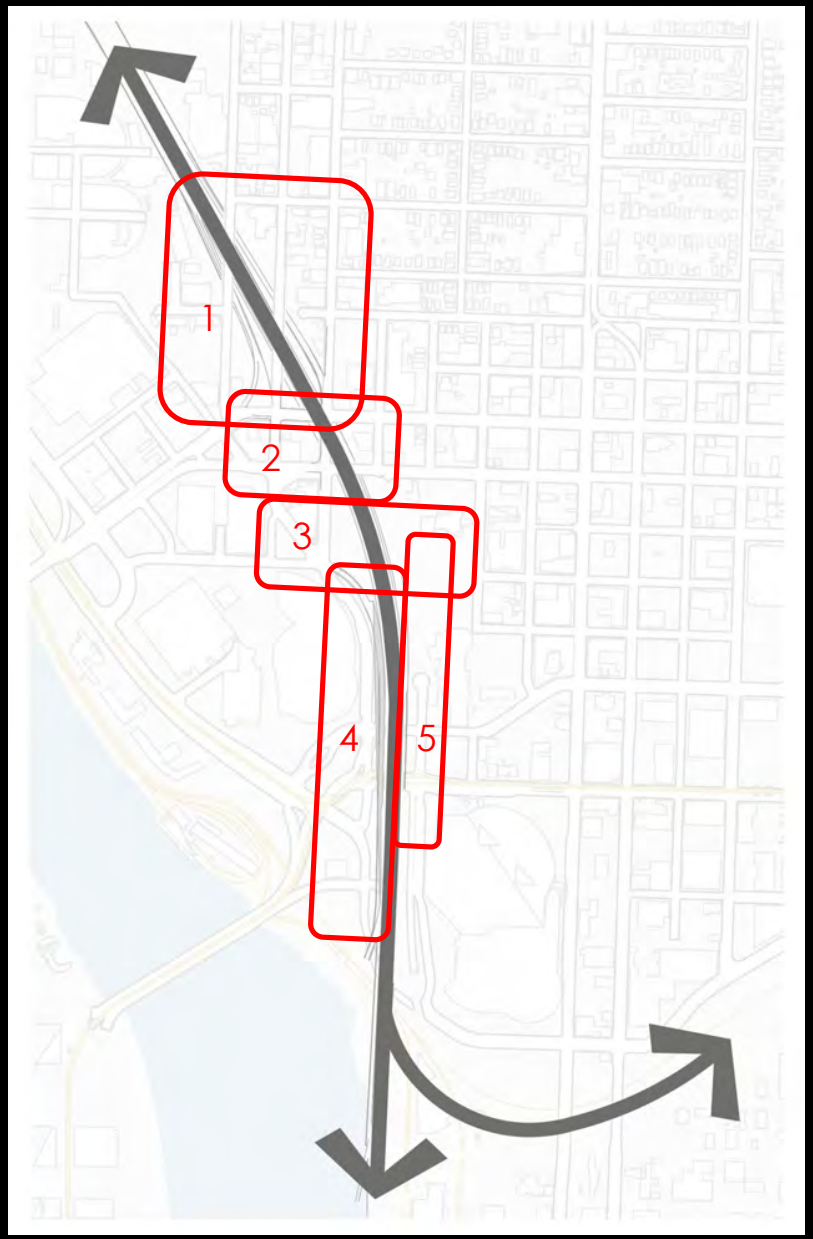
CENTRAL CITY 2035

Freeway Analysis Findings Review

- Southbound:
  - Auxiliary lane reduces congestion and delay
  - Auxiliary lane significantly improves weave
  - Braided ramps eliminates I-5/I-84 weave
- Northbound:
  - Auxiliary lane reduces congestion and delay
  - CD Road offers a only slight improvement

CD Road not recommended to be studied further

Review: Key Hybrid Map



1. Hancock/Vancouver
2. Broadway/Weidler Lid
3. Clackamas Overcrossing
4. The Southbound Braid
5. The Multi-Use Path

CENTRAL CITY 2035

SAC Meeting 12 Review
(January 19, 2012)

Observations/What We Heard:

- North of Broadway:
  - Hancock, Vancouver swing to Westside: Transfer of traffic volumes from East to Westside
  - Changes to circulation pattern and uses for affected businesses

  - SB Braid:
    - Eliminates I-5/I-84 weave in SB direction
    - Visual impacts
    - Impacts to transit center

SAC Meeting 12 Review
(January 19, 2012)

Observations/What We Heard:

- Multi-Use Path (MUP):
  - Comment: should this element be included in hybrid?
  - Worth Cost ($2-$4m)?

- Clackamas Overcrossing
  - Location to be defined

SAC Meeting 12 Review
(January 19, 2012)

- Called Question 1:

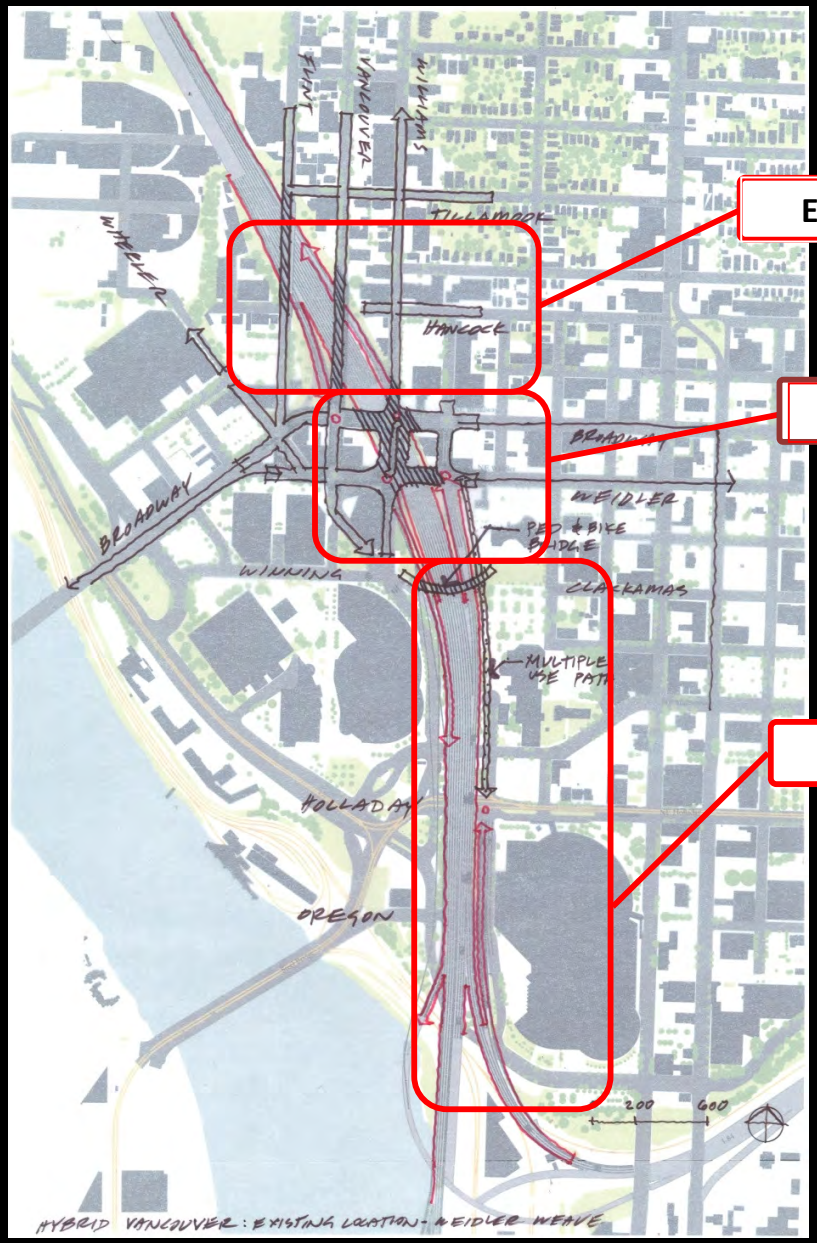
  Do you agree with the Subcommittee recommendation to remove the Folded Diamond and Split Diamond options from consideration?

✓ *SAC Approved*

- SAC Question 2 *not* called:

  Do you agree with the staff recommendation to carry forward the Hybrid Concept for further refinement?

- *Since January, the team has worked to refine and reframe the presentation*



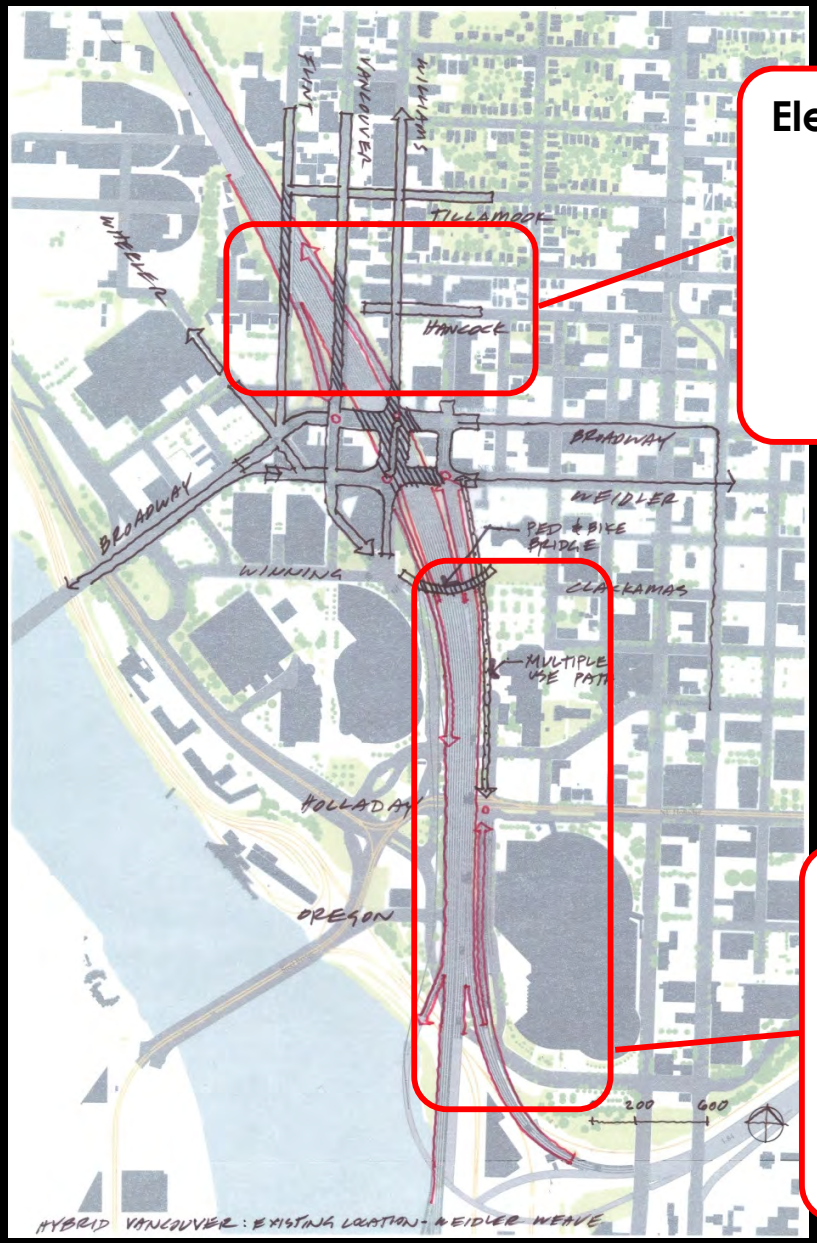
Elements for Further Study

Hybrid Base Project

Elements for Further Study

CENTRAL CITY 2035

Figure 1: Hybrid Base Project and Elements for Further Study



Elements for Further Study

- Rebuild Vancouver and Flint in their current location
- Realign Vancouver west with a lid

Elements for Further Study

- Southbound Braided Ramp
- Clackamas Overcrossing
- Eastside multi-use path (MUP)

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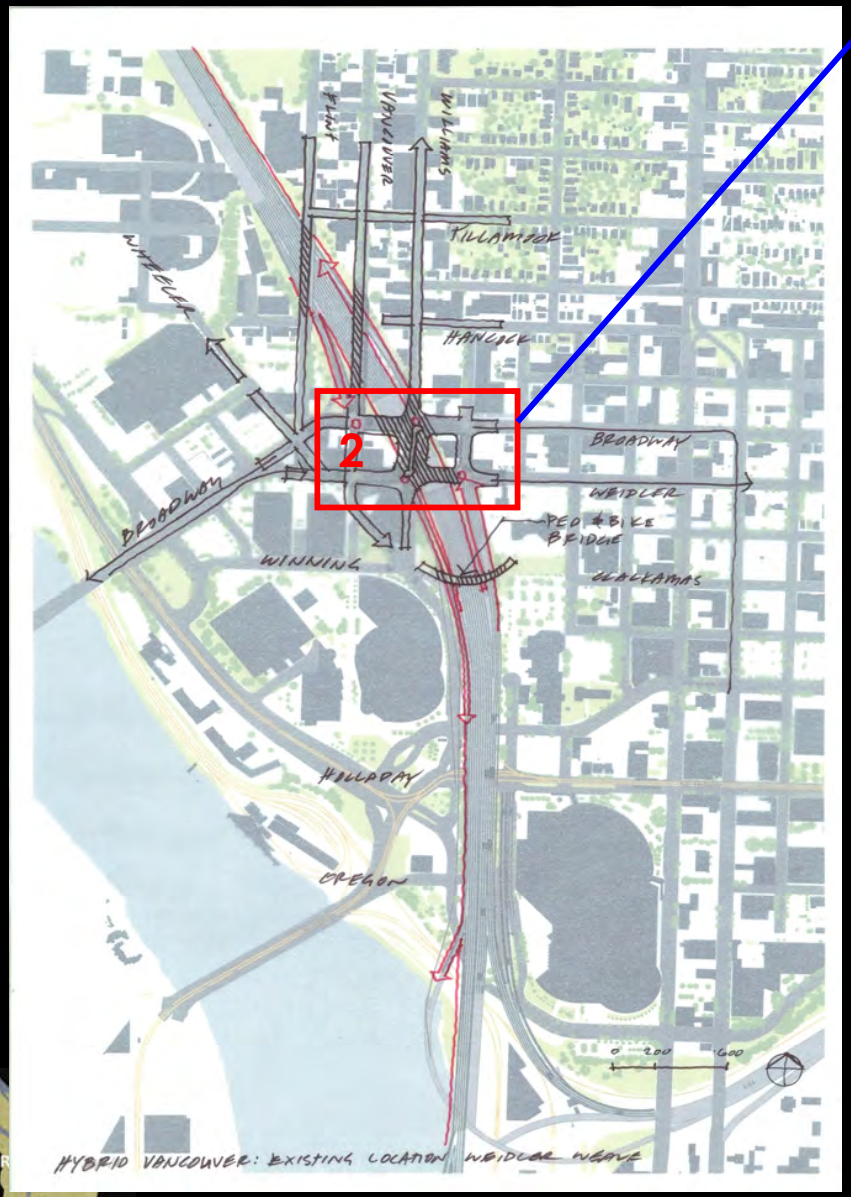
Hybrid Projects for Further Study

2. Broadway/Weidler Lid: Base Hybrid Project



2. Broadway/Weidler and Auxiliary Lanes

To Include:

1) <u>TSM and TDM</u>

2) Mainline Freeway Safety Improvements:

- **<u>Extend auxiliary lanes</u>**
- **<u>Widen shoulders</u>**

3) Rebuild Broadway/Weidler Bridge with a lid.

- **Improved bike/ped facilities**
- **Lid over I-5**
- **Storm water management**
- **Seismic upgrades**

5) Move I-5 southbound on-ramp from Wheeler to Weidler

6) Reverse traffic flow lanes with a center MUP on Williams

Rationale for Hybrid Base Project

1. TSM/TDM manages traffic operations and minimize demand

2. Auxiliary lane/widened shoulders improve traffic operations and safety

3. Rebuilt Broadway/Weidler structure required to add aux lane
   - Benefits accrue from rebuilding Broadway/Weidler

4. Moving the Wheeler on-ramp to Weidler/Williams would reduce traffic on Wheeler south of Weidler and would clarify traffic patterns

<u>The Hybrid Base Project is required for the addition of any additional hybrid elements to the north and south</u>

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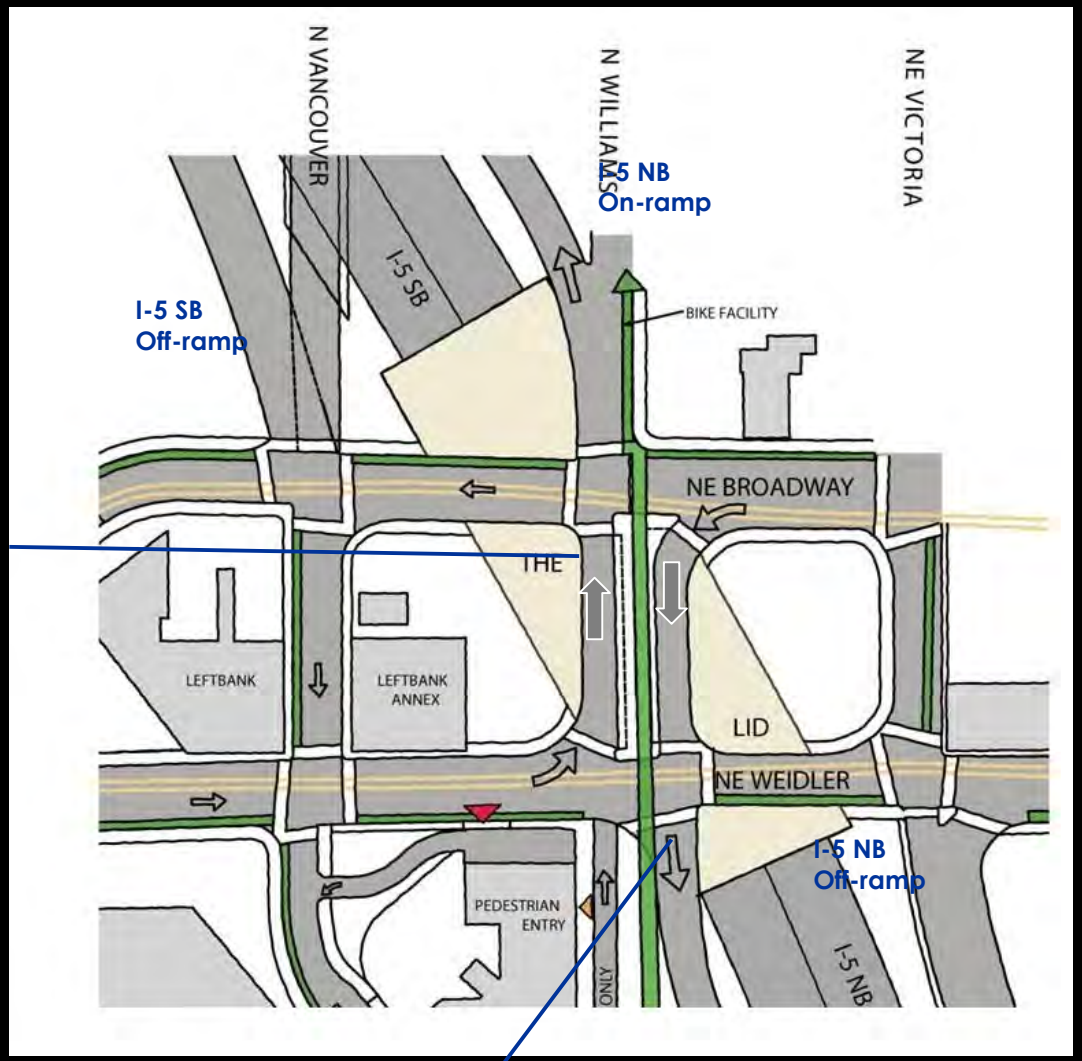
2. Broadway/Weidler Lid: Base Hybrid Project



Williams Avenue Reverse Traffic Flow with Center Bike/Pedestrian Facility

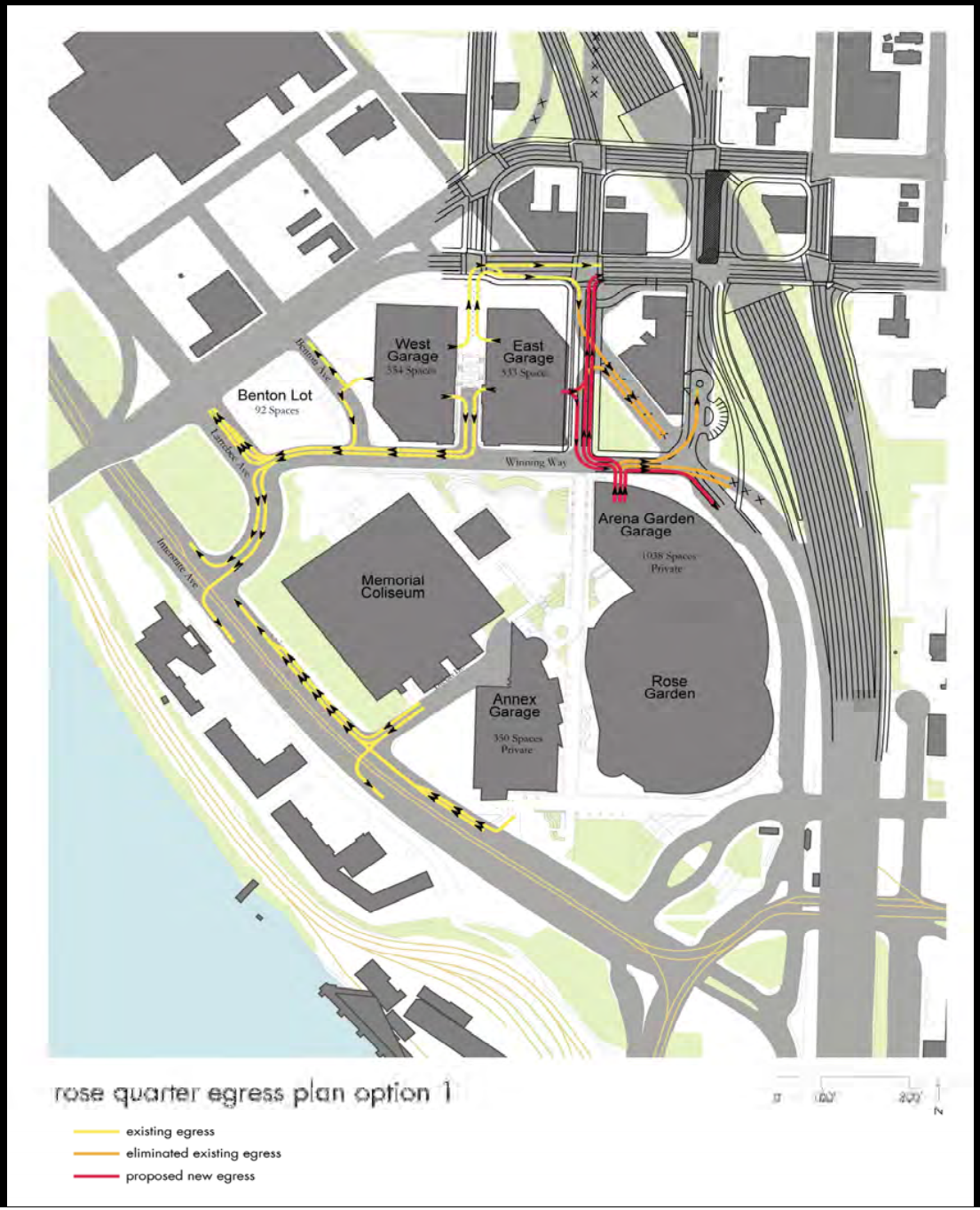
I-5/I-84 SB On-ramp

CENTRAL CITY 2035

- The following slides *conceptually* address issues raised at the last SAC
- These include:
  - An event egress plan for the Rose Quarter
  - A proposed Madrona Studios/CCC site plan
  - Reverse traffic flow operations with a center MUP on Williams btwn Broadway/Weidler

Proposed Event Egress from the Rose Garden w/ Closed Wheeler On-Ramp

- Most parking structures will use the same egress plan
- Arena parking structure traffic could use N. Center Court Rd.
- Staff will continue to work with Rose Garden.



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Madrona/CCC

Issues:

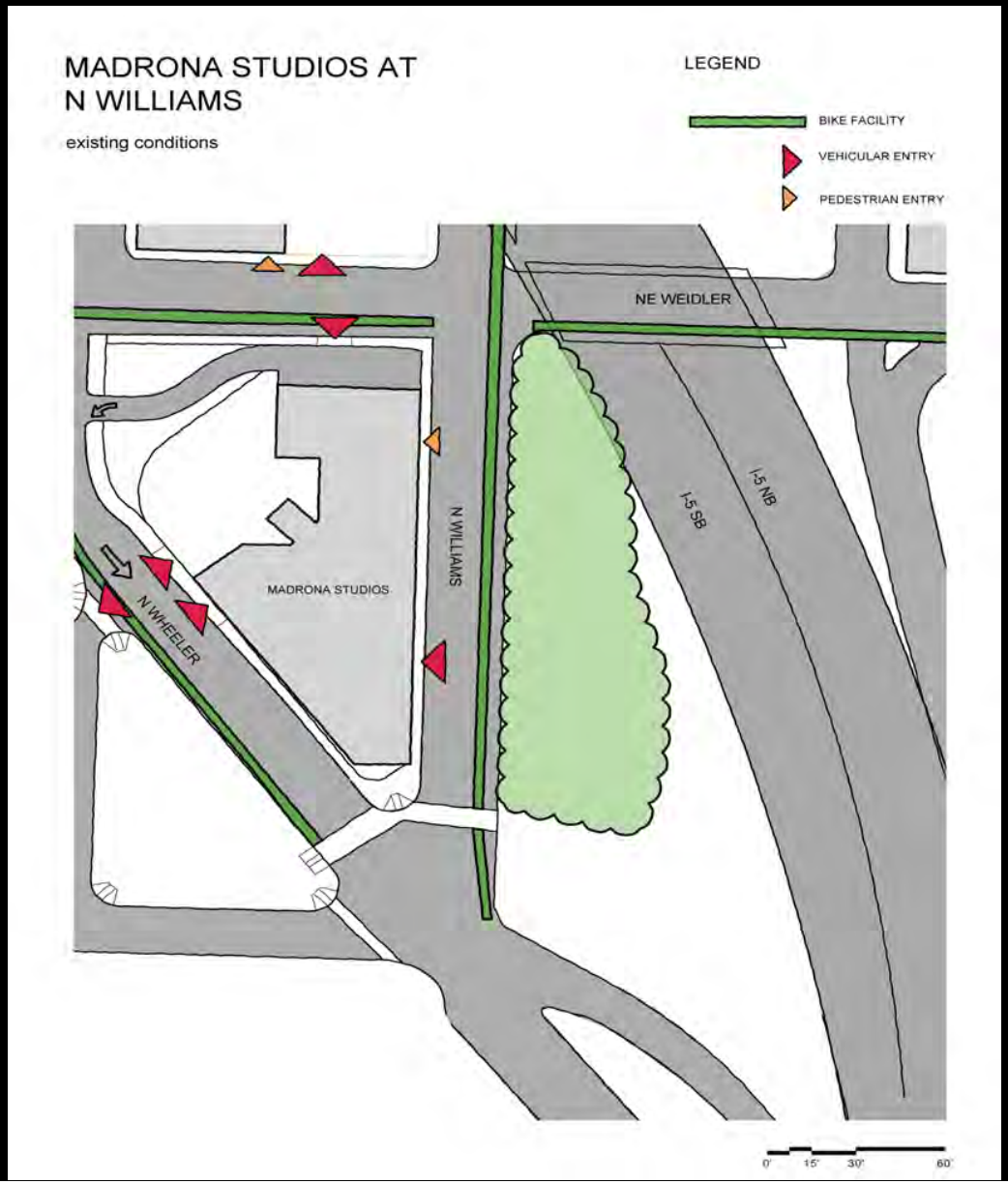
- Ingress and egress for deliveries and patients

- Safety of patients

- Parking

Madrona/CCC

Current Site Plan



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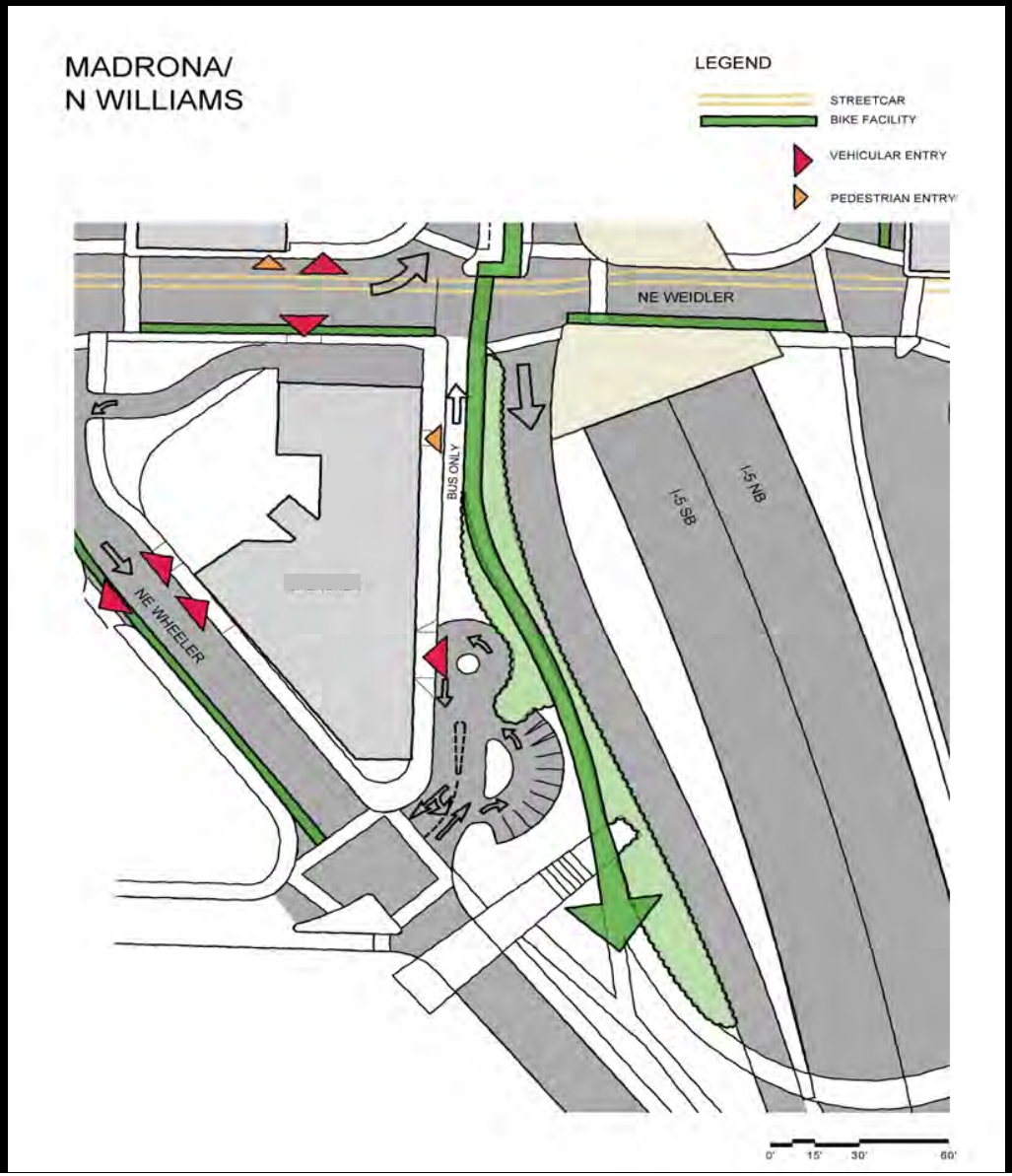
Madrona/CCC

Conceptual Site Plan



CENTRAL CITY 2035

Reverse Traffic Flow on Williams with Center MUP



Base Hybrid Project

Cost:

- Add auxiliary lane to I-5 in both directions ($140 - $150 million)

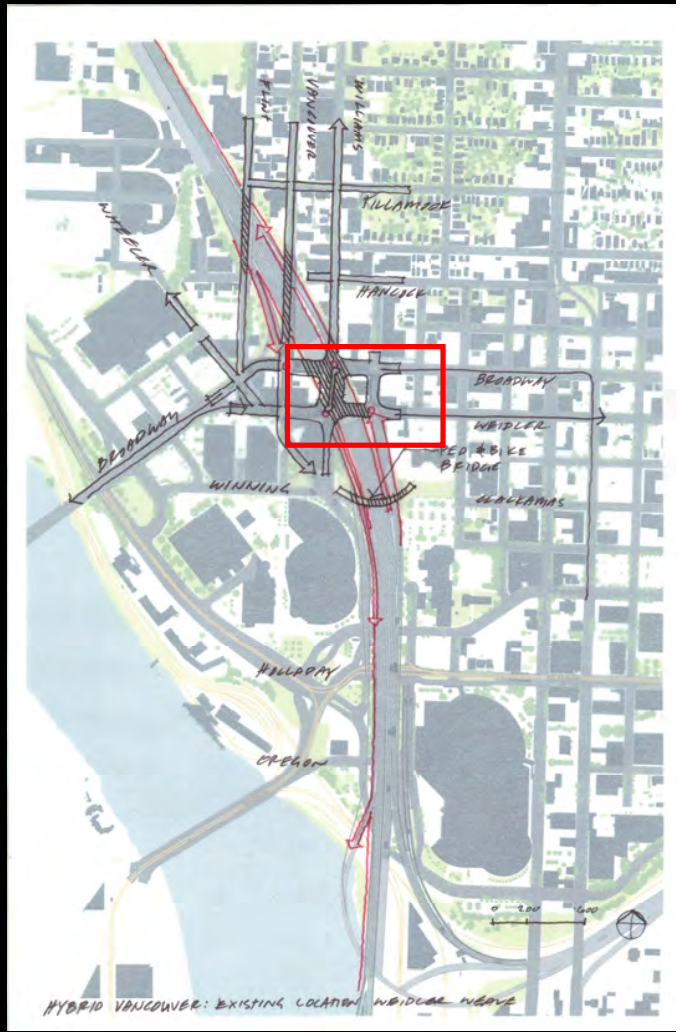
- Rebuild Broadway/Weidler/Williams with lid ($100 - $110 million)

* *Additional costs will be required, at minimum, for rebuilding Flint and Vancouver, north of Broadway ($45-$50m)*



Project Team Recommendation

- Approve the recommended Base Hybrid Project

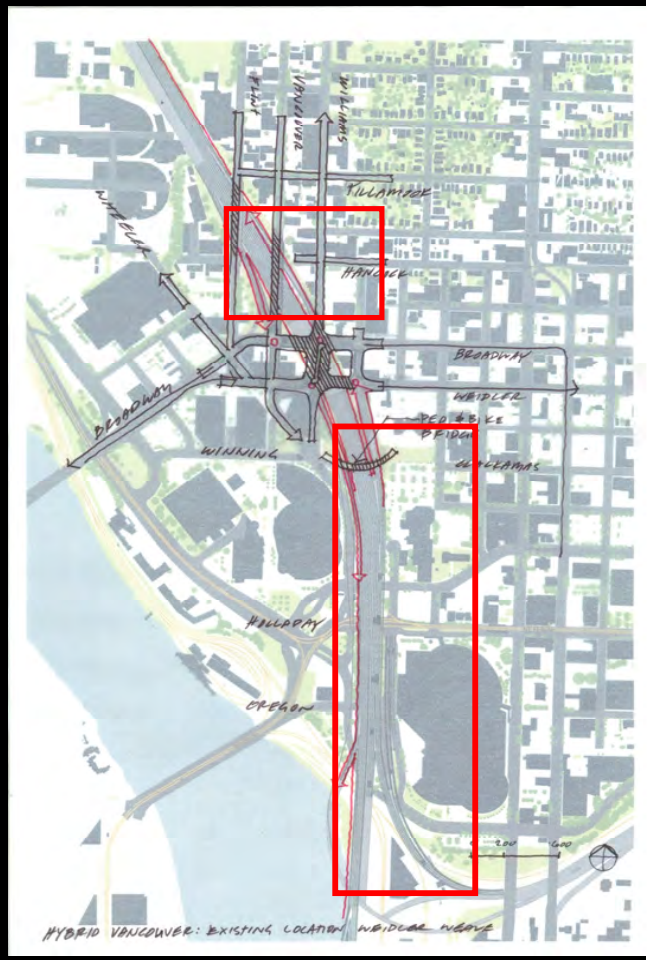


CENTRAL CITY 2035

Decision Points for March SAC

Continue Refinement of Proposed Hybrid Concepts to Include:

- Hancock/Vancouver Overcrossing
- Southbound Braided Ramps
- Multi-Use Path East of I-5
- Clackamas Overcrossing



Questions on Base Hybrid?

SAC Questions 2

Do you agree with the staff recommendation to move forward with the hybrid base concept?

the
leftbank
project

February 15, 2012

Stakeholders Advisory Committee
N/NE Quadrant Project

RE: Interchange Redesign Option 4c

Dear SAC members and project team,

Many of the challenges faced in N/NE Quadrant planning are challenges I have faced through the development of Leftbank and Leftbank Annex over the last five years. Most of the SAC identified criteria for success parallel measures for success in my own adaptive reuse project.

In adaptive reuse, the challenges extend beyond envisioning desired outcomes and working in a clear path toward them. The heart of the work is identifying the aspects of what already exists that can be built upon. Then, seeing the value and potential in a blighted building, carefully dismantling and remaking everything that doesn't work without compromising what does. It is artful, demanding work that calls for countless creative solutions.

The story of Leftbank is a very Portland story. A desert island in a river of fast moving traffic, Leftbank Project faced terrible odds five years ago. Extremely limited parking and a stark lack of commercial community defined a bleak context in which to redevelop a building, activate a neighborhood, and spark and sustain new community. Two elements were crucial in overcoming the neighborhood challenges: dedicating the limited front parking lot to visitors, and creating a calm oasis at Leftbank's front door.

These measures set the community up to welcome clients, and to fully inhabit the building and the neighborhood. Sharing just 20 visitor parking spots, 30+ businesses in the Leftbank community make it work. The parking in this front door lot is irreplaceable. Leftbank is completely cut off from neighborhood streets, and there is no parking on Broadway, Weidler and Vancouver. The calm welcome at the front door is possible because Wheeler is a low volume, one-way street. Despite Leftbank's placement in the middle of the box with high speed and/or high volume traffic on three sides, the building has a "front walk" where the community can step outside and feel refreshed. These things are critical to Leftbank's success.

Rerouting Vancouver as outlined in Option 4c would eliminate that quiet at Leftbank's front door, and decimate the visitor parking that every business requires. These two aspects of Option 4c specifically negate creative solutions to critical challenges that Leftbank put resources into overcoming.

I ask you to understand what the district and the City have at stake if Leftbank fails. In two short years, Leftbank has become known as a hub of creativity,

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entrepreneurship, sustainability, and collaboration between businesses and non-profits. More than 30 businesses have moved in, some of them Portland powerhouses (like Sockeye Creative and Portland Farmers Market), some of them politically and culturally invaluable (Latino Network, Upstream Public Health), and many of them vital start-ups (Upright Brewing, FMYI).

These groups have invested themselves in Leftbank and in the neighborhood. They have pulled together with other Leftbankers to create a place where there was no place before. They have already brought so much to the district and they stand ready to offer much more. But despite their vision, their businesses are subject to the same forces that affect businesses everywhere. They must be able to welcome customers and accommodate visitor parking.

We must see the artful and demanding work of redesigning this piece of Portland as an adaptive reuse project. Leftbank already manifests the highest aspirations of urban planners and stakeholders as a thriving, mission-focused business community at this challenged intersection of east and west Portland. We must not reroute Vancouver and destroy the community that can help shape the district. We must build on it, instead.

Sincerely,

Daniel C. Deutsch



N/NE Quadrant and I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #12 (January 19, 2012)

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N/NE Quadrant and I-5 Broadway/Weidler Plans

JANUARY 19TH, 2011 SAC MEETING # 12 AGENDA

CALAROGA TERRACE, 1400 NE SECOND AVENUE, PORTLAND, OR 97232

TIME	MIN	ITEM	LEAD(S)
5:00	30	**Informal Discussion and Meal**	All
5:30	10	**Standing Items** A) Welcome B) Meeting Purpose/Agenda Review C) Approval of Minutes D) Announcements E) Process Overview/Timeline Reminder	Imperati Lindley
5:50	15	**Land Use Update**	Iwata Lisle
6:00	120	**Freeway** A) Transportation Subcommittee Report B) Overview 1) Where we started and what is our purpose? (10 minutes, Johnson) 2) Subcommittee Recommendation and Discussion (20 minutes, Cullerton) ***Action #1: Do you agree with the Subcommittee recommendation to remove the folded Diamond and Split Diamond Options from consideration?*** C) Presentation of Hybrid elements and evaluation (30 minutes, Johnson) D) SAC Discussion (60 minutes) **Public Comment** ***Action #2: Do you agree with the staff recommendation to carry forward the Hybrid Framework for further refinement?***	Cullerton Johnson
8:25	5	**Next Steps, Meeting Evaluation and Adjourn** A) SAC Meetings: #13 on 2/16 B) Public Event in February: 2/2	Imperati
8:30		**Adjourn**	

N/NE Quadrant and I-5 Broadway/Weidler Plans

November 17, 2011 Stakeholder Advisory Committee Meeting #11 DRAFT Notes

CALAROGA TERRACE, 1400 NE SECOND AVENUE, PORTLAND, OR 97232

Voting Members

Representative	Interest	Organization	Present
Matt Arnold	Trans: Bicycle	Bicycle Advisory Committee	**Y**
Wynn Avocette	At-large		**N**
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	**Y**
Brittain Brewer	Neighborhood Assoc.	Sullivan's Gulch NA	**Y**
Carolyn Briggs	Trans: Pedestrian	Pedestrian Advisory Committee	**N**
Daniel Deutsch	Small Developer	Alora Development	**N**
Malina Downey	Trans: Freight	UPS	**Y**
Debra Dunn	Trans: Trucking	Oregon Trucking Association	**N**
Gary Eichman	Trans: Freight	Portland Freight Committee	**N**
Dean Gisvold	Neighborhood Assoc.	Irvington NA	**N**
Cynthia Carmina Gomez	Environmental Justice / Economic Equity	Latino Network	**N**
Heidi Guenin	Community Health	Upstream Public Health	**N**
Damien Hall	At-large		**N**
Sean Hubert	Affordable Housing	Central City Concern	**Y**
Wayne Kingsley	Business Org: Adjacent	Central Eastside Industrial Council	**Y**
Wade Lange	Prop/Bus/Dev: Lloyd District	Ashforth-Pacific	**N**
Lloyd Lindley	Urban Design	AIA Portland / ASLA Portland	**Y**
Eric Lovell	Business Org: Lower Albina	Uroboros Glass Studio	**Y**
Jenny Lyman	Transit Rider		**Y**
Gary Marschke	BSN Org: NNE BSN Assoc	NNE Business Association	**Y**
Brock A. Nelson	Trans: Rail	Union Pacific Railroad	**N**
Midge Purcell	Community / Civic Org	Urban League	**N**
Paul Riggs	Labor Organization	Building Trades/Columbia Pacific	**Y**
Owen Ronchelli	Trans: Local TMA	Lloyd TMA	**Y**
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	**Y**
William Ruff	High-Density Residential	Multiple property owners/developers	**Y**
Bob Sallinger	Environment	Audubon Society	**Y**
Gary Warren	Neighborhood Assoc.	Lloyd District Community Assoc.	**Y**
Mike Warwick	Neighborhood Assoc.	Elliot NA	**Y**
Justin Zeulner	Prop/Bus/Dev: Rose Quarter	Trail Blazers/Portland Arena Mgt	**Y**

Alternate Members

Ed Abrahamson	Neighborhood Association	Irvington Community Association Land Use Committee	**Y**
Joanna Agee	Small Developer	Alora Development	**Y**
Mike Bernatz	Prop/Bus/Dev: Lloyd Dist	Ashforth Pacific	**N**
Steve Bozzone	Public Health	AROW	**N**
Carol Gossett	Neighborhood Assoc	Sullivan's Gulch Neighborhood	**Y**
Dennis Henderson	Major Retailer	Lloyd Center	**N**
Erin L Kelley	Trans: Pedestrian	Portland Pedestrian Advisory Com	**N**
Andrea Marquez-Horna	Environmental Justice / Economic Equity	Latino Network	**N**
Chris Oxley	Prop/Bus/Dev: Rose Qtr	Portland Arena Mgt	**N**
Kelly Rodgers	Environment	Coalition for a Livable Future	**N**
Bob Russell	Trans: Trucking	Oregon Trucking Associations	**N**
Laurie Simpson	Neighborhood Assoc.	Elliot NA	**Y**
Martin Soloway	Affordable Housing	Central City Concern	**N**
Joice Taylor	Business Org	N/NE Business Assoc. President	**N**
Tracy Whalen	Trans: Freight	ESCO Corporation	**Y**

Non-Voting Members

Jeff Blosser	OCC	OCC	**N**
Lew Bowers/Peter Englander	PDC	PDC	**N/Y**
Chris Deffebach	Metro	Metro	**Y**
Jessica Engelmann	TriMet	TriMet	**N**
Sara King	PDC	PDC	**N**
Susie Lahsene	Port	Port	**N**
Alan Lehto	TriMet	TriMet	**Y**
Paul Smith	PBOT	PBOT	**Y**
John Williams	Metro	Metro	**Y**
Rian Windsheimer	ODOT	ODOT	**N**
Joe Zehnder	BPS	BPS	**N**

Project Team/Staff

Stephanie Beckman	Staff	BPS	**Y**
John Cullerton	Consultant	URS	**N**
Fred Eberle	Staff	ODOT	**N**
Melissa Egan	Assistant Facilitator	Institute for Conflict Management	**Y**
John Gillam	PBOT	PBOT	**Y**
Diane Hale	Staff	BPS	**Y**
Sam Imperati	Facilitator	Institute for Conflict Management	**Y**
Steve Iwata	Staff	BPS	**Y**
Andy Johnson	Staff	ODOT	**Y**
Todd Juhasz	Staff	ODOT	**Y**
Mauricio Leclerc	Staff	PBOT	**Y**
Karl Lisle	Staff	BPS	**Y**
Nicholas Starin	Staff	BPS	**Y**
Tim Wilson	Staff	ODOT	**Y**
David Zagel	Consultant	URS	**N**

Members of the Public: Joshua Curtis; Erik Luysterborghs, Urbansphere Real Estate, Lee Pearlman; Brad Perkins, ICA; Steve Simpson, THA Architecture; Pat Taylor, Reed College; Alison Wicks, PSU; Kurt Widmer, Widmer Brothers Brewing.

INFORMAL DISCUSSION AND MEAL

WELCOME, MEETING PURPOSE, APPROVAL OF MINUTES, AND STANDING BUSINESS

Sam Imperati welcomed the group and reviewed the agenda. Tonight's meeting will be focused on land use, with an update on transportation, along with a briefing on the Portland Plan and the Central City 2035 process and their relationship to this process.

PROCESS UPDATE

Sam provided a brief review of the updated process chart, noting that if the schedule goes according to plan, staff will be seeking a SAC recommendation at the February 16, 2012 meeting. The project team will send out dates of upcoming meetings.

APPROVAL OF MEETING MINUTES

The October 27, 2011 Meeting Minutes were approved as written, with Gary Warren's correction below. Between pages 4 and 6, he wants to be sure the notes reflect that he asked Charles a question about the weight limits of a pedestrian bridge.

ANNOUNCEMENTS

1) Developer's Forum
   BPS is organizing a meeting with key developers and real estate professionals to get their input on the evolving land use concepts and discuss their priorities and vision for developing in the quadrant. Diane Hale is leading the organizational effort. She is still looking for space on February 9 or 10; please let her know if you have space or suggestions.

2) UO Landscape Architecture Studio
   A University of Oregon landscape architecture class has been looking at the Strand concept in the Lower Albina area this term. The class final is in Eugene in December. Lloyd Lindley is going to review what the class has done. Mark Raggett and Karl Lisle are going next week and will bring back materials to SAC.

3) Rose Quarter Development Project Update
   When Peter Englander arrives, we will see if he has any updates for the SAC.

Alan Lehto: hearty thumbs up for the idea of the Developer's Forum.

Sam Imperati announced that Carol Gossett has been appointed to Metro's Transportation Policy Alternatives Committee for a two-year term. Congratulations!

PROCESS OVERVIEW/TIMELINE REMINDER

Sam projected the updated process chart on the screen, which showed new dates and where we are at in the process. He briefly described the goal of each SAC meeting. Sam said the heavy lifting on this project for the staff and the SAC happens between now and March 15.

- Transportation Subcommittee: 12/8
- SAC #12: 1/19
- Public Event: 2/2 (tentative)
- SAC #13: 2/16 (to be confirmed by email poll)
- SAC #14: 3/15
- SAC #15: 4/12
- SAC #16: 5/10
- SAC #17: 5/31
- SAC #18: 6/28

I-5 INTERCHANGE UPDATE

Todd Juhasz, ODOT, said at the last SAC meeting in October that ZGF provided a review of opportunities and constraints of each concept. The SAC voted to remove TDM/TSM as a standalone concept because it did not achieve the necessary improvements. TDM/TSM measures can and likely will be incorporated into all of the remaining concepts.

The traffic analysis will not be ready by December 8, so we decided it would be more effective to have a Transportation Subcommittee instead of a full SAC meeting. This will provide an opportunity for a more in-depth look at the data, and your input will help the consultants finalize their analysis. We will have the evaluation criteria plus data, and it will not be fully digested, but it will be ready enough to have a first cut at it. It will be a forum for everyone to discuss and give input before it is brought to the SAC in January.

INTEGRATION WITH THE PORTLAND PLAN AND CENTRAL CITY 2035

Joe Zehnder, BPS, gave a brief update on the Portland Plan (PP) and the Central City 2035 plan, how they are integrated, and how they are relevant to the N/NE Quadrant plan. A draft of the Portland Plan was recently released and it is now going through public hearings. The PP is a 20-year strategic plan for the City and partner agencies working in Portland, and it is also includes a 5-year action plan for each of the goals. The notion of a strategic plan for a city may be obvious, but cities do not typically operate that way.

The PP framework is based on equity and it includes three strategies:
- Thriving educated youth
- Health connected city
- Economic prosperity and affordability

They are aiming to work on the problems of disparity due to where one lives, race, disability, income and other factors. It is a way for the city to hold itself accountable to all citizens. We want to encourage business success along with household economic success. As you look at neighborhoods, we are projected to grow by 135,000 households over the next twenty years. We want to pay attention to how we design and develop neighborhoods.

Joe said there is a great deal of alignment with PP, CC2035, and what we are talking about here in the N/NEQ process. The city is also doing a comprehensive plan update, which includes the CC2035 Framework and the Quadrant Plans. It includes a project list of what we are going to do for the next twenty-five years to achieve goals, a great example of which is the freeway project. If we do not do it, then it will impact the ability to meet goals.

Bill Ruff: thought he has heard the projections are about a million more people in Portland.

Joe Zehnder: that number is for the Metro tri-county region. The figure he noted is for Portland only. Working number is 100,000 to 135,000 more households in Portland.

Gary Marschke: measures of success – some are easier than others; how are you planning on measuring?

Joe Zehnder: it is in the draft. They have gone through and done a first cut. Metro has also done a lot of measurements. As you said, some are harder to measure than others. They are open to refinement as we go along. This strategic plan is a 5-year action plan, which can be revised.

Mike Warwick: comment regarding housing; it looks like you are trying to view this in context of Metro. Wonders how this is coordinated with housing plans. The strategy seems to be to put low-income population in Portland instead of in Washington County or Gresham near the jobs.

Joe Zehnder: the market drives what product is developed, but the city has to make sure all neighborhoods are successful. Urban renewal money is not the biggest driver in terms of the total amount of housing built.

Pauline Bradford: timeline for comments?

Joe Zehnder: December 28th is new deadline.

Pauline Bradford: would like copy of the plan sent to her.

PROPOSED 95% LU/UD/LT QUADRANT-WIDE CONCEPT (DOES NOT INCLUDE PHASE IV POLICIES AND STRATEGIES)

Karl Lisle and Mark Raggett, BPS, will review revisions to the concept diagrams made since the 9/29 SAC meeting and then discuss the evaluation of the proposed concept vis á vis the project goals. After discussion, the SAC will be asked the following question:

> ***Action****: do you approve the concept layers for the purposes of moving forward with public comment and Phase IV Plan Development?*

Karl referred the SAC to "Staff Responses to 9/29/11 SAC and 10/13/11 TAC comments" document in the meeting packet. He explained the changes that have been made since the last presentation.

Alan Lehto: comment regarding height shift. Dean sent an email today, making the point about owners sitting on property even longer. Suggestions of ways to avoid this? We need to take care not to create situations where people sit on properties even longer.

Karl Lisle: great point; there are different ways to do that; we need to set up the framework in the code to do that.

Eric Lovell: requested clarification of map and area boundaries for this height zoning.

Karl Lisle: that is a level of detail we can come back to – there is room for greater detail in height limits than that illustrated by the concept bubbles.

Eric Lovell: there is a height step-down downtown as you get closer to the river; are we missing an opportunity to do that here?

Karl Lisle: great point. We can look at mechanisms for doing that along the riverfront; the diagram suggests some flexibility – perhaps the ability to trade additional height in some areas for open space and public access in other areas.

Mark Raggett: open space has been talked about right in front of the Coliseum, hopefully ensuring views to and from the Coliseum to the River.

Pauline Bradford: regarding Schuyler – does the proposal go across the street?

Karl Lisle: the Central City plan boundary is Schuyler, so we will not address properties on the north side of the street. The detail of this will be addressed at a later point.

Pauline Bradford: question for clarification; where's MLK on the map?

Karl Lisle: (indicated MLK on the map) the surrounding development around the area are larger lots, car dealerships, etc. Different from Irvington, which has closer single-family homes and the historic district boundary is on Broadway. The streetcar line and historic district are driving this shift. The 6-10 stories on the lower portion is pretty consistent with the height limits in the area today.

Pauline Bradford: there are residential houses of one or two stories all over this area. It needs to be looked at.

Karl Lisle: agreed.

Mike Warwick: wants to reinforce Alan's point of creating false expectations around height. 6-10 stories seems to be too much. He is not opposed to some height. The two super blocks have the greatest potential to support that type of development.

Lloyd Lindley: agrees. Develop the mechanism so it is not granted outright but with provisions to have the ability to go through the community to get there. Mark and I talked about Irvington Place as a model. Regarding views from the Coliseum to the Columbia River, views should be both ways, the whole design of height and bulk on river will take some work. Also, Brock Nelson told us UPRR is willing to work with us to make a connection to the river possible. It will come into the economic exercise to figure this out.

Bill Ruff: mixed use designations – do they address the convention center hotels?

Karl Lisle: not as directly as they could or should. The concept does allow for that type of development, but it is not displayed as the focus. We could look at that.

Lloyd Lindley: can that be a star in that area?

Karl Lisle: yes.

Wayne Kingsley: Riverfront area, what is there?

Karl Lisle: Union Pacific has been there for 100 years, not much else, other than a parking lot.

Peter Englander: heights there now are 100 feet.

Wayne Kingsley: you realize that is all in the working harbor from the grain elevators, north. Cannot see where industrial development is. That overlay might work east of Interstate, not sure about west of Interstate.

Karl Lisle: (showed Interstate on map) agree. There is one block that you can only access by Interstate because the railroad runs along its western edge. That block could be included in the overlay as well.

Wayne Kingsley: should circle back with Brock on the very generous comments Lloyd noted earlier.

Gary Warren: heard comments about view concern along riverbank. Reminds everyone there are great views that will be obstructed going west from most of Calaroga apartments if you allow 20-story buildings.

Peter Englander: are there currently height restrictions at the Rose Quarter itself?

Karl Lisle: yes. It is CX zone, with allowed heights of 100 and 150 feet.

Mark Raggett: there is no bonus height allowed.

Owen Ronchelli: height restriction along Broadway, west of 7th. What are they currently?

Karl and Mark showed on map, explaining heights and height bonuses in the area.

Owen Ronchelli: his point is, with the proposed 6-10 stories, how much of a difference are you proposing from today?

Karl showed it on the map and noted that existing allowed heights are 100 feet with no bonuses.

Owen Ronchelli: from 7th to freeway, it is important to maximize heights along the streetcar, stepping down as you get into neighborhoods. Also, the waterfront issue, since this is aspirational, thinks we should shoot for some pretty cool open space. It is a great opportunity to be right on the water, assuming we can cap the freight there.

Ed Abrahamson: We just want to be sure in the Irvington Historic district; the height of six stories is limited to Broadway and steps down to Schuyler.

Mike Warwick: we are not suggesting height limits to limit development, rather to encourage development. There is plenty of development capacity. If something is going to be tall, it is more likely to be in the Lloyd District. We have got twenty years of the Albina Plan and no construction. Thinks folks are waiting until the market bares taller buildings, and so the land is sitting fallow.

Chris Deffebach: appreciates comparison with LU before this presentation; agrees there is plenty of zoned capacity. Appreciates information on today's conditions.

Pauline Bradford: why not allow for a range of two to ten stories? Variety makes for a more interesting city. They would have to get a variance to do anything different.

Mobility

Mark continued the presentation on mobility and proposed street design typologies.

Tracy Whalen: regarding slides that show Weidler as a scenic street; it is a main street and she wonders how you propose making it into a scenic street with trees?

Mark Raggett: we are not proposing dramatic changes right away, but the plan would encourage more retail and pedestrian activity on Broadway than on Weidler.

Tracy Whalen: traffic is not going to go away.

Mark Raggett: agrees; we are not necessarily taking away traffic or parking.

Mauricio Leclerc: each of these is flexible and will be adjusted to local conditions. So, it may not necessarily have big trees, more of a scenic street flavor.

Tracy Whalen: not fully convinced of the new street typology.

Gary Warren: he is also trying to figure out all these street definitions, not entirely clear.

Mark re-explained the street typology categories.

Gary Warren: what is scenic vs. green? Seems the same. Take Clackamas for example – you have got it flexible, but green.

Mark Raggett: a "scenic" street can still have traffic and have green elements; it's more about the character of the streetscape and adjacent development.

Karl Lisle: with the terms scenic and civic, both have busy traffic and serious transportation functions. They are trying to differentiate the busy retail focused streets, which will be more successful if there are fewer of them. So, they are trying to concentrate the maximum level of activity. The scenic idea is an alternative way to approach busy streets that cannot support as much retail as a civic or "main street," but can be improved with sensitive design and greenery.

Carol Gossett: it seems to her if you look at Lloyd or Broadway; they are huge mixed-use areas. People in cars, other modes of transportation, how are we treating those streets? Will we need more housing to sustain Broadway? Are you comfortable that you are addressing all those issues?

Karl Lisle: we believe it is a pretty good balance, but it is still in development. At the end of the process, the SAC has to agree.

Joe Zehnder: great question. Also thinks the names for the street typology are throwing people off. But really, we need to get at what does it take to support the market? Working with streetcar development? Weidler – one of the opportunities with Broadway and Weidler is that Broadway will be the main street and Weidler could be more residential.

Bob Sallinger: how much work have you done overlaying your work with BES's stormwater plan?

Mark Raggett: we have met with them, and have begun coordinating.

Bob Sallinger: that always gets left to end; you have to be sure infrastructure works with this.

Eric Lovell: went to visit 3rd Avenue in southeast, which was given as an example of a flexible street in an industrial area. It is a disaster. Is there a better model? They have lost access.

Mark Raggett: Yes, it could be better; looking at ideas for the Strand.

Mike Warwick: similar concern to Eric's point on Hancock. In all the designs, it appears you have eliminated Flint. Also, regarding your Broadway-Weidler concepts, he is having a hard time getting his head around them considering all the traffic. Greener, softer streets seem appropriate next to residential. Broadway is successful now, with nice storefronts being supported by residents a block

away. Weidler is clearly not as successful, he agrees with that. Not sure, the main street concepts you have are the right way to do it.

Tracy Whalen: another comment about scenic on Weidler; allowing tree canopy on there, there is retail on Weidler, they have to rely on their buildings for advertising. If you start putting up trees, it blocks views and advertising.

Ed Abrahamson: east of 7th, would like to see more architecture, continuation of bike lane. Also, want to serve neighborhoods with street trees and lights, and encourage development of local businesses.

Justin Zeulner: comment regarding Broadway-Weidler. It was mentioned that Broadway-Weidler have same traffic volumes. Wonders if anyone has looked at flow - is it all day long the same? He was in Vancouver B.C. recently, and noted some streets have a reversible center lane to increase capacity in one direction. Have you looked onto the potential of that?

Mark Raggett: we can look at that in future phases.

Justin Zeulner: could help to activate Broadway as main street.

Gary Warren: they have that in Tucson.

Matt Arnold: thinks the scenic Weidler is a very logical idea; green up Weidler as the "step-child" street, (e.g., MLK-Grand).

BREAK

Open Space

Mark re-capped the open space layer as first shown on 9/29. They have met with Parks staff to discuss acquisition target areas, and possible uses of System Development Charges (SDCs). Parks is looking to develop 3 acres in the Lloyd District by 2020.

Justin Zeulner: is aware there is commonly understand distance from a park to residential areas to be considered usable space - how far away can one be?

Karl Lisle: Parks uses ½ mile; the goal is to be ¼ to ½ mile away.

Justin Zeulner: when we isolate areas for residential, and going back to what Owen said, we have to keep this in mind, the location, and access to parks and open space.

Paul Smith: could you describe vision for the line over the Banfield Corridor?

Matt Arnold: a potential connection at 7th or 9th.

Peter Englander: clarification: the Metro plaza is temporary.

Gary Warren: has heard 15th is going to be a green street. Wonders if everything is in sync or is it preliminary?

Mark Raggett: these match up with the flexible network. (Showed examples on map).

Paul Smith: what do you mean by the connection through the mall?

Karl gave example of what it could be, providing for easier pedestrian flow through the area parks and the mall.

Chris Deffebach: do you think you have really leveraged the full potential of Holliday Park? It is in the middle of a regional center. Wonders how it is being capitalized.

Mark Raggett: hopes the mall can improve its southern edge and that the Doubletree improves its face to the park.

Eric Lovell: mixed regional retail. Is it the right zone on the edge of Holliday Park?

Karl Lisle: Wanda is with Glimcher, which controls future development of the site east of the park. Karl explained map and intentions of proposed land use category and that the crosshatching indicates the desire to see housing mixed in with future retail development. We have been talking with Glimsher.

Wanda Rosenbarger: we are a retail developer; but if the economy had not gone so south, we had a plan for significant residential. Currently it does not pencil out. We are back looking at retail. Glimsher wants residential and were aiming for housing on top of retail. We have a dilemma. Retail is interested in going there, but they are interested in more of an internal focus.

Karl showed vision of improvements, with more grand entrances on the park, improving use and safety of park.

Carol Gossett: Holliday Park is in Sullivan's Gulch. It is our only park. They are interested in access to and safety in that park.

Green Systems

Mark continued with presentation, noting changes since 9/29. Bob mentioned BES, and they have had a meeting with them to coordinate on stormwater, tree canopy and other related issues. He showed the BES map on stormwater management. They want to build in features to help harvest and process rainwater.

Eric Lovell: question about stormwater collection; how is city planning to deal with the bioswales? There are many being built and the older ones are not being maintained. They are filled with garbage and have become wild areas. How to deal with this?

Mark Raggett: need to continue those conversations.

Lloyd Lindley: wide green line on Russell. There is a large triangle cut off at railroad, there is a truck turn around, it is quite a large area. Could pick up some of the stormwater and treat it there.

Bob Sallinger: comment regarding street trees; the district is not going to meet the City's target for 33% canopy cover. In every process he is in, we are not meeting that target. Stormwater treatment and ecoroofs should be higher priority. He is also concerned about the river – how are we going to restore the river and connectivity of salmon habitat?

Gary Warren: he is embracing the concept of green street around here, but has concerns about liability. If one of his seniors falls off into one, he has asked BES about liability and apparently, it is on him. Also, clarification re: harvesting rainwater on the bridge.

Mark Raggett: the water is shown being brought down to Multnomah or Holladay. It goes under the freeway instead of over it.

Gary Warren: to Charles, what are we talking about here, pedestrian bridge changing to six lanes?

Charles Kelly, from audience: this bridge is an opportunity for improvement, ped, bike, perhaps part of district energy system, green system. This group will set up a framework for what it should be for putting the brackets around it.

Gary Warren: you designed it to be six lanes wide. He is going on record to oppose it. No problem with energy, or other things across it. Just not cars and trucks.

Sam Imperati: these are conceptual plans. We are striving for balance, and no decisions have been made yet about the detailed design of the bridge

Lloyd Lindley: the goal was to create a park bridge, and you need some area to do that. That was the intention for this design. There are successful examples in Seattle and other places that have never been converted. Thinks that is the right way to frame it. There is no intention to turn it into a road.

Gary Warren: feels it is beyond what he thinks of as a pedestrian bridge.

Paul Smith: the minimum from the Ped/Bike Advisory Committee is a twenty-four foot wide path. We have preliminary designs across Hayden Island, and the Gibbs Street bridge, which is under construction. Those are more along the lines of what we are talking about here.

Lloyd Lindley: thinks it is a misnomer to use the term "lanes," no disrespect to Gary.

Paul Smith: a good width to move people is twenty-four feet. Anything extra is for a park.

Todd Juhasz: the proposed pedestrian bridge is aspirational. If it is determined that the SAC members are opposed to a pedestrian bridge, then the proposal will be dropped.

Eric Lovell: not interested in a utilitarian crossing with chain link on each side like Springwater trail bridge; thinks a park bridge is a better amenity.

Wade Lange: district energy; as we look at ecodistrict, it may be more efficient to have two zones with energy production occurring on the eastern end of the district as well.

PUBLIC COMMENT

Lee Pearlman, FYI, on Dec 1, PBOT holding open house at Architectural Heritage Center, 701 SE Grand, on the street car. It is a given it is going to have a fare on this side of the river, and they are looking at should there be a fare, if so, what, and also the issue of transfers to the TriMet system. Next, a personal comment, he has been active in Eliot, regarding Hancock Street - don't make it a road. No traffic other then pedestrians or bikes. They want a guarantee, if that is possible, that there will be no cut-through traffic. It would just be moving the problem or creating a new one. This neighborhood has sacrificed enough.

Brad Perkins; Broadway is not a regional street. We should get off this notion of a regional street. Still interested in de-coupling east of 24th. City Council has voted to approve $3M funding for Coliseum improvements. What are we going to do to improve the Rose Quarter? Likes idea of mixed commercial and residential that wraps around RQ down to water. Why is Dreyfus Storage a sacred cow? The money is available for high-speed rail. Let's aspire for something really great for development between Interstate and river. Tomorrow morning, we will be talking about this at West Hayden Island Advisory Committee – let's move them out there, they are a bulk product. In order to make this stuff happen, we need to think about what's possible. Sees a ribbon going through with a bike trail as a really good idea.

Sam thanked the members of the public for their comments and referred group to the evaluation summary. It will be emailed out to the SAC; we want you to give staff direction. At the next SAC, what you saw today will be further refined. The purpose of tonight's meeting is to take your pulse on how close is the LU/LT/UD proposed concept getting. We went through it in 4 layers. My sense based on your comments, is if we used the 1-2-3 voting, there are people who would vote 2 and some would vote 3 on certain elements. He is proposing we identify those issues that, had a vote been called, would get a 2 or 3, to identify those issues that need further work. The assumption then is that the remaining issues would get a 1 and staff can proceed.

The "2 ½" and "3s"

Tracy Whalen:

- Scenic street designation of Weidler; how would you envision putting in trees; wants to know what it would take to really do it. Would you lose parking? Lanes?
- Stormwater treatment – needs more definition, pencil it out. Concerns about how this would work with pedestrians, parking, bicycles.

Carol Gossett:

- Broadway-Weidler is very complex. There are parking issues, design issues, and height issues. There needs to be more definition of what is intended.

Wade Lange:

- Need more definition of the street types, what do they mean? Maybe re-name them?

Justin Zeulner:

- Agree about the need to better define Broadway-Weidler.
- Concerns about open space; must be coordinated with residential development; have to check in with other stakeholders;
- Concerns about the land use proposed on the riverfront in the Rose Quarter;
- Is the Clackamas overcrossing a possible fatal flaw for the proposed green systems? Have we devised an alternative to make these systems work even if we don't get those crossings?

Pauline Bradford:

- Issue of height - 6-10 story land use designation along Broadway; prefers 2-10 for more flexibility

Gary Warren:

- Agree with issues about building height transition from Irvington/Eliot;
- Concerns about the green street concept;
- Possible Clackamas/Wasco couplet – has not been fully explained;
- No comment from staff tonight about residential zoning – are you proposing to preserve what exists in Lloyd today?
- Clackamas overcrossing – very emotional issue. Something that wide can be turned into a street; whatever is discussed by this committee can be forgotten in 10 years;
- View corridor issues – uncomfortable with tall buildings on the riverfront;

Bob Sallinger:

- Tree canopy targets
- River restoration

The "2s" – issues that need more refinement

Mike Warwick:

- Hancock overpass is a concern, but we will keep an open mind to see if there is a way to design so it works. Has had conversations with City, thinks they understand his issues.
- Heights on Broadway - would rather see heights that do not allow property owners to squat on land, rather see 2—3 story buildings rather than waiting for 10 story building. Zoning proposals need to address that.
- Lower Williams/Vancouver – the notion of "encouraging residential" – it has been encouraged for 20 years and it is not working because of the RH zoning. Allow residential but don't encourage it.

Lloyd Lindley: Generally pleased with work so far. Feels much of this can be worked out in Phase IV. Show details that could help address concerns include:

- Show a hotel district around convention center
- Waterfront tools that could be used to control development and to help with riparian edge;
- Broadway-Weidler tools; would like to see some examples of Broadway-Weidler as parallel street, show as pair and how they work together;
- Russell Street – could be a green street going to the river;
- Better explain how stormwater management would be integrated;
- Sympathetic to Gary's concerns around Clackamas, and thinks the SAC needs more information to understand a park-bridge as a permanent construct;
- Also, need to further define the Hancock bridge.

Ed Abrahamson:

- Height issues on Broadway - would like to see lower maximum heights the whole way;

Need to consider the connection to Lloyd Center in the designation of Broadway-Weidler.

Bob Sallinger:

- Wants to see more coordination between Planning and BES on green streets

Sam said staff will go forward with refining the issues that have not been mentioned above. We will consider options for next steps – perhaps a subcommittee to deal with issues that SAC members ranked 2s and 3s. We will update the SAC as soon as we have figured out next steps.

NEXT STEPS AND MEETING EVALUATION

Sam distributed the evaluation form.

ADJOURN

Sam thanked everyone for a good meeting and adjourned at 8:30 pm.

Notes respectfully submitted by the Institute for Conflict Management, Inc. facilitation team.

SAC #11 Meeting Evaluation Summary
NOVEMBER 17, 2011

12 Evaluation Forms

		Poor	Fair	Good	Very Good	Excellent
1)	**OVERALL MTG QUALITY**			2	7	3
2)	**PACING**		Little Slow	Just right	Little Fast	
			2	9	1	
3)	**CLARITY PRESENTATIONS**			4	3	5
4)	**DOCUMENTS**			5	4	3
5)	**DISCUSSION**			2	6	4

6. MOST USEFUL?

- Discussion
- Discussion and briefings
- Discussions leading to future plan
- Humor
- Maps (x 2)
- More presentations
- When the proposal description includes the "why"

7. LEAST USEFUL?

- Good work, All!
- Public Input
- Text
- Transportation proposals – hard to follow

8. COMMENTS, SUGGESTIONS, OR QUESTIONS?

- Documents: would benefit from having ALL slides used
- Keep going

CENTRAL CITY 2035

N/NE QUADRANT

N/NE Quadrant and I-5 Broadway/Weidler Plans
Updated Phases III and IV

Timeline

Fall/Winter 2010

SAC #1-4: Sept–Jan
Community Walks: Sept
Public Open House: Nov
Subcommittee Meetings: Dec

Spring/Summer 2011

Charrettes: Feb and April
Subcommittee Mtgs: Feb-June
SAC #5-8: March-July
Public Open House: June

Summer/Winter 2011-2012

Outreach Mtgs: June-Sept
LU Subcommittee: 9/14

SAC #9: 9/29

Trans Subcommittee: 10/12

SAC #10: 10/27

SAC #11: 11/17

Trans Subcommittee: 12/8

LU Subcommittee: 1/11

SAC #12: 1/19 — We are here

Public Event: 2/2

SAC #13: 2/16

Spring 2012

SAC #14: 3/15

SAC #15: 4/12

SAC #16: 5/10

SAC #17: 5/31

SAC #18: 6/28

Post June 2012

Hearings to be determined

Process Overview

PHASE I
Background and Existing Conditions
Project Goals and Scope
Issues, Opportunities and Constraints

PHASE II
Develop Concept Alternatives
SAC Approval of Concepts for Phase III Analysis and Evaluation

PHASE III
Analyze Alternatives and Select Recommended Concepts

N/NE Quadrant LU/UD/LT

Staff/Consultants Conduct Outreach and Analyze LU /UD /LT Quadrant Concepts and Subarea Choices

SAC 9: 70% Draft Proposed Quadrant Concept Recommendations on Subareas
SAC review and direction

SAC 11: Refined Quadrant Concept
Preliminary SAC Recommendations

I-5 B/W Freeway/Interchange Area

Staff/Consultants Analyze and Refine Freeway and Interchange Concepts (*Including potential mixing and matching of elements)*

Staff/Consultants Analyze Refined Freeway Concepts with Proposed Quadrant Concept

SAC 10: Freeway/Interchange Analysis
Review Preliminary Results

SAC 12: Freeway/Interchange Concepts
Preliminary SAC Recommendations

Public Comment on SAC Recommendations

SAC 13: Confirm Phase III Recommendations on Quadrant LU/UD/LT and I-5 Freeway/Interchange Post Public Comment

PHASE IV
Final Development of Plan(s)

SAC 14: N/NE Quad LU/UD/LT Plan
SAC Direction on Draft Policy and Implementation Strategies
(Goals and Objectives, Policy, Quadrant Concept Diagrams, Action Items, Zoning Amendments, and Maps)

SAC 15: I-5 Freeway/Interchange Facility Plan
SAC Direction on Draft Plan Elements
(Concept Level: Diagrams, Cost Estimates, Environmental Impacts and Proposed Mitigation Strategies)

SAC 16: Further Refinement of Plan(s)

SAC 17: Further Refinement of Plan(s) and Extended Public Comment

SAC 18: Final SAC Recommendations

PHASE V
Adoption/Approval Process

Portland Planning and Sustainability Commission and City Council
Oregon Transportation Commission

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Jan 17, 2012: Updates at www.portlandonline.com/bps/cc2035/nneq

Oregon Department of Transportation

Staff Responses to SAC Questions and Concerns

From November 17, 2011 SAC Meeting

Below are staff responses to issues raised by SAC members at the November 17 meeting which focused on the proposed concept for the N/NE Quadrant district plan. The topics below were identified by SAC members as issues that may have resulted in a "2" or "3" vote if the question had been formally called at that meeting (1 = full support; 2 = support but would prefer modifications; 3 = do not support). A Land Use Subcommittee meeting is scheduled for January 11, 2012 to discuss these issues in more detail, particularly regarding the proposed system of street and development characters (typologies). In some cases, requests for more detail will be addressed in the next phase of work when more specific proposals are developed as part of the Draft Quadrant Plan.

Land Use/Height

1. **Concerns about tall buildings on the Rose Quarter riverfront and the potential loss of views.**

The vacant riverfront site (between the UP Rail Line on the bank and Interstate Avenue) in the Rose Quarter is privately owned and has existing development entitlements of 4 to 1 FAR and a 100 foot height limit. The proposed concept envisions a mix of development and open space on the site, consistent with the vision set forth in the Rose Quarter District Plan. It is anticipated that development of the site as envisioned would require a joint public-private partnership to secure public open space and potentially relocate the railroad tracks. In this situation, it would be desirable to maintain the flexibility to allow taller buildings to be built on the site, if it were to result in dedicated open space. Under this scenario, the open space would allow for views to downtown and to the Memorial Coliseum from the river.

2. **Concerns about heights proposed on Broadway, including:**
   - **More detail needs to be shown for the transition between Broadway and Schuyler within the Irvington Historic District. Request for a 2 story height limit on Schuyler.**
   - **Request for a height range of 2 to 10 stories (instead of 6 to 10 stories) between the freeway and 7th for more flexibility.**
   - **Prefer lower heights along the entire length of Broadway. Request for no more than 10 stories.**
   - **Prefer heights that encourage development (2-3 story) rather than encouraging property owners to wait (10 stories).**

The heights shown in the proposed concept are intended to provide general guidance about the maximum heights that would be allowed in different areas. A more detailed height proposal will be developed in the next phase of work as part of the draft plan. Responses to specific concerns raised are provided below:

- Staff is aware of the desire to have a transition in allowed height between Broadway and Schuyler within the Irvington Historic District and will incorporate this in the detailed height proposal to be developed in the next phase of work.

- The 6 to 10 story height range between 7th and the freeway suggests the desired future urban form in which the scale of development ramps up as you move west toward the Rose Quarter and Broadway Bridge. It would not preclude smaller buildings. This is consistent with previous direction from the SAC to allow for a larger scale of development in this area to optimize the investment in streetcar.
- The proposed concept calls for increased height in lower Broadway adjacent to the Rose Quarter and at the Broadway Bridgehead. This is consistent with the concepts developed as part of the Rose Quarter District Plan and public input has been predominantly supportive of more intense development in that area.
- Staff agrees that there is an issue with too much entitlement in FAR and height in the Lloyd District and will work to develop tools to address this concern. At this time, the concept is intended to illustrate the maximum height that the community would find acceptable, provided it came with an appropriate level of amenities and public benefit. Certain conditions may be required in order for a development to achieve these heights.

3. Opposition to any plan that calls for up zoning unless such up zoning is matched by an equivalent amount of down zoning in the plan area. There is more than enough density under current zoning, and additional up zoning will deter development while owners wait for a market for big buildings.

The proposed concept anticipates "up zoning" in a handful of sites including the PPS Blanchard site, the area around Historic Russell Street, the Vancouver/Williams corridor and possibly at Multnomah and 21st. These changes are proposed to respond to development opportunities and to address issues identified with the current zoning. Not all zoning changes would necessarily allow for higher density of development, but would allow for greater flexibility of uses. For example, within the Vancouver/Williams corridor, a change from high density residential to central employment zoning would result in a slight decrease in FAR and maximum height.

Additional height allowances, achieved through an updated bonus system, would be necessary in certain areas to achieve the desired character of the proposed concept. These areas include the high density central core of the Lloyd District and the Broadway Bridgehead.

As described in #2 above, staff agrees that there is an issue with too much existing entitlement in the Lloyd District and will work to develop tools to address this concern.

4. We need to discuss what will happen with the existing residential zoning in the Lloyd District.

Staff agrees that this will be an important discussion to have with the SAC. The proposed concept calls for a strong residential presence in the central core of the Lloyd District where there is an existing pocket of Central Residential (RXd) zoning. Details of how that proposal will be implemented, including tools to encourage development and retention of existing housing will be included in the next phase of work during which the draft quadrant plan will be

developed. The appropriate zoning for the area will be one of the issues considered at that time.

5. **Residential uses have been encouraged along lower Williams/Vancouver for 20 years; it is not working. We need to allow residential uses, but not encourage them.**

This comment is helpful for the next phase of work where more specific zoning and tools will be proposed. The concept proposes a mix of commercial, employment and residential uses along the lower Williams/Vancouver corridor. No changes are needed at the concept level.

6. **We don't want to lose the concept of a hotel district around the convention center. Add something to the concept to acknowledge it.**

The proposed concept calls for high density mixed use development around the convention center that would complement and ideally enhance the convention center events by encouraging greater activity. More specific recommendations about developing a hotel district can be included in the quadrant plan, which will be developed in the next phase of work.

Mobility

7. **Concerns about the proposed street typologies, including:**
   - **Generally need more definition of what is proposed.**
   - **Would like to see some examples of Broadway-Weidler as parallel streets - show how they work together.**
   - **How would the street section of Weidler change under the scenic street typology - would it affect on-street parking or the number of lanes?**
   - **Need to consider other issues in planning for Broadway and Weidler - parking, design, height, how they interact with the Lloyd Center mall.**

Staff agrees that there needs to be more discussion about the proposed street typologies and it will be a main topic of discussion at the land use subcommittee meeting scheduled for January 11, 2012. To assist with this discussion, staff is working on descriptions and examples to better illustrate what is intended. Since the November SAC meeting, the proposed street typologies have been revised based on SAC and agency input and is now being called "Street and Development Character" to be more descriptive of the proposal. A revised proposal that describes the four different street types, including their proposed function, design characteristics, and visual examples is included under separate cover.

8. **The current proposal for the Clackamas overcrossing is wide enough to be turned into a traffic street in the future. This should not happen. We need more definition about what a "park bridge" would look like.**

The width of the pedestrian/bike crossing that has been displayed in some concept maps and in the physical model is intended to represent a pedestrian/bike bridge that is wide enough to have amenities such as enhanced landscaping and seating. The SAC voted to eliminate local traffic from the proposed overcrossing on 9/29/11 with 15 members voting "1" and 2 members voting "2" in favor of moving the Clackamas overcrossing forward into phase III as a

pedestrian/bike only bridge. City and ODOT staff support this direction and do not intend to propose the crossing be used for local traffic now or in the future. In addition, the grades (likely necessitating ADA ramps, stairs/elevators) would make it very difficult to construct a crossing suitable for vehicular traffic in this location. Staff will continue to work to clarify the potential design and features of the overcrossing.

9. The Eliot Neighborhood is concerned but open minded about the Hancock overcrossing and is waiting to see if there is a way to design it so it doesn't bring additional traffic into the neighborhood.

Project staff is aware of this concern and will continue to work with the neighborhood on designs that would prevent traffic impacts, should a new overcrossing within the Eliot neighborhood be recommended as part of a preferred I-5 freeway improvement concept.

10. We need more information about a possible Clackamas/Wasco couplet.

The proposed concept does not include a couplet on Clackamas and Wasco. The urban design diagrams that prompted this comment were intended to identify possible alternative alignments for the proposed open space and green street that would provide a central amenity for the high density neighborhood envisioned in the central core of the Lloyd District. The concepts have typically placed this spine along NE Clackamas Street, but as an alternative, it could end up being on Wasco. The concept will continue to show the flexible connection along the Clackamas alignment.

<u>Open Space and Green Systems</u>

11. Concerns about coordinating open space with residential development; need to check in with other stakeholders on these issues.

The existing open space at Holladay Park is currently bordered on three sides by non-residential uses that are not anticipated to change significantly over the life of the plan. Residential is desired east of the park and the proposed concept calls for mixed regional retail, entertainment and residential on that site. The proposed concept also includes a series of new parks along Clackamas Street, extending from roughly the Lloyd Center to the Rose Quarter that would serve as a central amenity for the high density residential focus area envisioned for the central core of the Lloyd District. Staff will continue to check in with stakeholders to make sure this proposal fits with the desired future for the area. In addition, methods to tie residential development and open space together can be explored in the next phase of plan development.

12. The proposal needs to address tree canopy and citywide targets.

As shown in the table below, the existing tree canopy within the quadrant falls short of the targets established in the City's 2004 Urban Forestry Management Plan. It is important to note that these targets were established to measure citywide progress toward meeting tree canopy goals and were not intended to be strictly applied to every property or in all areas of the City.

Existing N/NE Quadrant Tree Canopy and Citywide Targets

Land Use Category	Current N/NE Quadrant Canopy**	Current Citywide Canopy*	Citywide Target *Urban Forest Management Plan, 2004*
Residential	n/a	30%	35%-40%
Commercial/Industrial	6%	7%	15%
Parks & Open Space***	45%	28%	30%
Rights-of-way	10%	17%	35%
Total	9%	26%	33%

* from 2002 as cited in Portland's Urban Forest Canopy, Parks and Recreation 2007.
** estimate using GIS analysis of Metro's 2007 high structure vegetation mapping. Excludes area within the Willamette River.
*** not including undeveloped natural areas.

The Central City, where City policies and zoning encourage full site build-out, offers limited opportunities to achieve significant tree canopy on private property. So we anticipate lower tree canopy coverage within the Central City than we would expect to see in lower density/intensity commercial and industrial areas.

In the N/NE Quadrant more significant opportunities to increase tree canopy exist along rights-of-way, including freeway corridors, and to some degree within parks. The water quality/tree canopy corridors emphasize the surface treatment of stormwater, vegetation and large-canopy trees. Enhanced tree canopy is also suggested on boulevards (previously "scenic" streets), where a lush, highly vegetated environment is would be encouraged. Additional tree planting could also be done in Sullivan's gulch and other open spaces within rights-of-way. Additional parks are also called for within the quadrant, which would provide tree planting opportunities.

More specific tree-related goals and objectives and strategies for meeting them will be developed as part of the next phase of Central City plan development. These goals and objectives should focus on the role and functions of trees, priority locations, maintenance, and implementation opportunities. Through this process we can determine how the Central City can contribute to Portland's overall tree canopy, which will inform future programs and investments both inside and outside the Central City 2035 plan area.

13. How are we going to restore the river and connectivity for salmon habitat?

Restoring the Willamette River is a challenge that requires action on the part of many entities including the City and other local, county, state and federal agencies, property owners, businesses and the community at large.

The River Plan/Central Reach is focusing on four main tools for improving natural resource conditions along the Willamette River in the Central City:
A. BPS is developing a Natural Resource Inventory (NRI) that identifies existing habitat areas and the functions they provide. The information in the NRI will be used to inform discussions and decisions about natural resource conservation and restoration during the Central City planning process.

B. The existing greenway zoning code regulations (development standards, greenway review approval criteria and design guidelines) will be revised to more flexibly and effectively address natural resource conservation, mitigation and enhancement in and along the river. The regulations will be revised to support the natural resource and green system goals and policies drafted for the Central City Concept Plan and quadrant plans.

C. BPS is working with the Bureau of Environmental Services to identify potential restoration sites in the Central Reach. As part of the River Plan / North Reach, NOAA Fisheries recommended restoration sites every 1/4 mile. This type of goal may be hard to meet in the Central Reach. The NRI shows that there is very little existing shallow water habitat in the Central City, and our work with BES shows that there are few areas that are good candidates for traditional restoration such as laying back the river bank and daylighting/restoring stream mouths. That said, there are two potential enhancement sites shown on the proposed N/NE concept map.

As part of the Central City planning process we will consult with scientists about the best approach to take in the Central Reach, and we will look for sites that have the potential for creative approaches to restoration that can work in a highly urban environment. We will look south to Ross Island, Oaks Bottom and other less developed area for additional restoration sites. We will also explore opportunities to benefit wildlife through development design (e.g., bird friendly buildings, habitat oriented ecoroofs).

D. As part of the quadrant plans, the River Plan/Central Reach team will help to identify opportunities to connect upland green systems (green streets and corridors, eco-roofs, parks and open space, etc.) with the river to support and enhance overall natural resource functions for this area.

14. Concerns about the green street concept, including:

- **Need more definition about the potential stormwater treatments in water quality corridors (e.g. potential conflicts with pedestrians, bicyclists, parking).**
- **How they relate to the flexible and scenic street concepts.**
- **Need for coordination between BPS and BES.**

Green streets are shown on the concept as “water quality/tree canopy corridors”, which are intended to provide a system of green infrastructure that could capture stormwater, shade streets and generally add vegetation to the built environment. These streets would provide a greater emphasis on green infrastructure than might be placed on other streets, for example those with a retail focus. The water quality/tree canopy corridors generally correspond with the flexible street system, but in a couple of examples correspond with boulevards (previously “scenic” streets). The flexible street system is geared more toward pedestrian travel, although cars would likely be allowed on most streets. Likewise, the water quality/tree canopy corridors would be expected to focus on pedestrian travel and green infrastructure, such as stormwater swales and large canopy street trees. It should be noted that green street facilities may also be included in other streets as redevelopment occurs according to existing City stormwater

regulations. Staff is working on examples to better illustrate how water quality and tree canopy can be incorporated into streets and will continue to coordinate with the Bureau of Environmental Services to ensure that the proposal is consistent with their goals for the area.

15. Opportunity for Russell to be a green street leading to the river.

Comments from Lower Albina stakeholders have emphasized the importance of retaining the industrial character of streets within the district, including adequate movement for trucks. Designating Russell as a green street may not be consistent with that direction. In addition, Russell had recent streetscape improvements (Fall 2009) that were the result of a public process to determine the appropriate character for the street. That said, there may be opportunity to add green infrastructure, such as trees and stormwater facilities, to the Lower Albina area within unutilized space in rights-of-way. Open areas at the base of Russell have been noted, however the majority of that area is privately owned at this time.

16. Are the Hancock and Clackamas overcrossings potential fatal flaws for the green systems concept? Have we devised alternative proposals for district energy if we don't get these crossings?

The proposed concept envisions redevelopment of Clackamas Street as a green street with enhanced pedestrian amenities and a pedestrian/bike bridge over the freeway. Given its anticipated redevelopment, it would also make a good route for a district energy spine connecting the Rose Quarter and the rest of the Lloyd District. However, it would be possible to install this infrastructure in other streets as they are redeveloped. Holladay and Multnomah could both serve as alternate routes. The quadrant plan can clarify that the proposed district energy system shown in the diagram is conceptual and that exact routes may differ based on implementation opportunities that arise. The Hancock overcrossing has not been shown as a route for district energy or other green systems in the proposed concept.

January 18, 2012

N/NE Quadrant and I-5 Broadway/Weidler Plans Project

Stakeholder Advisory Committee: Meeting # 12 – January 19, 2012

Staff Report: Recommended Hybrid Framework for the I-5 Broadway/Weidler Interchange

I. INTRODUCTION

The Oregon Department of Transportation (ODOT), the City of Portland Bureau of Transportation (PBOT), and the City of Portland Bureau of Planning and Sustainability (BPS) are jointly managing a project that includes preparing a long-range plan for the overall N/NE Quadrant of the Portland Central City and identifying specific improvements to I-5 between I-84 and I-405 (Fremont Bridge), as well as improvements to the Broadway/Weidler Interchange.

This staff report describes our Hybrid Framework recommendation for the I-5: Broadway-Weidler Interchange Plan. It outlines the freeway and local street elements and defines the key issues for further analysis. The purpose of this staff report is to support staff recommendations on the following key SAC questions:

Question #1: Do you agree with the Subcommittee recommendation to remove the Folded Diamond and Split Diamond options from consideration?

Question #2: Do you agree with this Staff Recommendation to carry forward the Hybrid Framework for further refinement?

II. Background

The project team has worked closely with the N/NE Quadrant Stakeholder Advisory Committee (SAC) to identify a wide range of freeway and interchange improvement concepts that can improve freeway safety and operations, while being compatible with emerging long-range land use/urban design plans and supportive of economic development within the overall N/NE Quadrant. The range of freeway and interchange improvement options has been narrowed to a few of the most promising concepts.

The process for identifying, evaluating, and narrowing the concepts has included several SAC actions by the, including:

A) Adoption of project goals and objectives	SAC Meeting #4, January 4, 2011
B) Freeway/Interchange Charrette	April 2011
C) Narrowing from 70+ ideas to 13 concepts	SAC Meeting #6, May 26, 2011
D) Narrowing from 13 concepts to 6 concepts	SAC Meeting #8, July 28, 2011

At SAC Meeting #10 in October, the committee reviewed a physical model of the six interchange concepts and received a presentation summarizing key findings. At the SAC Subcommittee meeting on December 8, 2011, staff presented information on the performance

of each concept and the subcommittee discussed their pros and cons. Based on the technical information, rankings, and discussion, the subcommittee recommended the following:

A) No further work on Concept 4a, Split Diamond and Concept 4b, Folded Diamond.

B) Identify the best elements of each remaining concept (Braided Ramp/CD Road, Rebuilt Structures, and Three-Point Interchange), explore including those elements in a hybrid concept(s), and report findings at the January 19, 2011 SAC meeting.

III. Staff Recommendations

Question #1: Do you agree with the Subcommittee recommendation to remove the Folded Diamond and Split Diamond options from consideration? **YES**

Question #2: Do you agree with this Staff Recommendation to carry forward the following Hybrid Framework for further refinement? **YES**

Hybrid Framework: Based on technical assessments of bicycle and pedestrian operations, urban design/land use potential, traffic analysis, and freeway safety.

A) Base Elements:

1) TSM and TDM strategies will be included,
2) Mainline Freeway Elements require re-building the Weidler, Broadway, Williams, Vancouver, and Flint Overpasses,
3) Mainline Freeway Design Elements: Auxiliary Lanes and widen shoulders would be included in both directions,
4) Broadway-Weidler Interchange enhancements including improved facilities on the new bridges/lid for all modes, and
5) Clackamas Bicycle-Pedestrian over-crossing.

B) Additional Elements:

1) SB Braided Ramp
2) Move the southbound on-ramp from Wheeler/Winning Way to Weidler (4c)
3) Use the “English” style (left side driving) concept on Williams between Broadway and Weidler (2 and 4c)
4) Two options for rebuilding the Vancouver and Flint Overpasses:
    a) Keep Vancouver and Flint at its current alignment (2 and 3)
    b) Realign Vancouver west to align with Flint or Wheeler (4c)
5) Include a freeway lid where feasible when rebuilding structures (4c)
6) Eastside multi-use path (MUP) connecting Eastbank Esplanade to Broadway

C) Discarded Elements:

1) NB CD road on Eastside of I-5
2) Folded Diamond and Split Diamond

IV. Next Steps

- **January 19 SAC Meeting:** Review the I-5 Framework Recommendations

- **February 2 Open House:** N/NE Quadrant Concept Recommendations and I-5: Broadway-Weidler Framework Recommendations

- **February 16 SAC Meeting**: Final Review and Endorsement of N/NE Quadrant Concept Recommendations and I-5 Broadway-Weidler Recommendations.

- **February to April:** Phase IV DRAFT N/NEQ Plan and I-5: Broadway-Weidler Plan



N/NE Quadrant & I-5 Broadway/Weidler Plans

SAC Meeting **January 19, 2012**

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Oregon Department of Transportation

Presentation

- Project Purpose
- Technical Evaluation Summary
- Question #1
- Transportation Subcommittee Report
- Hybrid Framework
- Question #2

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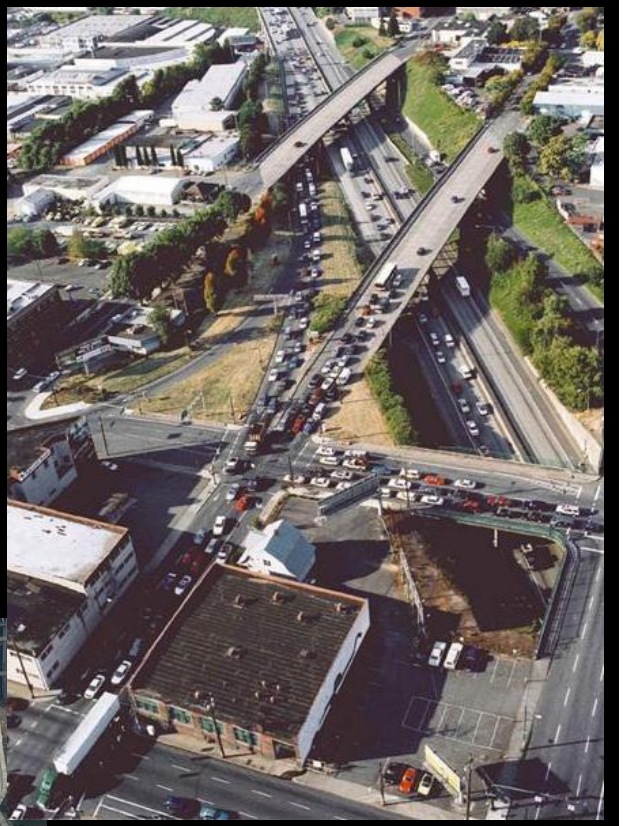
ODOT Purpose

Improve safety and operations on I-5

in the vicinity of the Broadway/Weidler interchange







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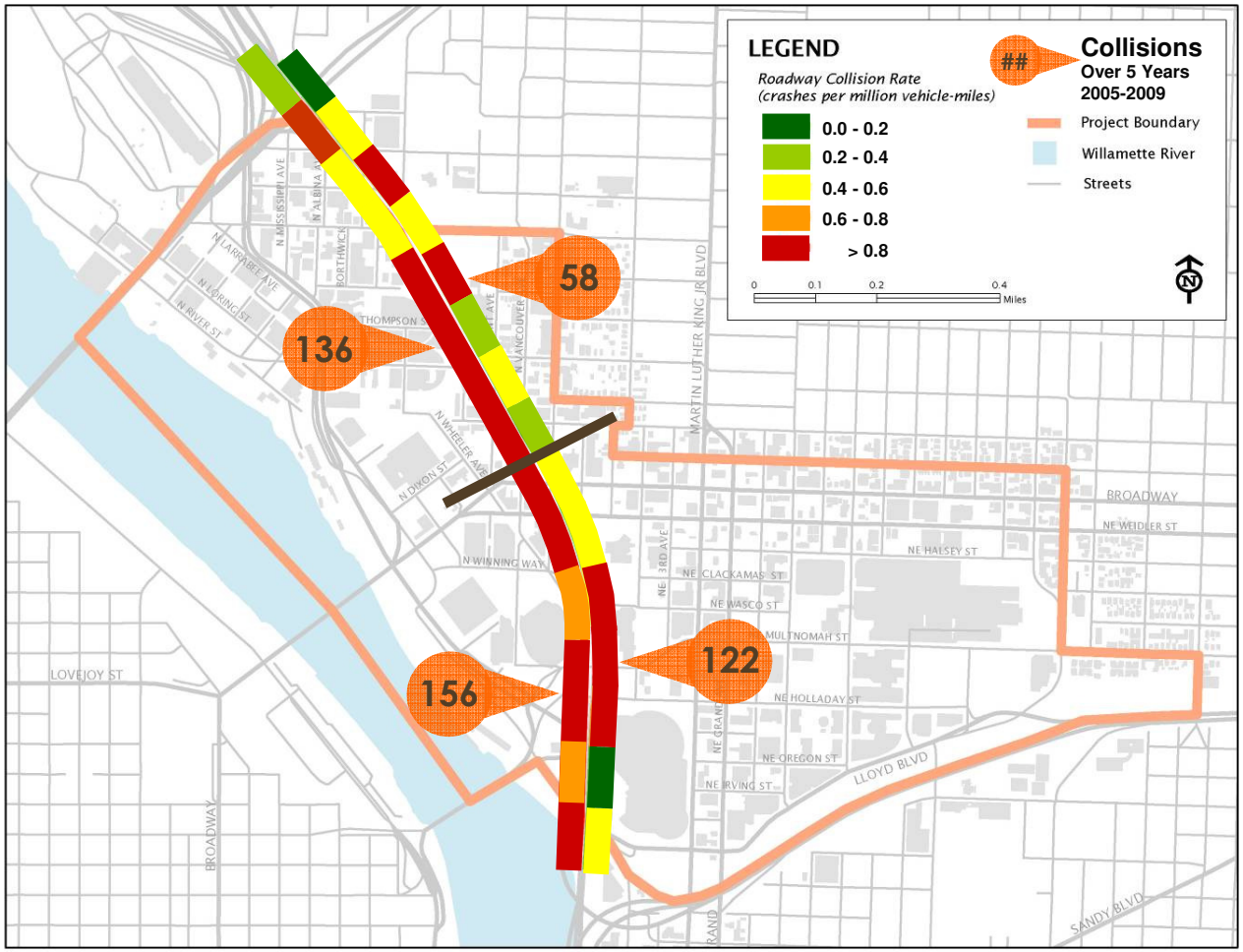
I-5 Crashes within the Study Area



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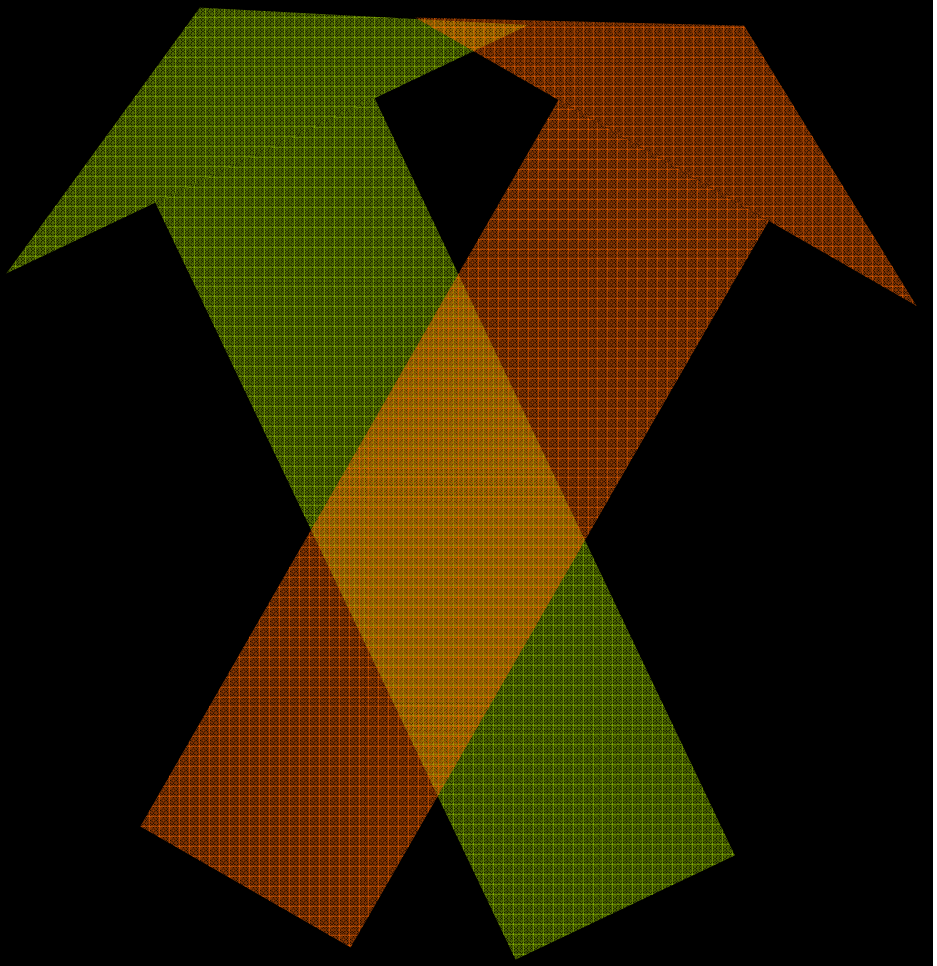
Why are Crash Rates High?

- Short weaving sections
- Conflicting movements
- Friction for through movements
- 30,000 NB ons and 30,000 NB offs between I-84 & I-405



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Broadway/Weidler Interchange Improvements

Opportunities Presented by the Project

- Improve safety and street operations in the box
- Improve bicycle and pedestrian facilities
- Enhance redevelopment opportunities
- Improve livability in the vicinity of the "Box"
- Reduce delay due to crashes
- Improve regional access to quadrant

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Where We Are

	SAC Actions
Goals & Objectives	(Jan. 2011)
Charrette: 70+ Concepts	(April 2011)
13 Concepts, plus options	(May 2011)
6 Concepts, plus options	(July 2011)
5 Concepts, plus options	(Oct. 2011)
Subcommittee recommends developing hybrids	(Dec. 2011)
Presentation and discussion of Hybrid Concepts	(Jan. 2012)

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Subcommittee Meeting
(December 8, 2011)

- Report on technical findings by category:
  - Urban Design and Land Use
  - Freeway Operations and Safety
  - Local Transportation
  - Affected Environment
  - Implementation/Cost

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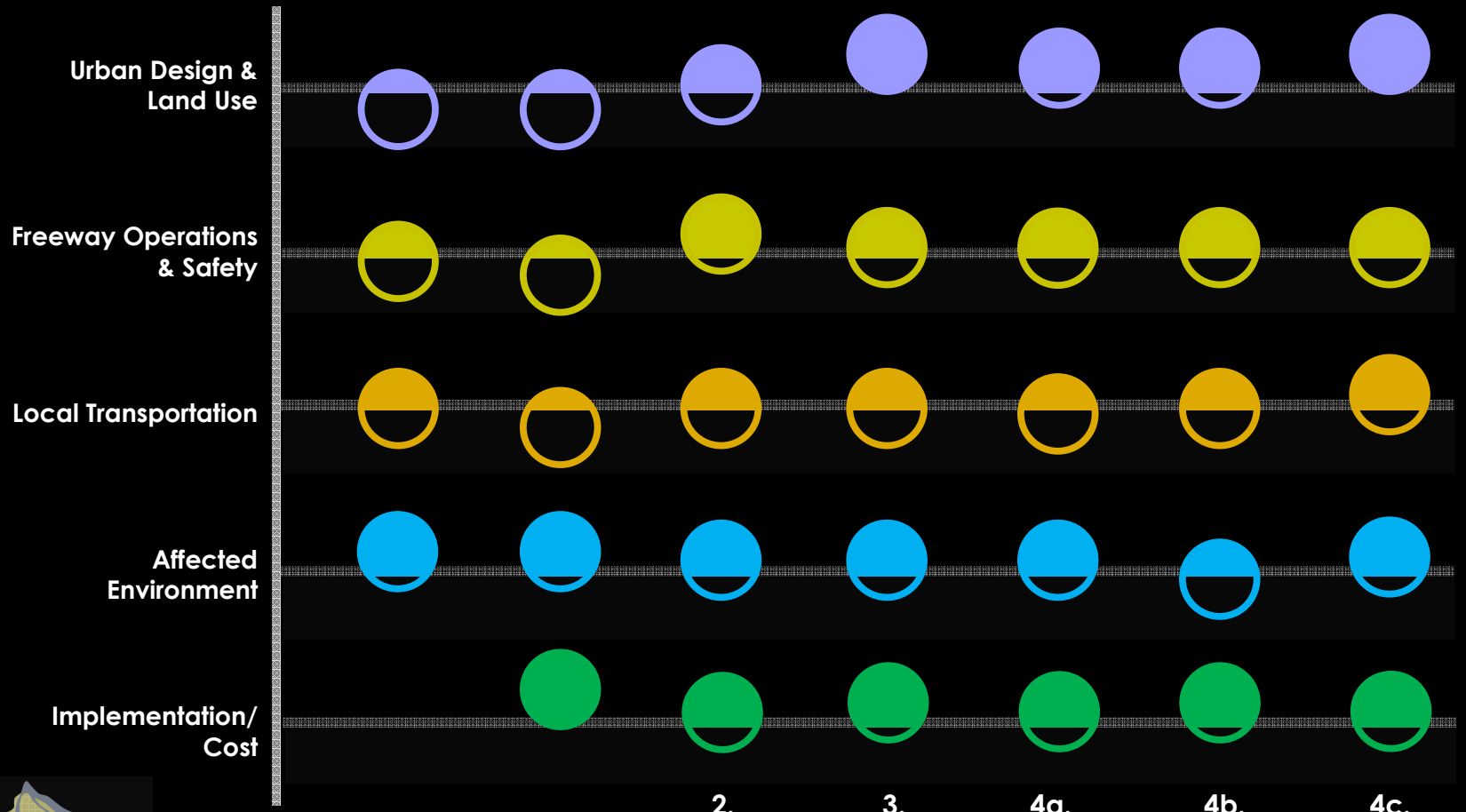
Overall Findings

As Presented to Subcommittee



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Subcommittee Meeting
(December 8, 2011)

- Subcommittee Discussion:
  - Concur with eliminating 4a. Split Diamond and 4b. Folded Diamond due to impacts and similar benefits of other alternatives
  - Discussion regarding remaining concepts
    - 2. Braided Ramps/CD Road
    - 3. Rebuild Structures
    - 4c. Three Point Interchange

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Subcommittee Meeting
(December 8, 2011)

- Subcommittee Discussion (Cont'd):
  - Concerns regarding impacts of 4c
  - Agreement to mix and match best elements (including 4c) to develop promising hybrids

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SAC Question #1

1. ***Do you agree with the Subcommittee recommendation to remove the folded Diamond and Split Diamond Options from consideration?***

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Developing Hybrids

- Refine freeway lane configurations
- Identify best elements of:
  - 2. Braided Ramps/CD Road
  - 3. Rebuild Structures
  - 4c. Three Point Interchange

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Developing Hybrids

- Best elements include:
  - Move SB on-ramp to Weidler
  - English-style operation on Williams
  - Add auxiliary lane to I-5
  - Braid southbound ramps only
  - Move Vancouver to the west, or keep Vancouver at current location
  - Include freeway lid
  - TSM/TDM from City and State

Freeway Operations

Optimizing the Auxiliary Lanes and Ramps

- Add auxiliary lane both northbound and southbound
- Braid southbound ramps

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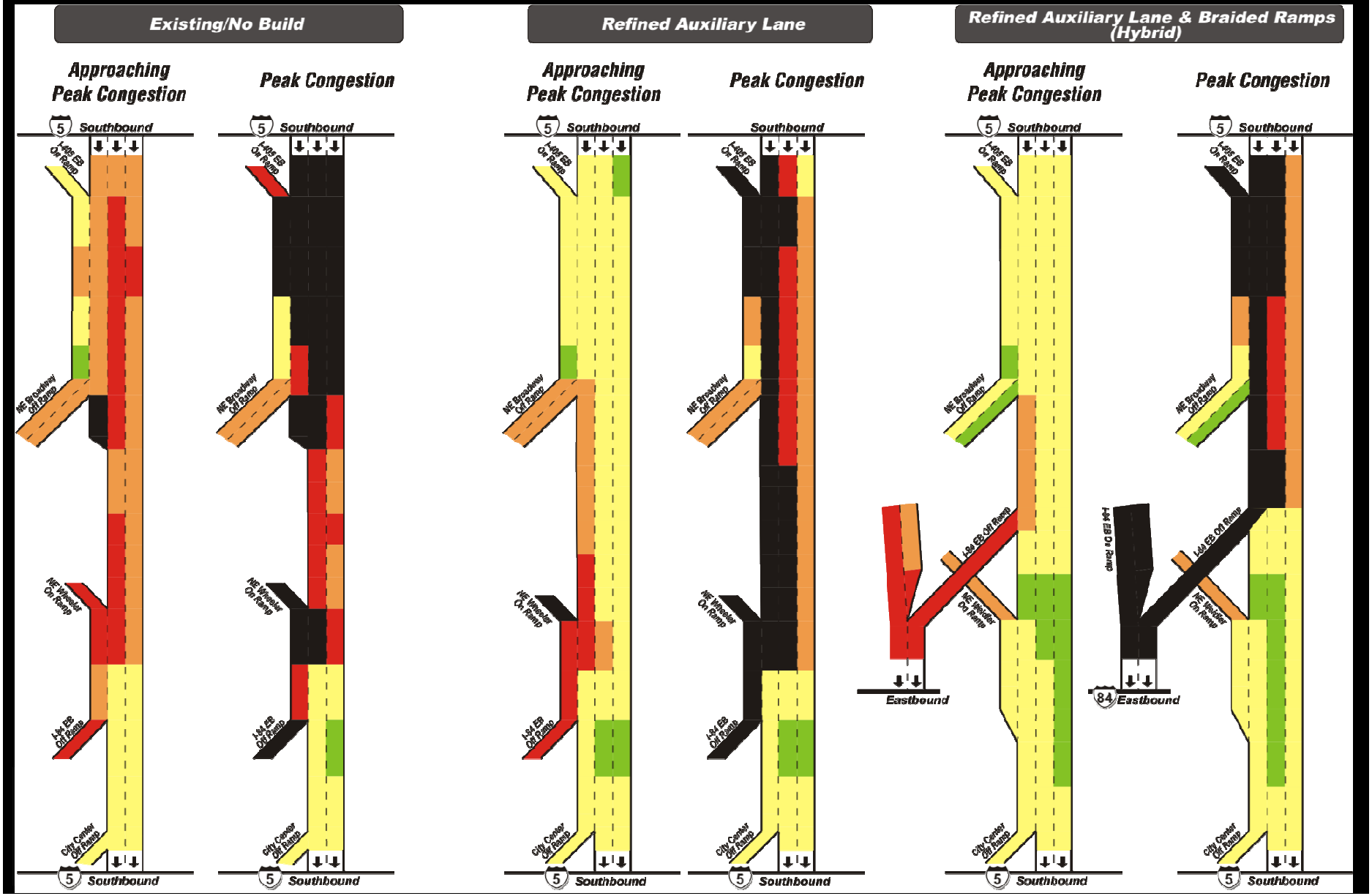
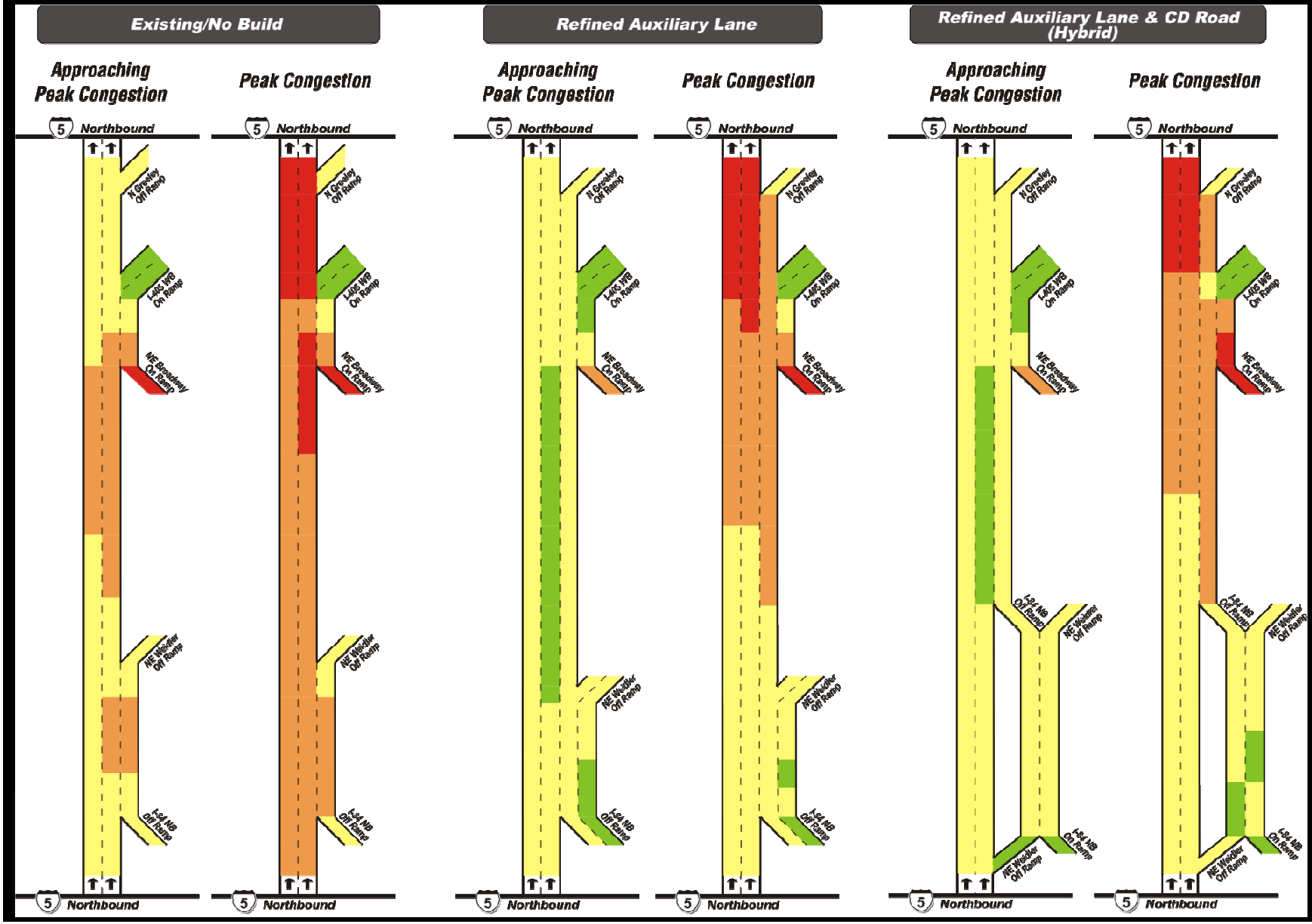
Freeway Operations - Southbound



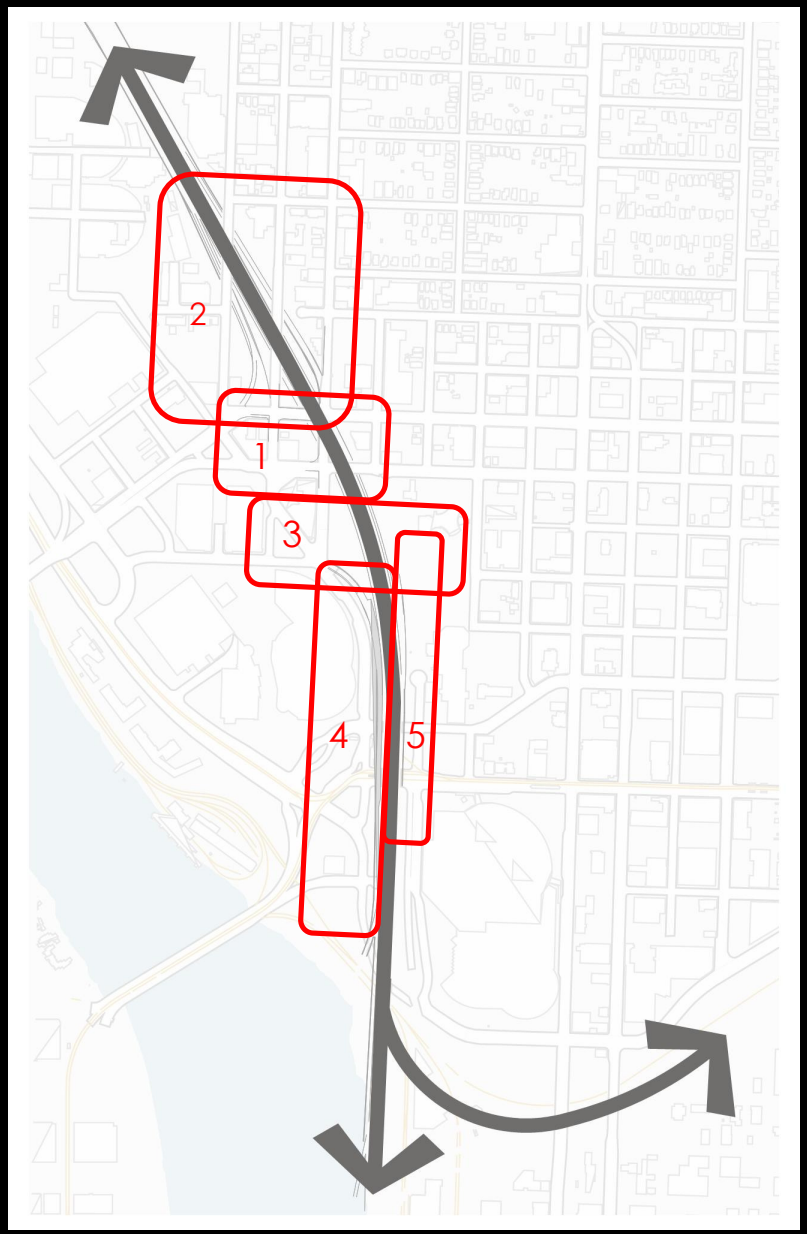
Freeway Operations - Northbound



Freeway Analysis Findings

- Southbound:
  - Auxiliary lane reduces congestion and delay
  - Braided ramps offer added safety benefits
- Northbound:
  - Auxiliary lane reduces congestion and delay
  - CD Road offers a only slight improvement – **not recommended to be studied further in this process**

Key Map - Hybrid Concept by 5 Elements



1. Broadway/Weidler Lid
2. Hancock/Vancouver
3. Clackamas Crossing
4. The Braid
5. The Multi-use Path

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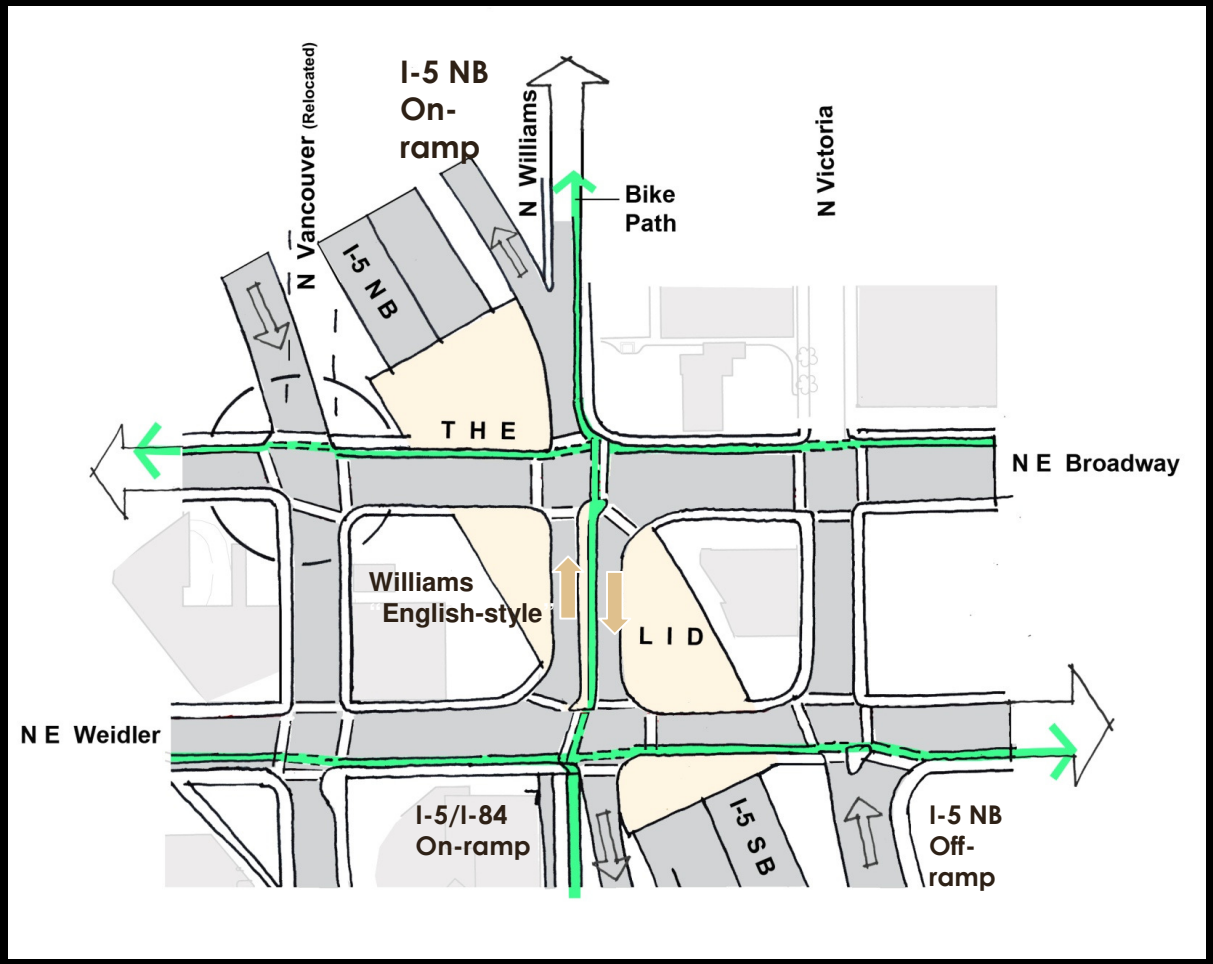
1. Broadway/Weidler Lid

- Improve the Box Area to include the following:
  - Structures rebuilt to accommodate auxiliary lane extension
  - Widened sidewalks, bike lane and opportunity for public space
  - English-style (drive on left) treatment on Williams between Broadway & Weidler
  - On-ramp to I-5 & I-84 located at Weidler

TSM/TDM

- VMS
- Event Management / TMP
- Ramp Metering
- CCTVs
- Incident Management
- Potential Study for Variable Speeds on I-84 near I-5

1. Broadway/Weidler Lid



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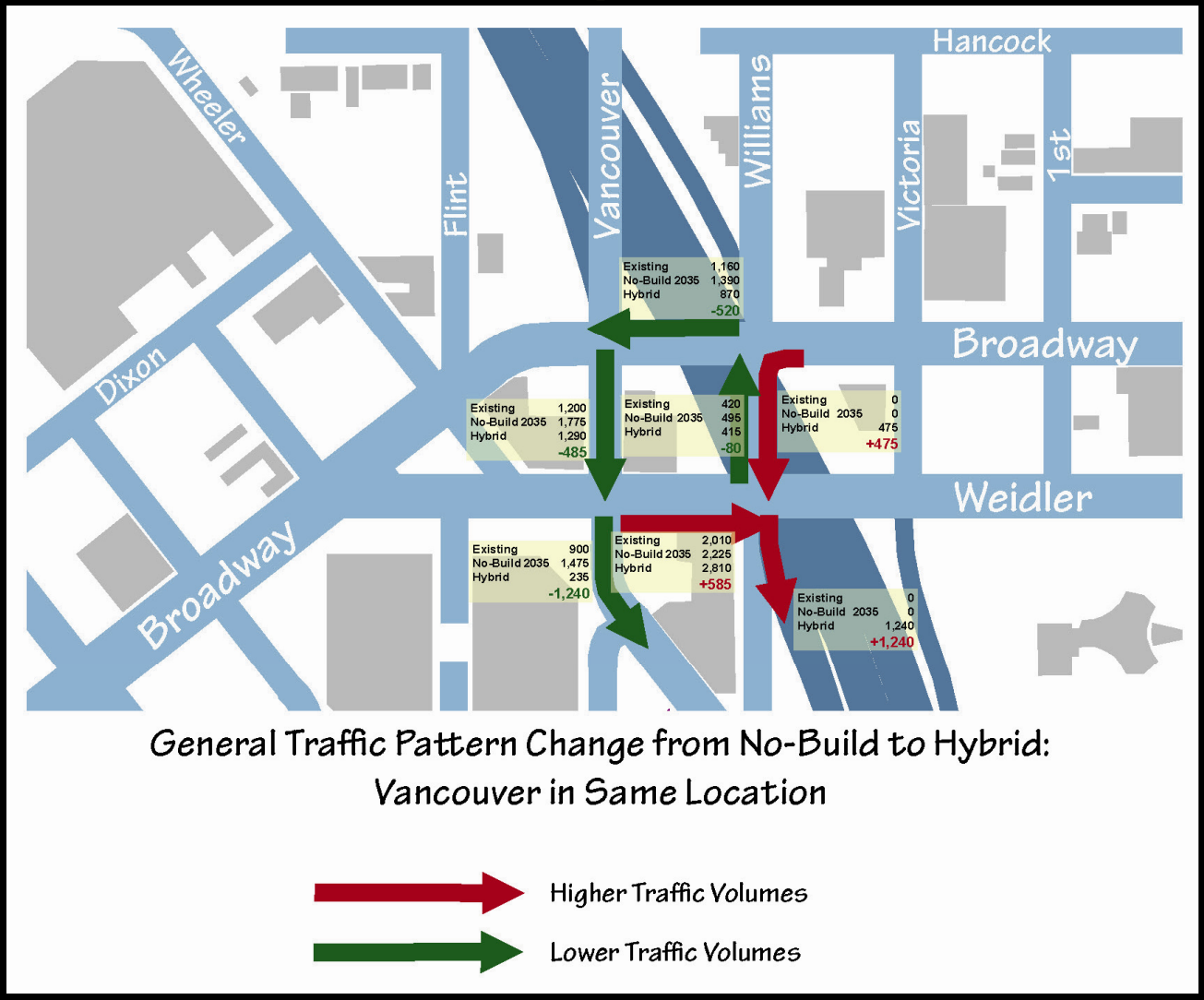
2. Hancock/Vancouver



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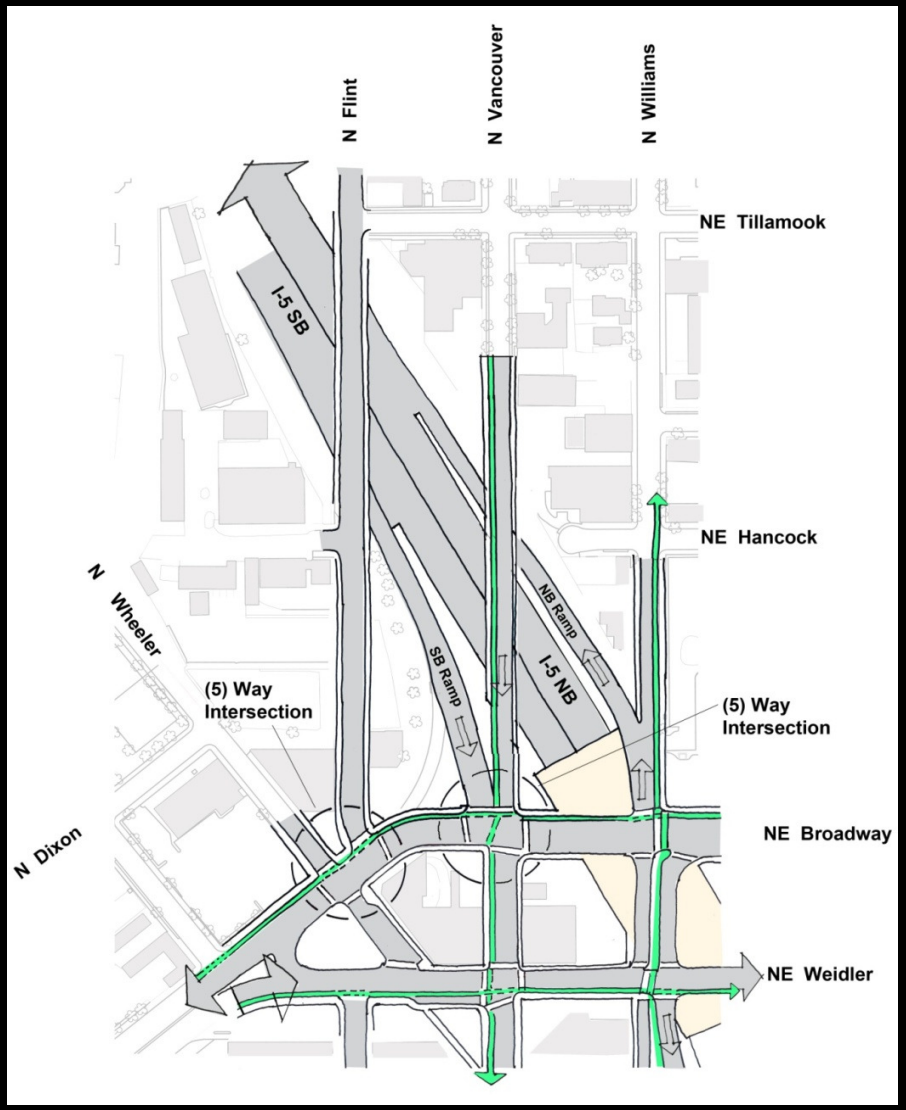
2. Hancock/Vancouver

- Continue study of two options north of Broadway:
  - Keep Vancouver at current location
  - Move Vancouver to west

2. Hancock/Vancouver

Option 1

- Keep Vancouver at current location



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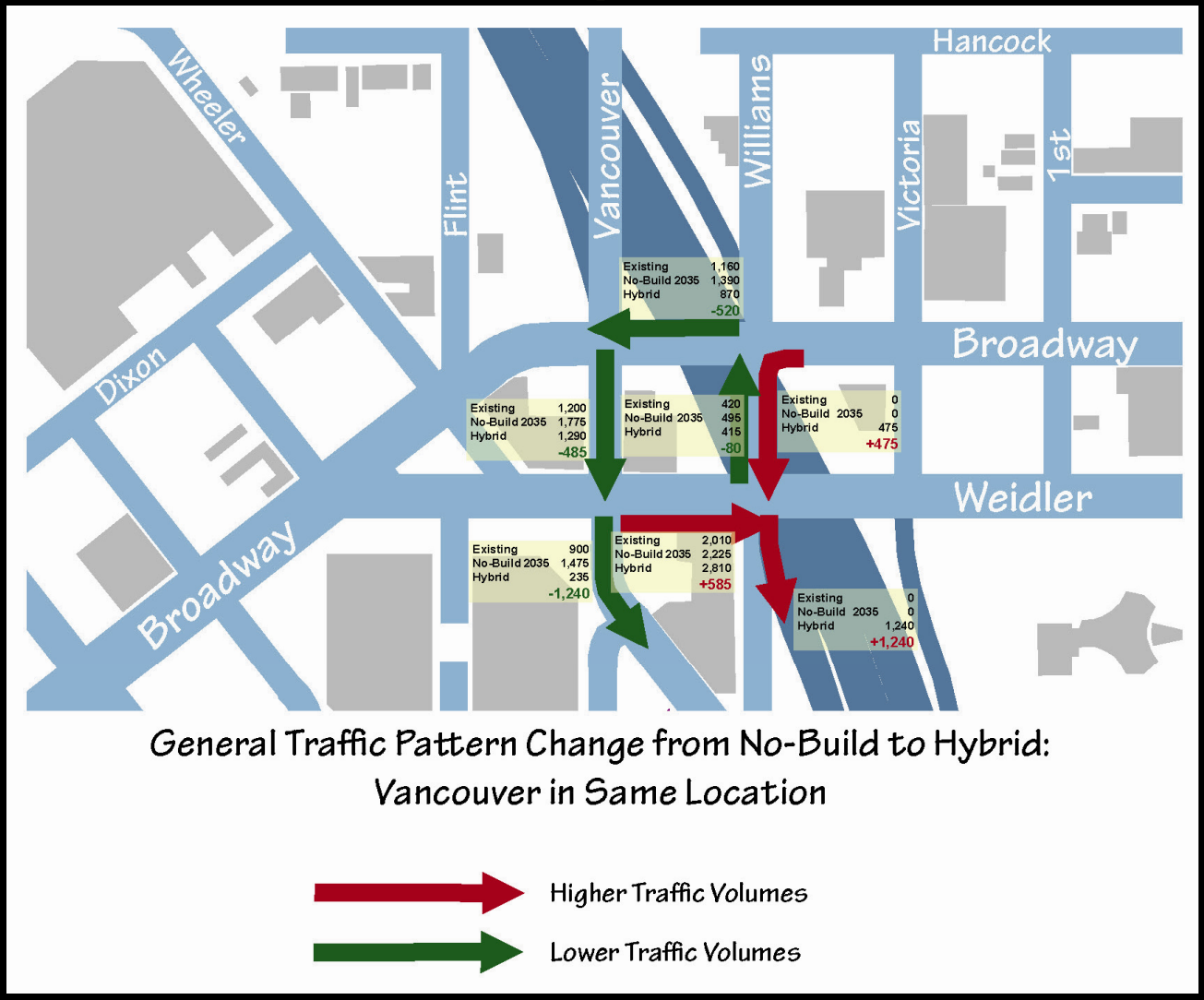
2. Hancock/Vancouver



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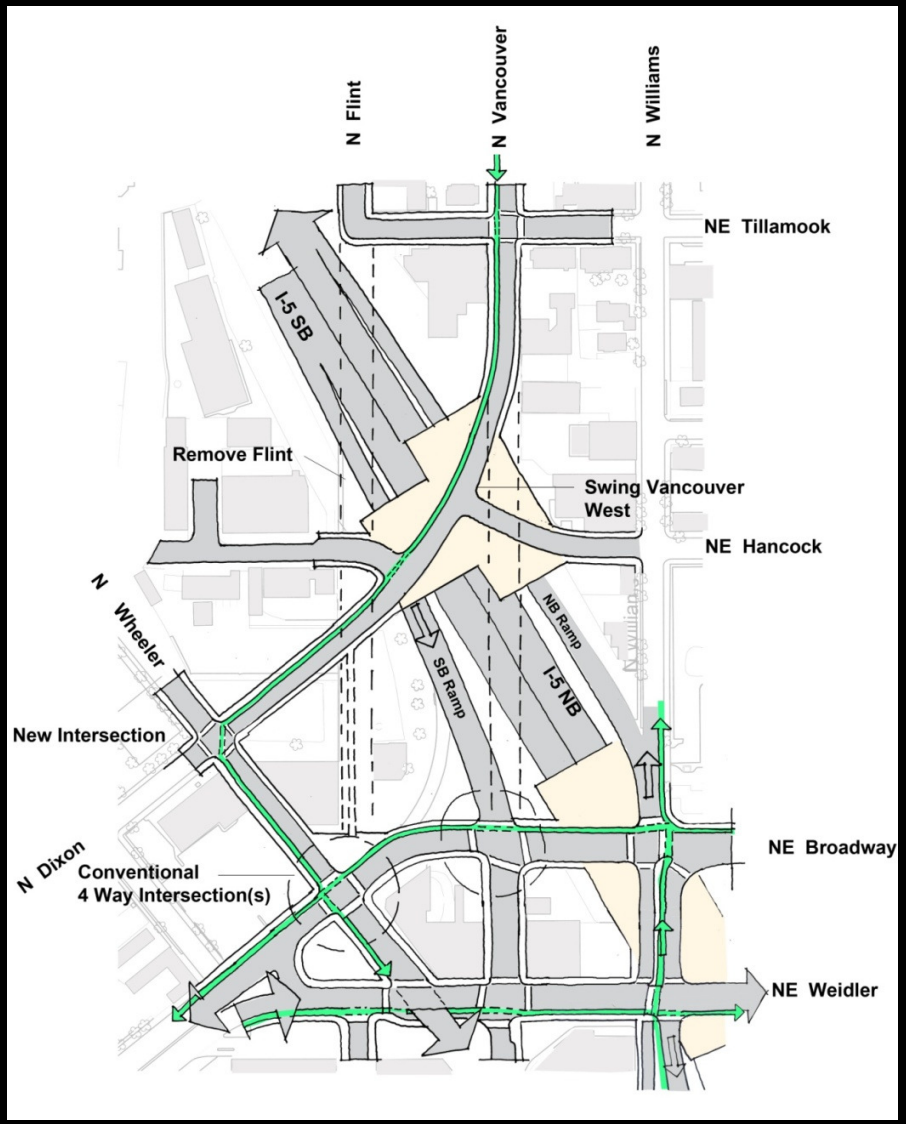
2. Hancock/Vancouver

Option 2

- Move Vancouver to the West



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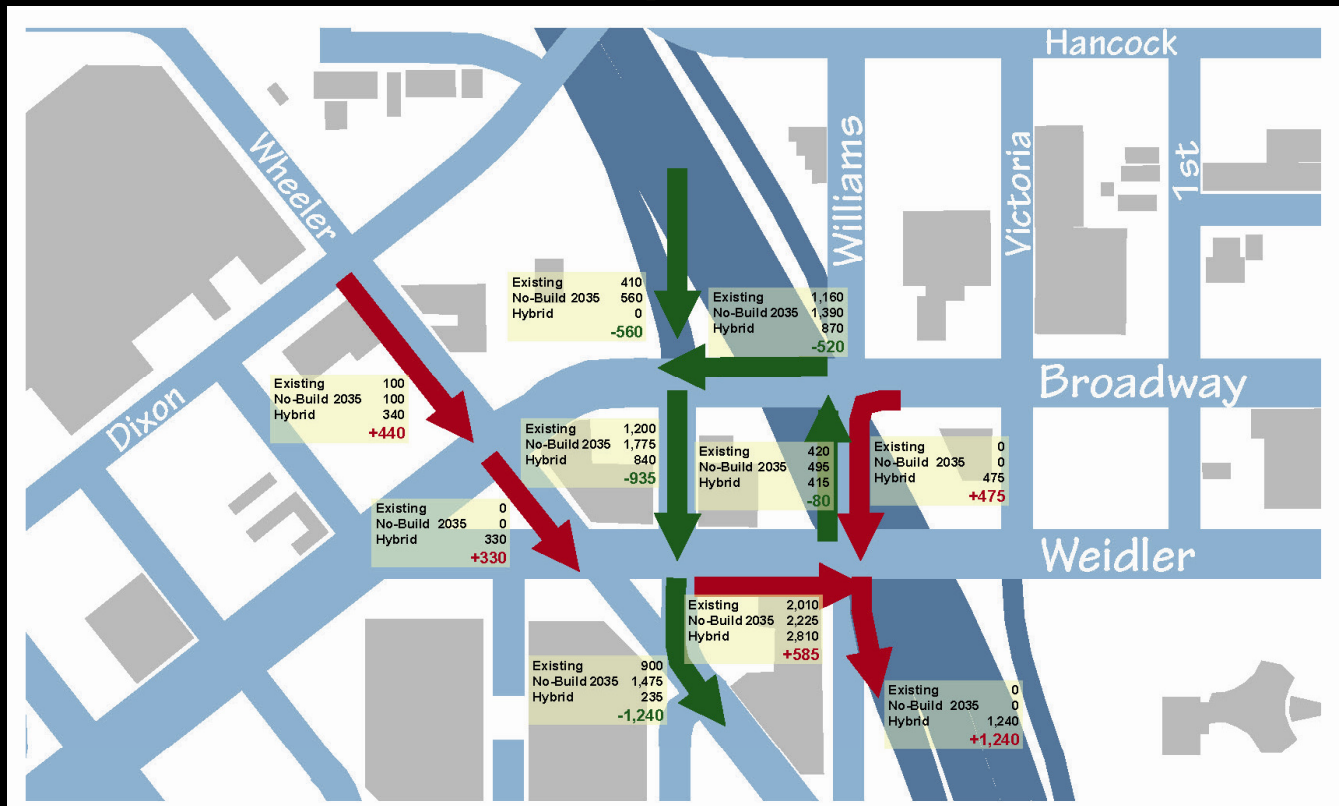
2. Hancock/Vancouver



General Traffic Pattern Change from No-Build to Hybrid:
Vancouver to the West

Higher Traffic Volumes

Lower Traffic Volumes

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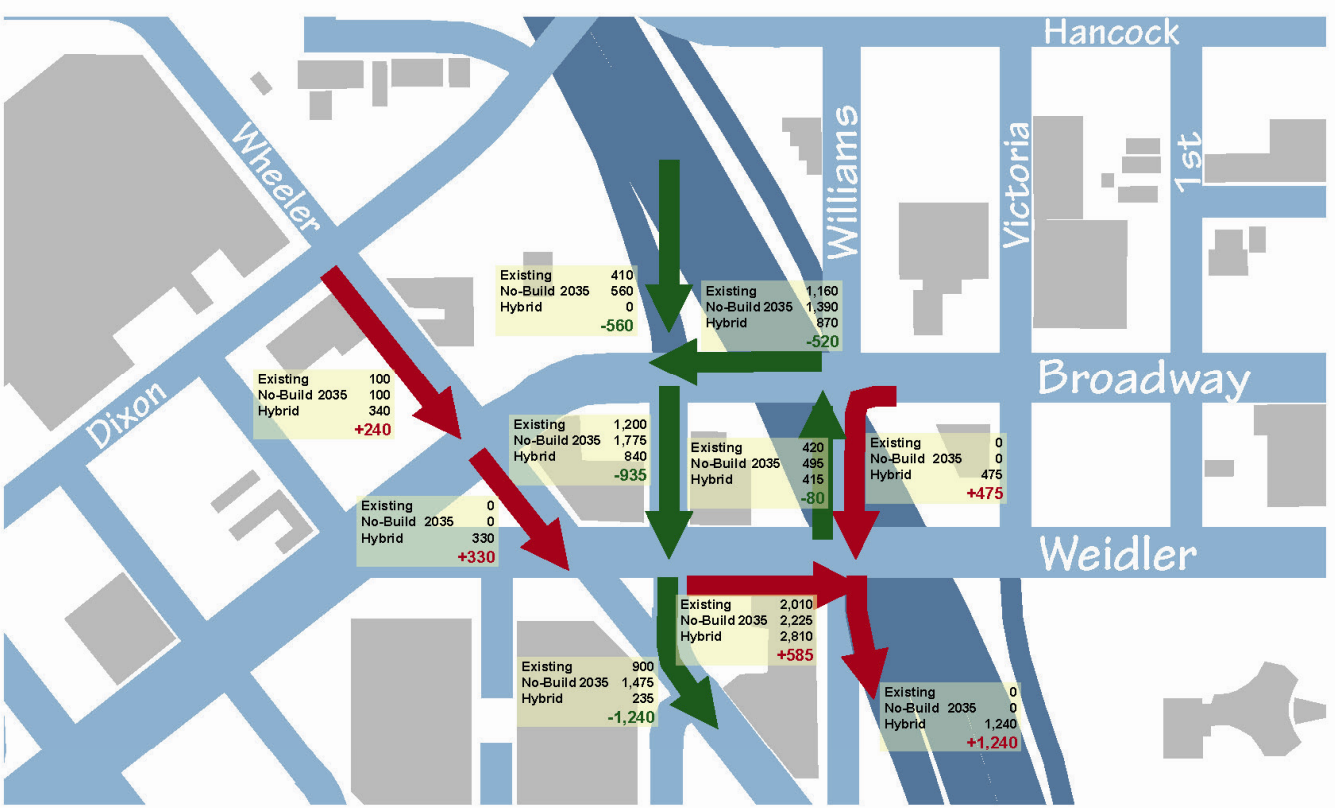
2. Hancock/Vancouver



General Traffic Pattern Change from No-Build to Hybrid:
Vancouver to the West

Higher Traffic Volumes

Lower Traffic Volumes

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2. Hancock/Vancouver Issues

- Bicycle & pedestrian circulation
- Traffic operations
- Parking and traffic impacts
- Benefits of east-west connection
- Redevelopment opportunities
- Freight access

3. Clackamas Crossing

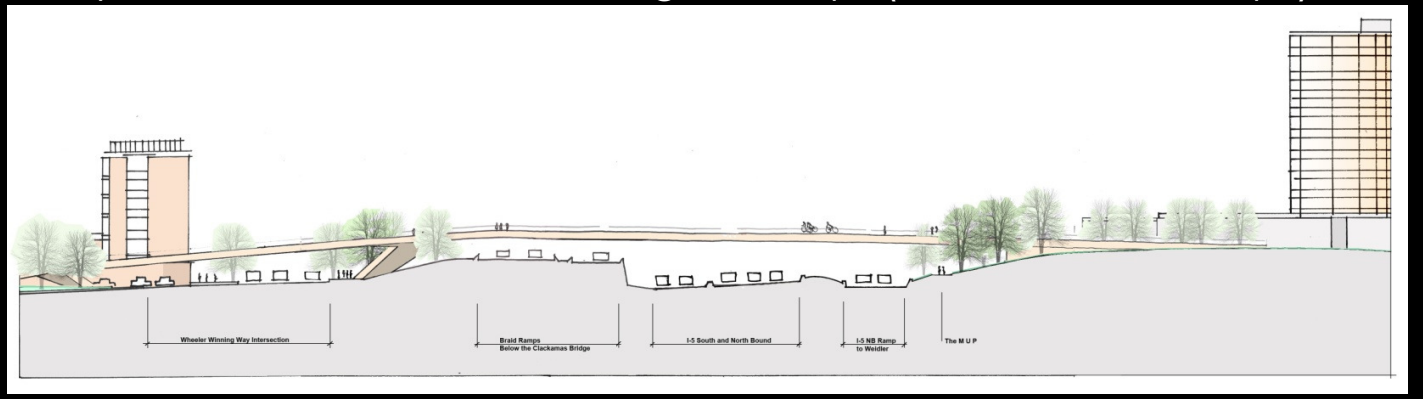
- Continue design refinement of a bicycle & pedestrian overcrossing at Clackamas
  - Connections on the east side and west side
  - Integration into Rose Quarter
  - Connection with multi-use path east of I-5
  - With or without southbound braided ramps



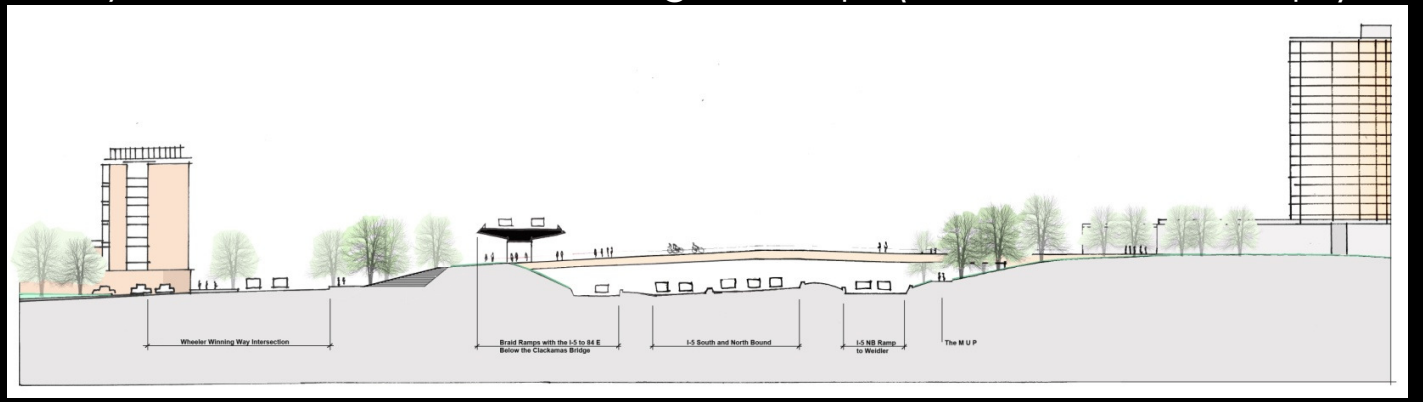
3. Clackamas Crossing



Bicycle/Pedestrian Overcrossing Concept (over braided ramps)



Bicycle/Pedestrian Overcrossing Concept (under braided ramps)



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4. Southbound Braided Ramps

- Continue study and design refinement of southbound braided ramps
  - Refine design to optimize operations and minimize physical and visual impact
  - Coordinate with design of Clackamas Crossing
  - Further develop and refine urban design treatments:
    - Along Wheeler east of Rose Garden Arena
    - At Rose Quarter Transit Center
    - In vicinity of Peace Park

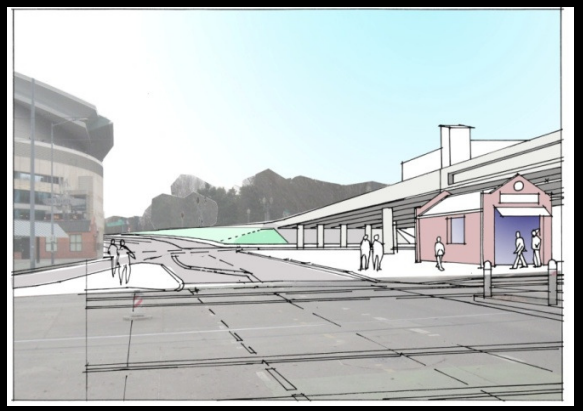


4. Southbound Braided Ramps

SECTION: Existing conditions



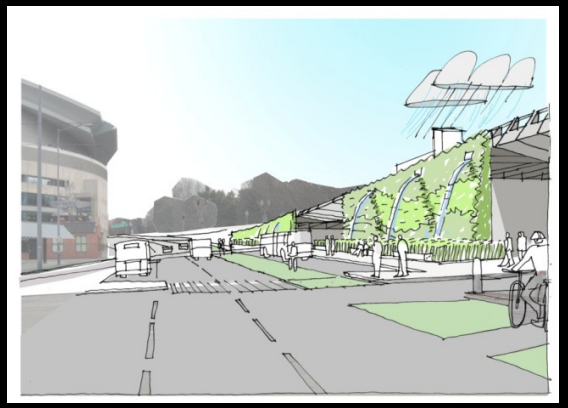
(Looking north from MAX tracks)



SECTION: Condition with auxiliary lane



(Looking north from MAX tracks)



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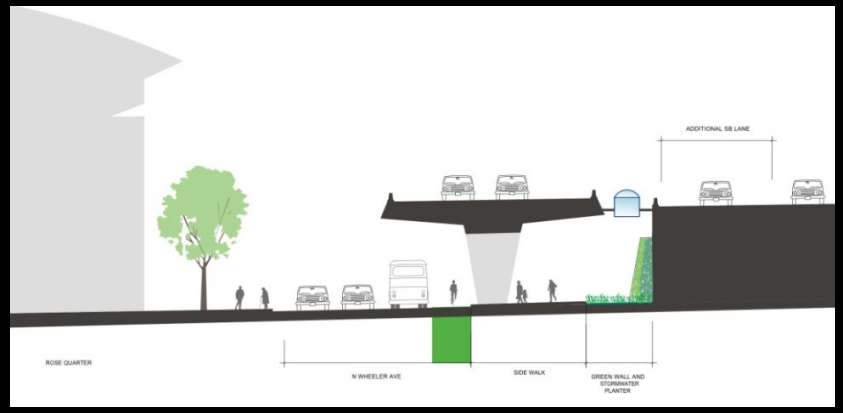
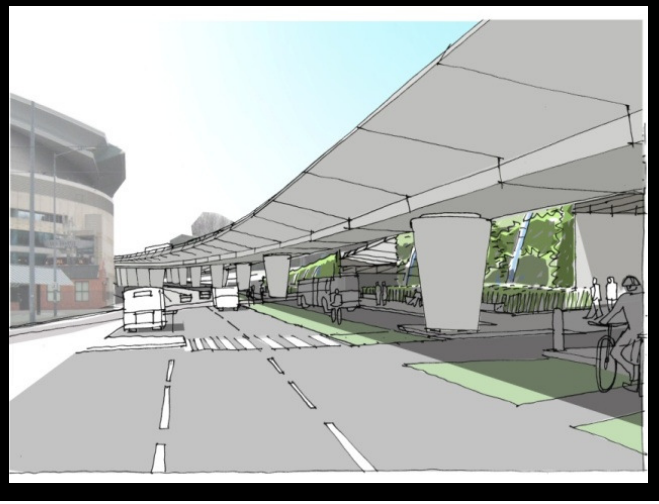
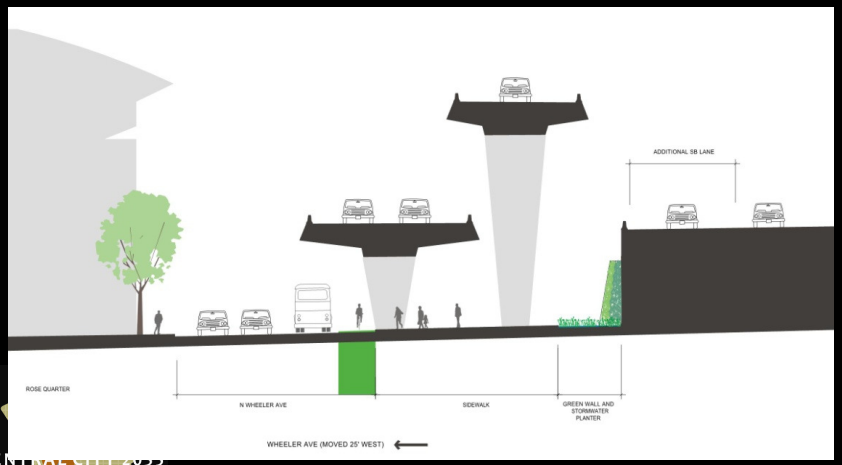
4. Southbound Braided Ramps

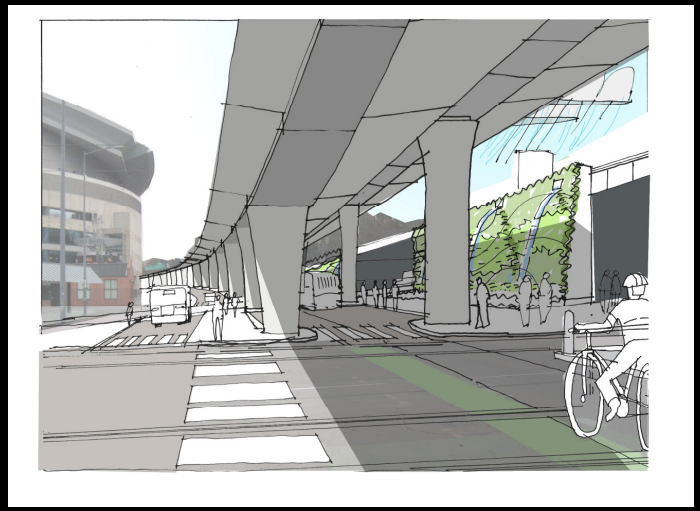
SECTION: One braid/two lanes (south of Multnomah)

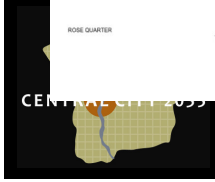




SECTION: Two braids (south of Multnomah)







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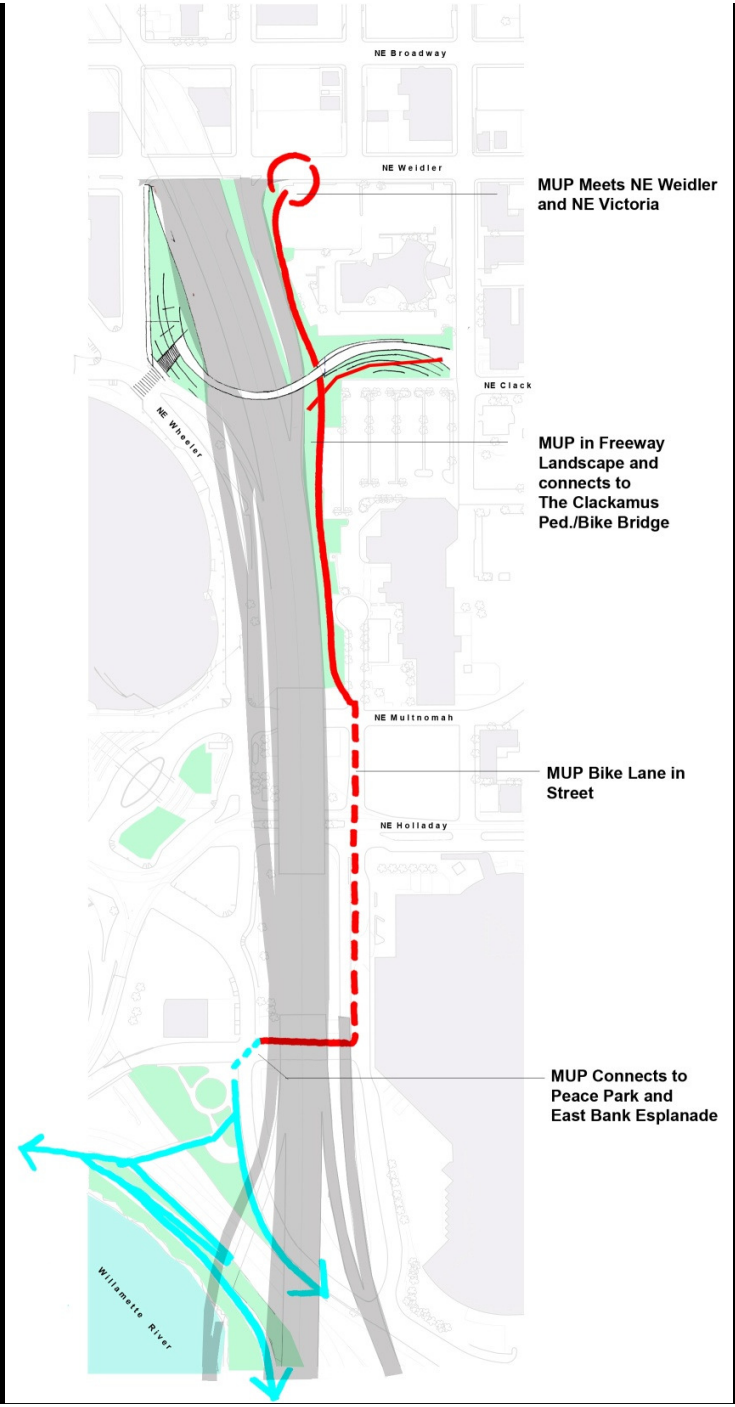
5. Multi-Use Path East of I-5

- Continue design refinement of a multi-use path east of I-5 connecting from Multnomah to Weidler
- Serves the Interested but Concerned riders.

5. Multi-Use Path East of I-5

Multnomah to Weidler



CENTRAL CITY 2035

Recommended Base Project (Hybrid)

- Add auxiliary lane to I-5 in both directions ($140 - $150 million)
- Rebuild Broadway/Weidler/Williams with lid ($100 - $110 million)
- Rebuild Flint and Vancouver structures on current alignments ($45 - $50 million)

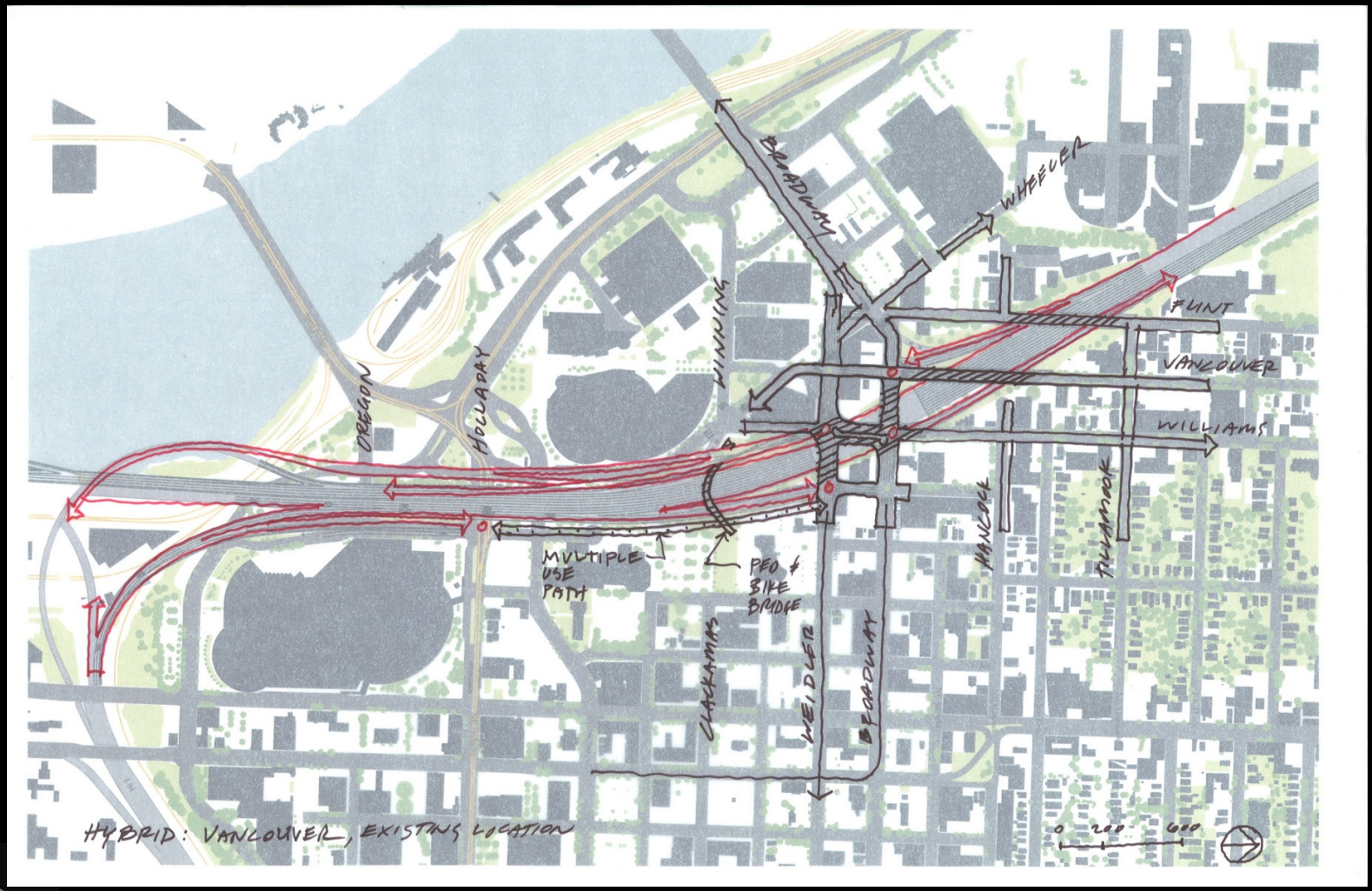
CENTRAL CITY 2035

Potential Elements of Hybrid

- Hancock/Vancouver crossing with connection to Wheeler or Flint (additional cost above Base Project $25 - $30 million)
- Southbound Braided Ramps (additional cost above Base Project $140 - $150 million)
- Clackamas Overcrossing (additional cost above Base Project $15 - $20 million)
- Multi-Use Path east of I-5 (additional cost above Base Project $2 - $4 million)



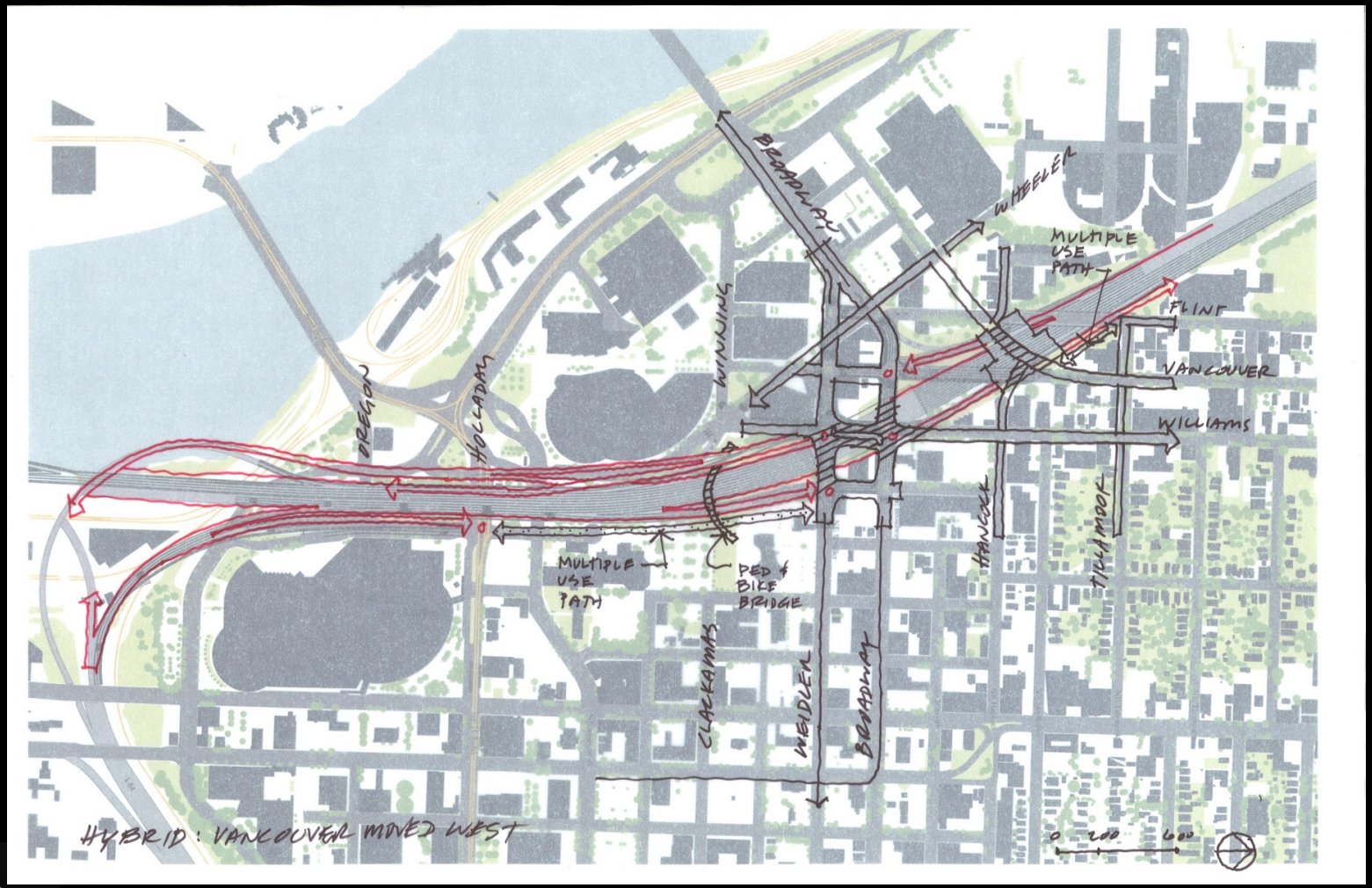
Hybrid Framework with Vancouver in Current Location



CENTRAL CITY 2035

56352

Hybrid Framework with Vancouver Moved West



CENTRAL CITY 2035

56353

Project Team Recommendation

- Approve the recommended Base Project (Hybrid)
  - understanding that the Hancock/Vancouver crossing could be substituted for rebuilding Flint and Vancouver structures at their current locations

Project Team Recommendation

- Continue refinement of potential elements of the Base Project (Hybrid):
  - Broadway Weidler Lid/Box
  - Hancock/Vancouver Overcrossing
  - Southbound Braided Ramps
  - Clackamas Overcrossing
  - Multi-Use Path East of I-5

SAC Questions 2

Do you agree with the staff recommendation to carry forward the Hybrid Framework for further refinement?

To the SAC committee, January 19, 2012

While we question the basic premise of the inevitability of freeway expansion, and in principle are more interested in traffic engineering changes that would enhance our neighborhood through better bike, pedestrian and public transportation connections, we understand the importance of participating in this public process at the point of the current discussion.

Our specific concerns about the impact of I-5 expansion plans to the Paramount Apartments, Paramount Parking, and our neighbors remain the same:

1. Bring no more busy streets, freeways, or traffic queuing nearer to our building (e.g., avoid rerouting N. Vancouver to run alongside us on the Flint side, or behind us through our parking lot and up alongside us on the Wheeler side, or running any street through our parking lot).
2. Do not cut off our main entrance access from Broadway (e.g., avoid closing Wheeler between Dixon and Broadway.)
3. Make bicycling and walking both safe and pleasant in our neighborhood.

Additionally, we have some concerns regarding your evaluation methods. "Displacement of quadrant residents" appears to be viewed in terms of transportation-related impacts only (e.g., "circulation, access, parking or 'other' impact"). Is displacement only measured as housing units eliminated? We would like to see a mentality of respect for the tenants of non-owner-occupied residential buildings. The livability of someone's home should be valued, no matter that it be their home for a relatively short or long period of time, or whether the financial investment in the property is theirs or their landlord's. This goes equally for Madrona Studios.

An inconsistency of wording may be a significant detail: The evaluation reads "avoid/minimize/mitigate *demolition* of *historic and cultural resources*", but nothing about avoiding or minimizing *adverse impacts* on historic resources (including Leftbank and Paramount). It does read "avoid or minimize adverse impacts on *cultural* (1609 NE 2nd Ave.?) or *high priority community sites* (meaning parks and schools?)". It appears to show they are doing a good job if they don't tear down historic structures, but does not address negatively impacting them. You've promised you will "not touch the Paramount Apartments". Is increased air and noise pollution, and reduction in access, on- and off-street parking, tree canopy, and neighborhood walkability and bikeability "not touching"? How many inches away can you come with higher traffic streets and still consider it "not touching" us?

With all the city's stated promises for the Rose Quarter area and goals for the N/NE Quadrant/Blanchard Site over the last 20 or more years, we hope the freeway expansion project will support, not prevent or undermine, those finally becoming a reality. In the meantime, several properties have gone ahead and made substantial investments in this area anyway, including, The Madrona Studios, the Leftbank Project, Compass Oncology, and Paramount Apartments. Those financial and personal investments, as well as the people benefiting from the jobs, housing and services they provide, should be further supported, not undermined, by traffic engineering changes.

Rich and Betsy Reese
Co-owners, Paramount Apartments and Paramount Parking
503-347-3634
ParamountOwners@gmail.com



N/NE Quadrant and I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #11 (November 17, 2011)

Meeting Packet Table of Contents

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N/NE Quadrant and I-5 Broadway/Weidler Plans

NOVEMBER 17, 2011 SAC MEETING # 11 AGENDA

CALAROGA TERRACE, 1400 NE SECOND AVENUE, PORTLAND, OR 97232

TIME	MIN	ITEM	LEAD(S)
5:00	30	**Informal Discussion and Meal**	All
5:30	15	**Standing Items** A) Welcome B) Meeting Purpose/Agenda Review C) Approval of Minutes D) Announcements 1) Developer's Forum 2) UO Studio 3) Rose Quarter Development Project Update E) Process Overview/Timeline Reminder	Imperati Lisle Englander
5:45	10	**I-5 Interchange Update**	Juhasz
5:55	20	**Integration with the Portland Plan and Central City 2035**	Zehnder
6:15	110	**Proposed 95% LU/UD/LT Quadrant-Wide Concept (does not include Phase IV policies and strategies)** A) Review revisions to diagrams made since 9/29 SAC meeting B) Evaluation of the Proposed Concept against Project Goals **7:00 Break (10 minutes)** **Public Comment** C) SAC Discussion and Action ***Actions:*** *Do you approve the following concept layers for moving forward with public comment and Phase IV Plan Development?* *1) Land Use/Scale* *2) Transportation Typologies* *3) Open Space* *4) Green Systems*	Lisle Raggett Beckman Imperati
8:05	15	**Phase IV Draft Quadrant Plan (Policies and Implementation) Overview**	Iwata Starin
8:20	10	**Next Steps, Meeting Evaluation and Adjourn** ***Please Note New Dates:*** A) Transportation Subcommittee Meeting: 12/8 *B)* SAC Meetings: *#12 on 1/19 and #13 on 2/16; 3/15 and 4/12 (tentative dates)* C) Public Event: *2/2 (tentative)*	Imperati
8:30		**Adjourn**	

N/NE Quadrant and I-5 Broadway/Weidler Plans
Updated Phases III and IV

Timeline

Fall/Winter 2010

SAC #1-4: Sept–Jan
Community Walks: Sept
Public Open House: Nov
Subcommittee Meetings: Dec

Spring/Summer 2011

Charrettes: Feb and April
Subcommittee Mtgs: Feb-June
SAC #5-8: March-July
Public Open House: June

Summer/Winter 2011-2012

Outreach Mtgs: June-Sept
LU Subcommittee: 9/14

SAC #9: 9/29

Trans Subcommittee: 10/12

SAC #10: 10/27

SAC #11: 11/17

Trans Subcommittee: 12/8*

SAC #12: 1/19*

Public Event: 2/2 (tentative)*

SAC #13: 2/16*

***Revised date or meeting type**

Spring 2012

SAC #14: 3/15

SAC #15: 4/12

SAC #16: 5/10

SAC #17: 5/31

SAC #18: 6/28

Post June 2012

Hearings to be determined

Process Overview

PHASE I
Background and Existing Conditions
Project Goals and Scope
Issues, Opportunities and Constraints

PHASE II
Develop Concept Alternatives
SAC Approval of Concepts for Phase III Analysis and Evaluation

PHASE III
Analyze Alternatives and Select Recommended Concepts

N/NE Quadrant LU/UD/LT

Staff/Consultants Conduct Outreach and Analyze LU /UD /LT Quadrant Concepts and Subarea Choices

SAC 9: 70% Draft Proposed Quadrant Concept Recommendations on Subareas
SAC review and direction

We are here

SAC 11: Refined Quadrant Concept
Preliminary SAC Recommendations

I-5 B/W Freeway/Interchange Area

Staff/Consultants Analyze and Refine Freeway and Interchange Concepts (*Including potential mixing and matching of elements)*

Staff/Consultants Analyze Refined Freeway Concepts with Proposed Quadrant Concept

SAC 10: Freeway/Interchange Analysis
Review Preliminary Results

SAC 12: Freeway/Interchange Concepts
Preliminary SAC Recommendations

Public Comment on SAC Recommendations

SAC 13: Confirm Phase III Recommendations on Quadrant LU/UD/LT and I-5 Freeway/Interchange Post Public Comment

PHASE IV
Final Development of Plan(s)

SAC 14: N/NE Quad LU/UD/LT Plan
SAC Direction on Draft Policy and Implementation Strategies
(Goals and Objectives, Policy, Quadrant Concept Diagrams, Action Items, Zoning Amendments, and Maps)

SAC 15: I-5 Freeway/Interchange Facility Plan
SAC Direction on Draft Plan Elements
(Concept Level: Diagrams, Cost Estimates, Environmental Impacts and Proposed Mitigation Strategies)

SAC 16: Further Refinement of Plan(s)

SAC 17: Further Refinement of Plan(s) and Extended Public Comment

SAC 18: Final SAC Recommendations

PHASE V
Adoption/Approval Process

Portland Planning and Sustainability Commission and City Council
Oregon Transportation Commission

.

Nov 9, 2011: Updates at www.portlandonline.com/bps/cc2035/nneq

PORTLAND PLAN AT A GLANCE

Framework for Equity

- Close the gaps
- Deliver equitable public services
- Engage the community
- Build partnerships
- Launch a racial and ethnic justice initiative
- Increase internal accountability

3 Integrated Strategies



12 Measures of Success

1. Equity and inclusion
2. Resident satisfaction
3. Educated youth
4. Prosperous households
5. Growing businesses
6. Creating jobs
7. Transit and active transportation
8. Reduced carbon emissions
9. Complete neighborhoods
10. Healthier people
11. Safer city
12. Healthier watersheds

ACTION AREAS

- PROSPERITY AND BUSINESS SUCCESS
- EDUCATION AND SKILL DEVELOPMENT
- SUSTAINABILITY AND THE NATURAL ENVIRONMENT
- HUMAN HEALTH, FOOD AND PUBLIC SAFETY
- TRANSPORTATION, TECHNOLOGY AND ACCESS
- EQUITY, CIVIC ENGAGEMENT AND QUALITY OF LIFE
- DESIGN, PLANNING AND PUBLIC SPACES
- NEIGHBORHOODS AND HOUSING
- ARTS, CULTURE AND INNOVATION

The Portland Plan is organized around an equity framework, measures of success and integrated strategies based on nine action areas. The action areas were the starting point for completing background research and for setting goals and objectives for 2035.

Together, they provide a five-year action plan and 25-year guiding policies for the City and Portland Plan partners.

INTEGRATED STRATEGIES



Thriving Educated Youth

STRATEGY ELEMENTS

- A culture of high expectations and achievement for all Portland youth
- Shared ownership of student success
- Neighborhoods and communities that support youth
- Facilities and programs that meet 21st century challenges and opportunities

Economic Prosperity and Affordability

STRATEGY ELEMENTS

- Business cluster growth
- Urban innovation
- Trade gateway and freight mobility
- Growing employment districts
- Neighborhood business vitality
- Access to housing
- Education and job training
- Household economic security

Healthy Connected City

STRATEGY ELEMENTS

- Public decisions that benefit human and environmental health
- Vibrant neighborhood hubs
- Connections for people, places, water and wildlife
- Coordinated inter-agency approach

What's in a strategy?

2035 Goals and Objectives

The plan's goals and objectives provide big picture statements about what the strategies are designed to achieve.

Guiding Policies

The purpose of the guiding policies is to help the City of Portland and its partners make critical, long-term investment and budget decisions. The policies also provide direction for the city's Comprehensive Plan, the state-mandated land use, transportation and capital projects plan; as well as direction for other transportation, housing, economic development, environmental and education plans, among others.

5-Year Action Plan

The actions are the specific steps the City of Portland and partners will take in the next five years (2012–17). Some actions are first steps to achieving significant change. Other actions are quick starts that will provide efficient near-term results.

Action Areas

The nine Portland Plan action areas were the starting point for completing background research and for setting our goals and objectives for 2035. Guiding policies and actions to achieve the most strategic goals and objectives were developed for the Portland Plan strategies. Next to each action in the Portland Plan are icons that represent the action areas.

	Long-range Policy Statements from Draft Portland Plan (by strategy and strategy element)	CC2035 GOALS: Regional Center	Sustainable Neighborhoods	Design & Civic Vitality	Mobility	Urban Ecosystems
1	THRIVING EDUCATED YOUTH					
1.C	**Neighborhood and Communities That Support Youth:**					
	Stabilize housing for homeless and low-income families with public school students to reduce student mobility rates and provide educational continuity for students throughout the school year.		X			
1.D	**Facilities and Programs That Meet 21st Century Opportunities:**					
	Enable educational and community facilities to serve multiple functions and build a broader sense of community ownership. Find ways to share and leverage funding for school-related capital improvements and facility operations across partner public agencies.		X			
	Utilize school grounds and facilities as space to meet community open space and recreation needs in neighborhoods with little or no other access.		X			
2	ECONOMIC PROSPERITY AND AFFORDABILITY STRATEGY					
2.A1	**Business Cluster Growth:**					
	Focus Portland's limited strategic business development resources on enhancing the competitiveness of businesses in its target cluster industries.	X				
	Integrate traded sector competitiveness into the city's planning and overall policy directions.	X				
	Focus business assistance efforts first on retention, then expansion, and then recruitment of businesses.	X				
	Create initiatives targeting industry sectors that concentrate in the inner tier of the metropolitan region, such as professional and business services, distribution, and diverse niche industries.	X				
	Connect MWESB firms with target cluster opportunities.	X				
2.A2	**Urban Innovation:**					
	Enhance the vitality of the Central City to support job growth and high/medium-density development, highlight sustainability innovations and attract educated talent.	X	X	X		
	Foster entrepreneurial support systems that make Portland the home for regional business startup activity, including commercialization of urban innovations.	X				
	Pursue universal, affordable access to high-speed information technology. Accelerate deployment of very high bandwidth broadband through clustering and collocating very large capacity users.	X	X		X	

	Long-range Policy Statements from Draft Portland Plan (by strategy and strategy element)	CC2035 GOALS: Regional Center	Sustainable Neighborhoods	Design & Civic Vitality	Mobility	Urban Ecosystems
	Support and invest in Portland's creative talent and arts and culture community as part of driving innovation and economic growth.	X		X		
	Connect MWESB firms with urban innovation opportunities.	X				
2.B1	**Growing Employment Districts:**					
	Provide land supply and development capacity to meet job growth targets, and improve the cost competitiveness of redevelopment and brownfields.	X				
	Provide competitive growth capacity for Portland's campus institutions.	X				
	Better link freight transportation and other quality, reliable infrastructure investments with employment districts.	X			X	
	Review regulatory and fee approaches and revise them to keep Portland regionally competitive for business and job growth.	X				
2.C1	**Access to Housing:**					
	Provide for a supply, types and price ranges of housing units located to reduce household transportation costs supportive of expected growth.		X			
	Remove barriers to fair housing, including discriminatory practices, and maintain the safety nets that keep households from falling into homelessness.		X			
	Establish as a new standard for affordability consideration of both housing and transportation costs to the household when making housing investment decisions.		X			
	Continue to expand Portland's transit and bicycle networks, and develop corridor-specific housing strategies as a component of major transit investments.		X		X	
	Emphasize universal design and accessibility, especially in neighborhood hubs and other areas with frequent accessible transit service.		X			
2.C2	**Education and Job Training:**					
	Develop training programs to build career pathways that allow individuals to secure a job or advance in a high-demand industry or occupation. Improve community college and university degree and workforce training certificate completion rates to prepare individuals for high-growth, high-demand occupations.	X				
	Align and integrate city workforce development training to ensure maximum leverage of funds and reduce duplication.	X				
3	HEALTHY CONNECTED NEIGHBORHOODS					
3.B	**Vibrant Neighborhood Hubs:**					

	Long-range Policy Statements from Draft Portland Plan (by strategy and strategy element)	CC2035 GOALS: Regional Center	Sustainable Neighborhoods	Design & Civic Vitality	Mobility	Urban Ecosystems
	Support strong, vibrant neighborhood hubs through land use, infrastructure and technology investment and community economic development with a focus on underserved areas with disadvantaged populations.		X			
	Encourage development of high quality, well designed housing that protects the health and safety of residents and encourages active living.		X			
	Support development of housing options accessible to seniors and mobility-limited individuals in places where close proximity to services and transit makes it easier to live independently.		X			
	Foster a multi-modal transportation system that links neighborhood hubs to each other, employment areas, the Central City and the broader region through safe and attractive frequent transit service, bikeways, and pedestrian connections.	X	X		X	
	Prioritize street improvements that make it safe, convenient and attractive to walk, bike or roll to neighborhood hubs and key community destinations.		X		X	
	Include parks, plazas or other public gathering places in neighborhood hubs to provide places for community activity and social connections. Build partnerships to ensure their future management and programming.			X		
	Use the design of civic spaces as a venue for public art and to highlight the culture of Portland's neighborhoods and diverse communities.	X	X	X		
	Promote energy and resource conservation at a district scale in the Central City and in neighborhood hubs through compact development and ecodistrict approaches.		X			X
	Connections for People, Places, Water and Wildlife:					
3.C	Develop the network of Habitat Connections, Neighborhood Greenways and Civic Corridors as the spine of Portland's civic, transportation and green infrastructure systems.	X	X	X	X	X
	Design Neighborhood Greenways and Civic Corridors to integrate safe and accessible facilities for pedestrians and cyclists, sustainable stormwater facilities, tree planting and community amenities.		X			X
	Build on Portland's green street and bikeway efforts to create a citywide greenway network of trails and pedestrian and bike-friendly green streets.		X		X	X
	Reestablish functioning habitat corridors within Portland by preserving existing habitat and restoring degraded natural resources and reconnecting habitat corridors wherever possible.		X			X

N/NE Quadrant Plan: 95% Proposed Concept for Land Use, Urban Design and Local Transportation DRAFT 11/10/11

Background

In Spring 2011, staff developed three quadrant-wide concept alternatives, intended to describe different future development scenarios and highlight key choices. Each concept alternative had a different land use emphasis (residential, employment and blend) with supporting infrastructure system diagrams (mobility, open space and green systems).

On September 29, 2011, staff presented a 70% draft proposed concept based on feedback received at outreach activities between May and September 2011. This packet contains concept map layers that have been revised based on N/NE Quadrant Stakeholder Advisory Committee (SAC) and the N/NE Quadrant Technical Advisory Committee (TAC) feedback. The following revised concept map layers are included in the packet:

- Predominant Land Use
- Building Height
- Transportation Typologies
- Transportation Typologies: Civic and Local Main
- Transportation Typologies: Scenic
- Transportation Typologies: Flexible
- Transportation Typologies: Civic and Local Main + Form
- Open Space
- Green Systems

For event dates and relevant project materials, please visit the project website: www.portlandonline.com/bps/cc2035/nneq.

Predominant Land Use

Each "bubble" on the land use map reflects the predominant land uses that would be encouraged under that development type. With the exception of industrial areas, other uses would generally continue to be allowed, and some mixing of uses would be expected. The following predominant uses are shown on the maps:



High density office, employment: A highly developed office district, with buildings ranging from 6 – 20 plus stories. Ground floor retail and service uses would be expected.



Mixed high density residential, office: High density office, employment uses interspersed with high density residential uses. Buildings ranging from 6 – 20 plus stories.



Industrial, employment: Low-level buildings housing light industrial uses, such as manufacturing and warehousing. Industrial areas are typically set aside exclusively for industrial uses, with the exception of very small scale service uses.

CENTRAL CITY 2035 N/NE QUADRANT

CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

Mixed commercial, employment: An eclectic mix of uses that could include residential, retail, office and light industrial.



Mixed commercial, employment, residential: Mixed commercial and employment uses that also could include residential uses. Scale could vary greatly depending on location.

Residential above commercial, retail: Mid-rise buildings (2 – 6 stories) located on busier streets. Ground floor retail or service uses with residential uses above.



Regional event, entertainment, retail: Predominant uses have a regional draw and are characterized by large footprint buildings. Hotels and restaurants could also be expected to locate in the area.



Mixed regional retail, entertainment, residential: Regional event, entertainment and retail uses mixed with residential uses. See above for more information.

The following **change** has been included in the revised land use map:

a. The predominant land use type for the Doubletree Hotel site has changed from office (orange) to regional event/entertainment (yellow).

Building Height

The proposed building height map provides a sense of the development scale that could be achieved in the quadrant under the proposed concept scenario.

The following **change** is reflected in the revised map:

a. The proposed height along NE Broadway from the freeway to NE 7th has been increased from 2 to 6 stories to 6 to 10 stories (in line with current maximum heights).

Transportation Typologies (formerly mobility)

The transportation typologies map illustrates options for the creation of a clearer street hierarchy for the quadrant that emphasizes the development of different streets with distinctly different characters and development responses. The proposed hierarchy includes the following street typologies:

- **Civic**: Active focal points for new high-density development, offering good transit service, pedestrian-oriented amenities and unique signage and lighting.
- **Local main**: Active streets with local serving retail, commercial and residential development. Less busy than civic streets.
- **Scenic (working title)**: Less active than civic or local main streets, but have more street trees and landscaping.
- **Flexible**: Streets or pathways that offer an alternative, quieter system of mobility, oriented toward pedestrian and bicycle movement.

The following **changes** have been included in the revised transportation typologies map:

a. The mobility + place map has been replaced by the transportation typologies civic and local + form map. The new

map suggests how urban form and scale would vary within proposed street typologies.

b. The typology for Multnomah Street has been changed from scenic to local main street to reflect the desire for more active pedestrian and retail activity in the future.
c. The entire length of Grand Avenue has been changed to the civic typology (previously it was civic north of Holladay and scenic south of Holladay).
d. Pacific Street has been added as a flexible street.

Open Space

The proposed open space concept illustrates a revised open space framework for the quadrant that would serve anticipated residential and employment populations. The proposed concept includes a series of new parks organized along an improved NE Clackamas Street from the Lloyd Center to the Willamette River.

The following **changes** have been included in the revised open space map:

a. The map showing detailed future park locations has been replaced with a conceptual diagram that uses a series of circles to suggest general areas where parks could potentially be located in the future. The size of the central circle along Clackamas is larger to reflect the desire that one of the future parks spaces be larger than the others and able to accommodate some active recreation.
b. The proximity of existing and proposed open spaces to surrounding areas is displayed.
c. Connections between existing and proposed open spaces have been highlighted, including a new connection between Lillis Albina Park and the proposed parks along Clackamas Street.
d. Areas where new or enhanced natural resources could be developed are identified (primarily along Sullivan's Gulch).

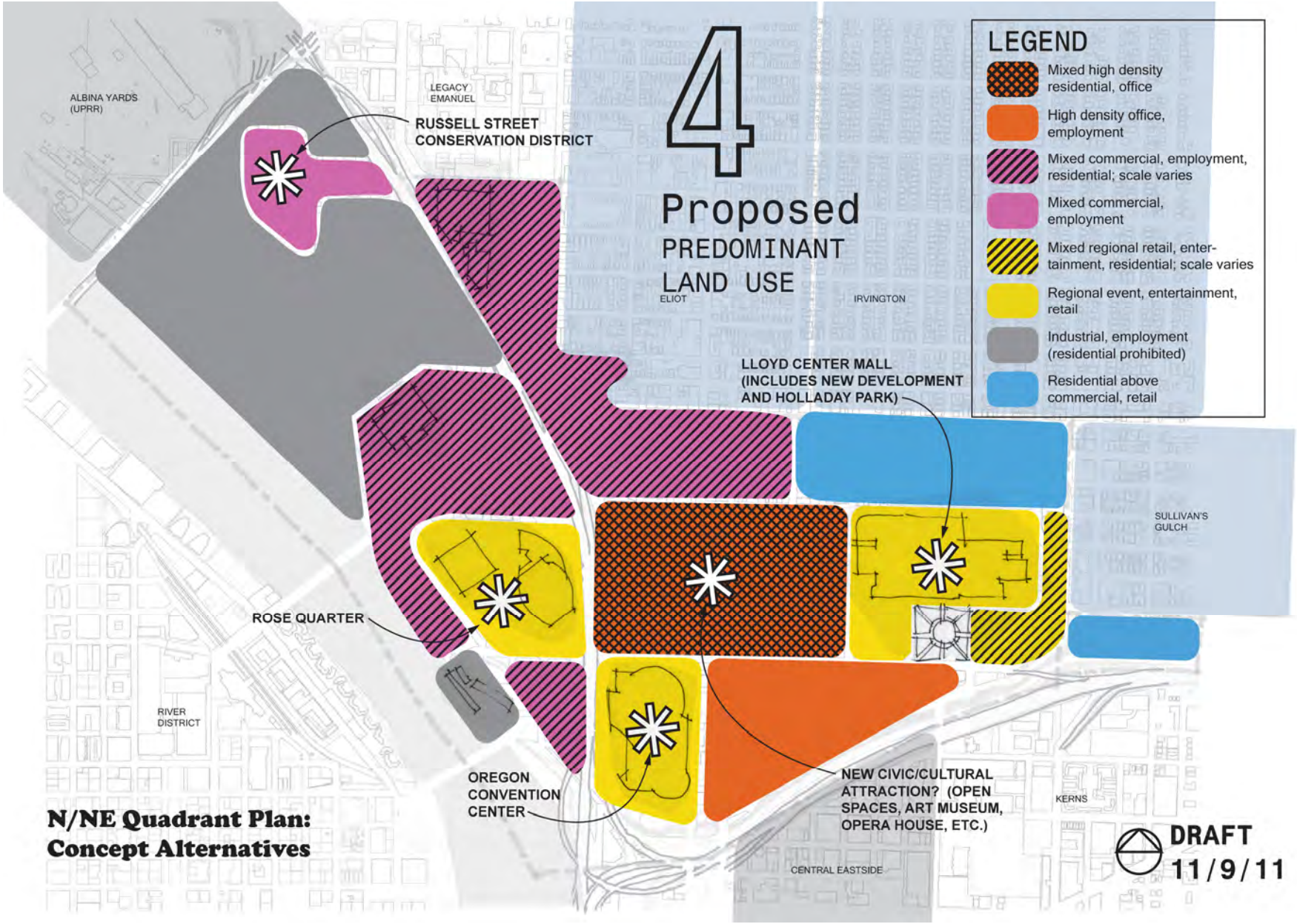
Green Systems

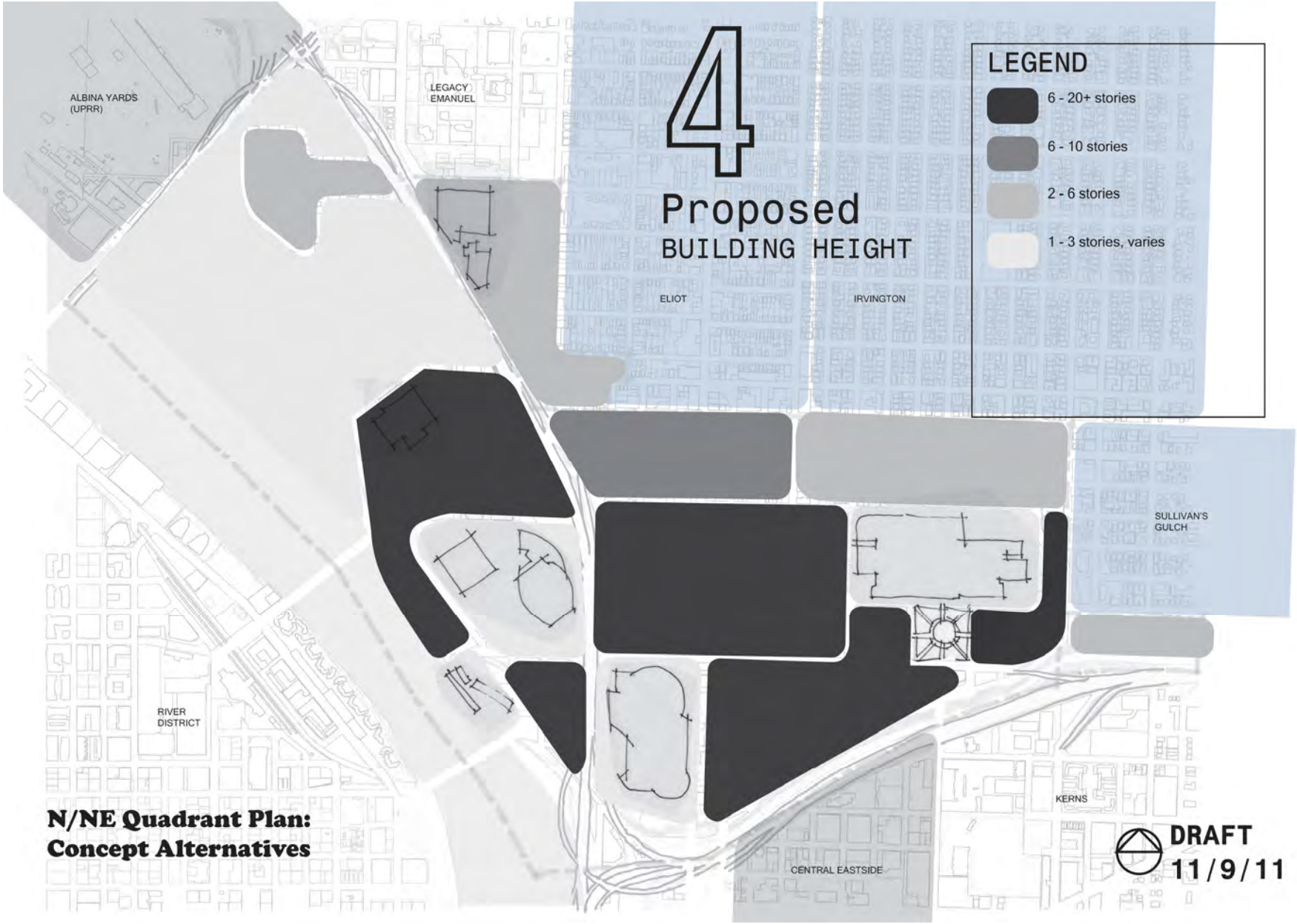
The green systems map illustrates how the Lloyd Ecodistrict effort could integrate green systems and facilities in the quadrant to improve its long term resiliency. The green systems components include the following:

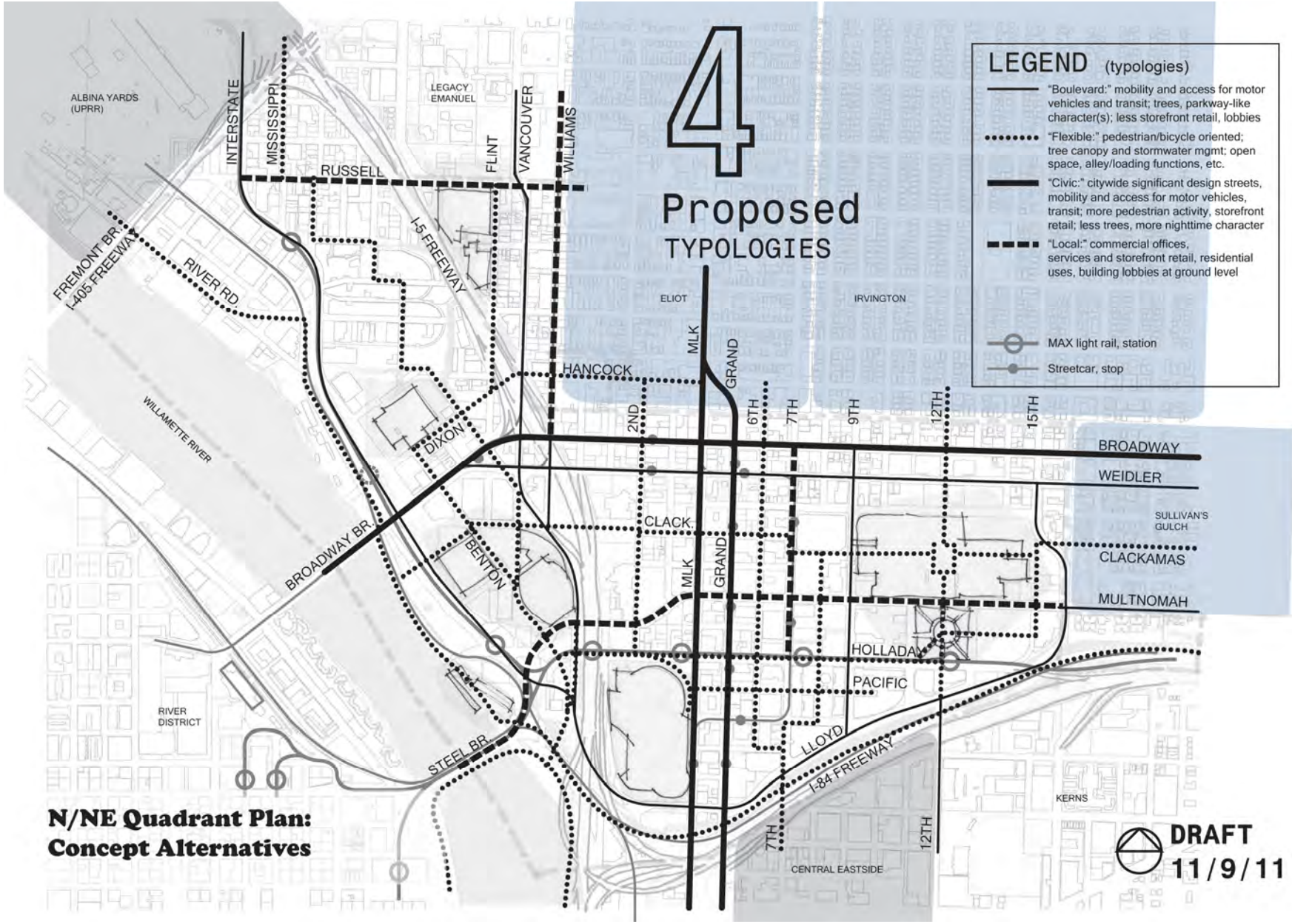
- **Water Quality Corridors**: Corridors that improve and celebrate surface treatment of stormwater runoff.
- **District Energy**: A system that could facilitate shared energy production and distribution between different businesses, residential uses and facilities.
- **Rainwater Harvesting**: Different strategies for rainwater retention reuse and/or treatment throughout the quadrant.

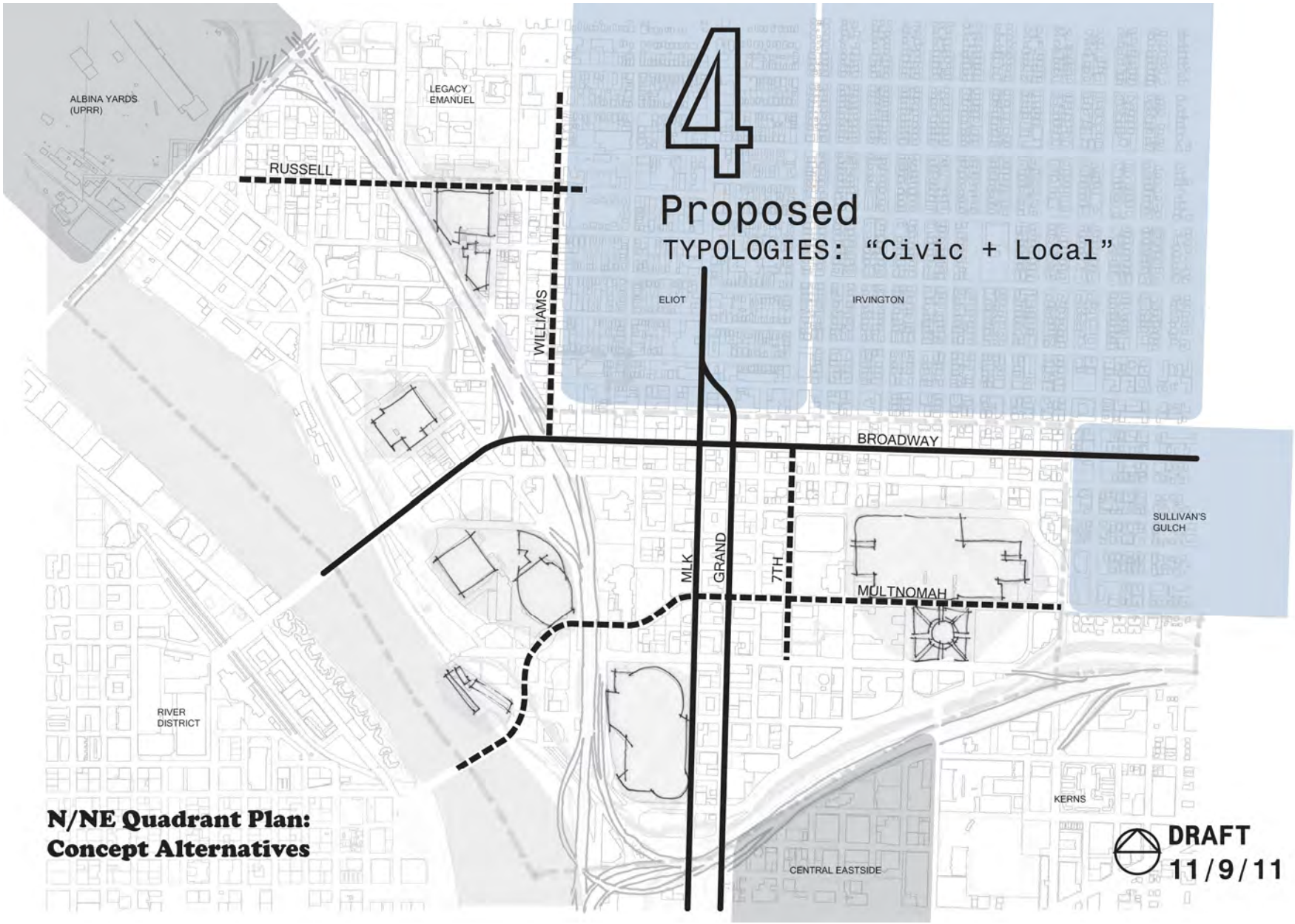
The following **changes** have been included in the revised transportation typologies map:

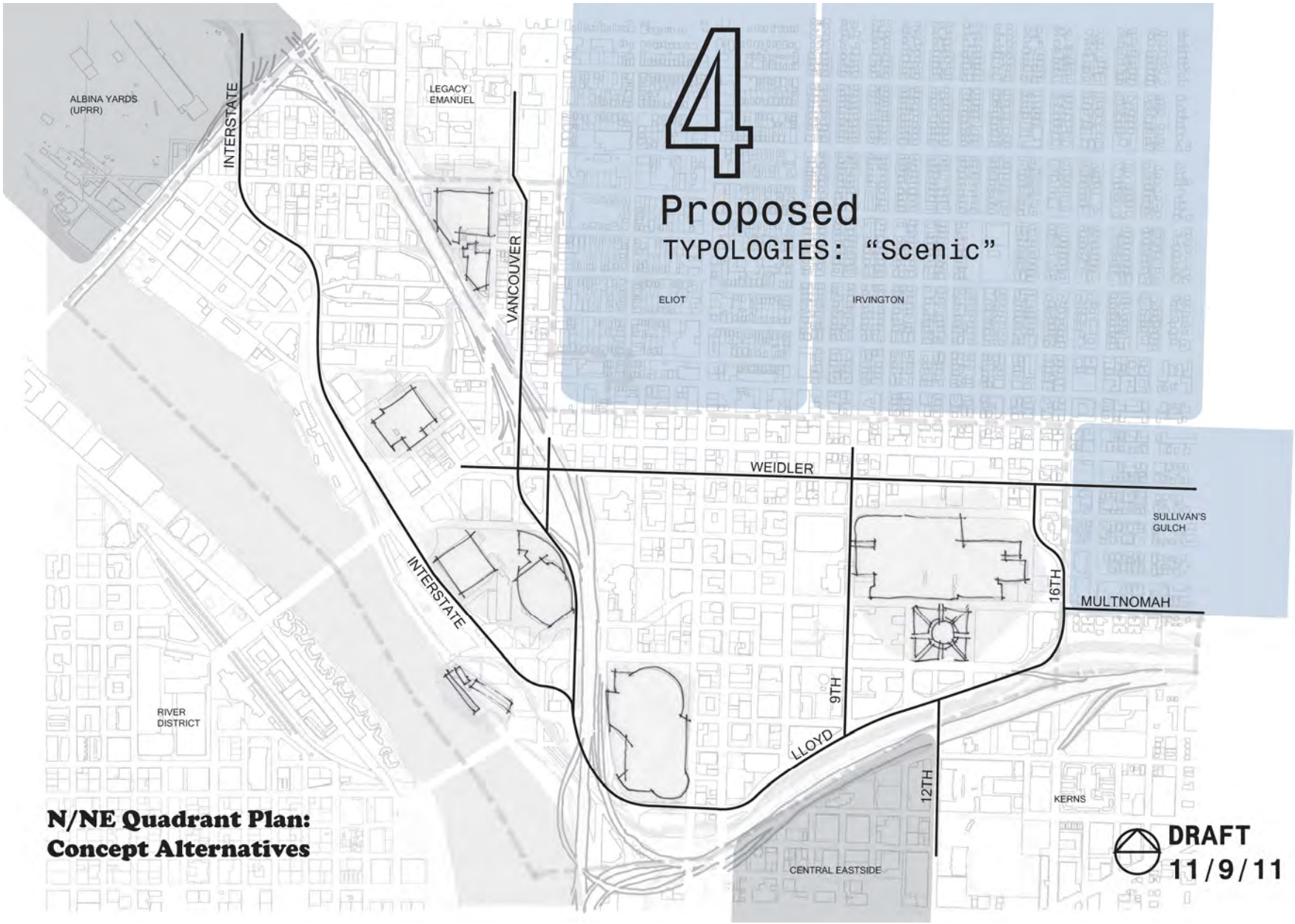
a. The rainwater harvesting corridors are aligned to use a gravity-fed system rather than a system that requires pumping (purple to blue).
b. The water quality, tree canopy corridor designation has been removed from NE 15th to reflect concerns about the retail environment at NE Broadway and Weidler and moved to NE 2nd to assist stormwater management in an area of identified capacity issues.


4
Proposed
PREDOMINANT
LAND USE
LEGEND
Mixed high density residential, office
High density office, employment
Mixed commercial, employment, residential; scale varies
Mixed commercial, employment
Mixed regional retail, entertainment, residential; scale varies
Regional event, entertainment, retail
Industrial, employment (residential prohibited)
Residential above commercial, retail
ALBINA YARDS (UPRR)
LEGACY EMANUEL
RUSSELL STREET CONSERVATION DISTRICT
ELIOT
IRVINGTON
LLOYD CENTER MALL (INCLUDES NEW DEVELOPMENT AND HOLLADAY PARK)
SULLIVAN'S GULCH
ROSE QUARTER
RIVER DISTRICT
OREGON CONVENTION CENTER
NEW CIVIC/CULTURAL ATTRACTION? (OPEN SPACES, ART MUSEUM, OPERA HOUSE, ETC.)
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
11/9/11


4
Proposed
BUILDING HEIGHT
LEGEND
6 - 20+ stories
6 - 10 stories
2 - 6 stories
1 - 3 stories, varies
ALBINA YARDS (UPRR)
LEGACY EMANUEL
ELIOT
IRVINGTON
SULLIVAN'S GULCH
RIVER DISTRICT
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
11/9/11


4
Proposed
TYPOLOGIES
LEGEND (typologies)
"Boulevard:" mobility and access for motor vehicles and transit; trees, parkway-like character(s); less storefront retail, lobbies
"Flexible:" pedestrian/bicycle oriented; tree canopy and stormwater mgmt: open space, alley/loading functions, etc.
"Civic:" citywide significant design streets, mobility and access for motor vehicles, transit; more pedestrian activity, storefront retail; less trees, more nighttime character
"Local:" commercial offices, services and storefront retail, residential uses, building lobbies at ground level
MAX light rail, station
Streetcar, stop
ALBINA YARDS (UPRR)
INTERSTATE
MISSISSIPPI
LEGACY EMANUEL
FLINT
VANCOUVER
WILLIAMS
RUSSELL
FREMONT BR.
I-405 FREEWAY
RIVER RD
I-5 FREEWAY
ELIOT
IRVINGTON
MLK
GRAND
HANCOCK
2ND
6TH
7TH
9TH
12TH
15TH
BROADWAY
WEIDLER
WILLAMETTE RIVER
DIXON
CLACK.
SULLIVAN'S GULCH
CLACKAMAS
BROADWAY BR.
BENTON
MULTNOMAH
HOLLADAY
PACIFIC
RIVER DISTRICT
STEEL BR.
LLOYD
I-84 FREEWAY
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
11/9/11


4
Proposed
TYPOLOGIES: "Civic + Local"
ALBINA YARDS (UPRR)
LEGACY EMANUEL
RUSSELL
WILLIAMS
ELIOT
IRVINGTON
BROADWAY
SULLIVAN'S GULCH
MLK
GRAND
7TH
MULTNOMAH
RIVER DISTRICT
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
11/9/11


4
Proposed
TYPOLOGIES: "Scenic"
ALBINA YARDS (UPRR)
INTERSTATE
LEGACY EMANUEL
VANCOUVER
ELIOT
IRVINGTON
WEIDLER
SULLIVAN'S GULCH
16TH
MULTNOMAH
INTERSTATE
9TH
LLOYD
12TH
KERNS
RIVER DISTRICT
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
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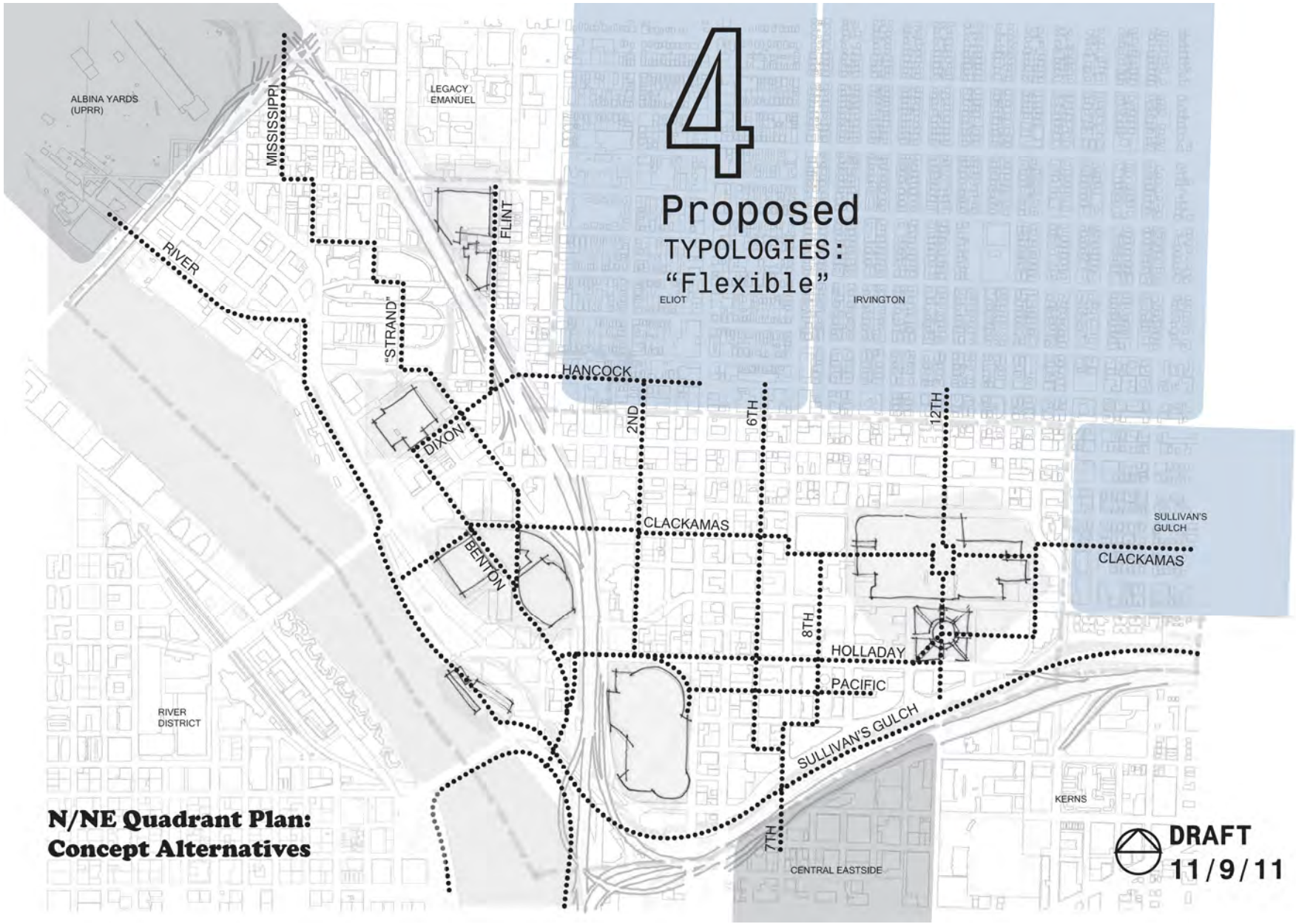
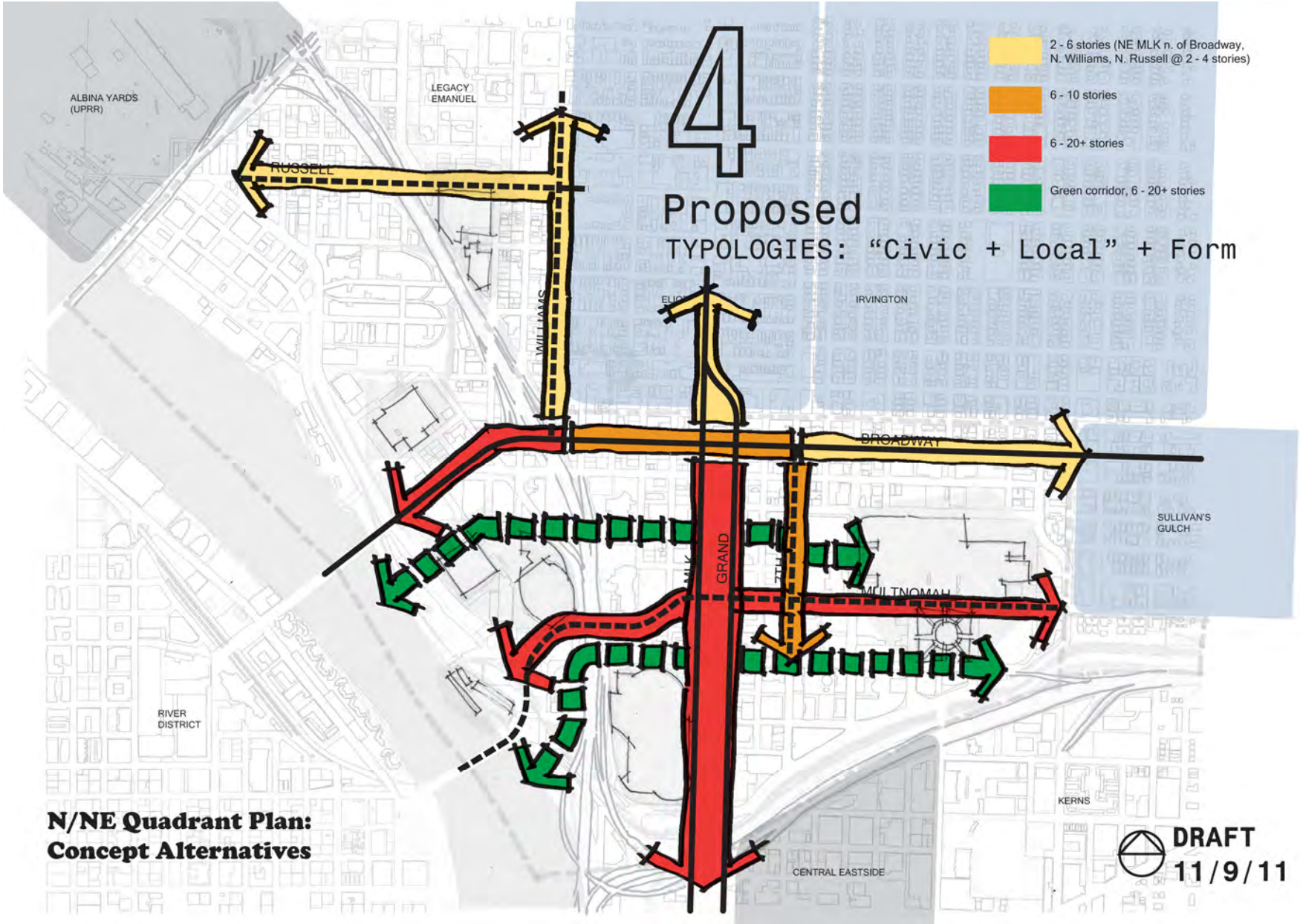
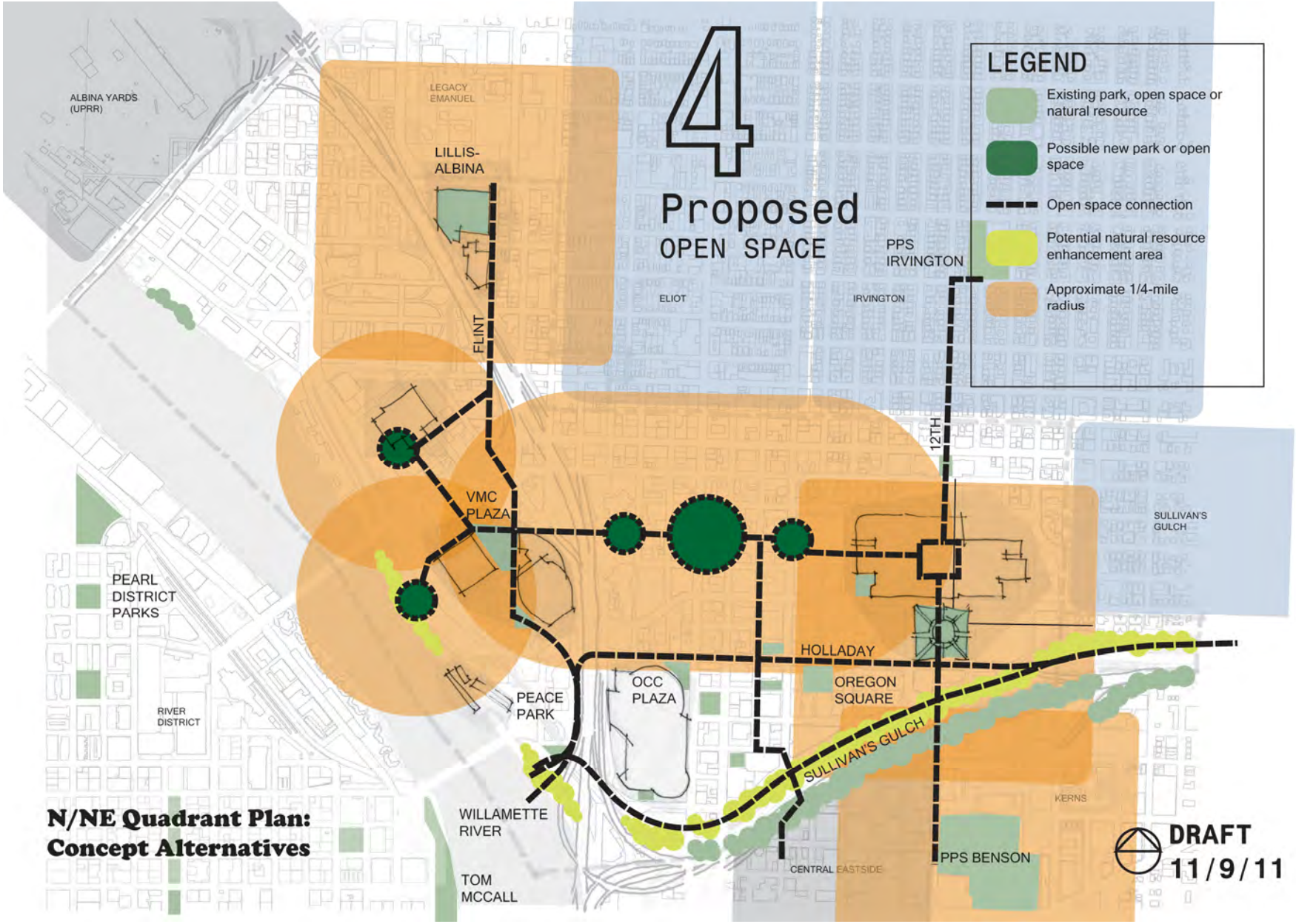
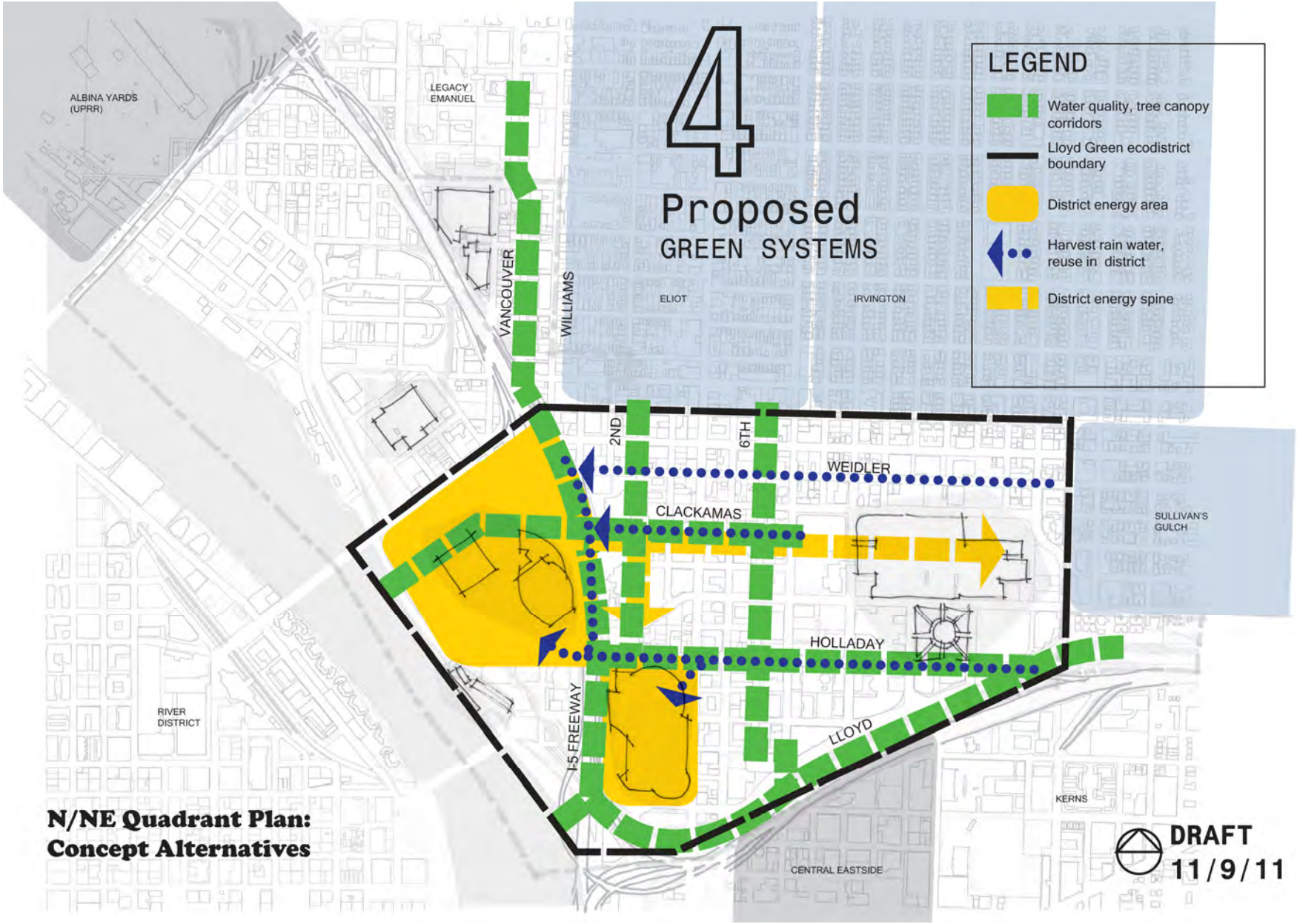
11/9/11


4
Proposed
TYPOLOGIES:
"Flexible"
ALBINA YARDS (UPRR)
MISSISSIPPI
LEGACY EMANUEL
FLINT
RIVER
"STRAND"
ELIOT
IRVINGTON
HANCOCK
DIXON
2ND
6TH
12TH
CLACKAMAS
BENTON
SULLIVAN'S GULCH
CLACKAMAS
8TH
HOLLADAY
PACIFIC
RIVER DISTRICT
SULLIVAN'S GULCH
KERNS
7TH
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
11/9/11


4
Proposed
TYPOLOGIES: "Civic + Local" + Form
2 - 6 stories (NE MLK n. of Broadway, N. Williams, N. Russell @ 2 - 4 stories)
6 - 10 stories
6 - 20+ stories
Green corridor, 6 - 20+ stories
ALBINA YARDS (UPRR)
LEGACY EMANUEL
RUSSELL
IRVINGTON
BROADWAY
SULLIVAN'S GULCH
GRAND
MULTNOMAH
RIVER DISTRICT
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
11/9/11


4
Proposed
OPEN SPACE
LEGEND
Existing park, open space or natural resource
Possible new park or open space
Open space connection
Potential natural resource enhancement area
Approximate 1/4-mile radius
ALBINA YARDS (UPRR)
LEGACY EMANUEL
LILLIS-ALBINA
FLINT
ELIOT
IRVINGTON
PPS IRVINGTON
12TH
VMC PLAZA
SULLIVAN'S GULCH
PEARL DISTRICT PARKS
HOLLADAY
OREGON SQUARE
OCC PLAZA
PEACE PARK
RIVER DISTRICT
SULLIVAN'S GULCH
KERNS
WILLAMETTE RIVER
TOM MCCALL
CENTRAL EASTSIDE
PPS BENSON
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
11/9/11


4
Proposed
GREEN SYSTEMS
LEGEND
Water quality, tree canopy corridors
Lloyd Green ecodistrict boundary
District energy area
Harvest rain water, reuse in district
District energy spine
ALBINA YARDS (UPRR)
LEGACY EMANUEL
VANCOUVER
WILLIAMS
ELIOT
IRVINGTON
2ND
6TH
WEIDLER
CLACKAMAS
SULLIVAN'S GULCH
HOLLADAY
I-5 FREEWAY
LLOYD
RIVER DISTRICT
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
11/9/11

Staff Responses to 9/29/11 SAC and 10/13/11 TAC comments

Staff presented the 70% draft proposed concept to the Stakeholder Advisory Committee (SAC) at their meeting on September 29, 2011 and to the Technical Advisory Committee (TAC), comprised of local and regional agency partners, on October 13, 2011. Issues raised are summarized below followed by staff responses.

Land Use and Scale

1. How much land area in the Lloyd District is vacant?

In the NNE Quadrant study area, the development capacity model identifies roughly 54 acres as vacant (41 in Lloyd District) and an additional 40 acres as redevelopable (27 in Lloyd District). With the exception of the school district's 7-acre Blanchard site, vacant and redevelopable industrial properties in Lower Albina are not included in these numbers.

2. Relationship of industrial land flexibility or zone changes to the larger industrial land supply, and therefore pressures on natural resources in other industrial areas.

Applying an Employment Opportunity Subarea "overlay" to portions of Lower Albina east of the UP Railroad line does not remove the properties from the industrial land supply. The limited flexibility provided by the overlay is intended to encourage additional compatible employment in the area, which could take pressure off of other industrial areas throughout the city.

The revised concept proposes changing the zoning for the PPS Blanchard Site from IG1 to another zone that allows significantly more land use flexibility. It is not clear if removing this site from the industrial land supply will affect needs citywide, because the site is not currently in industrial use and is unlikely to become available for industrial use in the future. The City is in the process of completing an Economic Opportunity Analysis to predict future supply and demand of industrial lands. Key results of the new analysis are expected to be completed in December, and will inform the discussion of the Blanchard site's current industrial zoning.

3. Will additional residential uses be allowed in Lower Albina and on the Blanchard Site?

The concept does not propose expanding the area where residential uses are allowed in Lower Albina, however existing allowances for housing in the Russell Street Conservation District would be maintained. The concept proposes that commercial and employment uses could expand along Russell Street and south to the light rail station. If housing were developed on the Blanchard site, a sensitive transition would be needed between it and the Water Bureau's properties to the north. Because the site is a single property, zoning may not be the best way to implement a transition. Options for SAC consideration will be prepared by staff in the next phase of plan development.

4. Would EG zones be a suitable zoning option in Lower Albina?

As part of the next stage of plan development, staff will explore a variety of zoning options in the parts of Lower Albina where additional land use flexibility is proposed, including the EG1 and EG2 zones. However, the EG zones have provisions that may not be appropriate in Lower Albina, including large retail use allowances, required setbacks and landscaping, and 85 percent maximum lot coverage. The Central City plan district does allow such provisions to be modified for specific

situations. Staff will strive to develop the simplest and most easily implemented zoning tools that achieve desired objectives.

5. Should residential development be prioritized more heavily on the transit lines?

The proposed concept suggests residential uses as part of mixed use development in most areas of the quadrant and places particular emphasis on residential development in Central Lloyd and along the NE Broadway/Weidler Corridor. This area encompasses much of the streetcar alignment and the north side of the MAX line. Residential development is also suggested as part of mixed use development east of Holladay Park.

6. How is the proposed concept addressing market demands?

The proposed concept accommodates Metro's 2035 forecast for development and suggests mixed land uses in much of the quadrant area, providing significant development flexibility that allows development to respond to market demands. Staff has been working with major property owners during this process to make sure that the proposed concept and private development are complementary. In addition, the project team will host a developer's forum this winter to get feedback from real estate development experts on the proposed concept and inform implementation strategies.

7. This project needs to consider impacts along Broadway up to 33rd Avenue.

The eastern boundary for the N/NE Quadrant Plan is NE 16th Avenue, but the broader context of the Broadway corridor has been taken into account during development of the proposed concept. The Portland Plan is addressing neighborhood needs citywide and will further address community desires for the extended corridor.

8. The height bonuses along Broadway east of 7th need to be reduced, and these measures should be extended north of Schuyler.

The revised concept continues to propose development along Broadway east of 7th in the 2 to 6 story range. The exact height limits will be discussed during development of the detailed plan, but staff recognizes that there is strong community and SAC support for reducing or removing the existing height bonuses. The area north of Schuyler is outside the Central City Plan District boundary and outside the N/NE Quadrant study area. This process will not make changes to zoning in that area. Zoning issues outside the study area would have to be examined through some future process.

9. Height restrictions on Broadway between the river and 7th avenue.

- **The height restrictions that would be implemented between 7th and 15th along Broadway should be extended west to the freeway, and perhaps to the river, to respect the historic Eliot neighborhood and address overly generous entitlements.**
- **There should be higher density along Broadway west of 7th.**

The majority of comments at the SAC meeting on September 29, 2011 supported larger-scale development along Broadway west of 7th Avenue to help achieve Central City density targets and support the new streetcar. The proposed concept has been revised to propose 6 to 10 story development from 7th Avenue to the freeway (current limit is 100' and would not have to change) and 6 to 20 story development (an increase from current limits) from the freeway to the river.

Design Review takes into account height and scale of adjacent development, and can help address neighborhood concerns about increased building scale along the corridor. Exact height limits and development standards will be discussed during development of the detailed plan. Strategies to address inflated expectations due to overly generous development entitlements would likely apply to the entire Central City and will be explored through the Central City 2035 process.

10. Impacts to established views of downtown and the river.

BPS is working on a viewpoint study involving inventory work for 12 priority scenic viewpoints in the Central City. A priority viewpoint is one that has a corresponding view corridor with a height limit that affects parcels in the Central City. The inventory work involves reviewing the 1991 documentation that established the viewpoint, and field work to document the status of the view today. While in the field, we are also mapping the viewpoint with a GPS unit. The inventory work will also involve 3D modeling to see how buildings built to the height limit in the view corridor do or could affect the view. The final product of this work will be a report with the 2011 inventory information, maps, other graphics, and photos. The information in the report will give the Central City team an understanding of what the view looked like in 1991, what it looks like now (e.g. blocked by vegetation), how accessible the viewpoint is (in some cases there is no way for the public to reach the viewpoint), and an idea of what the area surrounding the viewpoint is like. We will return to this issue in the development of the detailed plan.

Mobility

11. Are there conflicts between proposed flexible streets and freight routes?

- **Conflicts with the Strand and industrial traffic?**

One section of River Street is classified as a minor truck route and is also displayed in the proposed concept as a flexible street. This section represents the adopted alignment for the Greenway Trail.

Industrial access remains a priority on streets throughout Lower Albina. Pedestrian improvements associated with the Strand in this area would have to preserve functional freight access. There are some examples of bike and pedestrian improvements in industrial areas that could serve as precedents, such as NW 13th street in the Pearl District and SE 3rd Avenue in the Central Eastside.

12. Define sections of Broadway that have individual characteristics. Suggested sections are 15th to 7th, 7th to the freeway and the freeway to the river.

Broadway continues to be classified as a civic corridor on the revised transportation typology map, but the building scale and character of the urban form along the corridor has been differentiated as suggested. The proposed building scale from 15th to 7th is 2 to 6 stories, from 7th to the freeway is 6 to 10 stories and from the freeway to the river is 6 to 20 stories.

13. Concerns about proposing a scenic designation for Multnomah because SAC members envisioned more activity along the street.

The revised transportation typology map designates Multnomah as a local main street with a high level of multimodal transportation and retail activity.

14. Conflicts on 7th between bikes and on-street parking needed for retail.
The proposed concept suggests that NE 7th be highlighted as a local main street where retail and pedestrian activity would be encouraged. The combination of streetcar construction and bike facilities has resulted in the loss of on-street parking on one side of 7th. It is recognized that this may present a challenge for retail, however staff continues to hear support from stakeholders for encouraging 7th as a retail street in order to take advantage of the streetcar investment.

15. Extend the civic designation further south along Grand.
In the revised concept map, the full length of both MLK and Grand are shown as civic streets.

16. Display Pacific St as a flexible street.
In the revised concept map, Pacific Street has been added as a flexible street.

17. Will all streets eventually be assigned a transportation typology (scenic, flexible, civic, local main)?
No. The typologies are intended to elevate certain streets with special significance in the district. Many streets will not have a designation within the typologies.

Parks and Open Space

18. How does the plan meet Parks Bureau targets?
The Portland Plan calls for access to a park within ¼ to ½ mile of 90% of Portland's residents. There is a deficiency in the western part of the Lloyd District. The proposed concept calls for additional parks to address the deficiency and support residential development.

19. What is the mix of parks services that are proposed?
Specific locations and functions for parks have not yet been determined, but the proposed concept anticipates a system that could provide a mix of active and passive recreation. Specific needs will be determined as the area develops.

20. It would be good to see a more practical, results oriented, real estate approach to the parks strategy.
The open space concept proposes new parks along Clackamas Street to serve the needs of new residents in the Lloyd District. Some of these spaces might be publicly developed, others could be built through private development. The City can offer incentives and take advantage of other opportunities to work with private partners to develop additional public and privately owned open space as the area redevelops. Specific strategies will likely be worked out as part of individual development deals.

21. Add a connection between Lillis Albina Park and the new proposed parks.
The revised open space map includes a connection.

22. Are you looking at/ what is the feasibility of incorporating small scale open space, recreation and habitat opportunities? E.g. private pocket parks, ecoroofs, capping the freeway.
As noted in Question 21, the City can offer incentives and take advantage of other opportunities to work with private partners to develop additional public and privately owned open space as the area

redevelops. The urban design analysis of the remaining freeway improvement options suggests that a cap would be feasible in many scenarios.

23. The area along the Willamette River is shown with open space and 6 to 20 story development in the concept. Riverfront land is scarce and should be preserved for open space.

Planning for the waterfront site west of the Rose Quarter is included in the Rose Quarter District Plan (PDC). Recent concepts for the riverfront parcel display a blend of development, open space and public access on the site.

Green Systems

24. Instead of mining stormwater and pumping it back into the district, use runoff at the site where it originates. The concept should address managing stormwater at the source and reflect the Portland Watershed Management Plan, Green Street Policy and the Stormwater Management Manual guidance.

The green systems concept has been revised to propose a gravity-fed system of rainwater collection that could provide water to users along the corridor and terminate in the western parts of the district where there are large potential users, such as the Rose Quarter. In addition, on-site management of stormwater will continue to be encouraged through other existing City policies.

25. How does the plan meet citywide tree canopy targets?

The existing tree canopy within the quadrant falls short of the targets established in the 2004 Urban Forest Management Plan. However, it is important to note that these targets were established to measure citywide progress toward meeting tree canopy goals and were not intended to be strictly applied to all areas of the City. The Central City, where full-build out of sites is encouraged, has limited opportunities to achieve significant tree canopy on private property. More significant opportunities exist within rights-of-way, including freeway corridors, and to some degree within parks.

Appropriate tree canopy targets for Central City areas, including the N/NE Quadrant, and strategies for meeting the targets will be developed as part of the next phase of plan development. It is estimated that most streets within the quadrant could meet the target for canopy within rights-of-way if they met current standards for street trees (1 tree per 25 linear feet of street frontage), assuming they were planted with medium canopy trees. In addition to typical street tree planting, water quality and tree canopy corridors are proposed that would emphasize the surface treatment of stormwater and large canopy trees. Enhanced tree canopy is also proposed on scenic streets.

26. Will green infrastructure only be incorporated into the streets designed as water quality and tree canopy corridors?

The water quality and tree canopy corridors are intended to provide a special emphasis on surface treatment of stormwater and enhanced tree canopy. However, it is anticipated that all streets within the quadrant would meet City requirements for green infrastructure, such as street trees and stormwater facilities, as they are redeveloped.

N/NE Quadrant Proposed Concept Evaluation Summary

In early 2011, the N/NE Quadrant Stakeholder Advisory Committee (SAC) developed project goals and objectives to guide the planning process. To ensure consistency with the SAC's vision for the quadrant, the project team has evaluated the proposed concept against the project goals and objectives. This exercise is intended to provide an interim check-in on how well the proposal responds to the goals and objectives before getting into the more specific work of developing plan policies and implementing actions. In some cases, objectives are not fully represented in the concept diagrams and hose topics have been identified for further attention in the next phase of the process. A summary of findings is provided below and a more detailed discussion is attached.

Summary of Findings

The evaluation found that the proposed concept diagrams generally support the project goals and objectives. No conflicts were identified. The evaluation highlights the fact that the concept diagrams provide good direction about the overall vision for the N/NE Quadrant, but do not provide the necessary depth to fully address all of the detailed objectives set forth by the SAC. The next phase of the process will involve development of a draft plan that will flesh out proposals reflected in the proposed concept, as well as address issues that were not explored during the concept planning phase. Below is brief summary of how the proposed concept supports the project goals, followed by a more detailed discussion in the remainder of the report.

Goals 1 and 2: Diverse Mix of Uses and Economic Development
The proposed concept provides opportunities for a wide variety of land uses and seeks to reinforce the success of existing employment centers and neighborhood business districts. A more balanced mix of uses is sought than exists today, with a renewed focus on encouraging residential development that will help create more active vibrant districts. An important element of this concept is to increase the number of residents to attract new businesses. The conceptual open space plan addresses the park deficiency in the area and suggests an amenity to support and encourage the desired high-density development within the Lloyd District. Additional work is needed to address affordable housing objectives.

Goal 3: Enhanced Natural Environment and Sustainable Development
The proposed concept supports natural resource enhancement in Sullivan's Gulch and on the riverbank. Increased tree canopy is proposed focusing on enhanced canopy in certain rights-of-way. Additional work is needed to identify appropriate canopy targets for this area. The concept supports the Lloyd Eco-District designation and suggests district systems for energy and rainwater harvesting.

Goal 4: Access to Amenities and Neighborhood Transitions
Additional work is needed in development of the quadrant plan to ensure appropriate services, such as parks, schools and grocery stores, are provided as the residential population increases. The proposed concept seeks to provide sensitive transitions to adjacent neighborhoods by proposing more moderate densities along central city edges that will help buffer lower density neighborhoods from the higher intensity development proposed in the central portions of the Lloyd District and Rose Quarter.

Goals 5 and 6: Multi-Modal Transportation
The concept provides an integrated land use-transportation framework that will be used to identify multimodal transportation system improvements that focus on connectivity and access improvements to meet the specific modal and land use needs for safe and efficient accessibility within the quadrant. The concept suggests a street hierarchy and street typology that relates street design to adjacent land uses and street functions, as a means of supporting objective for creating distinctive districts and more walkable streets. The concept encourages the use of alternative transportation modes by proposing an improved job to housing balance and an enhanced

pedestrian and bicycle environment. The concept will also provide for freight access to serve businesses and regional markets.

Goal 7: Equitable Access to Opportunities
The proposed concept seeks to provide a broad range of employment and housing opportunities that provide a place for both existing and new residents and employees within the quadrant. Additional work is needed in development of the quadrant plan to identify strategies to encourage a mix of housing types accessible to all income levels and to address the potential for involuntary displacement of existing residents and businesses.

Goal 8: Cultural Heritage
The proposed concept includes a number of features intended to celebrate, preserve and enhance historic and cultural resources within the quadrant, including highlighting the Russell Conservation District, zoning changes that encourage investment in historic structures and height changes that respect the scale of historic structures. Additional policies and actions supporting the protection and enhancement of the areas cultural heritage will be developed in the next phase.

Additional Criteria: Implementable proposals; Consistency with Other Plans and Policies
The proposals in the proposed concept are intended to be reasonable and implementable over the 25 year planning horizon. Next steps will include more detail about policies and strategies to implement to the plan. No conflicts have been identified between the proposed concept and adopted land use and transportation policies or the draft goals and objectives of the Portland Plan and Central City 2035 processes. Consistency with other plans and policies will continue to be monitored in the next phase of plan development.

N/NE Quadrant Proposed Concept Evaluation

Background

In early 2011, the N/NE Quadrant and I-5 Broadway/Weidler Plans Stakeholder Advisory Committee (SAC) developed project goals and objectives to guide the planning process. Together, the goals and objectives represent what the SAC hopes to achieve with the N/NE Quadrant and I-5 Broadway/Weidler Plans as a whole. Along with an extensive public outreach effort, the goals and objectives were used to guide development of a draft proposed concept for the quadrant. They will also provide a means for determining whether the final plan, that will be developed during the next phase of the N/NE Quadrant Plan process (Phase 4), is balanced and complete and meets the aspirations of project stakeholders.

The draft proposed concept consists of a series of diagrams that illustrate what is envisioned for the quadrant at a conceptual level, covering the following topic areas: land use, building height/scale, transportation typologies, open space and green systems. A 70% draft of the proposed concept was discussed at the SAC's September meeting and is being refined to reflect stakeholder comments. A revised version of the proposed concept will be presented at the November 17 SAC meeting.

To ensure consistency with the SAC's vision for the N/NE Quadrant, the project team has evaluated the concept against the project goals and objectives. This exercise is intended to provide an interim check-in on how well the proposal responds to the goals and objectives before getting into the more specific work of developing plan policies and implementing actions. The evaluation is largely qualitative in nature, however some quantitative measures have been provided where they are available. In some cases, objectives are not fully represented in the concept diagrams. Those topics have been identified for further attention within the next phase of the process. A summary of findings is provided below and a more detailed discussion is attached.

Proposed Concept Evaluation

Goal 1: A diverse mix of commercial, cultural, entertainment, industrial, recreational and residential uses, including affordable housing.

Objectives:

a. Provide opportunities for a variety of desired land uses in the quadrant and its Subdistricts.
b. Foster distinct and complementary subarea identities within the quadrant.
c. Encourage uses that complement regional facilities including the Rose Garden, Memorial Coliseum, Convention Center and Lloyd Center, while seeking to balance the episodic nature of these attractions with additional activities.
d. Increase residential density and improve jobs to housing ratio in the quadrant.
e. Increase affordable housing close to multimodal transportation systems and other appropriate locations.
f. Preserve existing housing in the quadrant.
    - Consider the impacts of proposed Freeway Interchange improvements on nearby residential dwelling-including land use and zoning impacts.
g. Provide open space, parks and recreation opportunities.
h. Provide access and highlight the quadrant's relationship to the Willamette River.

Evaluation:

Mix of Uses and Districts

The proposed concept provides opportunities for a wide variety of land uses and seeks a more balanced mix of uses than currently exists in the quadrant today. The concept calls for increased

office, residential, retail and entertainment uses, which will all complement and provide more balance to the episodic nature of the large regional facilities that are currently located in the study area. In particular, a focus on increased residential development in the Lloyd District will provide for a more constant level of activity, which, in turn, will help support smaller scale businesses. The concept embraces the idea that multiple distinct areas within the study area will result in an economically stronger, more vibrant place. It supports further developing existing distinct places like Russell Street and the NE Broadway main street and encourages the creation of several distinctive new places, including a mixed-use high-density core centered around NE 7th and NE Clackamas and an exciting new district along N Broadway between the Broadway Bridge and I-5.

Housing

A key objective of the proposed concept is to increase the amount of residential development in the Lloyd District. This will also support economic development strategies to stimulate jobs in the N/NE Quadrant. Housing emphasis areas have been identified, including a high density residential area in the central core of the Lloyd District and medium density housing above commercial along the Broadway/Weidler corridor, east of MLK Blvd. In addition, housing would be allowed in all other areas, with the exception of Lower Albina's industrial areas. It is estimated that the concept when fully built-out, could produce over 5,700 housing units, resulting in a total of approximately 7,000 units at build out. With these new housing units, the jobs/housing ratio in the quadrant would become much more balanced at 4.5 jobs to every housing unit, as compared to the existing 17 to 1 jobs/housing ratio. It should be noted that the estimated number housing units far exceeds the Metro forecast for the Lloyd District, which projects that the district will have approximately 3,800 total units by 2035.

Table 1: N/NE Quadrant Estimate of Housing and Jobs

	Existing*	Proposed Concept** (Buildout)	Estimated Increase
Total Jobs	21,689	31,316	9,622
Total Housing Units	1,252	7,007	5,755
Jobs/Housing Balance	17:1	4.5:1	
*2006 jobs estimate; 2008 housing estimate **Based on projected buildout of identified vacant and redevelopable land, assuming a mix of building types. Does not represent maximizing full zoned-capacity.			

While the proposed concept diagram calls for an increased housing supply, it does not speak specifically to housing diversity or affordability. The draft plan, to be developed in the next phase of the process, will reinforce the importance of preserving the housing that currently exists, particularly housing in culturally and historically significant structures, and will address housing affordability and diversity through policies and potentially housing unit and affordability targets. This effort will be coordinated with the Portland Plan and the Central City 2035 Concept Plan.

Parks and Open Space

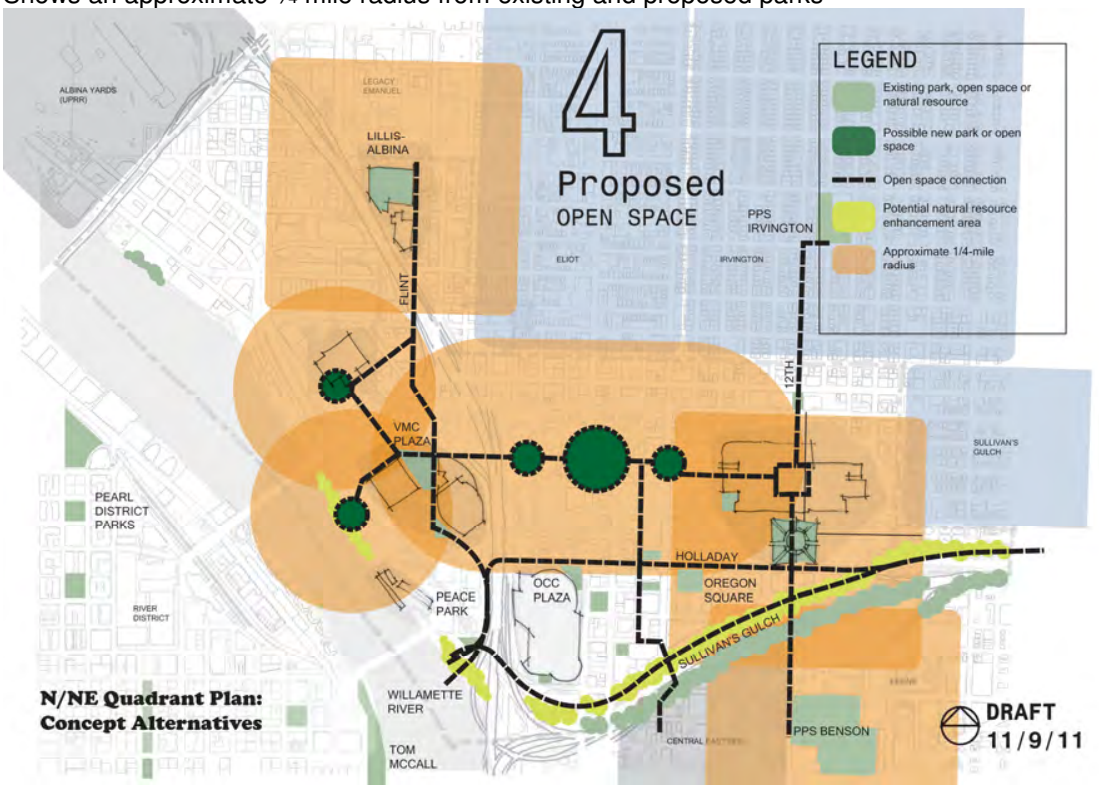
The Lloyd District was identified as being park deficient in the 1988 Central City Plan and those deficiencies continue today. In 2008, Portland Parks and Recreation (PPR) identified the need to acquire and develop at least 3 acres of open space in the Lloyd District by 2020 to meet projected growth. And, PPR generally seeks to provide parks or open space within ¼ to ½ mile walking distance, with the exception of industrial areas. The only significant public open space within the Lloyd District today is Holladay Park, a 4.3 acre park located in the eastern portion of the district. The proposed concept seeks to address the need for additional open space and recreation opportunities by suggesting a conceptual framework for an ultimate open space system. The focus is on creating new open space within the central core, where a new high-density residential neighborhood is envisioned, linking to a new open space on the riverfront. New open space is also shown on the Portland Public Schools Blanchard site, which has been identified as a future redevelopment site. With the proposed addition of new parks, most of the Lloyd District would be

served by a public park within a distance of a ¼ mile (see Map 1) and all areas would be served within ½ mile. It should be noted that the area around the Oregon Convention Center that would not be served within a ¼ mile a public open space, is not envisioned as a location for significant residential development and is currently served by a series of private and semi-private open spaces.

Because the Lower Albina area is largely industrial, new park space is not proposed within the area. It should also be noted that Lillis Albina Park, a 4 acre park, is located just outside of the Lower Albina district.

An extensive trail network is also planned, including the Sullivan's Gulch and Willamette Greenway trails, which will provide recreation opportunities and improved connections to the riverfront and other parts of the Central City. In addition to a new riverfront park, the concept calls for improved riverbank conditions through habitat restoration.

Map 1: N/NE Quadrant Park Service Area
Shows an approximate ¼ mile radius from existing and proposed parks



Goal 2: Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages.

Objectives:

a. Create opportunities for new employment and a variety of employment types and levels.
b. Maintain or increase development potential where appropriate, e.g. through zoning, infrastructure and creation of new parcels.
c. Foster increase in future high density commercial development in appropriate locations while supporting and encouraging industrial activities in current industrial areas.
d. Retain and support existing and local businesses in the quadrant.
e. Support and strengthen the retail environment.

Evaluation:

Employment Opportunities
The proposed concept promotes economic development within the quadrant by seeking to support and strengthen the district's role as a major employment center and regional attractor, while encouraging the growth and vitality of smaller neighborhood business areas. A significant element of the proposal is the emphasis on improving the jobs to housing balance as a means of creating a more vibrant and less episodic district. The concept demonstrates significant development capacity for many types of new employment uses, including industrial, commercial office and retail space. It is estimated that through development of land that is currently vacant and redevelopable, the concept could accommodate over 9,600 new jobs in a range of employment sectors.

Development Potential
The concept maintains the existing development potential in the majority of the study area and suggests investments in parks, trails and more connected walkable streets that would both support and encourage new development. Increases in development potential are proposed in several areas, including:

- The Portland Public Schools Blanchard site and adjacent area where rezoning from industrial to another more flexible zone is proposed;
- Limited areas along N Russell Street and adjacent to the light rail station where rezoning is proposed from industrial to another zone that would allow for a broader mix of commercial uses but continue to prohibit housing.
- Increased maximum heights are suggested at two gateway locations: NE MLK and NE Lloyd Blvd, and along N/ Broadway between the Broadway Bridge and I-5. Taller buildings in these locations would mark the entry into the Lloyd District and help support Convention Center and Rose Quarter activities.

There is one area, along NE Broadway in the Irvington Historic District, where maximum allowable heights are proposed to be reduced. The proposal suggests reducing the applicability of bonus height north of Broadway, where currently buildings up to 125 feet could theoretically be built, to encourage development that is more compatible with the Historic District. Allowed floor area ratio (FAR), which governs the overall square footage of a building would not change.

Business Retention
The proposed concept is designed to build on the district's existing strengths and seeks to support existing successful business areas, such as the Lower Albina which will be retained as a largely industrial area. In contrast, a zoning change is suggested along the Vancouver/Williams corridor in order to support the retention and growth of existing businesses that are currently non-conforming uses in that area. Areas expected to see major transformation over the life of the plan, the central core of the Lloyd District and N Broadway adjacent to the Rose Quarter, are those that are either largely vacant or dramatically underdeveloped.

Retail
The concept identifies and embraces the continued development of several existing distinct retail areas in the study area: NE Broadway (local character, local-serving), Lloyd Mall (major regional), Russell Street (small-scale, local creative character/ food & drink destination). In addition, the concept suggests that with future growth and development, there may be opportunities to expand these districts and create new retail concentrations along MLK/Grand, NE 7th and NE Multnomah. The proposal attempts to support retail by focusing the areas intended for retail, thereby concentrating the retail into more active successful districts. Additional strategies to support retail districts will be explored during plan development. The housing elements of this plan would also support existing and new retail businesses, especially in the central Lloyd and Broadway/Weidler Corridor.

Goal 3: Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment.

Objectives:

a. Create opportunities for new strategically located parks and open space.
b. Maintain and create new access points to the river.
c. Enhance and create new fish and wildlife habitat, tree canopy, and green infrastructure in appropriate locations.
d. Support sustainable development goals and practices, including understanding and impacts of the Lloyd Eco-District.

Evaluation:

The Proposed Concept seeks to balance the overall role of the Central City and the N/NE Quadrant to support high density development, while supporting improvements to habitat, increased access to nature and a sustainable built environment. As described under Goal 1, a new system of parks is proposed in the Lloyd District's central core, an area that is currently park deficient and where substantial new residential development is proposed. The park(s) in the central core would connect to a new riverfront park and Willamette Greenway Trail via a green spine on NE Clackamas Street. Specific locations and functions for parks have not yet been determined, but the conceptual plan anticipates a system that could provide a mix of active and passive recreation, as well as respites of green space within an intensely developed urban area.

Natural Resource Enhancement

The N/NE Quadrant is currently highly developed and has few existing natural resources. Identified resources include:

- The Willamette River, which is a migration corridor for fish and is part of the Pacific Flyway. Specific resources within the quadrant related to the river include shallow water habitat near the interchange of I-84/I-5 and vegetated riverbanks.

- Sullivan's Gulch, a steep, vegetated ravine along I-84. While the area does provide wildlife habitat, there is not enough tree cover to receive a rank in the City Natural Resources Inventory.

The proposal seeks to enhance natural resources along the riverbank where opportunities are presented, and within Sullivan's Gulch. It is estimated that the natural resource enhancement shown in the concept could result in the following:

- 9 acres of ranking wildlife habitat could be created within Sullivan's Gulch if it were planted with native vegetation, including 60% tree canopy. There is currently no ranking wildlife habitat in the quadrant, outside of the Willamette River itself.
- Approximately 2200 linear feet (.42 miles) of river bank could have improved riparian functions resulting in an increase its relative ranking if the banks were planted with more trees and shrubs.

Tree Canopy

As shown in Table 2 below, the existing tree canopy within the quadrant falls short of the targets established in the 2004 Urban Forest Management Plan. It is important to note that these targets were established to measure citywide progress toward meeting tree canopy goals and were not intended to be strictly applied to all areas of the City. The Central City, where full-build out of sites is encouraged, has limited opportunities to achieve significant tree canopy on private property. More significant opportunities do exist to increase tree canopy within rights-of-way, including freeway corridors, and to some degree within parks.

Table 2: Existing Tree Canopy and Citywide Targets

Land Use Category	Current N/NE Quadrant Canopy**	Current Citywide Canopy*	Citywide Target *Urban Forest Management Plan, 2004*
Residential	n/a	30%	35%-40%
Commercial/Industrial	5%	7%	15%
Parks and Open Space***	45%	28%	30%
Rights-of-way	11%	17%	35%
Total	8%	26%	33%

* from 2002 as cited in Portland's Urban Forest Canopy, Parks and Recreation 2007.
** estimate using GIS analysis of Metro's 2007 high structure vegetation mapping.
*** not including City-managed natural areas.

Appropriate tree canopy targets for Central City areas, including the N/NE Quadrant, and strategies for meeting the targets will be developed as part of the next phase of plan development. The proposed concept recognizes the need to add tree canopy to the area and seeks to do so on a number of fronts, primarily focusing on right-of-way areas. It is estimated that most streets within the quadrant could meet the 35% target for canopy cover within rights-of-way if they met current standards for street trees (1 tree per 25 linear feet of street frontage), assuming they were planted with medium canopy trees. In addition to typical street tree planting, water quality and tree canopy corridors are proposed throughout the quadrant that would emphasize the surface treatment of stormwater, vegetation and large canopy trees. Enhanced tree canopy is also suggested on scenic streets, where a lush, highly vegetated environment is proposed. The water quality/tree canopy corridors and scenic streets would also provide additional bird and insect habitat within the quadrant and provide a connection between its interior areas and the natural resource areas at the riverfront and in Sullivan's Gulch.

Sustainable Development

The Proposed Concept supports sustainable development goals and practices and embraces the Lloyd Eco-District designation. The concept envisions built form that encourages the use of alternative travel modes, including high density development that is well served by transit, has enhanced facilities for biking and walking, and includes a mix of housing and employment opportunities. The concept also suggests district systems for energy production and distribution and rain water harvesting for reuse within the district. Improving the balance of jobs and housing within the district will result in a more balanced use of energy throughout the day, making the proposed district energy system more efficient (see Table 3 below). Additional strategies to further sustainability goals, within the district are a potential topic to be explored further in the next phase of plan development.

Table 3: N/NE Quadrant Heating and Cooling Load Comparison

	Jobs/Housing Ratio	Heating Load Commercial/Residential Ratio*	Cooling Load Commercial/Residential Ratio*
Existing	17:1	5:1	26:1
Proposed Concept	4.5:1	1.3:1	7:1

*Based on estimated annual energy use per employee and per household.

Goal 4: Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods.

Objectives:

a. Create sensitive transitions between the more highly urban Central City and adjacent residential neighborhoods.
b. Foster concepts that support high-density development in the Lloyd District in appropriate locations and minimize their impacts on adjacent neighborhoods-Eliot, Irvington, and Sullivan's Gulch.
c. Provide for amenities and services, such as parks, schools and connections, at a level appropriate to support the type and intensity of development proposed.

Evaluation:

Neighborhood Transitions

The proposed concept envisions a high density mixed-use central core and office area within the Lloyd District and retaining the majority of Lower Albina as an industrial employment center. The need for sensitive transitions to adjacent neighborhoods is addressed as follows:

- *Irvington* – A reconsideration of existing height bonuses along NE Broadway within the Irvington Historic District is suggested, which would generally limit development to 2 to 6 stories along NE Broadway within the historic district.
- *Eliot* - Russell and Williams are designated as local main streets within the Eliot neighborhood. These streets are intended to be developed with neighborhood scale businesses that would serve the needs of the adjacent residential neighborhood. The concept suggests 6 to 10 story development on Broadway between MLK/Grand and the I-5 Freeway. The Eliot Conservation District is 1 ½ to 2 ½ blocks north of Broadway, providing adequate transition from the taller buildings on Broadway to historic structures.
- *Sullivan's Gulch* – The proposed concept suggests adding medium density residential above commercial along the Sullivan's Gulch edge on Broadway/Weidler and on Multnomah to 21st, adding residential and neighborhood supportive retail to area. Around the Lloyd Center mall, higher intensity development is anticipated, building on the attraction of the mall, Holladay Park and the light rail station. This edge abuts properties that are currently developed with high-rise buildings which provide a buffer for the lower density neighborhood further to the east. In addition, 15th/16th is designated as a scenic street, which would provide a green buffer for the neighborhood.

Amenities and Services

The proposed concept would dramatically increase the amount of housing in the Lloyd District, which will require an increased level of amenities. As discussed under Goal 1, the area has been identified as being park deficient and the concept seeks to address that deficiency through a conceptual open space plan. The need for a full-range of services, such as schools, grocery stores, community centers, libraries, day care and medical services, and strategies to assess and provide them, will be a topic for further work in development of the quadrant plan.

Goal 5: A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system.

Objectives:

a. Improve multi-modal transportation accessibility and connectivity within and through the quadrant (e.g. via new or improved connections across freeway and in the district)
b. Encourage the use of transportation modes other than single occupancy vehicles to reduce auto emissions and vehicle miles traveled.

c. Improve circulation for all modes in the Rose Quarter Transit Center.
d. Accommodate present and future multimodal access needs of the quadrant.
e. Improve freight access from freeway and railroads to industrial areas and major destinations.
f. Increase safety within the quadrant for all modes.
g. Provide a street hierarchy system that supports the quadrant's desired urban form, land use and livability goals.
h. Provide parking and transportation demand management strategies that better support the needs of the quadrant.
i. Support the ODOT High Speed Rail study, including analysis of alternative routes and station locations from existing rail facilities.

Goal 6: Improve the local circulation system for safe access for all transportation modes within the quadrant and at freeway interchanges.

Objectives:

a. Provide affordable, reliable, time saving and effective range of multimodal transportation solutions.
b. Connect regional trail system via local pedestrian and bicycle network.
c. Improve freeway operations for transit (C-TRAN), freight and auto.
d. Improve local access across freeways and rail crossings via improved, safer crossings and additional separated facilities for cars, pedestrians and cyclists.
e. Improve access to transit for residents, employees and visitors.
f. Seek to significantly reduce accident potential.
g. Minimize local land use impacts of transportation infrastructure.
h. Improve rail operations for freight and passengers (e.g. “S” curve in UPRR Mainline).

Evaluation:

Goals 5 and 6 call for an improved regional and local multimodal transportation system that provides for better access, safety, convenience, and efficiencies. The following evaluation examines both goals as a holistic transportation system integrated with the land use concepts.

The overall approach for the N/NE Quadrant recommendation is to support the high density development potential in the Lloyd District, create a more vibrant district that compliments area businesses and events at the Oregon Convention Center and Rose Quarter and retain the eclectic industrial job base of Lower Albina. In order to encourage economic development within an existing congested transportation system, the proposed concept builds upon previous efforts from the 1988 Central City Plan to increase land use densities and the use of alternative modes of travel to, from and within the Central City. Fundamental to the proposal is an improved job-to-housing balance in the Lloyd District, which will encourage the use of alternative transportation modes by locating housing near existing employment centers and in an area well served by transit, bike and pedestrian facilities. The concept provides a framework that will be used to identify multimodal transportation system improvements, which focus on connectivity and access improvements to meet the specific modal and land use needs of the quadrant.

The following summarizes the proposed concept as it relates to additional topics addressed in the goals and objectives:

- *Street Typology:* The concept suggests a street hierarchy and street typology that relates street design to adjacent land uses and street functions as a means of supporting objectives for creating more distinctive districts with walkable streets. The typology also provides for flexibility to adapt to adjacent land uses, which vary from the industrial activities in Lower Albina to the high density commercial uses in the Lloyd District.

- *Encouraging the Use of Alternative Transportation Modes:* The Lloyd District currently has a successful Transportation Demand Management (TDM) program as part of a public-private partnership between the City of Portland and Lloyd District businesses through the Lloyd Transportation Management Association (TMA). Through this partnership, the Lloyd TMA has been successful in increasing the use of alternative transportation modes. In 1997, 40% of Lloyd area employees used modes other than driving alone to get to work. Today, approximately 60% of employees of Lloyd TMA members use modes other than driving alone, whereas in the Lloyd District as a whole this figure is 45%. The success of the TMA speaks to the continued need to expand TDM strategies in order to meet citywide goals for reduced reliance on driving alone. Recommendations for updating transportation and parking management strategies for Lower Albina and the Lloyd District, as well as targets for reducing vehicle use will be developed as part of the next phase of the quadrant plan. It is anticipated that the partnership with the Lloyd TMA will continue to play a key role in developing and implementing future strategies.

- *Transit:* N/NE Quadrant is currently very well served by transit and future service improvements are planned, including light rail expansion to Milwaukie and streetcar service within the N/NE Quadrant. The proposed concept reinforces the use of transit by promoting increased density of residents and employees and by promoting a system of connectivity and more walkable streets throughout the quadrant. With this system of pedestrian and transit connectivity, most workers and residents in Lower Albina and Lloyd District would have transit service within one-quarter mile. However, as growth occurs within the quadrant, it is anticipated that there will be a need is to restore recent service cuts and to increase frequency of bus service to the area. A desire to improve circulation within the Rose Quarter Transit Center has been identified and the City and TriMet have begun discussions about possible solutions. This is a potential topic to be addressed in the quadrant plan.

- *Freight and Auto Access*: the proposed concept recognizes the important role of the area as a major employment and entertainment area and the need to maintain good freight and automobile access and circulation. Improved freight and auto access to the area is somewhat dependent on the outcome of the process evaluating options for I-5: Broadway-Weidler Interchange improvements. The main goal of that process is to improve safety and operations on the freeway and at the interchange, which would contribute to improved freight and auto access to the district. The City of Portland is working closely with ODOT to analyze and evaluate impacts of the improvement options, including land use impacts associated with expansion and/or reconfiguration of the freeway right-of-way.

  The “s” curve in the Union Pacific rail line that runs through the area has long been identified as an issue for rail operations in the area. It also acts as an obstacle to other objectives in the area, such as development of a greenway trail and waterfront park. Addressing the “s” curve is a potential topic to be addressed in the quadrant plan.

- *Bicycle and Pedestrian Access:* In addition to supporting active transportation by encouraging increased levels of high density residential in close proximity to employment and services, the proposed concept calls for an enhanced system of bicycle and pedestrian connectivity and safety. The concept also supports walking and biking by promoting more vital retail districts and green elements that will improve the pedestrian and bike experience. It should be noted that the “flexible” street system shown builds upon the system in the Bicycle Master Plan and is intended to provide additional choices to travel through the district. The proposed flexible system represents an increase of approximately 8 miles of pedestrian and bike focused streets and trails within the quadrant over what exists today.

  The concept includes additional crossings of I-5 at NE Clackamas St and N. Hancock St. that could provide safer bicycle and pedestrian access. These crossings will depend on the final recommendations for the I-5 Broadway/Weidler Interchange process. Additionally, the concept

proposes a crossing of I-84 in the vicinity of NE 7th Avenue. The concept also acknowledges the desire for future regional trail connections within the N/NE Quadrant, including the Sullivan's Gulch Trail, which is currently being studied, and the North Portland greenway trail along the Willamette River.

- *High Speed Rail*: Outcomes of the high speed rail planning effort being conducted by ODOT will continue to be monitored for any action items appropriate to the N/NE Quadrant Plan.

- *Safety*: The N/NE Quadrant serves as a transportation hub with many high volume arterials, freeway access and highly traveled bike commute routes. A number of safety issues have been indentified as a result of mixing these facilities and modes. The proposed concept seeks to improve safety by providing more separated alternatives for bikes and pedestrians. Additional strategies to improve safety will be developed as part of the next phase of the plan development.

Goal 7: Equitable access to community amenities and economic opportunities.

Objectives:

a. Avoid/minimize/mitigate involuntary displacement of quadrant residents, businesses and jobs.
b. Provide for a broad array of employment types and encourage living-wage jobs.
c. Provide for diversity of housing types that meets the needs of all income-levels and a variety of household types and lifestyles.
d. Provide for amenities and services, such as parks, natural areas, schools and connections, at a level appropriate to support the type and intensity of development proposed.
e. Increase the capacity of existing residents and business owners to share in the benefits from growth in the quadrant.
f. Ensure that the plan compliments economic development and housing strategies to build capacity for existing area residents and businesses.
g. Ensure that infrastructure improvement do not have disproportionate public health impacts.
h. Ensure that plan proposals address the needs of local residents and businesses while recognizing the importance of the quadrant's region-serving facilities and infrastructure.
i. Ensure the plan broadly supports the equity objectives established through the Portland Plan process.

Evaluation:

Equitable Access to Opportunities and Services

The overall goal of the proposed concept is to provide a broad range of employment and housing opportunities that provide a place for both existing and new residents and employees within the quadrant. The concept provides for variety of employment sectors, including expansion of existing office areas and retention of the industrial job base. As discussed under Goals 1 and 4, development of the quadrant plan will also include work to identify strategies to encourage a mix of housing types and to ensure appropriate services, such as parks, schools and grocery stores, are provided as the residential population increases.

The overall approach of the Portland Plan and the 5-Year Economic Development Strategy is to support and nurture existing businesses so they can prosper and expand. The proposed concept builds on this approach to support economic development, especially for small businesses, by supporting the retention and enhancement of existing local business areas, such as the Broadway main street, Lower Albina and the Vancouver/Williams corridor. This, along with the housing focus of the quadrant plan, can provide a basis for increasing the capacity of local residents and businesses to share in the growth of the Lower Albina and Lloyd Districts. The plan will also support the retention of existing residential buildings, particularly those that are historic or culturally

significant. The issue of displacement is a significant challenge that is being addressed citywide by the Portland Plan and will be explored further in the next phase of the N/NE Quadrant Plan.

Health Impacts of Transportation Infrastructure
The City of Portland is working with the Oregon Department of Transportation to analyze options for improvement to the I-5 freeway within the quadrant and to evaluate the options based on a number of factors, including public health impacts such as air quality and safety. That evaluation will inform the decision made by the N/NE Quadrant Stakeholder Advisory Committee about which freeway improvement option to recommend.

Portland Plan Equity Objectives
The Draft Portland Plan calls for a number of actions to analyze City-wide procedures and decision-making processes and modify them as necessary to promote more equitable outcomes, as well objectives throughout the strategies that are identified as promoting equity. Many of the actions identified within the Portland Plan will be implemented citywide. The Portland Plan effort will be monitored as it progresses and any relevant district-specific strategies that emerge will be incorporated during the plan development phase.

Goal 8: Protection and enhancement of the cultural heritage of the area and its sub-districts.

Objectives:
a. Preserve, enhance and celebrate historic and cultural resources.
b. Avoid/minimize/mitigate demolition of historic and cultural resources.
c. Avoid or minimize adverse impacts on cultural or high priority community sites.

Evaluation:

The proposed concept includes a number of features intended to celebrate, preserve and enhance historic and cultural resources within the quadrant. The Russell Conservation District is highlighted as an attraction and Russell and Williams, which once were the heart of a lively business district, are designated as local main streets, suggesting that these areas be revitalized and returned to their former importance within the community.

Increased zoning flexibility proposed for portions of Lower Albina would allow a greater variety of employment uses that are compatible with industrial activities. These uses generally pay higher rents than traditional industrial uses, encouraging new investment and rehabilitation of older and historic buildings. Similarly, proposed zone changes on residentially zoned land in the Vancouver/Williams corridor would allow mixed-use and commercial activities and could spur reinvestment in historic and culturally significant buildings in this area. The nature and scale of the increase in development entitlements here will need to be carefully determined so as not to encourage demolition of resources.

The concept also suggests reducing existing height bonuses along NE Broadway within the Irvington Historic District, scaling down development from the Broadway main street area to the predominantly single-family residential character of the historic district.

Additional policies and action items that support the protection and enhancement of the quadrant's cultural heritage will be developed as part of the complete N/NE Quadrant Plan.

Additional Criteria:

a. Ensure plan proposals are reasonable and implementable.
b. Ensure capital costs are within project limits.
c. Ensure plan proposals are consistent with relevant adopted local, regional and state land use and transportation goals and policies.
d. Ensure plan concepts and proposals are consistent with relevant goals and objectives of the Portland Plan and Central City 2035 processes.

Evaluation:

The proposals in the proposed concept are intended to be reasonable and implementable over the 25 year planning horizon. Next steps will include more detail about policies and strategies to implement to the plan.

Capital costs are in reference to the I-5 Freeway improvement evaluation process and are not relevant to the proposed concept for the overall N/NE Quadrant.

No conflicts have been identified between the proposed concept and adopted land use and transportation policies or the draft goals and objectives of the Portland Plan and Central City 2035 processes. The concept supports goals for a strong central city that acts as the region's hub for employment, culture and entertainment, as well as a complete residential neighborhood. Proposals for improved transportation connections, more walkable streets, green infrastructure and natural resource enhancement also support sustainability and watershed health goals.

The following is a preliminary draft outline for the N/NE Quadrant Plan and will change with potential changes to the Portland Plan and CC2035 Concept Plan. The existing Central City Plan Policies for Lower Albina and the Lloyd District are attached.

For reference, the draft CC2035 Concept Plan goals/major policy areas are:

- Economic Prosperity of the Region's Center
- Healthy Connected Urban Neighborhoods
- Mobility
- Design and Civic Vitality
- Urban Ecosystems

I. Introduction

1. Purpose
2. Planning Process
3. Relationship to CC2035 and Portland Plan
4. How this Plan Will Be Implemented

DRAFT

II. Background

1. History
2. Existing Conditions
3. Previous Planning and Existing Policies

III. Lloyd District/Rose Quarter

1. **District Goal**
2. **Economic Prosperity** (economic development, businesses, jobs)
    - Policies
    - Action Items
3. **Healthy Connected Urban Neighborhoods** (land use, housing, human health, safety)
    - Policies
    - Action Items
4. **Mobility** (transportation)
    - Policies
    - Action Items
    - I-5 Broadway/Weidler Interchange Concept/Recommendations
5. **Urban Design and Civic Vitality** (development type, form and character)
    - Policies
    - Action Items
    - Concept Maps (layers: use, form/height, place, mobility, open space, green systems)
6. **Urban Ecosystems** (green systems, natural resources, sustainable development, Willamette River)
    - Policies
    - Action Items

III. Lower Albina

1. **District Goal**
2. **Economic Prosperity** (economic development, businesses, jobs)
    - Policies
    - Action Items
3. **Healthy Connected Urban Neighborhoods** (land use, housing, human health, safety)
    - Policies
    - Action Items
4. **Mobility** (transportation)
    - Policies
    - Action Items
    - I-5 Broadway/Weidler Interchange Concept/Recommendations

5. **Urban Design and Civic Vitality** (development type, form and character)
    - Policies
    - Action Items
    - Concept Maps (layers: use, form/height, place, mobility, open space, green systems)
6. **Urban Ecosystems** (green systems, natural resources, sustainable development, Willamette River)
    - Policies
    - Action Items

IV. [Related Actions]

1. Vancouver/Williams
2. Banfield Portal
3. [I-5 Broadway/Weidler Interchange?]

V. Acknowledgements

VI. Appendices

1. Implementation/Action Item Details
    - Recommended zoning map changes
    - Recommended zoning code changes
    - Street Classification changes
2. Summary of Public Outreach
3. Bibliography (list of major documents produced during project)

Introduction

The primary land use, urban design and transportation policies that currently govern the North/Northeast Quadrant were established by the 1988 *Central City Plan*. They include a number of Central City-wide functional policies, as well as subdistrict-level policies specific to Lower Albina and the Lloyd District (referred to as “Lloyd Center-Coliseum” in the plan). In addition, the *Eliot Neighborhood Plan*, adopted as part of the Albina Community Plan project in 1993, contains policies that also apply to Lower Albina.

This document contains the subdistrict-specific policies, action charts and urban design diagrams for Lower Albina and the Lloyd District from the *Central City Plan* and the *Eliot Neighborhood Plan*. The N/NE Quadrant Plan will replace these policy elements as part of the overall Central City 2035 process.

1988 *Central City Plan* Policy 18: Lower Albina

Strengthen the economic development of the district as an industrial employment area while preserving its historic buildings and providing a connection for pedestrians to the Willamette River.

FURTHER:

A. Preserve the riverbank for water-dependent industrial uses.

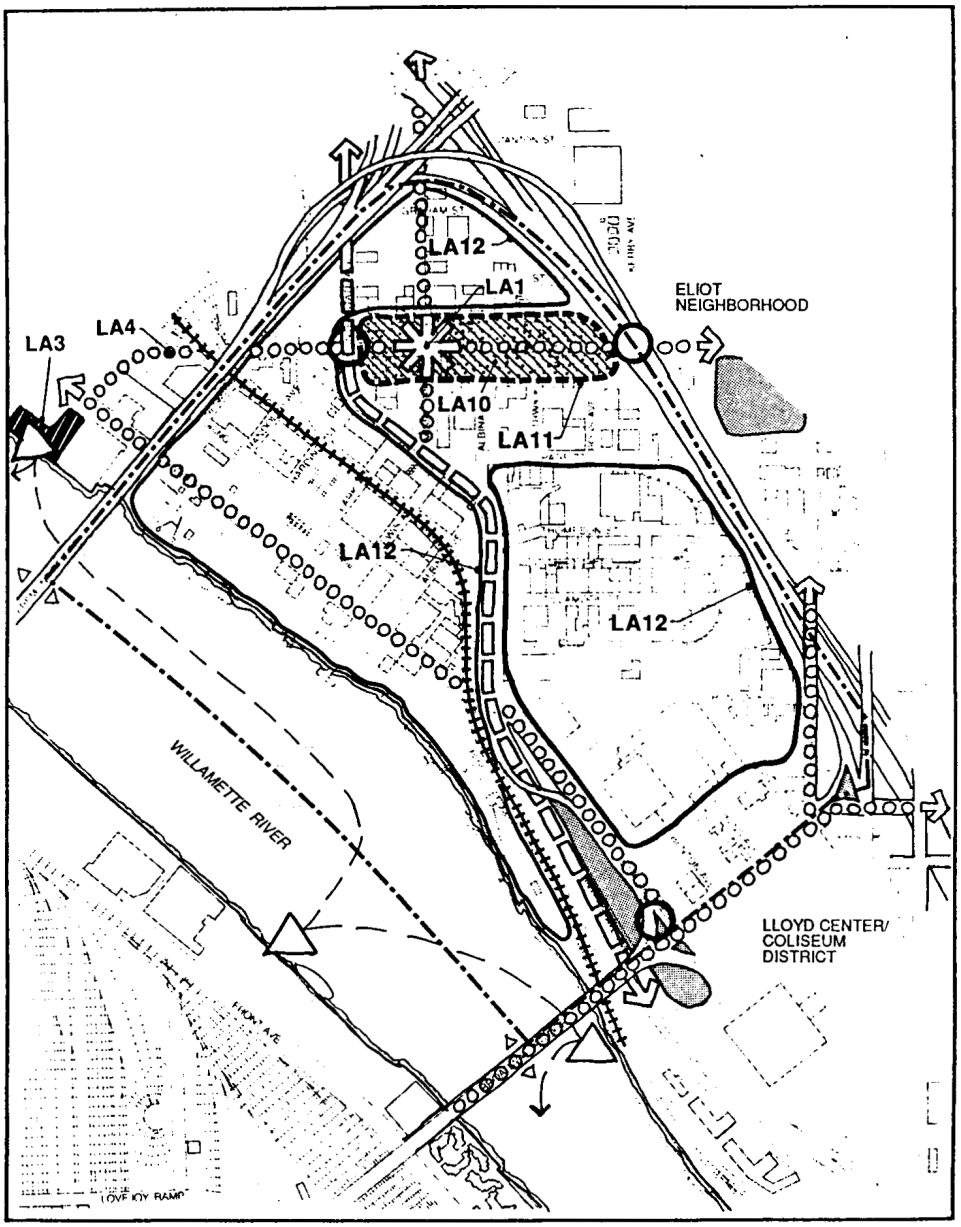
B. While preserving the cluster of historical buildings along Russell Street, allow a mix of uses which promote the economic health of the district.

C. Provide improvements which attract industry to the district and remove barriers to the movement of industrial goods and equipment.

D. Provide a connection for the adjacent neighborhoods to the district and river.

Action Chart

POLICY 18: Lower Albina				
Proposals for Action		Possible Implementing Agency		Timeframe
		City	Other	
Projects				
LA1	Establish a music center or other public attractions on Russell Street near Interstate Avenue.		MAC PVT	Next 5 years
LA2	Build Lower Albina District gateways in locations as shown on the map.	Parks	MAC PVT	Next 5 years & 6 to 20
LA3	Establish riverbank access on publicly-owned property north of the Fremont Bridge, include a fishing pier and a river taxi stop.	Parks	PVT	Next 5 years
LA4	Establish a pedestrian connection along Russell Street from the Eliot, Humboldt and Boise Neighborhoods to the district and riverfront park.			Next 5 years
LA5	Develop and implement a traffic circulation plan that permits the use of local industrial streets for employee parking and industrial loading, including piggyback vehicle loading.	PDC PDOT	PVT	Next 5 years
LA6	Update the Lower Albina Traffic Study and implement its recommendations.	PDOT		Next 5 years
Programs				
LA7	Encourage water-dependent uses to locate on the riverfront.	PDC		Next 5 years
LA8	Establish an annual event on Russell Street, such as a music festival.		MAC PVT	Next 5 years
Regulations				
LA9	Continue industrial sanctuary status over most of the district.	BOP		Adopt with Plan
LA10	Study designating Russell Street as an historic district.	PDC BOP		Next 5 years
LA11	Target bonus FAR for development of housing along Russell Street.	BOP		Adopt with plan
LA12	Permit superblocks for industrial uses in areas indicated on the district map.	BOP		Adopt with plan



LEGEND

- District Gateway
- Pedestrianway
- Proposed Transit Corridor
- Proposed Park/Open Space
- Existing Park/Open Space
- Public Attraction
- Water Taxi
- River Viewpoint
- Main Rail Line
- Proposed Historic District
- Housing Incentive Area
- LA9 Number Reference to Action Chart
- District Boundary

Central City Plan

5 URBAN DESIGN PLAN
LOWER ALBINA

0 200' 400' 600' FEET NORTH

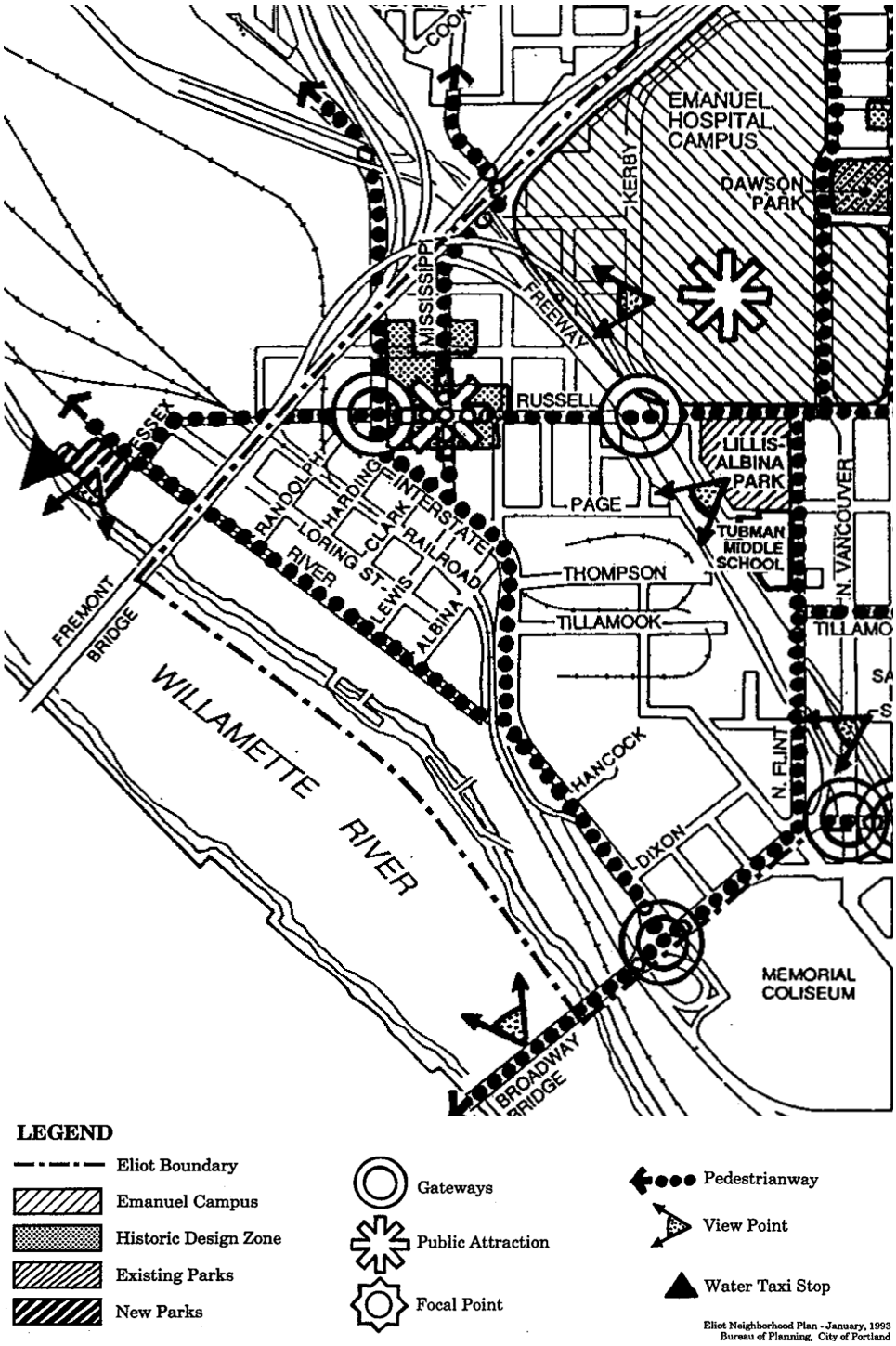
1993 *Eliot Neighborhood Plan* Policy 15: Lower Albina

Preserve the Lower Albina area as an industrial sanctuary protected from commercial encroachment while recognizing that some new commercial features are compatible with the industrial sanctuary designation. Examples include public access to the Willamette River at a small new riverfront park, a pedestrian/bicycle path, and commercial/mixed use development in the Russell Street Historic Design Zone.

Implement the Central City Plan's Policy for Lower Albina.

Policy 15 Action Chart: Lower Albina

#	Actions	Time				Implementors /Advocates
		Adopted With Plan	On-Going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS					
EA 1	Plant street trees on Russell Street, Interstate Avenue and Greeley Street (adjacent to Albina Yard).		X			Eliot/Parks/ Overlook
EA 2	Install Portland "two-lantern" ornamental cast iron lighting standards along Russell Street between King and Interstate.			X		PDOT ODOT
EA 3	Create a public walkway connecting the residential areas north and east of Lower Albina to the waterfront.			X		PDOT
EA 4	Create a new waterfront park including fishing pier, water taxi stop and viewpoint north of the Fremont Bridge.			X		PDOT Parks
EA 5	Create a new overpass and rail crossing to eliminate truck-rail conflicts for Lower Albina waterfront industrial sites.				X	ODOT/ PDOT
EA 6	Create a Museum of Portland Music on Russell Street, featuring live performances in a setting similar to Preservation Hall in New Orleans.				X	MAC/Eliot/ Musicians Union/Private
EA 7	Create a new facility on Russell Street to house an Albina Yard Interpretive Center and the Columbia Gorge Model Railway.				X	CGMRR Eliot
EA 8	Landscape the slope between Interstate Avenue and Larrabee Street with flowering plants.			X		Parks/ PDOT
EA 9	Create a gateway at the intersection of Russell and Interstate celebrating arrival at the Russell Street entertainment district.				X	Eliot Private PDOT/ODOT
	PROGRAMS					
EA 10	Use street vacations to promote the creation of super-blocks to foster the development of larger, more marketable industrial sites.		X			Bureau of Planning/ PDOT
EA 11	Foster the revitalization of Russell Street by encouraging additional live music clubs to locate there.			X		Bureau of Planning
	REGULATIONS					
EA 12	Create a Russell Street Historic Design Zone.	X				Bureau of Planning
EA 13	Allow development of light industrial activities that reinforce the entertainment theme of Russell Street.	X				Bureau of Planning
EA 14	Allow loft housing by right along part of Russell Street.	X				Bureau of Planning



Eliot Neighborhood Plan Urban Design Concept (detail showing Lower Albina)

1988 *Central City Plan* Policy 19: Lloyd Center-Coliseum

Reinforce the Lloyd Center as the eastern anchor of Central City retailing and locate the highest density new development in areas served by light rail.

FURTHER:

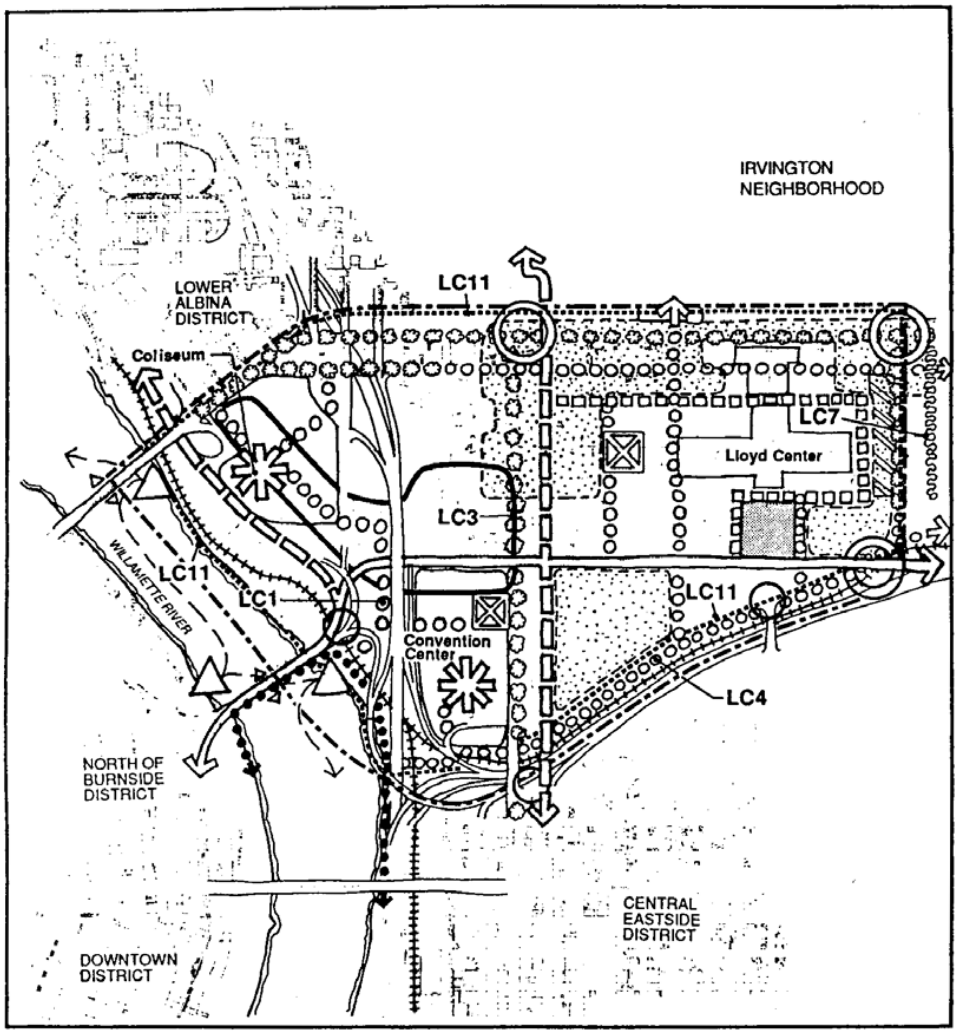
A. Recognize the Lloyd Center-Coliseum District's role as a major entrance to the Central City.

B. Improve the environment for pedestrians throughout the district and create a regional civic facilities campus which brings together the Convention Center and Coliseum.

C. Promote and encourage the development of uses supporting the Convention Center and Coliseum.

Action Chart

POLICY 19:Lloyd Center-Coliseum				
Proposals for Action		**Possible Implementing Agency**		**Timeframe**
		City	**Other**	
Projects				
LC1	Create a connection from the Convention Center to the riverbank.	PDC	Metro	Next 5 years
LC2	Provide pedestrian improvements on Union Ave., Grand Ave., Holladay St., Multnomah Blvd., Broadway, NE 7th, 9th and 16th Avenues.	PDC	LID	Next 5 years
LC3	Improve connections for pedestrians in the area between the Convention Center and the Coliseum.	PDC	PDC ER Metro	Next 5 years
LC4	Establish a trail in Sullivan's Gulch linking the Sullivan's Gulch Neighborhood to the riverbank.	PDOT, Parks		Next 5 years
LC5	Create boulevards on Union Ave., Grand Ave., Lloyd Blvd., Weidler St., Broadway and NE 16th Avenue.	PDC PDOT	LID	Next 5 years
LC6	Build Lloyd Center/Coliseum District gateways in locations shown on the district map.		MAC PVT	Next 5 years
LC7	Buffer the Sullivan's Gulch neighborhood from through auto and truck traffic.	PDOT		Next 5 years
LC8	Prepare a development plan for the area around the Convention Center.	PDC BOP PDOT	PVT	Next 5 years
LC9	Establish a Central City Streetcar line linking the Lloyd Center to the Downtown retail core and the transportation center.	PDC	LID TriMet PVT	Next 5 years
LC10	Improve Broadway east of NE 7th Ave. as a neighborhood shopping street.	BOP PDOT		Next 5 years
Programs				
LC11	Study the feasibility of a Coliseum/Lloyd Center urban renewal district.	PDC BOP		Next 5 years
LC12	Study further extension of the existing pedestrian district to the river.	PDC CC	State	Adopt with plan
LC13	Foster superblock formation throughout the district, south of Weidler Street.	BOP		Next 5 years
LC14	Promote the creation of housing incentive programs by public agencies in areas of Required Housing.	PDC CC	SL	Next 5 years



LEGEND

- Central City Gateway
- District Gateway
- River Pedestrian Loop
- Pedestrianway
- Proposed Transit Corridor
- Existing Transit Corridor
- Existing Park/Open Space
- Park Deficient Area
- Public Attraction
- Water Taxi
- River Viewpoint
- Vintage Trolley
- Main Rail Line
- Proposed Boulevard
- Housing Target Area
- Required Housing Area
- Potential Urban Renewal Area
- LC3 Number Reference to Action Chart
- Traffic Buffer
- District Boundary

Central City Plan

URBAN DESIGN PLAN
6 COLISEUM/ LLOYD CENTER

0 333' 667' 1000'
FEET
NORTH

CC2035 Concept Plan

Document Outline

I. Introduction

II. Executive Summary
- Central City 2035 Vision
- Role of Central City (Oregon's City Center)
- Scope & Purpose of CC2035 Plan
- Summary of Goals, Policies & Recommendations

III. District Profile
- Overview
- Location, History, & Prior Planning
- Existing Conditions
- Forecasts & Growth
- Urban Form
- Strengths, Challenges & Opportunities

IV. Central City Framework: Goals & Policies
- Economic Prosperity of the Region's Center
- Healthy Connected Urban Neighborhoods
- Mobility
- Design & Civic Vitality
- Urban Ecosystems

V. Urban Design & Land Use Scenarios
- Preferred Land Use Scenario
- Urban Design Concept

VI. Central City Districts
- Existing Sub-district Policies
- Conceptual New District Boundaries & Goals

VII. CC2035 Implementation Strategies
- Regulations & Guidelines
- Transportation Plans
- Financial Tools & Strategies
- Plan Review

VIII. Measures of Success

IX. Acknowledgements

X. Appendices
- City Council Resolution
- Elements of Plan Implementing Portland Plan



N/NE Quadrant & I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting, November 17, 2011

CENTRAL CITY 2035

N/NE QUADRANT

CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

I-5 Broadway/Weidler Interchange Update

N/NE Quadrant Plan Integration with the Portland Plan and Central City 2035

The Portland Plan

Framework for Equity

- Close the gaps
- Deliver equitable public services
- Engage the community
- Build partnerships
- Launch a racial and ethnic justice initiative
- Increased internal accountability

3 Integrated Strategies



12 Measures of Success

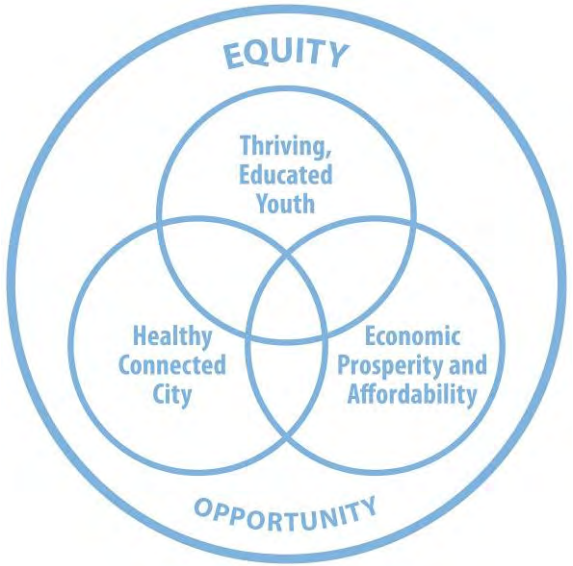
1. Equity and inclusion
2. Resident satisfaction
3. Educated youth
4. Prosperous households
5. Growing businesses
6. Creating jobs
7. Transit and active transportation
8. Reduced carbon emissions
9. Complete neighborhoods
10. Healthier people
11. Safer city
12. Healthier watersheds

ACTION AREAS

- PROSPERITY AND BUSINESS SUCCESS
- EDUCATION AND SKILL DEVELOPMENT
- SUSTAINABILITY AND THE NATURAL ENVIRONMENT
- HUMAN HEALTH, FOOD AND PUBLIC SAFETY
- TRANSPORTATION, TECHNOLOGY AND ACCESS
- EQUITY, CIVIC ENGAGEMENT AND QUALITY OF LIFE
- DESIGN, PLANNING AND PUBLIC SPACES
- NEIGHBORHOODS AND HOUSING
- ARTS, CULTURE AND INNOVATION

The Portland Plan

DRAFT STRATEGIES



- 5-YEAR ACTION PLAN
- GUIDING POLICIES

COMPREHENSIVE PLAN

- Policies
- Map
- Significant Projects

CC2035
- Framework
- Quadrant Plans

OTHER REFINEMENT PLANS

Proposed Quadrant Concept

Presentation Overview

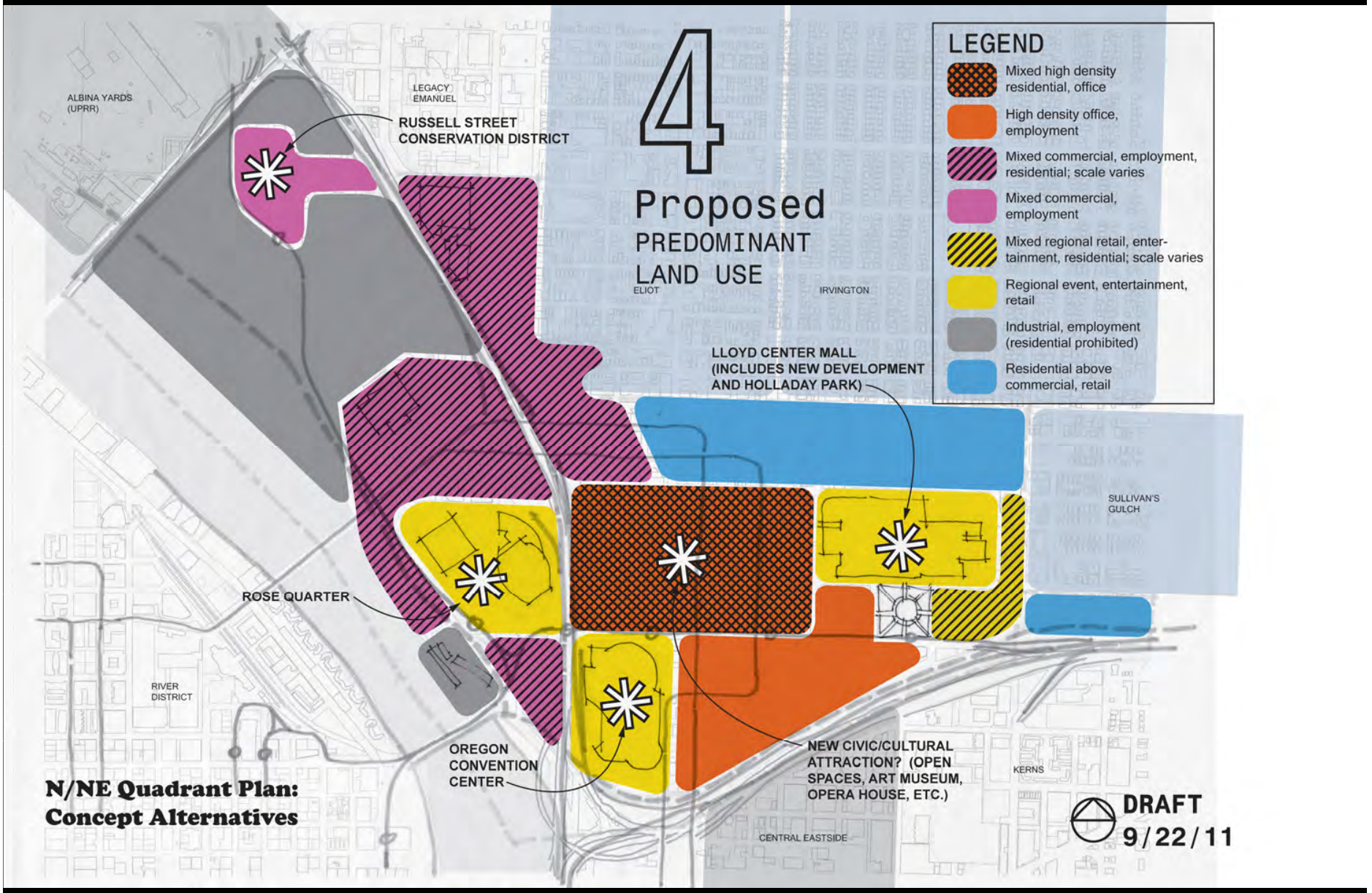
1. Revisions to Proposed Concept Diagrams
2. Evaluation of Proposed Concept
3. SAC Discussion
4. Action: Do you approve the concept layers for the purposes of moving forward with public comment and Phase IV Plan Development?
5. Next Steps – Phase IV, Plan Development

Revisions to the Proposed Concept

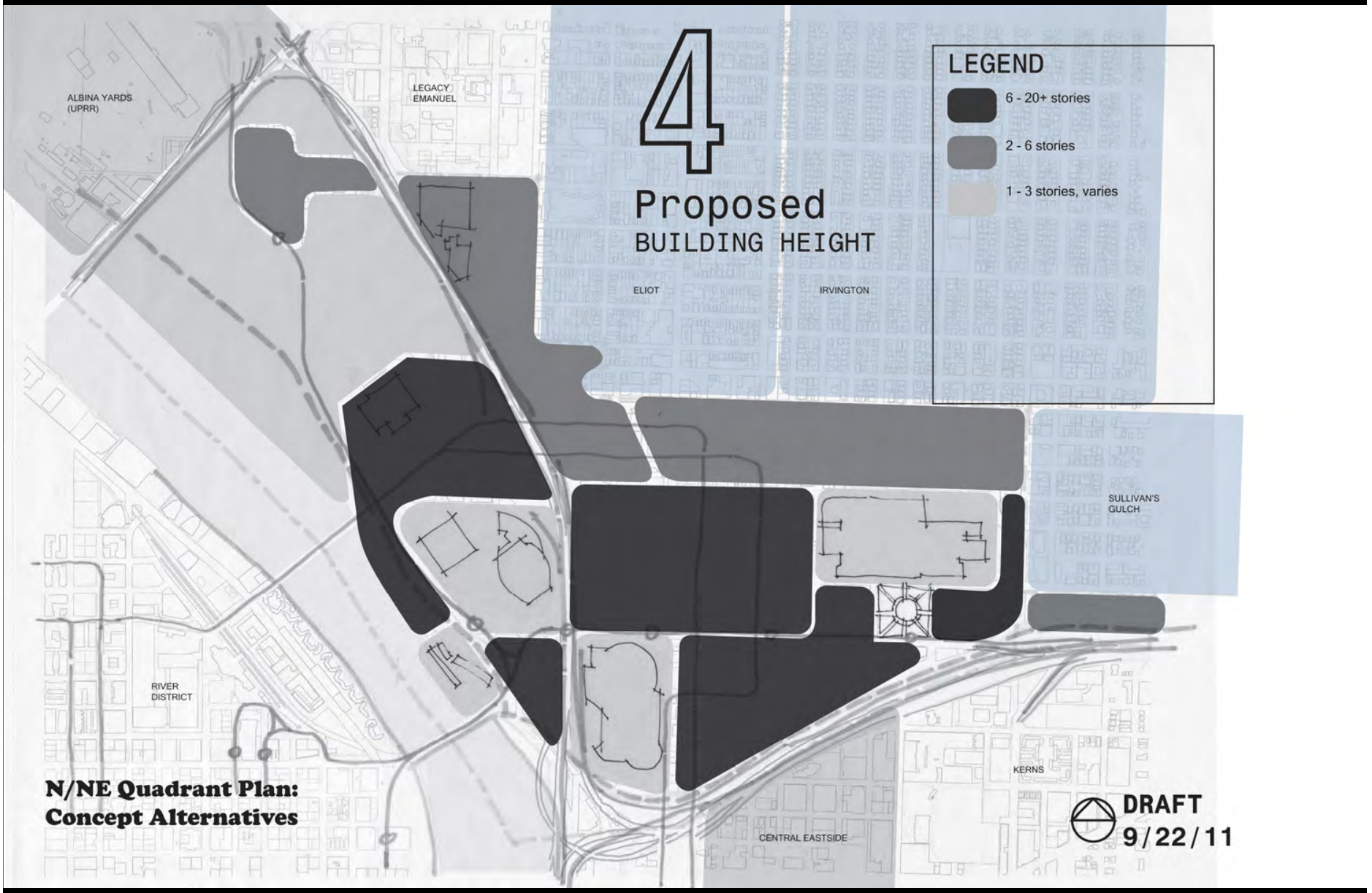
Changes to Proposed “70%” Concept

1. Predominant Land Use, Height
2. Mobility (Transportation and Design Typologies)
3. Open Space
4. Green Systems

From September 29 SAC Meeting: **PREDOMINANT LAND USE**



From September 29 SAC Meeting: **BUILDING HEIGHT**



LOWER ALBINA

- Continue as a functioning and growing industrial and employment district
- Limited change
- Greater flexibility east of UP rail line





RUSSELL STREET

- Continue to preserve and celebrate the conservation district
- Expand mixed use area east along Russell and south to light rail station
- No expansion of residential area



OFFICE CORE

- Continue as active, expanding office district
- Residential possible, but not emphasized

BROADWAY / WEIDLER CORRIDOR

- Extend and expand existing main street development to the west
- Predominantly 2 to 6 story development along Broadway, taller south of Weidler
- Typically housing over ground floor commercial, retail uses





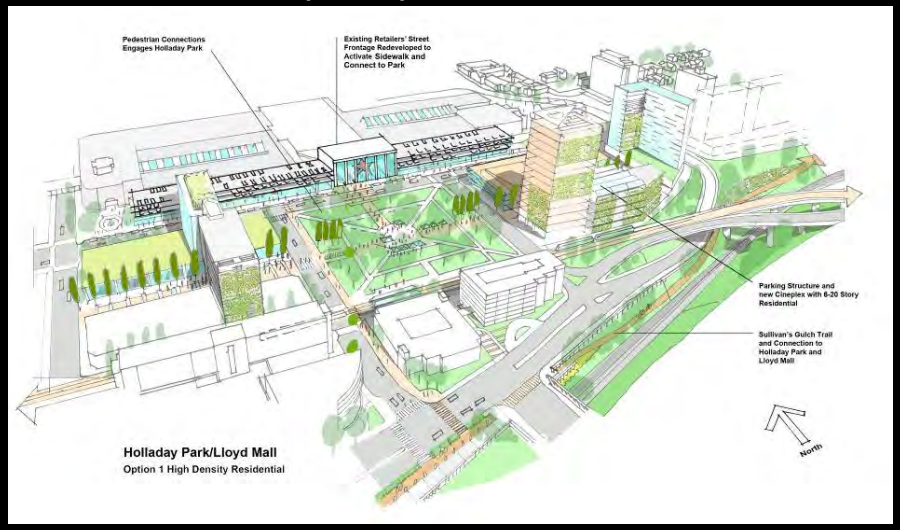
LOWER VANCOUVER / WILLIAMS

- Increase flexibility to allow more commercial, employment uses in current RH-zoned areas
- Continue to encourage residential uses
- Integrate and enhance cultural and historic resources in the area

NORTHWEST ROSE QUARTER



- Increased land use flexibility at Blanchard site, residential possible – sensitive transition to industrial area needed
- Larger scale, more frequently-active development along N. Broadway
- New riverfront open space on Thunderbird site



EASTERN EDGE / MULTNOMAH

- Focus on residential development, commercial allowed
- Potential expansion of mall-related regional retail
- 2 to 6 story development east of 16th, taller allowed around Holladay Park



CENTRAL CORE

- Mix of high density residential and office development
- Organized around new open space system
- NE 7th as potential new urban main street for the area
- Cluster residential buildings along Clackamas

PREDOMINANT LAND USE and BUILDING SCALE

CLARIFICATIONS

•Minimal change and no expansion to areas where housing is allowed in Lower Albina (no cross-hatching)

•Employment Opportunity "overlay" does not rezone industrial lands

•Increased land use flexibility for the PPS Blanchard Site (zoning change proposed)

CHANGES SINCE 9/29 SAC MEETING

Predominant Land Use

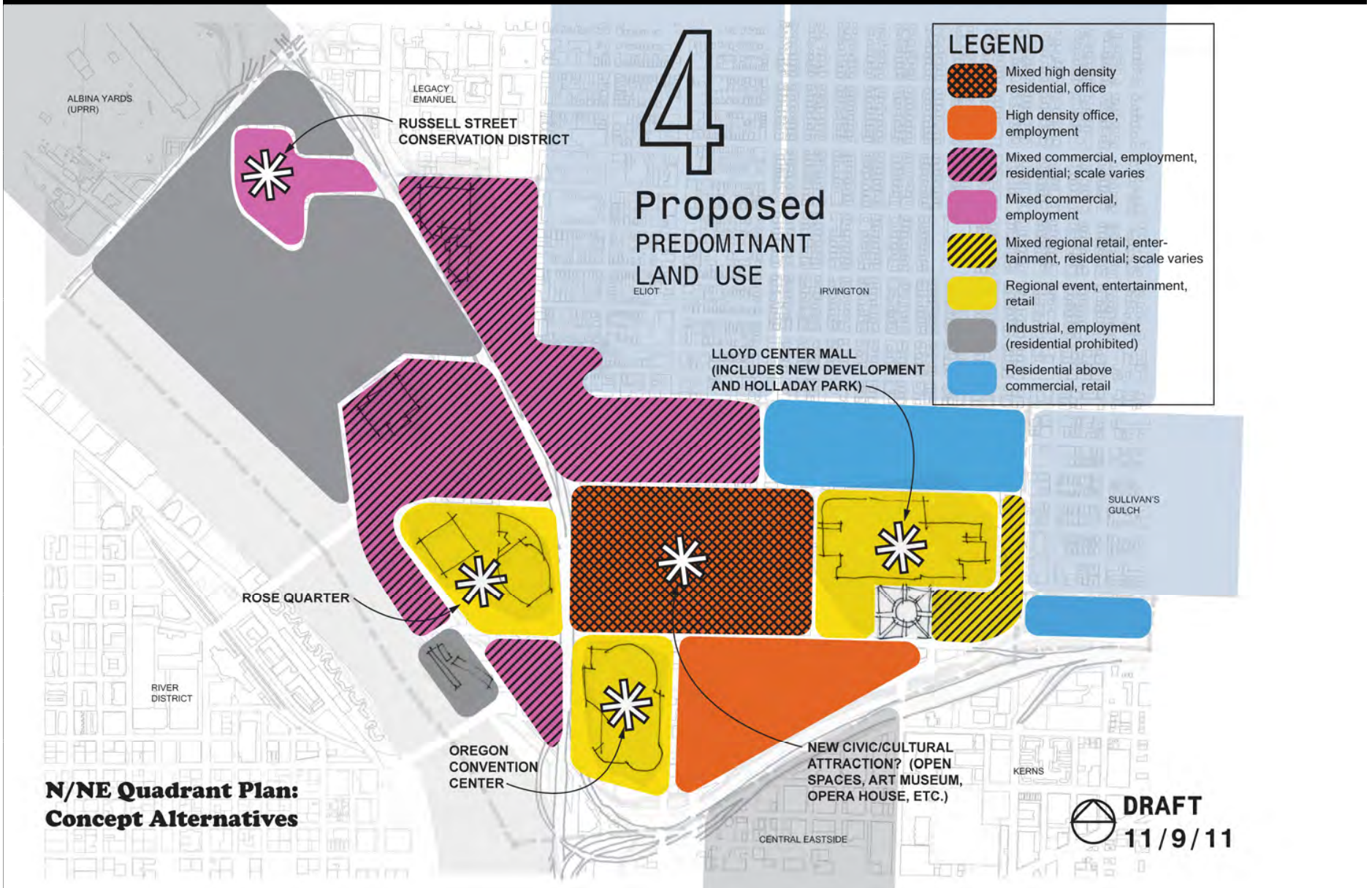
•Extend "Mixed employment, commercial, residential" (pink, hatched) designation east along Broadway/Weidler corridor to NE 7th

•Include Doubletree Hotel site in "Regional event, entertainment, retail" (yellow) designation

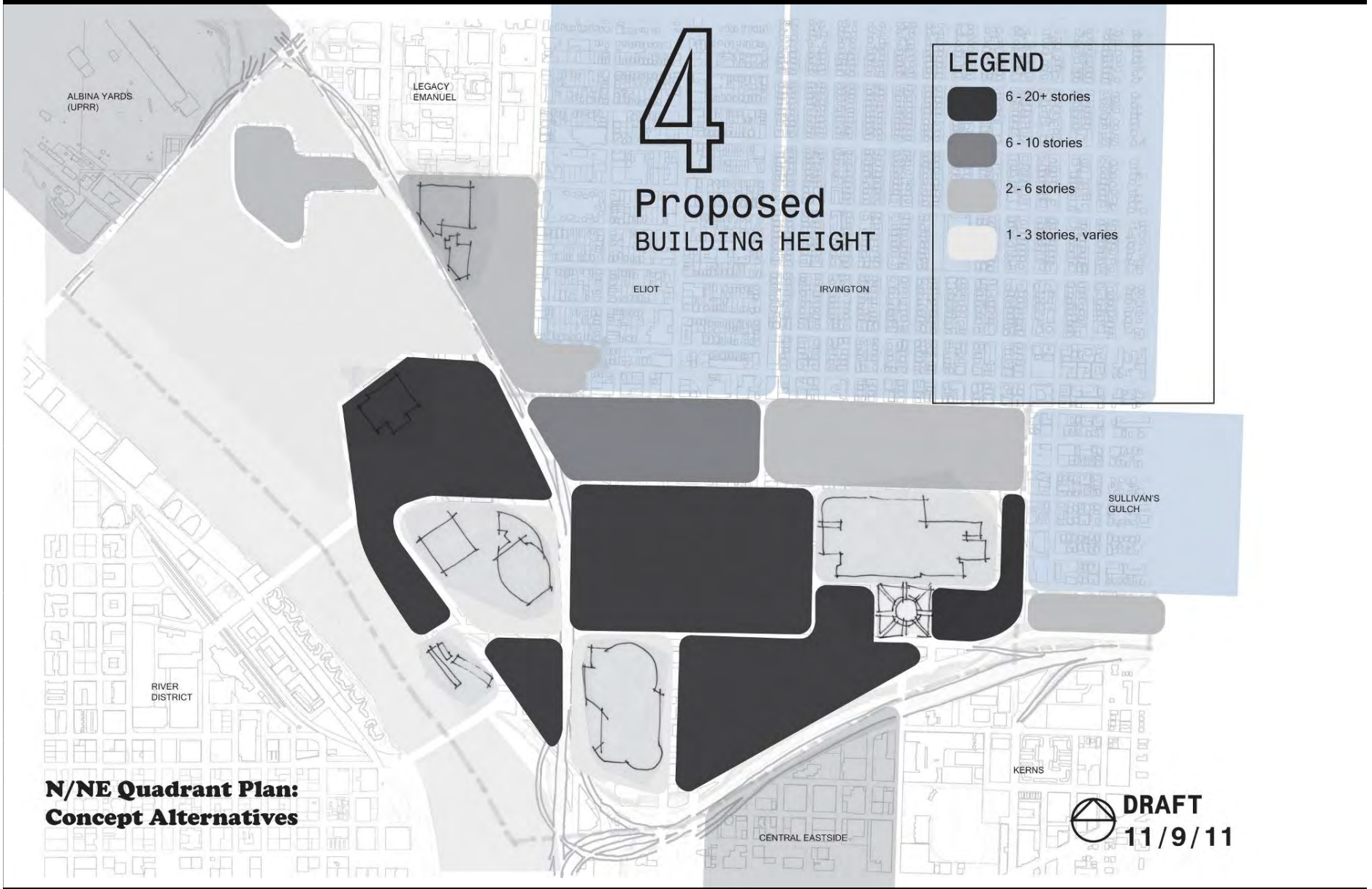
Building Height

• Increased the building height along Broadway/Weidler corridor between I-5 Freeway and NE 7th to 6 to 10 stories (similar to current regulations)

Predominant Land Use: **REVISED CONCEPT**



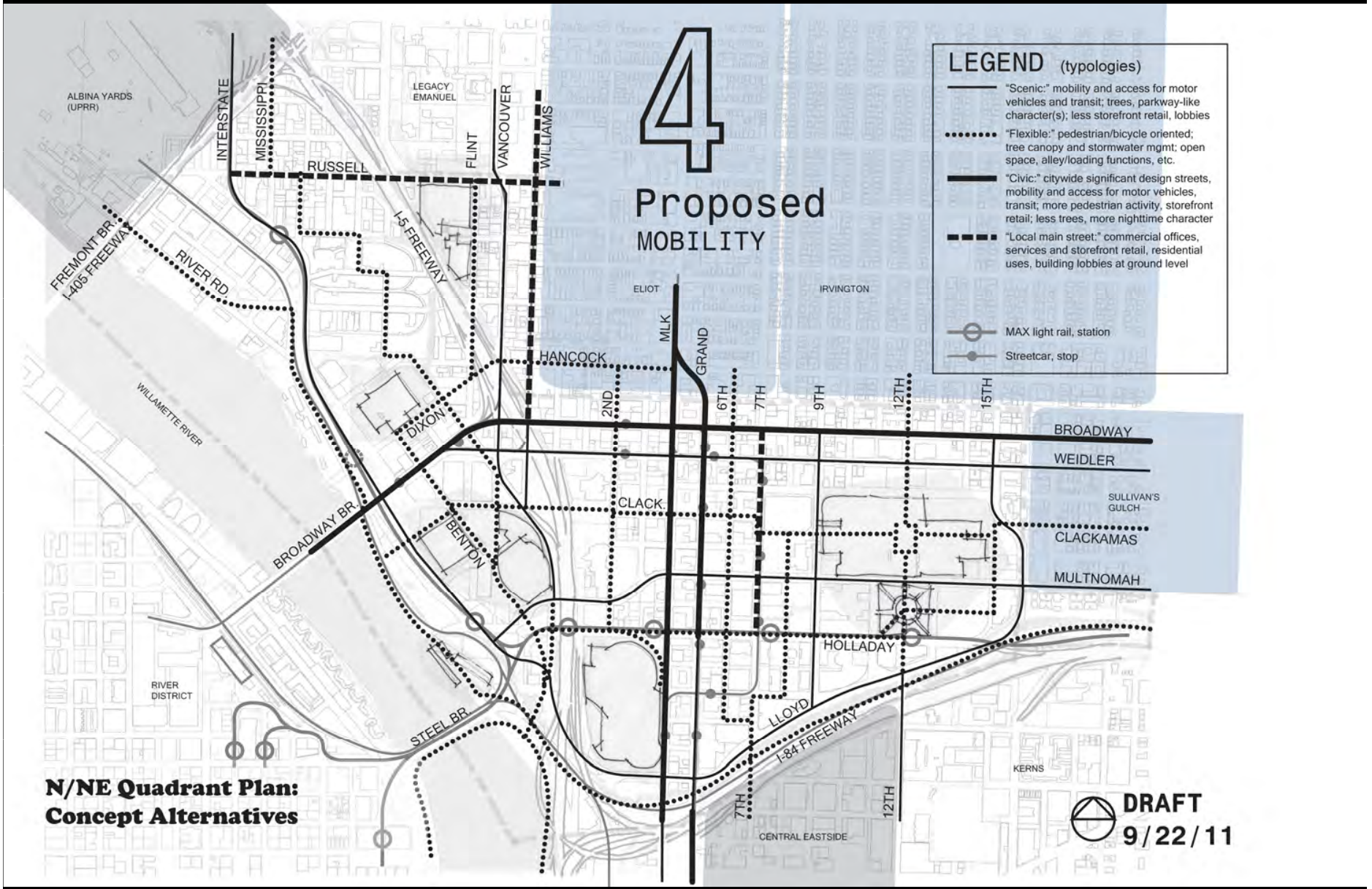
Building Height: **REVISED CONCEPT**



SAC Questions

Predominant Land Use, Height

From September 29 SAC Meeting: **MOBILITY**



PROPOSED STREET DESIGN TYPOLOGIES

(names subject to change)

"Civic" – Active, big, public, regional

"Local Main" – Busy, active, locally-oriented

"Scenic" – Movement, access, green

"Flexible" – Small, intimate, open space, variety







- Clarify expectations along different corridors in the quadrant
- Encourage, target retail uses where they will be most successful
- Propose alternatives to the retail street that can be great places too
- Increase public space options for quadrant residents, workers and visitors

Design Typologies: **“CIVIC” and “LOCAL MAIN”**















Design Typologies: **“SCENIC”**



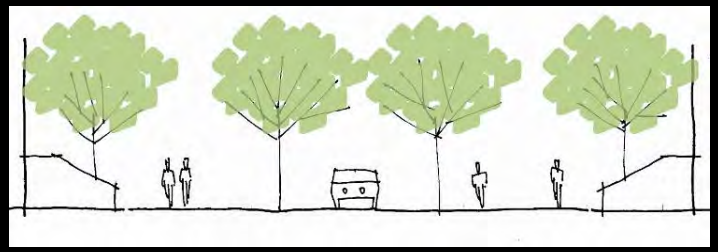






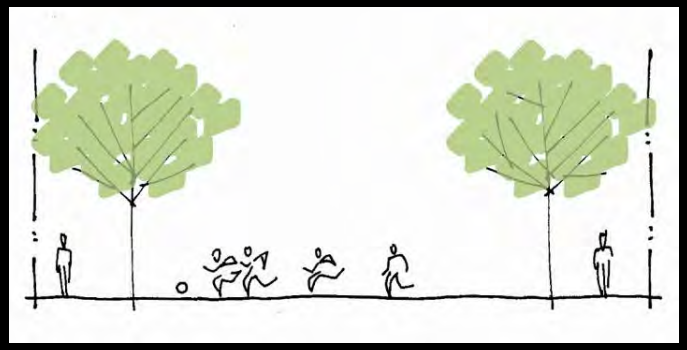


Design Typologies: **“FLEXIBLE”**



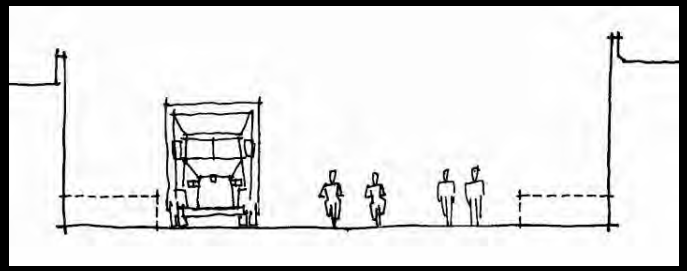




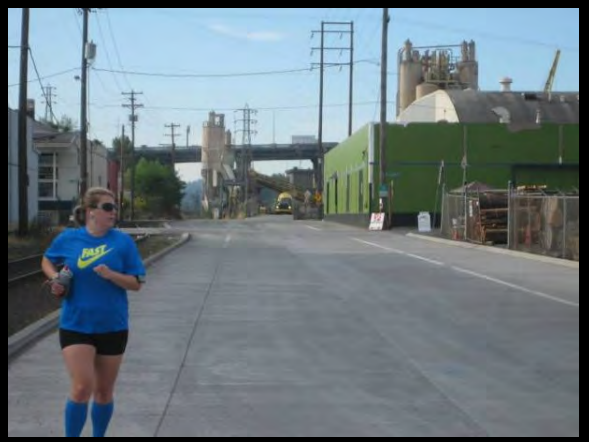












MOBILITY

CLARIFICATIONS

• Clarified proposal's relationship to Transportation System Plan (TSP) classifications, modal and design

• Began exploring arrangement of different "Flexible" design types

CHANGES SINCE 9/29 SAC MEETING

Street Typologies

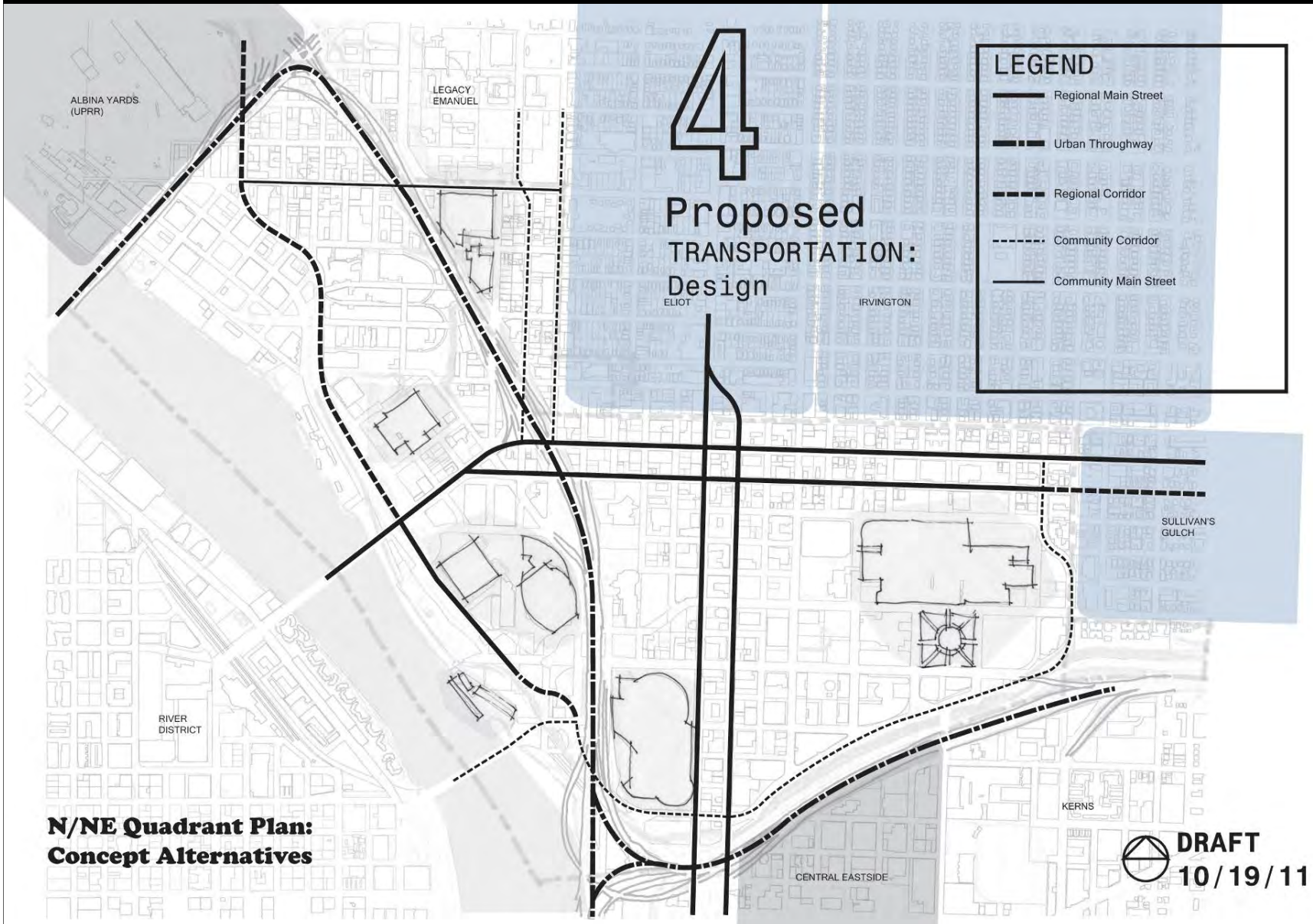
• Changed Multnomah from "Scenic" to "Local Main"

• Added Pacific as "Flexible"

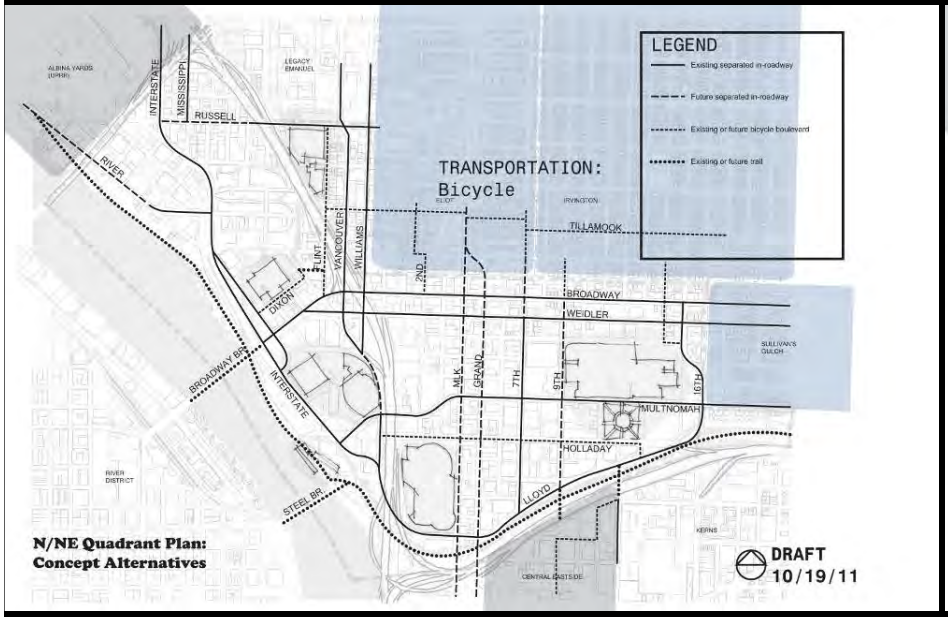
Mobility + Place

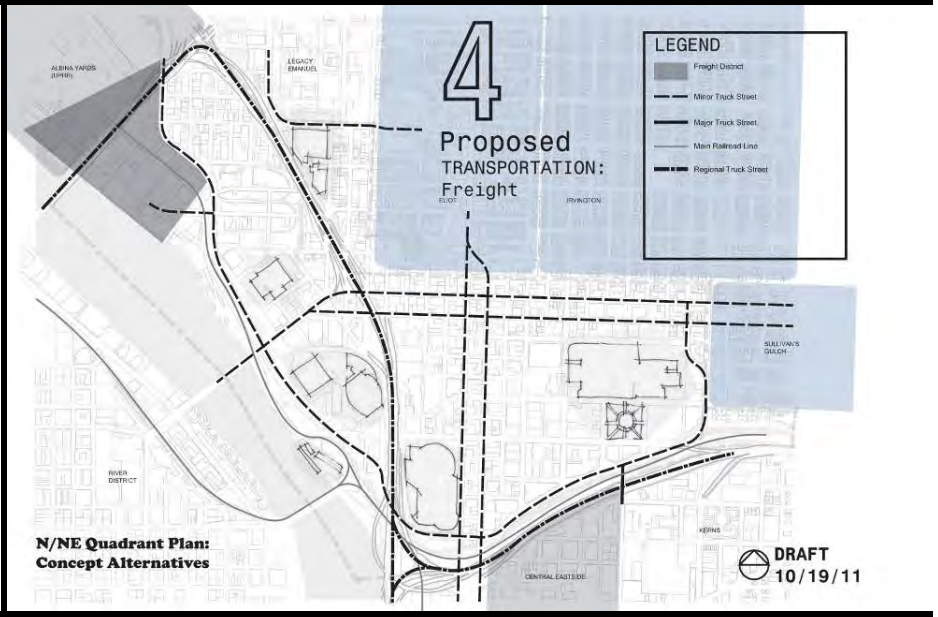
• Revised/refined the former "Mobility + Place" diagram to show more sensitivity to adjacent districts

Transportation System Plan (TSP) **Design Classifications**

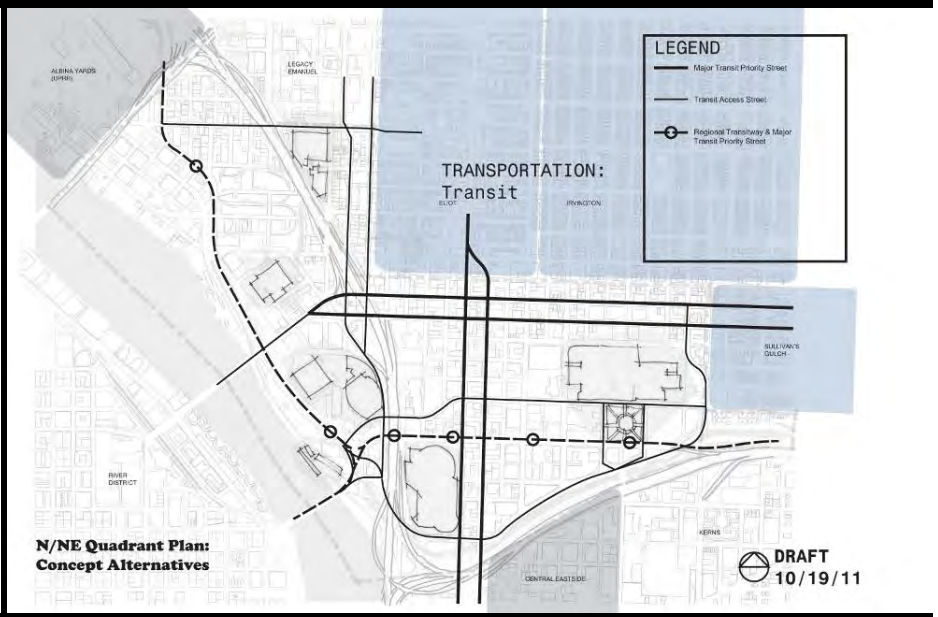


TSP **Modal Classifications**

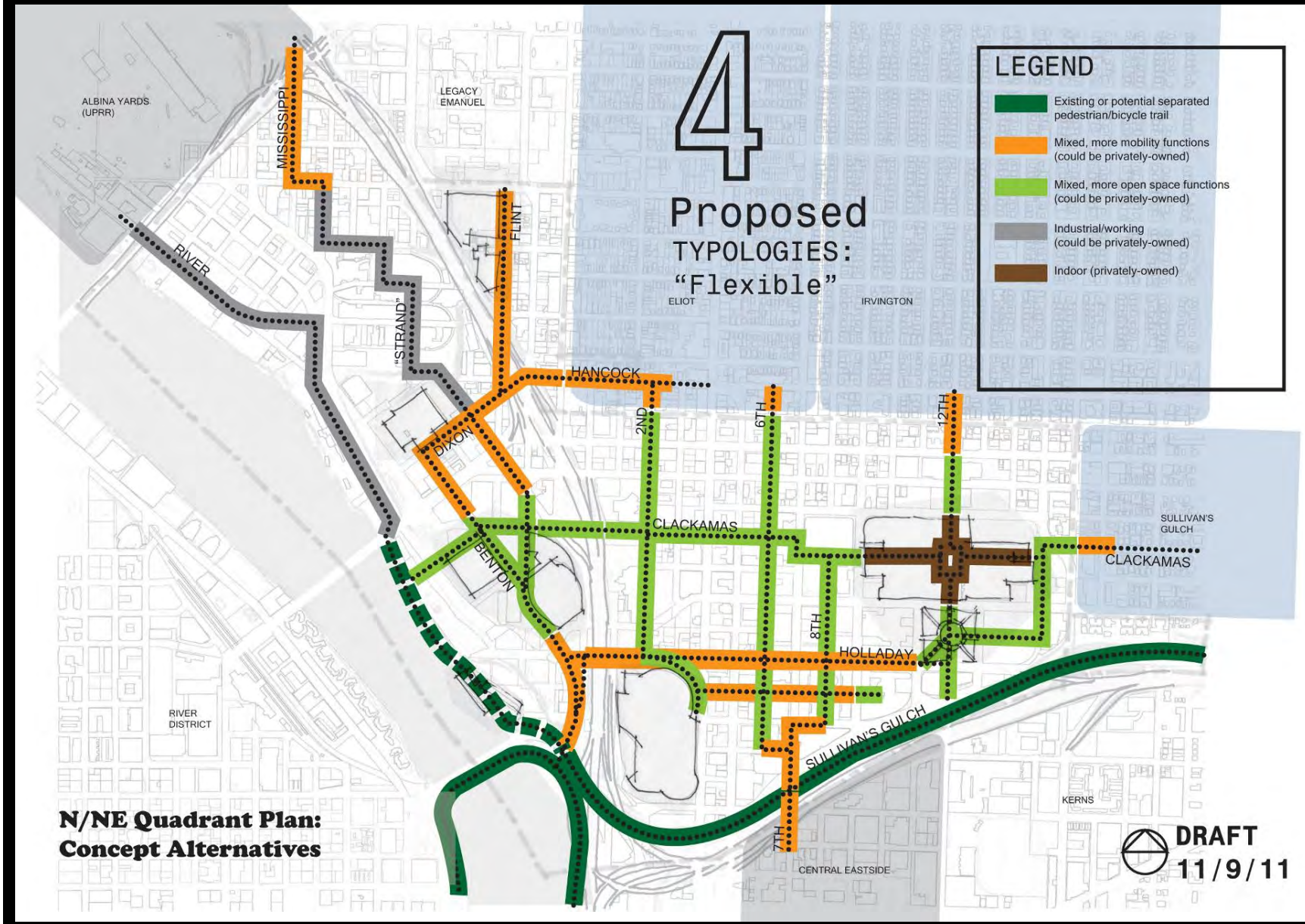




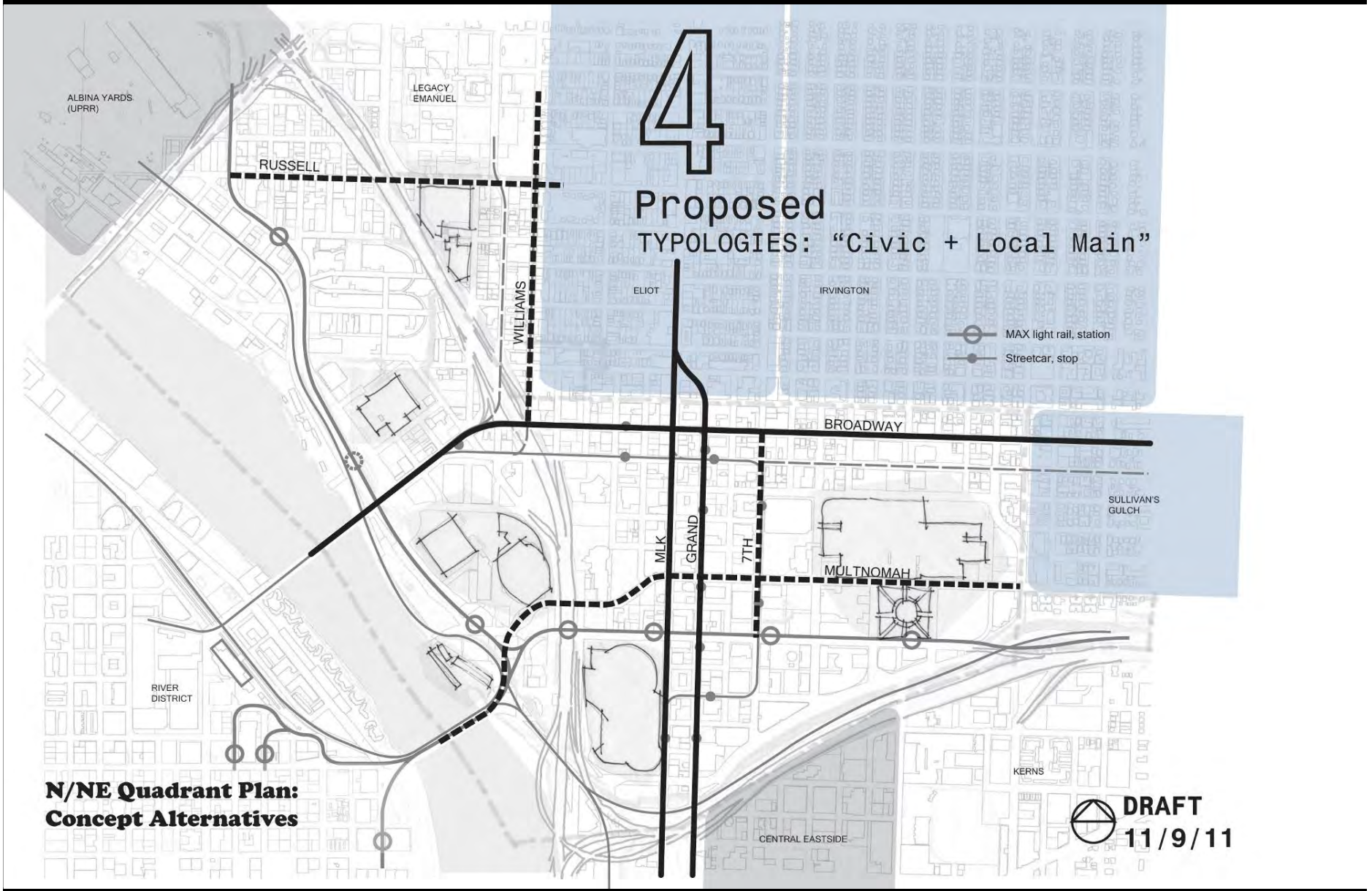




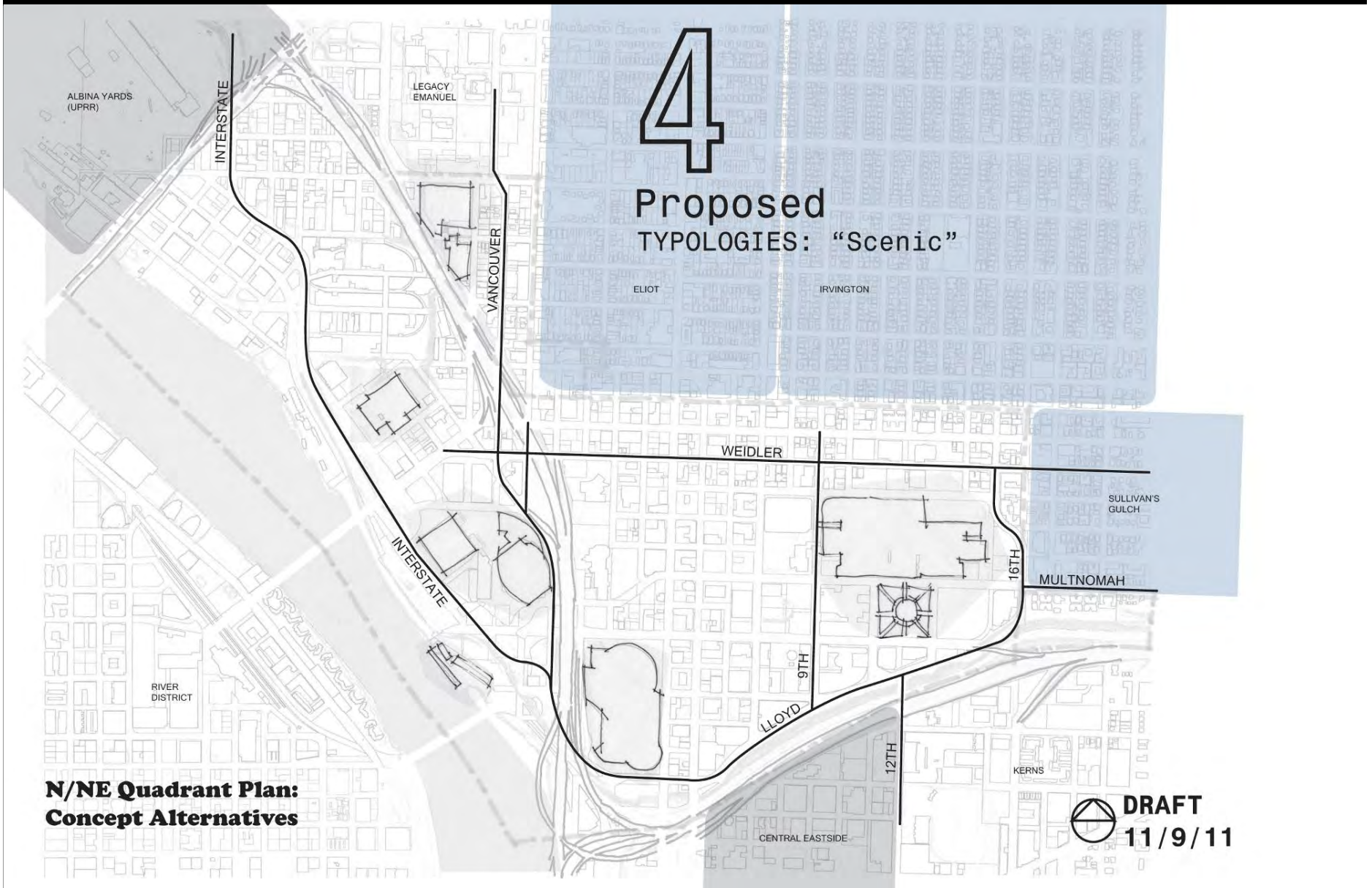
“Flexible” Typology: **Next Steps**



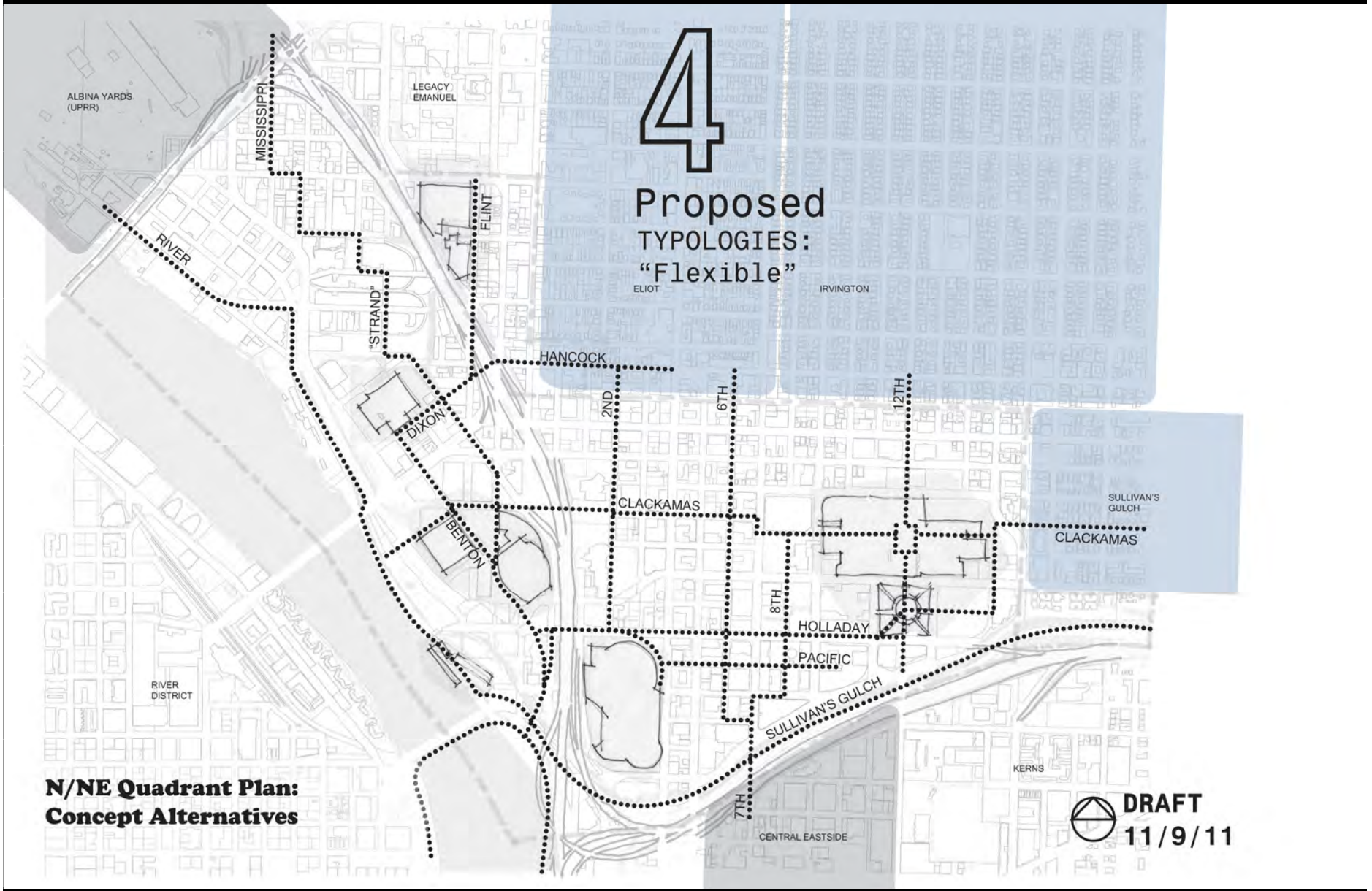
From September 29 SAC Meeting: **"Civic and Local Main" Typologies**



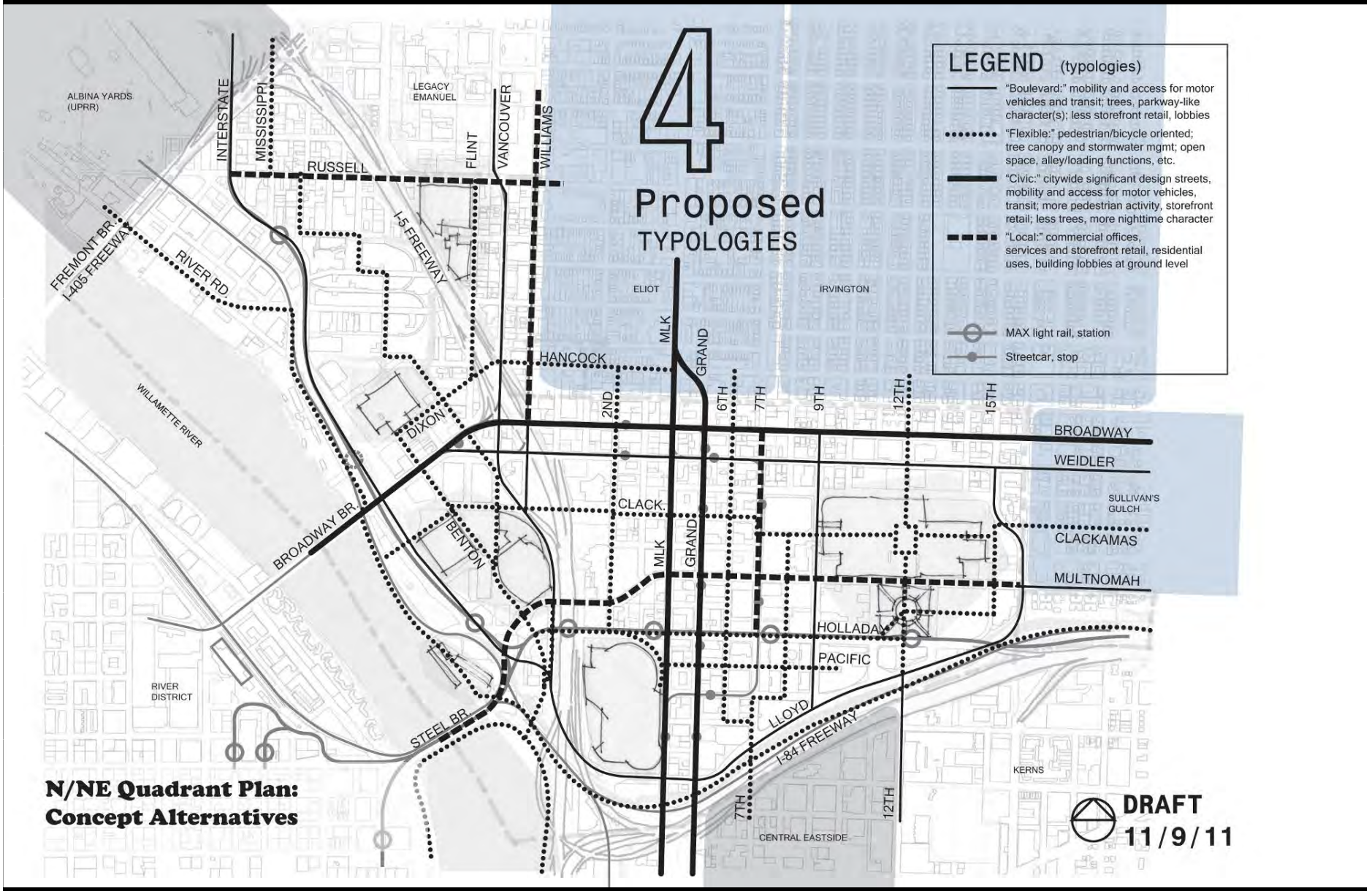
From September 29 SAC Meeting: **“Scenic” Typology**



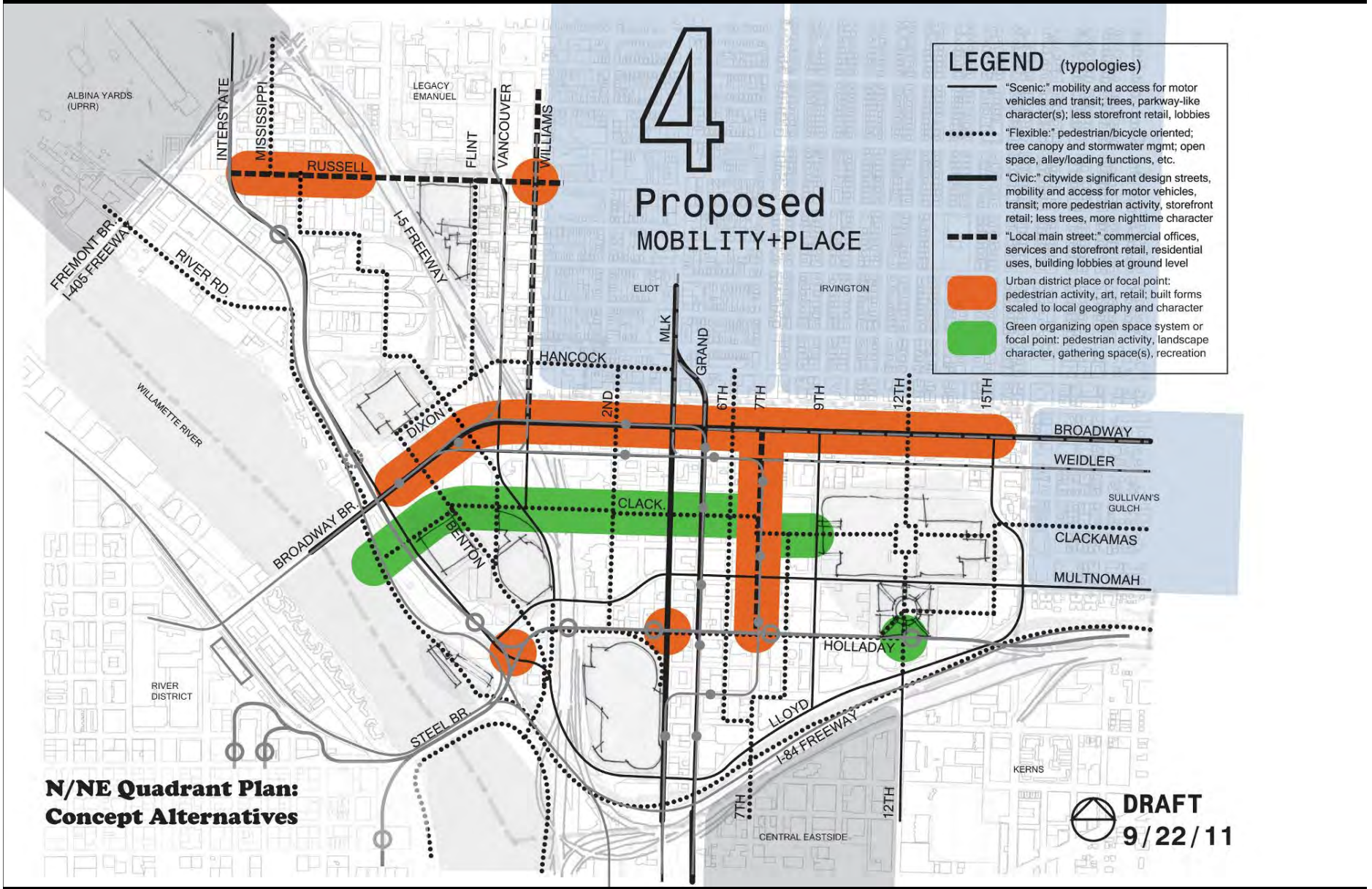
From September 29 SAC Meeting: **"Flexible" Typology**



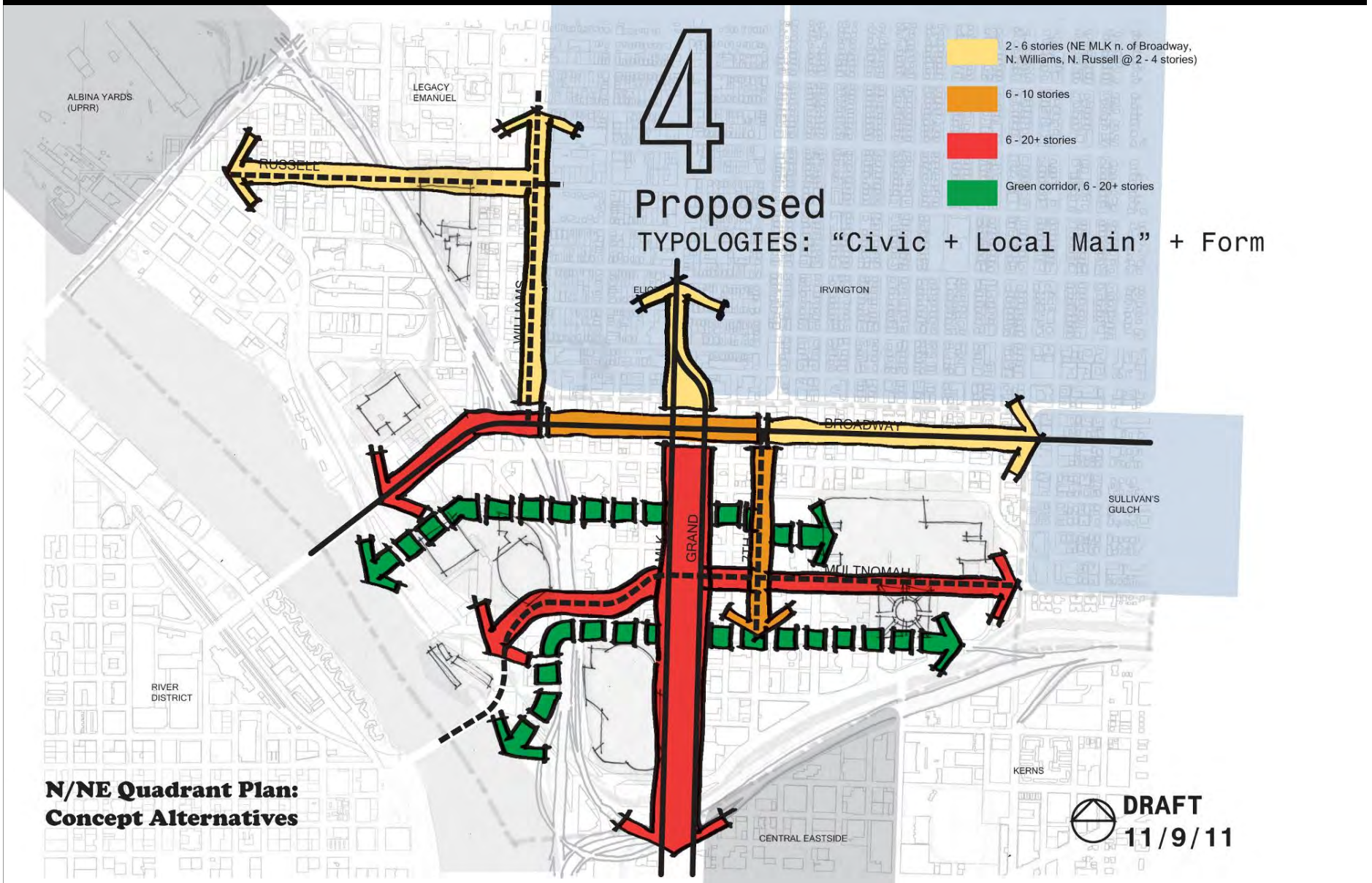
Transportation Typologies: **REVISED CONCEPT**



From September 29 SAC Meeting: **MOBILITY + PLACE**



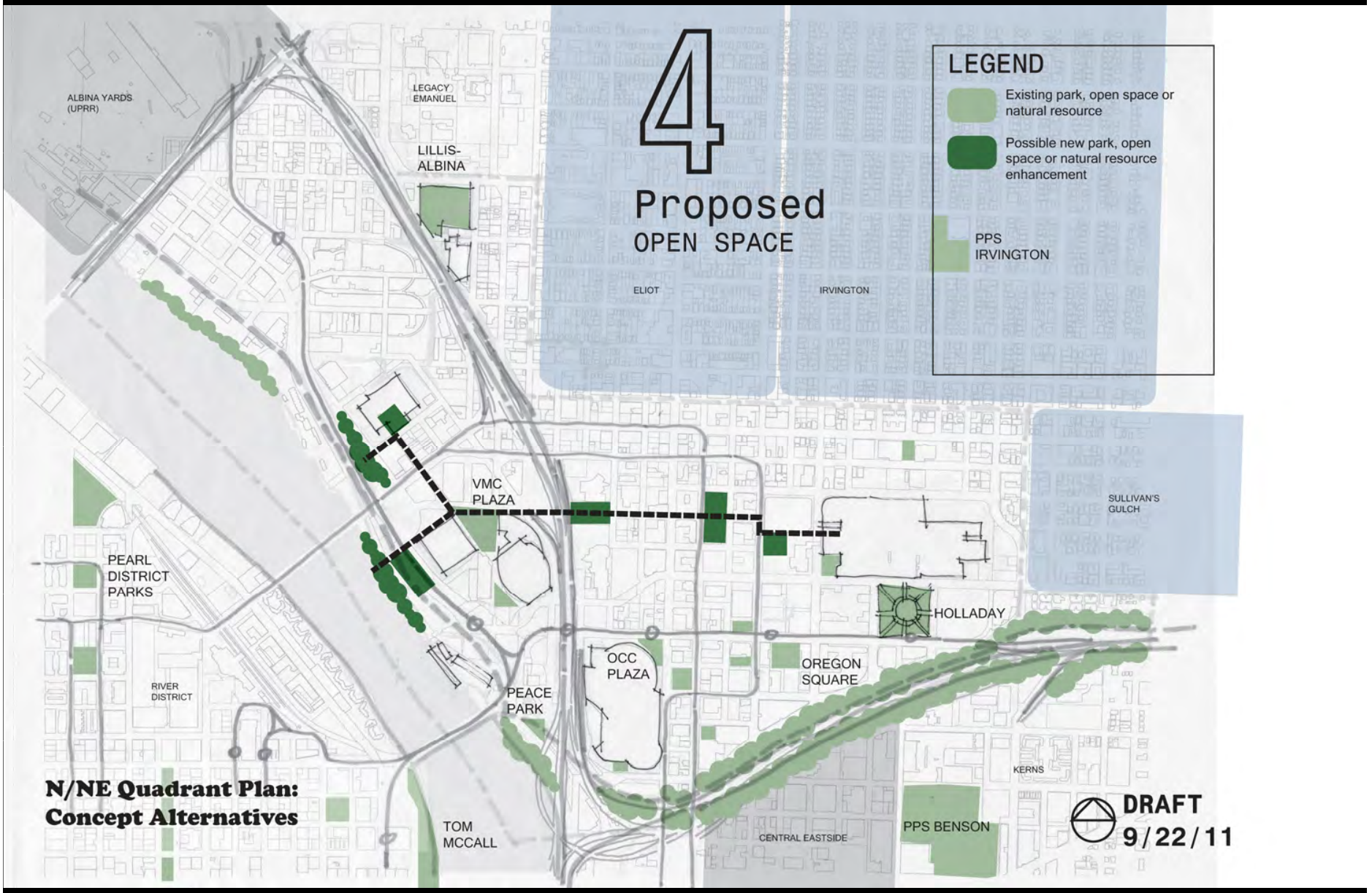
Mobility + Place: **REVISED CONCEPT**



SAC Questions

Mobility

From September 29 SAC Meeting: **OPEN SPACE**



OPEN SPACE


Site Alternate 1
300 unit high rise building
over retail
Site Alternate 2
240 unit high rise building
over retail
Cafe/Living Machine







OPEN SPACE

CLARIFICATIONS

•Assessed proposed open space concept for amount (SDC Acquisitions) and access (Service areas) with Parks bureau

CHANGES SINCE 9/29 SAC MEETING

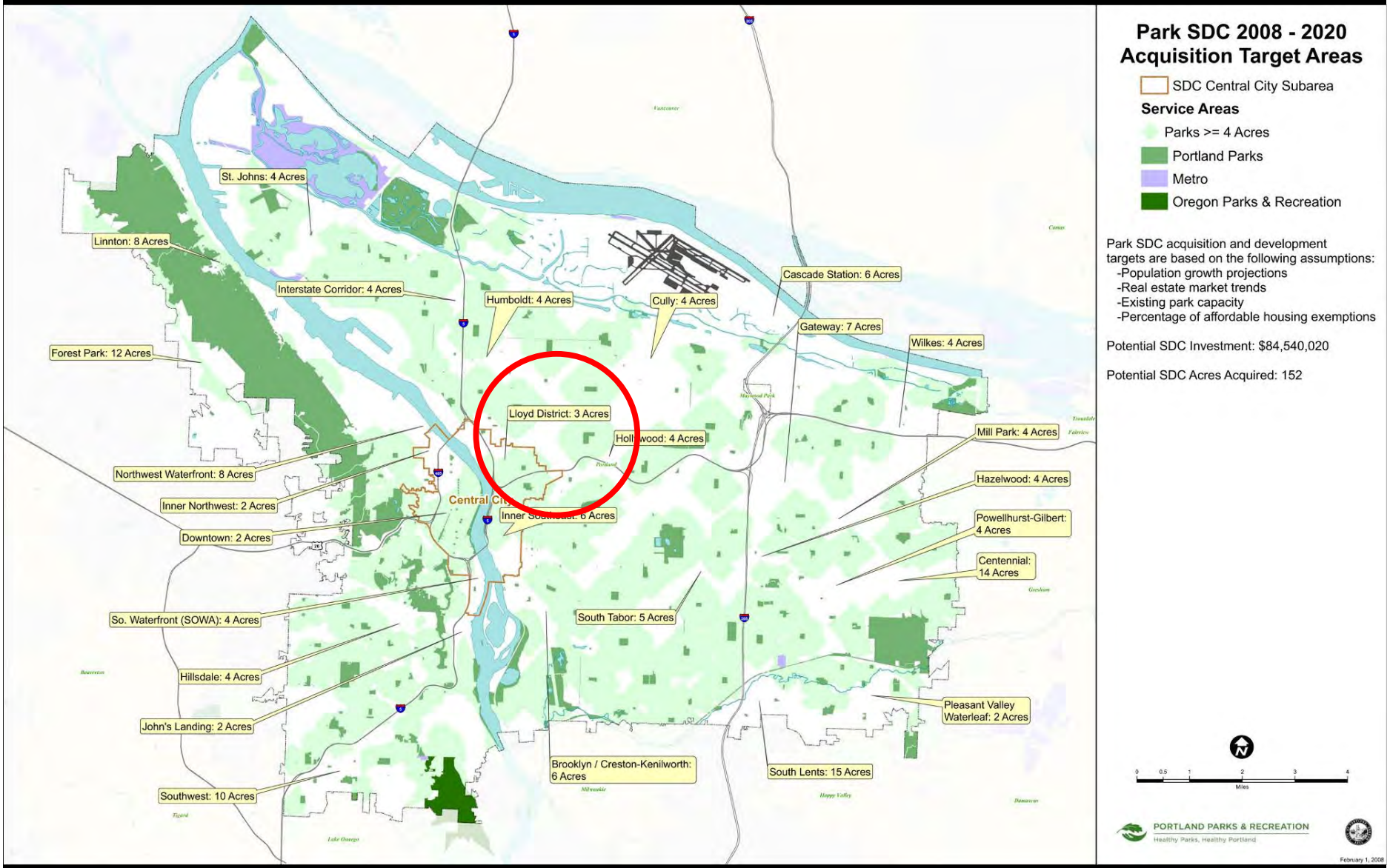
• Revised proposed open space designation to be more conceptual, less property-specific

•Displayed proximity of open spaces to surrounding area

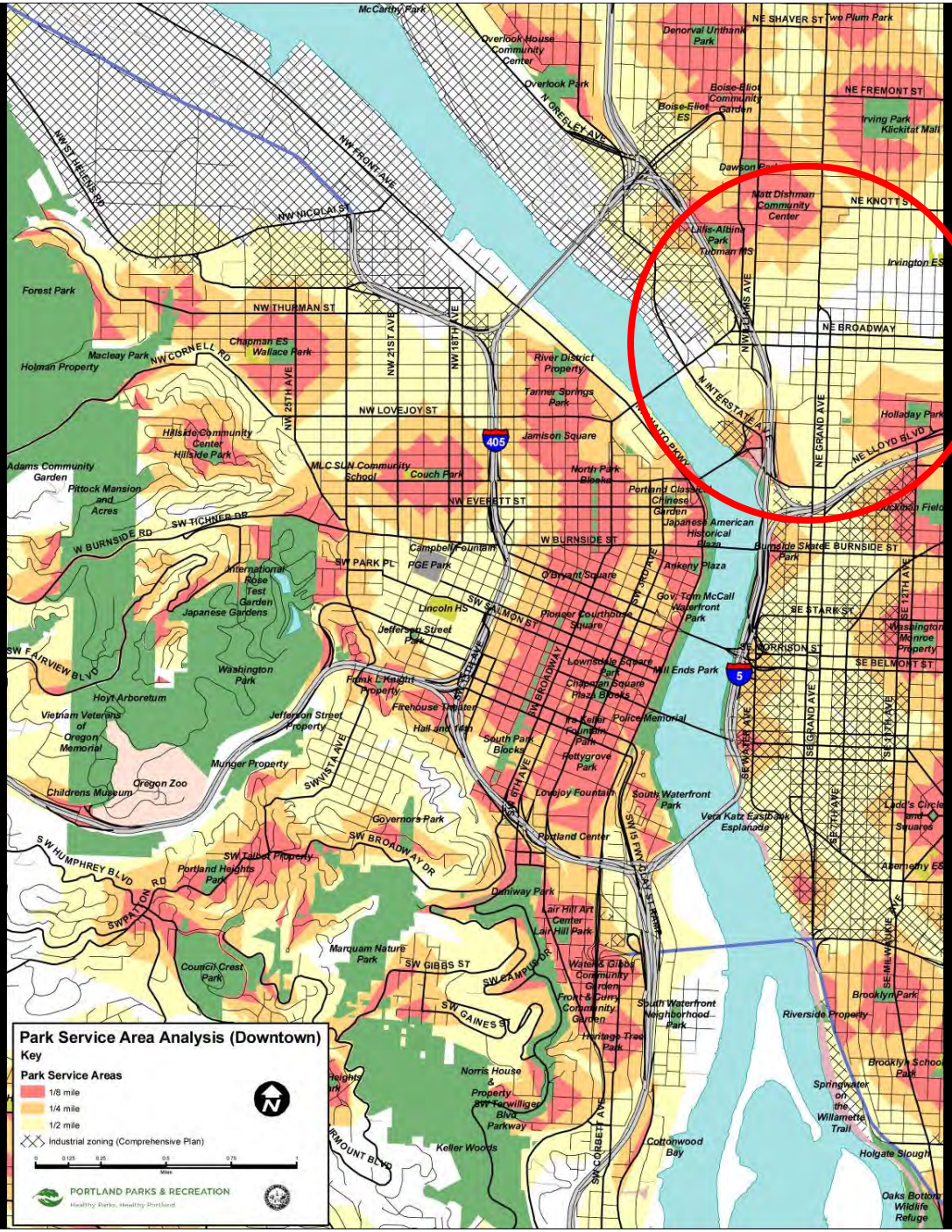
•Included more connections between proposed new open space system and existing parks/open spaces

•Specifically identified “natural resource enhancement areas”

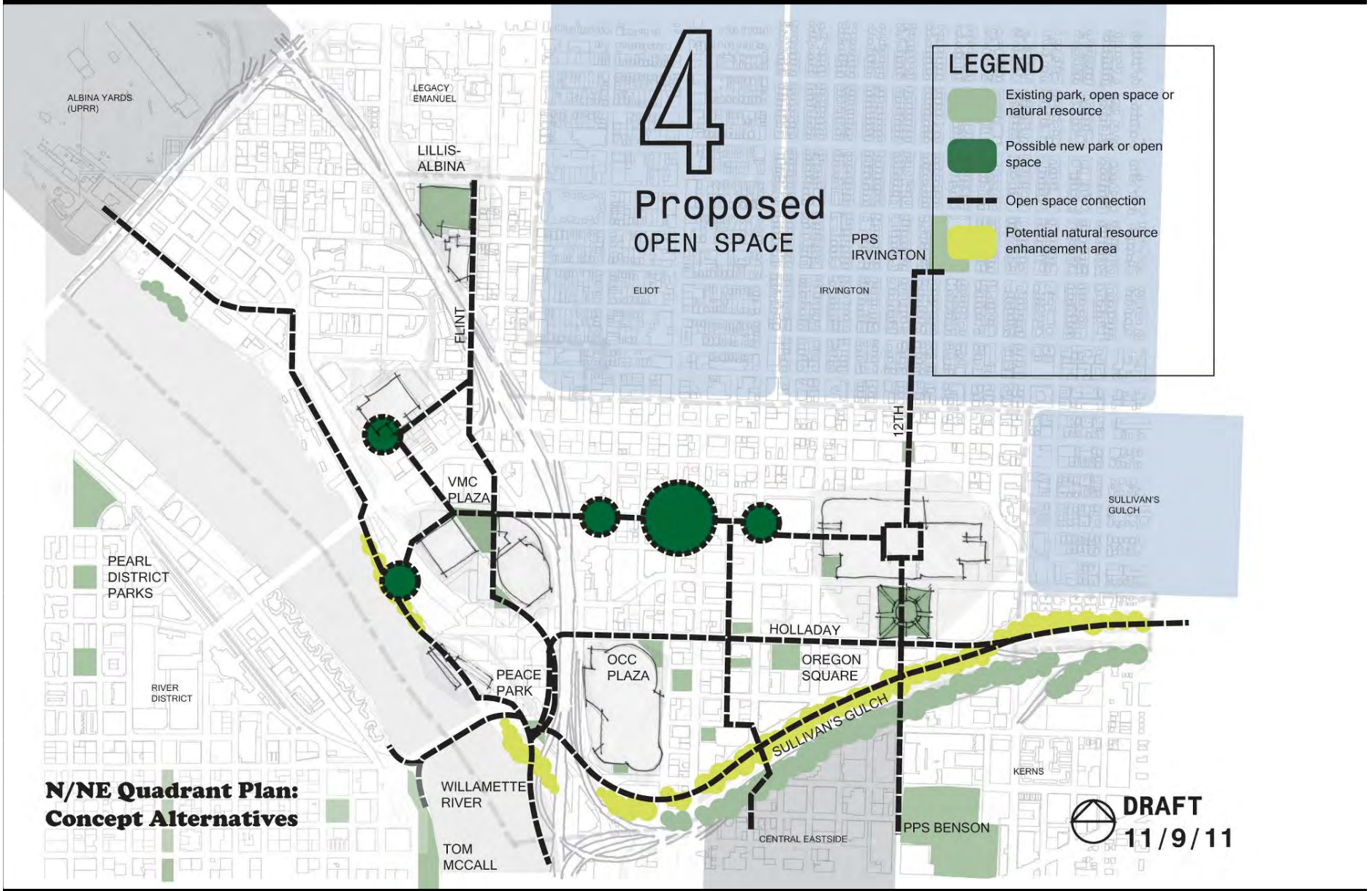
Open Space: **Systems Development Charges (SDC)**
ACQUISITION TARGET AREAS



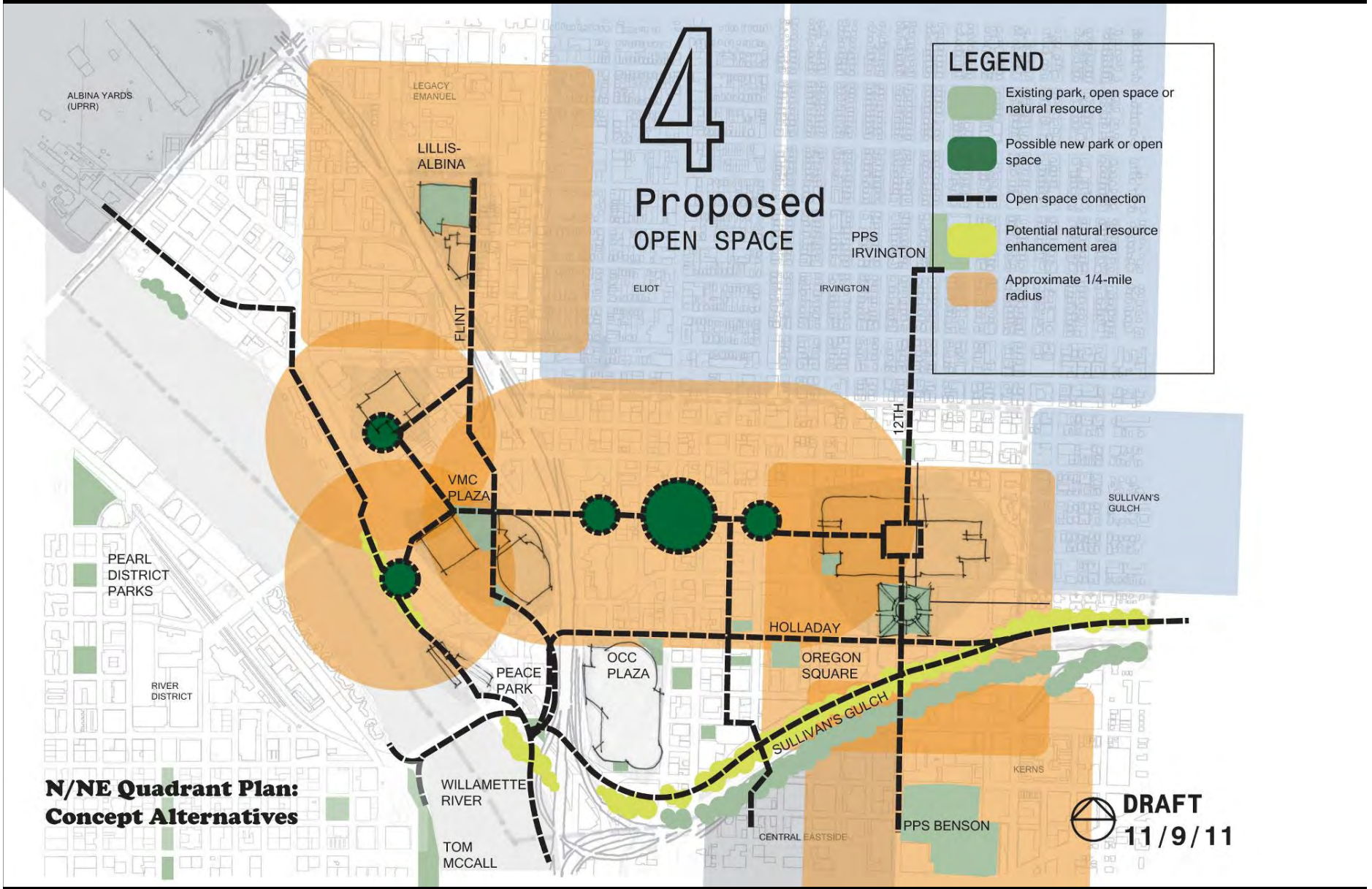
Open Space:
SERVICE AREA ANALYSIS



Open Space: **REVISED CONCEPT**



Open Space: ¼ **Mile Access**



SAC Questions

Open Space

GREEN SYSTEMS

- District energy
- Water quality, tree canopy corridors
- Harvest and reuse rain water
- Integrate systems with ecodistrict efforts

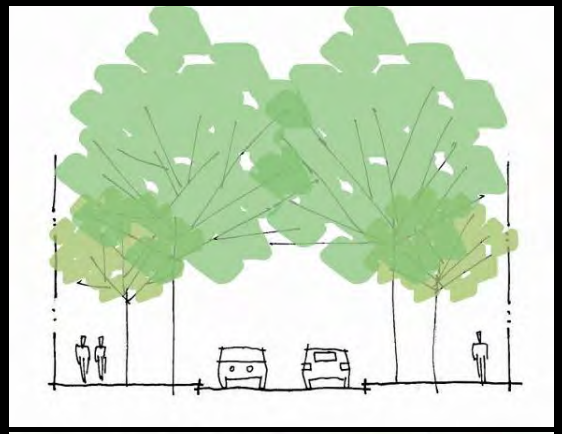


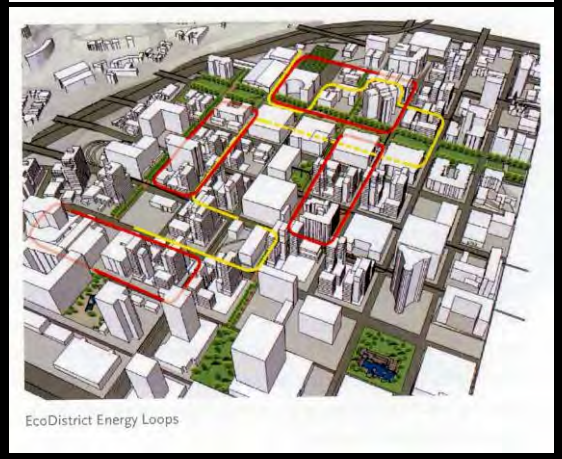




CHANGES SINCE 9/29 SAC MEETING

- Changed proposal from “harvest rain water, pump to district” to “harvest rain water, reuse in district”
- Assessed proposed concept and stormwater management needs with Bureau of Environmental Services
- Replaced NE 15th with NE 2nd as a “water quality, tree canopy corridor”





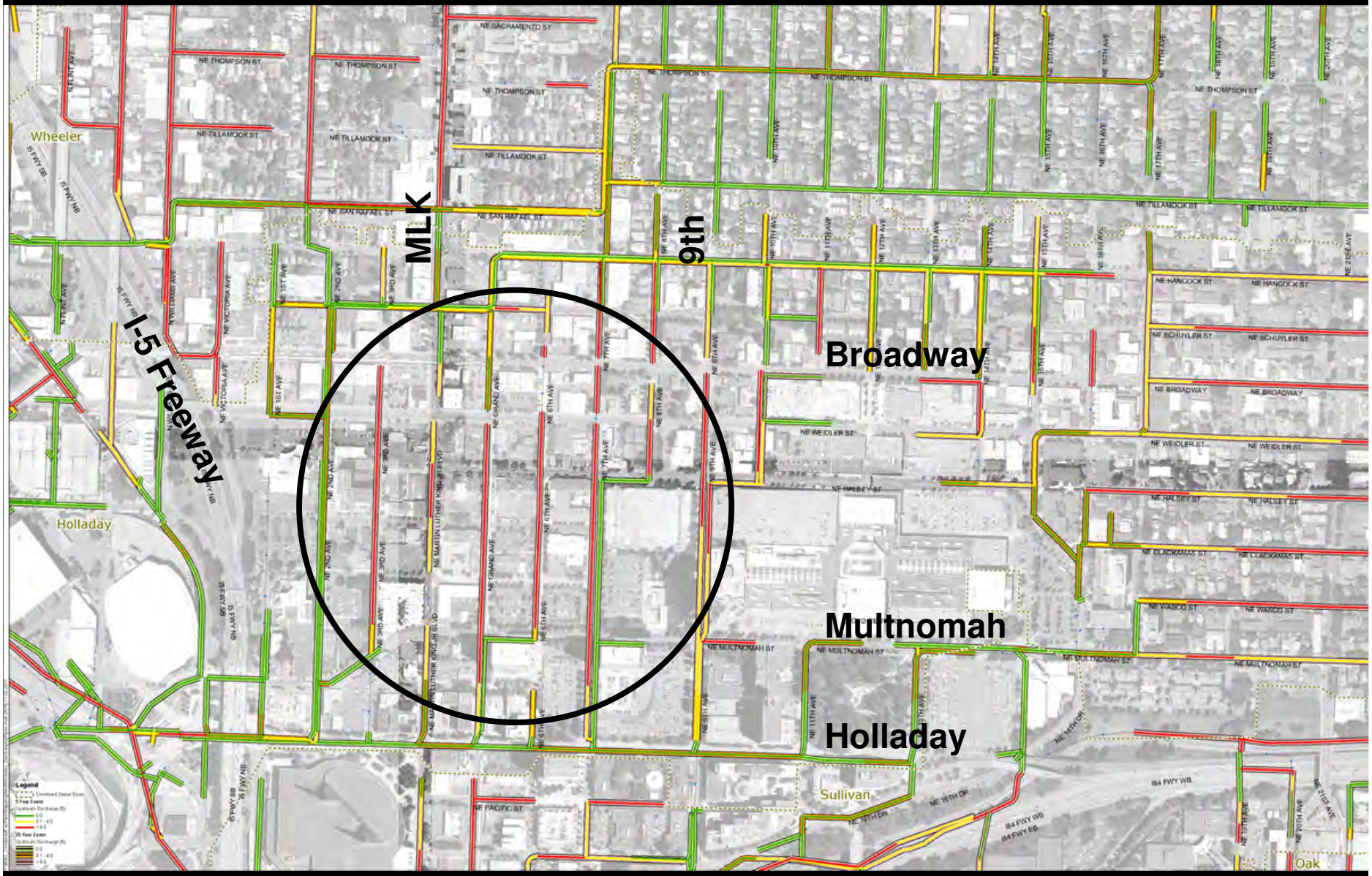
EcoDistrict Energy Loops



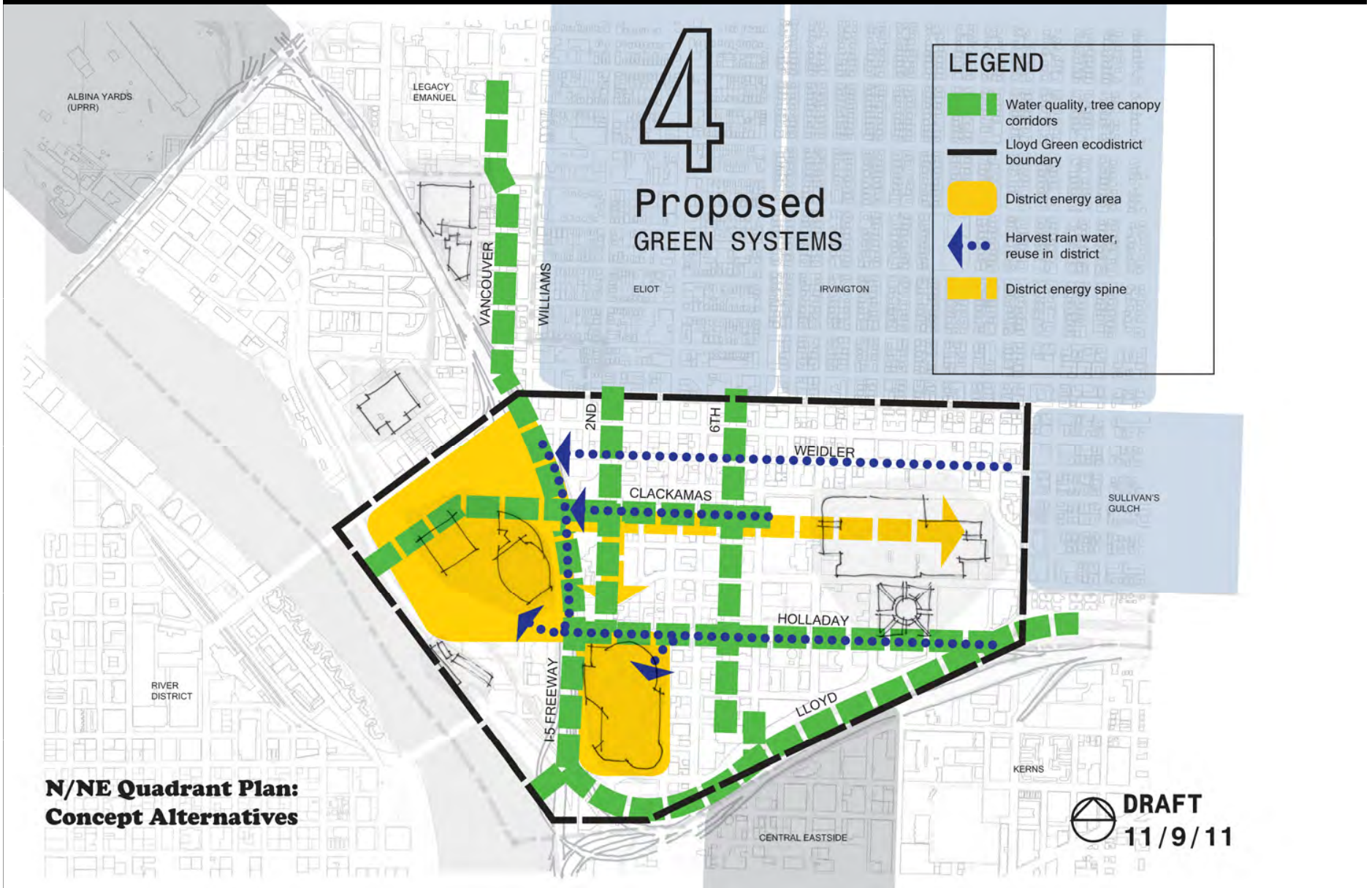
From September 29 SAC Meeting: **GREEN SYSTEMS**



Green Systems: **STORMWATER MANAGEMENT CAPACITY ISSUES**



Green Systems: **REVISED CONCEPT**



SAC Questions

Green Systems

MEMORANDUM

From:
Sullivan's Gulch Neighborhood Association
Land Use Planning Committee
Co-chairs - Carol Gossett, Brittain Brewer
To:
City of Portland
Bureau of Planning and Sustainability
N / NE Quadrant Project
RE:
Neighborhood consensus / comments
September 15, 2011

The following comments are compiled from -
Neighborhood charettes, held on Sept. 2, 2011
Comments solicited and received at the annual "Gulch-o-rama", held on Sept. 10, 2011
And, SGNA Board Meeting, Sept. 13, 2011

Subarea 4 Broadway/Weidler Commercial Corridor

A Current heights are irrelevant and should be re-examined base on further study to develop design paradigms and standards allowing for transitions from corridor to adjacent residential areas and in a manner that encourages financeable development.

B Yes. The block between provides a natural transition strip from adjacent areas. The corridor should extend from I-5 to NE 33rd. Detailed studies should be conducted to develop design and development guidelines for future development.

C The circulation must be developed to simultaneously encourage regional connection to the Lloyd District shopping area and circulation to and from adjacent residential areas and neighborhoods to the east. The corridor is the future gateway to the Portland east of the Willamette, aso Portland's future downtown develops to incorporate both sides of the river from I-205 to, at least the MLK/Grand N-S corridor.

D The current heights are irrelevant and should be revisited in context. Yes, particularly, as historically considered and developed, east of I-5, west of MLK, south of Clackamas, and north of Multnomah. It is conceivable that might extend south to Holladay. Development of east of I-5/Williams, west of MLK, south of San Rafael, and north of Multnomah could also be considered mixed use/ residential.

Subarea 6a

A Residential over office/medical office/ over retail - parking an issue,

B Height limitation - step down to limit shadows across the street in residential sections

C As long as shadows across the street are limited, yes, preserve room for Sullivan's Gulch Trail and to preserve conservation overlay

MEMORANDUM
From:
Sullivan's Gulch Neighborhood Association
Land Use Planning Committee
Co-chairs - Carol Gossett, Brittain Brewer
To:
City of Portland
Bureau of Planning and Sustainability
N / NE Quadrant Project
RE:
Neighborhood consensus / comments
September 15, 2011

Subarea 6 Eastern Lloyd

A Yes

B No

C Mixed use - Residential over retail, high rise acceptable, office acceptable mixed within

D Open the Hotel to the west
Develop East side with Retail open to the park, residential over
Connect and open retail to the north at the Mall, it was originally open to the street there

E All three ped/bike, open space



N/NE Quadrant and I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #10 (October 27, 2011)

Meeting Packet Table of Contents

Meeting Agenda	2
Freeway/Local Transportation Interface Refined Concept Maps	3
Freeway/Local Transportation Interface Draft PowerPoint Presentation	10
Correspondence	90

N/NE Quadrant and I-5 Broadway/Weidler Plans

OCTOBER 27, 2011 SAC MEETING # 10 DRAFT AGENDA

CALAROGA TERRACE, 1400 NE SECOND AVENUE, PORTLAND, OR 97232

TIME	MIN	ITEM	LEAD(S)
5:00	30	**Informal Discussion and Meal**	All
5:30	20	**Standing Items** A) Welcome B) Meeting Purpose/Agenda Review C) Approval of Minutes D) Transportation Subcommittee Reports E) Announcements F) Process Overview/Timeline Reminder	Imperati Lindley
5:50	15	**Land Use Update**	Iwata Lisle
6:05	140	**Freeway** A) Freeway Concept and Process Update B) Urban Design Framework 1) SAC Discussion and Questions About the Urban Design Analysis 2) What Additional Analyses Would You Like to See? **7:00 Break (10 Minutes)** C) Technical Summary and Changes From August D) Summary of Issues 1) SAC Discussion and Questions About the Interchange Analysis 2) What Additional Analyses Would You Like to See? **Public Comment** ***Action #1:*** *Do you agree with removing TDM/TSM as a stand-alone alternative and adding it to the remaining alternatives?*	Cullerton Juhasz Kelley
8:25	5	**Next Steps, Meeting Evaluation and Adjourn** A) SAC Meetings: #11 on 11/17, #12 on 12/8, and #13 on 2/2 B) Public Event in January: TBD	Imperati
8:30		**Adjourn**	


N/NE QUADRANT & I-5 BROADWAY/WEIDLER PLANS
FREEWAY/LOCAL TRANSPORTATION INTERFACE CONCEPTS
1. 2035 No Build
Existing Freeway Lanes
Modified Freeway
Modified Local Roadway
Proposed Structures
Modifed Sidewalks
Streetcar Tracks
Streetcar Stops
New/Modifed Signals
Bike Lane
Removal
SCALE
FEET
DRAFT
OCTOBER 12th, 2011
This product is for informational purposes and may not have been prepared for or be suitable for legal, engineering, or surveying purposes.
Users of this information should review or consult the primary data and information sources to ascertain the usability of the information
Broadway Bridge
Steel Bridge
Burnside Bridge
N Winning Way
NE Wheeler Ave
N Dixon
N Flint
N Vancouver
N Williams
N Victoria
NE 1st
NE 2nd
NE 3rd
NE Weidler
NE Broadway
NE Rodney Ave
NE Clackamas
NE Holladay
NE Multnomah
NE Schuyler
NE Hancock
NE San Rafael
NE Tillamook
NE Thompson

N/NE QUADRANT & I-5 BROADWAY/WEIDLER PLANS
FREEWAY/LOCAL TRANSPORTATION INTERFACE CONCEPTS

2. BRAID/CD ROADS

- Existing Freeway Lanes
- Modified Freeway
- Modified Local Roadway
- Proposed Structures
- Modifed Sidewalks
- Streetcar Tracks
- Streetcar Stops
- New/Modifed Signals
- Bike Lanes
- XXX Removal

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N/NE QUADRANT & I-5 BROADWAY/WEIDLER PLANS
FREEWAY/LOCAL TRANSPORTATION INTERFACE CONCEPTS

3. REBUILD STRUCTURES

- Existing Freeway Lanes
- Modified Freeway
- Modified Local Roadway
- Proposed Structures
- Modifed Sidewalks
- Streetcar Tracks
- Streetcar Stops
- New/Modifed Signals
- Bike Lane
- XXX Removal

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NE 3rd
NE Rodney Ave
NE Glackamas
NE Holladay
NE Multnomah
NE Schuyler
NE Hancock
NE San Rafael
NE Tillamook
NE Thompson

N/NE QUADRANT & I-5 BROADWAY/WEIDLER PLANS
FREEWAY/LOCAL TRANSPORTATION INTERFACE CONCEPTS

4a. SPLIT DIAMOND

- Existing Freeway Lanes
- Modified Freeway
- Modified Local Roadway
- Proposed Structures
- Modifed Sidewalks
- Streetcar Tracks
- Streetcar Stops
- New/Modifed Signals
- Bike Lane
- XXX Removal

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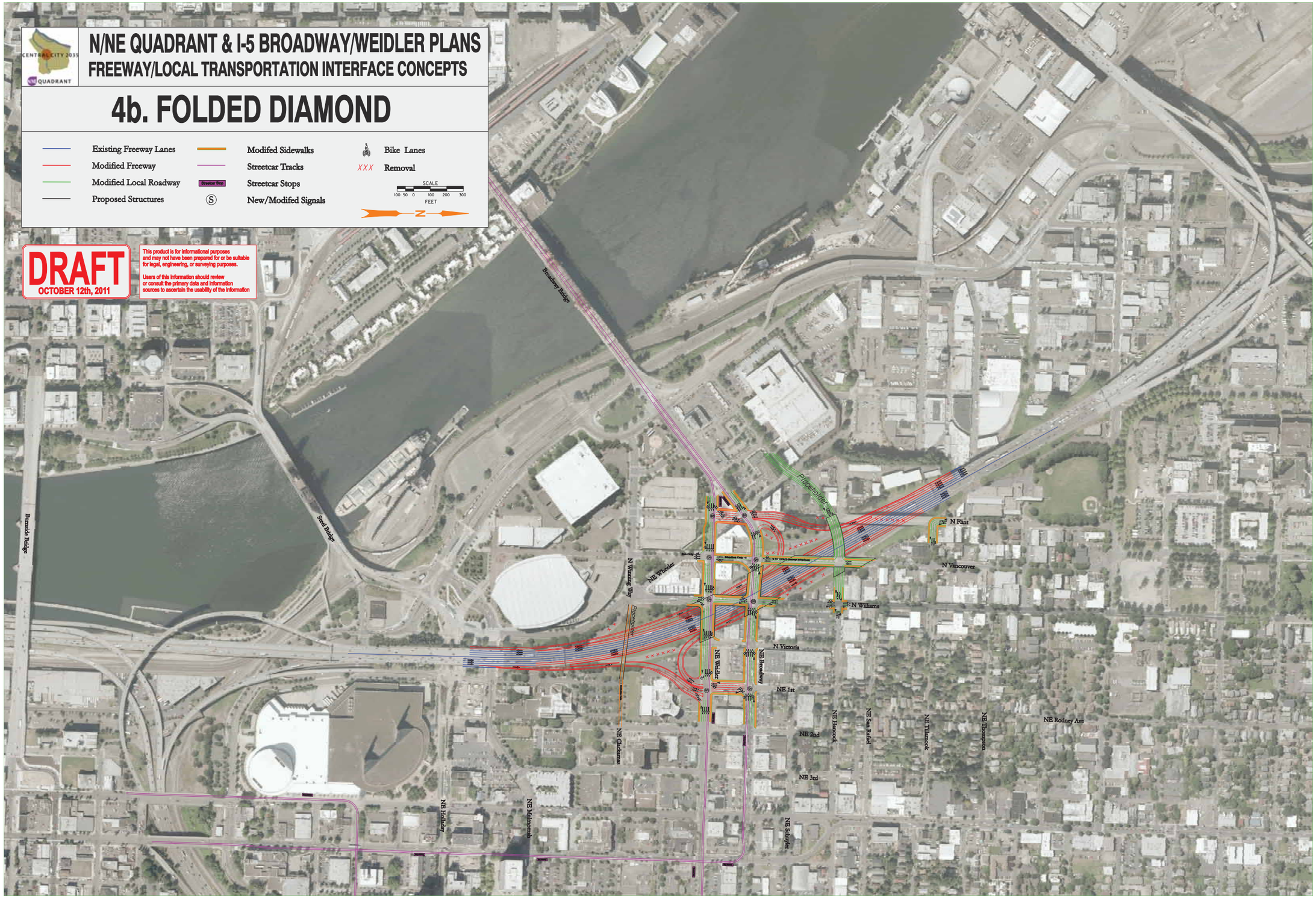
NE San Rafael
NE Tillamook
NE Thompson
NE Rodney Ave


N/NE QUADRANT & I-5 BROADWAY/WEIDLER PLANS
FREEWAY/LOCAL TRANSPORTATION INTERFACE CONCEPTS
4b. FOLDED DIAMOND
Existing Freeway Lanes
Modified Freeway
Modified Local Roadway
Proposed Structures
Modifed Sidewalks
Streetcar Tracks
Streetcar Stops
New/Modifed Signals
Bike Lanes
Removal
SCALE
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Broadway Bridge
Steel Bridge
Burnside Bridge
Placeholder
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N Williams
N Victoria
NE Weidler
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NE 2nd
NE 3rd
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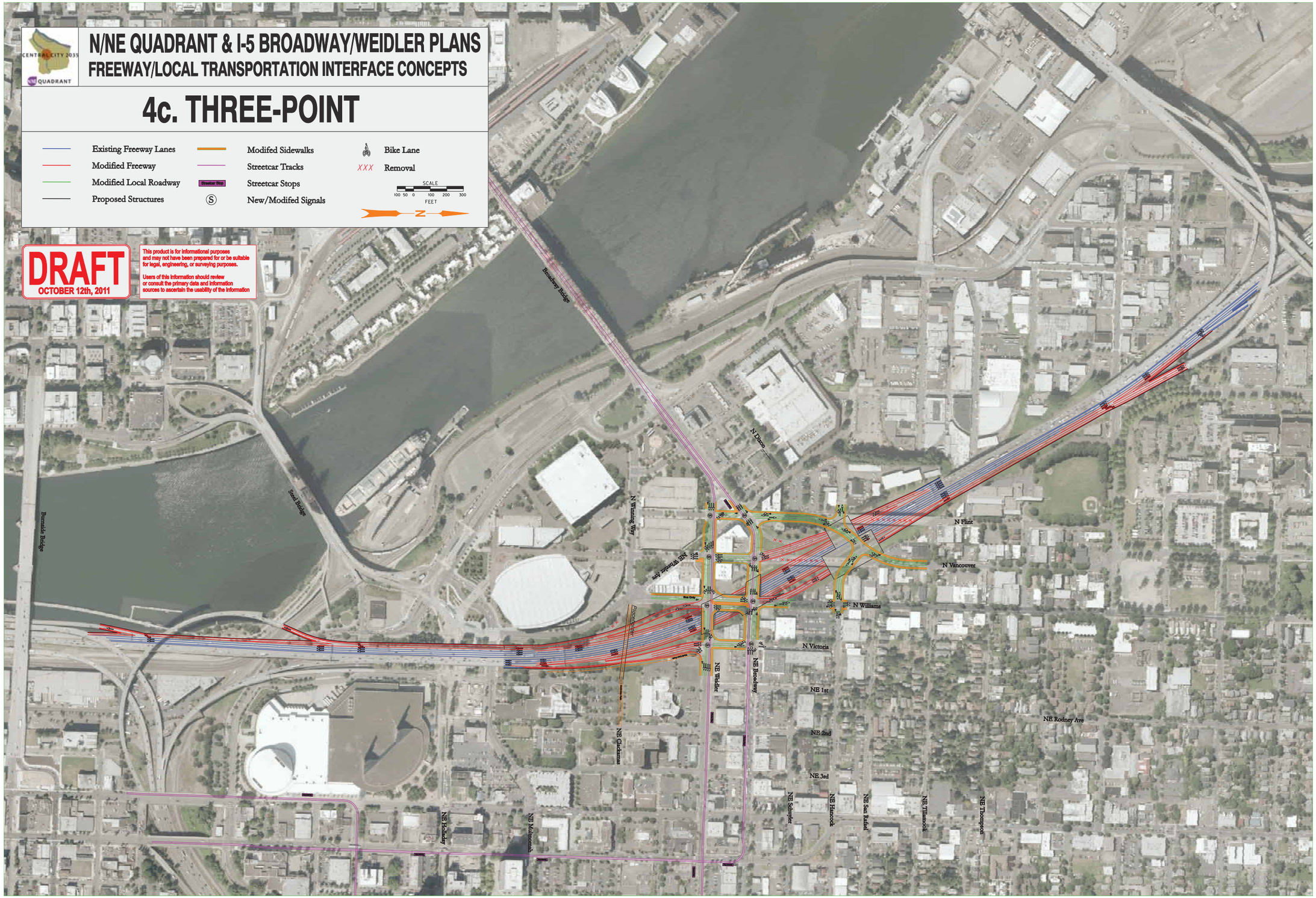
NE San Rafael
NE Tillamook
NE Thompson
NE Clackamas
NE Holladay
NE Multnomah
NE Schuyler
N Winning Way
NE Wheeler


N/NE QUADRANT & I-5 BROADWAY/WEIDLER PLANS
FREEWAY/LOCAL TRANSPORTATION INTERFACE CONCEPTS
4c. THREE-POINT
Existing Freeway Lanes
Modified Freeway
Modified Local Roadway
Proposed Structures
Modifed Sidewalks
Streetcar Tracks
Streetcar Stops
New/Modifed Signals
Bike Lane
Removal
SCALE
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NE Rodney Ave
NE Weidler
NE Broadway
NE Clackamas
NE Holladay
NE Multnomah
NE Schuyler
NE Hancock
NE San Rafael
NE Tillamook
NE Thompson

N/NE QUADRANT & I-5 BROADWAY/WEIDLER PLANS
FREEWAY/LOCAL TRANSPORTATION INTERFACE CONCEPTS

6. TSM/TDM

- Existing Freeway Lanes
- Modified Freeway
- Modified Local Roadway
- Proposed Structures
- Modifed Sidewalks
- Streetcar Tracks
- Streetcar Stops
- New/Modifed Signals
- Bike Lane
- XXX Removal

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N/NE Quadrant & I-5 Broadway/Weidler Plans

SAC Meeting #10
October 27, 2011
Freeway Concept and Process Update
Urban Design Framework
Technical Analysis

CENTRAL CITY 2035

CITY OF PORTLAND, OREGON 1851

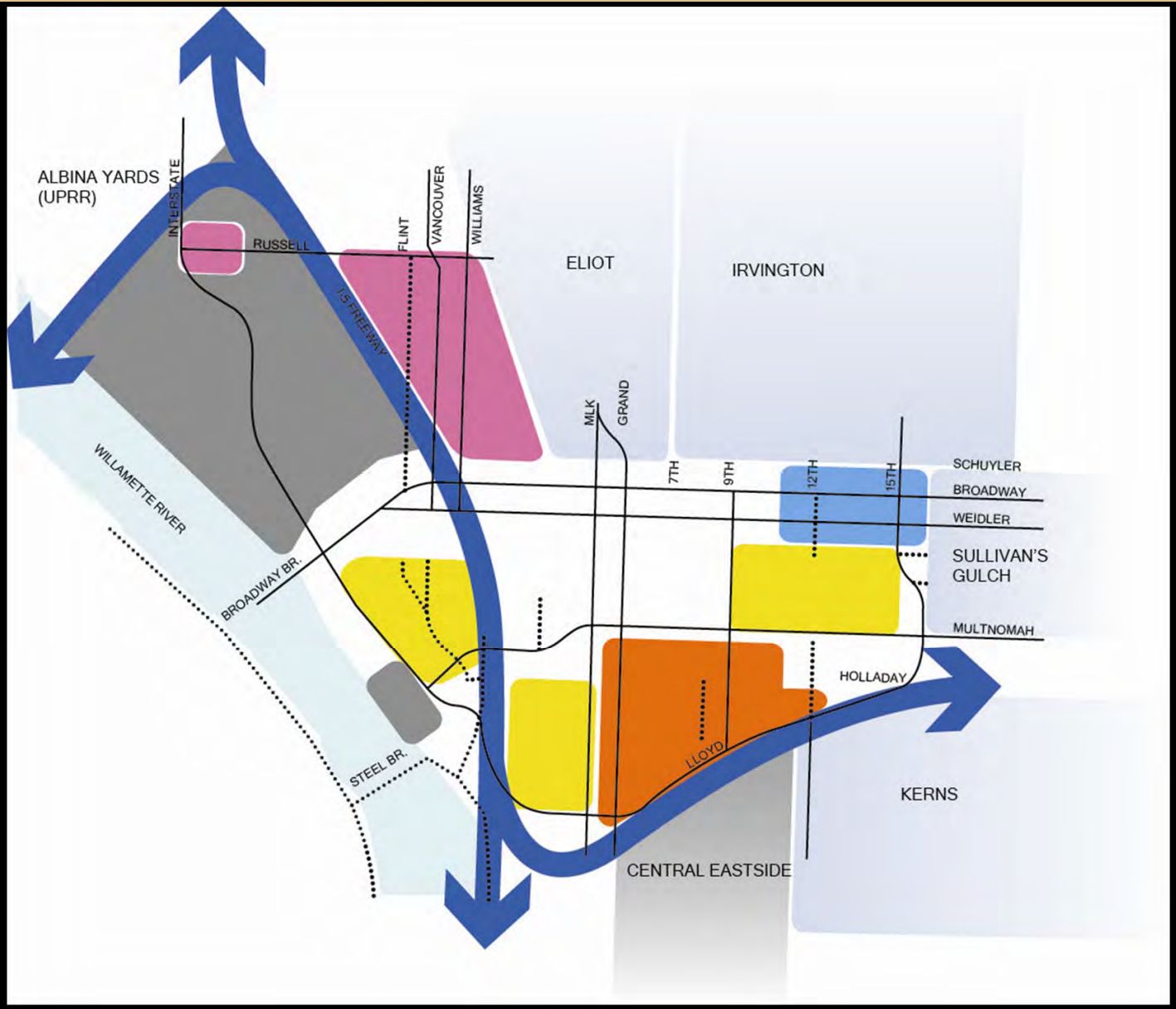
Oregon Department of Transportation

Stakeholder Advisory Committee Agenda

- Urban Design Context
- Interchange Area Model
- Interchange Concepts
- Technical and Urban Design Analysis
- TSM/TDM

Urban Design Context

Existing Land Use



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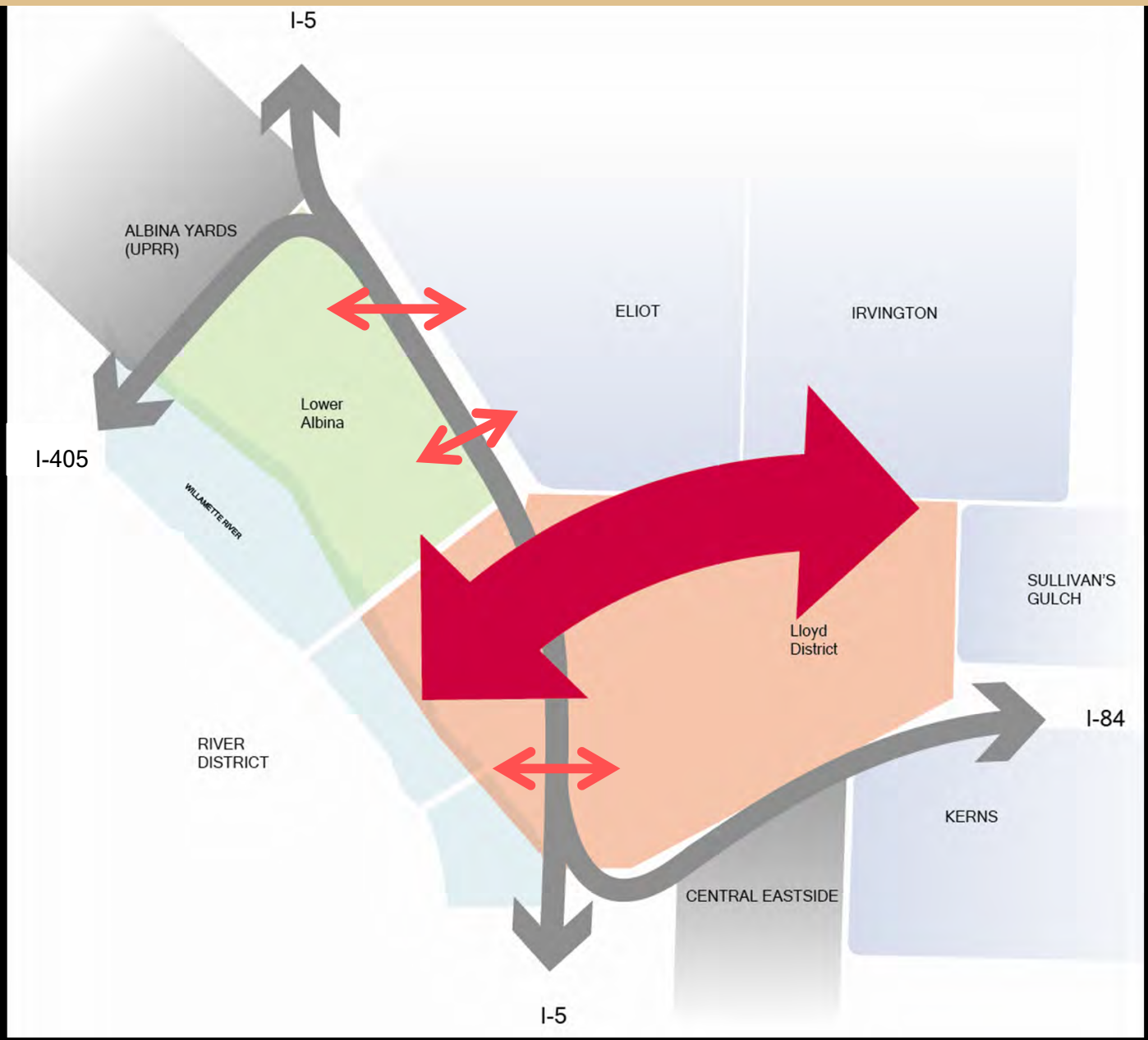
Connecting to River



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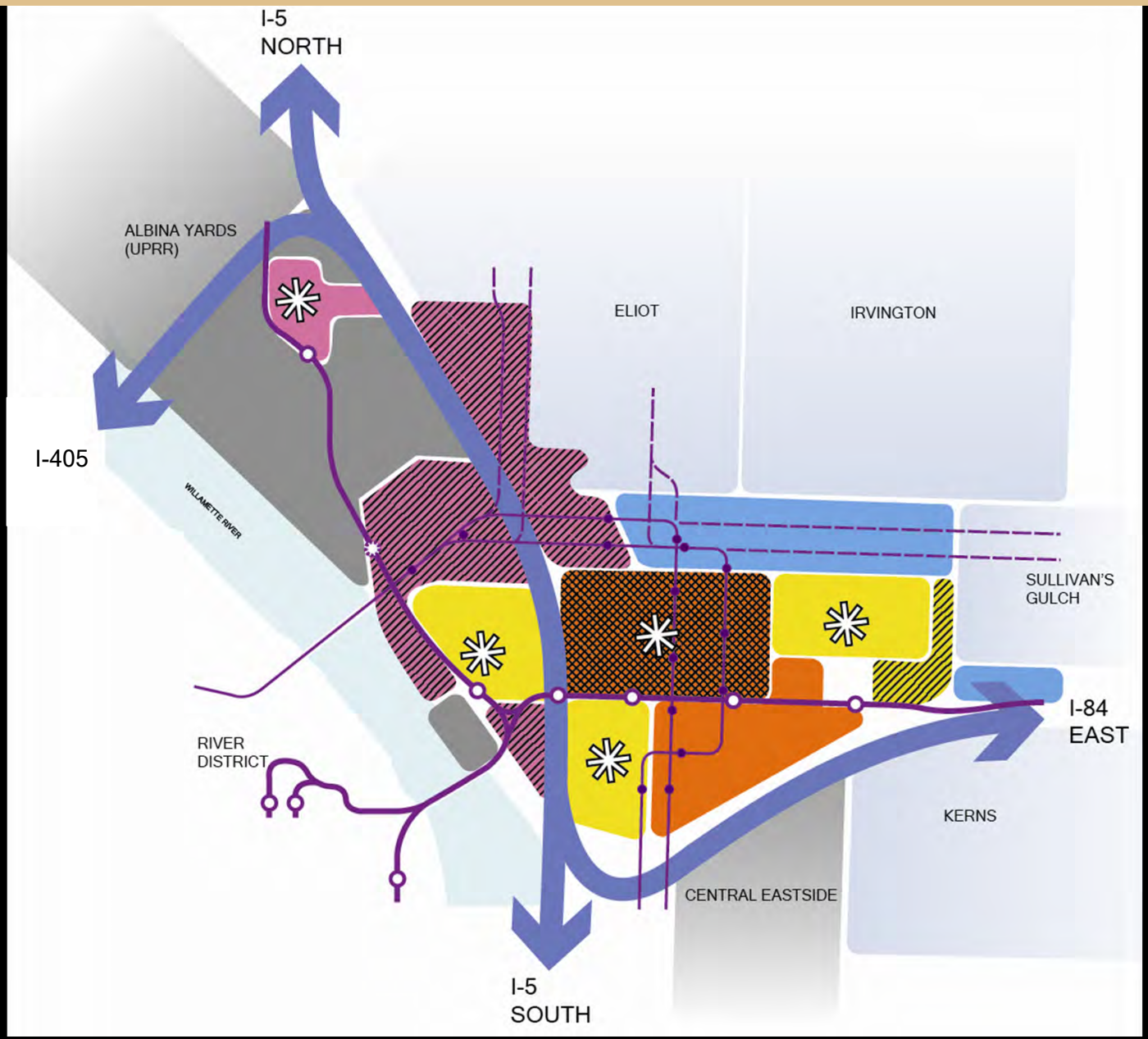
Predominant Land Uses



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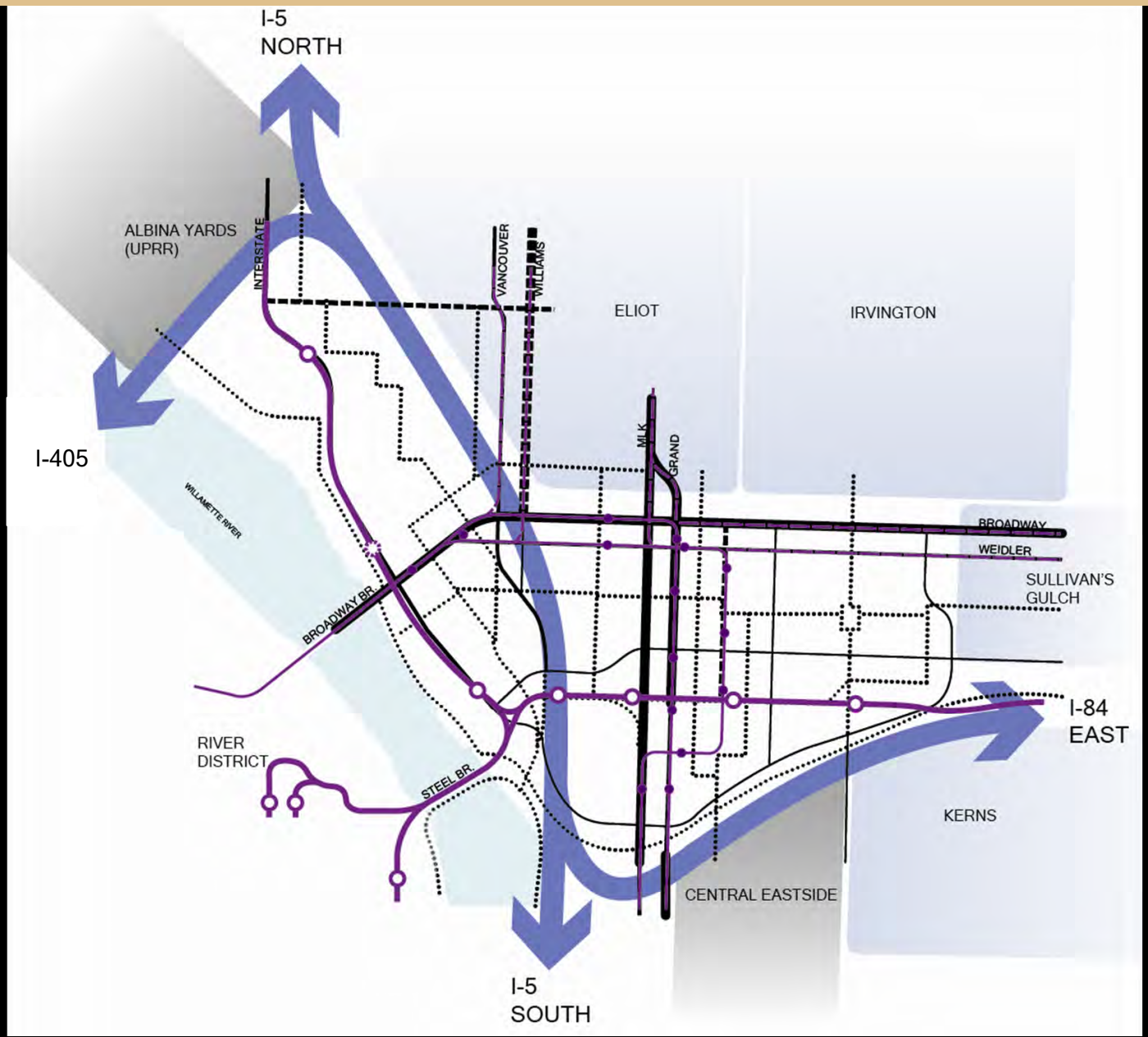
Mobility



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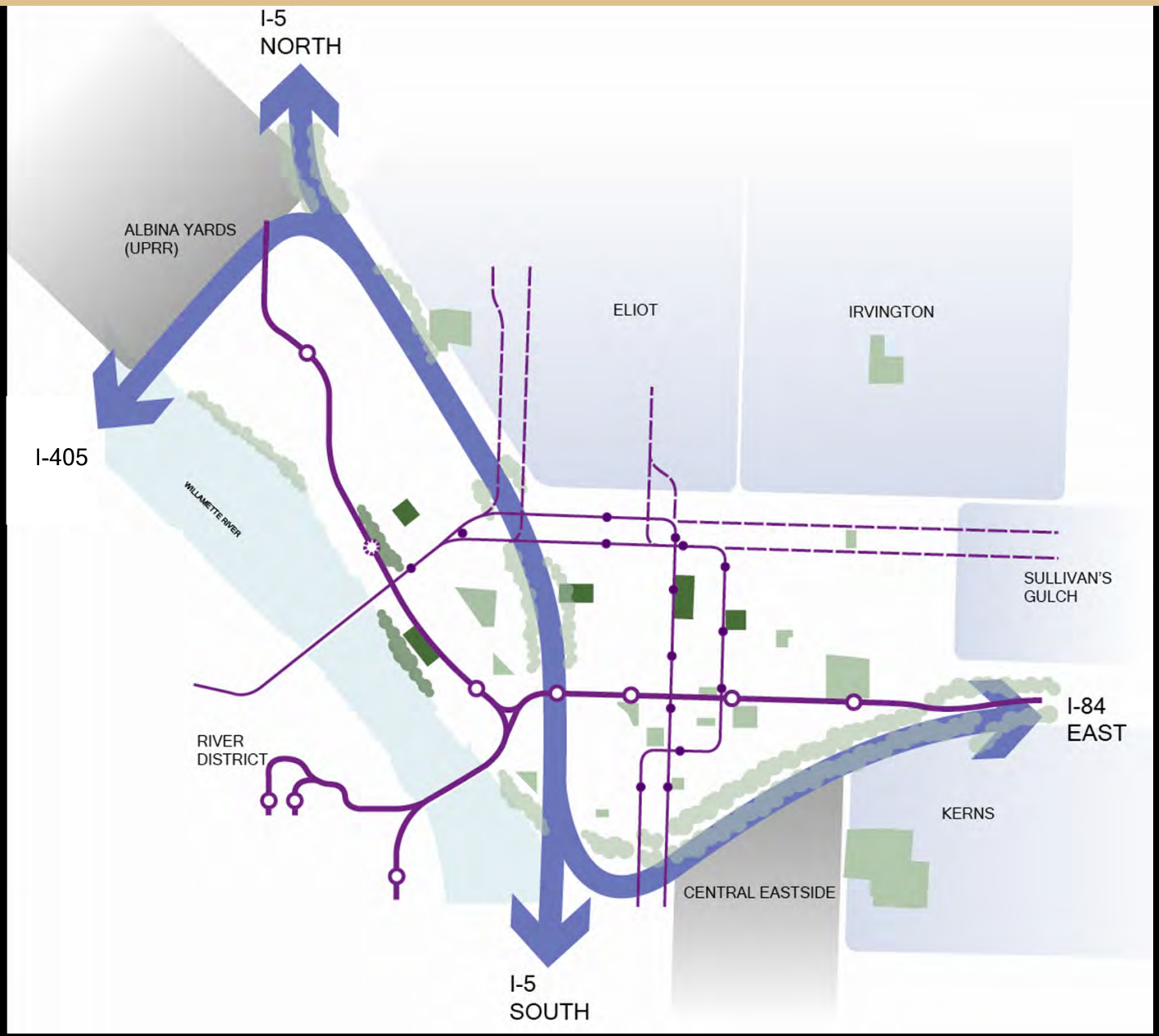
Open Space



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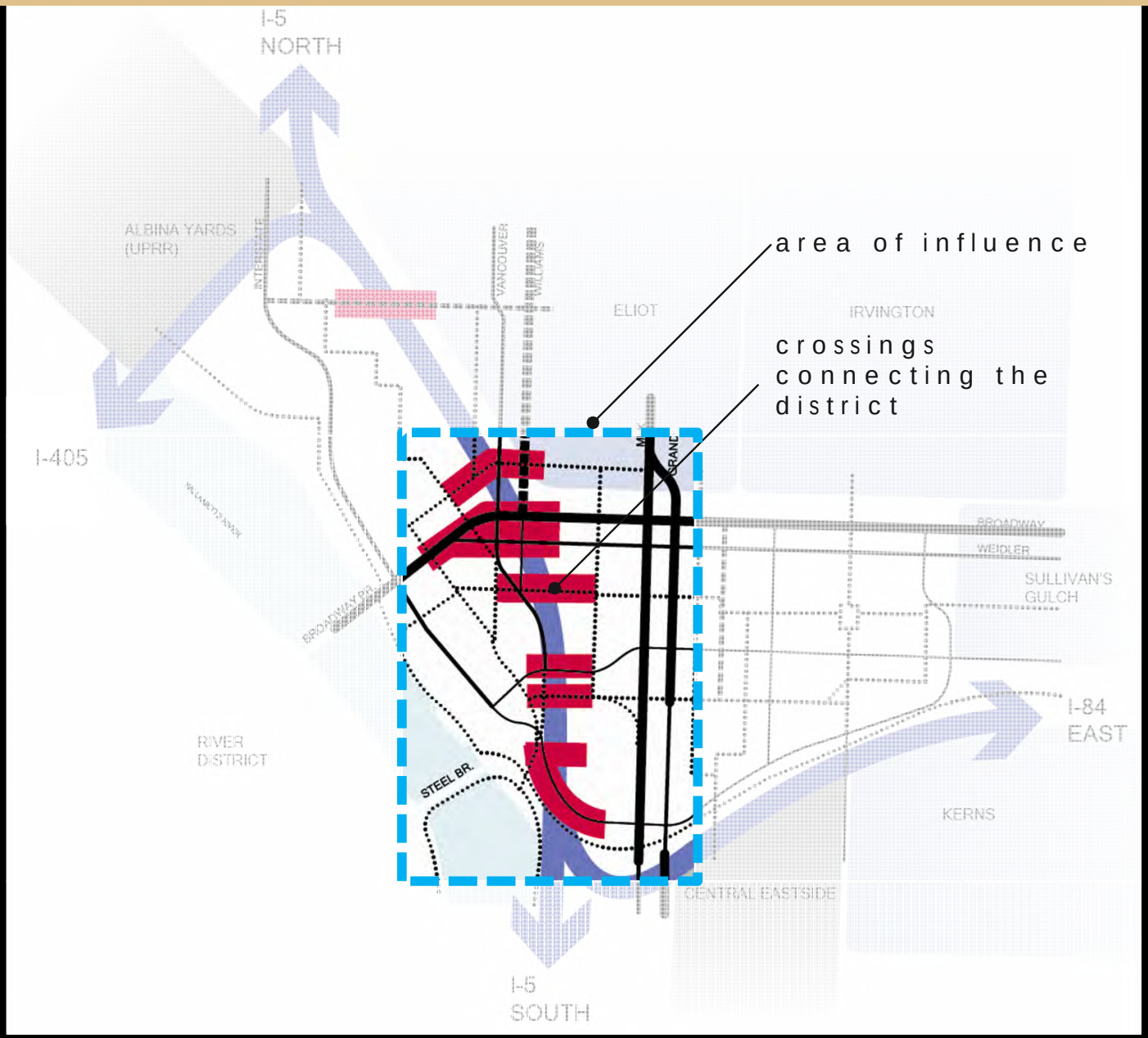
Freeway Crossings



CENTRAL CITY 2035

Area of Influence



CENTRAL CITY 2035

Framework

- Connectivity
- Developability
- Open Spaces
- Places/Opportunities

Connectivity



CENTRAL CITY 2035

Connectivity



CENTRAL CITY 2035

Connectivity

Connect Hancock

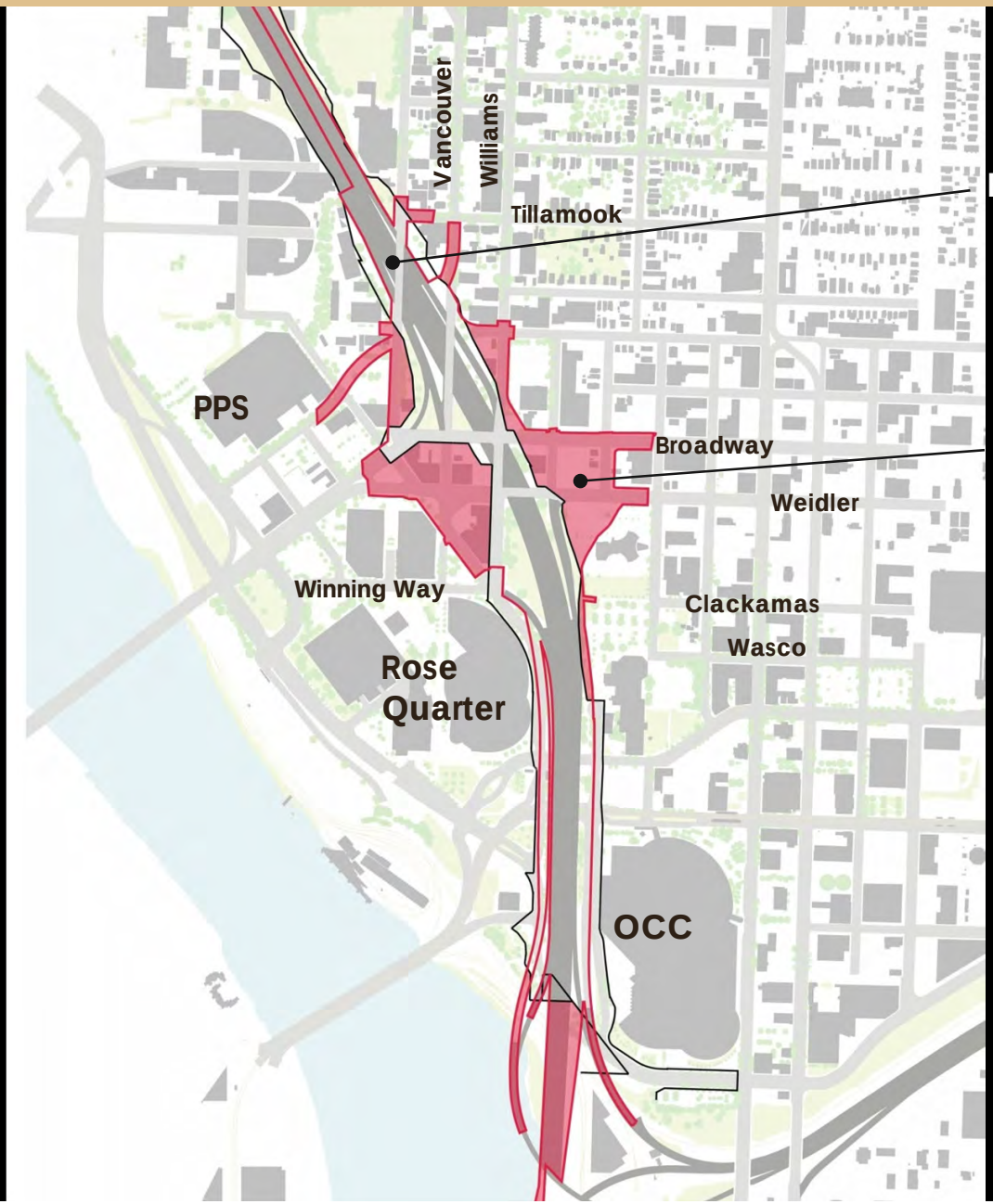
Expand street grid: potential PPS redevelopment



New local connection

CENTRAL CITY 2035

Development



CENTRAL CITY 2035

Open Space

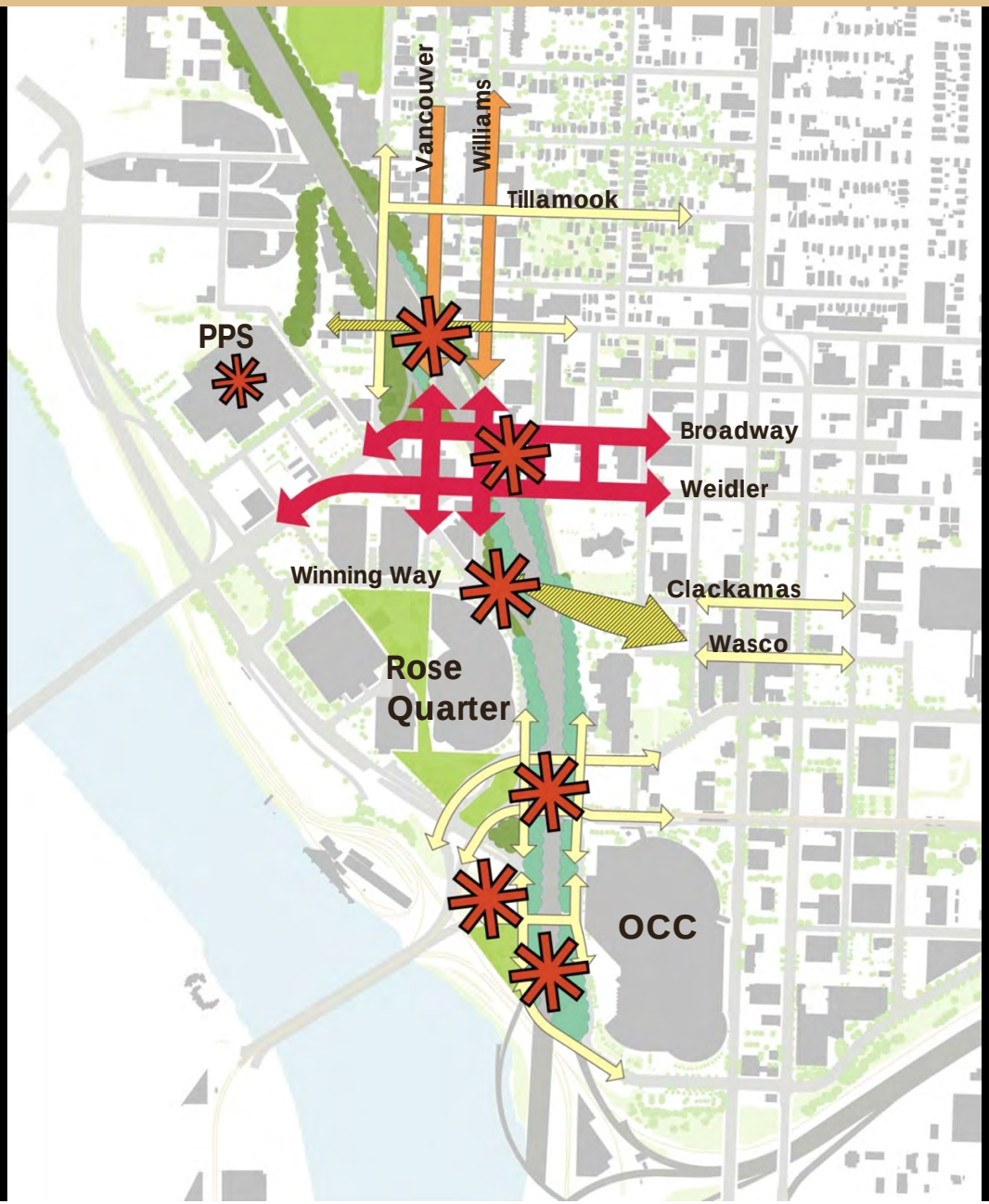


Open space:
buffer or naturalized

Open space:
civic

CENTRAL CITY 2035

Framework



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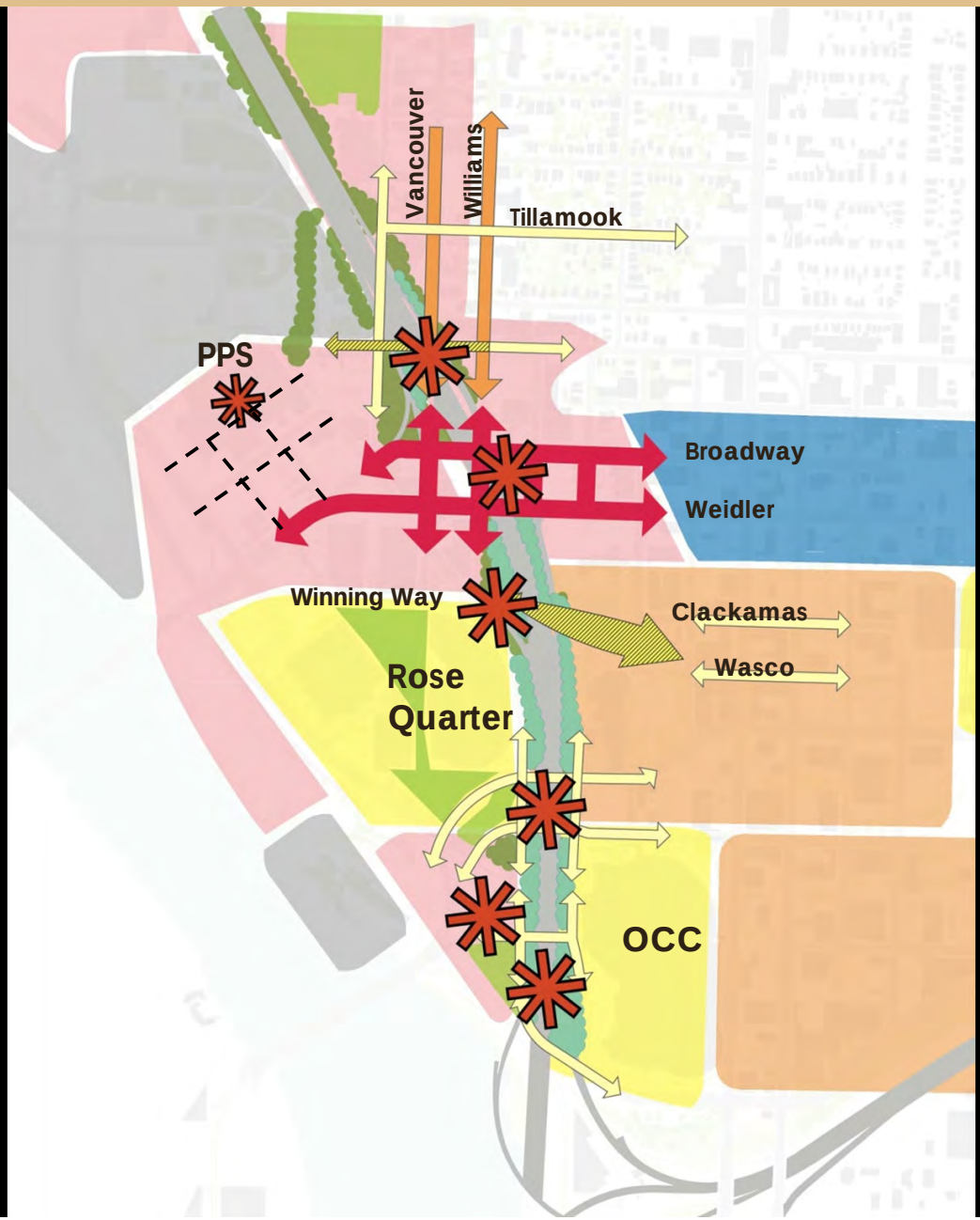
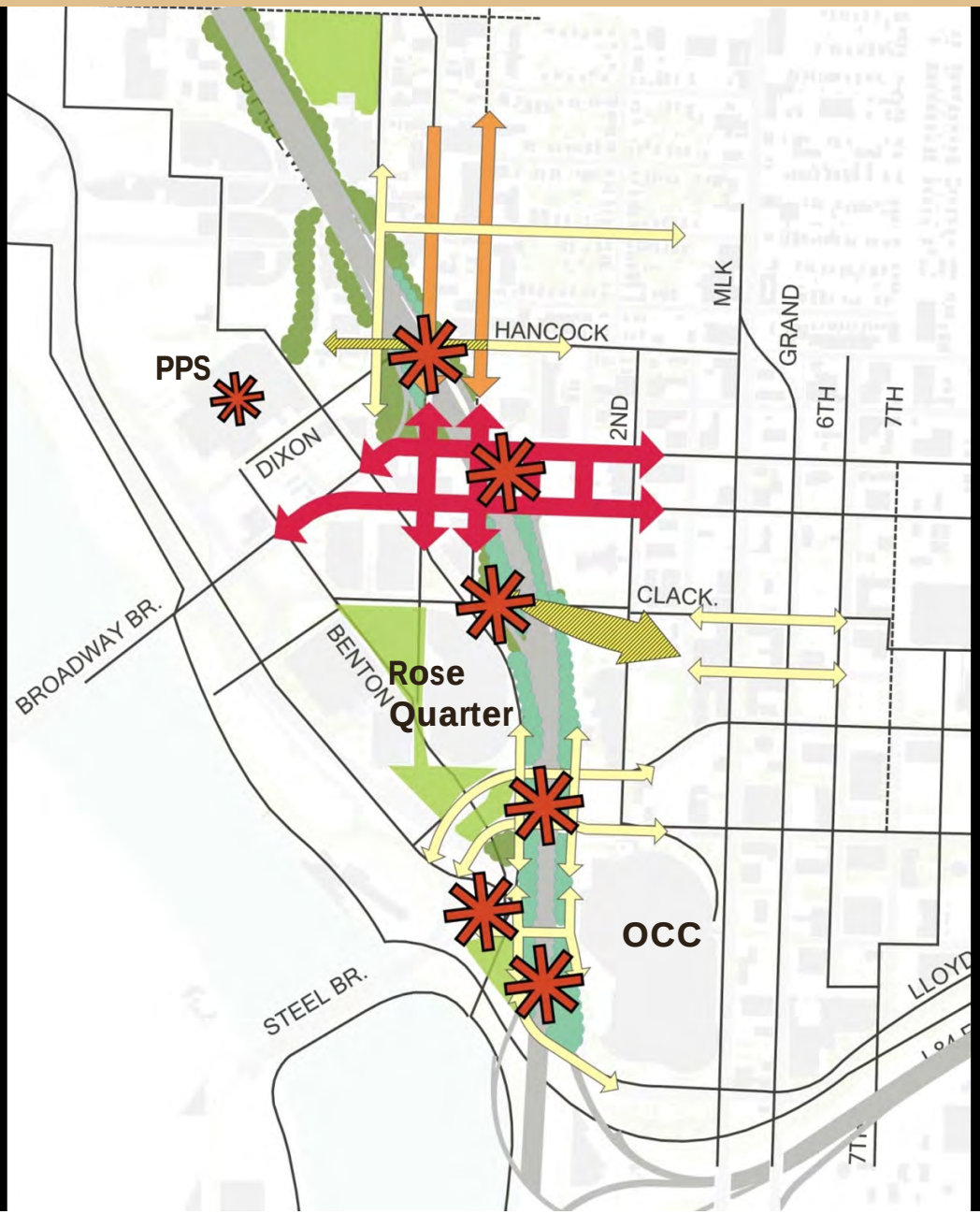
Composite-Land Use



CENTRAL CITY 2035

Composite-Mobility



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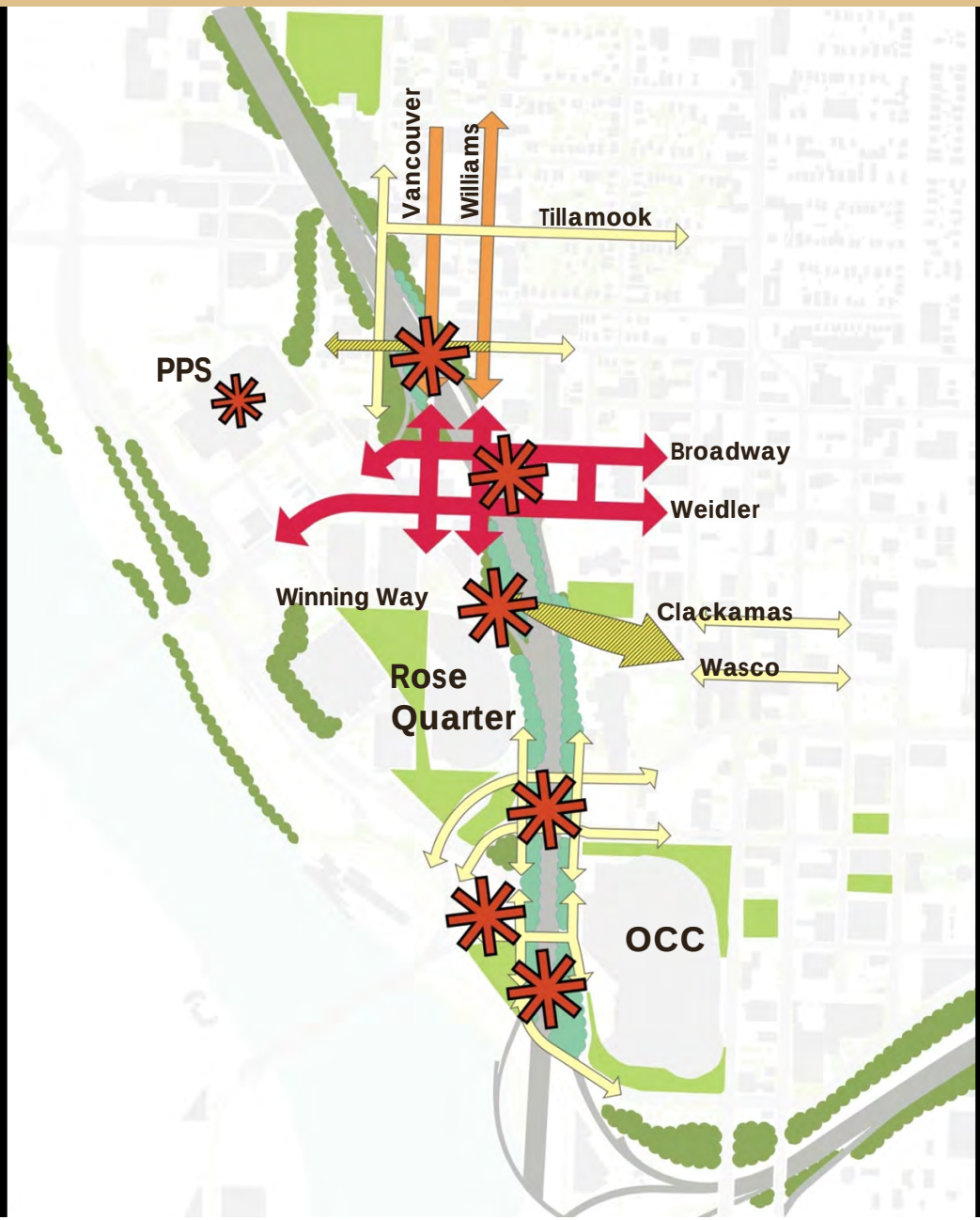
Composite-Open Space



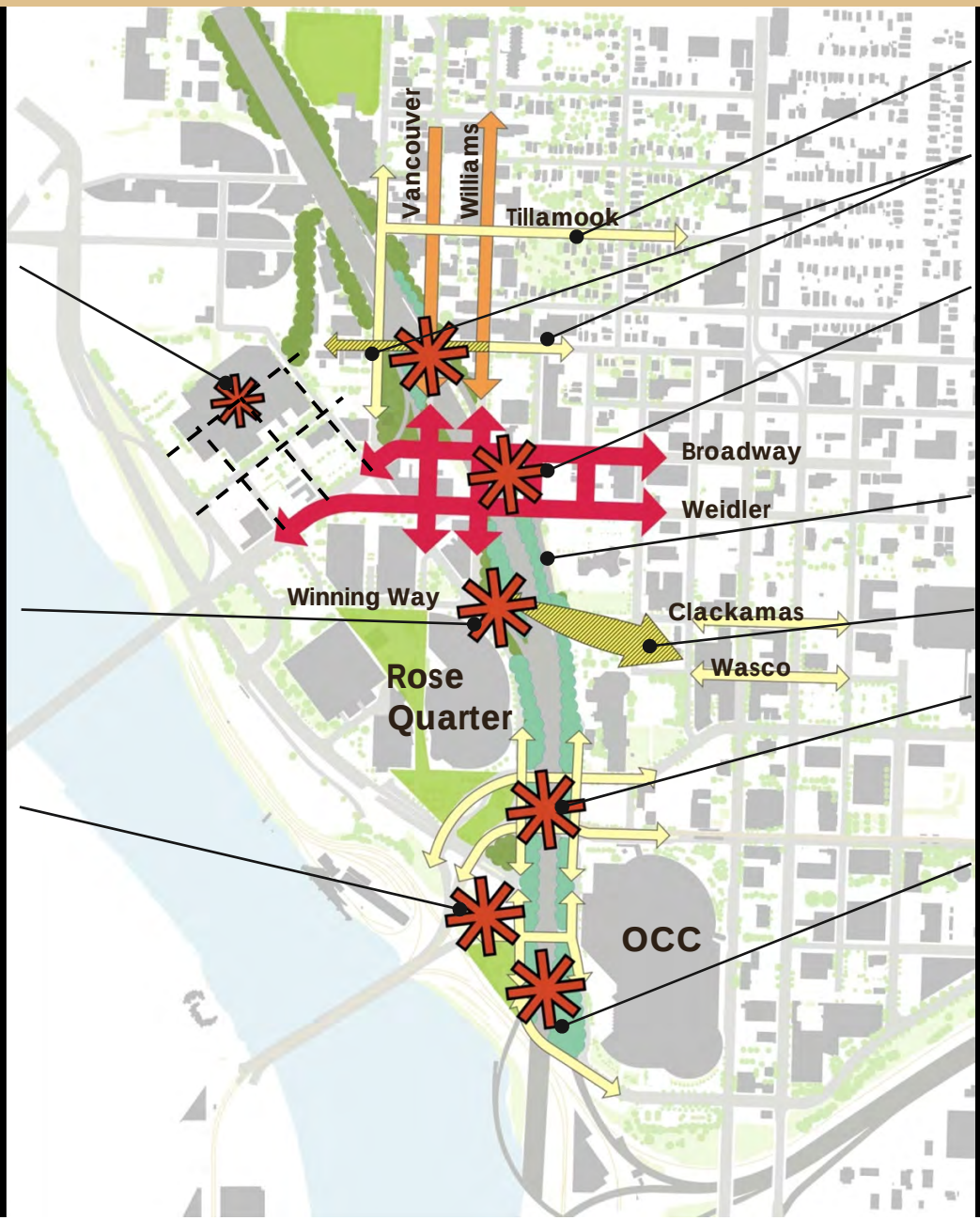
CENTRAL CITY 2035

Framework

PPS redevelopment

public place at crossing to lloyd district & core

improve setting for rose quarter redevelopment



bike path

connect similar areas across freeway

a useable place with less congestion

connect green spaces

ped & bike

covered transit center

treat stormwater in green spaces

CENTRAL CITY 2035

Framework Components

1. Enhanced Redevelopment Potential
2. Lid over Freeway
3. Enhanced Connections
4. Transit Center Improvements
5. Streetscape Improvements

Enhanced Redevelopment Potential





CENTRAL CITY 2035

Lid over Freeway



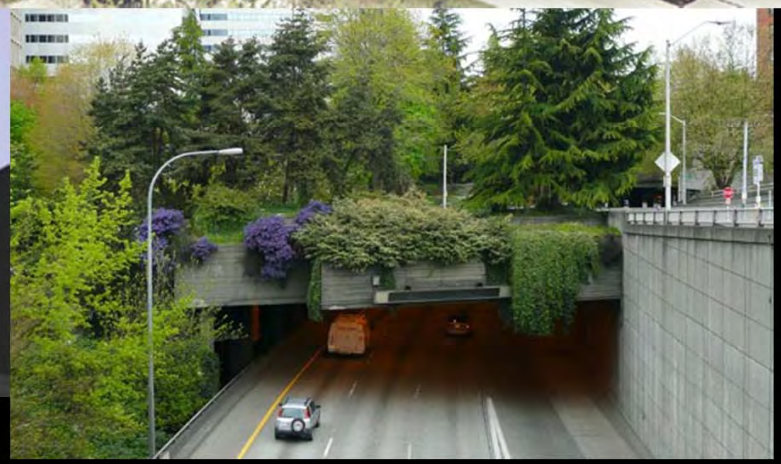


Lid over Freeway









CENTRAL CITY 2035

Enhanced Connections





CENTRAL CITY 2035

Enhanced Connections





CENTRAL CITY 2035

Transit Center Improvements



CENTRAL CITY 2035

Enhanced Streetscape





CENTRAL CITY 2035

Enhanced Streetscape





CENTRAL CITY 2035

High Performance Landscape



Infiltration Planter



Ecoroof



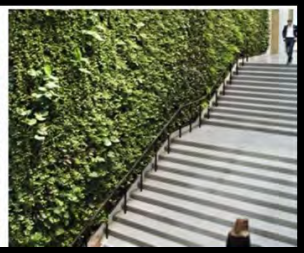
Civic Space



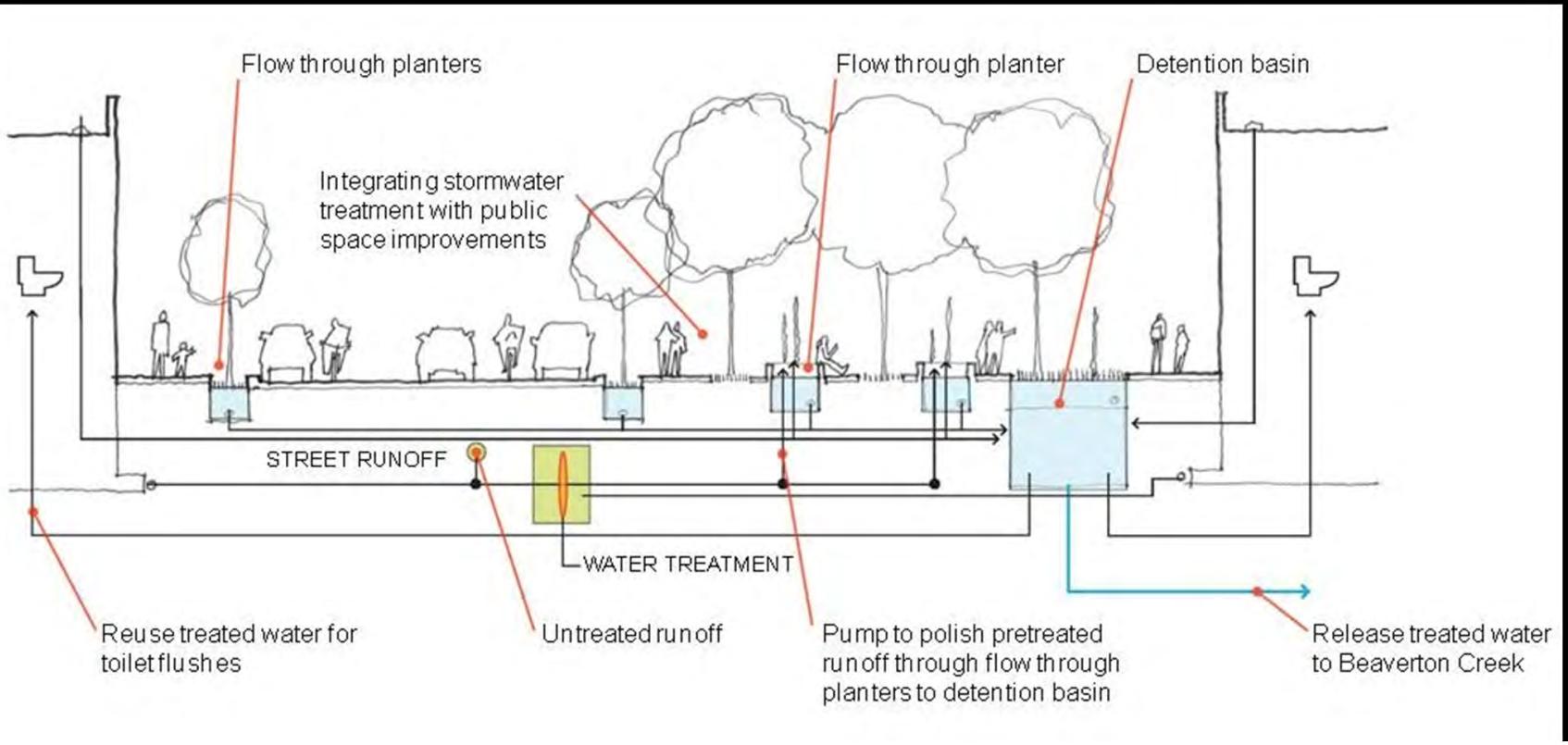
Bioswale



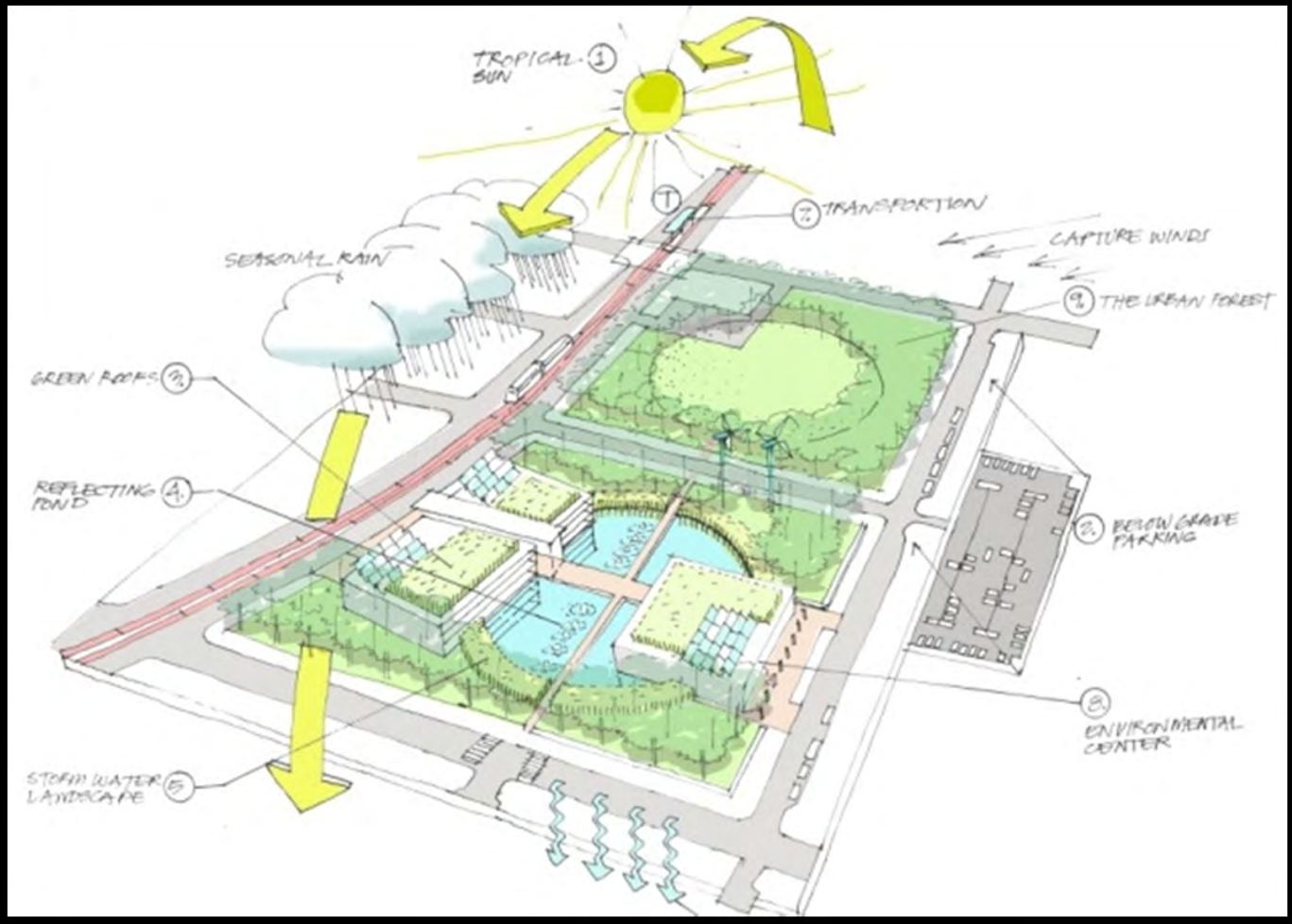
Cultural Landscape



Ecowall



High Performance Landscape



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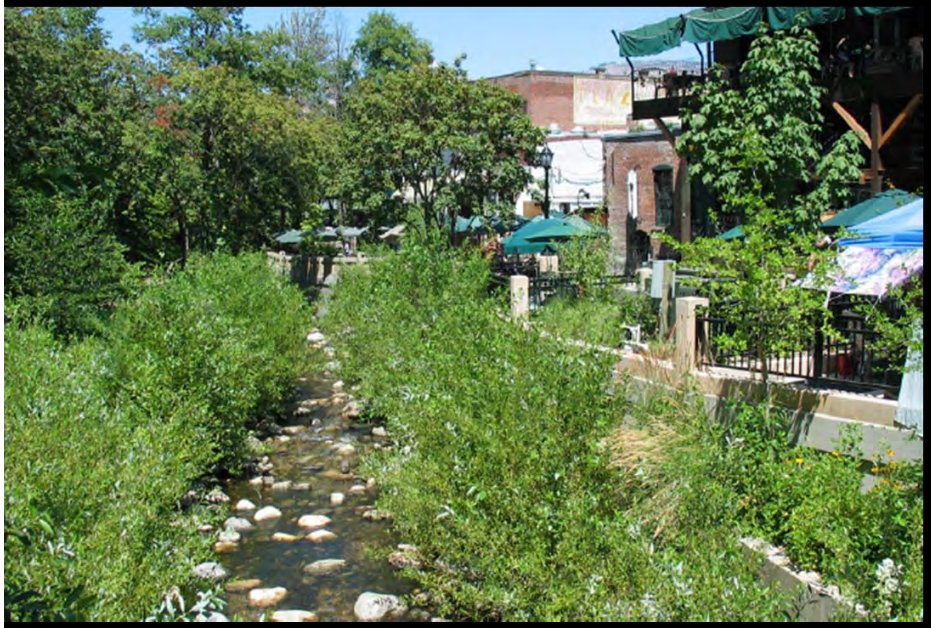
High Performance Landscape





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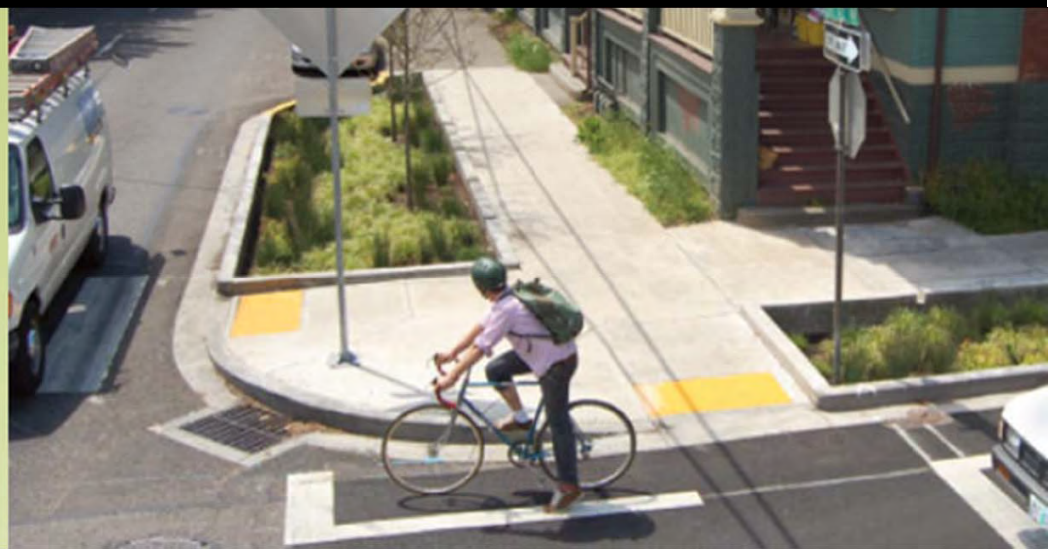
High Performance Landscape









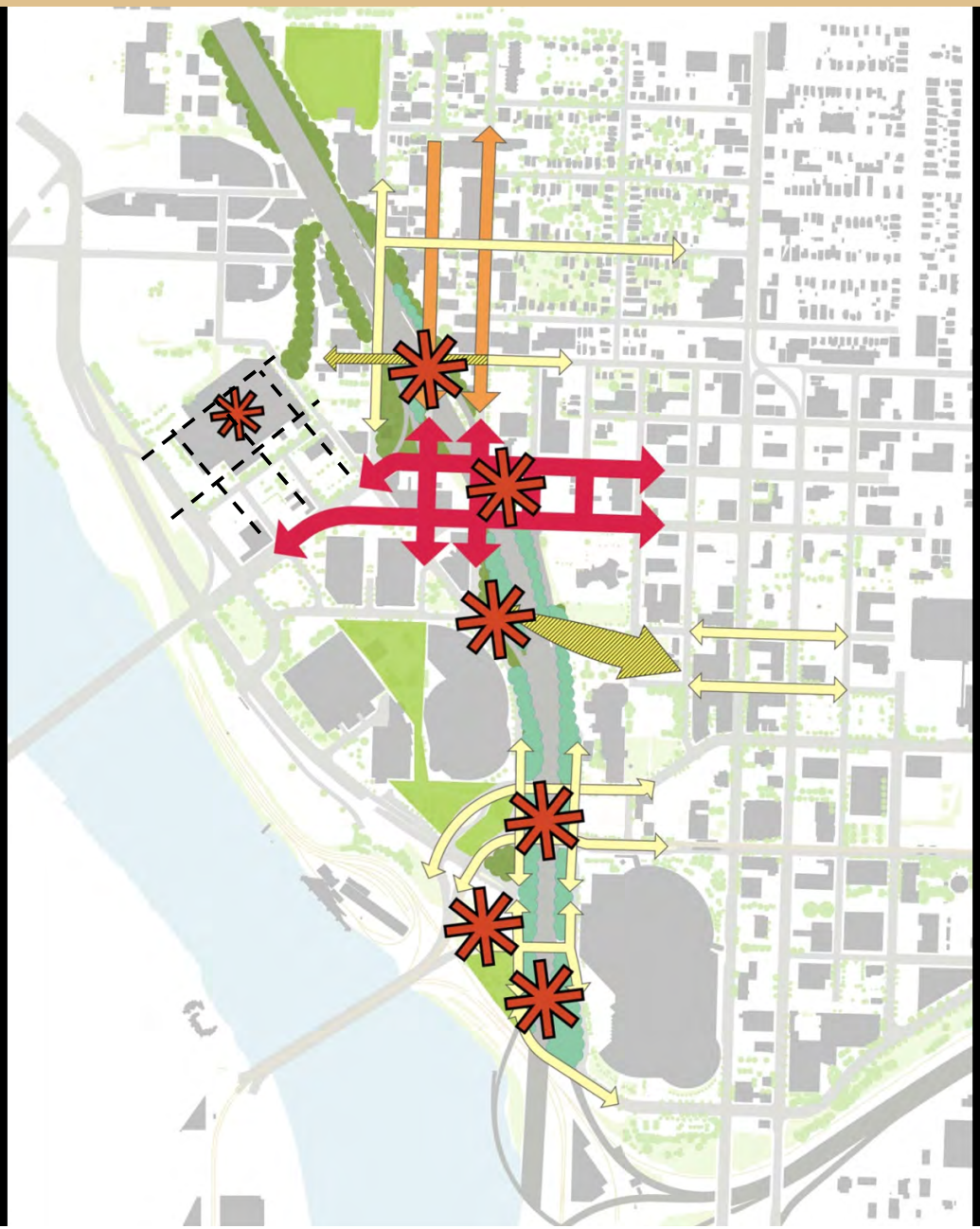
High Performance Landscape





CENTRAL CITY 2035

Framework Review



CENTRAL CITY 2035

Review of What Has Been Accomplished

Concept Development and Analysis

- 70+ ideas generated (Apr 2011)

Narrowed via Project Scope Screening Criteria to…

- 40+ ideas/concepts (May 2011)

Grouped and developed into…

- 13 concepts (plus options)

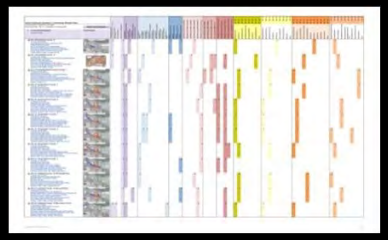
Within groupings of…

- 6 concept categories (June 2011)

Narrowed groups to…

- 6 concepts to design, analyze and evaluate (July 2011)
- Concepts refined and fixed for analysis (September 2011)





CENTRAL CITY 2035

June 11, 2011 Recommended Concept

Design and Analysis of Concept Phase
Table 1 – Concepts for Further Study

1. 2035 No-Build
2. Mainline Operational Improvements

   Braided Ramps/Collector/Distributor (C/D) Road
3. Rebuild the Structures

   (Auxiliary lane extension; ramps remain as they are)
4. Enhance the Broadway/Weidler Interchange

   (Auxiliary lane extension and new ramp configurations)

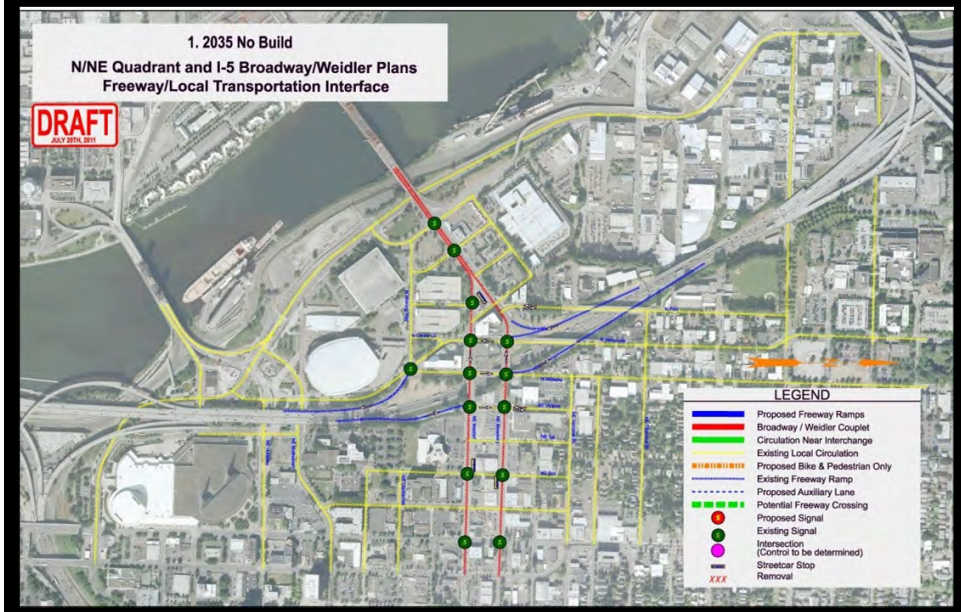
   -Split Diamond Interchange
   -Folded Diamond Interchange
   -Three-Point Interchange
6. TSM/TDM

CENTRAL CITY 2035

Interchange Area Model

Interchange Concepts

1. 2035 No-Build



General Description:

Baseline for comparing with build concepts for safety and operation on I-5

Maintains existing number of lanes on the freeway

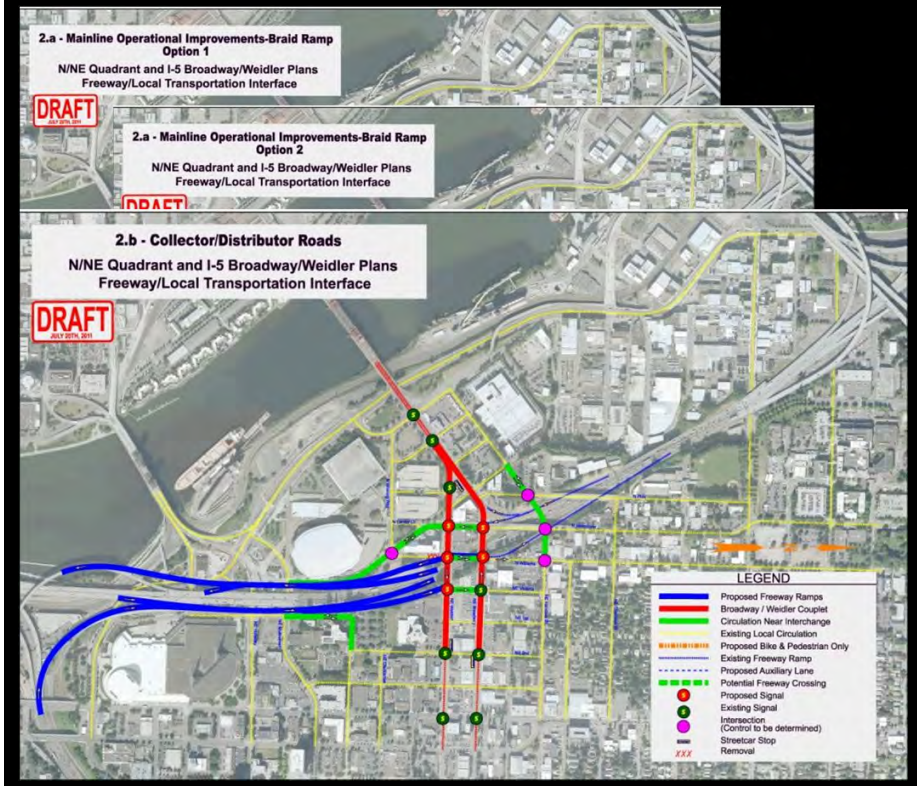
The existing weaving sections and interchange configuration remains

Avoids ROW impacts

CENTRAL CITY 2035

July 28, 2011 Recommended Concept

2. Mainline Operational Improvements
Braided Ramps & CD Road



Key Findings:

- Improves freeway safety and operations
- No I-5 auxiliary lane extension
- Avoids ROW impacts

Recommendation:

- Refine and evaluate in Phase III

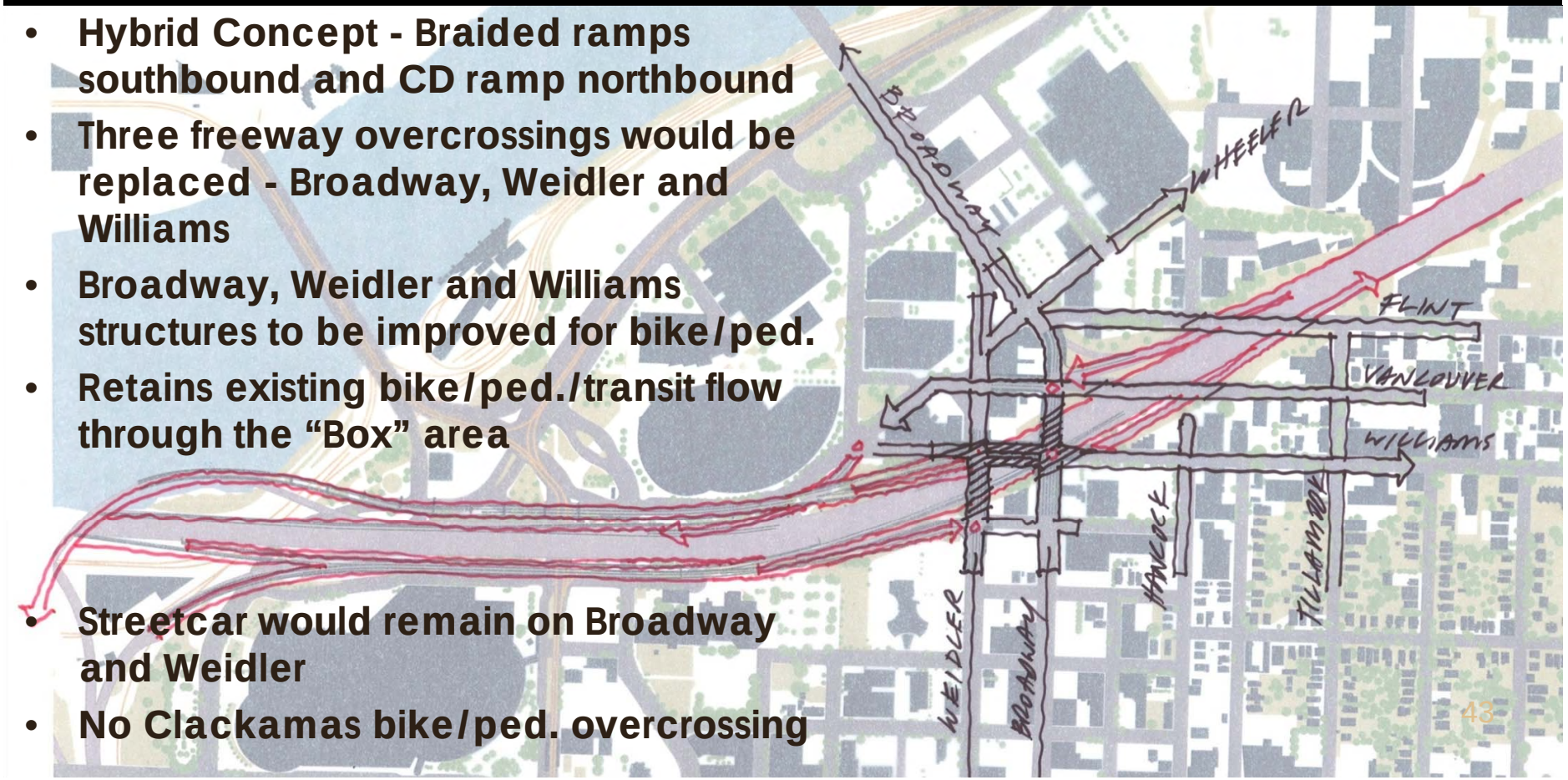
CENTRAL CITY 2035

Refined Concept for Evaluation

2. Mainline Operational Improvements
Braided Ramps & CD Road

General Description:

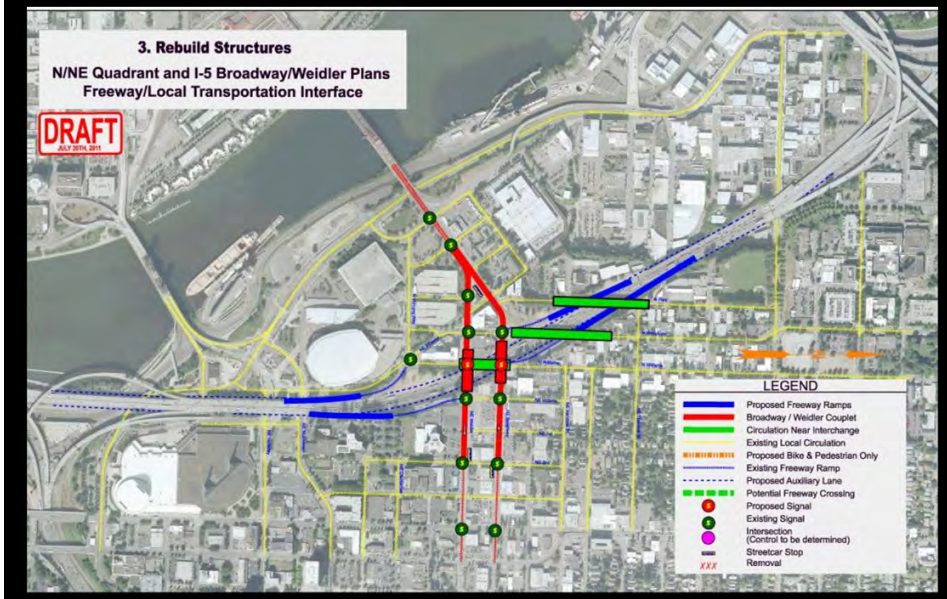
- **Hybrid Concept - Braided ramps southbound and CD ramp northbound**
- **Three freeway overcrossings would be replaced - Broadway, Weidler and Williams**
- **Broadway, Weidler and Williams structures to be improved for bike/ped.**
- **Retains existing bike/ped./transit flow through the "Box" area**
- **Streetcar would remain on Broadway and Weidler**
- **No Clackamas bike/ped. overcrossing**



July 28, 2011 Recommended Concept

3. Rebuild the Structures

Extend Auxiliary Lane



Key Findings:

- Improves freeway safety and operations
- Avoids need for additional ROW
- Minimal impacts

Recommendation:

- Refine and evaluate in Phase III

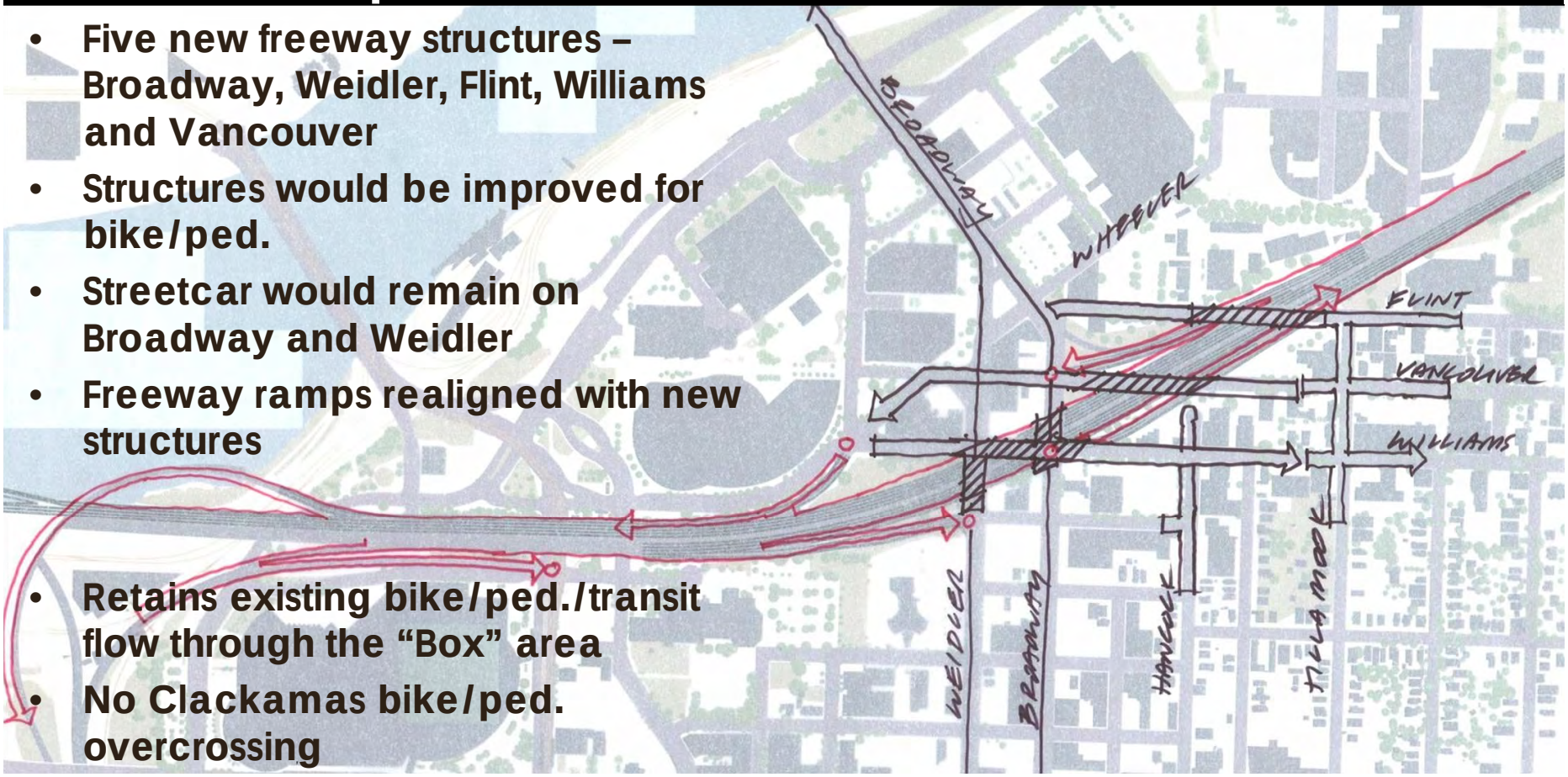
CENTRAL CITY 2035

Refined Concept for Evaluation

3. Rebuild the Structures
Extend Auxiliary Lane

General Description:

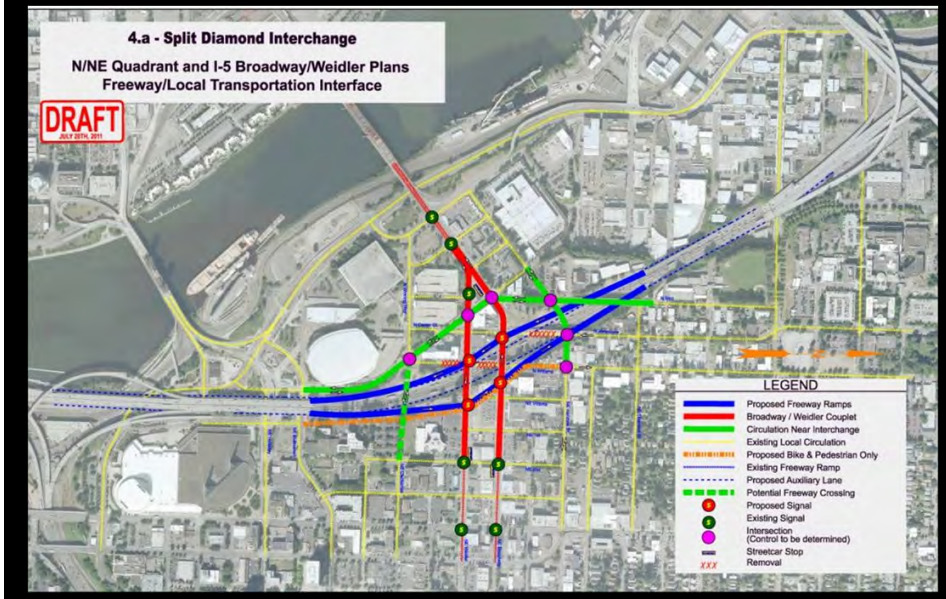
- **Five new freeway structures – Broadway, Weidler, Flint, Williams and Vancouver**
- **Structures would be improved for bike/ped.**
- **Streetcar would remain on Broadway and Weidler**
- **Freeway ramps realigned with new structures**



- **Retains existing bike/ped./transit flow through the "Box" area**
- **No Clackamas bike/ped. overcrossing**

July 28, 2011 Recommended Concept

4a. Split Diamond
Extend Auxiliary Lane



Key Findings:

- Improves freeway safety and operations
- Limited ROW impacts

Recommendation:

- Refine and evaluate in Phase III

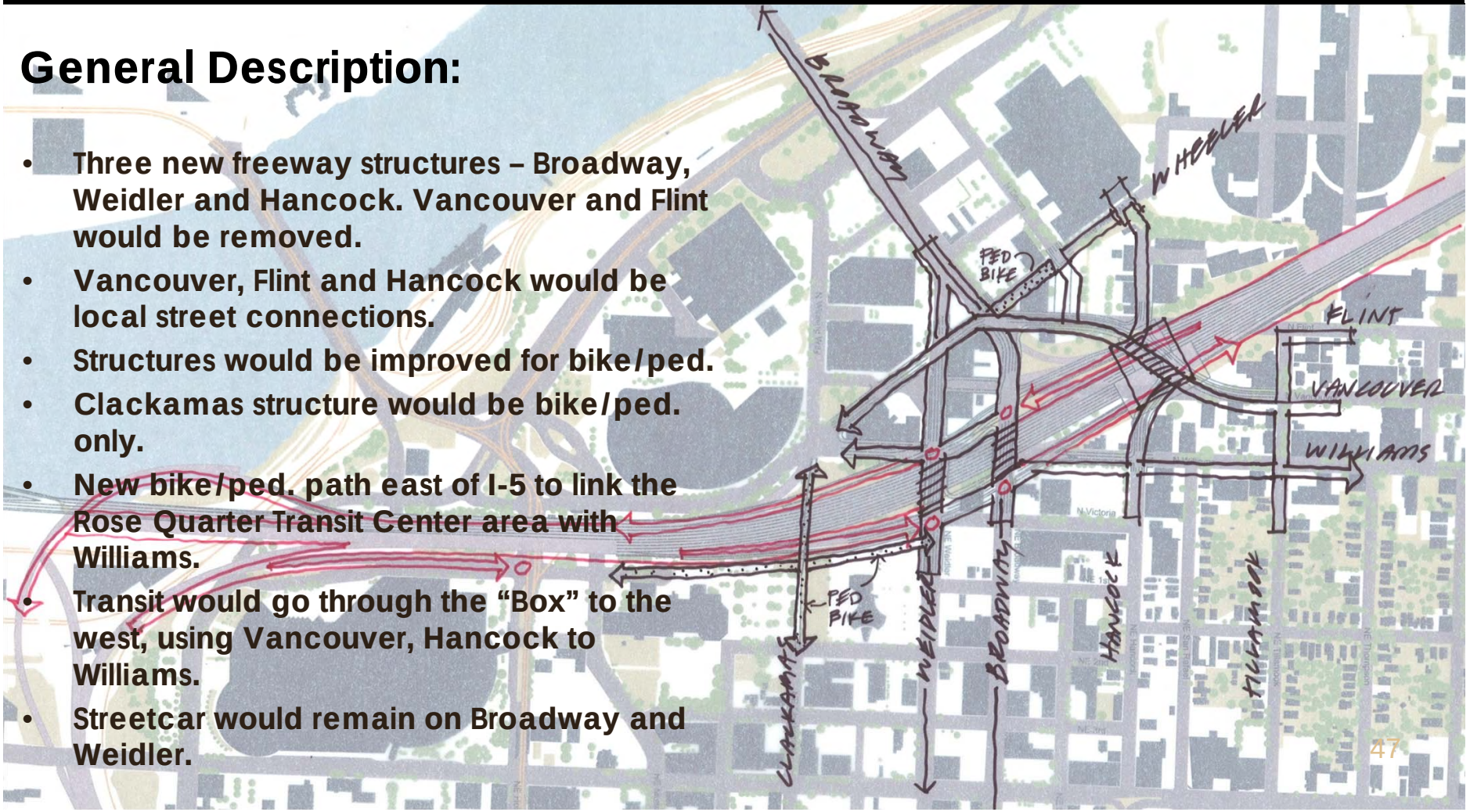
CENTRAL CITY 2035

Refined Concept for Evaluation

4a. Split Diamond
Extend Auxiliary Lane

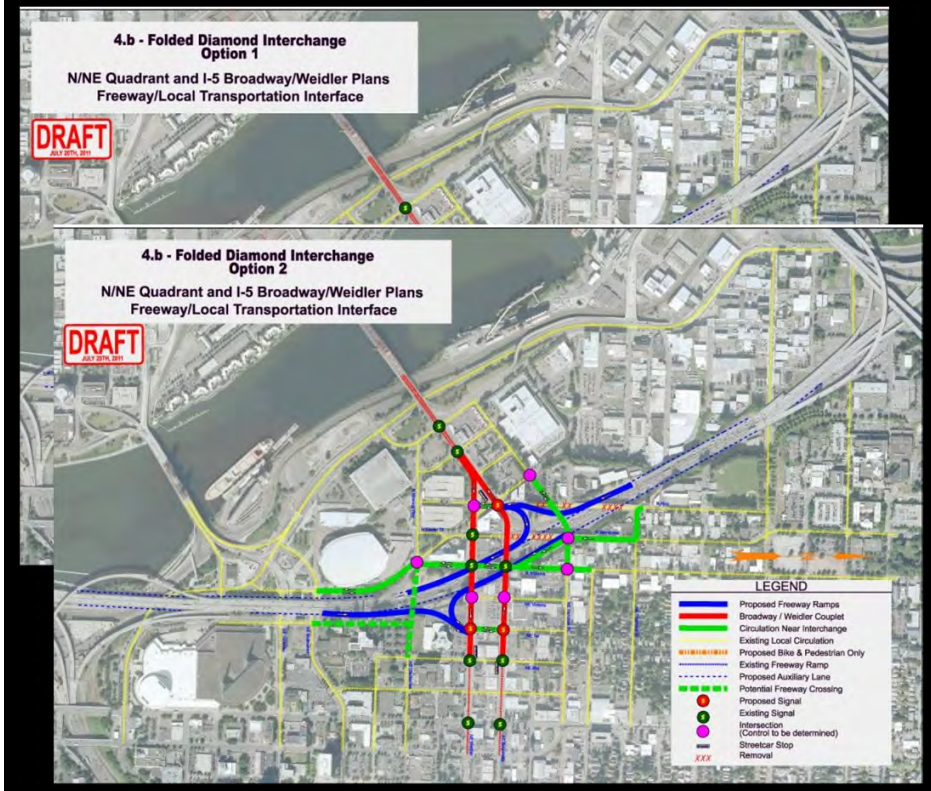
General Description:

- Three new freeway structures – Broadway, Weidler and Hancock. Vancouver and Flint would be removed.
- Vancouver, Flint and Hancock would be local street connections.
- Structures would be improved for bike/ped.
- Clackamas structure would be bike/ped. only.
- New bike/ped. path east of I-5 to link the Rose Quarter Transit Center area with Williams.
- Transit would go through the "Box" to the west, using Vancouver, Hancock to Williams.
- Streetcar would remain on Broadway and Weidler.



July 28, 2011 Recommended Concept

4b. Folded Diamond
Extend Auxiliary Lane



Key Findings:

- Improves freeway safety and operations
- Lengthens weave distances

Recommendation:

- Refine and evaluate in Phase III

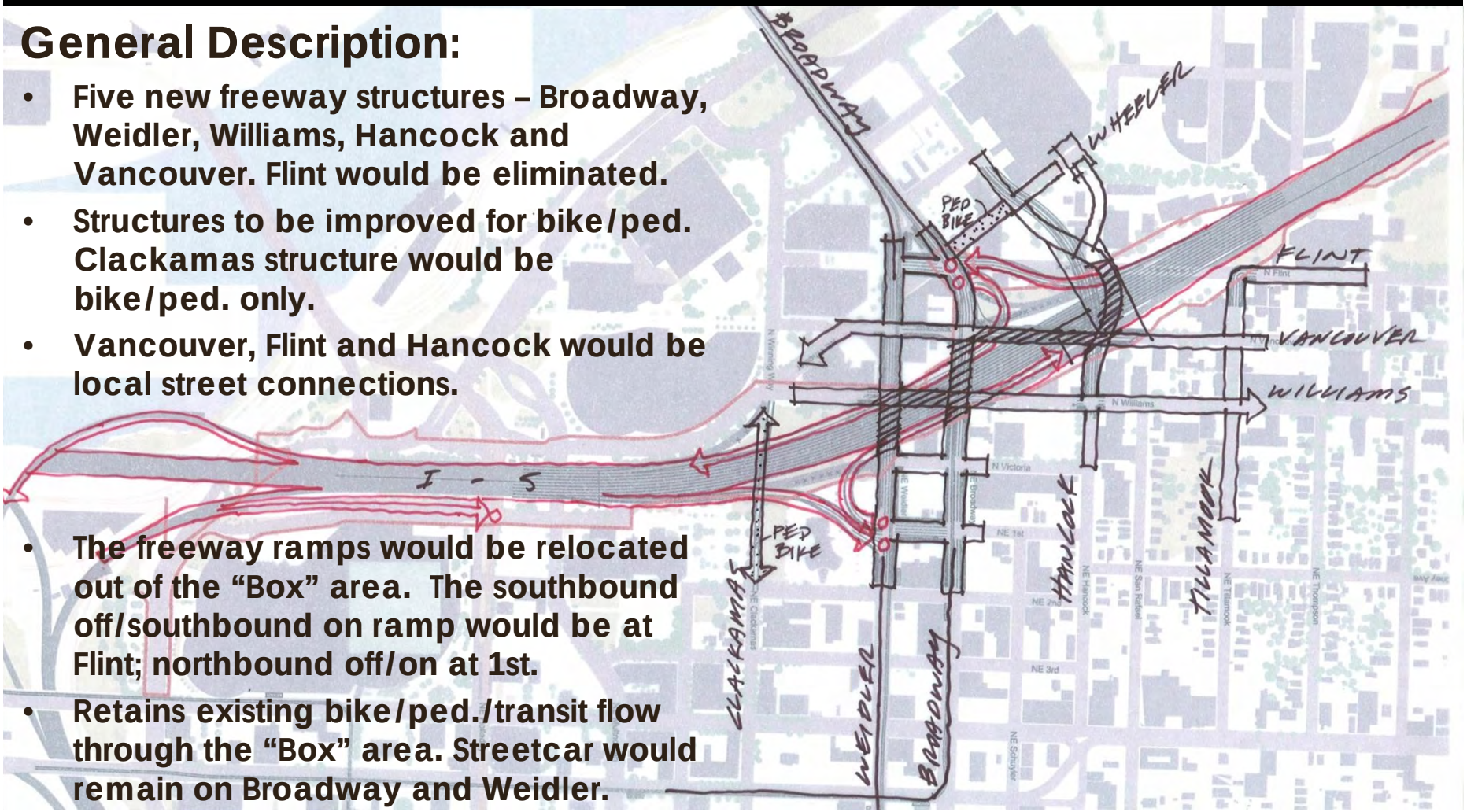
CENTRAL CITY 2035

Refined Concept for Evaluation

4b. Folded Diamond
Extend Auxiliary Lane

General Description:

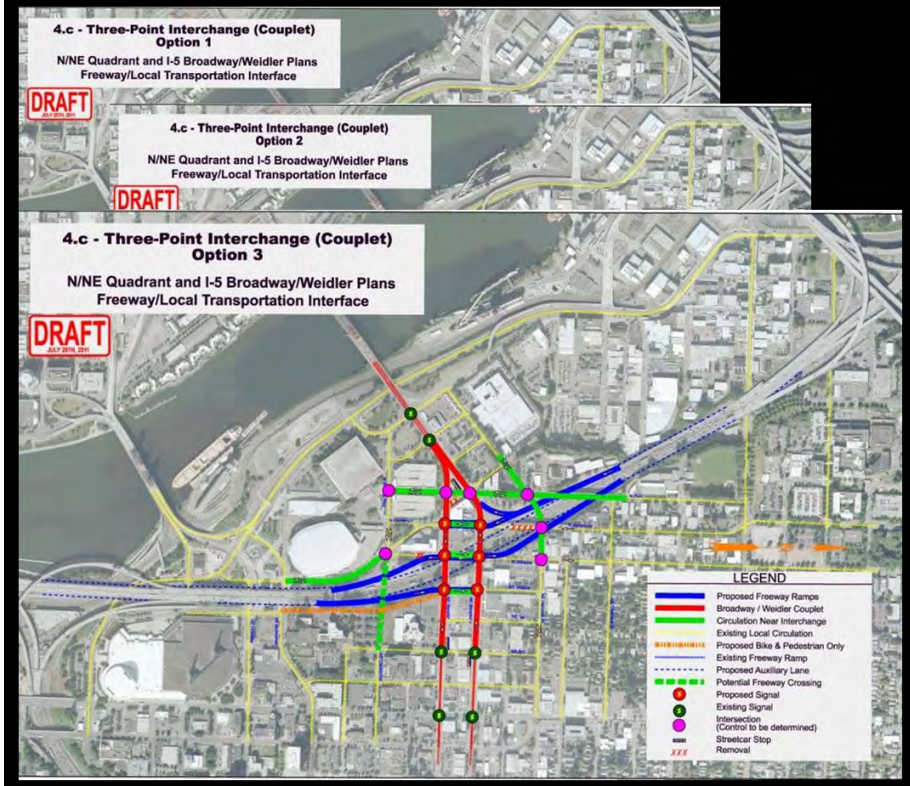
- Five new freeway structures – Broadway, Weidler, Williams, Hancock and Vancouver. Flint would be eliminated.
- Structures to be improved for bike/ped. Clackamas structure would be bike/ped. only.
- Vancouver, Flint and Hancock would be local street connections.



- The freeway ramps would be relocated out of the "Box" area. The southbound off/southbound on ramp would be at Flint; northbound off/on at 1st.
- Retains existing bike/ped./transit flow through the "Box" area. Streetcar would remain on Broadway and Weidler.

July 28, 2011 Recommended Concept

4c. Three-Point Interchange
Extend Auxiliary Lane



Key Findings:

- Improves freeway operations; good safety for all modes
- Limited ROW impacts

Recommendation:

- Refine and evaluate in Phase III

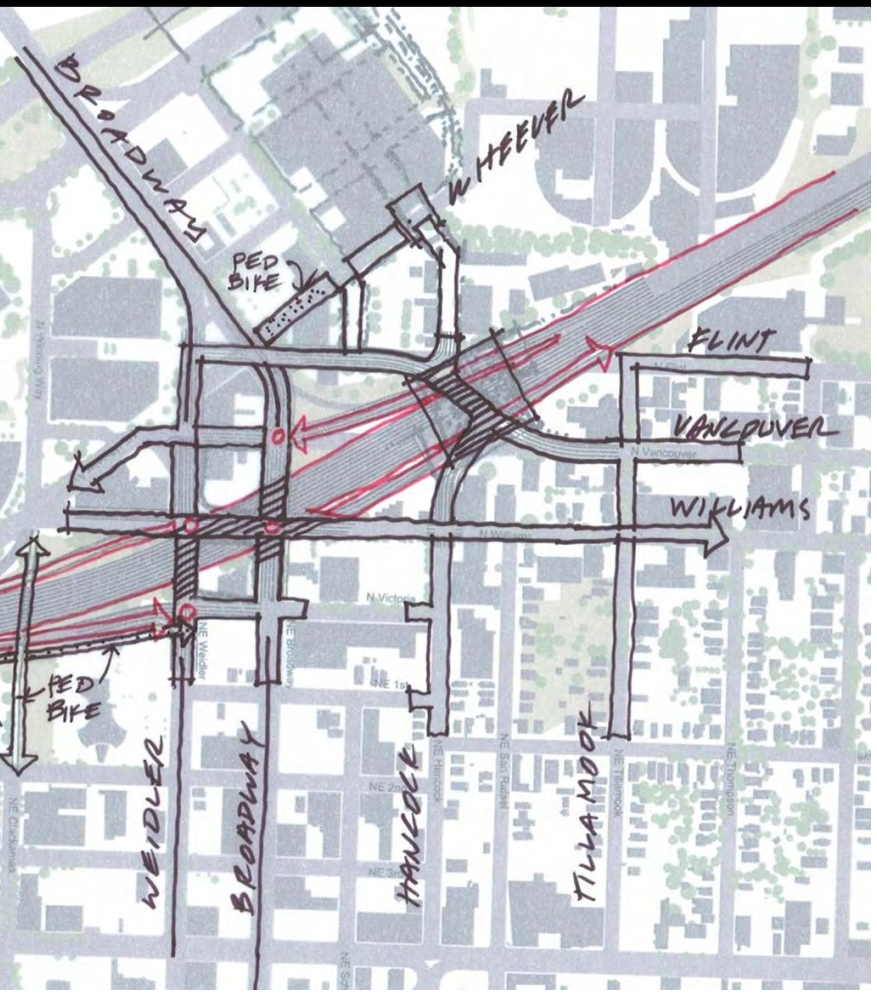
CENTRAL CITY 2035

Refined Concept for Evaluation

4c. Three-Point Interchange
Extend Auxiliary Lane

General Description:

- Four new freeway structures – Broadway, Weidler, Williams and Hancock
- Flint and Vancouver would be eliminated
- Structures to be improved for bike/ped. Clackamas structure would be bike/ped. only
- Streetcar would remain on Broadway and Weidler
- Transit, bike/ped. northbound would go through the "Box" using Williams
- Transit, bike/ped. southbound would go to the west of the "Box" area using the Vancouver, Hancock, Flint local streets to the Rose Quarter



Break

Analysis of the Concepts

- Based on Adopted Goals, Objectives and Criteria
- Concept Designs Have Been Refined and Held Constant for Technical and Urban Design
- Higher Level of Detailed Analysis than Phase II

Analysis of the Concepts

- Completed Analyses Include:
  1. A diverse mix of uses
     - Property impacts (acres)
     - Buildings displaced
     - Parking spaces displaced
  2. Economic development supporting businesses and job growth
     - Businesses displaced
     - Commercial/industrial land needed
     - Commercial parking spaces displaced

CENTRAL CITY 2035

Analysis of the Concepts

- Completed Analyses Include:
  3. Enhanced habitat, access to nature, built environment
     - ***Data and analysis at December SAC***
  4. Infrastructure for healthy, safe, vibrant communities
     - ***Includes only land use/quadrant plan measures***
  5. Multi-modal transportation system
     - Number of bicycle and pedestrian freeway crossings
     - Bicycle and pedestrian safety at freeway ramps
     - Bicycle and pedestrian route directness (increase or decrease)
     - Transit route directness



Analysis of the Concepts

- Completed Analyses Include:
  6. Improve local circulation for all modes
     - ***Data and analysis at December SAC***
  7. Equitable access to community facilities
     - ***Data and analysis at December SAC***
  8. Protect and enhance cultural heritage
     - Impacts to historic and cultural structures
     - Impacts to high-priority community facilities (Rose Garden, Convention Ctr, Left Bank, Madrona Studios, Blanchard Bldg, etc)
     - Increased traffic on local streets
     - ***Data and analysis at December SAC***
  9. Capital Cost
     - ***Data and analysis at December SAC***

Analysis Team

ODOT, Portland Bureau of Transportation, Portland Bureau of Planning and Sustainability and consultants in the following specialty fields:

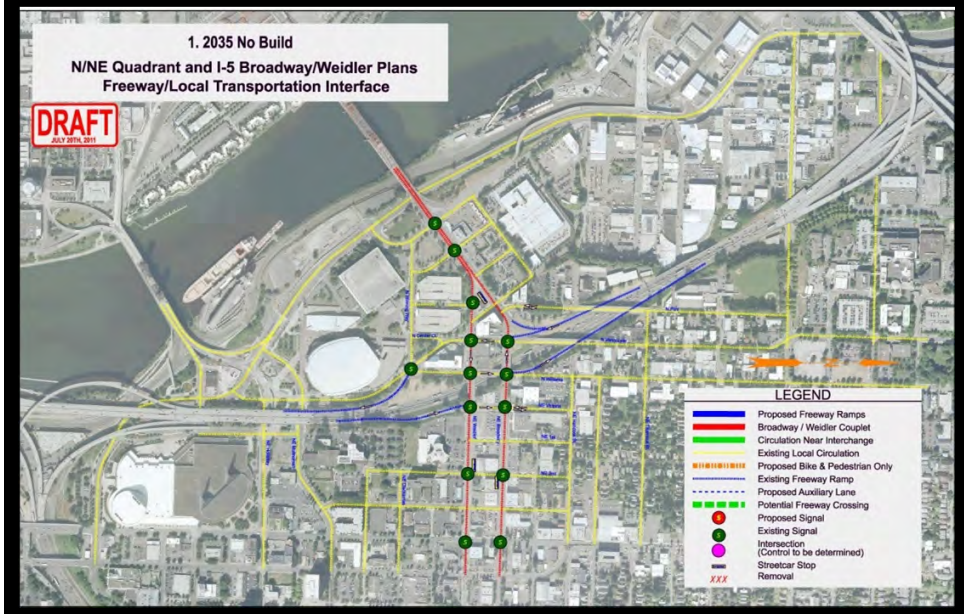
- Bicycle/Pedestrian Connectivity and Quality of Experience
- Freeway & Local Street Operations
- Transit Operations & ROW, Business, Residential Impacts
- Design Details and Cost Estimates

- Mike Tresidder, Alta Planning & Design
- Alan Snook, DKS Associates
- David Zagel, URS Corporation
- Mark Johnson, ODOT



Technical Analysis

1. 2035 No-Build



Preliminary Data:

- No additional ROW (Goals 1 & 2)
- 5 freeway bike/ped crossings (Goal 5)
- No bike/ped problem area improvements (Goal 5)
- No changes to historic and cultural (Goal 8)

CENTRAL CITY 2035

Challenges and Opportunities – 2035 No-Build

Opportunity:
- **No change**

Challenge:
- **Status quo**
  - **Multimodal safety and quality**
  - **Limited new development opportunities**



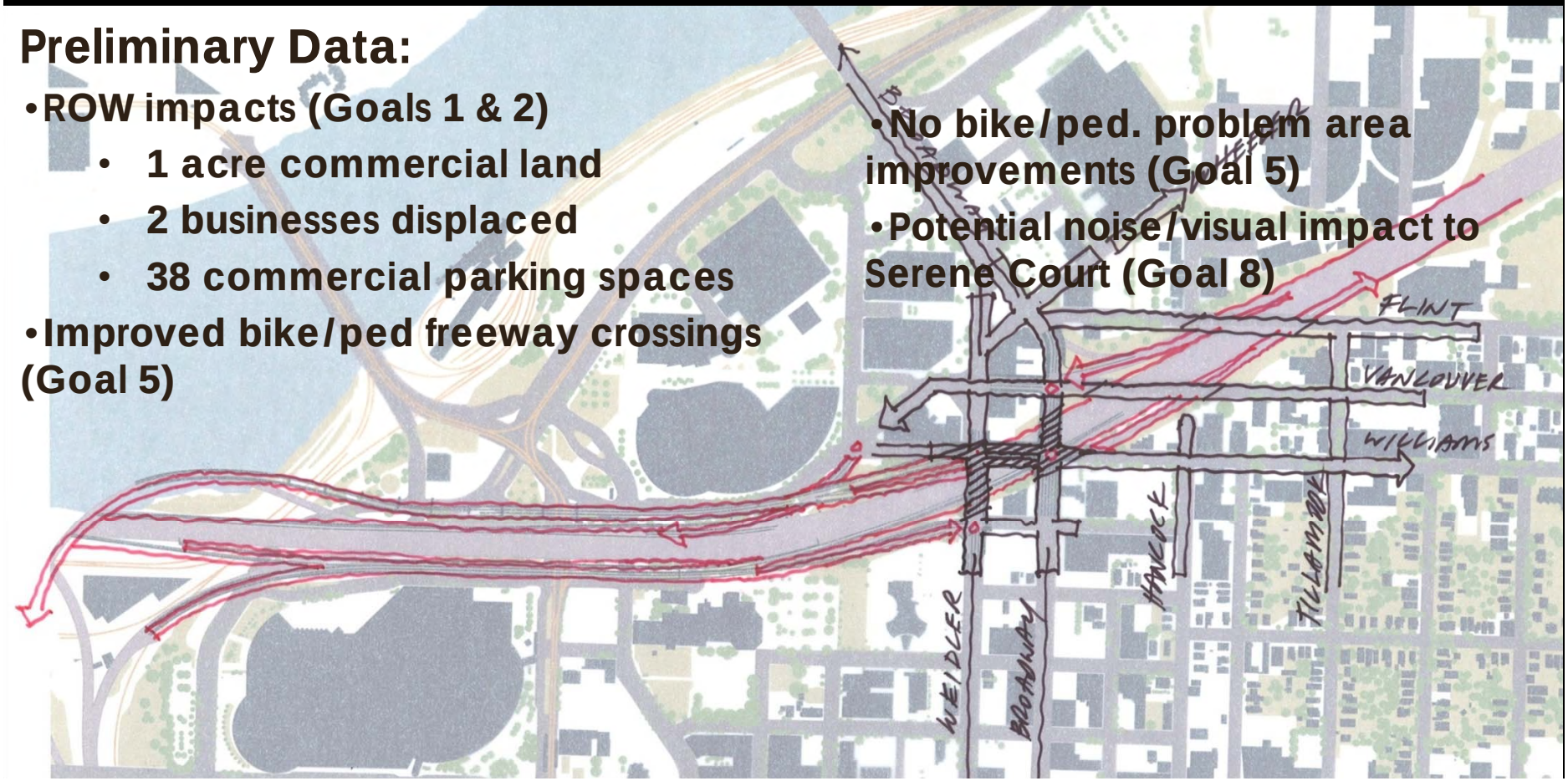
Refined Concept for Evaluation

2. Mainline Operational Improvements

Braided Ramps & CD Road

Preliminary Data:

- **ROW impacts (Goals 1 & 2)**
  - **1 acre commercial land**
  - **2 businesses displaced**
  - **38 commercial parking spaces**
- **Improved bike/ped freeway crossings (Goal 5)**
- **No bike/ped. problem area improvements (Goal 5)**
- **Potential noise/visual impact to Serene Court (Goal 8)**



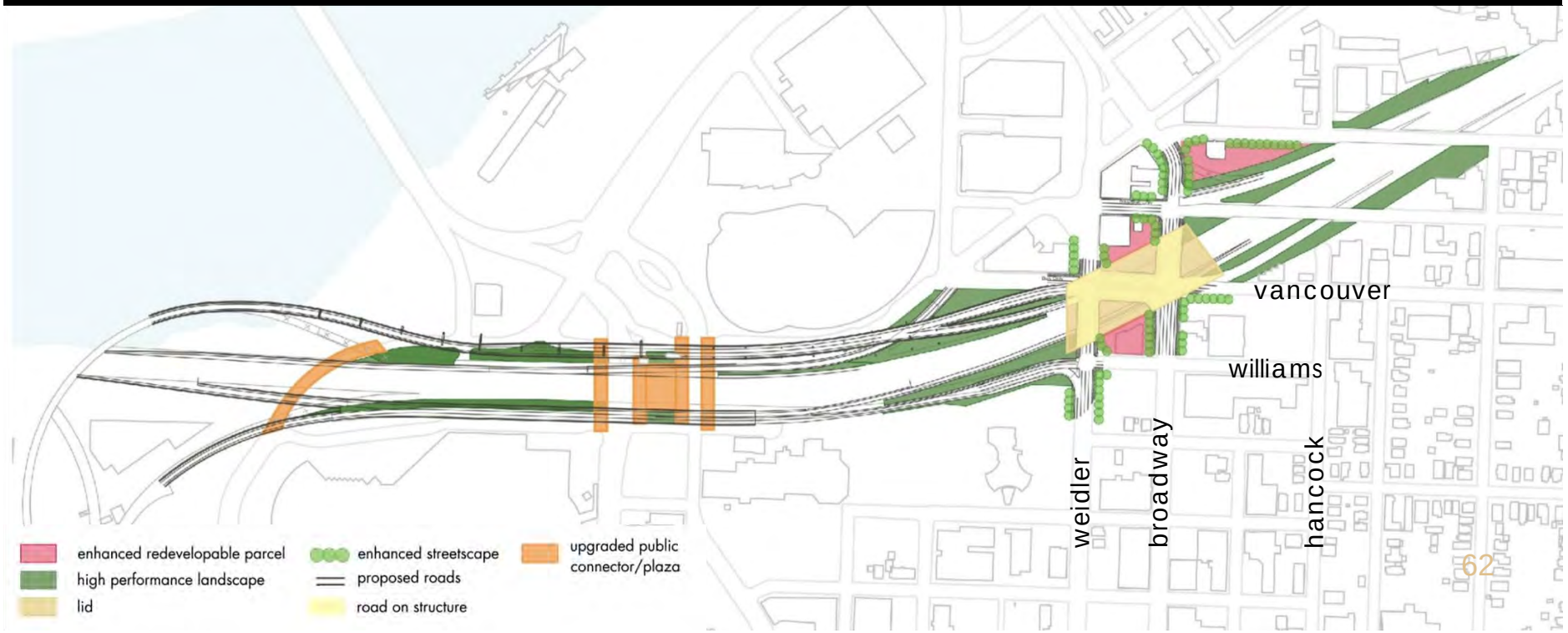
Challenges and Opportunities – 2. Braided Ramps/CD Road

Opportunity:

- Lid over freeway provides additional open space.
- Freeway improvements focused in the "Box" and between Weidler and I-84.
- Improvements to transit center and underpass environments.

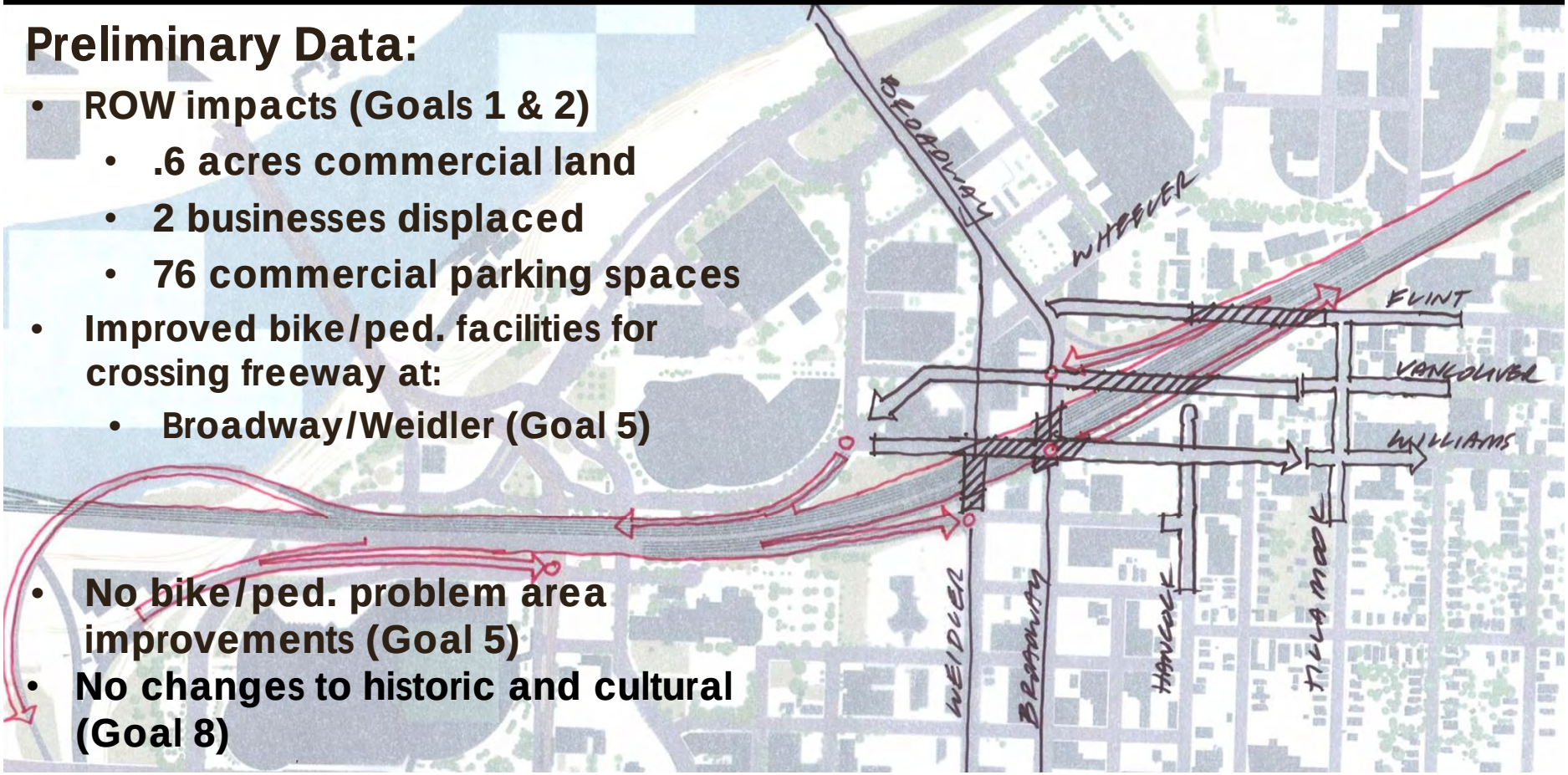
Challenge:

- Expanded freeway section with visual impacts to underpasses near Rose Quarter TC and Peace Park.
- Additional fly over ramps in view shed.
- Limited improvement to local street system, East-West connectivity
  - Hancock
  - Clackamas



Refined Concept for Evaluation

3. Rebuild the Structures
Extend Auxiliary Lane



Preliminary Data:

- **ROW impacts (Goals 1 & 2)**
  - **.6 acres commercial land**
  - **2 businesses displaced**
  - **76 commercial parking spaces**
- **Improved bike/ped. facilities for crossing freeway at:**
  - **Broadway/Weidler (Goal 5)**
- **No bike/ped. problem area improvements (Goal 5)**
- **No changes to historic and cultural (Goal 8)**

Challenges and Opportunities – 3. Rebuild the Structures

Opportunity:

- **Lid over freeway provides additional open space**
- **Improve bike and ped. facilities**
- **Improve underpasses south of Broadway**

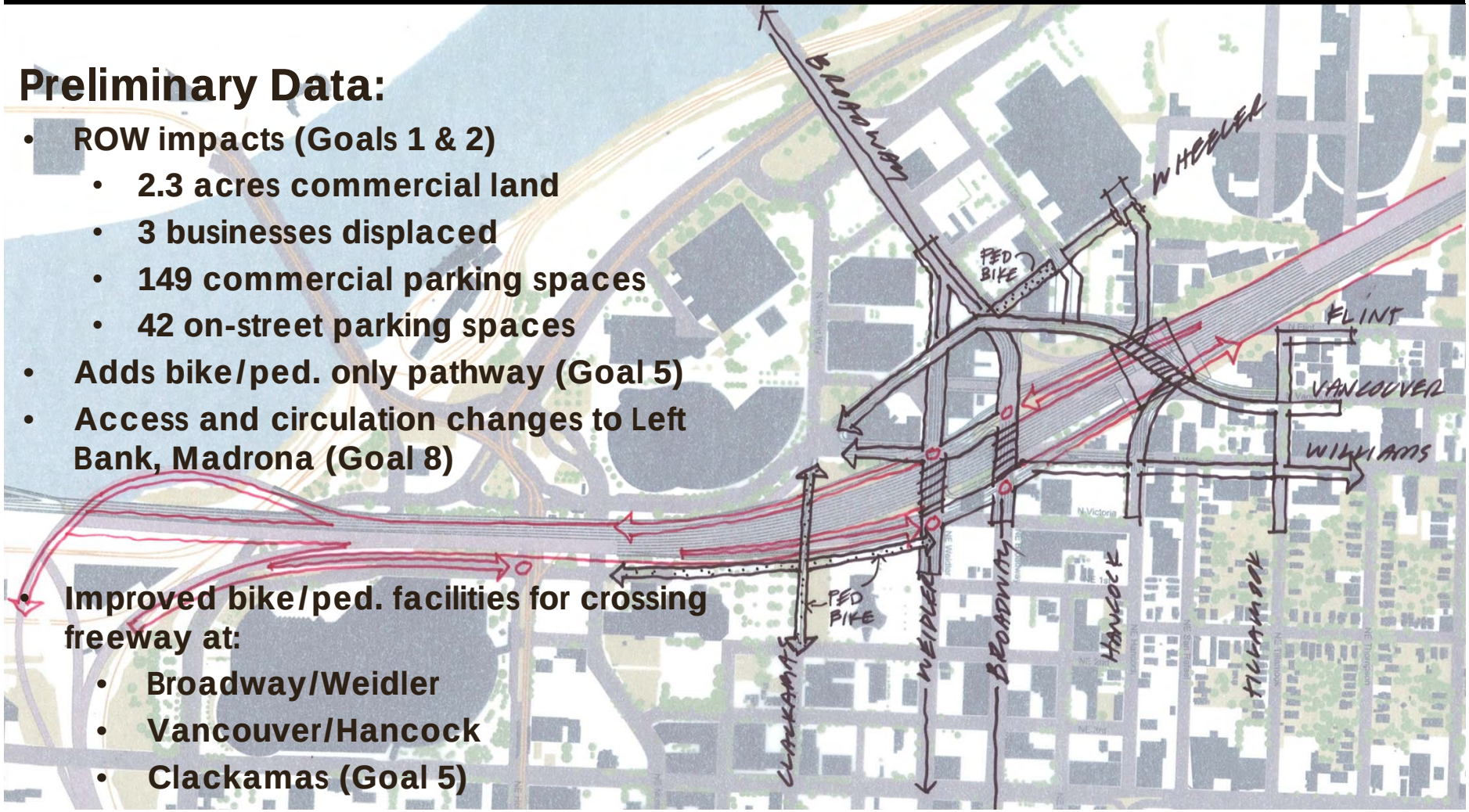
Challenge:

- **Limited improvement to local street system, East-West connectivity. No new crossings at:**
  - **Hancock**
  - **Clackamas**



Refined Concept for Evaluation

4a. Split Diamond
Extend Auxiliary Lane



Preliminary Data:

- ROW impacts (Goals 1 & 2)
  - 2.3 acres commercial land
  - 3 businesses displaced
  - 149 commercial parking spaces
  - 42 on-street parking spaces
- Adds bike/ped. only pathway (Goal 5)
- Access and circulation changes to Left Bank, Madrona (Goal 8)
- Improved bike/ped. facilities for crossing freeway at:
  - Broadway/Weidler
  - Vancouver/Hancock
  - Clackamas (Goal 5)

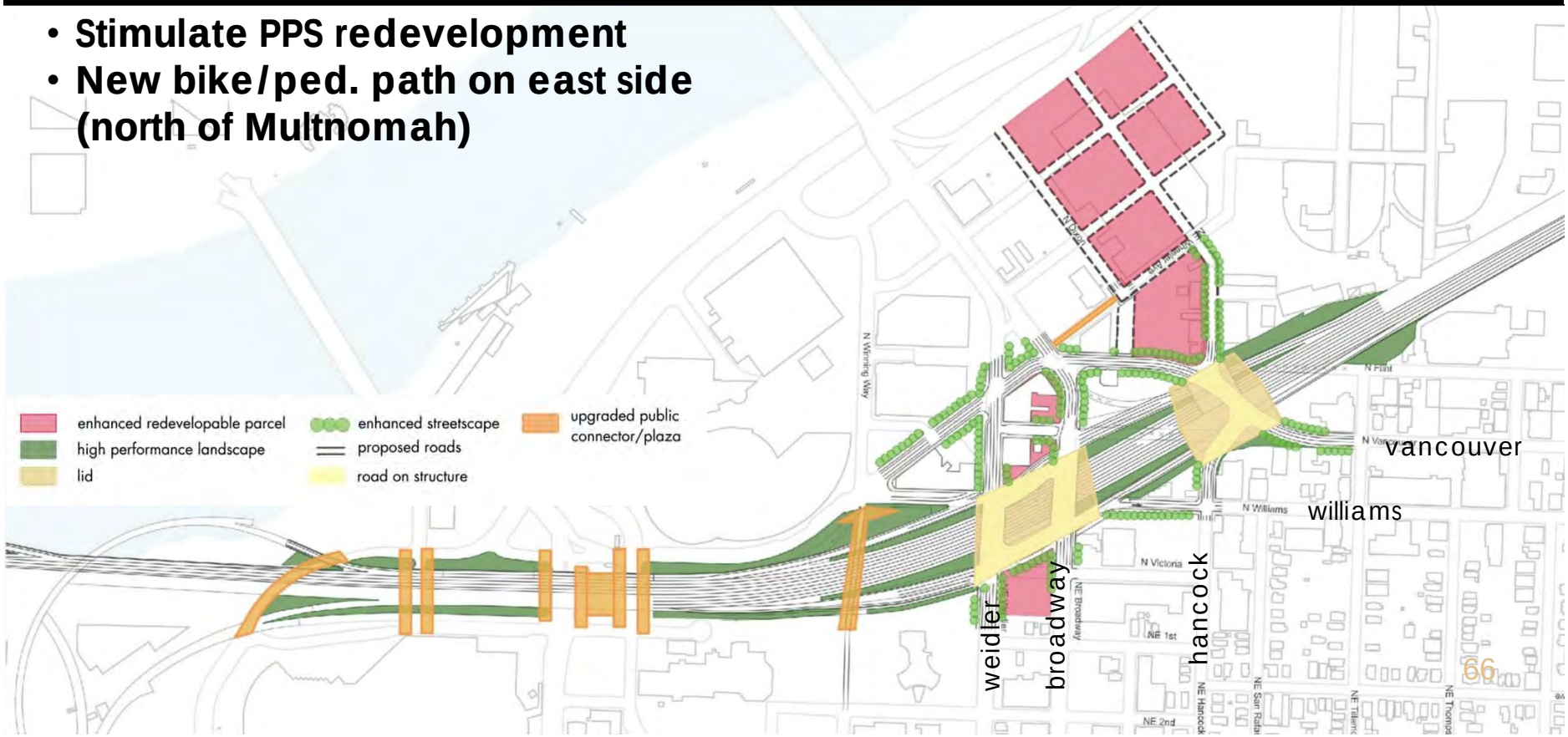
Challenges and Opportunities – 4a. Split Diamond

Opportunity:

- **New East-West connections enhance development potential, directing traffic away from the box**
- **New bike/ped. connection at Clackamas**
- **Stimulate PPS redevelopment**
- **New bike/ped. path on east side (north of Multnomah)**

Challenge:

- **North-South connections less direct (eliminates Williams and Vancouver)**



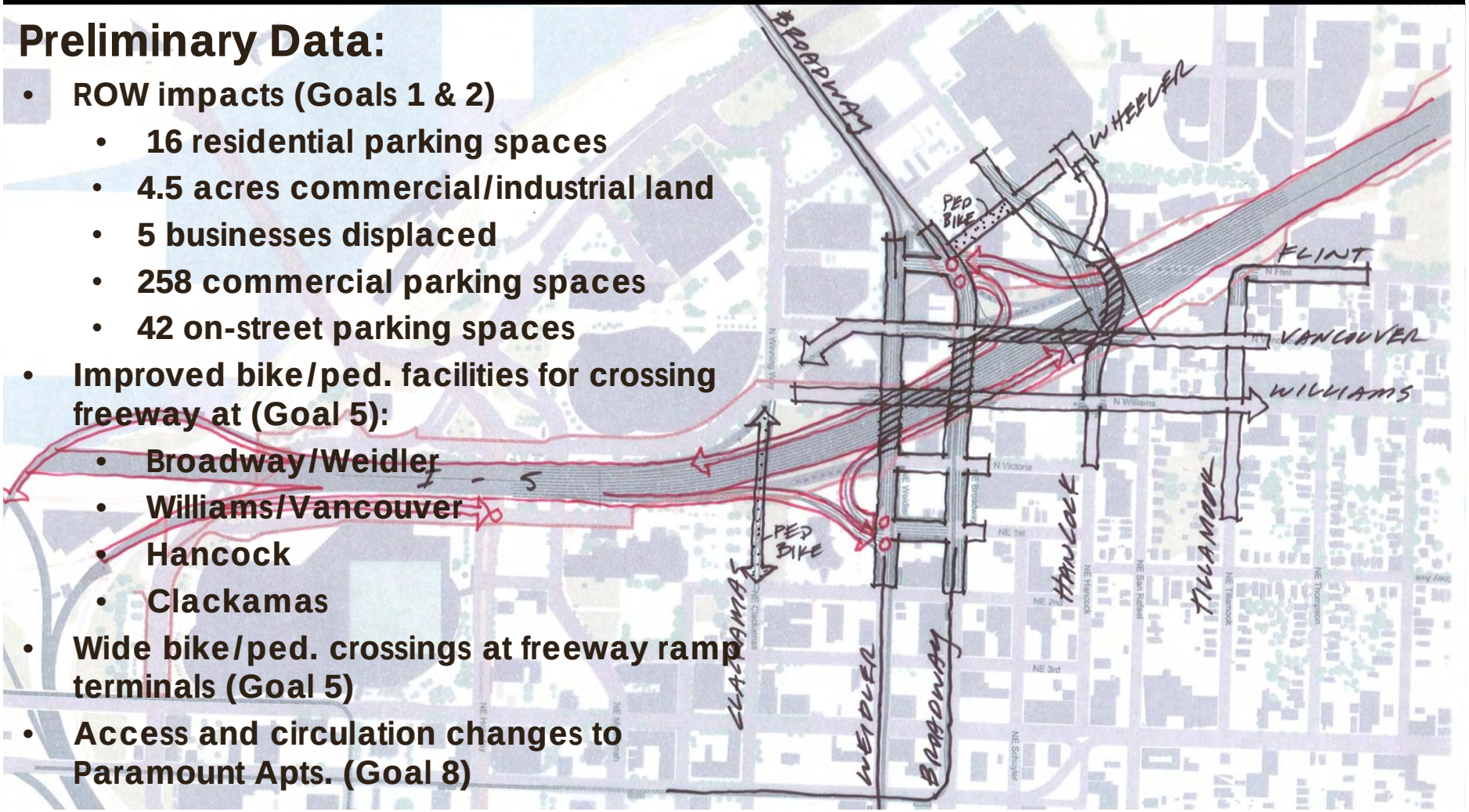
Refined Concept for Evaluation

4b. Folded Diamond

Extend Auxiliary Lane

Preliminary Data:

- ROW impacts (Goals 1 & 2)
  - 16 residential parking spaces
  - 4.5 acres commercial/industrial land
  - 5 businesses displaced
  - 258 commercial parking spaces
  - 42 on-street parking spaces
- Improved bike/ped. facilities for crossing freeway at (Goal 5):
  - Broadway/Weidler
  - Williams/Vancouver
  - Hancock
  - Clackamas
- Wide bike/ped. crossings at freeway ramp terminals (Goal 5)
- Access and circulation changes to Paramount Apts. (Goal 8)



Challenges and Opportunities – 4b. Folded Diamond

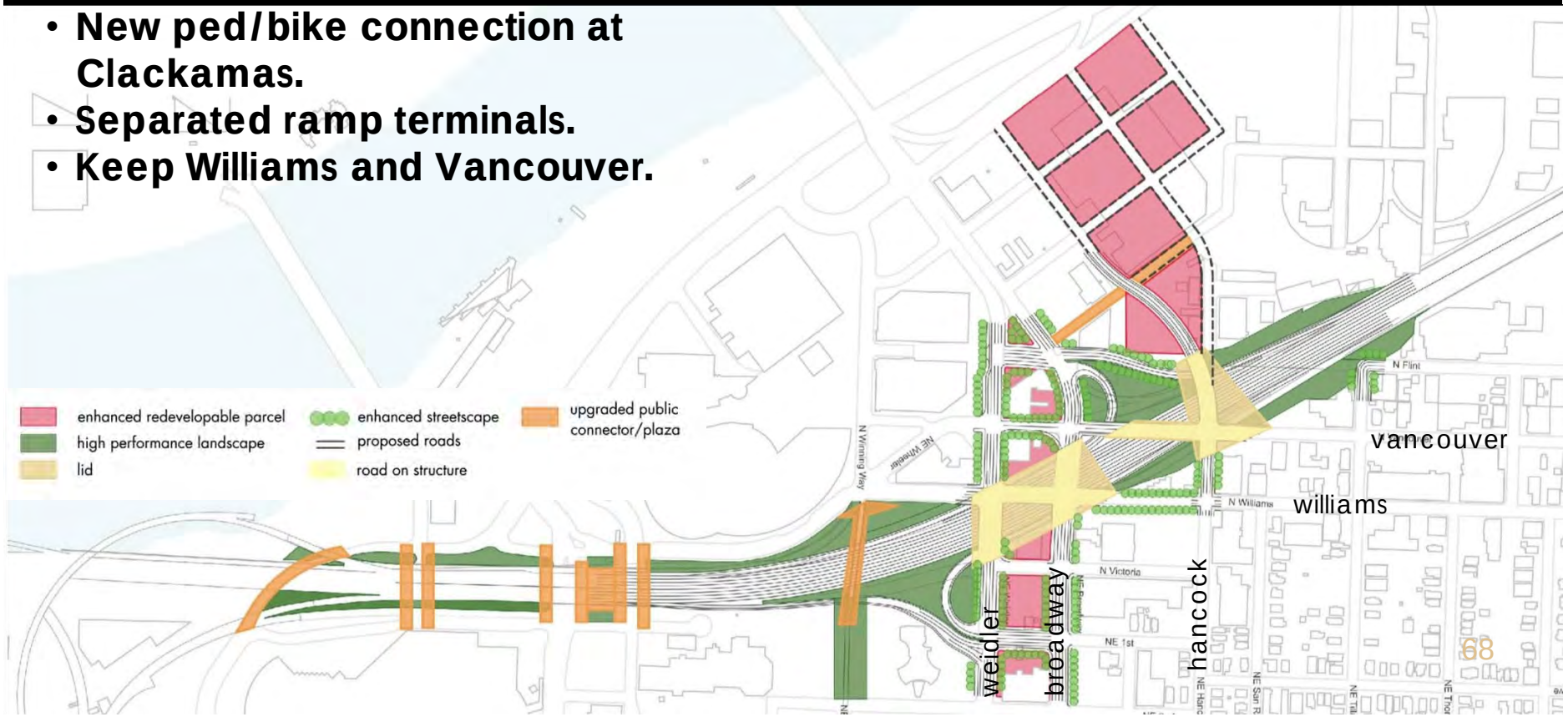
Opportunity:

- **New East-West connections enhance development potential and sub-district connectivity;**
- **Lids at Hancock and Broadway provides new open space.**

Challenge:

- **Interchange focused on two points with high traffic intensity**
- **Affecting more parcels.**

- **New ped/bike connection at Clackamas.**
- **Separated ramp terminals.**
- **Keep Williams and Vancouver.**

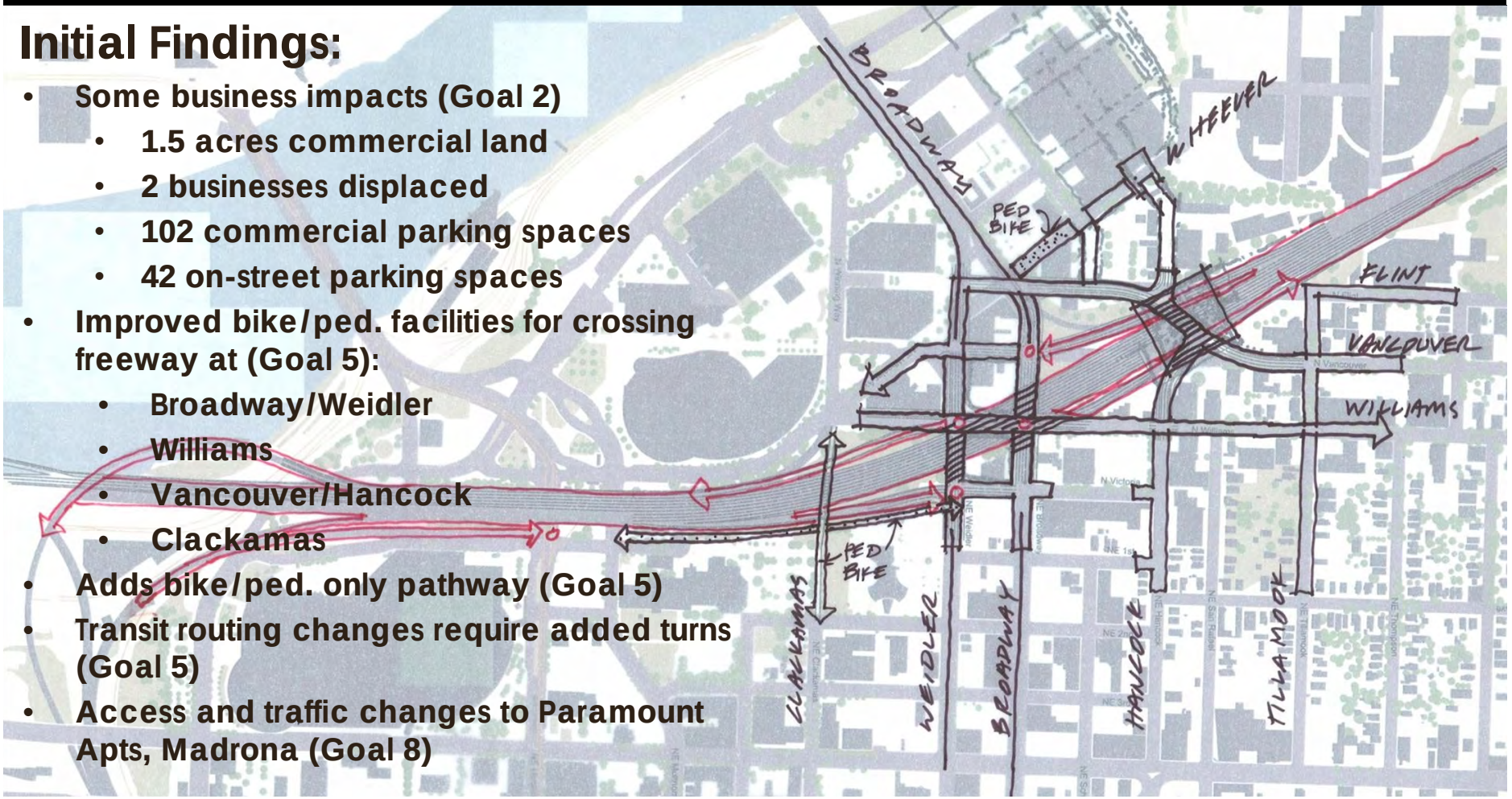


Refined Concept for Evaluation

4c. Three-Point Interchange
Extend Auxiliary Lane

Initial Findings:

- Some business impacts (Goal 2)
  - 1.5 acres commercial land
  - 2 businesses displaced
  - 102 commercial parking spaces
  - 42 on-street parking spaces
- Improved bike/ped. facilities for crossing freeway at (Goal 5):
  - Broadway/Weidler
  - Williams
  - Vancouver/Hancock
  - Clackamas
- Adds bike/ped. only pathway (Goal 5)
- Transit routing changes require added turns (Goal 5)
- Access and traffic changes to Paramount Apts, Madrona (Goal 8)



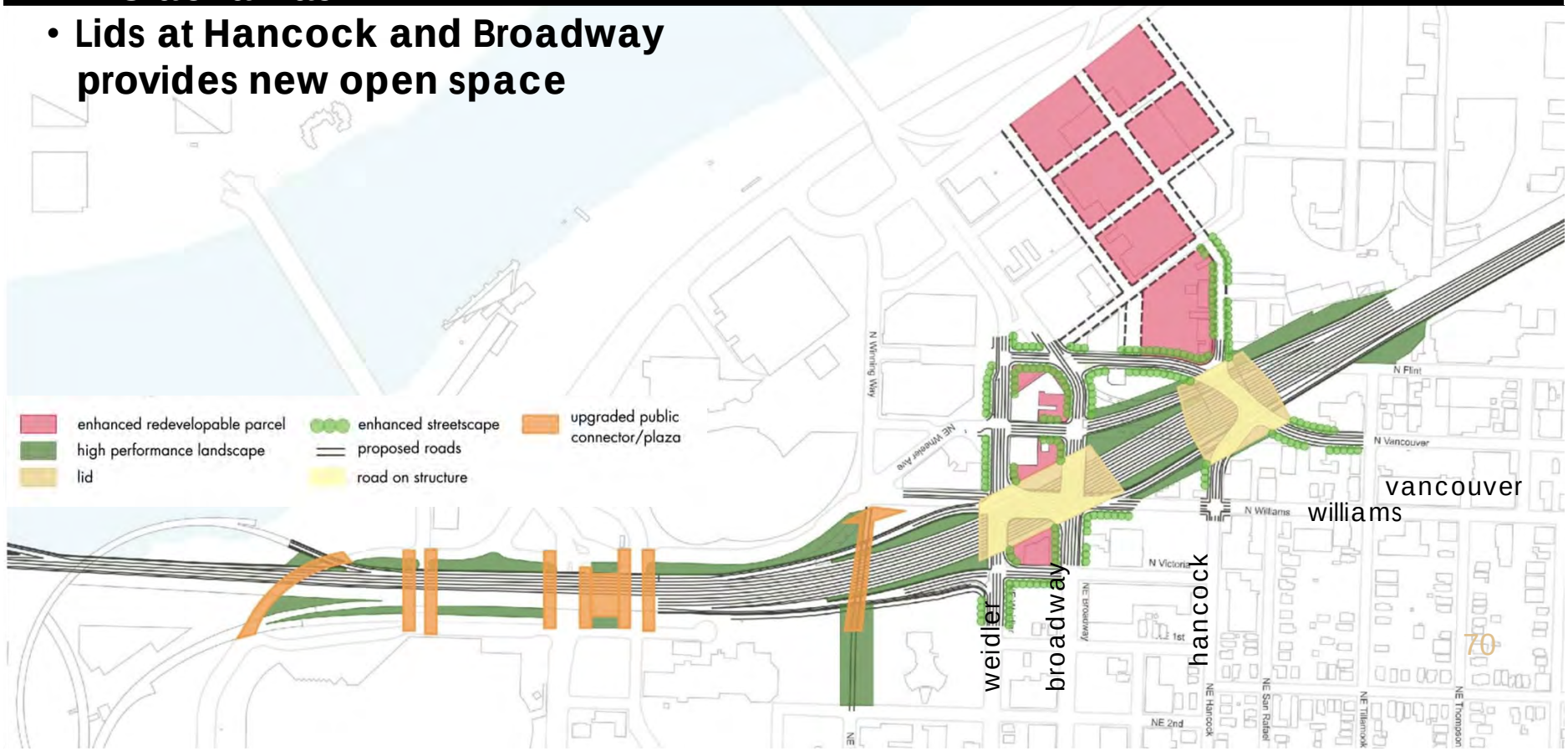
Challenges and Opportunities – 4c. Three Point

Opportunity:

- **New East-West connections enhance development potential**
- **New bike/ped. connections**
  - **Hancock**
  - **Clackamas**
- **Lids at Hancock and Broadway provides new open space**

Challenge:

- **Main bikeway shares Williams with both freeway on-ramps**
- **Interchange focused on four points.**



Advisory Committee Discussion

SAC Discussion & Questions about the Urban Design Analysis

- What Additional UD Analyses Would You Like to See?

SAC Discussion & Questions about the Interchange Analysis

- What Additional Interchange Analyses Would You Like to See?

CENTRAL CITY 2035

6. TSM/TDM/Operations Management



TSM – Transportation System Management

TDM – Transportation Demand Management

Key Findings:

- Maximizes system utility and safety

without significant capital investment

- Elements could be added to other concepts

Recommendation:

- More precisely define and evaluate in Phase III

CENTRAL CITY 2035

6. TSM/TDM/Operations Management

- TSM in the Regional Transportation Plan
  - Transit signal priority
  - Real-time traveler info
  - Weigh in-motion
  - ITS Laboratory
  - Ramp meters
  - Traffic signal coordination
  - Incident response



6. TSM/TDM/Operations Management

- TDM in the Regional Transportation Plan
  - Marketing programs
  - Rideshare services/carpool matching
  - Vanpool programs
  - Employee commute options (ECO)
  - Transit outreach and pass subsidies
  - Alternative mode information and support
  - Transportation management associations (e.g. Lloyd TMA)

6. TSM/TDM/Operations Management

TDM in the N/NE Quadrant

- City and Regional Programs
- Lloyd TMA Programs
  - Employer support (transit fare subsidy program)
  - Maps and information
  - Transportation store
  - Lloyd Links – personalized commuter plans
  - Carpool/vanpool information and support

6. TSM/TDM/Operations Management

- Mode Split Goals (Aspirational) for Non-Single Occupant Vehicles:
  - Central City TMP (1995) — 60% (2010 – Lloyd District)
  - Regional Transportation Plan (2005) — 60 – 70% (2040 - Central City)
  - Climate Action Plan (2008) — 70% (2030 – City-wide)
  - Portland Plan (2011 – DRAFT) — 70% (2030 – City-wide)

6. TSM/TDM/Operations Management

- Transportation model Lloyd District non-motor-vehicle commute mode split (PM peak 2-hours):

- 2005 Model: 18%
- 2035 Model: 33%

6. TSM/TDM/Operations Management

- TDM Sensitivity Test (2035)
  - Test: What if we had 55% of PM peak trips to/from quadrant not in motor vehicles (instead of the model-based 33%)
    - ***No specific strategies identified to achieve this improvement***
  - Key Findings:
    - 26% reduction in motor vehicle traffic to/from the quadrant
    - Less than 5% reduction on freeway mainline and Broadway/Weidler Ramps



6. TSM/TDM/Operations Management

Conclusion:

- TSM/TDM can be an important quadrant strategy
- TSM/TDM would not, by itself, fix the safety and operational problems on the freeway
- Aggressive TSM/TDM measures should be included as an element of all freeway interchange concepts that advance

Advisory Committee Discussion

Do you agree with removing TDM/TSM as a stand-alone alternative and adding it to the remaining alternatives?

N/NE Quadrant and I-5 Broadway/Weidler Plans
Comments from Mike Warwick for Eliot Neighborhood

1a. Housing
It needs to be clear that "Broadway/Weidler Corridor" encompasses the larger Broadway Bridgehead area (the Blanchard site and the Rose Quarter). Absent "targeting" this area will not redevelop as is widely expected it should. If "targeted" implies investment of public funds, significant prior investment in the Lloyd District has failed to met expectations. If new investment is envisioned (and I am concerned on that point), it should be tied to achievement of specific goals. For example, , a publicly financed parking structure could be offered to induce new residential development in the Clackamas residential area, with the amount to be repaid reduced if area landowners exceed specific housing unit goals by 5, 10, 15 and 20 year deadlines. Similar goals could be offered for employment and housing units in Central Lloyd in exchange for public development of a "green" district utility system. In either case, area landowners would bear responsibility for repayment of public investment if they fail to meet goals.

1b. Employment
The effect of rezoning in this area is twofold. First, it is to adjust zoning to economic realities the second is to enable uses operating in grey areas to do so legally so they can thrive. Both are needed to stimulate growth and investment, although the needs vary sort or by the "bubbles" the City has identified. The I zone is envisioned for industrial uses requiring separation for other uses due to noise, rail and semi-truck access, and emissions. Areas A1 and A2 should be rezoned Ex. A1 is a sloping site unsuitable for heavy industrial uses. It encompasses many vacant lots and much of the land is City owned or used for parking or open-air storage. Other parcels contain residential structures. In other words, it is mostly in an Ex, rather than an I use today. Those uses should be brought into conformity through rezoning. We (Eliot and PDC at least) learned from the Albina Plan that splitting zones along block faces on MLK frustrated redevelopment, especially if the zoning wasn't consistent with ownership. Area 2 is an example of that, as northern blocks are under single ownership and if they are redeveloped, will only be redeveloped as whole blocks consistent with one or the other zone. That zone should be Ex.
The area between Russell and Hancock east of Interstate should be rezoned to allow more flexible uses within an industrial/employment zone. Residential conversion should be disallowed, but retail sales and office/commercial uses that support area industries and employment should be allowed by right. Such uses currently exist in the area in a grey area.
Area B2 (the enclave by the light rail station) should remain as currently zoned. Rezoning it won't redress the poor location of that station.
Area C should be used to create closer coupling between Lower Albina and the Mississippi corridor to stimulate mixed use (live/work ideally) south of Fremont and into area A1. It can do so through zoning and public investment (most of the land is public ROW) in facilities that allow for uses such as farmer's markets, festival sales, and perhaps skateparks.

Fears that rezoning this area will result in loss of wild or other lands for industrial use are misdirected. The need for new property for heavy industry is for large parcels of land (scores of acres, not city blocks). That DOES pose a real threat to habitat lands, but isn't relevant in Lower Albina. Not "doing good" out of fear of maybe, something bad happening sometime is nor good planning or policy, although I agree not anticipating secondary and tertiary impacts IS a real shortcoming of much planning (see my comment about splitting zones on the same block above).
Finally, I want to repeat that Eliot wants the area along and west of N Williams between Russell and Broadway included as Industrial/Employment in Quadrant plans. Rezoning lands currently zoned R to Ex will allow the light manufacturing that has been grandfathered in this area to expand. Because these firms are thriving, the area will continue to be unattractive for residential development. Although rezoning will affect approximately 7 residences, 2 are multi-family structures with years of deferred maintenance and 2 or 3 of the remainder are used for "allowed" commercial purposes already. The expansion of industrial land above Lower Albina should be viewed as a fair trade-off for relaxation of zoning in the A1/A2 area.

2a. Hierarchy
We agree with the "overall" approach of stepping down allowed heights adjacent to residential areas. That needs to be considered in the context of adjacent development/land uses as Lloyd Lindley proposed, rather than adopting a uniform height/step down the length of the corridor. For example, block faces abutting historic areas should step down to be comparable to adjacent residential structures; to be clear, that is 30 NOT 40 feet. More important than the height allowance is a stronger voice of the neighborhood in new development. No more "consistent with community design standards" when the "community" isn't the immediate neighborhood.
In terms of "flexibility/consistency" with existing development/use on adjacent blocks; Hancock is mostly residential on the north side, but the blocks to the south are not uniformly residential. Therefore development north of Broadway in those areas could be more dense/higher depending on the context and neighborhood approval. Zoning block-by-block to allow that is problematic. Perhaps height allowance "swaps" should be used to retain an overall cap on height but allow flexibility along the corridor, subject to neighborhood approval. There are a few locations were tall buildings appear to be especially likely. The Broadway Bridgehead and the area just east of I-5 will provide excellent views from tall buildings. The associated parcels are also larger than normal and could accommodate "point towers" and other urban forms on those sites that could be more compatible with nearby residential areas. Height swaps to allow increased height would allow for that as well as provide financial incentives to other landowners to develop their properties.
To strengthen the connection between the existing neighborhoods (Eliot and Irvington), the streetcar corridor, and the urban neighborhoods to the south, development that "faces" (rather than backing on) the north/south streets should be encouraged more so than just along Broadway/Weidler. In other words, the north/south streets should have an active face, not driveways and dumpster corrals.

2b. Hierarchy

Multnomah along with 9th and 15th are major circulators for the Lloyd District and need to function as such. The addition of streetcar and new bike facilities on 7th change the character of it in ways that should be capitalized on, but the lack of on-street parking presents a challenge to retail/commercial uses in a new mixed-use zone. Public or LID investment in "free" limited time parking spaces in nearby lots or structures could be a solution because this area is already a "destination" location with many users coming by car and parking away from where they shop. It is unfortunate that the bike improvements along 7th are not tied to similar improvements north of Broadway. We strongly recommend that they be extended up 7th at least to Fremont, to not only divert downtown commuters to the Steel Bridge to relieve congestion in the "box" and on the Broadway Bridge, but to reinforce 7th as a "route to school" for students at Irvington and the Tubman Academy. That also better accommodates the disabled living in special needs housing by the hospital that use Thompson to access shops and services at the Lloyd Center.

3a. Parks Network
Per comments in 1a, new public investment in parks in the Lloyd area should be tied to specific expectations for property owners with cost consequences if they do not follow through. The Eliot/Lower Albina area is under-parked already and will be more so if there is significant new development in the Broadway Bridgehead area. Since development in that area and Central Lloyd is going to be "urban," it should be accompanied by urban "parks" rather than conventional tree/lawn style parks; Portland's newer fountain parks are an example. These don't need to use ground level lots, but can be located on elevated walkways, rooftops, etc. Accordingly, they should be part of private property developments rather than wholly publically funded.
In terms of priority of public investment, parks are way down on the list after direct investment in redevelopment of the Blanchard site.

4a. Broadway/Irvington
Generally agree with the approach of lower rise construction along Broadway. However, the commercial/employment amenity that is the Lloyd District will attract redevelopment in this area long before it will further west along the streetcar route. It is, therefore, difficult to justify restricting heights in this area without comparable reductions further west, where development of higher structures in unlikely and increased height allowances may encourage site-banking instead of development. That said, there are areas where taller buildings are more attractive. This argues for a more flexibility within the zone along this corridor to allow for swaps of height allowances subject to increased design control by the affected neighborhoods.

4b. Broadway Bridgehead
Given PPS won't sell the Blanchard building until they either have a very high offer or it becomes too expensive to maintain (which it will within the next 20 years), that parcel needs to be rezoned to allow for profitable redevelopment based on a high assumed purchase price. Maximum flexibility in use and design should be allowed to accommodate this unusual set of circumstances, subject to a community review and approval process (meaning nearby neighborhoods, not Beavertonians!). This needs to be

extended to surrounding properties (between N. Hancock and Broadway) as well so the area can develop in a consistent way. That said, the zone adopted should NOT allow for redevelopment north of Broadway of the same entertainment/sports-type event use as the Rose Quarter. This area needs to be a catalyst for more "full-time" uses at this important site.

5a. Tree Canopy

My personal opinion is that Portland's new tree policy skirts perilously close to a "taking" with the restrictions it imposes on landowners without a compelling public benefit. While I agree with the philosophy behind it, and the idea that some areas are better suited for trees than others, fundamentally the best place for trees is a forest, not a city. Despite the desire to see trees on heavily trafficked corridors, the use of these corridors by semi-trucks and as routes for wide-loads argues that the number and size of trees along them be restricted, not increased and therefore the placement of trees should be along slower speed/lower volume routes or in elevated containers that get the limbs above tractor/trailer heights.

N/NE Quadrant and I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #9 (September 29, 2011)

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N/NE Quadrant and I-5 Broadway/Weidler Plans

SEPTEMBER 29, 2011 SAC MEETING # 9 AGENDA

CALAROGA TERRACE, 1400 NE SECOND AVENUE, PORTLAND, OR 97232

TIME	MIN	ITEM	LEAD(S)
5:00	30	**Informal Discussion and Meal**	All
5:30	20	**Standing Items** A) Welcome B) Meeting Purpose/Agenda Review C) Approval of Minutes D) Public Involvement, Outreach, and Land Use Subcommittee Reports E) Announcements	Imperati Beckman Iwata
6:00	10	**I-5 Interchange Concepts – Progress Update** A) Status of Work in Progress B) Q and A/Discussion	Cullerton Juhasz
6:15	15	**Phase III Evaluation Criteria** A) Final Review B) Public Comment C) Vote ***Action #1***: *Do you approve the revised Phase III Evaluation Criteria?*	Imperati Beckman Juhasz
6:45	130	**Presentation of ~70% Proposed Plan LU/UD/LT Quadrant-wide Concept** A) Introduction of evolving Quadrant-wide Concept and Staff Recommendations on specific choices B) Break (10 min) C) Q and A and Discussion D) Public Comment ***Discussion:*** *Give staff direction on proposed concept. What needs to change to get your support for a concept on November 17?* *Specific Discussion Questions by concept layer:* 1. *Land Use:* a. *Housing – Do you agree with the proposed housing emphasis areas (Broadway/Weidler Corridor and the Central Lloyd) and targeted jobs/housing ratio?* b. *Employment – Do you agree with the approach to slightly increase flexibility on Russell Street and Lower Albina?* 2. *Mobility:* a. *Hierarchy – Do you agree with the overall approach to street hierarchy and typology?* b. *Hierarchy – What are the most appropriate designations for NE 7th and NE Multnomah?* 3. *Open Space:* a. *Parks Network – Do you agree with the proposed string of new well-connected parks along NE Clackamas to support new high-density residential development?*	Iwata Lisle Raggett

		4. *Scale:* a. *NE Broadway/Irvington –The proposed concept suggests the predominant building form along NE Broadway between Grand and NE 16th should be in the 2-6 story range. Do you agree with this approach?* b. *Rose Quarter – The proposed concept recommends rezoning the PPS Blanchard site to allow future mixed-use redevelopment as well as increasing height limits along N. Broadway. Do you agree with this proposal?* 5. *Green Systems:* a. *Tree Canopy – The green systems map and street hierarchy layers imply that heavy tree canopy should be focused on certain streets and corridors while other streets could have fewer trees. Do you agree with this approach?* *Are there other specific issues you want to discuss?*	
8:25	5	**Next Steps, Meeting Evaluation and Adjourn** A) SAC Meetings: #10-10/27, #11-11/17, #12-12/8, #13-2/2 B) Subcommittee Meeting: Transportation: 10/12	Imperati
8:30		**Adjourn**	



N/NE Quadrant and I-5 Broadway/Weidler Plans

July 28, 2011 Stakeholder Advisory Committee Meeting #8 DRAFT Notes

Voting Members

Representative	Interest	Organization	Present
Matt Arnold	Trans: Bicycle	Bicycle Advisory Committee	**Y**
Wynn Avocette	At-large		**N**
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	**Y**
Brittain Brewer	Neighborhood Assoc.	Sullivan's Gulch NA	**Y**
Carolyn Briggs	Trans: Pedestrian	Pedestrian Advisory Committee	**N**
Daniel Deutsch	Small Developer	Alora Development	**N**
Malina Downey	Trans: Freight	UPS	**Y**
Debra Dunn	Trans: Trucking	Oregon Trucking Association	**Y**
Gary Eichman	Trans: Freight	Portland Freight Committee	**N**
Dean Gisvold	Neighborhood Assoc.	Irvington NA	**Y**
Cynthia Carmina Gomez	Environmental Justice / Economic Equity	Latino Network	**Y**
Heidi Guenin	Community Health	Upstream Public Health	**Y**
Damien Hall	At-large		**N**
Sean Hubert	Affordable Housing	Central City Concern	**N**
Wayne Kingsley	Business Org: Adjacent	Central Eastside Industrial Council	**Y**
Wade Lange	Prop/Bus/Dev: Lloyd District	Ashforth-Pacific	**N**
Lloyd Lindley	Urban Design	AIA Portland / ASLA Portland	**Y**
Eric Lovell	Business Org: Lower Albina	Uroboros Glass Studio	**Y**
Jenny Lyman	Transit Rider		**Y**
Gary Marschke	BSN Org: NNE BSN Assoc	NNE Business Association	**N**
Brock A. Nelson	Trans: Rail	Union Pacific Railroad	**N**
Midge Purcell	Community / Civic Org	Urban League	**N**
Paul Riggs	Labor Organization	Building Trades/Columbia Pacific	**N**
Owen Ronchelli	Trans: Local TMA	Lloyd TMA	**Y**
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	**Y**
William Ruff	High-Density Residential	Multiple property owners/developers	**N**
Bob Sallinger	Environment	Audubon Society	**Y**
Gary Warren	Neighborhood Assoc.	Lloyd District Community Assoc.	**Y**
Mike Warwick	Neighborhood Assoc.	Elliot NA	**Y**
Justin Zeulner	Prop/Bus/Dev: Rose Quarter	Trail Blazers/Portland Arena Mgt	**N**

Alternate Members

Ed Abrahamson	Neighborhood Association	Irvington Community Association Land Use Committee	**Y**
Joanna Agee	Small Developer	Alora Development	**Y**
Mike Bernatz	Prop/Bus/Dev: Lloyd Dist	Ashforth Pacific	**N**
Steve Bozzone	Public Health	AROW	**N**
Carol Gossett	Neighborhood Assoc	Sullivan's Gulch Neighborhood	**N**
Dennis Henderson	Major Retailer	Lloyd Center	**N**
Erin L Kelley	Trans: Pedestrian	Portland Pedestrian Advisory Com	**N**
Andrea Marquez-Horna	Environmental Justice / Economic Equity	Latino Network	**N**
Chris Oxley	Prop/Bus/Dev: Rose Qtr	Portland Arena Mgt	**N**
Kelly Rodgers	Environment	Coalition for a Livable Future	**N**
Bob Russell	Trans: Trucking	Oregon Trucking Associations	**N**
Laurie Simpson	Neighborhood Assoc.	Elliot NA	**N**
Martin Soloway	Affordable Housing	Central City Concern	**N**
Joice Taylor	Business Org	N/NE Business Assoc. President	**N**
Tracy Whalen	Trans: Freight	ESCO Corporation	**Y**

Non-Voting Members

Jeff Blosser	OCC	OCC	**N**
Lew Bowers/Peter Englander	PDC	PDC	**Y**
Chris Deffebach	Metro	Metro	**N**
Sara King	PDC	PDC	**N**
Susie Lahsene	Port	Port	**N**
Alan Lehto	TriMet	TriMet	**Y**
Paul Smith	PBOT	PBOT	**Y**
Jessica Tump	TriMet	TriMet	**N**
John Williams	Metro	Metro	**N**
Rian Windsheimer	ODOT	ODOT	**N**
Joe Zehnder	BPS	BPS	**Y**

Project Team/Staff

Stephanie Beckman	Staff	BPS	**Y**
John Cullerton	Consultant	URS	**Y**
Fred Eberle	Staff	ODOT	**Y**
Melissa Egan	Assistant Facilitator	Institute for Conflict Management	**Y**
John Gillam	PBOT	PBOT	**N**
Diane Hale	Staff	BPS	**Y**
Sam Imperati	Facilitator	Institute for Conflict Management	**Y**
Steve Iwata	Staff	BPS	**Y**
Andy Johnson	Staff	ODOT	**Y**
Todd Juhasz	Staff	ODOT	**Y**
Mauricio Leclerc	Staff	PBOT	**Y**
Karl Lisle	Staff	BPS	**Y**
Mark Raggett	Staff	PBS	**N**
Nicholas Starin	Staff	BPS	**Y**
Tim Wilson	Staff	ODOT	**Y**
David Zagel	Staff	URS	**Y**

Members of the Public: Lee Pearlman; Brad Perkins, ICA; Betsy Reese, Paramount Apartments; Allan Rudwick, Eliot LUC

INFORMAL DISCUSSION AND MEAL

WELCOME, MEETING PURPOSE, APPROVAL OF MINUTES, AND STANDING BUSINESS – SAM IMPERATI

Sam Imperati welcomed the group and reviewed the agenda.

APPROVAL OF MEETING MINUTES

The June 16, 2011 Meeting Minutes were approved as written.

NEW MEMBER INTRODUCTIONS

Joanna Agee is with the Left Bank and is Daniel Deutsch's new alternate. She has been involved with the Left Bank for four years. Her focus has been in developing the tenant community. This is her first SAC meeting and she thanks Todd and Stephanie for meeting with her and getting her up to speed on the process.

PUBLIC INVOLVEMENT, OPEN HOUSE, AND SUBCOMMITTEE UPDATE

Stephanie Beckman of BPS provided an update on the June 29 Open House. Over 100 people attended. The focus was to share the work the project team has done thus far with the community and get feedback on the land use, transportation, and sub-area choices. There were surveys and comment cards available and there is a compilation of survey responses received on the freeway concepts in the meeting packet. Since the SAC is being asked to make decisions to narrow down the number of freeway options studied, the project team wanted you to have that feedback to consider in your deliberations.

The project team is continuing to collect feedback and will be launching an on-line survey. It will be live next week, and available through the beginning of September. It will be announced via email to the project mailing list.

Staff has also been having informational meetings with interested groups such as the Irvington and Elliot Land Use Committees, the Oregon Convention Center Urban Renewal Advisory Committee, and several individual stakeholders. Coming up, we will meet with Sullivan's Gulch Neighborhood Association, the Lloyd TMA, Calaroga Terrace residents, and we will have a table as part of the National Night Out event at Holladay Park. The results of our outreach efforts will be compiled and distributed this September. Stephanie asked the SAC to please send ideas for other groups to meet with, as staff is trying to do as much outreach as possible this summer.

Finally, Stephanie provided an update on the Joint Land Use and Transportation Subcommittee, held at ODOT on July 13. Eighteen people attended. Much of the same content will be covered tonight. The Subcommittee meeting discussion generated numerous comments on the proposed evaluation criteria, which is in the packet and will be discussed more in depth later this evening.

MEMBER COMMENTS SUMMARY AND STAFF RESPONSE

Sam noted the email he sent out, asking for SAC member feedback on the process. Responses have been compiled and are in the packet. Staff is happy to hear additional feedback and suggestions at the break or anytime.

Gary Warren: sees a comment about parking on the summary, and announced that if you ask the folks at the front desk at Calaroga, they will let you park on the first floor for free.

OTHER ANNOUNCEMENTS

In the meeting reminder and materials distribution email that goes out a week before the meetings, we sent out a link instead of numerous attachments this time. Sam wondered if folks liked that or do you want individual documents?

Eric Lovell: thought it was difficult to find documents. A table of contents would be a nice thing to add.

Heidi Guenin: liked being able to save it as one PDF.

Lloyd Lindley: good; easy to scroll through.

Sam said that we will keep this format going forward and will add a table of contents.

PROCESS UPDATE

Steve Iwata of BPS reviewed the updated Process Overview Chart. As Steve has explained before, this is a unique planning process with two different city agencies and ODOT, working to bring land use and transportation planning together. We have held a series of charrettes on land use and transportation. The intent tonight is to finish Phase 2 and proceed to Phase 3.

For land use, staff has developed three types of quadrant concepts – residential, employment, and blend. We hope to have a recommended draft for discussion in September. That quadrant concept will be evaluated with the remaining freeway concepts that will be acted upon tonight. Then, we will be looking at freeway concepts in October.

At the end of Phase 3, we will have the preferred diagram on the land use side and same on the freeway side. Then, we will go into Phase 4. We will have defined, more specific goals and objectives on the land use side, which will help inform the quadrant plan, including potential changes to zoning code and maps.

On the freeway side, we will have a more detailed plan for freeway, recommended concept plans, which will include cost estimates, mitigation measures, and will identify next steps for ODOT.

After all of this, the plans go to the Planning Commission, City Council, and the Oregon Transportation Commission.

Sam noted the new meeting dates in left column of the process chart:

- SAC Meetings: #9 - 9/29, #10 - 10/29, and #11 - 12/8
- Subcommittee Meetings: LU: 9/14, T: 10/12, and Joint LU/T: 11/16

Mike Warwick: the request was for firm dates, not tentative dates.

Sam Imperati: these are the most promising, next step is a quick poll of the SAC.

LU/UD/LT QUADRANT-WIDE CONCEPTS RECAP

Karl Lisle of BPS provided an update of the current status of the Land Use/Urban Design/Local Transportation concepts, referring the SAC to the Concept Alternatives Workbook. The Workbook is one of the primary tools being used for communication during public involvement activities and meetings this summer. We have developed goals, done technical analysis, issue identification work, developed a survey tool, and created this workbook. It contains all the concepts and the staff is seeking feedback. It will be helpful for the project team to bring the best concept back to the SAC for consideration and discussion. When we come back in September, we will not have everything figured out, but we hope to have recommendations on as many areas as possible. Then, we will work with SAC to identify the conflicts and places where there may not be an obvious choice.

The document is in two parts. First part is the concepts, organized after many months of work. Soon, we will start building "column 4," meaning the preferred concept. In this, we will decide where we want to go, select elements, and consider new ideas. We will not go into a thorough review of the entire Workbook today, but if anyone would like to spend more time or have questions, staff is always willing to meet. You will see examples in there, showing what different responses could be to different types of development initiatives. Staff made an effort to use plain English rather than planner-eze in the framing and phrasing of questions. These will be the questions on the web survey. We are aiming for a direction to come together in September and the bulk of the September SAC meeting will be devoted to local land use issues.

Karl asked if there were any questions for clarification or comments.

Sam noted the question from the agenda:

Action #1 *Do you approve the Phase II LU/UD/LT process and staff recommendations on the Quadrant-wide concepts to go forward into Phase III?*

He said we will have another presentation and discussion, and then, ask the SAC to answer the above question.

LAND USE, URBAN DESIGN, TRANSPORTATION, AND FREEWAY CROSSWALK

Steve reviewed the Crosswalk, which is the term used for how the land use and freeway concepts will work together as we move through the phases of this project. He noted the three key principles of place, connectivity, and scale, defined below:

- **Place**: The vitality of Central City districts can be seen in the presence of, and potential for, an interconnected system of distinct and attractive high-density areas that support vibrant, livable and diverse communities, and that allows for the place to evolve and grow.
- **Connectivity:** Desired street connectivity should support a diverse system of land uses, open spaces, amenities and green systems and provide a clear street hierarchy. It should afford multiple safe means of access and circulation that supports the vitality of the district.
- **Scale:** The scale of infrastructure in terms of its size, design, and volume of use should support land uses and activity at all scales: regional attractions and employment areas as well as City and local land use and mobility needs.

In thinking about these guiding principles, we looked at current conditions. Looking at the interchange, it is not good for "place," and the freeway interrupts the flow on Broadway-Weidler and east-west through the district. In terms of scale, the freeway is appropriate for many current uses – the Rose Quarter,

Lloyd Center, industry, and Lower Albina, but it is not a pedestrian friendly place. These are some of the current conditions we identified.
The overall quadrant-wide conclusions on page 2 of the Crosswalk memo, from a quadrant-wide perspective, the freeway concepts can be accommodated by the LU concepts - employment, residential, blend.

- The **Residential Concept** would increase housing in the quadrant and result in a better jobs-to-housing balance, similar to the River District, and high internal trips by walking, biking, or riding transit.
- The **Employment Concept** would de-emphasize new residential development, resulting in a development pattern similar to the current Lloyd District and downtown Portland, featuring transportation and parking management strategies that would support high-density commercial buildings.
- The **Blend Concept** would be a combination of these two concepts.

For all of these concepts, we have ways of making each of them work together. We will look at what kind of placemaking opportunities are possible at the interchange, as some freeway concepts work better than others. For example, some freeway concepts interrupt Vancouver-Williams, while several of the concepts improve connectivity, creating better east-west connectivity. This is a quick summary of the analysis. Steve is happy to take questions.

Sam said that the SAC asked for a look at how these two aspects come together. What Steve just reviewed is part of the evaluation that the project team and consultants have done. We now want the SAC to have the opportunity to look at this and add to it.

Q & A AND DISCUSSION

Lloyd Lindley: comment regarding public/private partnerships; one component has been the return on investment; he knows there is no scope to look at economics, but would be nice to have some criteria and information on this aspect. He appreciates "place, connectivity, and scale," but it is also good to look at what we can leverage from the $250M investment. He wants the best return possible on the investment. He wonders how the different concepts impact economic development?

Steve Iwata: that is more the focus of next steps as we narrow the options down; we would look at public private partnerships with property owners. That is for the next level down when we hone in on options.

Sam Imperati: will have opportunity to deal with Phase 3 evaluation criteria at 7:55; for your reference, one of the ways we did capture that is on page 2:

> **Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages:**
>
> a. Create opportunities for new employment and a variety of employment types and levels.
> b. Maintain or increase development potential, e.g. through zoning, infrastructure, and creation of new parcels.
> c. Foster increase in future high-density commercial development while supporting and encouraging industrial activities in current industrial areas.
> d. Retain and support existing and local businesses in the quadrant.

Sam noted that that section will be used to conduct analysis on these issues.

Todd Juhasz: wants to assure the SAC that we have and will continue to look at these issues, striving to find the options that either enhance or do not negatively impact economic development.

Tracy Whalen: has been disappointed about the employment emphasis; it is really a blend; it is not really an employment emphasis. She knows it is not changing, just wanted to remark on it.

Lloyd Lindley: comment regarding the blend concept and "strand." The strand feature seems to have been dropped out of the employment and blend concepts. He would like to at least see it on a base map, down by Russell connecting to Mississippi.

Sam Imperati: the concepts and strand feature are not mutually exclusive.

Karl Lisle: correct.

Lloyd Lindley: some nod to Mississippi is important; he just wants it noted.

Mike Warwick: the novel idea of combining land use and transportation planning is frustrating but very useful. He believes this is a meritorious example of how these things ought to be done – it could have been useful for the CRC.

PUBLIC COMMENT

Emma Colburn was born and raised in SE Portland. She became interested in the development of this neighborhood. She has worked in Chicago on issues related to African American heritage sites. She works in collaboration with individuals and nonprofits and is taking steps to develop a center for Oregonians of African descent.

Emma read a prepared statement. *(Note: the project team was unable to obtain a copy of Ms. Colburn's statement. It will be added to the public record if and when we receive it.)*

Emma thanked the SAC and said she wanted to be here today to give voice to architectural structure and preservation.

Sam Imperati: referred to her Nicholas Starin with BPS, who specializes in preservation of historical landmarks.

Steve Iwata: noted that some of the issues Emma mentioned are addressed in goals 7 and 8.

Sam asked if there was any further public comment. There was none, so he called the question:

Action #1 *Do you approve the Phase II LU/UD/LT process and staff recommendations on the Quadrant-wide concepts to go forward into Phase III?*

Vote: All voting members were in favor.

I-5 INTERCHANGE CONCEPTS SCREENING – PART 1: PRESENTATION OF ANALYSIS

John Cullerton with URS presented a PowerPoint called "Freeway/Local Traffic Interface Concept Evaluation," which provides an overview of the I-5 Interchange concepts screening analysis process, screening factors, options, and staff recommendations. John referred the SAC to the packet materials: the presentation, the latest version of Freeway/Local Transportation Interface Draft Concepts Recommendation, Draft Concepts Recommendation for Phase 3 Design and Analysis; and the Phase 2

Screening Evaluation Methodology, which includes the draft evaluation matrix with the green square (very good) to red diamond (poor) evaluation scale occasionally referred to in comments below. John briefly reviewed the process of gathering over 70 ideas, organizing and narrowing them down to 40 ideas and concepts, now grouped into 6 categories with sub-options, as shown in Table 1.

Table 1: Concepts for Further Study

1. 2035 No-Build
2. Mainline Operational Improvements
2a. Braided ramps 2b. Collector/distributor (C/D) roads
3. Rebuild the Structures with Mainline Operational Improvements (Auxiliary lane extension; ramps remain as they are today)
4. Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements
4a. Split diamond Interchange 4b. Folded diamond Interchange 4c. Three-Point Interchange (couplet) (Auxiliary lane extension with all interchange options)
5. New Concepts for the Broadway/Weidler Interchange with Mainline Operational Improvements
5a. Standard-Diamond Interchange (de-couple Broadway/Weidler) 5b. Single-Point Urban Interchange (SPUI; de-couple) 5c. Diverging Diamond Interchange (DDI) 5d. Roundabout-Controlled Diamond Interchange 5e. Three-Point Interchange (de-couple) (Auxiliary lane extension with all interchange options)
6. TSM/TDM/Operations Management

Staff proposes that we study further concepts 1, 2, 3, 4, 5a and 6.

Staff proposes that we do no further study on concepts 5b, 5c, 5d, and 5e.

John introduced the team of consultants who assisted staff and provided technical expertise.

Slides 5 and 6: Analysis Team

ODOT, Portland Bureau of Transportation, Portland Bureau of Planning and Sustainability, and consultants in the following specialty fields:

• Bicycle/Pedestrian Connectivity and Quality of Experience	• Mike Tresidder, Alta Planning & Design
• Traffic Operations and Freight Roadway Design	• Alan Snook, DKS Associates Mark Johnson, ODOT Preliminary Design
• Right-of-Way Impacts	• John Cullerton and Seth Gallant, URS Corporation
• Urban Design	• Charles Kelley and Nolan Lienhart, ZGF Architects

John reviewed the concept evaluation, providing an overview of the methods used. Staff and consultants considered how safety and connectivity are impacted for bikes and pedestrians, as well as impacts to traffic safety and operations, considering level of service, queuing, and weaving distance.

John provided a methods overview for right of way impacts and urban design, reviewed how the evaluation matrix was developed, and briefly went through the concepts.

Paul Smith: do the structures over the freeway have to be demolished and rebuilt?

John Cullerton: no

Joe Zehnder: (referring to Slide 13, Mainline Operational Improvements: Braided Ramps & CD Roads, asked) do folks need a review of what this option really means?

Joanna Agee: yes

John provided information about what mainline operational improvements could include, such as adding a collector-distributor road to the existing freeway mainline structure, and what impacts are considered, such as visual impacts and safety improvements.

Joanna Agee: when you refer to visual impacts, do you mean from the freeway or off the freeway?

John Cullerton: off the freeway.

John continued the presentation, explaining the major features and key findings of Concept 3.

Eric Lovell: first one that has the auxiliary lane. It does not result in as much benefit as he would have thought, not as much as option 2.

John Cullerton: correct.

Alan Lehto: is it possible to do 2 and 3 blended?

John Cullerton: probably should have re-emphasized that we are looking for all the best elements and will try to maximize all the best ideas.

Owen Ronchelli: seconds Alan's idea.

John continued the presentation, explaining the major features and key findings of Concept 4. The engineers now need to dive a little deeper in their analysis to inform us if these options will really work. They felt it was important to study further the concept of de-coupling Broadway-Weidler, as shown in 5a, to get a better idea about what those impacts would be.

John discussed option 6: TSM/TDM, which means "Transportation Safety Management/Transportation Demand Management. TSM/TDM are improvements such as signage, messaging to drivers about current conditions, and variable speed limit signs. The early reports are quite favorable from locations

where this approach has been implemented. We will explore these further. Many of these can and will be done in conjunction with all other concepts. We are doing everything we can to manage demand. There are also things like carpool matching and other program to incentivize the use of other non-single-occupant vehicle modes.

The concepts for no further study are:

- 5b. Single-Point Interchange (SPUI, de-couple)
- 5c. Diverging Diamond Interchange (DDI)
- 5d. Roundabout-Controlled Diamond Interchange.
- 5e. Three-Point Interchange (de-couple)

All of these may have some benefits, but on balance, the impacts are negative enough to cut.

Q & A AND DISCUSSION

Sam opened the floor for questions for clarification, not positions disguised as questions. We will have that conversation next. We first want to provide all of you with the same fund of knowledge.

Paul Smith: noting that one of the concepts has an extended northbound on-ramp, wonders if it is possible for that ramp to be built independently and also would it have some benefit? For example, if you go with TSM/TDM, could you add in building a ramp improvement in an early phase?

Andy Johnson: it depends; but it is certainly not prohibited.

Eric Lovell: wondering which row in the red-green matrix gives weight and/or consideration to right-of-way impacts.

John Cullerton: (referring to the evaluation matrix) left side, section 3; options that ranked lower had more negative impacts.

Eric Lovell: question regarding buildings, impacts, and how this was factored into the evaluation matrix and process.

Todd Juhasz:

1) Avoids displacement of historically significant buildings
2) Minimizes impacts to historically significant structures (changes to circulation, loss of parking etc.)
3) Avoids the destruction of historically significant structures

John Cullerton: referred the SAC to the evaluation matrix, and explained how those rankings were developed and that they will continue to be refined.

Mike Warwick: where would the money come from for improvements that do not improve the mainline access? Would that still be state money or city money?

Todd Juhasz: the funding is for the interface between the freeway and surface improvements – dollars can be spent for the project as long as the improvements can be loosely attributed to the improvement of safety and operations on the freeway and at the interchanges.

Andy Johnson: if it is for a benefit for the freeway, it will be state or federal money.
Alan Lehto: to summarize his understanding, the team is analyzing concepts, but also treating them as puzzle pieces, to see how they fit with other things?

Sam Imperati: yes.

Wayne Kingsley: are you also looking at I-84 and impacts?

Todd Juhasz: yes. We are assuming improvements in the area will benefit I-84.

Andy Johnson: we are looking at all related safety and operations issues, but the scope of this project is not specifically for I-84.

Wayne Kingsley: that interchange is one of the worst problems in the sate.

Andy Johnson: to be clear, yes, we are considering all possible benefits to I-84.

Tracy Whalen: at the last meeting, she suggested eliminating all of the 5 series; she notices 5a is there.

Todd Juhasz: correct; we are looking at it for possible benefits and potential opportunities significant enough to keep on table.

Matt Arnold: comment regarding evaluation criteria as related to bike issues. He wants to see how some of the evaluation criteria break down. He has serious concerns about bikes. On the matrix, he sees the big green squares and it looks rosey – but he wonders what is behind the green squares.

Todd Juhasz: we are aiming to increase the quality of experience and safety for bikes.

Sam Imperati: we have the Alta Planning representative here for your questions and discussion on how this was done.

John Cullerton: to Matt and the SAC, pointed out the summary document attached to the evaluation matrix, which explains how the green square-red diamond rankings were developed.

BREAK

John brought up the 4c map on the screen, in response to the Paul Smith question about the northbound ramp.

Sam Imperati: it sounds like what Paul proposed is possible, but not fully analyzed yet.

Andy Johnson: there are many unknowns and it will be looked at, but we cannot know for sure at this point.

John introduced Mike Tresidder with Alta Planning and Design. Alta does bike, pedestrian and trail planning and design. He referred to the evaluation matrix, noting that we are still at 10,000-foot level. The team will be looking at the expanded matrices as the options in the next phase. At this level, they are conducting a medium-grain assessment. The next phase is the fine level analysis.
Matt Arnold: it would be great if you could send an email to let the SAC know when more information is available; he wants to see continued single-issue evaluation.

Sam Imperati: what is a rough ETA on this information request?

David Zagel: By next week, we will put notification out on email.

Sam Imperati framed up the next discussion, noting the question from the agenda:

Action #2*: Do you approve the Phase II Interchange screening factors/process, and staff recommendations on the Interchange concepts to go forward into Phase III?*

Also, he wants the SAC to have clarity on what is the purpose of the discussion – why did we go from 70 to where we are now, and how will we get to the preferred option.

Todd Juhasz: we have identified options that clearly do not work. The ones that are left have a lot of possibility, even if they may not satisfy everyone. Next, we want to refine and improve the options, create specificity through modeling, and integrate with what is going on with the City concerning LU/LT/UD.

Paul Smith: agrees with Todd.

Sam Imperati: we will put forth to the SAC a range of options to be measured against the evaluation/screening factors, listing the pros and cons. There are a number of ways to have this conversation. Sam asked the SAC to consider if there is anything that you wanted to have studied that has a red checkmark? For land use, nothing has been taken off the table; for the freeway, we heard the staff recommendations today for concepts to be taken off the table.

Tracy Whalen: pushing for removal of 5a, which includes de-coupling of Broadway-Weidler. It does not improve safety, has a very poor rating for local circulation. She sees lots of red. The only benefit she has heard for keeping it may be more land that is developable.

Steve Iwata: from a LU/UD perspective, a two-way street works better. He agrees that de-coupling causes some traffic issues; but there are opportunities with right-of-way on Weidler. The de-couple options can better connect around the Left Bank building. There are opportunity costs for how Weidler might be better connected. He believes there are some interesting possibilities we have not fully maximized.

Dean Gisvold: agrees with Tracy. He has not heard any argument making it worthwhile. Also, he was assuming we would be at five or six options - disappointed we are at 14.

Heidi Guenin: she has been working with a coalition of groups, and is pleased with current status of the concepts, except for 5a.

Mike Warwick: sees could be fun to look at, even if he agrees with Tracy and Dean, he believes 5a likely will not make final cut. It could be useful to just look at functionality. Is it possible to study it with the assurance that it will not be the recommended option?

Wayne Kingsley: 5a does not have a chance. Dump it to make it simpler.

Malina Downey: agrees.

Britt Brewer: notices that one goal was to simplify choices to integrate better with land use, and the first person to defend 5a was a land use person. He thinks there will be ample time to consider this fully later.

Debra Dunn: is there any chance that you can prove that 5a might work? If not, she agrees with Tracy and Dean.

Gary Warren: he is really opposed to 5a. So is the Lloyd District Community Association.

Tracy Whalen: with de-coupling, to get on the freeway, you will have to add a left turn. It will add time and congestion. Does not see it working from a safety standpoint. Does not understand why it is worth studying.

Lloyd Lindley: the principle of having a two-way retail street is different kind of “place” than a six-lane centered around the freeway. A two-way system is not going to create a quaint, commercial environment. Agrees with taking 5a off the table.

Paul Smith: there are differences among the City bureaus; PBOT supports the removal of option 5a, as well.

Gary Warren: 5a would cause Clackamas to be the bypass, as vehicles will look for ways to avoid the congestion. He is very strongly against 5a.

Eric Lovell: from a cost control point of view, it seems a good idea to drop off the weakest contender. If there is a good idea in 5a, he is confident it will survive.

Britt Brewer: trusts the teams and their recommendation; willing to support it.

Tracy Whalen: wants to make a motion to remove 5a.

Sam Imperati: noted. Are there any others folks would like to discuss?

Dean Gisvold: proposes the removal of 4a and 4b, too.

Gary Warren: he has questions regarding the Clackamas overcrossing, would it be an ODOT project or City of Portland project? And he wants to know how this came about. From what he learned at the charrettes, it was bike/ped only, and now options with vehicles are shown on maps.

Todd Juhasz: it would be both an ODOT and City of Portland project. However, nothing is decided yet.

PUBLIC COMMENT

Alan Rudwick: regarding 5a, is it an 8-lane overcrossing or a 4-lane crossing?

Alan Snook: When we were taking a look at it, you are in the 6 to 8 lane range. So, it is a larger structure. A lot of issues came into all the red dots that are showing on the chart. And, you would need a left turn for each direction.

Sam took a 1, 2, 3 vote on the proposal to remove 5a.

Votes:

- 1 - Jenny; Bob; Wayne, Owen; Malina; Debra; Wanda; Gary; Joanna; Mike; Heidi, Eric; Matt; ~~Dean~~ (*later changed it to 2; seen notes page 17*); Lloyd; Tracy
- 2 – Pauline, Dean
- 3 - Britt

5a will be removed from the options to be considered.

Sam opened the discussion on the category 4 options.

Dean Gisvold: in the effort to mesh freeway with land use and urban design, 4a and 4b flunk on urban design elements, so they flunk the basic standards of this planning process. However, now that 5a is gone, he feels in a more compromising spirit.

Matt Arnold: question about the SAC vote to remove 5a - does it actually remove it or is it just a recommendation?

Todd Juhasz: yes, your vote removes it.

Gary Warren: question on the Clackamas overcrossing and how it is displayed on map.

Todd Juhasz: changed to dashed after we spoke, which indicates the potential use is for bicycles and pedestrians only

Eric Lovell: thinks we need to look at all of the 4 options for more study.

Lloyd Lindley: 4 options may have some value in the area; thinks we should look at them, too.

Tracy Whalen: 4a, no problem; 4b, further study is ok if even just for comparison's sake.

Lloyd Lindley: is there a way for the team to re-focus efforts on more promising alternatives between now and next SAC?

Sam Imperati: the staff and consultants will do a triage analysis and suggest removing the less promising alternatives between now and the end of September.

Todd Juhasz: yes; we will try to optimize our processes, be efficient, and present the best options. We will keep the SAC informed, perhaps by email and through project web-site updates.

Britt Brewer: holding strong on his 3 vote to give designers and engineers freedom to do their work; these are not fixed entities, wants to be sure there is room for creativity.

Alan Lehto: request to make a slight update to process diagram to make reference to the "mix and match"

Owen Ronchelli: these are not sensitive urban lands, there will be compromises. If you can get better safety for a little more footprint, it may be worth it.

Mike Warwick: getting freeway traffic out of box is a top priority for him. Regarding 4b, he recognizes the urban design problems, but is also very interested in how it gets traffic out of the box.

Britt Brewer: this is the entry for downtown, it is on par with the larger cities; wants to be sure we acknowledge we are growing, and wants to make this an appropriate center for the metropolitan area.

Alan Lehto: 4b should stay.

Sam Imperati: motion to eliminate? Hearing none, 4a and 4b go forward.

Gary Warren: wants to know why Clackamas came up in this process in the first place. With everything going on in the box, Clackamas is the perfect bypass. An overcrossing will turn it into a major street and he is very opposed to it, especially for vehicles.

John Cullerton: the purpose was for bikes and pedestrian, but in the category 5 series, it was critical to the functioning of those options. In category 4, it is not essential for those.

Sam Imperati: so, to be clear, is it currently for bikes, pedestrian or vehicles?

John Cullerton: bike/pedestrian focus.

Eric Lovell: always thought it was bike/pedestrian. And such a connection would be beneficial for Gary's area. A bike pedestrian focus will be a very pleasant way to get across. It would increase quality of life and transportation.

Lloyd Lindley: to provide a little history, in 1999 and 2000, the Lloyd District Development Strategy was done, with an emphasis on creating connection to the river. The idea was to make a pedestrian/bike connection. One idea was a park bridge, a bike and pedestrian only facility. Later, with Rose Quarter plan, it popped up as a vehicular connection. The intention was to create a great crossing to connect residents to the water.

Tracy Whalen: if you look at this micro-area, this area is a nice quaint area. She agrees you do not want to introduce traffic. It is a good connection, a good way to get people off main thoroughfares.

Gary Warren: can we change the green dashed line to a brown dashed line, which means a proposed bike/pedestrian crossing.

John Cullerton: we are preparing information on Clackamas and Hancock overcrossings - how it would physically look and how it would perform as bike/pedestrian facility.

Gary Warren: he attended charrettes, at the end, talked about bike/pedestrian – no discussion about vehicles. Only at transportation subcommittee did the notion of vehicles come up.

Dean Gisvold: would it be useful to the staff to have a strong vote, but not a binding resolution?

Paul Smith: PBOT supports Clackamas as bike/pedestrian only.

Tracy Whalen: proposes any study for Clackamas only be bike/pedestrian.

Mike Warwick: can we add Hancock?

Eric Lovell: Hancock is a separate issue, recommends handling it separately.

Tracy Whalen: fine with friendly amendment to add Hancock.

Joe Zehnder: would like to study what kind of vehicular connection could be provided with Hancock? Thinks that is something worth considering, as the City is searching for a solution that provides connectivity but does not provoke this type of negative feedback. Something that works for more folks. He would hate to take it off prematurely.

Andy Johnson: the point of a Hancock overcrossing is how, at least, not to make connectivity worse.

Lloyd Lindley: one thing we have heard form Eliot is reconnecting with the quadrant. Hancock is a baby step toward re-knitting the neighborhood and possibly developing the Blanchard site. The team could look at how to keep it a local street that serves the neighborhood.

Fred Eberle: as Andy started to note, it was a replacement for many other options; to say “no cars on Hancock” would negate many other options because it would remove essential functions.

Mauricio Leclerc: agrees with what has been said; the analysis you have seen assumes Hancock as a reliever. The analysis is what Fred mentioned - otherwise it would be a very different set of 4s.

Britt Brewer: 100% in support of Gary for Clackamas and is 100% against Hancock.

Mike Warwick: will withdraw amendment; but is with Gary on that notion that it could be a runaway train. He is ok if Hancock is studied. Also, the neighborhood wants to keep the traffic calm, they are not in favor of creating a car thoroughfare.

PUBLIC COMMENT

Lee Perlman lives in Eliot and is a member of Eliot LU Committee. For the same reasons Gary Warren has sited, he has concerns about adding more traffic to the neighborhood. He still has trouble seeing how you could do that and not have that experience. If you cut off Hancock, people will find another street. This neighborhood would not support it.

Brad Perkins said we need to try to get bicyclists off Broadway-Weidler. There is a committee looking at de-coupling 15-24th Avenues, and to do that, you need to get the bikes off Broadway-Weidler. He is in support of bikes/pedestrian on Hancock. Roger Geller and the bike committee feel comfortable getting bikes off Broadway as a main thoroughfare. Whatever improvement should emphasize car traffic on Broadway-Weidler.

Sam Imperati: motion on table, for purposes of moving forward, is that Clackamas is for bike-pedestrian only.

Votes:

- 1 - Bob, Wayne, Owen, Britt, Debra, Wanda, Gary, Mike, Heidi, Eric, Matt, Pauline, Dean, Tracy, Lloyd,
- 2- Malina, Joanna

Sam summarized that, including the votes we have taken, the SAC is comfortable with the amended package of options going forward for further study.

Dean Gisvold: changes his vote on 5a to a 2.

PUBLIC COMMENT

Alan Rudwick comment on 4c, wants to make a formal request that this option be studied without mainline improvements. Thinks this has some land use and mainline benefits.

SCREENING FACTORS FINALIZED & EVALUATION CRITERIA DRAFT PRESENTED

Sam said that our next agenda item is about evaluation criteria. It is late, there is not enough time for discussion, and wonders what people prefer we do given time constraints. The options are to end meeting now and do email with descriptive text and a process for voting, have the discussion now and stay for an additional 30 minutes, or something else, such as staff proceeds conditionally, and comes back to you in Sept.

Lloyd Lindley: how much have we seen this?

Fred Eberle: it was introduced at the last SAC, discussed thoroughly at the Subcommittee in July, but never fully discussed with the full SAC.

Sam Imperati: briefly reviewed document structure and contents.

Dean Gisvold: fading fast, has not had time to review, and would like to do it over email.

All but Wayne, Wanda, and Mike voted in favor of that approach, so we will proceed and send it out next week.

Heidi Guenin: recommends a collaborative on-line approach, there lots of benefit to that. And, tell us what Pauline says since she does not have email.

NEXT STEPS AND MEETING EVALUATION

Sam distributed the evaluation form.

ADJOURN

Sam thanked everyone for a good meeting and adjourned at 8:40 pm, with apologies for keeping folks late.

SAC #8 Meeting Evaluation Summary
JULY 28, 2011

15 Evaluation Forms

		Poor	Fair	Good	Very Good	Excellent
1)	**OVERALL MTG QUALITY**			4	7	2
2)	**PACING**		Little Slow	Just right	Little Fast	
			2	11		
3)	**CLARITY PRESENTATIONS**		1	8	4	2
4)	**DOCUMENTS**		1	5	5	4
5)	**DISCUSSION**			2	9	4

6. MOST USEFUL?

- Accommodation of civil tone even in face of great differences in opinion
- Clarification of reasons why options were removed for further study
- Concept alternatives workbook
- Diagrams with explanations
- Humor
- Open debate
- Professionalism and skills of both LU and Transp Teams
- Sam I.
- Specifics

7. LEAST USEFUL?

- Attempts to narrow down options seems to early in this process
- General BS which is incomprehensible
- Schedule slippage – looks like I will miss Project Runway!

8. COMMENTS, SUGGESTIONS, OR QUESTIONS?

- Documents are generally very good. Interchange diagrams, however, are very poor and confusing
- Keep up the good work
- More details that state practical use of roadways
- Need to find a way to make public comment easier/more comfortable for folks who haven't been part of the process yet
- Would like to receive red-lined/yellow-lined documents a week before meeting

Notes respectfully submitted by the Institute for Conflict Management facilitation team.

N/NE Quadrant and I-5 Broadway/Weidler Plans

Revised Phase 3 Evaluation Matrix

The following is a revised Phase 3 Evaluation Matrix that incorporates comments received from SAC and Subcommittee members on previous drafts dated June 15 and July 28, 2011.

This matrix will be used during Phase 3 to evaluate concepts under consideration, leading to SAC endorsement of a recommended Quadrant Concept and a recommended I-5 Freeway/Interchange Concept. Once this direction on recommended concepts is established, the project will move into Phase 4, which will involve development of the final plan products and additional detail to support the recommended concepts including policies, targets and implementation strategies.

Goals and Objectives

The column on the left contains the N/NE Quadrant and I-5 Broadway-Weidler Plans project goals as adopted by the SAC, numbered from 1 to 8. Under each goal are related objectives derived from a number of sources including SAC and subcommittee meetings, the Issues, Opportunities and Constraints report, public events and other public and agency input.

Together, the goals and objectives represent what we hope to achieve with the N/NE Quadrant and I-5 Broadway-Weidler Plans as a whole. They will guide development of recommended concepts during Phase 3 and provide a means for determining whether the final proposed plan, developed during Phase 4, is balanced and complete and meets the aspirations and intent of project stakeholders.

Evaluation of the Quadrant Concept

During Phase 3, beginning at the September SAC meeting, the project team will present a 70% draft of a proposed Quadrant Concept to serve as a starting place for SAC deliberation that will result in a recommended Quadrant Concept. The concept proposed by the project team will largely be comprised of ideas contained within the three concept alternatives prepared in Phase 2, and will be informed by the goals and objectives, analysis of options, and extensive outreach to the public, community groups and stakeholders.

Following SAC discussion and preliminary direction, the project team will evaluate the emerging Quadrant Concept against the project goals and objectives to ensure that it fulfills the intent of stakeholders. That work will be presented to the SAC in November. The evaluation will largely be qualitative in nature, but quantitative measures will be provided where they are available. In some cases, the objectives will not clearly be represented in the Quadrant Concept. Those objectives will be identified for further work within the next phase of the project when more specific plan proposals, including policy language, will be developed.

Evaluation of Freeway Concepts

The column on the right contains evaluation criteria specific to the freeway interchange and related local transportation interface element of the project. Each evaluation criterion is tied to one or more goal or objective. They are generally more specific or quantitative than the objectives and are tailored to the infrastructure project characteristics of the freeway planning element. Specific measures have been developed for each criterion like those used in the Phase 2 screening process. These evaluation criteria will be used to evaluate the pros and cons of the freeway concepts approved by the SAC for Phase 3 analysis and evaluation at their July 28, 2011 meeting.

N/NE Quadrant and I-5 Broadway/Weidler Plans Goals and Objectives	Freeway Interchange & Local Transportation Interface Concepts Evaluation ~~Measures~~Criteria
1. A diverse mix of commercial, cultural, entertainment, industrial, recreational and residential uses, including affordable housing: a. Provide opportunities for a variety of desired land uses in the quadrant and its Subdistricts b. Foster distinct and complementary subarea identities within the quadrant. c. Encourage uses that complement regional facilities including the Rose Garden, Memorial Coliseum, Convention Center and Lloyd Center, while seeking to balance the episodic nature of these attractions with additional activities. d. ~~Foster~~ I~~i~~ncrease~~d~~ residential density and improve jobs to housing ratio in the quadrant ~~by 2035~~. e. ~~Create opportunities for~~Increase affordable housing close to multimodal transportation systems and other appropriate locations. f. Preserve existing housing in the quadrant. • Consider the impacts of proposed Freeway Interchange improvements on nearby residential dwelling-including land use and zoning impacts. g. Provide open space, parks and recreation opportunities. h. Provide access and highlight the quadrant's relationship to the Willamette River	Note: Only the evaluation criteria to be measured for the transportation concepts in Phase 3 are listed here. (1.f. and 2.d.) Minimize the need to purchase property for right-of-way. (measure acres needed by land use) (1.f.) Minimize residential units displaced and impacts to existing residential development
2. Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages: a. Create opportunities for new employment and a variety of employment types and levels. b. Maintain or increase development potential where appropriate, e.g. through zoning, infrastructure and creation of new parcels. c. Foster increase in future high density commercial development in appropriate locations while supporting and encouraging industrial activities in current industrial areas. d. Retain and support existing and local businesses in the quadrant. e. Support and strengthen the retail environment.	(2.) See 5.a. for active transportation access (2.d.) Minimize businesses displaced and impacts to existing businesses.
3. Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment: a. Create opportunities for new strategically located parks and open space. b. Maintain and create new access points to the river. c. Enhance and create new fish and wildlife habitat, tree canopy, and green infrastructure in appropriate locations~~.~~ d. Support sustainable development goals and practices, including ~~creation~~ understanding and impacts of the Lloyd Eco-District.	(3.b.) Location and level of local connectivity improvements (See 5.a.) (3.c.) Amount of enhanced street tree canopy (3.c.) Reduction of storm water run-off (meet or exceed City and State requirements) and energy use

N/NE Quadrant and I-5 Broadway/Weidler Plans Goals and Objectives	Freeway Interchange & Local Transportation Interface Concepts Evaluation ~~Measures~~Criteria
4. Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods: a. Create sensitive transitions between the more highly urban Central City and adjacent residential neighborhoods. b. Foster concepts that support high-density development in the Lloyd District in appropriate locations and minimize their impacts on adjacent neighborhoods-Eliot, Irvington, and Sullivan's Gulch. c. Provide for amenities and services, such as parks, schools and connections, at a level appropriate to support the type and intensity of development proposed.	(4.) Health and safety impacts of proposed new infrastructure (See air quality under 5.b.) (See transportation safety under 5 and 6)
5. A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system: a. Improve multi-modal transportation accessibility and connectivity within and through the quadrant (e.g. via new or improved connections across freeway and in the district) b. Encourage the use of transportation modes other than single occupancy vehicles to ~~and~~ reduce~~s~~ auto ~~gas~~ emissions and vehicle miles traveled.~~(e.g. via reduced median work and non work trip distance and auto mode split)~~ c. Improve circulation for all modes in the Rose Quarter Transit Center. d. Accommodate present and future multimodal access needs of the quadrant e. Improve freight access from freeway and railroads to industrial areas and major destinations. f. Increase safety within the quadrant for all modes. g. Provide a street hierarchy system that supports the quadrant's desired urban form, land use and livability goals. h. Provide parking and transportation demand management strategies that better support the needs of the quadrant. ~~i.Provide for Quadrant portal capacity to accommodate future multi-modal access needs for all trips destined to, from, and through the quadrant, with a distribution of trips appropriate to the desired street hierarchy.~~ ~~j~~i. Support the ODOT High Speed Rail study, including analysis of alternative routes and station locations from existing rail facilities.	(5.a., 5.f. and 6.f.) Provide pedestrian and bicycle infrastructure and minimize pedestrian and bicycle conflicts with motor vehicles: • Increase quality (comfort/safety) of bicycle freeway crossing opportunities • Improve transit access and operations via fast, direct connections, better reliability and access • Increase quality (comfort/safety) of pedestrian freeway crossing opportunities • Provide direct pedestrian and bicycle connections to and from the following key locations: o Broadway Bridge o Steel Bridge o Rose Quarter/Transit Center o Oregon Convention Center o Lloyd Center o Vancouver/Williams Corridor north of Hancock o Broadway/Weidler Corridor east of I-5 (5.a. and 6.d.) Identify and address system-wide transportation impacts of proposed interchange improvements, including traffic diversion, local access and circulation, transit operations, freight movement and on land uses. (5.b.) Reduce auto emissions o Reduction of emissions (improve air quality) o Reduction of greenhouse gas emissions

N/NE Quadrant and I-5 Broadway/Weidler Plans Goals and Objectives	Freeway Interchange & Local Transportation Interface Concepts Evaluation ~~Measures~~Criteria
	(5.b.) Reduce single occupancy vehicles (SOVs) with Transportation Demand Management (TDM) measures in Land Use Plan ○ Vehicle Miles Travelled per Capita ○ Increase Mode Split on non-SOVs (5.e., 6.c. and 6.f.) Minimize conflicts between freight traffic and other modes (5.f.) Improve freeway safety (5.f.) Reduced opportunities for traffic speeding on local street network (peak and off peak)
6. Improve the local circulation system for safe access for all transportation modes within the quadrant and at freeway interchanges. a. Provide affordable, reliable, time saving and effective range of multimodal transportation solutions. b. Connect regional trail system via local pedestrian and bicycle network. c. Improve freeway operations for transit (C-TRAN), freight and auto. d. Improve local access across freeways and rail crossings via improved, safer crossings and additional separated facilities for cars, pedestrians and cyclists. e. Improve access to transit for residents, employees and visitors. f. Seek to significantly reduce accident potential. g. Minimize local land use impacts of transportation infrastructure. h. Improve rail operations for freight and passengers (e.g. "S" curve in UPRR Mainline).	(6.a.) Refer to 9.b. below. (6.c.) Improve weaving Level of Service (LOS) on I-5 at Broadway/Weidler. (6.c.) Mainline through traffic performance. (6.d.) Improve local circulation and freeway crossing opportunities. (6.f.) Lower likelihood of collisions on I-5 between Broadway and I-84. (6.g.) Potential construction impacts on land uses and transportation network and transit operations. (6.g.) Refer also to 1. above and 8. below.
7. Equitable access to community amenities and economic opportunities: a. Avoid/minimize/mitigate involuntary displacement of quadrant residents, businesses and jobs. b. Provide for a broad array of employment types and encourage living-wage jobs. c. Provide for diversity of housing types that meets the needs of all income-levels and a variety of household types and lifestyles. d. Provide for amenities and services, such as parks, natural areas, schools and connections, at a level appropriate to support the type and intensity of development proposed. e. Increase the capacity of existing residents and business owners to share in the benefits from growth in the quadrant. f. Ensure that the plan compliments economic development and housing strategies to build capacity for existing area residents and businesses.	(7.a.) Minimize negative impacts to access, circulation, parking for major destinations / facilities and events

N/NE Quadrant and I-5 Broadway/Weidler Plans Goals and Objectives	Freeway Interchange & Local Transportation Interface Concepts Evaluation ~~Measures~~Criteria
g. Ensure that infrastructure improvement do not have disproportionate public health impacts. h. Ensure that plan proposals address the needs of local residents and businesses while recognizing the importance of the quadrant's region-serving facilities and infrastructure. i. Ensure the plan broadly supports the equity objectives established through the Portland Plan process.	(7.g.) Health and safety impacts of proposed new infrastructure (See 5.b.[air quality], 5. and 6. [safety] above). (See 1.f., 2.d. and 8.b.)
8. Protection and enhancement of the cultural heritage of the area and its sub-districts: a. Preserve, enhance and celebrate historic and cultural resources. b. Avoid/minimize/mitigate demolition of historic and cultural resources. c. Avoid or minimize adverse impacts on cultural or high priority community sites.	(8.b., c.) Minimize~~Measure~~ impacts to existing historic and culturally significant structures and high priority community sites. (8.c.) Minimize negative traffic pattern changes in residential neighborhoods (forecast traffic volumes) • NE 2nd.Ave • NE 3rd.Ave • NE Hancock St • NE Rodney St • NE Tillamook St • NE Schuyler St • NE Clackamas • NE Flint
9. Additional Criteria: a. Ensure plan proposals are ~~practical,~~reasonable and implementable~~ and cost-efficient~~. b. Ensure capital costs are within project limits. c. Ensure plan proposals are consistent with relevant adopted local, regional and state land use and transportation goals and policies. d. Ensure plan concepts and proposals are consistent with relevant goals and objectives of the Portland Plan and Central City 2035 processes.	(9.b.) ~~Develop~~ Broadway/Weidler Interchange and Local Transportation Interface cost estimates

N/NE Quadrant and I-5 Broadway/Weidler Plans

Phase 3 Evaluation Matrix - Stakeholder Comments and Staff Responses, September 22, 2011

Comments #1 - 77 were received prior to SAC #8 on 7/28/11. The responses to those comments were previously provided to the SAC in the 7/28/11 meeting packet. Comments #78 - 132 were received in response to the email vote on the 7/28/11 draft. The new comments and response start on page 8.

Comment Source	#	Comment	Staff Response
SAC Meeting (6/16)	1	The items related to the freeway interchange and local transportation need to be weighted.	The proposed evaluation measures include measures to analyze impacts on all transportation modes for local, city and regional travel needs. Measures will depend on the type of street and type of trips. Each SAC member will determine their own priorities or weighting as they recommend alternatives to forward.
SAC Meeting (6/16)	2	There are many measures related to bike/ped, but no mention of safety.	See 5.f. and 6.f.: Increase quality (comfort/safety) of bicycle freeway crossing opportunities and Increase quality (comfort/safety) of pedestrian freeway crossing opportunities
SAC Meeting (6/16)	3	When will we see a merging of the two categories of concepts, land use and transportation?	During Phase 3, a recommended Quadrant concept will be proposed prior to finalizing a freeway concept. This recommended Quadrant Concept will be evaluated against the Transportation Concepts.
Subcommittee Meeting (7/13)	4	We need more quantifiable measures on the land use side.	Phase 3 will develop a recommended Quadrant Concept based on land use and urban design principles. Measures, where appropriate, for the Goals and Objectives for the Quadrant Plan will be part of the final plan, Phase 4.
Subcommittee Meeting (7/13)	5	Don't just measure things; aim to reduce or increase	Both land use and transportation concepts are designed to improve conditions (reduce or increase). However, there are tradeoffs, so improving one element may negatively effect another. We will measure the results, and report them so the SAC can see which elements are improved or impacted to help in the decision process of which options to recommend. The NNE Quadrant plan would propose potential targets for Phase 4.
Subcommittee Meeting (7/13)	6	Is there a phase 4 where we test the freeway concepts against the land use concepts?	See response to #3. In Phase 4, a recommended freeway concept will be evaluated with the recommended land use concepts for assess the overall transportation impacts.
Subcommittee Meeting (7/13)	7	Has the City done an analysis of the development capacity based on these scenarios?	The Subdistrict Profiles as part of the existing conditions identify the development capacity for the NNEQ, and has capacity to accommodate these land use scenarios.
Subcommittee Meeting (7/13)	8	Are you going to ask the SAC to approve these criteria?	Yes, on July 28
Subcommittee Meeting (7/13)	9	Can we look at vacating streets as a jobs supporter, because it creates developable land?	Street vacation is a separate city process. This plan could identify potential opportunities for street vacation if needed for economic development or other reason.

N/NE Quadrant and I-5 Broadway/Weidler Plans

Phase 3 Evaluation Matrix - Stakeholder Comments and Staff Responses, September 22, 2011

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Comment Source	#	Comment	Staff Response
Subcommittee Meeting (7/13)	10	Focus on creating affordable housing close to multimodal transportation-systems and social services.	Access to transit for housing and jobs will be examined. Overall, the N/NE Quadrant plan has high transit coverage and will be documented. Objective 1.e. has been reworded to encourage affordable housing close to multimodal transportation systems. Within the Central City, access to social services is not anticipated to be an issue.
Subcommittee Meeting (7/13)	11	High density at bridgehead/Blanchard at odds with goal of maximizing Lloyd	The Land Use, Urban Design, and Local Transportation Workbook contains subarea questions that ask the community where to focus commercial development. The NNEQ Quadrant Plan is a 25 -year guide for development and will support strategies for economic development throughout the study area. Infrastructure investments have been in place to stimulate development in the Lloyd, such as the LRT and the current streetcar project.
Subcommittee Meeting (7/13)	12	Separate 2c – fostering commercial development and supporting industrial activities are two separate thoughts.	Commercial development can complement industrial activities. Widmer for example is both manufacturing and commercial. Each subarea may also have a different emphasis, similar to the Central Eastside Industrial area.
Subcommittee Meeting (7/13)	13	Which areas are you trading off with the commercial development? Where do you encourage tradeoffs?	The Land Use, Urban Design, and Local Transportation Concept Alternative Workbook contains subarea questions that ask the community questions to determine where to focus future commercial development.
Subcommittee Meeting (7/13)	14	Make sure we are keeping the existing businesses in mind with freeway impacts.	See 2.d. and 7.a. for example. Impacts on existing businesses will be measured - including access and circulation changes, parking impacts and building impacts.
Subcommittee Meeting (7/13)	15	In 4b, make sure we are supporting/encouraging small neighborhood businesses.	Goals and Objectives contained in 2.d., 7.e., 7.f., and 7.h. addresses this comment.
Subcommittee Meeting (7/13)	16	There is confusion about air quality measurements. Will you do a hot spot analysis?	Hot Spot analysis is done at the most congested intersections where traffic is queuing significantly. ODOT has requested more information from URS (the project consultant) on the level of effort and cost of this analysis. This analysis may need to be conducted in the NEPA phase.
Subcommittee Meeting (7/13)	17	Add access to transit to measures under goals 5 and 6	See response to #10. Access to transit for housing and jobs will be examined within a 1/4 mile of bus stops, streetcar stops, and LRT Stations.

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Comment Source	#	Comment	Staff Response
Subcommittee Meeting (7/13)	18	Need more about pedestrians in this section	Staff believes these measures are appropriate. Pedestrians are included under "multimodal." See 5a-d, 5f, 5i, 6a, 6b, 6d for original and edited language.
Subcommittee Meeting (7/13)	19	Minimize impacts to streetcar operations during freeway construction and ongoing.	Added measures 5.a, 6.d. and 6.g.
Subcommittee Meeting (7/13)	20	Should we be prioritizing what type of access is maintained in 5D? Should we de-emphasize single occupancy vehicle (sov) access?	Added "multimodal" to objective 5.d. Balancing the access needs for all travel modes will be important for the economic vitality of businesses in the study area. See comment 15.
Subcommittee Meeting (7/13)	21	Preserve single occupancy vehicle access as it relates to local merchants.	Added "multimodal" to objective. See response to #20.
Subcommittee Meeting (7/13)	22	Increase housing/employment that has good access to transit	See response to #17. Also, note the N/NEQ currently has very good transit coverage.
Subcommittee Meeting (7/13)	23	Add “more” to bullet 6a, after “provide”. Also reference reliable, time-saving transportation solutions	Added "reliable, time -saving and effective" to objective 6.a., instead of "more".
Subcommittee Meeting (7/13)	24	Add “improve rail operations for freight and passenger rail”	Added as 6.h.
Subcommittee Meeting (7/13)	25	Explore options to add a high-speed rail station	High speed rail options are part of a state-wide planning effort. This plan will coordinate with this effort. The SAC could recommend that ODOT Rail include EIS scoping to include alternatives that may include: the I-5 corridor for HSR, including tunneling portions of the route entering Portland, alternative station locations on the east side of the Willamette River and a route to Vancouver on the UPRR alignment through North Portland instead of the BNSF alignment in NW Portland. See new objective 5.j regarding supporting the ODOT high speed rail study.
Subcommittee Meeting (7/13)	26	Develop 3 Equitable Access criteria to evaluate alternatives?	See change to 1.e. Also, Objective 7.d. includes connections to services, including access to multimodal transportation options.
Subcommittee Meeting (7/13)	27	Need to make the objectives more clear	Agree. As part of planning process, staff will continue to refine the goals and objectives based on community inputs with the intention of developing clearer objective statements.
Subcommittee Meeting (7/13)	28	Focus on local jobs and contracting opportunities	Not applicable for alternatives evaluation. There is a broad procurement policy on contracting and subcontracting goals in place.

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Comment Source	#	Comment	Staff Response
Subcommittee Meeting (7/13)	29	Clarify hierarchy in policy context for avoid/minimize/mitigate approach to preserving cultural heritage.	Avoid means try not to impact a resource at all. Minimize means if you cannot avoid it; impact the resource as little as possible. Mitigate means if impacted, there may be mitigation required: payments for property, relocation costs, replace equivalent area of resource impacted, etc.
Subcommittee Meeting (7/13)	30	We should separate the gentrification impacts from the transportation impacts.	Objective 7.a. is focused on the issue of gentrification.
Subcommittee Meeting (7/13)	31	Add something about traffic impacts to neighborhood fabric and character.	Added 5.a. and 6.d.
Upstream Public Health et al.	32	The current evaluation measures do not go far enough in considering the need to reduce SOV trips and increase active transportation mode share.	Added Vehicle Miles Traveled (VMT) and Mode Split to 5.b. As part of the CC2035 and NNEQ Planning Process, BPS and PBOT will be updating the CCTMP to address mode split targets.
Upstream Public Health et al.	33	How can we improve transit with this project?	Added 6.e.; also transit service improvements are assumed in the transportation model and the RTP; funding and implementation are functions of the TriMet budget.
Upstream Public Health et al.	34	There are not enough measures examining safety and employment impacts.	Staff believes the proposed measures are appropriate.
Upstream Public Health et al.	35	Concepts 6 and 3 look like the best places to start with respect to meeting the objectives and providing alternative ideas to improve the concepts.	The SAC will discuss and recommend the alternatives they, as a group, believe best meet all of the Goals and Objectives.
Upstream Public Health et al.	36	Measure impacts of configuration changes on major attractions. (1c)	1.f., 2.d., 6.d. and 7.a. measure impacts on all land uses, including major attractions.
Upstream Public Health et al.	37	Would configuration remove residential or RX zoning areas? (1f)	Overall zoning issues will be addressed as part of the CC2035 and NNEQ to identify best strategies to support existing residential dwellings and to support future residential developments. 1.f. will measure both acreage of RX zoning required for ROW and any residential dwellings displaced by the freeway project.
Upstream Public Health et al.	38	Does the configuration block access or development for parks and recreation areas? (1g)	The alternatives are intended to improve access to existing open space; additional open space opportunities have been incorporated into the Quadrant concepts and will be refined with the freeway options.
Upstream Public Health et al.	39	Check whether the configuration removes jobs or commercial space. (2d)	2.d. will measure both acreage of employment zoning required for ROW and any businesses displaced

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Upstream Public Health et al.	40	Does the configuration prevent or degrade access to current and future employment locations through the active and local transportation systems? (2)	5.a. measures bicycle and pedestrian access to employment and other locations
Upstream Public Health et al.	41	Measure parks/open space per user (including workers and residents). (3a)	Park deficient areas were identified in the Design Central City Report (http://www.portlandonline.com/bps/index.cfm?c=51133&), and incorporated into the Quadrant Concepts. Objective 7.d. address the need for appropriate parks and open space.
Upstream Public Health et al.	42	Specifically improve east-west connections across the freeway. (3b)	Incorporated into the Quadrant Concepts and Freeway Concepts. 3.b. and 5.a. measure bicycle and pedestrian access and freeway connections.
Upstream Public Health et al.	43	Change measures to *Improve* air quality and *reduce* greenhouse gas emissions.	See reworded 5.b.
Upstream Public Health et al.	44	Connectivity measures – block length, node connectivity (alpha & gamma measures). (5a)	5.a. measures bicycle and pedestrian connection quality
Upstream Public Health et al.	45	Evaluation of bike/ped/transit facility type (width, buffers, amenities, etc.). (5a & 5f)	5.a. measures bicycle and pedestrian connection quality
Upstream Public Health et al.	46	Overall street width. (5a & 5f)	A Complete inventory of street width is contained in Atlas, linked: http://www.portlandonline.com/bps/index.cfm?c=53634&a=327972
Upstream Public Health et al.	47	Traffic volume and speed. (5a & 5f)	8.c. and 5.f. measure traffic volumes and speeds
Upstream Public Health et al.	48	A measure related to parking & TDM – not sure what this would look like, but there's nothing here so far. (5h)	As part of the overall planning for NNEQ, mode split targets to increase the use of alternative transportation modes, reduce VMT, and greenhouse gas emission will be developed.
Upstream Public Health et al.	49	Not just quality of freeway crossing opportunities but of local connections and crossings. (5a & 5f)	5.a. measures connections and circulation across and around the freeway
Upstream Public Health et al.	50	Current crash rate of relevant locations. (5f)	See Existing Conditions Report
Upstream Public Health et al.	51	Nearly everything we'd suggest for #5. (6f)	Each measure will be used once; will not repeat the measures under 5. See section 6.

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Comment Source	#	Comment	Staff Response
Upstream Public Health et al.	52	Travel time through the corridor by mode (and add “efficient, fast, safe, and comfortable” to “affordable range of multimodal transportation solutions” objective. (6a and 6e)	Deleted 6.e.; added "reliable, time-saving and effective" to 6.a.
Upstream Public Health et al.	53	HCM 2010 bicycle and pedestrian LOS. (6a)	HCM bicycle and pedestrian LOS is essentially what we're measuring in 5.a.
Upstream Public Health et al.	54	Share of network with speeds less than 20mph, 25mph, 30mph, etc. (6f)	The Quadrant Concept proposes alternatives for street functions and could lead to a street hierarchy system that illustrates a network travel speeds. Refer to the Workbook.
Upstream Public Health et al.	55	Rather than “seek to reduce accident potential” as an objective, shoot for a better outcome! Vision Zero? Exemplary safety record for this type of freeway interchange? (6f)	Human behavior is very unpredictable and as a result nearly impossible to achieve a situation of Zero incidents of accidents.
Upstream Public Health et al.	56	Improve freeway access & mobility for transit & not just freight and auto. (6c)	Added transit to 6.c.
Upstream Public Health et al.	57	TDM measures seem to belong in 5 and 6c, too – parking pricing & availability, carpooling, transit improvements, enhanced SmartTrips program?	See response to #48. The city anticipates continuing a partnership with the Lloyd TMA and other organization to define specific strategies.
Upstream Public Health et al.	58	Change 7g to "do not have negative public health impacts.”	The team will measure air quality and estimate safety improvements to see what impacts are reduced
Upstream Public Health et al.	59	Many of the suggestions made for goals #4, 5, & 6 would fit here, too.	Each measure will be used once; will not repeat the measures under 5 in 6.
Upstream Public Health et al.	60	One objective is to “ensure capital costs within project limits,” but what are those limits? What about budget for programs and operations (especially for TDM)?	ODOT is anticipating a project cost range of $100-200 million
Upstream Public Health et al.	61	Ensure plan proposals are consistent with adopted policy. See comment summary for complete list of highlighted policies. Or we could list each policy…	Both the Quadrant Plan and the Freeway Plan will make findings for consistency with State, Regional, and City policies and statutes. Also, include in objectives 9.c and 9.d.
Chris Deffebach (Metro)	62	Make sure there are transportation criteria that measure impacts on transit operations.	Added 6.g. and measure under 5.a.

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Comment Source	#	Comment	Staff Response
Chris Deffebach (Metro)	63	Include transportation criteria that capture effect of street connectivity on redevelopment opportunities as related to urban design and multimodal transportation.	Current City policies in the Central City Plan and the Transportation System identifies a system of street connectivity for the Central City. The Quadrant Concepts suggests an alternative system of connectivity to link development, open space, and multi-modal network for public discussion.
Chris Deffebach (Metro)	64	Add a transportation criterion under the displacement measure to reflect the impacts of non-physical displacement on potential redevelopment, such as noise.	Noise impacts will be modeled during the NEPA process
Chris Deffebach (Metro)	65	Add a transportation measure to capture the impact on special event traffic operations.	The Staff will review Rose Quarter traffic plans and develop circulation systems in each alternative to accommodate Rose Quarter traffic if existing, planned traffic patterns are impacted.
Chris Deffebach (Metro)	66	Measure which options increase the number of jobs or households near transit.	Access to transit for housing and jobs will be examined within a 1/4 mile of bus stops, streetcar stops, and LRT Stations.
Chris Deffebach (Metro)	67	Measure which options align with or support the market to facilitate job and housing development.	Access to transit for housing and jobs will be examined within a 1/4 mile of bus stops, streetcar stops, and LRT Stations.
Jenny Lyman (transit riders)	68	Include access to transit as a measure under goals 5 and 6.	Added 6.e.; also transit service improvements are assumed in the transportation model and the RTP; funding and implementation are functions of TriMet budget.
Mike Warwick	69	The goals and objectives should be reworked to make the document shorter and focused with more measurable metrics.	See response to # 27.
Mike Warwick	70	Each subarea should have individualized and appropriate goals and objectives.	Agree. The Workbook with the subarea questions and survey will help inform the goals and objectives for each subarea.
Mike Warwick	71	The major land use goals should be simplified. Suggested new goals: 1)Vibrant urban neighborhoods, 2)Economic development; 3)Environmental health; 4)Social health; 5)Transportation systems for the future; 6)Local transportation options that serve the neighbors; 7)Social equity; 8) Honor the area's heritage; 9)Cost effectiveness.	See response to #27.
Mike Warwick	72	See the comment summary for a detailed re-write of objectives.	See response to #27.
Mike Warwick	73	The highest 2 priorities for each goal based on the current matrix are as follows: 1b, 1f, 2a, 2c, 3a, 3d, 4a, 4b, 5g, 6e, 6g, 7b, 7c, 8a, 8b, 8c, 9a, 9d.	Each SAC member will determine their own priorities as they recommend alternatives to move forward.

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NE Coalition of Neighborhoods	74	Freeway improvement projects should "do not harm" to existing neighborhoods.	The goals and objectives are to avoid/minimize impacts. See 8.c. There are tradeoffs and mitigations to consider with each alternative
NE Coalition of Neighborhoods	75	Freeway improvements should be accommodating to the land use and urban design project goals.	Freeway improvements will be evaluated for land use and urban design goals
NE Coalition of Neighborhoods	76	Streetcar improvements and associated development priorities should be carefully considered in any freeway changes.	See 6.g.
NE Coalition of Neighborhoods	77	Livability for all inner N/NE Portland residents should be increased, and equitable access to jobs, service and other neighborhood improvements is most important.	These comments are reflected in the Goals and Objectives in 1, 2, 4 and 7.
The above comments were received prior to SAC #8 on 7/28/11; the below comments are in response to the email vote on the 7/28/11 draft.			
Malina Downey	78	My vote is #2 – I have similar concerns on the detail of the criteria on specifically the #5 grouping and the measures of safety impact and freight accessibility.	Safety and access for freight is inherent in the design process as engineering is required to address safety and access concerns as relates to specific criteria such as turning radii, queue length etc. As part of the evaluation of the concepts, one of the criteria to be measured will include weave and merge level of service to determine how well adding an auxilliary lane addresses the the number of side swipe and rear end collisions.
Dean Gisvold	79	I am attaching my redlined version of the goals and objectives, the Phase 3 Matrix. I especially want to see specific language in the objectives which protect the 3 properties in the I-5 Weidler/Broadway discussion, Paramount Apartments, Madrona Studios, and the Leftbank Project. It has been stated on numerous occasions that this is the case, but nothing specific is in the objectives.	None of the concepts being considered would demolish the Paramount Apartments, Left Bank buildings or Madrona Studios. However, there may be impacts to circulation patterns. Freeway measures 8.b and c. will measure demolition and impacts to historic and culturally significant buildings. Revisions to 1f, 2d and 8c have been included to ensure that impacts to other existing residential and business uses are measured, in addition to displacement. Weighing impacts vs. benefits of the different alternatives will be part of the evaluation and decision-making process by the SAC.

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Comment Source	#	Comment	Staff Response
Dean Gisvold	80	Redline comments: Objective 8b. Avoid/minimize/mitigate demolition of historic and cultural resources. **Revise to:** Prohibit demolition of historic and cultural resources. Objective 8c. Avoid or minimize adverse impacts on cultural or high priority community sites. **Revise to:** Avoid adverse impacts on cultural or high priority community sites. Add Objective 8d. Prohibit adverse impacts/demolition of Paramount Apartments, Madrona Studios, and Leftbank Project.	The Quadrant Plan cannot prohibit the demolition of structures, including historic or culturally significant properties, as suggested. It should be noted that while the Paramount Apartments and Left Bank Project are identified as historic resources, they are not on the National Register of Historic Places and therefore are not subject to protections or incentives that might otherwise apply to them. Also see response to #79.
Dean Gisvold	81	I share Mike Warwick's concerns about construction impacts and issues with Box.	We agree that construction impact mitigation will be an important element to be considered. There are many ways to phase construction (building one half of a bridge at a time and diverting traffic on the segment of roadway that is not under construction etc.) With that said, it's hard to be specific about phasing elements without the emergence of a preferred alternative. Construction phasing will be discussed once a preferred alternative is selected. Standard ODOT construction mitigation procedures will be used and will vary based on the specific elements of the preffered alternative.
Dean Gisvold	82	Although I share Mike's concern about the broadness and fuzziness of the current draft of goals and objectives, I am willing to live with the current draft, hopefully with some additional editing to increase clarity and focus. I say this in part based on (a) my experience with other major planning efforts and (b) my positive reaction to the SAC leadership and membership, and the quality of the staff. I was very impressed with the quality of the discussion at the last SAC meeting. In short, my confidence level is high.	Thank you. Most of your redline suggestions have been incorporated.
Dean Gisvold	83	A major concern is that at the end of this process that we have real freeway options, one or more that we can support, not back into, or as Mike puts it, choose "the least evil option among limited choices".	Agree. We will continue to refine the concepts and look at land use/local transportation and the freeway as a holistic package of improvements.

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Dean Gisvold	84	Another major concern is the 800 pound gorilla in the room-the CRC and its impact on what we are doing. My worst nightmare is that the CRC will dictate Rose Quarter options and decisions, not this SAC, and staff.	The N/NE Quadrant process is a separate and distinct project fom the CRC. The I-5 Freeway corridor in the Rose Quarter is a problem that exists today and will continue to exist with or without the CRC Project. The operational and safety issues this project is addressing are due to the unique circumtances of two major interchanges (I-5/I-84 and I-5/I-405) being close together with the Broadway-Weidler Interchange in between and are not intended to increase through capacity.
Dean Gisvold	85	My interests (or the “stakes” that make me a stakeholder) include protecting and enhancing the Irvington historic district, and providing more affordable housing. As you know, I am a 45 year resident of Irvington, now the largest historic district in Oregon. We are dealing daily with the issues surrounding proposals for greater density in historic neighborhoods. Fortunately, the City’s analysis shows clearly there is no need to disrupt existing historic designated districts, such as Irvington, to accommodate the projected growth, even assuming those projections are accurate. The FAR analysis shows plenty of under-utilized land that can support increased density. Does Goal 8 deal effectively with my goals? Well, for now, it is close enough, hopefully again with some editing.	Comments noted. They will be helpful for determining the appropriate direction for the perferred concept. The Land Use, Urban Design and Local Transportation Concept Alternative Workbook contained subarea questions to assist staff in developing concepts and policy recommendations to address these issues regarding development scale, location, and transitions to surrounding neighborhoods.

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Dean Gisvold	86	Densities along Broadway and Weidler can be increased, but not with 10 or 20 story buildings. Some in the neighborhood argue for guidelines rooted in the historic "Streetcar suburb" style of development rather than the over-high structures currently allowed by the zoning. Streetcar suburbs typically had 2-3 story buildings on major streetcar-served routes with retail on the ground floor and residential apartments above. Were the Broadway corridor west of 16th re-built with this style of structure, it would represent a major increase in housing and retail capacity compared to the current pattern, while staying within the historic patterns appropriate to the NR District. Others in the neighbor would look favorably on 4 to six story structures fronting Broadway, but scaling back to 2 to 2.5 story structures on Schuyler, such as the condo project at NE 12th and Broadway. Again, Goal 4 is okay for now.	Comments noted. See response to #85.
Dean Gisvold	87	The need for affordable housing has never been higher. As Board Chair for Central City Concern, I can advise that CCC's average portfolio occupancy is 96% with one year waiting lists	The objectives call for increased affordable housing and a diversity of housing to meet a variety of income levels and lifestyles (1e and 7c). The objectives will be reflected in the quadrant plan through policies and implementation strategies. Specific strategies for affordable housing will be discussed at the next phase, as the financial challenges will be a key part of this discussion.
Dean Gisvold	88	Redline comments: Objective 1d. Foster increased residential density and improve jobs to housing ratio in the quadrant by 2035. **Revise to:** Increase residential density and improve the jobs to housing ratio in the quadrant. Objective 1e. Create opportunities forIncrease affordable housing close to multimodal transportation systems. **Revise to:** Increase affordable housing close to multimodal transportation systems and other appropriate locations.	Revised as suggested.

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Dean Gisvold	89	Redline comment: Objective 2b. Maintain or increase development potential, e.g. through zoning, infrastructure and creation of new parcels. **Revise to:** "Review development potential, e.g. through zoning, infrastructure and creation of new parcels, and the location thereof."	We understand the concern that is objective could be read to mean that development potential must be maintained or increased in all locations in the quadrant. The project team feels this is an important concept to ensure that there is adequate capacity to meet the housing and economic development objectives, however it may not be appropriate in all locations. This objective was revised to more clearly reflect this intent: "Maintain or increase development potential where appropriate..."
Dean Gisvold	90	Redline comment: Objective 2c. Foster increase in future high density commercial development in appropriate locations while supporting and encouraging industrial activities in current industrial areas.	Revised as suggested.
Dean Gisvold	91	Redline comment: Objective 4b. Foster concepts that support high-density development in the Lloyd District in appropriate locations and minimize their impacts on adjacent neighborhoods-Eliot, Irvington, and Sullivan's Gulch.	Revised as suggested.
Dean Gisvold	92	Avoid/minimize/mitigate involuntary displacement of quadrant residents, businesses and jobs.	Revised as suggested.
Dean Gisvold	93	Redline comment: Objective 9a. Ensure plan proposals are practical, implementable and cost efficient. **Revise to:** Ensure plan proposals are reasonable and implementable.	Revised as suggested.
Cynthia Carmina Gomez	94	Things I need to think more about: STEP 3 EVALUATION CRITERIA: 1) Employment impacts; 2) Residential displacement; 3) Safety issues I am curious as to how the above will be measured - in specific terms - and interplay. I am concerned about staff response # 34 and #55 - they seem short and not well thought out. I am interested in revisiting this with my colleagues and staff to collaboratively develop measures.	Employment impacts will be evaluated when a preferred land use is selected and compared to the transportation alternatives. SAC discussions regarding employment impacts (Broadway etc.), have led to the decision to reject concepts with employment impacts. None of the remaining concepts will lead to any residential displacement. Previous comments (see #55) suggested that the project shoot for a better outcome in terms of accidents. Objective 6f has been revised to read: "Seek to significantly reduce accident potential".

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Cynthia Carmina Gomez	95	PHASE 3 EVALUATION MATRIX: On page 2, under #1.e. & 1.f., the evaluation measure is not reflected.	The specific measures proposed on the left side of the matrix will be used to evaluate the freeway interchange alternatives. Objective 1e calls for increased affordable housing. Since the freeway project will not have a role in creating affordable housing, no measure has been proposed. However, more specific housing strategies and targets will be included in the plan, which will be developed as part of the next phase of the project (Phase 4). The financial challenges with affordable housing will be a key part of that discussion. A freeway measure is proposed for objective 1f, related to preserving existing housing - "Minimize residential units displaced".
Cynthia Carmina Gomez	96	Also, the goals and objectives might need to be more detailed. Will this be something that is done later? The way they are written, I have a hard time figuring out what is being stated. Can they be written more clearly?	The goals and objectives listed in the evaluation matrix will be used to guide development of preferred alternatives and to ensure the quadrant plan is balanced and complete. Many of the objectives will not be reflected in the preferred quadrant concept diagram. However, more specific targets, actions, and implementation strategies will be developed to address those objectives in the plan, which will be developed in the next phase of the project (Phase 4).
Heidi Guenin	97	I'm also voting a 2. I appreciate the work that staff put in to respond to the comments that were submitted, and I would like to see us move onto the next phase where we can really start to think about how the freeway concepts and the land use will interact. However, I do have a couple of reservations, some of which have already been mentioned here. While I may not agree with every single issue that has been raised in this e-mail thread, I do agree that most of them do require more discussion. I share the concern of Mike and others that there is a danger of having an outcome that the SAC can tolerate but cannot truly embrace.	The outcome will be a balancing act. An element that one member dislikes may be liked equally by another. We will continue to take feedback and will continue to refine our Concepts as the process moves towards examining the finer grain details. During the current phase of evaluation we are beginning to look at how the freeway, local transportation and land uses work as a system.

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Comment Source	#	Comment	Staff Response
Heidi Guenin	98	Specifically, though, I want to echo Cynthia's concern that Objectives 1e & 1f are not reflected in the measures at all. Also, I'm a little concerned that some of the measures remain high-level/unrefined compared to others. For example, the 5a measures are not clearly spelled out. Will there be opportunities as the process moves forward to work with staff to understand the specific measures that will be used and to provide feedback on those?	See response to # 94 and 95. The project team would be happy to meet with you to discuss the evaluation process in more detail.
Wayne Kingsley	99	I vote one with a few questions. First, as you know the only dogs I have in this parade are: the best I-5 solution possible with only a secondary interest in the land consumed within reason, conservation of the valuable river frontage for industrial use and keeping the 12th Avenue bridge available for freight access to the CES. I also note this quadrant also provides a gateway to downtown and has a number of significant regional attractions for which vehicular and freight access should be protected.	Comments noted. We agree that the Broadway Weidler area is a gateway to downtown and that freeway access and continued freeway movement through the area is of high importance.
Wayne Kingsley	100	Para 5 talks about minimizing SOV traffic. Is there a definition of SOV? Is it the Washington commuter going to work, is it the Maytag repairman going to a home or a computer repair tech on her way to fix a computer and etc? There is also mention of reducing VMT. Is this VMT within the quadrant, the city or the region. If within the quadrant, is this the last mile traveled? There is discussion of air quality vis a vis vehicle emissions presumable from gas and diesel engines. This presents a whole host of issues from near term adoption of electric vehicles, significantly increased mileage of new gas engines (with reduced emissions) and so-to-be mandated efficiency of diesel engines. What about TriMet and buses. It would seem the planning should comprehend these emission improvements.	A SOV refers to any light truck/passenger vehicle with one occupant. An evaluation of emissions is estimated by Metro as part of the regional model output. The impact of one particular concept over another will have a measurable, but minimal change. The 2035 emissions will better than existing due to better fuel economy, fleet changes and cleaner fuels. The goal of reducing VMT per capita will involve encouraging drivers to use transit, bikes etc.
Wayne Kingsley	101	I don't know what 5i means.	5i has been deleted. Other comments noted that it was duplicative of 5a and 5g.

N/NE Quadrant and I-5 Broadway/Weidler Plans

Phase 3 Evaluation Matrix - Stakeholder Comments and Staff Responses, September 22, 2011

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Comment Source	#	Comment	Staff Response
Wade Lange	102	Redline comment: Freeway measure 3.c.) Amount of enhanced street tree canopy; with respect to future street level retail growth.	The idea reflected in this comment about the potential conflict between street trees and retail is more appropriate under the general goals and objectives, as opposed to measure for the freeway project. Changes were made to Objective 3c to reflect that habitat, tree canopy and green infrastructure should be enhanced in "appropriate locations" and Objective 2e was added "Support and strengthen the retail environment."
Wade Lange	103	Redline comment: Objective 3d. Support sustainable development goals and practices, including creation of the Lloyd Eco-District. **Revise to:** Support sustainable development goals and practices, including understanding and impacts of the Lloyd Eco-District.	Revised as suggested.
Eric Lovell	104	This document's goals are going to be a pretty tall order for us mere mortals to achieve. Nonetheless, I think it does a great job of documenting our groups goals and accommodating the various points of view. So I vote yes on it as is, though I would like to see other's comments in case they bring up something I hadn't thought of and think is pertinent.	Thank you.
Eric Lovell	105	If there are going to be further edits, I'd suggest someone take a look at Objective 5b: I think the e.g.: is written awkwardly and may be able to be improved with a little dose of plain English, and in Evaluation Measures 7a I suggest adding 'negative' to read 'minimize negative impacts to access…'	5b: The technical terms listed in the "e.g." have been deleted. 7a: The suggested edit has been incorporated.

N/NE Quadrant and I-5 Broadway/Weidler Plans

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Comment Source	#	Comment	Staff Response
Gary Marschke	106	I vote a 2 - mostly, I want to see the language throughout ensure that all the job, contracting, and other economic opportunities are offered **LOCALLY FIRST** - and by LOCALLY, I mean the neighborhood starting with a half mile radius around the project site and as long as gaps remain increasing in half mile-one mile increments concentrically as necessary. That also means providing the direct assistance necessary to aggregate skills and capacity to allow small firms to collectively and collaboratively compete for jobs and projects with larger firms.	There are objectives included related to supporting existing businesses (2d) and increasing the capacity of existing residents and businesses (7c). Contracting procedures of City and State agencies is a broader topic than can be addressed by this planning effort. The City does have procedures in place that are intended to help minority, women and emerging businesses compete for contracts.
Brock A. Nelson	107	Sam, I vote 2. Whereas we state that we want to "improve freight access from freeway and railroads.... "(5(e), and " improve rail operations for freight and passenger..."6(h), I think we should also mention somewhere that we need to preserve the existing freight infrastructure and do no harm. I think it's inferred in the previously mentioned goals and objectives, and also in 6(g), but feel it should be more clearly stated in both the N/NE Quadrant Objectives and Freeway Interchange Concept Evaluation Measures categories.	Agree that preservation of existing infrastructure is implied in the objectives. We prefer to keep the term "improve" because it gets at some of the issues with the current system that have been identified (such as the "s" curve). "Preserve" denotes that no changes to the system should be made.
Owen Ronchelli	108	Redline comment on page 1: PLACE: Create opportunities for a diverse series of “places” that can be seen in the presence of or potential for an interconnected system of distinct and attractive high-density areas that support vibrant, livable and diverse communities, and that allows for the place to evolve and grow. **Revise to:** Create opportunities for a diverse series of “places” that are part of an interconnected system of distinct and attractive high-density areas that support vibrant, livable and diverse communities.	Revised as suggested.

N/NE Quadrant and I-5 Broadway/Weidler Plans

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Comment Source	#	Comment	Staff Response
Owen Ronchelli	109	Comment re: “Provide opportunities” - There is a lot of terminology that talks about opportunities – creating them, providing them, etc. (14 in total). My question is how are these “opportunities” manifested, incentives, zoning bonuses, tax abatements, TIF money? What is on the table, what is off the table?	Specific strategies will be developed during the next phase of the proejct. See response to #96.
Owen Ronchelli	110	Redline comment: Add: 2e. Retain and enhance existing on-street parking in commercial areas to support local businesses	Providing parking that supports the needs of the quadrant is covered in Objective 5h. Instead of specifically addressing the parking needs of commercial areas, a new objective was added to encompass the broader retail environment. See Objective 2e: "Support and strengthen the retail environment."
Owen Ronchelli	111	Redline comment: Objective 3a. Create opportunities for new strategically located parks and open space.	Revised as suggested.
Owen Ronchelli	112	Comment re: 5h: Provide parking and transportation demand management strategies that better support the needs of the quadrant. This is redundant with 5b. – they should be combined and simplified.	The project team feels that these objectives represent different ideas. 5b is about mode choice, which 5h is specifically about parking and TDM strategies.
Owen Ronchelli	113	Comment re: 6e, Improve access to transit for residents, employees and visitors. I like this sentiment (and support it), but how would this be accomplished – free bus passes for everyone in the district? Or are we talking about sidewalks and crosswalks? Is it vague by design?	Specific strategies will be developed during the next phase of the project in coordination with implementing partners like the TMA. See response to #96.
Bob Sallinger	114	I vote 2. I am a somewhat concerned that the matrix lacks specificity in the goals and objectives. Almost none of these goals have any measurable metrics that will allow us to really guide staff and consultants or allow us to determine whether we have really been successful. For example the document calls for "creating opportunities for affordable housing..." What are the targets for this area? What work has the city already done in the affordable housing arena that would inform what "creating opportunities" really means?	See response to #96. Affordable housing is an example of an objective that will be addressed in more detail in Phase 4 when the quadrant plan is developed.

N/NE Quadrant and I-5 Broadway/Weidler Plans

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Comment Source	#	Comment	Staff Response
Bob Sallinger	115	In the natural resource arena, the city has developed very specific, detailed documents addressing tree canopy, park access, climate change, stormwater management, ecodistict development, watershed health etc. It would be good to reference these types of documents and incorporate specific targets to inform the goals and objectives. Perhaps that comes in the next stage...but I am concerned at this point that the current document is vague and general enough that it pretty much could mean whatever anybody wants it to mean.	See response to comment #96. Your comments will be helpful as we develop specific targets and actions during the next phase of the process. Also, the additional criteria listed in the matrix (Criterion 9), acknowledges that the quadrant plan will need to be consistent with and implement other adopted plans and policies that were noted in your comments.
Bob Sallinger	116	Redline comments: Add Objective 1h. Provide access and highlight the quadrant's relationship to the Willamette River.	Revised as suggested.
Bob Sallinger	117	Redline comments on freeway measures: 3.c.) Amount of enhanced street tree canopy (meet or exceed targets for both overall canopy and canopy by land use type as delineated in the city's tree) (3.c.) Reduction of storm water run-off and energy use (meet or exceed the requirements of the stormwater manual) Directly address targets for CO emissions as well as other climate change objectives as defined in the city's climate change action plan	The specific measures proposed on the left side of the matrix will be used to evaluate the freeway interchange alternatives. The proposed measures for tree canopy targets and climate change targets would be difficult to address for this single project. Measures are proposed that look at the amount tree canopy produced by the project, reduction in stormwater runoff and energy use (3c) and the effect on auto and greenhouse gas emissions (5b). 3c has been revised to note that the project will meet or exceed City and State stormwater requirements. Targets for the overall quadrant can be incorporated into the quadrant plan where appropriate during the next phase of plan development. Also see response to #96.
Bob Sallinger	118	Comments on 3: Increased access to nature is a very different concept than ecological protection and restoration. Both are important but I am not sure they belong in the same box.	Agree that these could be separated, however the project goals were approved by the SAC earlier in the process. There are separate objectives for these different concepts.

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Comment Source	#	Comment	Staff Response
Bob Sallinger	119	Redline comments on objectives: 3a. Create opportunities for new parks and open spaces (such that all residents are within 1/4 mile of a park and natural area) 3c. Enhance and create new fish and wildlife habitat (where and for what species?), tree canopy (reference city's tree plan and specific targets), and green infrastructure (reference city's stormwater manual, grey to green program, watershed plan goals etc).	See response to #114. Your comments will be helpful as we develop specific targets and actions during the next phase of the process.
Bob Sallinger	120	Comment regarding 3d. Support sustainable development goals and practices, including creation of the Lloyd Eco-District. What does it mean to be an ecodistrict--how is this different than the rest of the landscape. Do we want the whole landscape to be sustainable or just the ecodistrict?	This objective is intended to express support for the Lloyd Eco-District concept. The details of what that effort will entail is being developed in a separate process from the quadrant plan. The project team is coordinating with the Lloyd Eco-District project and It is anticipated that the quadrant plan will incorporate ideas developed as part of that process, and vic versa.
Bob Sallinger	121	Redline comment: Objective 7d. Provide for amenities and services, such as parks, natural areas, schools and connections, at a level appropriate to support the type and intensity of development proposed.	Revised as suggested.
Gary Warren	122	I also would vote a conditional 2. Everyone has given much thought and emphasis in their responses which I can only concur with. I am very concerned like Mike that we could have a choice of lesser of evils. Like Dean, I am concerned we are not getting all of the cards on the table, be it the CRC or the Bicycle SAC. We occasionally seem to work at cross purposes on these projects.	See responses to #84 and #97
Gary Warren	123	I would like to see the preservations of existing residential zoning to be one of the considerations in the first objective/goal beyond the preservation of uses.	A number of objectives deal with opportunities for new housing and preservation of existing housing. The specific tools that will be used to achieve those goals/objectives will be part of the next phase of the plan. Your comments about preserving the existing residential zoning will be helpful in that work.

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Comment Source	#	Comment	Staff Response
Gary Warren	124	In summary, I see some areas of concern looming in the near future. There are going to be some interesting discussions as we proceed as interest groups could be pitted against each other.	The goals and objectives are intended to help identify tradeoffs, so a balanced outcome can be reached.
Mike Warwick	125	I vote a qualified 2. I am skeptical of the process, but understand the need to move forward and that this matrix is more about getting agreement on the kind of data that will be used to evaluate options than how they will be evaluated (the "how" is the basis for my concern, more so that the "what is the metric").	Comment noted. The project team would be happy to meet with you to discuss the evaluation process in more detail.
Mike Warwick	126	As you all know, I have one major reservation. Specifically, that the reconstruction of the overpasses will disrupt both current businesses in the area and plans for redevelopment of the area. There is a high rate of business failure associated with such construction projects. Given the potential risks to businesses in the Lloyd District as well as to the event schedule and attendence at activities at the Rose Quarter and Convention Center, as well as major hotels like the Doubletree (old Red Lion) SHOULD NOT be underestimated. And, I fear the current matrix does so. I firmly believe a job or business lost during construction is "worth" far more than some estimate of some prospective future job that the freeway ramps may create. Moreover, ramp improvements may actually decrease future business activity in the area if traffic that now diverts down neighborhood streets stays on the freeway instead of stopping to shop on the way home. (Obviously, that is a mixed blessing since the area benefits from the shopping but not the cut through traffic.)	We agree that construction impact mitigation will be important. However, specifics of phasing and mitigation are difficult to address until a preferred alternative has been identified. See response to #81.

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Comment Source	#	Comment	Staff Response
Mike Warwick	127	My second greatest reservation is that elminating the Box is paramount. That means there needs to be a metric based on relocation of ramps away from the existing Box or metrics that measure how movement through the Box is changed in each option. Of course, the greatest improvement would be to eliminate these ramps at this location. An option I thought we were going to see, although I don't expect it to win acceptance. I think that would still be a useful educational effort.	The evaluation measures will help determine how the level of circulation improvements in the box can be achieved with the different concepts. The SAC has already rejected/eliminated concepts that eliminated the box, or concepts that removed freeway ramps.
Mike Warwick	128	My third major concern is that the goals as written allow too much leeway for perverse interpretation. This is a result of the combination of multiple objectives into both single sentences and subheads under a common goal. For example 1b. Does this get a "check mark" if some "identies" are "fostered" at the expense of others? Should it have a "do no harm" minimum threshold? I have see too many of these measures that allow the City to take credit for meeting them, when in fact they barely met the letter, let along the expectations. I would much prefer clearer statements of the goals and objectives in terms of expectations. For example, "identities" should be defined. "A distinct identity means ...." The goal is to preserve the following existing identities .... and foster the creation of x number of new ones."	See response to #96. More specific targets and actions will be developed in the next phase of plan development. Your comments will be helpful for that work.
Mike Warwick	129	My bottom line is that there has not been a groundswell of support for any "build" option. I do not want to hear at the end of this process that the CAC "favors" an option which we all found the least bad. Choosing the least evil option among limited choices is not the same as favoring anything and it is a perversion of the process to make that claim.	See response to #97.

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Comment Source	#	Comment	Staff Response
Justin Zeulner	130	I want to state a few additional comments about where we are in the process (might not be directly related to the Concept Evaluation Matrix document): 1. Freeway concepts need to be further condensed, prior to spending additional resources and time. Gather the sub-committee (and sub-committee only) to discuss.	The response from the SAC has been to take a go slow approach before reaching consensus on freeway design. We will continue to move concepts forward in line with proposed land use concepts.
Justin Zeulner	131	2. After freeway concepts are condensed, place "hold" on any concept element that requires any substantial change to "land/property". SAC needs to agree on land-use/vision, before they can adequately comments on a recommended freeway concept. That said, some of the freeway improvements will exist in the majority of the condensed options, thus planning efforts can continue on those specific elements.	Agree. The next step in the process will focus on developing a preferred land use concept. The goal is that the SAC provide preliminary direction on a preferred land use concept before making more decisions about the freeway options.
Justin Zeulner	132	3. Specific to Rose Quarter business operations, we need to be very mindful of impacts to our City, State and region's largest episodic campus that comes along with any freeway changes.	Comment noted. Impacts to circulation within the Rose Quarter will be included in the analysis of the freeway options. Specifically, see 7a in the freeway measures.

Concept Alternatives Outreach Summary
Summer 2011

The N/NE Quadrant team made a significant outreach effort over the summer to obtain feedback on the quadrant concept alternatives and specific subarea planning choices that were developed for discussion in the spring. The Concept Alternatives Workbook, which illustrates the three quadrant-wide concept alternatives and subarea choices for eight smaller geographic areas, was used extensively to facilitate discussion during this period.

Outreach efforts included:

- An open house held at the end of June, where the public was invited to review the concepts, talk to the project team and respond to surveys asking for feedback on the options and issues presented. Over 100 people attended that event.
- Members of the project team attended 20 community and stakeholder meetings to discuss the project, answer questions, and get feedback. Please see the list of outreach meetings and events attended below. Notes from the meetings were compiled and are available in the project file.
- An on-line survey that was open from August 5 to September 5, 2011. The on-line survey asked the same questions as the paper survey used at the open house. All responses were combined into a survey report. A total of140 people responded to the quadrant-wide survey and between 50 and 75 responded to each of the eight subarea surveys.

The feedback received from this outreach effort is being used to inform development of a proposed land use, urban design and local transportation concept for the quadrant, as well as recommendations on area-specific planning questions. The Stakeholder Advisory Committee will begin discussing these proposals at their September 29 meeting.

Summary of What We Heard
A brief summary of main themes heard during all summer outreach activities is presented below. This summary is intended to provide an “at a glance” description; more detailed information on specific issues can be found in the Concept Alternatives Survey Report (attached) and the Proposed Concept Alternative Staff Recommendations report (Sept 29 SAC meeting packet).

Feedback on Quadrant-wide Concepts

- The Residential/Employment Blend alternative best matches the appropriate mix of uses for the quadrant.
- There is continued support for increasing the level of residential development in the Lloyd District as a means to create more vibrant districts with 24 hour activity.
- Lower Albina should remain an industrial area, however there is interest in allowing a broader range of employment uses and in a small expansion of commercial activity on Russell Street.

- New and improved connections within the district are important, particularly for pedestrians and bicycles. Support was expressed for new connections across I-5 and I-84, although there is concern about the traffic impacts to neighborhoods if these connections are to be used by vehicles. Other important connections identified are better access to the Willamette River and a means of traversing barriers including large buildings or complexes, such as the Rose Quarter and the Lloyd Center Mall, and busy streets, such as MLK/Grand and Broadway.
- There is a need to recognize the regional significance of the quadrant and for good vehicle and freight access to support the existing employment centers and attractions. Parking supply is also important to support retail, events and desired new residential development.
- A desire has been expressed for a significant new amenity within the Lloyd District to provide a focal point that will help spur development and create a more vibrant active place. Some concern has been expressed that a focus on Central Lloyd will spread development too thin and take away from other areas, such as the Rose Quarter and the Broadway bridgehead.
- Support was expressed for a string of mid-sized public parks and interconnected private plazas that could serve different functions. Desired open space functions include picnic/lunch space, urban plazas, habitat/natural systems, children's play area and a community garden. Ideas to activate the spaces included surrounding open space with residential development, including active fountains (i.e. Director's Park or Jamison Square), holding regular events such as farmer's markets and providing space for cafes or food carts.
- Support was expressed for green infrastructure systems, particularly district energy and stormwater capture and reuse. Some believe that public investment in "green" utilities could help spur development within the area and create a "brand" for the area.
- Comments regarding natural systems focused on integrating tree canopy and native vegetation into the built environment, particularly on streets and within parks. Sullivan's Gulch and the riverfront were both seen as good places for new or enhanced habitat.

Feedback on Subareas

- **Subareas 1 and 1a: Lower Albina and Historic Russell Street**

Lower Albina should be retained as a largely industrial area. In general, there has been support expressed for proposals to increase the size of the current mixed use area on Russell Street and to allow for a broader range of employment uses within the remainder of the industrial area. However, the business community in the area has expressed concerns about eroding the industrial sanctuary, increasing costs for industrial businesses, and introducing uses that could be incompatible with the existing industrial uses. Residential uses are a particular concern.

- **Subarea 2: Eliot: Vancouver/Williams Corridor**

General support was expressed for changing residential zoning in this subarea to another zone that would allow more flexibility for existing commercial and light industrial uses to expand. The importance of African-American heritage in the area was emphasized and a desire to encourage preservation of historic buildings and to revitalize Williams and Russell, the historic main streets within the area. It was noted that any new development at the intersection of

the Williams and Russell should include a gesture that recognizes the historical significance of that location. There was support for increased connectivity through possible new freeway overcrossings, particularly for bikes and pedestrians. However, concerns remain about allowing vehicular traffic at the proposed Hancock to Dixon crossing, due to potential negative impacts on the residential neighborhood east of the freeway.

- **Subarea 3: Rose Quarter**

General support was expressed for rezoning the Portland Public Schools Blanchard site to allow a broader range of uses. Larger buildings are seen as a good fit along N Broadway to provide more diversity of uses that will support activities in the Rose Quarter and make it livelier on a daily basis. A strong desire for public access to the riverfront via a trail and park was expressed. It was also suggested that the Rose Quarter should have riverfront amenity similar to those that exist on the Westside of the river. Improved connections through the area are seen as important, including improvements to conditions of freeway underpasses, across busy streets like Broadway and through the Rose Quarter complex.

- **Subarea 4: Broadway/Weidler Corridor**

In general, there is support for taller buildings (6 to 20 stories) on the western portion of the corridor, west of 7th or MLK/Grand. In the eastern portion of the corridor where a main street feel should be emphasized, it has been suggested that heights be limited to 5 or 6 stories. There are concerns about the transition from the higher density development allowed on Broadway to the Irvington neighborhood and historic district to the north. Of particular concern are the allowed height bonuses that could result in buildings up to 125 feet. Suggestions have been made for development to step down between Broadway and Schuyler to be more compatible with the adjacent residential area. The pedestrian environment on Broadway is a key concern. Additional pedestrian crossings and traffic signals were recommended to improve safety and the ease of pedestrian movements.

- **Subarea 5: Central Lloyd**

Significant residential development continues to be desired within the Central Lloyd area, particularly as redevelopment of under-utilized areas, such as surface parking lots. To support and attract residential development, there is generally agreement that public investments in new amenities are needed. The ideas of a Clackamas green street, string of public open spaces and an I-5 freeway overcrossing have all generally been met with support. However, strong opposition has been voiced about the idea of a vehicular I-5 overcrossing due to potential traffic impacts. There have also been concerns voiced about potential parking impacts because an overcrossing could facilitate parking in the Central Lloyd area for Rose Quarter events.

- **Subarea 6: Eastern Lloyd**

There is a desire for more mixed use development with a significant residential component to support the Lloyd Center mall and provide more positive 24 hour activity in the area. Comments emphasized redevelopment of surface parking lots and the need for more active storefront uses, including restaurants and nightlife. Existing and new development adjacent to Holladay Park should be encouraged to open onto the park to help with safety concerns. More active programming, outdoor markets, and improved safety were noted as the most needed improvements to the park. Better connectivity to and through the area is important.

A connection across I-84 to the Central Eastside in the vicinity of NE 7th is desired, as are connections through "superblocks".

- **Subarea 6a: Sullivan's Gulch**

Residential uses garnered the most support for new development in this area. Office and neighborhood scale retail were also noted as uses that could be appropriate. There was agreement that the current allowed heights should be revisited to address inconsistencies in current regulations that could hinder development of the site at 21st and Multnomah. It was suggested that relatively lower heights would be desirable on Multnomah, across the street from existing lower density residential development, with increased heights allowed toward I-84. Providing space and access to the proposed Sullivan's Gulch trail was also noted as an important consideration.

N/NE Quadrant – Summer 2011 Outreach Meetings and Events

Date	Meeting or Event
6/29/2011	Public Open House
6/30/2011	Irvington NA Land Use Committee
7/7/2011	Portland Freight Committee
7/11/2011	Oregon Convention Center Urban Renewal Advisory Committee
7/12/2011	Eliot Neighborhood Association Land Use Committee
7/12/2011	Bicycle Advisory Committee
7/18/2011	Eliot Neighborhood Association Land Use Committee
7/19/2011	Pedestrian Advisory Committee
7/27/2011	Calaroga Terrace
7/28/2011	Left Bank Building Tenants
8/1/2011	Travel Portland Community Action Committee
8/2/2011	Lloyd District and Sullivan's Gulch National Night Out
8/3/2011	Sullivan's Gulch Land Use Committee
8/15/2011	Calaroga Terrace residents
8/18/2011	Lloyd District Community Association
8/25/2011	Ashforth Pacific
9/1/2011	Lloyd TMA Board
9/6/2011	Sullivan's Gulch Land Use Committee
9/7/2011	Lower Albina Businesses
9/8/2011	NE Broadway Business Association
9/13/11	Portland Business Alliance Transportation Committee



N/NE QUADRANT CONCEPT ALTERNATIVES Survey Report

September 2011

Oregon Department of Transportation

56603

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About the N/NE Quadrant and I-5 Broadway/Weidler Plans

The N/NE Quadrant and I-5 Broadway/Weidler Plans (N/NE Quadrant Project) is a collaborative effort by the City of Portland and Oregon Department of Transportation. It is part of Phase II of Central City 2035, the City of Portland's effort to update the 1988 Central City Plan, providing detailed planning for the Lower Albina and Lloyd District areas. Working jointly with the Oregon Department of Transportation, this pr0ject will also explore options for I-5 freeway and local transportation improvements in the vicinity of the Broadway/Weidler Interchange. For more information visit the project website: www.portlandonline.com/bps/cc2035/nneq or email the project team at nnequadrant@portlandoregon.gov.

56604

INTRODUCTION

Based on ideas captured at previous events and meetings, the N/NE Quadrant Project team prepared draft concept alternatives that represent how the N/NE Quadrant area could develop over time. Ideas for the concepts were drawn from a number of sources, including examining existing conditions; identifying issues, opportunities and constraints; Stakeholder Advisory Committee and Subcommittee meetings; and the Local Issues Charrette, held in February 2011.

The **quadrant-wide concept alternatives** display existing conditions and three concepts that are based broadly on potential future land use patterns that each has a different emphasis: residential, employment, and a residential/employment blend. The concept alternatives are further illustrated by three related infrastructure systems: mobility, open space and green systems.

The **subarea choices** highlight key land use, urban design and local transportation choices for the N/NE quadrant subareas. These choices were illustrated with maps and background information about these smaller geographic areas, with questions posed that is specific to each subarea. Consideration of the subarea choices and issues will inform the refinement of the quadrant-wide concepts alternatives and vice versa, assist in developing a recommended concept and provide guidance for more focused plan proposals at the subarea level.

The quadrant-wide concepts and subarea choices were displayed in the Land Use, Urban Design and Local Transportation Concept Alternatives Workbook, which was distributed in hard copy and was also available on-line.

THE CONCEPT ALTERNATIVES SURVEY

Beginning with a public open house held in June 2011, a series of surveys were developed to solicit feedback on the concept alternatives and subarea choices. Separate surveys were developed for the quadrant-wide concept alternatives and for each subarea in order to provide flexibility for participants to address the areas they were most interested in. This resulted in a series of nine different surveys.

The paper surveys used at the June open house were converted to an on-line survey that was open from August 5 to September 5, 2011. The results of the on-line survey and the paper survey were combined. The on-line survey was advertised via email to the project mailing list, a media advisory, fliers distributed in the quadrant, and by word of mouth.

The feedback received from the surveys is being used to inform development of a proposed land use, urban design and local transportation concept for the quadrant, as well as recommendations on area-specific planning questions that will be considered by the N/NE Quadrant Stakeholder Advisory Committee in the fall of 2011.

Number of Surveys Received

Survey by Geographic Area	*# of surveys collected*
Quadrant-wide Concepts	140
Subarea 1: Lower Albina	67
Subarea 1a: Historic Russell Street	56
Subarea 2: Vancouver/Williams Corridor	55
Subarea 3: Rose Quarter	71
Subarea 4: NE Broadway/Weidler Corridor	75
Subarea 5: Central Lloyd	58
Subarea 6: Eastern Lloyd	56
Subarea 6a: Sullivan's Gulch Transition	56
Total collected surveys	634

How Survey Respondents are Connected to the N/NE Quadrant

The on-line surveys each had a question asking how the respondent is connected to the N/NE Quadrant. Respondents were asked to check all that apply. The results are shown below:

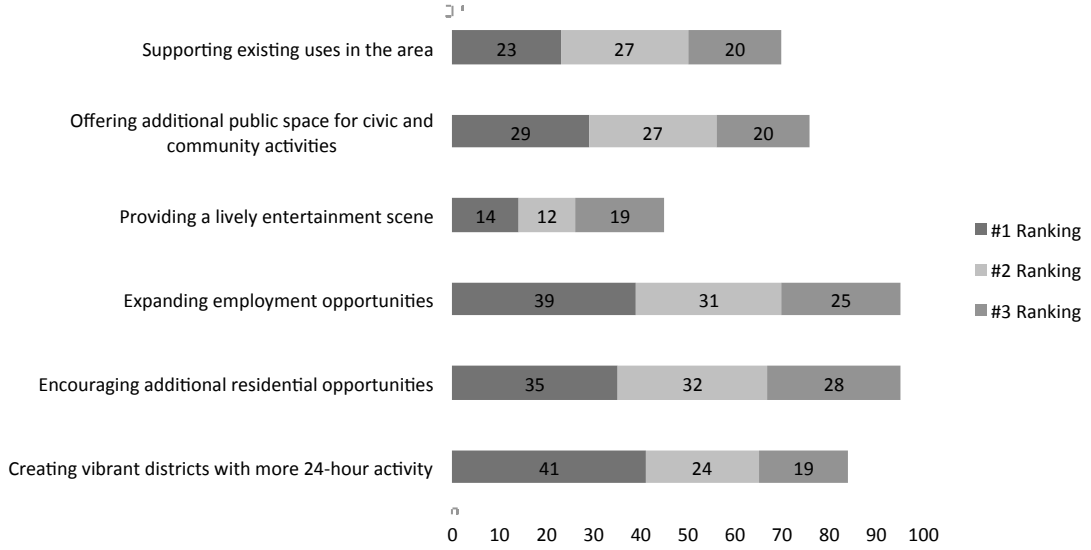
Survey	Live in Quadrant	Work in Quadrant	Own property/business in Quadrant	SAC member	Live/Work in Adjacent Neighborhood
Quadrant-wide Concepts	35%	38%	19%	8%	54%
Subarea 1: Lower Albina	19%	23%	16%	12%	61%
Subarea 1a: Historic Russell Street	17%	25%	17%	22%	61%
Subarea 2: Vancouver/Williams Corridor	22%	25%	16%	13%	59%
Subarea 3: Rose Quarter	13%	42%	13%	21%	50%
Subarea 4: NE Broadway/Weidler Corridor	33%	32%	19%	13%	48%
Subarea 5: Central Lloyd	12%	46%	9%	15%	52%
Subarea 6: Eastern Lloyd	6%	36%	18%	21%	61%
Subarea 6a: Sullivan's Gulch Transition	30%	20%	13%	27%	47%

The remainder of this report shows the detailed survey results, including those collected on-line and at the June open house. Many of the questions provided space to provide additional comments. Those responses are provided verbatim, with the exception of instances where respondents made the same comment multiple times. Where comments were grouped, the number of people making that comment is noted.

Quadrant-Wide Alternatives Survey

DISTRICTS/PLACES

Q1 Which objectives are most important in determining the types of uses that should be encouraged in the quadrant? Rank top three choices from 1 to 3, with 1 representing the most important objective.



Other Responses
Can't we do all these things? Maybe just a matter of how much where?
Creating flows in the areas that encourage productive interactions (e.g. retail, business, community areas), and that discourage "hang out" and/or loiter opportunities.
Safety and accessibility of than area via car, transit, walking and biking.
Encouraging more employment and residential must be supported by public space, though!
Support a community that lives and works in the same area. Esp. the service sector. Offer more affordable housing.
Whatever the market demands - without public funds - EXCEPT for public infrastructure needed to support PRIVATE Development
Support schools in the area to attract families people employed and not impeding existing or new businesses.
Additional advanced manufacturing and freight transport infrastructure friendly development and support, such as childcare on bus-lines, walkable family resources.
Maximizing the benefit to residents of the quadrant, versus business owners, and those coming in from outside the quadrant.
open space including urban farms
Safety of neighborhood
Addressing the residential, employment, commercial, and service needs of the longstanding minority residents in the area. (#1)
Greenspace!

People in Portland still mostly sleep between 10pm and 6am. Keep density-we don't want to be like the Pearl. We are NE Portland and proud of it.
Involve a diverse group (and particularly African Americans) in determining the future of this historically black neighborhood.
A mix of uses which allow people to live, work, and recreate in the same area is key. Attractors should be sized and located in a way that encourages primarily neighborhood bike/foot traffic, and only draws traffic from outside the area if it can be wholly accommodated by the bicycle, pedestrian, and transit network.
Utmost importance to decreasing reliance on I-5, as that needs to be removed or turned into a boulevard eventually.
Supporting industrial activity and freight mobility
By adding jobs to an area, growth of businesses that serve businesses fuels further growth.
Increasing safe and functional parks and greenspaces
Multimodal transportation investments-transform trips from car to transit!
Equity
Protecting cultural resources of community= people rather than freeway.
Redefining the Lloyd District from a parking and pass through neighborhood, to afoot-friendly destination.
As in mixed use development a fundamental mixed objective might be to prepare a multidimensional strategy that: encourages a vibrant 24 hour district with residential and employment opportunities, supported by public and civic community spaces and activities, where locals and visitors can enjoy a diverse range of entertainment and cultural events and programs that respect and support existing residents and businesses.
One of the complaints we hear often from meeting planners who bring, or are thinking about bringing, meetings and conventions to the Oregon Convention Center is that there is nothing to do around the convention center. We need more food/beverage/entertainment in this area.
Replacing the use of the automobile, streets, parking lots, and other auto related stuff with alternative transportation. Make as pedestrian friendly as possible.
Creating a more pedestrian and bike friendly environment that increases connectivity. This area used to be almost a perfect grid, and expanding I-5 access even further will most likely hurt and not help this.
More human scale and family-friendly activities

Q2 The current mix of uses in the quadrant has a high level of employment and regional attraction uses and a low level of residential uses. Should the plan encourage this mix to change?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	74%	104
No, preserve the current mix of uses	26%	37
answered question		141
skipped question		3

Q3 If you answered yes to question 2, in what ways should the mix of uses be encouraged to change? Check all that apply.

	RESPONSE PERCENT	RESPONSE COUNT
Encourage additional employment and regional attraction uses	19%	20
Encourage slightly more residential use	42%	44
Encourage significantly jigher levels of residential use	55%	58
Other	15%	16
answered question		105
skipped question		39

Other Responses

Read your Jane Jacobs. Her observations still apply. Portland can be a great city.
In particular, it would help congestion if this residential increase targeted those who work in the quarter.
Support the service sector. More residential because of good transportation and neighborhood services.
Bonneville Power presents a real problem to the neighborhood because people park in our neighborhood and leave no place for residents. If businesses are here they need to provide bus passes as a minimum.
more residential and more employment
More mixed use buildings encouraging short commute times via Max and to employers in the immediate area
Vibrancy will increase only with housing and residents who can walk, bike or transit to mix of uses.
Reduce dependence on single-occupant-vehicles for residential and commercial uses.
Protect existing long-standing housing, including brick apartments. Increase mixed-use development
Make them work together. Encourage more street-level businesses that create reasons for people to be on the street.
You should implement the suggestions in the 2001 Lloyd District Housing Strategy-3000 units, I wrote it.
The Quadrant could be thought of as a city within a city where there is ample room and development capacity to create healthy and vibrant sub areas that provide a balance of employment, housing and amenities.
Residential use is needed to create more 24/7 activity and to support the dining and entertainment that is also needed for the Convention Center.
Creating a place people will want to visit and stay awhile will then encourage more residential development.

Q4 Which concept alternative do you feel best illustrates the appropriate mix of uses for the quadrant? Check one.

	RESPONSE PERCENT	RESPONSE COUNT
Concept 1: Residential Emphasis	12%	17
Concept 2: Employment Emphasis	14%	20
Concept 3: Residential/ Employment Blend	74%	102
answered question		139
skipped question		5

Q5 What would you change about the concept you selected in question 4? Please explain.

Concept 1: Residential Emphasis

Add an emphasis on MLK (even though it isn't a street that runs East/West). Pedestrian-friendly development along MLK would draw residents along that corridor (North of Broadway) toward the commercial/entertainment areas and to the river.
Specifically plan for increased demand for ground-floor retail and services, and 24x7 on-the-street activity, stemming from the boost in residential density.
6-20 stories doesn't seem like a form the market will support. Has a market study been done? Make sure the residential zone has flexibility unlike some of the current residential zones that require too much density.
The super blocks need to be broken up to smaller blocks. I really would like to see more mixed use similar to the Pearl.
Greatly enhance small retail storefront component.
I do not think that we should exclude any of the emphases; they should be used in concert with Employment the emphasis.

Concept 2: Employment Emphasis

Nothing. We don't need another overpriced area that pushes out businesses and lower to middle class people.
I'd place even greater emphasis on employment.
Expand green spaces, make sure good public transit/parking - make it a pleasant place to go to work.
I know that safety is a large concern in this part of town. Business will not expand and people will not want to work in an area that has an unsafe reputation. The Convention Center has lost business because of the perceived safety issue. The hotels and restaurants are often dealing with this.
Increase opportunities for independent retailers, restaurants, and entertainment venues. Focus on making this an attractive destination for discretionary spending AND ALSO a transfer point from car or light rail to alternative transportation such as bike with bike rentals, storage, etc; bus; taxi. Encourage supporting pick-up / delivery services, etc.
Jobs comes first followed by housing second.

Add parks and open spaces
Slightly more residential but mostly employment.
Concept 3: Residential/Employment Blend
Design it well. Configure the "system" so that it is not rigid. That beyond the planning of infrastructure, a mechanism is created to allow creativity to adapt to changing circumstances. Be no more particular than necessary, be open to the possibilities.
Foster employment that is not primarily entertainment/service-based.
Blending commercial and residential development maximizes the vibrancy of a community, provides more efficient development and long-term sustainability. I don't think the city should go out of its way to build new apartment buildings in the Lloyd district, but if an opportunity presents itself for development then the preference should be towards a balance of residential and commercial development rather than a polarization of the two.
Ensure that there is affordable housing and all modes of transportation are supported, such as ped, bike, transit, etc... Increased green and open space. Preserve parks and open space in area. Better green systems.
Preserve more of the small park spaces in the employment area to the SE. Density of allowed residential should reflect what is needed to provide affordable housing for folks who work in the district.
Create a vibrant, mixed-use neighborhood with easy access to mass transit and employment opportunities as well as easy connections to adjacent neighborhoods.
Focus on supporting families with family oriented restaurants and entertainment as well as supporting quality school programs in the area.
It's a bit of a dead zone when there are either too many residences or too many business - they need to be mixed.
Emphasis on what families need to be comfortable in their neighborhood where they live and work.
Change it to say "employment/residential" blend rather than "residential/employment" - fear becoming a residential district at the expense of jobs
local micro production in the extant buildings (renovated) and urban farms in the under-used open spaces
With more residences there should be significantly more park spaces if possible. I would like to see a supportive environment for local small businesses to be added to the area.
We need to protect green space for public use. Dense infill communities are great when folks can walk to get their needs met (Groceries, work, libraries, parks, medical, etc.) As we develop, we need to make streets easier for cyclists to get in and get around safely.
Allow higher density residential in the Rose Quarter
Public/green space.
I want the emphasis to be around small businesses, as it would fit more into the context of a more residential quadrant.
More small businesses. More local small restaurants. Day care. Food Co-op. We have 2 high end grocery stores.
Promote high density housing with affordable options for low income people.
More emphasis on parks, bike/ped connections, and bringing residential energy to riverfront (those elements from Concept 1, residential emphasis would be good to add here).
Greater attention to small manufacturing business
more small business, more walkability
Mix of good density residential with employment and retail. Residential will support retail, employment, and vibrancy goals.
I don't know exactly what the current employment/residential use mix is, but I would like the concept to be something like this: people who live in this quadrant should be able to find employment in this

quadrant, if they desire; and people who work in this quadrant should be able to find residences they can afford in this quadrant, if they desire.

More open space should be zoned and community gardens should be implemented, particularly around affordable housing areas, possibly creating court yards with gardens and residential units with less stories and/or patios with garden areas. More emphasis on commercial/restaurant zoning than light industrial.

Live/work/entertainment all in your own neighborhood!

A close blend of residential and employment at the lowest level, meaning, on the same block or within a few blocks; a close blend than the current pattern of many blocks of offices (that go dead at night) and many blocks of residential (that could use a bit more liveliness.)

Allow tallest possible development in all areas except those immediately adjacent to existing residential neighborhoods.

But with residential preferred over employment if a conflict exists. For example 60% housing, 40 % employment.

Lower residential density (purple/dark blue area) to lower density, to working with light blue.

More sense of place emphasis is Concept 3.

I like the larger open spaces of concept 2 with the blend of uses in concept 3.

Create plaza over Interstate Avenue and MAX that links Rose Quarter and Memorial Coliseum to future development along the river. North/South Bike-Pedestrian Plan with new East/West connections.

1. While retaining development flexibility, focus employment uses where a buffer of scaled down commercial and retail uses creates a focused transition such that neighborhoods evolve adjacent to commercial, employment and retail uses. San Diego, San Francisco and Vancouver B.C. provide workable examples of transition between uses in highly urban areas.

2. A sequence of compelling amenities that will create demand for general residential life within the quadrant and the formation of new neighborhoods and reinforcement of existing neighborhoods. This is a priority because the district lacks direct access to the river, exciting and dynamic open space, or the character of older building stock (read D.T., Pearl, South Waterfront, CEID).

3. Create a cohesive public mobility open space system of paths and places that are interconnected and support Lloyd Green Ecodistrict policies and include The Strand, Harriet Tubman Pathway, Clackamas pedestrian/bike way between the river and Lloyd Shopping Center, a Park Bridge over I-5 at Clackamas, and a connection south to the CEID, etc.

4. Strengthen Halsey building on the pedestrian scale development that has enhanced the north/south connection between Irvington/Eliot and the shopping mall on NE 12th Ave.

Expand residential in lower Albina

Add dining/entertainment

Starter homes and lower income housing, less condos

Transportation is very important. Reduce auto use as much as possible and create a highly pedestrian friendly environment with added amenities.

More infill and density. Take a look across the river at the Pearl District and notice substantially less surface parking and street hierarchy. There is such a lack of place in the Rose Quarter/Lloyd District, and mixed use buildings built on surface parking will help negate the feeling of walking through a cratered landscape.

Make the mixed-use area near Russell St bigger, like in the residential scheme

Blend, but favoring more employment given the current focus. Focus on employment here but add enough residential to make it more active at night and weekends.

"2-6 story development" being more like "4-12 story development"

Whatever the market demands - without public funds - EXCEPT for public infrastructure needed to

support PRIVATE Development

Too hard to decide.

Q6 Additional DISTRICTS/PLACES Comments or Suggestions:

What's the difference between the gravity-fed water treatment and the water quality corridors? Why isn't gravity-fed an option for the blend?

Green systems need to be built up. e.g.: Gravity fed water

No More Urban Renewal.

Tear out Interstate 5 through North and Southeast Portland, cap Interstate 405 through downtown.

The residential areas around MLK are growing significantly, and yet there still aren't amenities to serve those residents (e.g. restaurants, shops, a medium sized, affordable grocery store, etc.). If the focus along MLK was promoting pedestrian-friendly, connected, "main street" character, I believe more private businesses would locate there.

I'm unfamiliar with details of the area, except to say that I think the Rose Garden decreases the residential appeal of the area somewhat; that I'd love to live in a small home in the area someday if I could afford it; and that I'm uncomfortable assuming that the area should be cut out for either jobs or for housing. Job density and residential density both seem like good ideas in an area so close to the city's center. In the long run, we'll almost certainly have both. In the medium run, I think the city should strive to make as few assumptions as possible about which of those is best for the area.

concentrate residential on the east and west ends of district

Loan-fund, and encourage thru zoning, local owned micro businesses that integrate education, production and service.

Upgrade the Lloyd center

When does the planning and improvements spread East? Neighborhoods East of Hollywood up to 82nd continue to need improvement.

Promote diverse forms of transportation esp. walking/biking/public transport.

Any alternative selected needs to include better crossings of I-84, I-5 and bike/ped connections to the riverfront. Disappointed to see no discussion of turning freeway(s) into boulevards. Illustration on p. 8 shows "Parking Structure and new Cineplex with 620 Story Residential "; this seems like 1980's thinking - the new cool is to go old-school, European style, with smaller theaters (sans parking) distributed across neighborhoods (compare the unique character of the Bagdad, Laurelhurst, and the Clinton theaters with the bland corporate feel of big screen Cineplex's like the Fox Tower that feel more like an airport than a community destination).

Would love to see a more vibrant post work into the evening strip of cafes similar to Istanbul's Istiklal Caddesi or parts of Manhattan.

If I could wave my magic wand, I would focus on converting all the surface or 1-2 story parking lots into underground parking with mixed use above. Not sure this is excluded in the concept, but it's such dead space for the neighborhood. I also kind of like having Lloyd Center right there (I live just down the street) but it is also a big dead zone if you're not inside the mall. Could it be more inside-out (i.e., instead of being surrounded by parking and walls, could it have shops facing the street)? Finally, the whole area needs to be made much more walkable -- it is so clearly structured for car use, and it leads to odd jaywalking and walking against the light b/c you have to hit a button to get a cross walk.

Find out what developers think about potential near and long-term for development in this area and adjust plans accordingly and identify what public infrastructure will best incentivize the kind of development envisioned.

Got to keep industrial land available, but encourage innovation.

This is a land-use and community process-not just transportation/freeway. Protect Eliot Neighborhood

from through traffic, Protect Hancock Street and its residential uses.

Improve facilities for non auto-movement in and through the District, dis-incent auto movement in and through the district. Calm the streets; put residences and storefronts everywhere; reduce auto parking and traffic capacity; dramatically increase transit, bike, and pedestrian facilities for moving in and through the district.

There has been little residential development but could be by moving huge land owners to act. One well done mixed-use Cinema family lot could do it.

Identify a connection between the quadrant and N Mississippi Street. This is as important as creating connections between Central City Districts.

More specialty services, no big box retailers

Decide on what to do with the Memorial Coliseum and the Rose Quarter.

If I-5 is expanded throughout the area, all work done here to create a special place will be that much harder.

Given the lack of decent urbanism or historic character in the Lloyd, seems the place to do projects that wouldn't be done elsewhere. I wouldn't mind a casino in the Lloyd, seems like the perfect destination attraction with high foot traffic.

MOBILITY

Q7 Civic corridors are active urban streets that are focal points for new high-density development, offering good transit service, pedestrian-oriented amenities and unique signage and lighting. In the final plan, which of the following streets should have this emphasis? Choose four.

	RESPONSE PERCENT	RESPONSE COUNT
Broadway	77%	96
MLK Boulevard	72%	89
Vancouver Avenue	22%	27
Grand Avenue	48%	60
Multnomah Avenue	21%	26
Weidler Street	48%	60
Lloyd Boulevard	11%	14
Russell Street	23%	28
Williams Avenue	47%	58
Other	17%	21
answered question		124
skipped question		20

Other Responses

Whatever the market demands - without public funds - EXCEPT for public infrastructure needed to support PRIVATE Development

None of the above

Fremont (x2); Interstate Ave (4x); Alberta St. (x2); Holladay Street (x2)

Broadway & Weidler east to Grand

Sandy

Killingworth

But all have immediate contact with existing neighborhoods so high density development must be carefully thought out. For example, development on NE Broadway, north side, from River to edge of NNE Quadrant should be limited to 5-6 floors.

The non marked thick lines need to remain vehicle and freight oriented.
Areas closer to Lloyd Center
(Broadway Weidler and MLK Grand act as a single two way street enabling narrower roadways, less ped crossing distance, wider sidewalks, on-street parking while performing heavy lifting for traffic.
42nd Ave
20th

Q8 Scenic parkways offer good access into and through the quadrant, are defined more by street trees and landscaping, and would have less focus on street-level activity as compared to civic corridors. In the final plan, which of the following streets should have this emphasis? Choose four.

	RESPONSE PERCENT	RESPONSE COUNT
1st Avenue	17%	19
Broadway	12%	13
Interstate Avenue	34%	38
Multnomah Avenue	25%	28
Weidler Street	19%	21
2nd Avenue	17%	19
Clackamas Street	21%	23
Lloyd Boulevard	38%	42
Russell Street	32%	35
Williams Avenue	23%	25
15th Avenue	41%	45
Grand Avenue	23%	25
MLK Boulevard	17%	19
Vancouver Avenue	37%	41
Other	13%	14
	answered question	111
	skipped question	33

Other Responses

Whatever the market demands - without public funds - EXCEPT for public infrastructure needed to support PRIVATE Development
None of the above
Failing
other choices don't seem to meet this criteria
Sandy
Going
Knott
Lloyd Boulevard should be removed. 84 runs parallel.
Too many trucks (Broadway) should be on MLK and then use Fremont to get to Whole Foods, Trucks are killing the trees.
7th where the streetcar is present (x2)
All streets should have street trees and landscaping
De-emphasize east-west through traffic for autos, and emphasize transit.

Q9 Flexible streets or pathways would prioritize bicycle and pedestrian trips, providing additional, low stress access throughout the quadrant via streets carrying fewer or no motorized vehicles. In the final plan, which of the following streets should have this emphasis? Choose four.

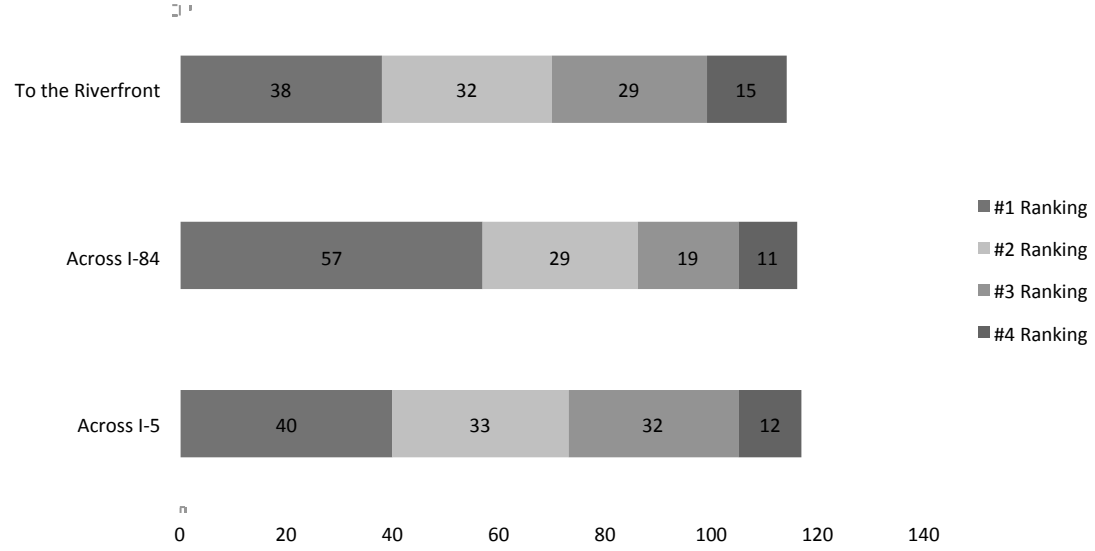
	RESPONSE PERCENT	RESPONSE COUNT
2nd Avenue	16%	18
12th Avenue	25%	28
Flint Avenue	19%	21
Hancock Street	35%	39
6th Avenue	27%	30
Clackamas Street	25%	28
Halsey Street	27%	30
Hassalo Street	11%	12
8th Avenue	17%	19
Dixon Street	5%	6
Holladay Street	48%	53
Page Street	5%	5
The "strand" (Lower Albina to the Rose Quarter)	44%	49
Other	23%	25
	answered question	111
	skipped question	33

Other Responses

The choices on 1, 2, & 3 are being given simplistically, despite the attempts to characterize with the descriptions. You are going to get as many opinions as you get answers. This will get you no where. This is a process of discussion and a discovery and ultimately of compromise and the effort to gain some will be lost. Now, discuss amongst yourselves. Planning is not merely a public opinion pole.
none (X3); No more money on bike improvements - tax is too heavy on homeowners
Whatever the market demands - without public funds - EXCEPT for public infrastructure needed to support PRIVATE Development
NE 6th Ave
Alternative vehicle thru ways! Yeah!
I don't know the names of the streets but all the streets around the rose garden including to the connection with the ramp across the train tracks
I LOVE THIS IDEA! MAKE MANY OF THESE!
Sandy
Rodney (X2)
I support this idea, but can't make an informed recommendation
Multnomah
Williams
N. Michigan Ave.
Wheeler
Priorities and hierarchy needs to be based and given to the mode of transport that pays for any improvements, not social engineering.
NP Greenway and Sullivan's Gulch Trails (X2)

Pacific
Lara bee-Locate Pedestrian-bike trail from Lara bee/Interstate light on west side of Lara bee across Broadway, across overpass (push vehicles to east side of overpass, use westerly side for 2 way bike-ped trail to Tillamook Street overpass).
7th Ave

Q10 Please rank the importance of improving pedestrian and bicycle connections in each of the following areas. Use the numbers 1 through 4 with 1 representing the most needed improvement.



Other Responses
More, more, more, of course.
Access "through" Lloyd Mall when closed
around Coliseum
North / South routes (X3)
Whatever the market demands - without public funds - EXCEPT for public infrastructure needed to support PRIVATE Development
None of the above (X2) ; no more bike improvements
East-West through the district
NE, east of the Lloyd, into other Lloyd
across I-84 at 7th Avenue
We REALLY need to make sure that with any changes on all streets; cyclists and pedestrians have more access and can move around safer. I-5 and I-84 separate neighborhoods and divide neighbors. We should work to alleviate these problems.
The Rose Quarter/Transit Center
By Lloyd Center
The area between the east end of the Burnside bridge up to Williams.
access to/from se/sw
Along Interstate Ave.
Through Rose Quarter in all directions
Bike access around Columbia Blvd
to marine drive

All are needed
Freight traffic and modes that pay for improvements
across MLK and Grand (X3); a nightmare to walk and bike near/across
Focus pedestrians/cyclists on designated "River Routes"
Car and Truck access needs improvement too!
To the north on the Strand or Tubman path
Terminating within the Lloyd District.
To neighborhoods across Broadway/Weidler to Esplanade.
Along riverfront/Larabee to Tillamook with distinct connections.
Connect the Strand with Sullivan's Gulch
To adjacent neighborhoods
across the river

Q11 Additional MOBILITY Comments or Suggestions:

I-5 and I-84 are rivers with a powerful flow. People shop, cars do not. But, cars bring people and money on a regional basis. So do trains and buses. Gas is getting expensive. The final should enhance the existing, while making us more accessible and attractive to our neighbors. The clues are here now. Make a place we want to be. Make a place we want to go to. Allow us to flow through, but invite us to stop.
Consider addition of public bathrooms (loos) in Lloyd District.
Separation of modes when possible. For example, keeping bikes and pedestrians out of interchange areas and having residential access only on streets designated as bikeways,
don't want this area to become an automatic extension and same feel as central downtown
Increased mobility and transportation alternatives for children and families.
Preserve as many connections as possible to reduce traffic on neighborhood streets and to maintain connectivity for all modes.
Whatever the market demands - without public funds - EXCEPT for public infrastructure needed to support PRIVATE Development
Consistent implementation of curb cutouts to allow chair and scooter users to travel through area easily.
Crossing both I-5 and I-84 is hideous and unwelcoming for bikes and peds.
A major barrier to biking from North or NE to the waterfront or downtown is the limited connections to the waterfront. The ramp to the Steel Bridge is often congested during rush hour and it requires complicated bike routes and traffic signals to get to the ramp. MLK & Grand are also fairly significant barriers to biking from NE to the waterfront or downtown.
A city isn't based on bicycles. I would like to seem more done to encourage pedestrian traffic, if there is excellent mass transportation then pedestrian traffic follows.
Any mobility improvements should support employment emphasis
(1) Enhanced use of lower speed limits, to make all transportation safer and active modes more appealing. (2) Decouple Broadway and Weidler and return them to bidirectional streets, to calm traffic, enhance access (bidirectional during both AM and PM commutes) to storefronts. (3) Integrate plans for the Sullivan's Gulch Tail in planning for connections to and through the Quadrant. (4) On this survey page Multnomah should be "Street", not "Avenue". Assure commercial/retail corridors preserve and enhance vital active on-street customer parking.
Alternative vehicle thoroughfares! (Williams and / or Albina?) For skaters, boarders, bikers, wheelchairs, and mini electrics.
Do NOT widen I-84 or I-5. Do not build the CRC. Do expand street car and MAX. Do fund and build out the bicycle master plan. Tax gas harder and increase fees on auto registrations. Subsidize Public transportation further. Build 20 minute neighborhoods- start in working class/ working poor

neighborhoods.
The Broadway and Vancouver Intersection is better but still a mess. The way Vancouver and the Freeway off ramp work together need to be examined and improved
Turn I-5 into a boulevard.
Where is the consideration for existing industrial employment areas in this study???
With the congestion that currently occurs daily in this quadrant and noticing that more pedestrian and bicycle access often means less automotive access, the real solution seems to be improving the automotive connections.
Because of contours and the existing roads and light rail, the Lloyd Center area is a natural hub and transition point for persons driving into Portland who would then use bicycle, public transport, or walking to access the central city or the inner southeast. Dedicated bike/walk bridge(s) across I-84 and improvements to existing access to the Broadway, Steel, and Hawthorn bridges are called for.
Auto is used to get to the place where we walk and bike. Auto parking needs to be included.
The intersection of NE Holladay & 13th is very frustrating as a pedestrian The ramp down to the eastbank esplanade from the east end of the Steel Bridge is getting congested on the tight turns. NE 16th between Halsey and Multnomah is a royal pain as a pedestrian When biking west on Multnomah, moving across traffic to make the left turn into the Rose Quarter transit center is scary. Super blocks should always have a pedestrian way through them.
Make pedestrian the highest priority in all decisions. However, for cars, save all current street connections - even if very low volume and look for more where redevelopment allows. This allows more mobility and greater flexibility to keep cars from clogging up freight access.
Need more bike-pedestrian connections. 7th and Holladay are great N/S and E/W crosshairs through Lloyd. Build i-84 bridge and take cars off Holladay and you have the spine of an excellent network.
Two way main streets on the historic main street corridors.
Improve pedestrian connections from bus/MAX stops/stations to the river and bridges.
Get the I-5/Broadway/Wiedler problem fixed first. That should be your priority.
Coming to this area is a drag due to the traffic, especially around I-5/Broadway.
1. The continuity, hierarchy and frequency of east/west streets provides a framework to fill in missing links. However, north/south continuity, hierarchy and frequency suffers from several large impediments (I-84, Lloyd Shopping Center, I-5/I-405 in Lower Albina). Few connections reach north to Mississippi, Eliot, and south to the CEID, Kerns and Buckman neighborhoods. The Strand, Tubman Path, NE 9th or NE 7th over-crossings, NE 12th Ave through Lloyd Shopping Center may all hold the promise of creating these needed connections. As these concepts are pursued they should seek to strengthen and enhance the eventual system and sequence of amenities to support the existing and future residential and commercial development. 2. Mobility to the river (truly adding the river as an accessible asset) should be an emphasis of this plan especially for bikes and peds.
7th Avenue Bike-Pedestrian Bridge!
Car-free crossings of I-84 are very important, as are continuing n/s bike routes.
Need additional I-84 crossing for bike/ped. 12th is a valuable freight corridor so a separate crossing for bike/ped would be best.
Use congestion pricing to control auto traffic. Reduce transit fares and find a better way to fund TriMet. Increase the cost of long term parking and reduce the number of parking lots.
We should work to undo couplets through this area. They act like freeways. Turning them back into two-way streets would calm traffic and make the area more pleasant for all users. If people want to drive on a freeway, I-5 and I-84 already cut through the district.
Once again, if this area is to encourage high density, quality development and activity, extreme emphasis should be focused on placemaking and connectivity. Walk around the area and see if you get the same feeling as being downtown or in the Pearl District. Simply, you don't. There are too many surface parking lots, high speed corridors, and an emphasis on automobiles. These need to be fixed.
Simple easy-to-remember straight route bike boulevards, HAWK signals to cross arterials especially Grand

and MLK. Traffic calm and reduce lanes and speed on Grand, MLK, Broadway, Weidler big time. -Reinforce traditional historic main streets (Broadway, Grand, Williams, Russell) as two-way transit-oriented urban streets (preferably revert back to two-way): Civic Corridors. Minor streets should be residential in character with more tree cover and planting, focus bike blvds/scenic parkways

OPEN SPACE

Q12 What type of open space and civic amenities would best suit the needs of the quadrant area? Choose one.

	RESPONSE PERCENT	RESPONSE COUNT
New large, centralized park	7%	8
Series of connected, private parks	8%	10
String of mid-sized public parks	59%	70
Civic or cultural feature	14%	16
Other	12%	14
answered question		118
skipped question		26

Other Responses

Probably 2 & 3, but the river, and large tracts of undeveloped areas exist for number 1. The Convention Center and the Rose Garden are civic and cultural features. How about a large plaza connecting Metro to the convention Center and celebrating the unity of local democracy. I am only partly joking.
Baseball stadium
Whatever the market demands - without public funds - EXCEPT for public infrastructure needed to support PRIVATE Development
Would love to have carousel. We have Ivory and Grant so OK there. No! We have trails/ayers and they cause enough problems.
let the Rose Quarter move forward with Jump Town
Why parks in this area when the eastside is DYING?!?
Large park would be nice but would require mix use housing all around it so that it can be safe at all hours. Holladay has the problems that it does because it is surrounded by day use and parking development only. But a series of mid-sized parks does sound nice.
None. The region already has a long history of large or civic projects that have damaged some of the character, including Lloyd Center, Memorial Coliseum, and Legacy Emanuel Hospital.
String of mid-sized public parks and a series of connected, private plazas
Only where there would be no demolition of existing buildings to create open space.
A variety of parks ranging from new large to small local neighborhood including mid-sized that are interconnected to create a recognizable sequence and a strong amenity that will attract residential and commercial development.
Connect inland parks to river/greenway with green streets/trails (include string of mid-sized public parks, and a series of connected, private plazas).
New plaza over Interstate- from Multnomah to Larabee connecting Memorial Coliseum and Rose Garden District with waterfront.

Q13 What type of functions should open spaces in this area support? Choose three.

	RESPONSE PERCENT	RESPONSE COUNT
Athletic Field	14%	16
Community Garden	39%	45
Hard Courts (basketball, tennis)	21%	25
Skate park	10%	12
Children's play area	39%	25
Habitat/natural system	44%	52
Picnic/lunch space	62%	72
Urban plaza	56%	65
Other	9%	10
	answered question	117
	skipped question	27

Other Responses

This is a silly question asking a particular question that gives no context. WE want all these things well done in the proper context.
Whatever the market demands - without public funds - EXCEPT for public infrastructure needed to support PRIVATE Development
private urban farms with edu and sales
cross cultural community center
Covered for protection from rain
Any place where people won't get shot.
None
through pedestrian access
Fountains or art/sculpture
large event space

Q14 Additional OPEN SPACE Comments or Suggestions

Our teachers and cities, our behavioral scientists, our actions and dollars, give us great examples and information for designers, as do the existing conditions. Don't' try and dictate things too early that should be determined in detail as time goes by. Do not get in the way, make a way. Respect the order of events sand the hierarchy of spaces and needs. Allow for good design.
Design open spaces to promote multi-use, weekend and after-hours activities, deter crime, etc.
Functions are dependent on residential and access to affordable housing improvements.
The changes to open space should reflect the needs of the users - increased residential might call for more play areas, etc. Teens patronizing the mall could also access the skate park.
No more Urban Renewal
Have group picnic or eating places. The park adjacent to Alameda school is a good example.
Connections are most needed between the waterfront and Convention Center and Rose Quarter.
Activate open spaces by include food-carts and other flexible uses of those spaces alongside their primary

planned use
non-smoking, public open spaces should be programmed; also, food carts/pods
ban use of toxic chemicals and GMO'd plants
I answered mid-sized parks in #1, but there is no size specification so I don't really know if my answer is what I mean. I would consider mid-sized to be say at least 4 acres if not more.
The more green space the better. I'd rather see many little parks/ plazas (I love director park and Jamison square and the park blocks) instead of a lager park (Like Holliday park or the plaza where the nurse log is near the convention center.)
The area is slated to be urban so the parks should be reflective of this a la the string of parks in the Pearl or Directors Park
Mix between private plazas and public parks. Concerned about transients taking over public areas
Different areas should support different functions.
Children's play areas and hard courts might also make sense. The skate park(s) recognize the area's key role in the history of skateboarding, and this will become increasingly significant now that 35d and 4th generation 'boarders are beginning to roll. Also the area is ideal for developing in line skating facilities.
I don’t think this is really a need
Food is important. Make room for outdoor eating. Encourage outdoor eating establishments.
More open space would be WONDERFUL. I would love to have more places to just be outside. I actually have great fondness for Holladay park, although I don't generally hang out there.
Don't do too much. This area lacks round-the-clock activity. Do only as much open space as needed to generate the activity. Don't over-supply or else it doesn't stay active and becomes a drain rather than a positive.
Green spaces along river?
Grand urban people-oriented plaza-restaurant in square.
The open space sequence should create a "Fen Way" of spaces, places and uses that will provide amenity and respite for a diverse and higher density population of residents and employees while supporting active play and habitat and natural systems.
Larger open spaces make it easier to get away from traffic noise-that's problem at many existing open spaces in the area.
Modify OCC glass spires; add neon outlines; add large rooftop restaurant between the spires; include public or semi-public plaza and eco-roof areas atop OCC
Include the river as much as possible: access and views.
With all the employment in the area, it would be great to have areas to get outdoor exercise and eat lunch. These spaces would also be a great amenity for new residential users.
This area needs to connect to the river much, much more so than it does. I-5 needs to be 'hidden' through even more tree plantings.
Already have a typical large park with Holladay Park, need something different like a people oriented plaza with amenities like restaurants/cafes, water feature, chairs & tables, umbrellas.
Improved safety needs to go along with this.

GREEN SYSTEMS

Q15 What green infrastructure systems should be encouraged in the N/NE Quadrant? Check all that apply.

	RESPONSE PERCENT	RESPONSE COUNT
Stormwater capture and reuse (e.g., underground collection and treatment tanks piped to buildings	74%	86
Water quality corridors to clean and infiltrate stormwater	69%	80
Locally-produced, renewable energy (e.g., solar, wind, geoexchange wells, waster digesters, etc.)	66%	76
District energy (e.g., high performance heting and cooling systems shared between buildings	75%	87
Other	13%	15
	answered question	116
	skipped question	28

Other Responses

It is the mandate now. Just do it. It should just be the way we build.
no
Whatever the market demands - without public funds - EXCEPT for public infrastructure needed to support PRIVATE Development
conversion of non-permeable surfaces
greater City financial support of Lloyd EcoDistrict
Solar on rooftops and water fountains from drinking.
Didn’t understand.
District energy is especially promising for Lloyd redevelopment.
Encourage the development of Green Streetcar Corridors (Broadway/ Weidler, Martin Luther King Jr Boulevard north, see "Portland Streetcar System Concept Plan
They must be market based.
Simple curb extension swales. Don't go overboard; this is a city not the wilderness.
Replace asphalt/parking with ecoroof buildings and planted areas.
Screening/natural filtering of air pollution from Interstate.
modify OCC spires

Q16 How should natural systems be improved in the quadrant? Check all that apply.

	RESPONSE PERCENT	RESPONSE COUNT
Increased tree canopy	74%	84
Use of native vegetation	71%	80
New/enhanced habitat	59%	67
Other	11%	12
answered question		113
skipped question		31

Other Responses

That all works for me.
would like to see a return to more fir
Use the vegetation that works! Usually native but not always.
Whatever the market demands - without public funds - EXCEPT for public infrastructure needed to support PRIVATE Development
None of the above (x2)
conversion of non-permeable surfaces
I am big on habitat, but not in this location
only possible if trucks are united or prevented because they wreck trees
Restore or create new clean waterways to the river.
Modest use of trees and vegetation- this is a city! Not the Wilderness!
Retain existing trees. How did the 100+ year old oaks get cut down on Flint at Tillamook?

Q17 If you would like to see new/enhanced habitat, where should we encourage it? Check all that apply.

	RESPONSE PERCENT	RESPONSE COUNT
Sullivan's Gulch	77%	73
Riverfront	78%	74
Other	20%	19
answered question		95
skipped question		49

Other Responses

Where ever you can get it in. The Gulch Trail is fantastic. It should be coupled with a "re-greening" of the watershed we have used for roads and railway. But, as we know the roads and railways, must remain.
Whatever the market demands - without public funds - EXCEPT for public infrastructure needed to support PRIVATE Development
Multifamily residential area
Interstate and Lloyd Blvd
Eco-roofs
All vacant property
Parklets like in San Francisco
Albina Strand
Throughout the street network

Near Lloyd Center (x3)
One of the parks
Any otherwise vacant space
Smith and Bybee park
Enclosing I-5
throughout the Lloyd District
Rose Quarter
Outside the most urban neighborhoods in Portland, not in the Lloyd or Broadway Corridor

Q18 Additional GREEN SYSTEMS Comments or Suggestions:

Green should just be the way we are now. However, let's minimize the flash and tricks and concentrate on the science. Again, good design. Examples abound.
Lloyd Mall should strive to go LEED, add some green roofs, and convert some existing surface parking lots to natural spaces. IMO, it was a tragedy when it was enclosed and just became another suburban mall.
Sullivan's Gulch will need improvement if the trail goes in. None of this should affect blue collar jobs.
For new habitat: Sullivan's gulch would be good as we look to put a trail in that area. Riverfront is good but not at the cost of industrial jobs.
No More Urban Renewal
Some of our small green-space/medians are really trashy looking. It would be great to have a no-maintenance native solution in those places.
let some areas be pedestrian only
Portland loves bicycle corrals. It is time for some Parklets in Portland like on Valencia in San Francisco.
This is a poorly done section and doesn't force and choices or tradeoffs
I seem to want all of the above of course....
I think the possibilities for habitat enhancement in this area are extremely limited. It is too isolated from wildlife corridors and too strongly urbanized.
Solar roofs that feed to power grid makes sense.
I would totally adopt a bioswale or other green system that needed some tending if it was near me in Sullivan's Gulch.
Community Gardens!
More people living and working near each other ultimately has greater environmental benefits than any given intentionally green system.
I'm all for nature in cities, but this is a dense urban neighborhood, not sure there's much "nature" to gain.
Use evergreen trees on streets, open space and parks to sequester greater amounts of carbon.
Please consult studies and literature that detail the overall multi-system effect of promoting/accommodating/subsidizing/perpetuating auto movement and storage in urban environments. The more that people walk, bike, and use transit to move into and through the district, the greater the benefit and relief to all components/concerns in the N/NE Quadrant.
Integrating greenspaces into the urban form in a way that enhances habitat but also creates space for people to enjoy it would be ideal.
Treat the urban, cultural, economic, social, political, systems like an interconnected natural system; the web of life.
I'm not against any habitat here, just people and the quality of urban space need to be the driving force in this area, not nature. Keep the city dense and urban so that land outside the UGB can remain truly natural, untouched habitat. Its not like overlaying natural areas here is going to even be good natural areas given the urbanity. Please let the quality of the urbanism be the driving force here instead of having poor natural areas in a place not suited for nature.

Subarea 1 – Lower Albina Industrial

Q1 In area A (see diagram), should the plan increase flexibility by allowing more creative office uses (e.g., software development, design, media production, etc.) in Lower Albina?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	79.1	53
No, it should remain primarily industrial	20.9	14
answered question		67
skipped question		1

Q2 Should the plan call for "the strand" to create greater bicycle and pedestrian connectivity through Lower Albina to link the Russell Street area to the Rose Quarter (see diagram, Area B)?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	79.1	53
No	20.9	14
answered question		67
skipped question		1

Q3 Should the zoning for the Portland Public Schools (PPS) Blanchard Site and adjacent properties to the east be changed to allow more land use flexibility to encourage future redevelopment of the sites (see diagram, Area C)? Check all that apply.

	RESPONSE PERCENT	RESPONSE COUNT
Yes, to allow mixed-use residential	71%	47
Yes, to allow retail	47%	31
Yes, to allow research and development	53%	35
Yes, to allow office	42%	28
No, keep it primarily industrial	12%	8
Yes to allow other	-	13
answered question		66
skipped question		2

Q3 Yes to allow other, responses:

The PPS site seems like a natural choice for high-rise buildings, providing a contrast with the adjacent low-rise historic district
Public fitness facility with rinks and courts and gymnasiums and performance space
Yes, to allow some big box in Central Portland, but not acres of parking lot devoted to single big box, instead using parking ramps that can serve two boxes (Costco/Home Depot) AND the Rose Quarter overflow parking (encouraging walking!)
Whatever uses create the most jobs and activity levels to support transit and neighborhood retail
Keep as is
Any high-density use
Any of these uses, but with a significant residential component
Grocery store-big box
Only on the east side of the area
Residential
Small-scale neighborhood service retail only. Limit or prohibit large-scale regional destination retail development.
Services that will benefit adjacent neighborhoods

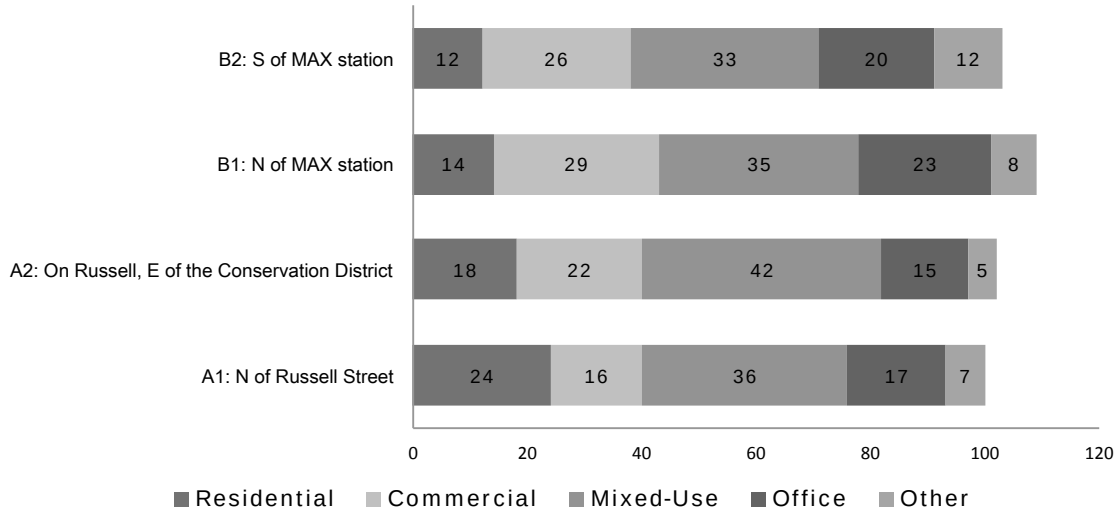
Q4 Additional SUBAREA 1 Comments

No More Urban Renewal
No retail stores that require more than 25 parking spots.
Parking would be an issue in this area if there were a lot of visitors. People who work there regularly of course would likely take transit, but offices usually need considerable parking.
I can see lower Albina being a natural green space with diverse plant life given the sun and shade mix provided by the bridges
TriMet should provide a direct bus link across the Fremont Bridge between Fremont Street and Emanuel Hospital on the east side and the NW industrial area and Montgomery Park on the west side.
What about transportation access? Is this to be a stand-alone district or part of the larger whole?
The vitality of this area will never increase much if the freeway remains as such. To develop subarea 1 economically, turn I-5 into a boulevard, which allows traffic to support the local land uses and provides greater connectivity.
The City needs industrial land so I can't see removing the option for industrial use. At the same time if no industrial development occurs the land remains useless. I think we need to allow development of something that would not remove possibility of using it for industrial in the future.
I separate the Russell street area and North, of sub 1, from the remainder. Some of these blocks would be improved with more retail and office. The others (Page St South to the hill below Blanchard site (Hancock?) should remain primarily industrial, except for the properties facing interstate ave, which should also allow retail and office mixes. Greenway Trail development should be a high priority. Bicycle access to Swan Island and from there to Willamette Boulevard would not only provide obvious direct benefits, but would significantly reduce the bicycle traffic on Williams and Vancouver, which is rapidly growing and has already
I think this area would be awesome to redevelop more intensively, and probably ought to move away from primarily industrial, particularly because it doesn't seem to be used that intensively.
If the strand is implemented, make sure it includes cars - at a civilized speed. The desire line for bike/ped only will not be enough to keep sufficient "eyes on the street" to keep it feeling comfortable throughout

the day and evening.
The city and region need the industrial base, but there is a definite opportunity to develop this subarea into a quirky neighborhood. Build some housing!
Blanchard site should be kept as a large parcel for a future tenant in search of a large central city land parcel i.e. a future ballpark if one was ever needed. Would be a lost opportunity to subdivide this parcel, one of last large parcels left in the Central City.
Stay out of Eliot. Lower Albina is not primarily industrial. There are warehouses and other low intensity uses and they should be encouraged.
1. Its an industrial sanctuary remember? 2. If bicycles on the strand will keep bicycles off River street and out of the UPS yard and off the concrete road, then good. If not, bad. 3. I don't really care what you do in NNE outside of Lower Albina provided that you preserve if not improve freight mobility (truck, rail, water) within the industrial sanctuary and the connectivity to the main transportation grid. The capacity of Interstate Avenue has already been halved by MAX (should have gone on Williams/Vancouver). Don't make it any worse. The industrial sanctuary is there because it's the interface between road, rail, and water. It's unique. You can't replace it elsewhere in the region. 4. Don't compromise Lower Albina by using it as a through commuter route to Swan Island or elsewhere or by pretending it has recreational value.
No large big boxish retail please!
The Strand idea is great, but Interstate should also have a cycle track as well.
The uses should encourage developments that attract families.
Keep the integrity of the industrial area

Subarea 1a – Historic Russell Street

Q1 1. Which uses should the plan encourage in each of the following areas (see diagram for corresponding areas)? Check all that apply.



A1: Other Responses
Affordable Housing (x2)
Protect existing buildings and land uses
land uses don't matter as long as the use supports a wide range of activity.
allow general industrial uses that support creative users while allowing greater diversity of office and commercial uses.
industrial (x2)
A2: Other Responses
Affordable Housing (x2)
This seems like a great place for creative office space.
B1: Other Responses
Transit-Oriented Development
Affordable Housing
B2: Other Responses
Residential uses should be limited.
Industrial (x4); Light industrial/craft plus any supporting retail; industrial along RR tracks and over to river.
Affordable Housing
commercial along Interstate

Q2 How should the area under the I-5/I-405 Freeway Interchange be utilized (see diagram, Area C)? Check all that apply.

	RESPONSE PERCENT	RESPONSE COUNT
Dog Park	40%	21
Skate Park	48%	25
Leave it as is	17%	9
Mountain biking	39%	20
Tennis Courts	21%	11
Other	35%	18
answered question		52
skipped question		4

Other Responses

Don't waste taxpayer money on this area under the freeway.
A park would be nice, but one that allowed people to enjoy the view of the central city from that point. The green that is there now, if maintained could be very nice "as-is". An amphitheater that looked towards the city would also be cool.
Seattle has successfully used their under I 5 for a super popular and tourist attraction bike park
Place for outdoor circus, dances, loud parties (noise covered up by the freeway overhead!).
If possible, locate as many compatible uses to make area feel safe with more eyes on it.
Rock climbing feature
Some sort of use that would deter homeless camping --> which leads to lots of litter under the bridge
No dogs
These are all 'the same' as in parks.
Off Ramp to Interstate (Mountain biking)
Locally Unwanted Land Uses (LULUs)
Not for recreation.
Clean it up and get rid of barbed wire and vehicles as it is used now.
Massive sculpture.
Parking
Given the distance from much residential and lack of easy parking, I doubt this would be much used.
Public park for all uses
Could become an extreme sports park.

Q3 Additional Subarea 1a comments:

Avoid putting high density or affordable housing in the path of high car emission areas (the freeway spaghetti), especially without the benefit of more stringent building/HVAC codes to offset noise & pollution.
Preserve historic buildings. Affordable housing where there are lower emission areas.
No More Urban Renewal
This is a pretty gritty area. I don't see residential uses fitting in very well there, unless they are restricted to current buildings or back along the I5 right of way.
A commercial/light industrial mix may be better than commercial/office.
The entire subarea needs rezoning the encourages both residential and small business in order for the Russell Street Improvement Plan to ever succeed.
What about transportation connections. Russell needs work as a bike, ped facility to encourage the connection between upper developing area and lower area.
Many people have expressed in interest in live/work type use in this neighborhood. Light industrial, wood shops, metal fabricators, music studios, etc.

Area under freeway needs activation throughout the day and evening. Of options I've heard, dog park has greatest promise. Lots of use throughout day and people more likely to use it everyday not just weekends and be more comfortable due to presence of dog. Other active uses by adults encouraged.
Let's value children and education instead of animals!
This is a Historic District and it needs stronger design guidelines and review and better incentives.
The only dedicated mountain biking facility in the city is the planned Gateway Green park out by I-205. The inner city could use a facility like this in the urban area.
New users and activating the area during off hours.
Encourage this area to continue to be successful
Identify conceptual links to Mississippi and the river as an attraction for inviting

Subarea 2 - Eliot: Vancouver/Williams Corridor

Q1 **In area A there are currently a number of non-residential uses (see diagram). Should the plan rezone residentially-zoned properties to allow a wider range of uses?**

	RESPONSE PERCENT	RESPONSE COUNT
Yes	**82%**	**45**
No	**18%**	**10**
answered question		55
skipped question		0

Q2 If so, for which uses? Check all that apply.

	RESPONSE PERCENT	RESPONSE COUNT
Commercial	37%	18
Office	35%	17
Mixed-use	92%	45
Other	33%	16
answered question		49
skipped question		6

Other Responses
No More Urban Renewal
Residential
Maintaining historic residences and other buildings, but increasing residential or live/work density. Increasing cafes, restaurants, and small shops. Variety and flavor.
The type of use is less important than the form of the building and the activity level that it generates - more activity is better.
Light Industrial (x3)
Uses that enhance / support the school
Grocery mom and pop's
Retail, commercial, office but predominant use should be housing
That overrides buffering transition to the surrounding lower density areas.
Farmer's Market/exterior public space
Housing OK
Creative, live work
None
Small-lot form. Avoid too much consolidation of properties

Q3 Are additional incentives for housing development desired in Area A?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	66%	31
No	34%	16
answered question		47
skipped question		8

Q4 Should the plan recommend changes to the designated view corridor from Lillis Albina Park as a means of facilitating potential redevelopment of properties to the west, including the PPS Blanchard site(see diagram, Area B)?

	RESPONSE PERCENT	RESPONSE COUNT
No	64%	28
Yes	36%	16
answered question		44
skipped question		11

Yes, changes should include:
Raising the height limit to 75’
Allow only residential buildings with low income options to have exception to height
Allowing high-rise development at the PPS Blanchard site.
The area west of I-5 between letters “C” and “E” has so much potential- and is under utilized.
Most things would be better than what is there now.
Eliminate them.
Only if a person standing in the park can see over/through the current I5 corridor, by all means, limit the height of buildings downhill/between the park and the river.
Mixed use
Allow more density and delight for that area so feel too low
Ability to build a lookout tower to get extra height in lower Albina
Don’t know the area well enough but I’d like to see the Blanchard site redevelop with higher density.
As long as mature trees aren’t compromised
The historic view should be checked to see if it still exists. A better location might integrate the viewpoint into the open space system and better serve the public.
Re-map it to focus on a particular feature (the river?) and relax other height restrictions.
Remove designation, with regulations that require that views to City be considered if buildings in the PPS Blanchard area are built

Q5 Should an additional pedestrian connection be developed at Page Street under I-5 to connect this area to Lower Albina (see diagram, Area C)?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	81%	42
No	19%	10
answered question		52
skipped question		3

Q6 Should a main street district be encouraged around the intersection of Williams Avenue and Russell Street, reviving a historic commercial node (see diagram, Area D)?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	82%	42
No	18%	9
answered question		51
skipped question		4

Q7 Should an additional east-west multimodal connection be developed north of the Broadway/Weidler couplet, such as Hancock Street to Dixon Street (see diagram, Area E)?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	89%	47
No	11%	6
answered question		53
skipped question		2

Q8 If you answered yes to question 7, please specify for which modes a connection should be developed. Check all that apply.

	RESPONSE PERCENT	RESPONSE COUNT
Cars	27%	13
Buses	22%	11
Trucks	10%	5
Bicycles	86%	42
Pedestrians	86%	42
Other	18%	9
answered question		49
skipped question		6

Other Responses

No More Urban Renewal
Nothing new for vehicular traffic of any sort. It will become a cut-through and ruin a residential street. Only something for bikes/peds, get them off Broadway/Weidler if possible to reduce conflicts with interstate connections/on/off ramps.
Only if it connects Eliot neighborhood to uses that are relevant for the neighborhood like a grocery store.
Get bikes off Broadway

Bikes! Do not add more traffic to this residential neighborhood

Small buses

Some local car traffic might be integrated into a ped/bike street.

But take measures to ensure that traffic can not travel further east than Williams Ave.

Include measures to ensure it doesn't become a cut-through and negatively impact the neighborhood

Q9 Should both Vancouver and Williams Avenues be encouraged as neighborhood commercial streets, or should one be emphasized as the prominent commercial corridor? Check one.

	RESPONSE PERCENT	RESPONSE COUNT
Both Avenues	58%	29
Williams Ave.	28%	14
Vancouver Ave.	4%	2
Other	10%	5
	answered question	50
	skipped question	5

Other Responses

No More Urban Renewal

More room for traffic and parking - reroute bikes

I guess I would pick one, but I don't know which

Whichever is most likely to support the most robust development (or both if that is possible)

Q9 Additional Subarea 2 Comments:

No More Urban Renewal

Promote locally owned and operated business that requires less than 10 parking spots.

Lillis Albina park has a completely awesome view of the entire city, but someone chose to plant giant trees on the West side of the park. They also failed to put any windows on that side of the school, so the kids don't get a view of their fair city. The freeway could be obscured by shrubs under 10' and the view revealed. Apartments along that part of Flint could be built – they would have the best view in the city. Please don't change the view corridor - instead let's make use of it!

This should be the most friendly to cyclists and pedestrians as possible. Albina Park should stay green space and should not have buildings built on it.

Allow higher residential densities because of excellent transit service access.

Eliot's residential zoning must be protected. Protect existing buildings and uses.

Encourage both Williams and Vancouver as neighborhood corridors

This area is difficult to navigate due to I-5. Improved street connectivity and a variety of land uses will help activate this part of the city make it a more meaningful place.

NO thru auto traffic on Hancock! However, better ped and bike connections to the river and Broadway Bridge are a must!

Legacy Immanuel Hospital dominates the area N of Russell, W of Williams. The new Children's Hospital will further increase traffic by added staff, patients, visitors, and suppliers. The great majority are non-residents of the quadrant. Many drivers are confused about where to go, or - understandably - are in a hurry to access the hospital. Include ambulances in that number. All of which makes the hospital zone somewhat hazardous going for cars, cyclists and pedestrians. Think hard about compounding the traffic density by commercializing Area D. Encouraging commercial development in Area D should provide for plenty of OFF-STREET PARKING. The area does need more business fulfilling the daily needs of local residents - many of whom could walk or bike. As a resident - Williams/Stanton - my overall concern is that the City over-emphasizes making it convenient for traffic to pass through the area. Not enough attention

is given to the quality of life of people WHO LIVE HERE. This quadrant has been messed with, chopped up and torn down long enough. The weedy vacant lots girded by chain link fences north of Ivy look like a war zone, and downgrades the area. No more tearing down, please, unless the developers prove they have the funds, the plans and the knowledge to build ASAP - approved by the City or no go! Also consider putting a stoplight at Stanton and N. Williams. Active in heavy traffic hours. Cars dashing across Williams on Stanton are a danger to all traffic - 4 wheel, 2 wheel and 2 footed. Cars accelerating hard across Williams are turning Stanton into a drag strip. At least, install a speed bump. Weekday mornings and afternoons are filled with children going to and from public and private schools. With the building on SE corner of N Williams/Morris re-opening as a Montessori, moms dropping off and picking up their kids will further add to the hazards. To say nothing of the traffic in drug dealing around Dawson Park - especially alongside the Catholic Church at Stanton/Williams. But that's another topic, isn't it.
Vancouver and Williams are major bikeways for all of North and much of NE. Because of the hill, commercial dev should be focused on Williams (up hill, slower, safer wrt traffic entering and leaving road). These streets are near capacity for bike traffic now, but if the lower Greenway Trail is developed between Willamette Blvd and Rose Quarter that will siphon off much of the traffic.
This area seems like it has a lot of potential, but also a bunch of dead zones. Dealing with the pedestrian and bicycle access around the freeway would be excellent.
Russell street has so much character - it would be a great continuation - support street for commercial / restaurant expansion of Mississippi and introduce more area-wide Portlander's to the Albina neighborhood and all of it's positive opportunities.
Vancouver /Williams south of Russell could be considered a district instead of a corridor-Vancouver, Williams, Flint and cross streets. Encourage Legacy to redevelop NW corner of Williams/Russell intersection. 37 years of vacancy is blight- more than what was there before.
Enhance all connections with more tree and greenery for enhanced experience. Vancouver and Williams create a linear accessible seam through the neighborhood with rich and community scale uses that support the local context. Given the current economic downturn, Vancouver and Williams are continuing to thrive (remembering that there is never a good day in retail).
Undo the Vancouver-Williams couplet and make them both two-way streets. This will calm traffic and make the area more pleasant for all users.
Encourage active neighborhood friendly development where Emmanuel faces NE Russell

Subarea 3 – Rose Quarter and Vicinity

Q1 Should larger buildings (height, mass) be allowed along N Broadway between the river and N Wheeler Avenue to increase density and support a higher level of activity in the Rose Quarter (see diagram, Area A)?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	76%	53
No, leave height at 6-10 stories	24%	17
answered question		70
skipped question		1

Q2 How tall should these buildings be? Check one.

	RESPONSE PERCENT	RESPONSE COUNT
11-15 stories	36%	19
20+ stories	40%	21
16-20 stories	24%	13
answered question		53
skipped question		18

Q3 Should the zoning for the Portland Public Schools (PPS) Blanchard Site and adjacent properties to the east be changed to allow more land use flexibility to encourage future redevelopment of the sites (see diagram, Area B)? Check all that apply.

	RESPONSE PERCENT	RESPONSE COUNT
Yes, to allow mixed-ise residential	81%	56
Yes, to allow retail	46%	32
Yes, to allow office	52%	36
Yes, to allow research and dev-leopmnent	55%	38
No, keep it primarily industrial	10%	7
Yes, to allow other	13%	9
answered question		69
skipped question		2

Other Responses

Baseball stadium (x2)
Costco or other big box that will tuck parking underneath and NOT have a huge, vast, single use parking lot for their purposes only (perhaps a paid lot shared with the Rose Garden or another big box like Home Depot).
Major event entertainment; educational institution
Keep as is
Big Box

Any high density use
With specific limitations and necessary prohibitions to control large-scale retail development.
Focus on uses that will be active and will be supportive of adjacent neighborhoods

Q4 What should the nature of the Willamette riverfront be in this area, in terms of land use, public access, and other features (see diagram, Area C)? Check all that apply.

	RESPONSE PERCENT	RESPONSE COUNT
Commercial	27%	19
Events/ Entertainment	44%	31
Industrial	11%	8
Office	21%	15
Residential	33%	23
Enhanced Habitat	47%	33
Hotel	21%	15
Multi-use trail	76%	53
Recreation/active use park	63%	44
Other	23%	16
answered question		70
skipped question		1

Other Responses

No More Urban Renewal
Low income housing
Public River Access for small non motor boats
Public Property, complete access for all the public. Another entertainment bowl, like the one just south of the Hawthorne Bridge on the west side of the river (where the Blues festival is now). Grassy. As flexible as possible. Open. With paths. Trees near the street. NOT WITH private buildings blocking the view of the river.
Amphitheater, water taxi dock
An active boardwalk with shops, dining, and entertainment with mid-to-high rise uses above. Area seems too narrow for industrial uses.
Eastside Waterfront non-active Park with Grass & Trees - picnic tables etc. available for special events
We need some natural areas like the other side of the river
For people-not commercial, not hotel, and not trucks
NP Greenway, essential connection.
Public Park with picnic, grass, trees, open space, etc.
Provide elevated viewpoints for peds/cyclists to view the working river
A connection to the river is an important connection to make leaving it in a natural state will help people relate to the river and natural habitat. It provides a respite from the surrounding dense development.
A mix of uses is best, but don't force out industrial unless market dictates
This should become one of the districts great amenities and assets for attracting new families and businesses to the district.
Limited commercial to support events

Q5 Are there ways to improve access between this subarea and other parts of the Lloyd District over and under I-5 with new connections (e.g., Hancock Street, Clackamas Street) or improvements to existing connections (e.g., Multnomah Street/ Holladay Street)? (see diagram, areas D1, D2 and D3)

	RESPONSE PERCENT	RESPONSE COUNT
Yes	100%	59
No		0
answered question		59
skipped question		12

Q6 If so, what type of improvements would you recommend? Check all that apply.

	RESPONSE PERCENT	RESPONSE COUNT
New connection across I-5 for all modes (car, truck, bus, bicycle, pedestrians)	40%	25
New connection across I-5 for pedestrians and bicyclists only	65%	40
Improve connection on Multnomah Street and/or Holladay Street, as follows:	37%	23
answered question		62
skipped question		9

Improve connection on Multnomah Street and/or Holladay as follows:

Substantial changes to both streets under I-5--art, lighting, gateway features
Limit new auto connections to local traffic as much as possible and still prioritize bicycles and pedestrians on those new connections.
Limit auto. Encourage bikes and peds.
No More Urban Renewal
Make Holliday St a two-way cycle track! It is so hard/scary to get through the Lloyd by bike. Reduce Multnomah to 3 auto travel lanes with wide buffered bike lanes on both sides.
Make better signage and intuitive routes for bikes
On-street parking on Multnomah, enhanced bike access on Holladay
Improved bike facilities, including cycle track on Holladay
Motor vehicles only - traffic circulation around the Rose Quarter is a complete mess. Poor planning for streetcars along with the transit transfer create a ton of artificial congestion puff.
Active business and storefronts, as well as increased walking/biking infrastructure.
I want to comment here I am not checking this box as an agreement to that idea. We need to keep bikes off of the faster moving traffic areas. I won't ride next to fast traffic
Take the cars or at least the parking off of Holladay. That would be so WONDERFUL for both access through the neighborhood, and potentially promoting that area as a neighborhood that people spend time in. I mean J Cafe is a nice start, but we need a bit more.
Don't spend money on this right now. Yes it is possible. Do I think it is a good idea to do NO
Multnomah: Consider moving some i-5 on/off traffic to Multnomah to improve Broadway experience Holladay: 2-way bike/ped only and MAX (existing)

Holladay: This is an important corridor for out of town guests-their first impression on the MAX from the airport. Liven and green it up.
Holladay: Turn it into a bike/ped only street.
Cover Interstate Avenue and MAX with Plaza from Multnomah to Larabee signals,
Substantially increase lighting levels and find some way to make the underpass feel safer - e.g., use architectural fabric to turn current grubby underpass into bright white, well-lit archway with no hiding places
Ideas have been suggested for the under bridge area of I-5 that would reinforce the Historic Trolley Barn and create a dynamic and exciting transition under I-5. "Just Do It"
Activate the space under I-5. Bike commuter parking? Retail? Basketball courts sponsored by the Blazers? Turn the trolley barn into an active party place. Make the trolleys a tourist attraction. Find a way to add a green element, public art and other elements so they are a friendlier environment

Q7 Should the local and regional transportation infrastructure around the Steel Bridgehead and the Rose Quarter Transit Center be reconfigured to improve access, circulation and encourage new development (see diagram, Area E)?

	RESPONSE PERCENT	RESPONSE COUNT
No	35%	20
Yes, as follows:	65%	37
answered question		57
skipped question		14

Q7 Yes, as follows:

Re-align LRT tracks to create more development opportunities See 2001 Rose Quarter study
Depends on what the nature of the development barrier is if new development is for local business and low-income housing I would love to see I5 removed.
Make bicycling easier by having a decent separated path instead of zigzagging through the major bus stops, and allow high density residential and mixed use buildings that have the potential to catalyze a sense of place in the area, rather than just an area that people pass through as quickly as possible.
Dedicated bike lanes that are more segregated from bus, max, and car traffic
What if you closed off all motorized traffic other than public transit?
Allow easier bicycle crossings
More auto access and safer bike/ped connections
Better options for Vehicles.
Fix I-5 at Rose Quarter
Mixed high-density development around this major public transportation hub. See below.
During rush hour, it is painful to try and cross over to the West side across the Steel Bridge. The bus-only light should be removed, and traffic should just merge like it did before.
More direct alignment with bridge.
Almost anything would be an improvement.
Improvement for public transportation.
Street crossings should be grade separated from rail and all new building entries should be prioritized on the rail level, with parking accessible from below.
Very expensive - see old Rose Quarter study (2001) for good ideas.

Bike underpass beneath Interstate and Oregon intersection to improve access to/from river walk.
Improvements are needed for motor vehicle traffic only - get rid of the bike signal because bicyclists push the button and then cross before it is their turn. The signal only adds to engine idle time.
Primarily to encourage new development and reduce auto usage in the area.
Keep bikes separate from fast traffic
Better roads for cars. Better signs
Local businesses with residential options
Consider options suggested by others. Try to increase MAX speed across the river (tunnel under downtown?)
To create more land for development to create an urban neighborhood.
How much more transportation infrastructure can the RQ transit center take?
Better circulation for all transportation modes perhaps limiting cars somehow.
Dedicated bike/ped lane; dedicated car/truck lane(s)
Better connection to Eastbank Esplanade, Sullivan's Gulch, and the Strand. More bus/bike only lanes
High Speed Rail Station north of Steel Bridge between Interstate and River.
Enhance access and provide better separation between MAX and other traffic/ped movements
We should take advantage of future structural upgrades to consolidate the LRT Station and create a system of ped/bike and car streets that would help bridge the I-5 gap and knit the Lloyd District together with the river. We should have this project on the books in case funding opportunities arise in the future.
Rationalize the streets
Elevate all/parts of max system.
Sounds like a good idea, you tell me

Q8 Additional Subarea 3 Comments:

For area E - is the transportation infrastructure the reason that there's so much vacant land in that area? Is it a zoning issue? Is the market lacking? If the transportation infrastructure's the problem, then that's important to know.
No More Urban Renewal
Promote low income housing
Why does our neighborhood have to suffer so much just to allow fast vehicular traffic? Our community doesn't need both I5 and I405. Removing I5 on the east side would cause massive redevelopment and investment for the city of Portland. San Francisco has done it, why can't we?
Area C should not block the view of the historic Memorial Coliseum from Downtown. It should be a park or plaza/event space with a north-south trail.
Are you serious with question #7? How else is supposed to answer that one? I think it should be poorly planned, very dangerous to cyclists and pedestrians and allow no development whatsoever.
Do something. I live near by and bike through the area daily and it's an embarrassment to the city. They have invested so much and it is a dead zone.
This area will, over time, become the primary transportation hub of the Portland metropolitan region. It will become the major transfer point of the north-south and east-west MAX system when the Yellow and future Milwaukie Lines are connected together on the east side between OMSI and the Rose Quarter. The east-west MAX lines will eventually be routed in a tunnel between Lloyd Center and Goose Hollow to expedite rapid inter-regional transit trips. A deep station at this locational will be required. The area will be served by streetcar, as the existing surface light rail tracks will be incorporated into the streetcar network. A railroad station will also be needed here to accommodate both Cascade Corridor inter-regional high-speed trains and regional commuter trains because routing them over the Willamette River twice to reach Union Station will become infeasible. Union Station will still be needed for Amtrak long distance trains and can be conveniently connected to this new station with a streetcar shuttle over the Steel Bridge. Buses, both TriMet and intercity will also have to be accommodated at this location.

The bus-only restricted streets in and around the Rose Quarter are very inconvenient for traffic - I think this makes people stay away from the area.
The future land use designation for the PPS Blanchard site (multiple properties) needs to allow maximum flexibility of future uses to accommodate future redevelopment of the site. Proximity to a major event center, light industrial area, and adjacency to Interstate-5 requires the redevelopment of the Blanchard properties be able to respond to a variety of redevelopment potentials that may be led by the redevelopment of adjacent properties. Redevelopment of the Blanchard site also needs to provide for a revenue neutral move of PPS' current operations on the site to other location(s).
The Rose Garden, Coliseum, I-5, and Convention center are all mega projects that have fractured the access through this area and make it difficult to navigate for ALL modes, although transit is relatively easy to figure out through here. There needs to be more "there" there, and better access through these giant surrounding land uses.
Ped connections on Broadway need a lot of work. Also, much of lower Broadway is very suburban in nature and needs to retrofit back to an urban (central city) cross section. So often this area gets treated as a suburban enclave in the central city - change that as part of this plan!!
Why is there no discussion of turning I-5 into a boulevard? Or completely removing it? Consider the increased land available for development, parks, residential, etc. and the opportunities for increased connectivity.
Re open the street along side the convention center for auto traffic.
We need to have areas for biking and traffic. I don't want to ride with traffic and I don't want to ride in an environment that encourages racer bikes.
WRT #7: What is currently there sucks. But without a very expensive do-over of the entire existing infrastructure, no significant improvements are possible. We need to just live with this problem area so we can use tax dollars in other places where we will see worthwhile improvements.
This area could be so cool for the surrounding residential neighbors and the various tourists, but it is pretty darn dead. Too much surface parking, too many chains. Are retail rent expectations too high? Why are we stuck with gross chain food all round the convention center? I feel bad for the tourists and convention goers as I walk from Sullivan's Gulch to Old Town and back every day. Sort of embarrassing.
High-speed rail at Memorial Coliseum? High Speed Rail depot with N/S/W/W connections to make this truly the center of the regional transit system.
Spent so much $$ on streetcar, need to invest in peds, density to leverage transit investment.
Need an active waterfront near downtown where commerce and activity, restaurants are right on the water. This is one place where minimal setbacks from the river are a must! Create a ped friendly commercial corridor along N Broadway with pre and post game restaurants for the Rose Quarter crowd (also can serve people outside of game/event time since on a major pass-thru-street). Improve street-connectivity in this area. Wait to redevelop Rose Quarter and focus on edges now (Waterfront and Broadway).
Create a new river SDC to develop habitat/parks/public access
Making Rose Quarter TC an active place throughout the day and evening would greatly enhance connections from Lloyd through to Rose Quarter events and Broadway.
This area is critical to the economic health and vitality of the quadrant and holds the promise of an exciting riverfront amenity that is on par with South Waterfront, River Place, D.T. and the Pearl.
Undo the Broadway-Weidler couplet. This will calm traffic and make the area more comfortable for all users.
Need more lively activity on an everyday basis.

Subarea 4 – NE Broadway/Weidler Commercial Corridor

Q1 Looking at section AA, is the current transition in allowed heights from the Lloyd District to the neighborhoods to the north appropriate?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	58%	42
No	42%	31
answered question		73
skipped question		3

Q2 If not, what changes could be made to improve it?

Question is confusing to me. The current transition (step down) looks ok but do NOT increase the maximum height allowed in the Irvington and Central City areas to 125'.
The area is too residential closer to Hancock. Broadway/Weidler is already a higher density/higher traffic corridor, and it is currently underutilized. A better way to maximize the corridor's density is to encourage/further encourage redevelopment along Broadway, rather than to encroach into an established residential zone. It might make Broadway more residential (and pedestrian commercial) if pedestrian enhancements were installed up and down Broadway. It is often nerve-wracking to cross Broadway and Weidler. It's not a highway, and it's an obviously underutilized but demographically sound resource.
Broadway's such a divider that larger heights might be appropriate & may not really affect neighborhood character.
Whatever is needed to serve market demand
Do not change height system in place in this area
Height restrictions seem silly and NIMBYish. Their benefits accrue to a few landowners and their costs are borne by the entire metro area in higher transportation and land prices.
A higher allowance along the Broadway/Weidler corridor In general, the allowable heights are too high, especially between Schuler and Hancock and Hancock and Tillamook. Reduce the first to 45 feet, the second to 35.
But VERY concerned about height "bonuses" This has created some overlarge structures not in keeping w/ the neighborhood surrounds and character. These would be very inappropriate.
We could allow the Maximum Height Allowed to be expanded- but we add density, we should protect green space and park space and make improvements for cyclists and pedestrians. As we add infill, we need to add libraries.
Increase height (x4)
Allowable heights along Broadway ought to be opened up. Allow for more high-density housing.
Since the Irvington is a historic district any height increase past Broadway should be discouraged. If we do increase the height it should be minimal- not more than 75' on Schuyler and 100' on Broadway. Even Weidler is too high-175' would be overwhelming for the existing neighborhood. We need to look at the neighborhood set up if all these properties built to the height limit we would be doubling or tripling the density. Are we going to demand parking for these buildings like we didn't for the 50units on 15th that went in with no parking? It's fine to want people to take public transport but my experience as a landlord of 1 bedroom 600 square foot apts. On bus lines is that 83% have cars.
Could be higher south of Weidler.
It could be more gradual, or, allow for only maximum height development on portions of each block, not on the entire block or every block. Reserving some blocks for lower development allows for variety, and not a canyon-like symmetry in an entire area. Maintaining pedestrian and bicycle paths through larger developments so that Portland's small blocks are intact is also desirable.
Too drastic-look at the apt. Complex if Broadway-Minavhe dev.

Keep the Irvington and Central City Boundaries the same as current levels.
50' height limit between Broadway & Weidler should be 75', bonus should 150'
Great reduction in allowed height in general to encourage greater building coverage. Decrease height north of NE Schuyler
Got to get more people into the area. This is central Portland, and it needs to be dense.
Increase heights between Broadway & Weidler. Lets put lots of density there ... close to shopping, buses, the new streetcar & MaX. That is where density should be.
Reduce it
Limit higher buildings it half block between Broadway and Schuyler, stair step
Down quickly to neighborhood historic district.
Hancock and Schuyler as low scale with many residences and a historic Church Downzone
Is not acceptable to community, needs to be refined.
Allow higher buildings further to the north along major north-south streets. It would bring high-density housing that is more affordable than the extraordinarily expensive houses in that neighborhood.
Allow further step up south of Weidler
It might be appropriate to explore no height limit with FAR being the control as found in the north properties of the Pearl District. This might encourage a better development pattern in the corridor.
Heights south of Broadway should be increased to same as south of Halsey. 150' max height between Schuyler and Broadway. North of Schuyler is appropriate.
Bonus height should not be allowed north of Broadway. Max height on the north side of Broadway should be 75-100 ft. maximum. Otherwise it seems fine.
Make the allowed height north of Broadway lower. Like 50'. It would be helpful to see the cross-sections here!

Q3 Should both Broadway and Weidler be encouraged as neighborhood commercial streets, or should one be emphasized as the prominent commercial corridor? Check one.

	RESPONSE PERCENT	RESPONSE COUNT
Encourage both streets	66%	48
Encourage Weidler	4%	3
Encourage Broadway	23%	16
Other	7%	5
answered question		70
skipped question		6

Other Responses

Encourage Broadway and eliminate one-way pattern.
Encourage Broadway-decouple Make Broadway main river (bike lanes)- Make Weidler a neighborhood street- housing stock still good
Way too much traffic and too fast on Broadway
Determine what market is most likely to develop in most active way in the long-term and encourage that
Assure that the signalization; on-street parking and wider sidewalks are completed.

Q4 Should the main street character present on the east end of NE Broadway extend toward the Rose Quarter? If so, how far?

	RESPONSE PERCENT	RESPONSE COUNT
No	19%	13
Yes, as far as:	81%	54
answered question		67
skipped question		9

Yes, as far as:

The river /Broadway Bridge (x20); As far west as is possible. (x4)
MLK/Grand (x5)
Vancouver/Williams (x4);
The I-5 freeway (x3);
Ne 12th (x3)
All the way to Larabee ped focus
We can safely and pleasantly accommodate pedestrian traffic that really makes a "main street"
Commercial demand expects
16th
Practicable
I feel like "east end" is vague, but I assume you mean the Irvington area? It should extend past MLK, and more than just chain restaurants should be encouraged there.
More signalized street crossings
1st Ave; NE 2nd Ave
Just prior to the I-5 ramps, possibly consider activity/development/public space adjacent to the bridge
We have other Main Streets ... lets keep Broadway easy to drive
The Rose Quarter and even the river. The lack of main street character to the west has left that area dead or dangerous feeling at night.

Q5 What methods should be used to address circulation and safety issues along the Broadway/ Weidler corridor? Check all that apply.

	RESPONSE PERCENT	RESPONSE COUNT
Additional crosswalks	59%	41
Curb extensions	52%	36
Additional signals	41%	28
More frequent, controlled intersections	45%	31
Other	59%	41
answered question		69
skipped question		7

Other Responses

Reduce and enforce speed limits/Lower speed limit. (x7)
Traffic must flow freely/calmly (x2)
Most of the issues are being addressed with the new Streetcar construction (additional crosswalks, curb extensions and signals) (x3)
More sidewalk trees (x2),

Buffered Bicycle Lanes (x5) ; Bike paths (x6) ; Cycle-track. Reduced speeds through signal timing and narrower travel lanes.
Prioritize pedestrian signals at crossings (x5)
Fewer lanes (x3)
Remove the train and bike lanes. Keep vehicle lanes open.
4-way stop signs.
Center islands, narrower vehicle lanes, clearly marked bicycle lanes with green boxes at the signals, pedestrian activated signals, zebra crossings (like from one block to another at Lloyd Mall)
Decouple Broadway/Weidler (x7); reduce access to areas of each block, and actually make navigation more difficult.
Figure out a way to improve the bike lanes at the entrance to I-5
Parking-slow people down-non residents should be on freeway ;Additional parking options
No curb extension - they create artificial congestion - get the bikes off Broadway
Another driving lane and let the Blazer fans take light rail
Stoplight on 19th
NONE
work to move streetcar to both directions on Broadway
More main street, small town feel on Broadway
Elimination of on street parking; streetcar extension east
Reduced curb cuts for driveways/access management
Complete, wide sidewalks
See the Broadway Weidler Plan that called for signals at most intersections to protect pedestrians and make crossing convenient. Even though traffic warrants it, do not consider slowing traffic with signals it can be a calming result.
Improved lighting, other parking [hard to see around street parking]
Time the lights better and traffic will flow in a unit; easier then for pedestrians.
No more signals! These roads need to be efficient for traffic flow.

Q6 Are the current allowed building heights along Broadway/Weidler appropriate (see section BB)?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	46%	34
No	54%	39
answered question		73
skipped question		3

Q7 If not, what changes could be made to improve them?

Do NOT increase the maximum height allowed from NE 14th east to 125'.
The potential height seems appropriate.
Could be higher(x11), especially near the Rose Quarter (x2)
Reduce them (x3) ;restrict RX zoning, reduce height, reduce FAR; This is a disincentive for upgrading/maintaining existing buildings.
Whatever is needed to serve market demand

Height restrictions seem silly and NIMBYish. Their benefits accrue to a few landowners and their costs are borne by the entire metro area in higher transportation and land prices.
Increase the height allowances from Grand west as this has the potential for a dense urban environment.
The Height bonuses are backwards. Allow them to rise from Vancouver/Williams to Grand, and then drop them from Grand to 16th. The current plan encourages ugly, light-blocking structures adjacent to an established residential neighborhood.
A similar problem w/ height "bonuses" and degrading the character of the area. Tripling the allowed height in the transitional blocks of Broadway/Weidler would be very detrimental.
Higher from west end to Grand (x9), 6th & 7th equal to the rest going east.
We could allow the Maximum Height Allowed to be expanded- but we add density, we should protect green space and park space and make improvements for cyclists and pedestrians. As we add infill, we need to add libraries.
From 7th to 16th, building should be limited to 75' or 100'. IT is a historic district! We also need to be demanding underground parking for all new structures. A minimum of one space per bedroom. If not used by the building they can be rented.
They are fine. I would like to see neighborhood shops (shoe repair/clothing) the army recruitment center should go army with fast food grease chains. No more grease (KFC, Mac, BK) on Broadway was our slogan a few years ago, still good
Extend 175' height bonus west to 3rd to allow greater heights along bus & streetcar on MLK-Grand.
Require minimum bldg. coverage of 75% and then allow heights up to five stories.
Taller towards the river
Increase heights west of 15th slightly, throughout
A more refined section needs community approval
Slightly higher height could be allowed to encourage more high density and relatively affordable housing, especially if its in mixed-use structures that also bring eating, drinking, entertainment, retail, and public accommodations (libraries).
Height bonuses could encourage development between Grand and the Rose Quarter. A little more height could provide a greater buffering effect for Elliot and the area around Callaroga Terrace.
Heights should gradually increase near the freeway and river.
Commercial areas could be taller closer to Williams, but the problem is that traffic flow problems are already very bad on Broadway. Lights need to be timed better if Portland wants to be called a "green" city!
Need that section. Could be higher to support bridgehead development and higher intensity uses around the rose quarter.

Q8 Should residential uses be encouraged at the west end of the corridor (see section BB)?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	84%	52
No	16%	10
answered question		62
skipped question		14

Q9 If so, what level of density is appropriate?

	RESPONSE PERCENT	RESPONSE COUNT
Medium density, 2-6 story development	39%	20
High density, 6-20 story development	61%	32
answered question		52
skipped question		24

Q10 Additional Subarea 4 comments:

The changes to the Broadway corridor should really go to 24th Avenue. 15th is not the natural dividing line for the District; the start of the one-way streets is.
Residential (x2)
No more Urban Renewal
High-density housing, diverse, rich and poor residents, low to medium height buildings with local businesses on street level. No big box or international vendors.
In what way should residential uses be "encouraged"? Neighborhoods should be made walkable and residential and commercial uses should be allowed.
Question 9 doesn't tell me much about how dense it really could be. An average of 6 stories per building could be more densely populated than an average of 12 stories depending on the percentage of land covered with buildings, what percentage of each building is residential, and the average size of each residence and family. Taller buildings done right could leave more room for trees and open space, shorter buildings more light unless they are packed too close together.
Do what ever you can to encourage development. There is so much surface parking and fast food. The area does not feel like part of the city of reflect the Portland ideal at all.
The "super block" between 10th and 14th with two blocks of surface parking lot is a development problem -- it prevents the development of smaller scale offices, retail. This is a major arterial and adding the streetcar to the traffic mix has the potential to make pedestrian and bike travel extremely hazardous. Figuring out how to change expectations over travel time in the corridor is crucial.
Level of density is not as important as quality of development, design blends should not be cheap looking.
Has a market study been done for the potential residential? Need to look at what other amenities are needed to spur new development and how the proposed freeway improvements will or will not encourage this type of development.
Prohibit residential development west of NE 3rd, or within 600' feet of freeway, due to well-documented public health hazard of long-term exposure to vehicle emissions. Short-stay hotels exempted.
The Broadway/Weidler area is a long corridor. When the Broadway business had their street fair there was no good concentration of businesses, plazas, parks to gather people. Please take into consideration nodal development and plazas/parks to create areas that are energized with both the built environment and activity areas for people.
Until you tackle to car dealerships and fast food franchises, the neighborhoods will remain isolated from the river and Westside downtown. At a minimum, prohibit drive-through and make landscaping the first nonconforming upgrade required. Depave!
So many folks come into the neighborhood for events at the Rose Quarter, and we just freak them out with the sterile strip malls, etc. at the west end of Weidler/Broadway. Could be a huge opportunity, but I

think we do need to figure out HOW to get them into the neighborhood...do we get mean and make them all take MAX? I'm not sure where they are all driving from.
NE Broadway between 21st and 28th needs traffic calming - crosswalks, curb extensions etc. this is an extremely dangerous an unfriendly pedestrian corridor - dominated by vehicles which. Small businesses are not encouraged – leases are too high. Out of state/town property owners solicit commercial chains that are attracted by high volume traffic - and don't realize the neSGNA and Irvington neighborhood foot traffic potential
Discourage one and two level development
Get rid of Joe Westin, he has already built terrible housing.
PDC loans for new small business! There are a few already, but also many chain restaurants. More connections south are needed.
Much is happening on its own right now, look at Williams north of Russell (Residential Housing)
Make Broadway the Main street as it was generations ago and make it 2-way and traffic calm it.
Encourage Weidler as a commercial corridor as it is already a commercial corridor with a wide range of uses. Focus on vacant areas, not on the existing buildings for your development. Residential could be encouraged possible, if blended with commercial uses. Vary the scales-keep it interesting. Keep views.
The EX zoning has not been good for anywhere in Eliot or Boise. The code describes it as 'Industrial with housing not to dominate that. That is inappropriate for all of these areas.
Broadway/Weidler should be complete streets that are attractive to walk, bike, and take the streetcar around. It shouldn't be a car arterial.
Mixed-use is most appropriate - not single use
Mixed-use development near I-5 in the B/W corridor needs to be in scale with the freeway and the Rose Quarter to buffer Elliot and Lloyd District from heavy commercial activity - both vertically and horizontally.
Undo the Broadway-Weidler couplet to calm traffic. This will increase access, make the area more comfortable for all modes, and create a more livable, vibrant area.

Subarea 5 – Central Lloyd

Q1 Does the existing goal of mixed-use office development with significant hotel and entertainment components make sense for the areas surrounding the convention center (see diagram, Area A)?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	73%	41
No	27%	15
answered question		56
skipped question		2

Q2 If not, what would you suggest as an alternative?

Commercial Development as market demands
Additional housing and retail
It hasn't worked very well, so more experimentation is needed -- live/work spaces, pocket parks between MLK and Grand, almost anything. It's NOT picturesque. It IS busy with arterial traffic. It's not attractive. So, lower your expectations and find cheaper uses of the space. Hostels, for example, not major hotels.
Get rid of the entertainment component. It does not belong in mixed-use districts.
ADD RESIDENTIAL AND OPEN SPACE
Drop the entertainment component
If a hotel was built between the convention center and the Rose Quarter so both could benefit would make the most sense
Careful on the hotel occupancy -- it's easy to get to from downtown, so only build more hotels if needed. Otherwise, I like more mixed use.
Commercial uses to support convention center provide some places for people to patronize.
Add in a mix of entertainment and eating, such as those seen in lively southeast, Pearl District, and NW 21st/23rd neighborhoods. Doing so would enhance the area for those of us that live and work here, as well as offer more to the visitors who stay in the hotels, many of whom I regularly see wandering the empty streets between office building, hotels, and parking lots, wondering where they are and where they should go for something to eat or do. Just sending them and us locals on the Max to downtown be not acceptable.
Allow some more residential - but don't let it overwhelm office. Hotel makes sense in connection with Convention Center, but any entertainment components should be year-round throughout the week. More episodic venues will not help activate the area.
But there also needs to be street level activity including dining & entertainment, and residential at least nearby would be necessary to support this.
None
There is already a lot of office development east of Grand. I'd suggest allowing residential IN ADDITION to the uses described in this question.
I want to say "yes", but the area -as it is now- is not very attractive. I have no answers. Perhaps a green park or open area (dog park?). Maybe the skate park goes near here too.

Q3 Should "signature" high-rise development be allowed at the southern edge of the district along NE MLK Boulevard and NE Grand Avenue near I-84 (see diagram, Area B)?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	68%	36
No	32%	17
answered question		53
skipped question		5

Q4 Should there be a local traffic and/or pedestrian and bicycle connection to the Rose Quarter along Clackamas Street (see diagram, Area C)?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	94%	50
No	6%	3
answered question		53
skipped question		5

Q5 If so, for which modes? Check all that apply.

	RESPONSE PERCENT	RESPONSE COUNT
Bicycles	87%	44
Pedestrians	87%	44
Cars (local traffic)	33%	17
Other	16%	8
answered question		51
skipped question		7

Other Responses

Motor Vehicle Traffic Only - Traffic patterns in the area are already too screwed up due to rail and bicycle infrastructure.
Small buses
Not sure its a top priority
Only if Rose Quarter provides "attractors"
Cars might be OK if significant traffic calming is included
Limited vehicular access - local access only - perhaps discontinuous for cars.

None

Kayaks

Q6 Should NE Multnomah Street be upgraded to a major east-west corridor with regional serving retail uses (see diagram, Area D)?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	62%	33
No	38%	20
answered question		53
skipped question		5

Q7 If not, what would you suggest as an alternative?

Use parking lots that exist. Discourage single occupancy cars. Promote cabs, bikes, Pedi-cabs etc.

Keep it closer to Broadway

I was under the impression that NE Multnomah Street already is an east/west corridor with regional serving retail uses (i.e. the Lloyd Mall). What about this were you going to change?

Residential towers and office space complement Lloyd Center and the hotels along Multnomah. Can't imagine there's demand for major retail development along that street that closest to Lloyd.

Broadway/Weidler, 9th street pedestrian bike car connection north and south to ESID. Aug 15, 2011

Make driving miserable (I'm serious)

Mixed use with smaller retail on street level with office and residential above.

Don't need any more regional-serving retail in the area. Plus, we're all going to switch to ordering our Target junk online.

But add back parking to activate the retail uses

Traffic calm it, reduce lanes

Broadway and Multnomah as it are now.

Is another major east-west needed?

Allow more mixed-use. It is hard to imagine enough demand to support a lot more regional retail enough to really activate the street along its length so look for more flexible mix of employment, retail, housing, unless development analysis indicates retail-focus would really work.

Clackamas Street

I don't get this question. NE Multnomah St already serves regional retail, the Lloyd Center Mall. What more do you expect? I think the goal should be to make a walkable, comfortable place that encourages more local uses: housing, work, and retail.

Start at Lloyd Mall and work gradually to the west.

I have no answer, but...Multnomah is not big enough to accommodate more traffic unless you make it a one way. Traffic often gets bottle necked on the northeast corner of Holliday Park because of backup. The cars, which are turning south to get to the 84 freeways, illegally block Multnomah eastbound lanes and cause extensive backups often for several blocks. Police really need to regularly monitor that intersection during rush hour and cite people blocking the

Road illegally.

Scenic office environment street. Not enough demand for retail to have a successful Broadway and Multnomah

Q8 Should both MLK Boulevard and Grand Avenue be encouraged as commercial streets, or should one be emphasized as the prominent commercial corridor? Check one.

	RESPONSE PERCENT	RESPONSE COUNT
Encourage both streets	77%	41
Encourage Grand Avenue	4%	2
Encourage MLK Blvd.	8&	4
Other	11%	6
answered question		53
skipped question		5

Other Responses

Traffic on MLK and grand is horrific, reduce things that grow the problem
Let the Market decide with no financial incentives the streetcar is more than enough
Encourage both streets as they are already
Whichever one is most likely to be successful (or both, if they would both be successful)
Emphasize complementary uses to the existing context of each street.
Convert them to two-way operations

Q9 Should we continue the goal of significant residential use in this subarea, or should other uses be encouraged, such as office or retail?

	RESPONSE PERCENT	RESPONSE COUNT
Yes, residential should remain a priority and should be encouraged in the following areas	69%	34
No, other uses should be emphasized, such as	31%	15
answered question		49
skipped question		9

Other Responses

Whatever the market demands
The entire area should be a vibrant mix of high density residential and commercial. Currently, there are only commercial high rises in the area. Residential high rises would add to the vitality of the neighborhood.
I'd like an even mix of residential, office, retail and entertainment (x3); Target residential/employment mix
Follow the Lloyd Crossing plan outline for land uses
Mixed use
Office or retail, no residential (x4); Office, hotel, entertainment, retail. No residential within 600' of freeway.

Work space, studio space, small service shops, etc.
All AREAS
Parks
It can fit well with the larger commercial and office building. Utilize existing parks and plazas.
Strive for a mix for greater activation of the area, but don't close out business uses
Focus residential development along streetcar and Holladay Street with potential pockets around Metro.
No one will want to live here until Grand and MLK are humanized
South of Holladay residential should not be encouraged. Between Holladay and Multnomah, some high-rise residential should be encouraged. North of Multnomah, mainly mixed-use residential declining in scale should be encouraged.

Q10 If you answered yes to question 9, what open space amenities should be planned to encourage and support added housing? Check one.

	RESPONSE PERCENT	RESPONSE COUNT
Single large, public park	10%	4
Mid-sized public parks	56%	22
Public and private pocket parks	21%	8
Other	13%	5
answered question		39
skipped question		19

Other Responses

Whatever the market demands
The park north of the Oregon State office building should be extended in some form north to Lloyd Center and south to the future Sullivan Gulch Trail.
Small park
A variety of parks that serve the population. It should not be one or the other but a phased approach of large-small or small large that will lead to a complete and attractive system.
Parks encourage more homelessness in this area

Q11 Several ideas for future secondary bicycle and pedestrian connections have been identified below. Of these, which two are most important? Check two.

	RESPONSE PERCENT	RESPONSE COUNT
6th Avenue	57%	27
8th Avenue	34%	16
Clackamas Street	49%	23
Hassalo Street	40%	19
answered question		47
skipped question		11

Q12 What methods should be used to address circulation and safety issues along the MLK Boulevard/ Grand Avenue corridor? Check all that apply.

	RESPONSE PERCENT	RESPONSE COUNT
Additional crosswalks	51%	25
Curb extensions	41%	20
Additional signals	37%	18
More frequent, controlled intersections	49%	24
Other	45%	22
answered question		49
skipped question		9

Other Responses
Wider higher capacity streets for cars
Many of the safety issues along these streets have been addressed by the new streetcar construction (i.e. added signals & crosswalks, curb extensions, more frequent controlled intersections)
Use existing crossing with longer crossing times for pedestrians. Encourage more density along corridor to create more critical mass - give me a reason to go there!
Use of STOP lines painted at intersections with signals, in addition to marked crosswalks. Having drivers know where they are to STOP the car/truck, and not roll into the first third or half of the crosswalk is important. Adding back this 6' cushion will increase pedestrian safety in this busy multimodal area with many, many visitors.
Cycle-track (x2). Slower speeds through signal timing and narrower travel lanes.
No curb extensions - they create artificial congestion - add bus turnouts instead (x3)
Holladay bike only street! Please! Aug 11, 2011
Fewer lanes,
Provide pedestrian crossing on Grand at the Everett I-84 Ramp before I get Killed.
Don't have them be one-way streets. Having them one-way limits local access, confuses some people,

makes local navigation in fact rather difficult, shuts off access to some pocks on blocks, and encourages high-speed through traffic that is a danger and reduces the local character.
Complete sidewalks/streets with wide, good separation from traffic, etc.) (x3) angled on street parking; wider sidewalks; bike lanes
bike/pedestrian signals and lower speed limits (x3) ;, Flash beacons and lower speed limit, speed bumps, diverters to avoid cut through traffic
Improved lighting, less street parking [difficult to see around parked cars]
Decouple (x3)
Time the lights; don't slow traffic down - make it more efficient. Get traffic out of the area faster with breaks in between islands of cars (with timed lights). This would be safer for peds and bikes.

Q13 Additional Subarea 5 comments:

No more Urban Renewal
This area should promote the passage of bikes. It should not be a barrier to bike traffic. The area is currently a blockage of North and South bike traffic.
Gateway at MLK/Grand and Lloyd Blvd should have "signature" buildings, but not detract from convention center towers. Core of the district should have highest buildings and heights should taper toward the edges.
A bridge is needed over I-84 at 7th Avenue for pedestrians, bicycles and public transportation.
Same problem as Broadway/Weidler with regard to MLK/Grand: traffic expectations on major arterials. If they are going to stay major arterials, then it's going to be difficult to build neighborhoods around them.
Eliminate expansive surface parking; in-fill with mixed use mid-rise apartments with connections to bike routes and MAX
Q. 11 is a false choice, neither Clackamas or Hassalo go anywhere - why put them on this survey? What about Holladay - that was on another survey as a choice - please be consistent. If not Holladay then Multnomah should serve that purpose by removing a lane and adding in better bike and ped facilities.
Prohibit housing within 600' of freeways due to well-documented public health effects of long-term exposure to vehicle emissions. Short-stay hotels exempted.
Add a signature park close to and visible from the convention center that has grass, big shady trees and benches where convention goers and office workers can go and relax
Tell the Lloyd people to shape up and approve a bike-only Holladay. Not worth sacrificing for five parking spots.
Equity requires bicyclists foot the cost of improvements
I think we are going over board with the bike thing and in the wrong places. You also need to think about car circulation. The way that the planning is happening is pushing car traffic into places that it was not before. How do I know? I am that car. I also know that I am not the only car owner that is doing this. You need to make a place for cars to get from point a to point b without having to go 16 miles an hour. I now take side streets so that I can get somewhere in a decent amount of time. That is a planning issue. There needs to be some balance here. Also I also bike. I personally don't want to bike where lots of cars are period. Bike lanes should be one block off of major car lanes. I have noticed that is being considered more. Please continue to do so. I prefer to ride where there are fewer cars so I don't have to breathe the exhaust. I also prefer the aesthetics of the paths that are on side streets. Prefer that in spades. I don't use the paths on Rosa Parks for example for the reason I just stated and I don't feel safe there. There is one exception to that and that is the Williams/ Vancouver paths. That feels ok to me because the traffic is going the same way. If there were a better path to go that direction, one with less traffic, I would take that. I won't take the Greeley even with the bike path no way no how. That feels very scary to me. I don't want to feel like I am on a highway. For one thing there are bikers that race. I do not want to ride on a path where I need to watch for other bikers and cars. There needs to be something that slows down those racer bikers and I think it is being off of major roads. I think that is why I prefer that. It is not the cars so

much as the other bikers. They also slow down in those scenarios and that makes me feel safe I am very concerned about a trend that I am seeing.

This has nothing to do with planning but... I am noticing that cars are passing bikes going into the other lane often across double yellow lines. That is a problem. If our population gets denser this is going to be a really serious problem. Mostly I am noticing this in SE. But I am also noticing it in N and NE but not to the same degree. Where are the questions about where the cars go?

Where are the questions about how to get those big trucks through? That needs to be asked as well.

We have bike lanes established in these areas yet we have bike users on the sidewalk. I do not believe that additional bike lanes are the answer.

Need to deal with the deadening affect of all the parking lots. Need to get confident that we can make people take the MAX to get to the neighborhood.

A safe, comfortable north/south bike route is strongly needed that connects the

Lloyd District with the Central Eastside/SE. A new crossing over I-84 is preferred since MLK/Grand is very congested and unsafe.

Two way Grand Avenue- as local traffic main street. Two way MLK as thru street (but traffic calmed)

There are a small number of houses that have survived all of the previous redevelopments. Retain them to provide variety of uses, sense of history, context and more inviting design character.

Use Holladay St. as exclusive bike/ped street.

Secondary bike-ped connections: How about 7th/9th to cross I-84 and Holladay!

Undoing the MLK/Grand couplet would be challenging, but the benefits to the surrounding community would be enormous. It would calm traffic, reward the local, sustainable trips, encourage access, and help create a comfortable, safe environment for the community. If people need to move more through the area without stopping, that's what I-5 is for.

Question 3. Should “signature” high-rise development be allowed at the southern edge of the district along NE MLK Boulevard and NE Grand Avenue near I-84 (see diagram, Area B) Answer: No, not until traffic issues are resolved and the city figures out how to get the cars which back up along Lloyd Blvd every day from 4:30-6pm across the freeway so they can get on 84. That bridge (11th or 12th St.) is a congestive nightmare every day. Questions 4. Answer - there's already a river crossing for bikes and peds near the convention center. Do we need another one 3 blocks away? Question 9. It could support more hi-rise residential. I also think some city services could move to the east side of the river to save money on rents and make it easier for people to park and do city business. Portland needs to put those new blinking yellow (left turn) lights on many intersections in these areas to facilitate traffic. Portland is not very green to make people sit at lights for no reason when there is no traffic (pedestrian, bike or car). Consider making more streets one-way to move traffic better. Esp. if you plan greater density in this area. It's easier to convert the streets now rather than later. If you make streets one way, you could add bike paths to each street and reduce stop signs thereby facilitating all forms of traffic. This survey is difficult to complete because it won't let me move off the page despite answering all the questions... Grrr. I may have to abort this survey.

Needs something to give it an identity. More residential and some nice parks would be a start.

Subarea 6 – Eastern Lloyd

Q1 Should NE Multnomah Street be upgraded to a major east-west shopping street with regional-serving retail uses (see diagram, Area A)?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	65%	34
No	35%	18
answered question		52
skipped question		4

Q2 If not, what would you suggest as an alternative?

I say no, as the question is simplistic. I would prefer to offer a conditional 'yes'. There are questions as to what can be supported and developed. If yes, would this cause a deterioration of retail on the Broadway/Weidler couplet? What is the timeline? This would appear to support Lloyd center, the block to the west of the theater and the east of Holladay Park. But at what cost. A complicated issue.
Affordable housing? Improve Holiday Park. Cultural uses. Mercados, etc. Parking lots into mixed use.
An alternative for a place for regional retail? Or for this area? For this area, improve Holladay park - more cultural uses, programming, etc. Turn the giant parking lot for MAX/the theatre into mixed use or retail development.
Whatever the market demands
Move retail to be in neighborhood streets, with first floor shops in buildings with both low and high-income residents.
Keep it close to Broadway
Isn't it already serving this function with the Lloyd Mall (largest in Oregon)? Does the neighborhood (or Portland, or Oregon) need another street serving this function in the near vicinity? Multnomah appears to already serve the purpose as a major east-west shopping street with regional serving retail uses.
Primarily residential, but more dense
Focus on Broadway instead too much of a suburban arterial design
Broadway/Weidler should be the east/west shopping street 2 lane Multnomah with bike lanes
Mixed use with flex residential
Smaller retail on ground floor with commercial and residential above. I suppose that might be regional serving. Not sure what exactly that would constitute regional serving --- I would not add any additional big chains beyond what is already there (although if one was swapped for another seems fine -- i.e., Target for Sears or something).
A broader mix of uses. Unless market analysis shows that Multnomah could support such activity in the long-term, look for a broader mix that the market will support to activate the street.
Clackamas
It seems fine to me. Don't waste public money changing it.
None on this map.

Q3 Should NE 7th Avenue be enhanced for multimodal transportation (see diagram, Area B1)? Check all that apply

	RESPONSE PERCENT	RESPONSE COUNT
No, do not enhance	14%	7
Bicycles	66%	33
Cars	20%	10
Trucks	4%	2
Buses	14%	7
Pedestrians	66%	33
Other	24%	12
answered question		50
skipped question		6

Other Responses

Again, you isolate one street and ask a simplistic question. 7th is a major N-S route, at least up until Fremont. The next is 15th, the next 21st, and so on. How does it all work together?
Whatever the market demands
Streetcar across I-84
NE 7th already includes streetcar, cars, trucks, bicycles and pedestrians. No busses only in that TriMet hasn't placed a bus route on the street. I believe that NE 7th is already quite multimodal and requires no additional enhancement.
NE 7th is a neighborhood street with neighbors, only buses
Parkway
Keep bikes away from trucks
You already are doing this, why survey it?
Holladay St. should be a bike only corridor from Park to river
Local service vehicles
Streetcar
That street doesn't get as much use as 9th, so would be good for bicycles.

Q4 Should NE 9th Avenue be enhanced for multimodal transportation (see diagram, Area B2)? Check all that apply

	RESPONSE PERCENT	RESPONSE COUNT
No, do not enhance	15%	8
Bicycles	62%	33
Cars	28%	15
Trucks	18%	10
Buses	32%	17
Pedestrians	62%	33
Other	13%	7
answered question		53
skipped question		3

Other Responses

Now you are being silly, right? You are such a funny planner!
Whatever the market demands
See answer from #3 except that NE 9th has a bus route and no streetcar line.
No Bikes on 9th - Put them on 7th Ave & require bicyclists help pay for improvements
Need a bike Blvd. on Holladay street
9th already gets a lot of auto traffic and it's complicated because 1) the MAX messes up the lights (cars have to wait sometimes through 2 lights) and 2) there's no west turn lanes which block a lane of traffic going north when the lights are green.

Q5 Would a connection across I-84 at either NE 7th Avenue or NE 9th Avenue to the Central Eastside make sense?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	82%	45
No	18%	10
answered question		55
skipped question		1

Q6 If so, for which Avenue? Check one.

	RESPONSE PERCENT	RESPONSE COUNT
NE 7th	56%	24
NE 9th	44%	19
answered question		43
skipped question		13

Q7 And for which modes? Check all that apply.

	RESPONSE PERCENT	RESPONSE COUNT
Bicycles	87%	40
Cars	41%	19
Trucks	44%	20
Buses	85%	39
Pedestrians	24%	11
Other	17%	8
answered question		46
skipped question		10

Other Responses
Whatever the market demands
Only two vehicular lanes wide, one northbound and one southbound. Don't overwhelm the neighborhood to the south, but take the pressure off 12th. 7th has light vehicular traffic north well past Fremont. 9th stops south of the park.
Streetcar
Franz Needs Better Access - DO Not make it another Sellwood Bridge with those excessively wide sidewalks and more room for bikes than cars
NOT FOR BIKES. You ALREADY STOLE A LANE FROM 12th!
Connect to 7th or 9th, whichever ultimately allows greatest mix of uses
Service vehicles

Q8 What character, scale, and uses would be most desirable for redevelopment surrounding Holladay Park (see diagram, Area C)? Check two.

	RESPONSE PERCENT	RESPONSE COUNT
Entertainment	38%	19
Hotel	30%	15
Retail	44%	22
High-density residential	52%	26
Office/Employment	32%	16
Other	26%	13
answered question		50
skipped question		6

Other Responses

Mixed use, absolutely, residential over retail/ w/ some office, high-density a distinct possibility.
Whatever the market demands
Having a few bars in the area would keep more eyes on the street at night
High density mixed use east of Holladay Park AFTER this area is used as the portal and staging area for the east-west Max tunnel.
Perhaps I'm missing the point here, but all four sides of Holladay Park are developed. To the west is a major hotel. To the north is a huge regional retail center. To the east is a surface parking lot begging to have something taller built on it? To the south is a recently developed office building replete with a multistory parking garage. Let's just add residential (high density) to the east instead of the parking lot. We've got entertainment less than a half mile away in the Rose Garden Arena and the Convention Center.
Restaurant/retail; I can see the need for both of these checked boxes but caution about shading out the park.
Not more than 12 stories of residential
Medium-density residential
24 hour occupancy would help
Mixed use with ground floor commercial and potential mix of office
Anything that provides all-day and all-week activity and eyes on the park
Mixed use residential that complements the Lloyd Shopping Center
Build a parking structure in the corner of the Regal Theaters/OR Sears parking lots for MAX users. This is a very important need that seems to continue to be ignored by the city planners.

Q9 How can the user experience best be improved at Holladay Park (see diagram, Area D)? Check two.

	RESPONSE PERCENT	RESPONSE COUNT
More active programming	53%	26
Reconfiguration of paths	16%	8
Community garden	4%	2
Outdoor markets	55%	27
Events structure (e.g. stage, gazebo, etc.)	27%	13
Child play structure	20%	10
Skate park	10%	5
Other	33%	16
	answered question	49
	skipped question	7

Other Responses

Development of Glimcher/Blackstones lot to the east as per question 8 is essential. The hotel to the west dees to engage the park, as does Lloyd Center to the north, open up the mall, put retail at street level open to the south.
More lighting
I personally like Holladay Park as it is
Checking two aren't enough.
Better security, additional limited access from MAX area to park.
More education for teens-more birth control
Lighting and cameras
Trim trees to make space more open, let in more light
Make it safer/more secure (x4)
Its all about surrounding uses
The fountain draws families and kids which is the best thing that has happened with this park
Program uses - don't change the configuration of the park.
NO skate park = too noisy and too much pedestrian traffic crossing the park.

Q10 As the superblocks (i.e., very large blocks of buildings and parking lots) develop, what are the most important features that should be included in terms of connectivity and open space (see diagram, Area E)? Check two.

	RESPONSE PERCENT	RESPONSE COUNT
Pedestrian connections	76%	38
Park/plazas	60%	30
Bicycle connections	46%	23
Public art	26%	13
Other	30%	15
answered question		50
skipped question		6

Other Responses

Design reviews a must. No "Renaissance Centers" thank you very much Mr. Portman. Good design is the key. (x3)
Whatever the market demands
Playgrounds
-Block pedestrian crossings around Lloyd Center.
Two aren't enough.
Vegetation
Parking (x2)
Away from superblocks. We do not want 400-foot blocks or more.
Access to MAX and streetcar
Art in parks and plazas that are accessible on foot
Cars OK too if reasonable speed
Assure that there is a sequence of parks and open spaces that complements the envisioned development patterns.

Q11 Additional Subarea 6 comments:

This survey is not particularly helpful nor does it work to engage the public in the process. The questions are simplistic and misleading implying there are simple easy either/or choices. I think you can do better. I have answered this one because I live in Sullivan's Gulch and it most directly affects me. I am not going to bother further with the others based on the way they questionnaires are written and set up. I suggest you read Randolph T. Hester's book "Design for Ecological Democracy" and other books to to help you learn to engage and involve the public without being pedantic, bureaucratic, and condescending. Whoever wrote the survey, at least this part, needs some help and guidance. The SAC meetings are being run wonderfully well by all accounts. The website is fabulous, and from what I have seen and heard of the staff, they are bright, engaged, creative, caring and working hard. This survey does not do the rest of the project justice. I have no wish to be harsh, but I do wish to be clear and strait forward to provide constructive input.
No more urban renewal
Promote low income housing
We need more and better bicycle connections. A bike/ pedestrian bridge at 7th over I-84 is a great idea. A

car free Holladay would be great too.
New road through the super blocks will help the district
Work in this area. More local restaurants would be nice. We have fast food and chain restaurants. Not a lot of good lunch options!
A subway station will be needed under Multnomah Street between 7th and 10th
Avenues to serve Lloyd Center and the Lloyd Office blocks.
Either 7th or 9th would make a great ped/bike/transit connection over I-84.
Ideally, the streetcar could utilize this connection on 7th, but it may be too late for that.
Question 7: Design of new bike-ped overcrossing at 7th should not preclude a future auto-truck structure should traffic conditions warrant. Question 8: High-density residential and storefront retail to provide "eyes on the street" to improve security in Holladay Park.
No Plop or junk art - any art should be functional and identifiable (see Providence at 45th & Halsey)
7th ave bridge is super, super important
Regardless of what Ashforth's and PDC say, Holladay should be prioritized for bikes.
This could be a super-cool area if all the dead parking areas were used for something more! Also, need to make sure people can get around on foot.
I think the superblocks should be mixed use with residential, office, retail and entertainment.
Lloyd Center Mall has an unfriendly face to the streets. The Cinema parking lot is a scab on the district - poor use of space, water runoff and lost green space. At least add structured parking for park and ride - with a green roof; or add high density residential - also please add some trees or redevelop in a more sustainable manner - the Eco District is DOA while this parking slab/scab continues to be accepted.
A parking structure is VERY IMPORTANT near the Lloyd Center MAX. It's one of the busiest MAX stops in the entire area. I don't care what the planners have said about keeping vehicles out of core areas. People come with their vehicles. They come to sporting events, music and convention center events in the evenings and weekends. During weekdays they park up Sullivan Gulch and the mall lots and take the MAX across the river to avoid traffic congestion on the West Side. Prudent and intelligent planning and city management would realize this need and deal with it rather than causing the surrounding neighborhood (Sullivan's Gulch) and the Lloyd Center Mall (a private company) to deal with it. If the city does not deal with this "vehicle storage" problem, this shows continued disrespect for the public, it's needs and the needs of both the neighborhood and the mall. It is possible to build a parking structure in the mall lot if equal parking is added elsewhere in their property, btw, so please don't use that as an excuse.
Lloyd center mall needs to improve its facade to be more open and inviting for people visiting the mall as well as people passing by on the street.

Subarea 6a – Sullivan's Gulch Transition

Q1 What types of uses are desirable and/or appropriate in this subarea (see diagram, Area A)? Check all that apply.

	RESPONSE PERCENT	RESPONSE COUNT
Office	57%	30
Light Industrial	17%	9
Hotel	43%	23
Retail	51%	27
Residential	85%	25
Other	22%	12
answered question		53
skipped question		3

Other Responses

Trail development would be improved by retail uses.
Whatever the market demands
Public park, dog park, skate park, tennis courts
Neighborhood serving
Restaurants/Dining (x3)
Mixed use
Open space and Gulch Bike Trail
Some small neighborhood retail in mixed-use developments.
Neighborhood-serving retail only (small scale)
Not build anything commercial in this space. Traffic is horrible during rush hour and the intersection of 21 and Multnomah is dangerous enough due to high use of pedestrians, bikes, autos and buses.

Q2 Do changes to the allowed height and mass of buildings need to be made in this area (see section AA)?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	44%	23
No	56%	29
answered question		52
skipped question		4

Q3 If so, what changes?

If it's a barrier to development, sure, but right now, they're not even coming close to the maximum.
Whatever the market demands
Allow tall residential buildings only
Height restrictions seem silly and NIMBYish. Their benefits accrue to a few landowners and their costs are borne by the entire metro area in higher transportation and land prices.
Reduction of height
Views for pedestrians/bicyclists/drivers on the bridge on 21st west downhill towards the river, down Sullivan's Gulch must be maintained. The 75' height shown (against the UP rail line) appears to be FAR

more than 75' AT the rail line, it might be 75' at some imaginary or average point in the lot, but that can be changed by digging a hole or adding a pile of dirt. Instead, making a view line based on a pedestrian on the bridge, from a fixed point on the north side of the bridge, so that the view of the Gulch is maintained... well that would be far preferred than a huge, high wall filling in the gulch.
Increase building heights closer to I-84.
Allowed height should not drop to 45' in middle of area.
Next to and parallel with MAX only as a sound barrier between the neighborhood and the transportation corridor - Max, the RR and I-84 all are noisy
That would divert more light in the neighborhood and just create an unpleasant shadow on the street.
More height (x2)
Review all zoning, FAR, height and bonuses
Higher Density
Retain existing SF/<F Housing
Much higher building heights by i-84
It would help if the projects take advantage of the views of downtown and include green space such as public and private paths
Even thought this is definitely in my backyard, I think we need to make these buildings bigger.
Allow higher uses to the west end of this area. Allow higher uses toward the freeway.
The should be a better transition between the north and south sides of Multnomah - maybe a stepped building requirement that preserves solar access.
The 45' limit seems odd. These could go higher if market forces allowed.
MAX height limits should start at 50-75 feet at Multnomah, and increase to 125- 150 closer to the gulch.
A better transition from natural area to commercial/residential.
Reduce the height to house level (40 feet) on the south side of Multnomah St.
Better transition to uses across the street. Could allow going higher next to freeway. But, I can't really tell because you haven't given me the cross-sections!

Q4 Should allowed building heights increase toward I-84 (see section AA)?

	RESPONSE PERCENT	RESPONSE COUNT
Yes	75%	39
No	25%	13
answered question		52
skipped question		4

Q5 Additional Subarea 6a comments:

For appropriate uses: think ahead to trail development - what can support trail use? buffer any residential from freeway.
No more urban renewal
Taller buildings approaching I-84 would enhance the idea of I-84 as a divider
Maybe a possible MAX Infill station with surrounding TOD at 20th
Prohibit residential development south of Multnomah, or within 600' of freeway, due to well-documented public health hazard of long-term exposure to vehicle emissions. Short-stay hotels exempted.
Be sure plans provide plenty of space for the Sullivan's Gulch Trail alignment and access
Look for bike trail opportunities (x2)
Excited to see city push forward with trail.

Properties in the eastern portion of this site should connect with the residential neighborhood, as does the Residence Inn. An important consideration is for the development to incorporate the Sullivan's Gulch Trail, providing alternative bicycle oriented development.
I-84 should be capped with public parks over the freeway. This would make the area appealing to the large mixed use buildings the area along Sullivan's Gulch could be zoned for.
Whatever goes here it should be encouraged to use the views, proximity to the max and include private and public green spaces such as green paths.
I would love a fancy-pants grocery option in here, although I suppose Broadway/Weidler might make more sense. Ooo, but I bet if you could deal with the sound issues, you could make some very fancy-pants living/dining options with the views...
The gulch offers great potential for open space - with plantings and other interventions it could better support native plant and animal species. Could also absorb water runoff from nearby streets. SG neighborhood does not have any open space or park.
Retain space for gulch trail - consider this as potential amenity for development in this area
The 75-foot height could go to 125' as long as there are requirements for building breakup and step backs to preserve light and air to the public ground level spaces.
Access to the gulch for bicycles and pedestrians!
Whether the city planners know it or not, Multnomah is a fairly fragile street near 21st. Road vibration can be felt in the houses north of Multnomah whenever a medium size delivery truck drives Multnomah. The houses "bounce". If a large development were to be approved on the south side of Multnomah the city and the landowner would most likely face multiple lawsuits due to concussive damage of the 1906-8 vintage homes near the area and across Multnomah to the north. This will be due to concussive damage (cracking and general weakening) caused to the foundations, walls and overall structure of many of these historic houses. I do not believe this damage could be avoided with any type of large-scale development. This is a VERY bad corner to develop when you consider multiple lawsuits, traffic issues and safety. Why not put in a community garden, a grassed open space, or wildlife habitat? Every inch of the city does not need a 4-5-story building despite some people's desire for heavy density. There's a place for such density and this corner is not one of these areas.
I'd like to see a potential development scheme for this subarea.

Open House Comments

There is very little attention to creating strategies that will maximize participation of communities of color in design and implementation of district-wide or sub-area projects. Recent reports demonstrate deep and growing divides between white and non-white residents. Please incorporate such analysis into revised strategies. This is more than simply meeting participation. Job training for youth, employment opportunities, district and sub-areas that benefit people of color. Check out Policy Link's toolkits for some tools. -Thanks!

Need to do a better job with pros and cons of each alternative. What are the neighborhood, land use, and economic development impacts of each freeway alternative?

An effort should be made to make non-conforming zoned properties into conforming zones when it appears that they are in good condition (i.e. have long physical and economic lives) and that they make significant contributions to their neighborhood.

I am disappointed with the constrained scope of this project. Changes to freeway design have large implications. This process is not doing the larger planning concepts justice and I'm worried we can't see the forest for the trees on this one. Let's see another concept that focuses on the role of transit in replacing highway demand. This neighborhood can't handle more cars; we need a more ambitious solution to transform our transportation network here.

I'm a relatively engaged citizen, a bike commuter, and I got really confused to how this project related to the N Williams/Vancouver project and Lloyd District-Holladay project being undertaken by PBOT. I realize this may be a more long term plan but it doesn't seem clear that those projects are being integrated. Also, changes proposed should consider the projections or increased bicycle usage and plan should enable for more bikes infrastructure to be built- not hindered by highway access.

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1. There are already too many on/off Freeway Ramps in N/NE Quadrant. Don’t add move. In fact, removing ramps would be beneficial to business community.

2. Pedestrian and bicycle connectivity should be top priority.

3. Consider land use and transportation together not separately. Please!

The ODOT concepts for rebuilding I-5 and surface streets (Weidler/Broadway, etc.) are better, but still lack pedestrian perspective that the public needs to see and comprehend.

Thank you for the open house- it was great to have a place to look at the overall plan & voice an opinion. My interest is in mixed use sustainable affordable housing and repurposing existing housing for increased efficient use. I had been hoping to talk to someone who might offer us the ability to contribute to the dialogue from existing residential perspective; self serving, I know.

De-pave! Create feasible rapid (easy to do), scattered green spaces. Increase amenities (i.e. return to pedestrian scale, reduce building heights, re-juggle NC development regulation to promote pedestrian friendly streetscape. Go for housing. Choke off "Broadway I-5 on-ramp."

Overall there is more information presented here than the average person can review and form thoughtful opinions on in one day, let alone 2 hours. In my opinion the I-5/Broadway? Weiler interchange needs to be worked-out before you can make your best plans for the area. Lastly, most of the buildings in this district have significant remaining economic and physical remaining lives, and will not likely change much over the next 50+ years, so most energy should be directed towards transportation issues.

Previous general plans have changed existing zoning or allowed uses so that buildings have become non-conforming. Many of these buildings today are highly economically successful, and some of the most desirable buildings in their respective neighborhoods. This illustrates the difficulty of trying to plan too far ahead. One goal of the next general plan should be to re-zone properties that were conforming when they were built so that they are conforming today.

There are some good ideas surfacing. I would like to see more concept development illustrating the river connection and greenway. Also there seems to be just a mention of green infrastructure or as it relates to the water harvesting corridors-. This piped infrastructure and pumping will be expensive and disruptive. Capturing and reusing on site (locally) makes more sense that directing to a central location only to pump back to the original site. Recommend rethinking this idea. Green infrastructure should include more trees, ecoroofs and green streets, rain gardens. Don't lose site of these goals-climate change, greenhouse gas reduction, and access to nature and open spaces.

I would like to see options that relocate the I-5 on and off ramps. The N Broadway/Weidler area is part of our urban core and should be vibrant and full of people and commerce- rather than a place for a freeway interchange. The area has been blighted enough to make way for cars. It is difficult to understand concepts. Modeling then would be helpful to. (Land use) Make Vancouver/Williams and part of lower Albina more mixed use~ like it used to be! Connect upper to lower Albina, connect greenway, and connect Lloyd center to Eliot neighborhood.

Please consider the ethical responsibility any development/developer has to the people/families who occupied the space before and the cultural heritage this represented the.

Could have had a new baseball stadium and supportive/active development. Now we are stuck with the old coliseum which needs millions in upgrades/

We don't need two arenas.

The strand should include the urban gardens on/off North Williams- there are four of them!

Bigger freeway ramps, more cars, more freeway lanes? I don't see how that fits in with a vision of a vibrant, diverse, people-friendly neighborhood. "Delete" the ramps.

North-south pedestrian-bike trail- possible alternative to trail under Broadway Bridge to Tillamook St. Overpass---> Cross Interstate at existing signal just north of Coliseum---> Cross Broadway on westerly side and have trail pull off and viewpoint(s). Proceed to overpass and use pedestrian-bike on westerly side of overpass to Tillamook-Use concrete dividers to separate pedestrians and bicyclists from vehicles which would utilize easterly side of bridge (traffic heads southerly). Bicyclists and pedestrians on west side of Interstate to Tillamook Street. Bicycle-pedestrian trail proceeds westerly on Tillamook bridge to River Avenue.

*More housing. Focus on River and Walkways and Esplanade or Link Housing to Main Street revitalization possible on Streetcar on Broadway. There is potential for high rise apartments/condos by connection to River. See Tramel Row (?) Denver or Multnomah/MLK for high-end apartments.

Restore Vancouver/Broadway's commercial core

Provide more connectivity from Eliot to Lloyd Area to/from lower to upper Eliot and to/from NE Quadrant to downtown.

Mix of uses

Equity requires that bicyclists pay for bicycle infrastructure and transit users pay for transit improvements. All the funding sourced must not be again placed on the backs of motorists and freight.

Equity requires investment to achieve the practical function of "all" modes of urban/suburban travel: (cars, trucks, transit, walking, bicycling). When motor vehicles dominate, "all" modes of travel fail to achieve their practical function.

Reading the TDM list under Concept 6. I mistook it for "existing conditions." Surely there is more and better TDM to do than what we do today! I am not satisfied with "ensure: and: expand"- doesn't seem like much effort went into this concept.

Equity requires people who use parks pay for them each time they go to them! Same with schools.

Equity requires not sacrificing a local neighborhood's streets for suburban/put of state commuters.

Need to look at wider study area/ Separate ramps-out of Broadway/Weidler Area.

Eliminate suburban concepts (no roundabouts, etc. that disconnect the urban fabric)!

Bring back options that eliminate and relocate ramps.

Three-dimensions! Difficult to understand concepts.

Integrate land use before eliminating concepts.

N/NE Quadrant Plan: 70% Proposed Concept DRAFT 9/23/11

Background
In Spring 2011, staff developed three quadrant-wide concept alternatives, intended to describe different future development scenarios and identify key choices by grouping ideas generated from the following sources:

- Project goals, issues, opportunities and constraints,
- Stakeholder Advisory Committee (SAC) meetings,
- SAC Subcommittee meetings, and
- The Local Issues Charrette, held in February, 2011

Each concept alternative had a different land use emphasis (residential, employment and blend) with supporting infrastructure system diagrams (mobility, open space and green systems). Questions and ideas specific to quadrant subareas were also developed to inform area specific planning and coordinate with the quadrant-wide concept alternatives. Please see the Concept Alternatives Workbook for more information.

The project team conducted extensive outreach to get feedback on the quadrant-wide concepts and subarea choices, including discussions at three SAC meetings, one SAC subcommittee meeting and an open house attended by over 100 people. In addition, staff attended 20 community and stakeholder meetings focused on the draft concepts, and hosted an online survey. Please see the *Concept Alternatives Outreach Summary and Survey Report* for more detailed outreach information and results.

Proposed Concept
This packet contains the draft proposed quadrant-wide concept for land use, urban design and local transportation in the N/NE Quadrant study area. During the fall, this proposed concept will be revised based on direction from the SAC. The concept was prepared by staff, based on feedback received during outreach activities between May and September 2011. The concept packet is grouped into two sections:

Quadrant-wide Principles – Five ideas that are the organizing principles for quadrant-wide urban form are based on the overall principles of Place, Connectivity, and Scale.

- **PLACE**
  - Two Distinct Places
  - Fill In The Central Core
- **CONNECTIVITY**
  - Strengthen Connectivity
- **SCALE**
  - Take Advantage Of Urban Form
  - Celebrate The Crossroads

Concept Maps – A revised set of maps that outline the proposed major land use categories throughout the quadrant (residential/employment blend) with supporting infrastructure diagrams (mobility, open space and green systems).

For event dates and relevant project materials, please visit the project website: www.portlandonline.com/bps/cc2035/nneq.

CENTRAL CITY 2035
N/NE QUADRANT

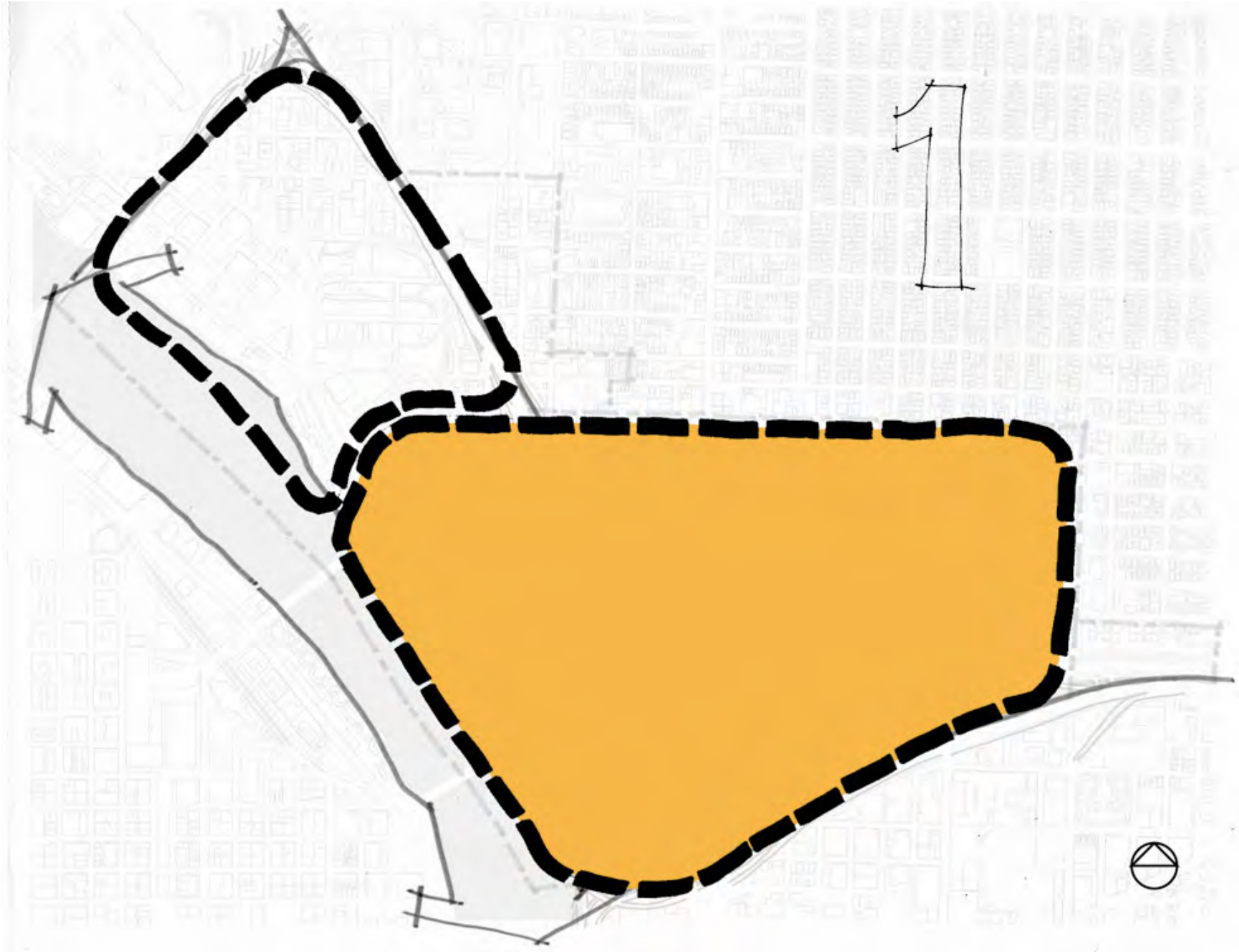
CITY OF PORTLAND OREGON 1851

Oregon Department of Transportation

TWO DISTINCT PLACES: The N/NE Quadrant study area includes two distinctly different areas, headed in different directions.

The first, Lower Albina, is an active industrial and employment district not anticipated to dramatically change in its form, function or character. Overall, the area's character, defined by relatively low scale of buildings (1 – 3 stories typically) in the crook of the I-405/I-5 interchange and Fremont Bridge, will be maintained for the next 25 years. There will likely be incremental changes, including improvements to existing structures, some potential new development in and around the Russell Street Conservation District, and perhaps some new connections that offer new options for north-south mobility off N. Interstate. A notable exception is the PPS Blanchard School site, which is expected to shift from its current industrial zoning to a mixed use zone, adding significantly to the transformative redevelopment opportunity near the Broadway Bridgehead and Rose Quarter.

The second area is the Lloyd District, including the Rose Quarter, an area with long-held expectations for considerable redevelopment and change. Around its edges, the Lloyd District has seen slow-paced change over the past decades, including expansion of the Rose Quarter/Oregon Convention Center, new mixed use residential buildings along the eastern Broadway/Weidler corridor, and a steady increase in new office buildings in the office core area along NE Holladay. Notably still missing from the Lloyd is the high-density residential community envisioned decades ago, while significant new residential communities in the amenity-rich Pearl District and South Waterfront areas rapidly emerged during the boom of the late 1990s – early 2000s. The edge areas are expected to continue to grow and evolve, while the focus in Lloyd is on the transformation of the "Central Core" area – roughly bounded by I-5, NE Broadway, NE 9th and Multnomah.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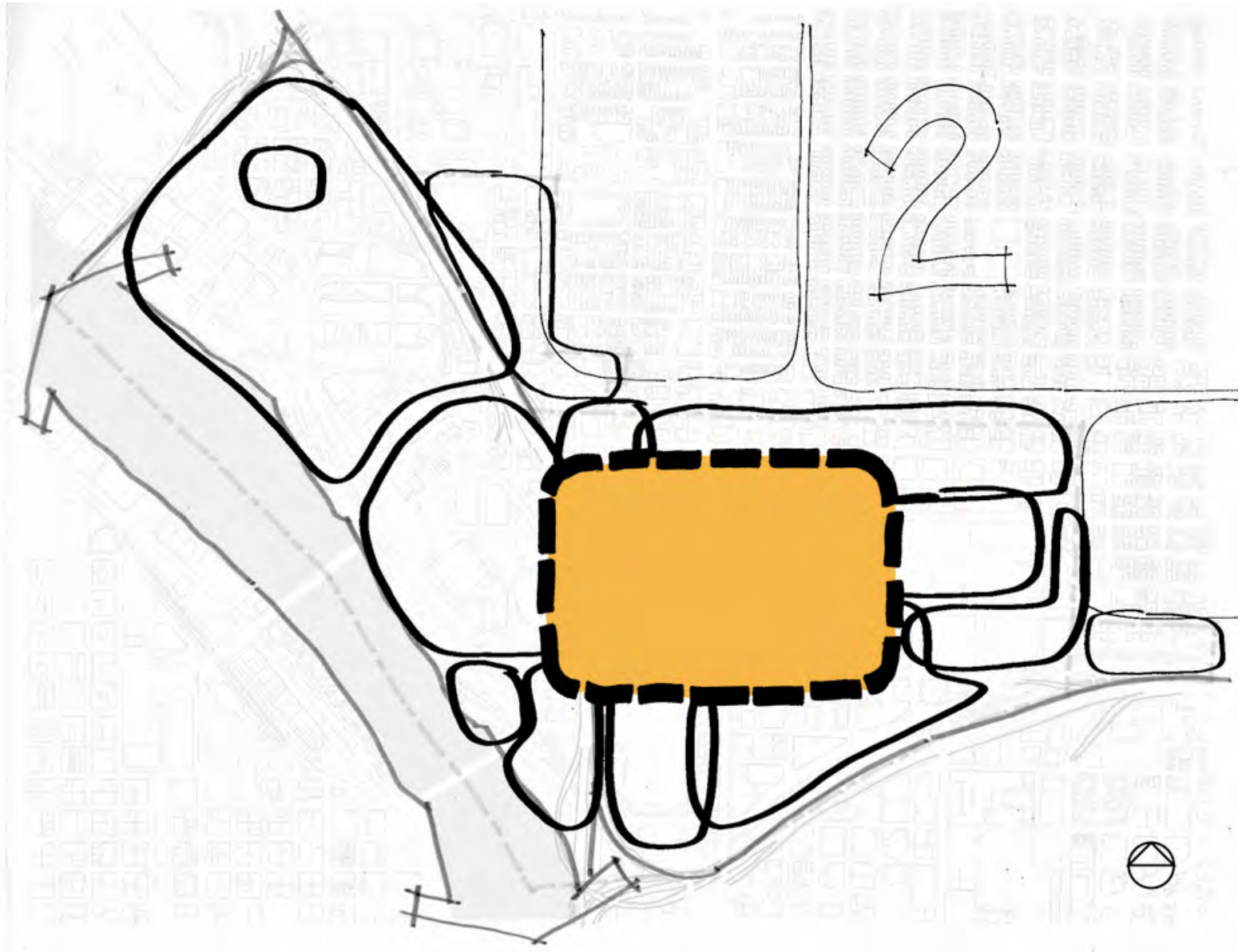
FILL IN THE CENTRAL CORE: This is an area where the potential for physical transformation of the landscape is highest.

For the success of the quadrant and specifically the Lloyd District, the "Central Core" area (roughly bounded by I-5, NE Broadway, NE 9th and Multnomah) could transform into a high density, urban place that features a mix of residential and commercial/ employment uses organized around a new, signature public open space system. Currently this area is notable for its lack of a defined identity and sense of place, somewhat different from the other areas surrounding it. Significant redevelopment of the Central Core area could create the mixed use district that would add the missing urban fabric to serve not only the different parts of the quadrant area itself, but also adjacent residential neighborhoods.

Being the least defined/imageable area of the quadrant, new development in the Central Core has the opportunity to help craft a new, marketable image or brand for the Lloyd District. A considerable injection of new housing and office uses, as well as perhaps new institutional or civic amenities, such as a new public open space system, can take advantage of the development potential and create new distinct places. The new streetcar alignment along 7th Avenue could represent a new, transit and pedestrian-oriented focal point, providing a human-scaled, storefront retail center for the Central Core area.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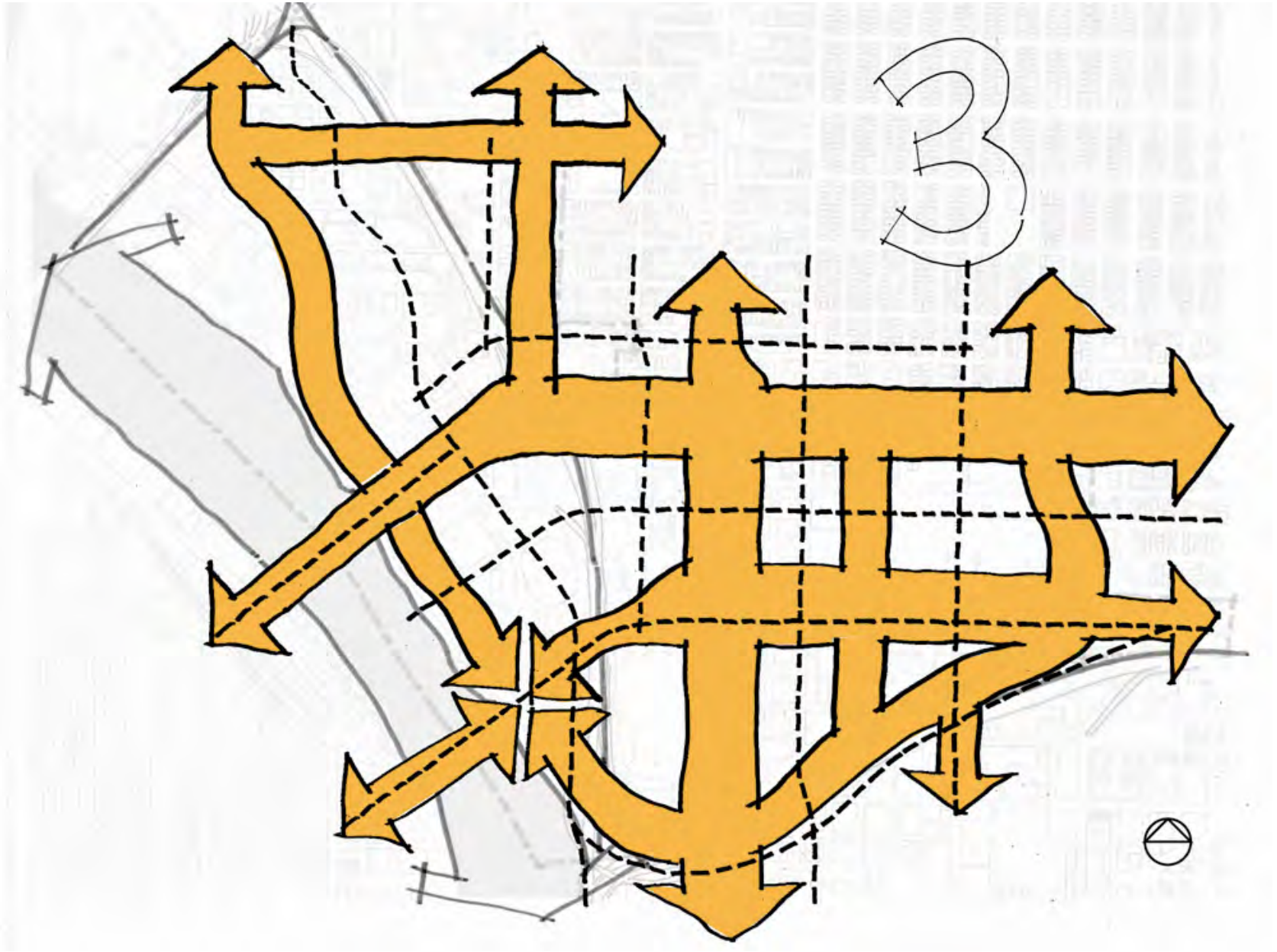
STRENGTHEN CONNECTIVITY: Strengthen connectivity to and through the quadrant area.

The N/NE Quadrant enjoys good regional auto and transit connections for its residents, workers and visitors. However, the two freeways – I-5 and 84 – while providing vital regional access to and from the quadrant, create challenges to local connectivity, both within the quadrant area and to adjacent districts. The Broadway/Weidler, MLK/Grand and Vancouver/Williams corridors all serve the quadrant area and offer access to different parts of the Central City and inner neighborhoods, but feature few distinguishing qualities, have higher vehicular volumes and speeds, high crash rates, and in most cases act as boundaries or edges, rather than focal points or centers. The quadrant also features an expanding set of transit corridors, bicycle facilities and some discontinuous segments of a flexible pathway system through and among the larger blocks.

New systems of connectivity in the quadrant could offer bundled choices for quadrant residents, workers and visitors moving east-west and north-south, including bigger "civic" streets, more lush "scenic" parkways, and smaller, quieter and safer "flexible" routes that are oriented to pedestrian and bicycle movement. Some of the biggest streets or corridors will be enhanced and designed to reflect their "civic" roles, becoming focal points for development and urban, active places by both day and night. Other streets or corridors could take on more of a "scenic" function, having less adjacent storefront retail activity but more landscape plantings and a much stronger tree canopy presence. The large blocks in the quadrant also offer quieter, pedestrian and bicycle-oriented streets and pathways, that when linked as a system could provide a distinctly unique option for local residents and workers. NE Holladay Street, with MAX light rail, is planned to have additional pedestrian and bicycle facilities added to it, while 7th Avenue, with the streetcar, has the potential to become a more active, local retail street.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TAKE ADVANTAGE OF URBAN FORM: The different urban form, pattern and character of the area present a unique alternative for Central City redevelopment.

The larger scale of blocks and buildings in the quadrant, coupled with significant development entitlements (Floor Area Ratio, or FAR, and building height) present special opportunities not available everywhere in the Central City. The Lloyd District offers many large blocks, some at 460' X 460' and some larger, that present an alternative development platform to the prevalent 200' X 200' small block pattern of the rest of the Central City. Larger office/employment (or other) businesses and uses that require specialized connections between multiple buildings, need larger floorplates, or prefer campus-like arrangements could take advantage of the pattern and forms presented by the district.

The larger block pattern also offers new options for public spaces and overall quadrant connectivity. Today, there are several pedestrian and bicycle-oriented pathway segments, and current regulations require new public connections through the larger blocks. New development, especially on the large blocks, could add new, similarly oriented links to these existing segments, turning the network into a viable pathway system, simultaneously increasing mobility choices for quadrant residents, workers and visitors and providing a major new development attracting amenity.

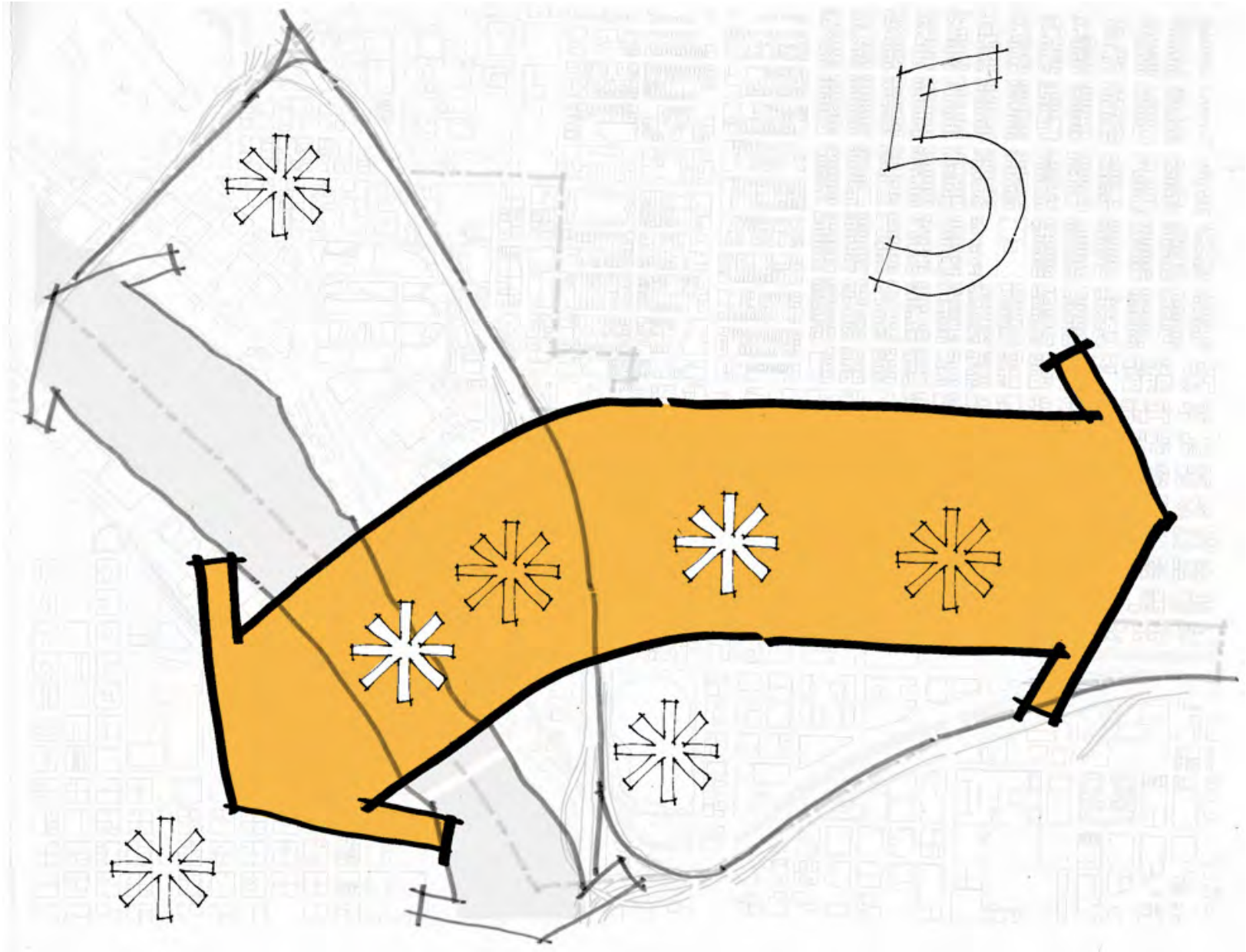
Architecturally, the Lloyd District presents an opportunity to establish a new design direction, perhaps facilitated by the larger blocks and built on the pattern set by a series of visible 1960s era buildings (Veterans' Memorial Coliseum, Lloyd Center Mall, Calaroga Terrace, Fontaine Condominiums to name a few). Larger, greener building setbacks, increased amounts of landscaping, and more aggressive, contemporary designs could find a place in the southwestern portions of the quadrant where there is less historic streetcar-era fabric and increased visibility presented by the Oregon Convention Center, I-5/84 interchange and MLK/Grand couplet.



CELEBRATE THE CROSSROADS: Connect the quadrant across barriers to the river, the rest of the Central City and adjacent neighborhoods along a signature system of public spaces.

Today, the quadrant features a series of districts or areas, many of which feature large-footprint buildings such as the Rose Garden, Memorial Coliseum, Lloyd Center and the Oregon Convention Center. This series of regionally-scaled facilities, while serving important functions, presents a gauntlet of physical and psychological barriers between central parts of the quadrant and north/northeastern neighborhoods and the rest of the Central City and the Willamette River. A new, centrally-located east-west system of linked public spaces would help quadrant residents, workers and visitors negotiate the gauntlet and reach destinations south and west of the freeways and large event facilities.

The linked public space system would also provide compelling amenities around which to organize new development. To date, the district has seen public event, some streetscape, transit and other transportation-related improvements, but precious few new public parks or open spaces to augment Holladay Park. New, high density employment, institutional and residential uses in the quadrant will need to be supported by new parks and open spaces offering opportunities for recreation, relaxation and respite. Linking new facilities to each other and existing open spaces like Holladay will increase the functionality of the overall system and its service to a variety of potential new users.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Proposed Concept Maps

The proposed concept is outlined in the maps on the following pages. The first concept map displays predominant land use; the proposed supporting infrastructure systems are displayed on the following pages.

Predominant Land Use
Each "bubble" on the districts/places maps reflects the predominant land uses that would be encouraged under that development type. With the exception of industrial areas, other uses would generally continue to be allowed, and some mixing of uses would be expected. The following predominant uses are shown on the maps:

High density office, employment: A highly developed office district, with buildings ranging from 6 – 20 plus stories. Ground floor retail and service uses would be expected.



Mixed high density residential, office: High density office, employment uses interspersed with high density residential uses. Buildings ranging from 6 – 20 plus stories.



Industrial, employment: Low-level buildings housing light industrial uses, such as manufacturing and warehousing. Industrial areas are typically set aside exclusively for industrial uses, with the exception of very small scale service uses.



Mixed commercial, employment: An eclectic mix of uses that could include residential, retail, office and light industrial.



Mixed commercial, employment, residential: Mixed commercial and employment uses that also could include residential uses. Scale could vary greatly depending on location.

Residential above commercial, retail: Mid-rise buildings (2 – 6 stories) located on busier streets. Ground floor retail or service uses with residential uses above.



Regional event, entertainment, retail: Predominant uses have a regional draw and are characterized by large footprint buildings. Hotels and restaurants could also be expected to locate in the area.



Mixed regional retail, entertainment, residential: Regional event, entertainment and retail uses mixed with residential uses. See above for more information.

Building Height/Scale
The building height map shows proposed building height categories to provide a sense of development scale that could be achieved in the quadrant.

Places + Mobility
Urban district place or focal points: Nodes or corridors that could serve as focal points in the district, potentially centered on storefront retail, pedestrian activity or other attractions, with forms scaled to local geography and character.
Green organizing open space system or focal points: Focal points in the district, potentially centered on pedestrian activity, landscape character, gathering spaces, recreation or other open space attractions.

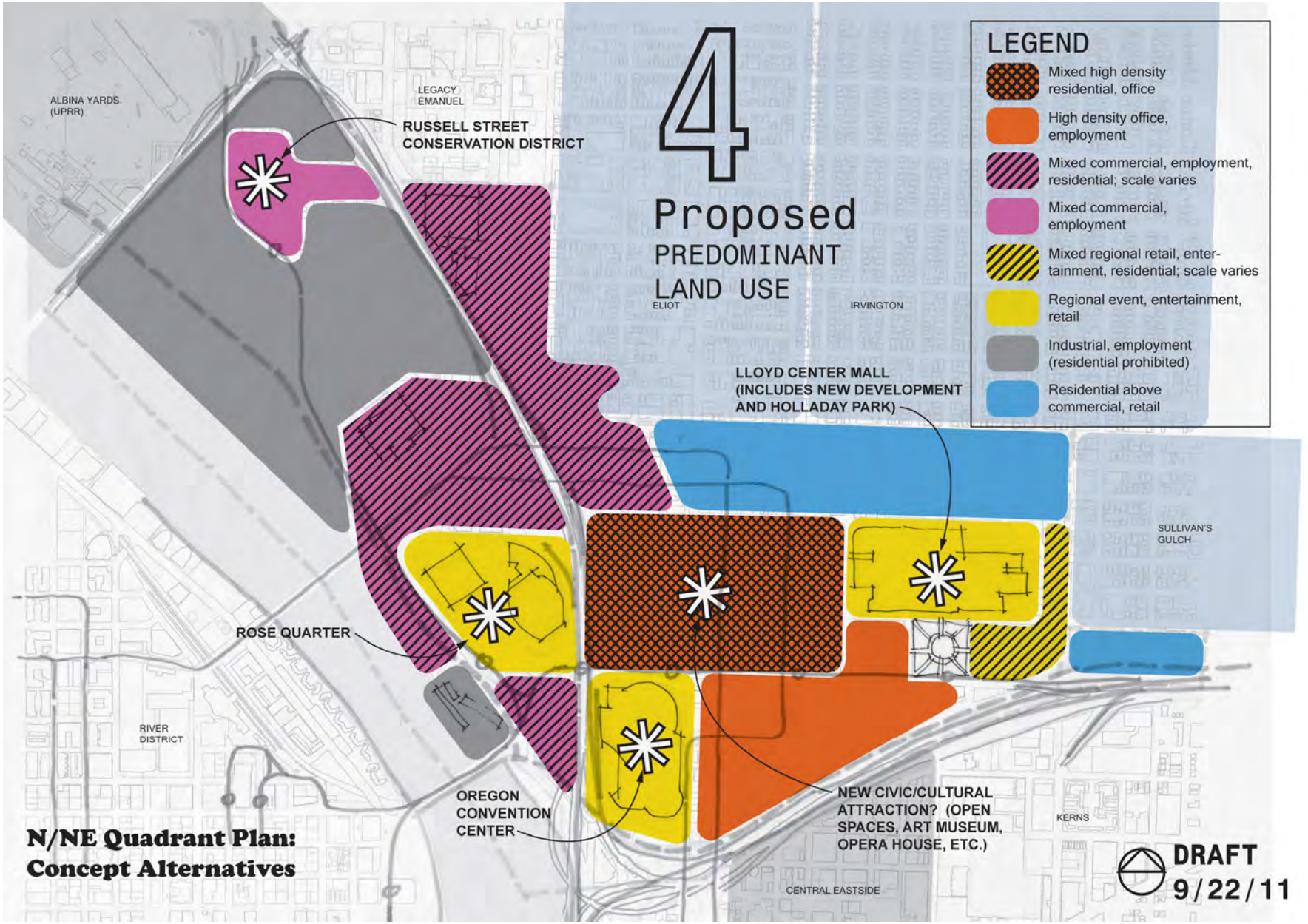
Supporting Infrastructure
The **mobility systems** map illustrates options for the creation of a clearer street hierarchy for the quadrant that emphasizes the development of different streets with distinctly different characters and development responses. The proposed hierarchy includes the following street typologies:

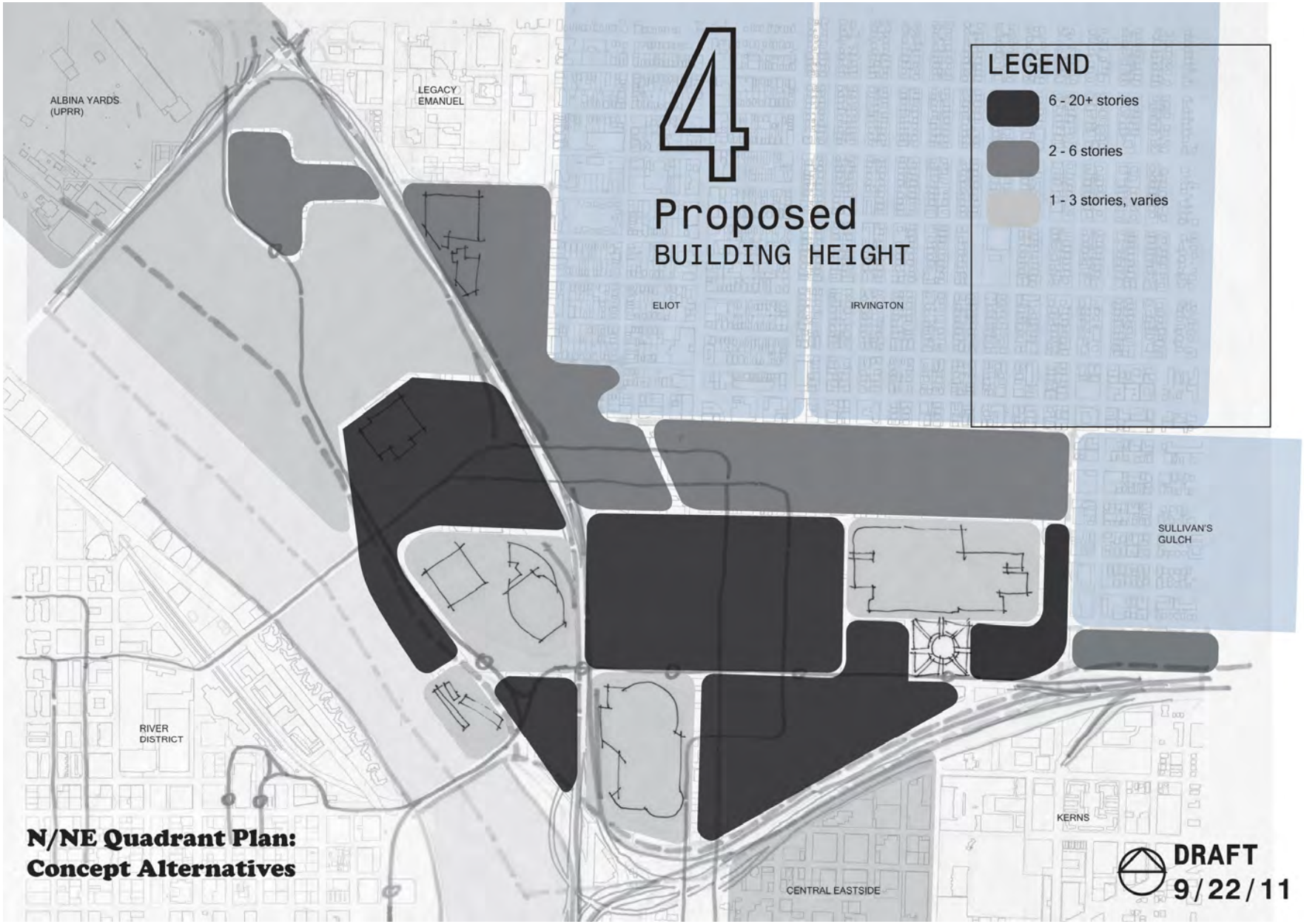
- Civic: Active focal points for new high-density development, offering good transit service, pedestrian-oriented amenities and unique signage and lighting.
- Local main: Active streets with local serving retail, commercial and residential development. Less busy than civic streets.
- Scenic: Less active than civic or local streets, but have more street trees and landscaping.
- Flexible: Streets or pathways that offer an alternative, quieter system of mobility, oriented toward pedestrian and bicycle movement.

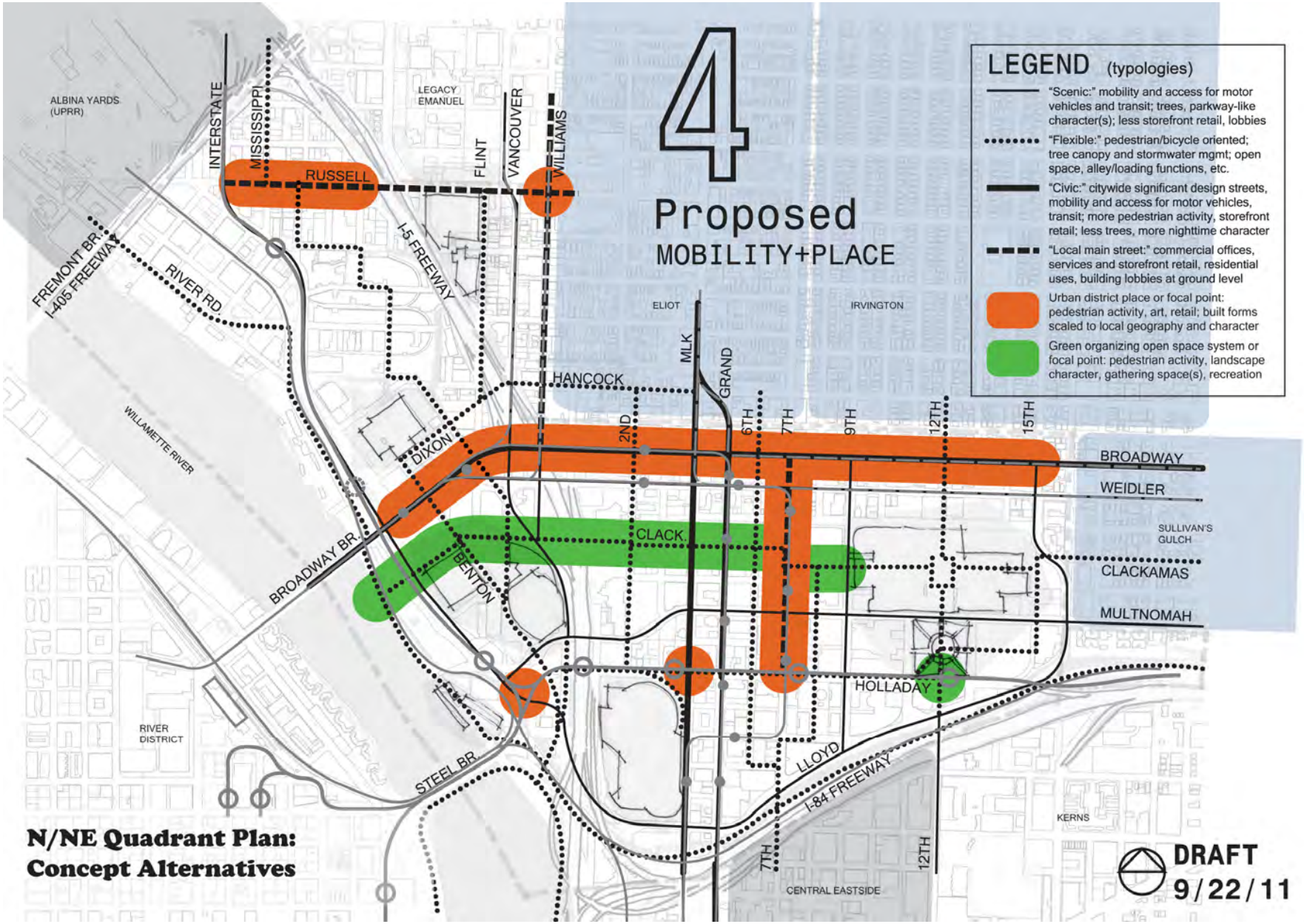
The proposed concept includes an **open space** map that illustrates a new open space framework for the quadrant that would serve anticipated residential and employment populations. The proposed concept includes a series of new parks organized along an improved Clackamas Street from the Lloyd Center to the Willamette River.

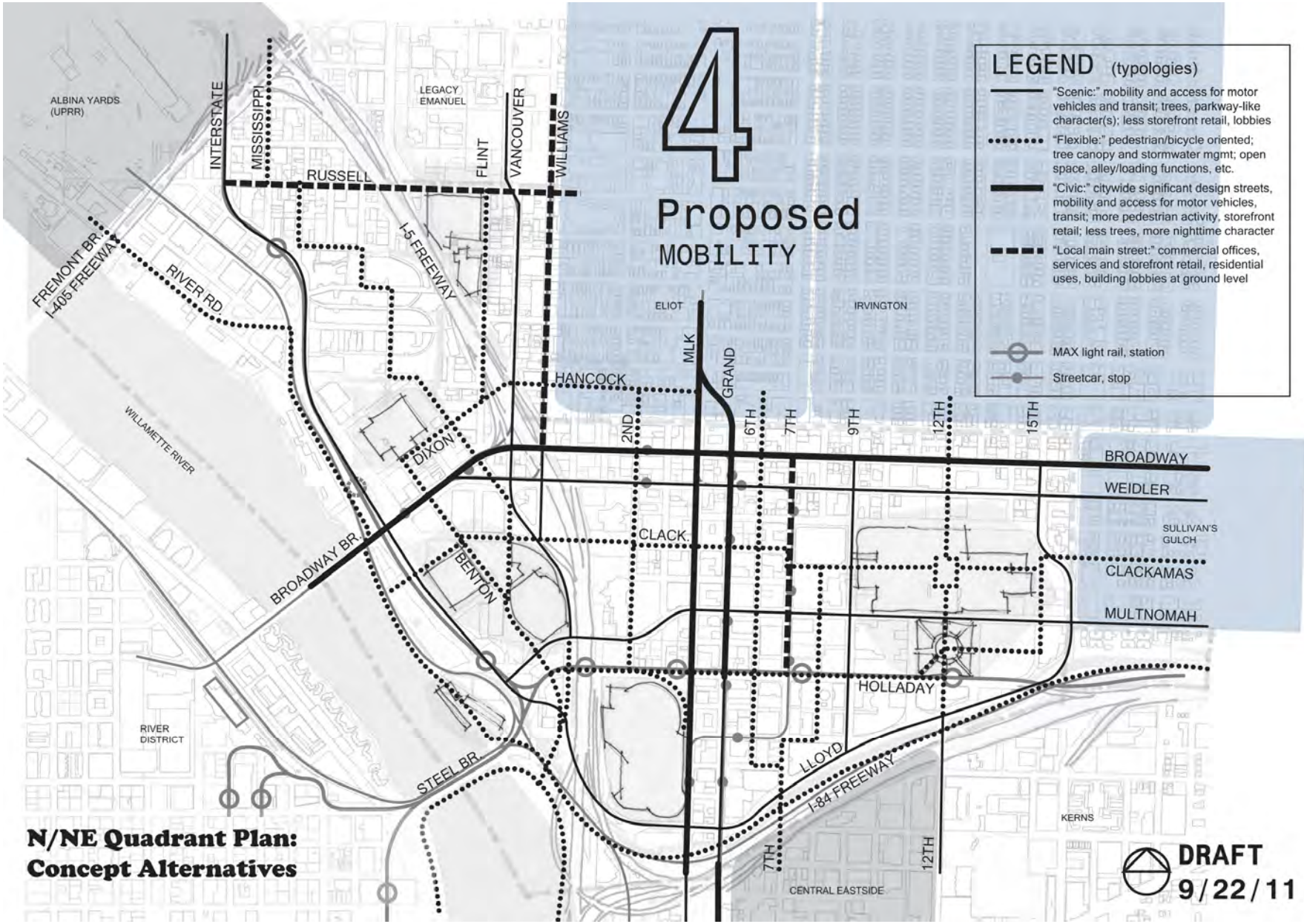
The **green systems** map illustrates how the Lloyd Ecodistrict effort will integrate green systems and facilities in the quadrant to improve its long term resiliency. The green systems components include the following:

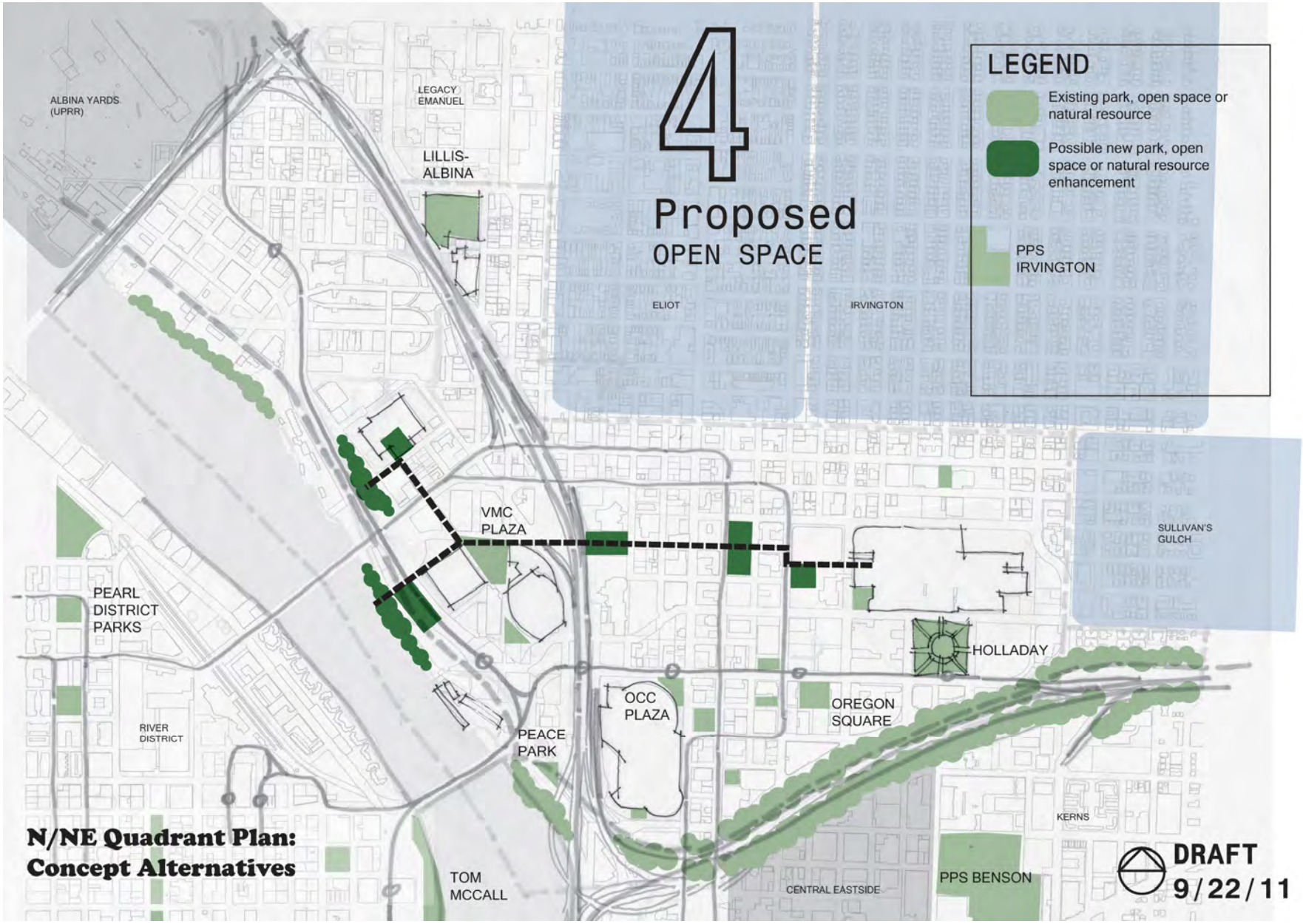
- Water Quality Corridors: Corridors that improve and celebrate surface treatment of stormwater runoff.
- District Energy: A system that could facilitate shared energy production and distribution between different businesses, uses and facilities.
- Rainwater Harvesting: Different strategies for rainwater harvesting, reuse and/or treatment throughout the quadrant.

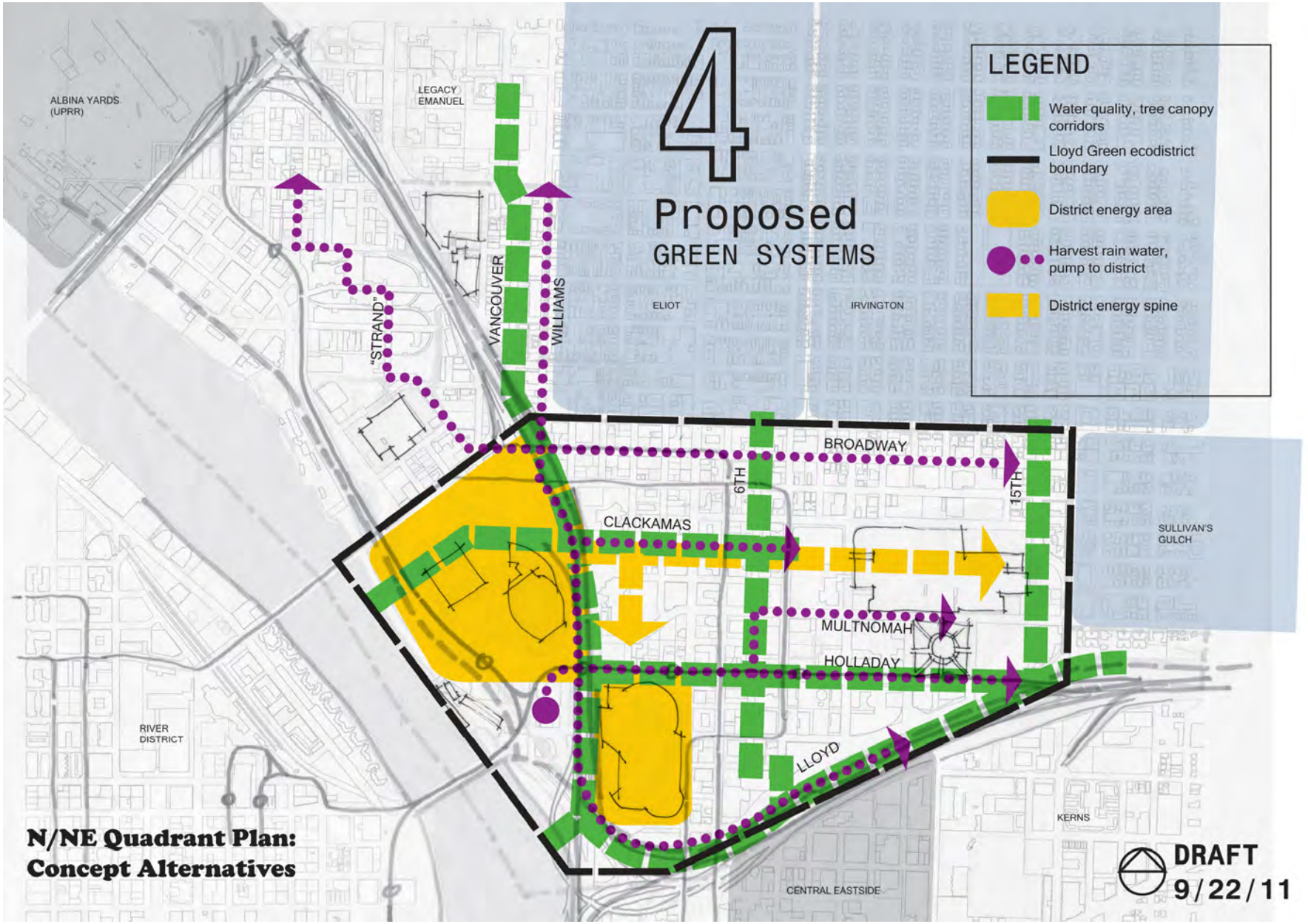

4
Proposed
PREDOMINANT
LAND USE
LEGEND
Mixed high density residential, office
High density office, employment
Mixed commercial, employment, residential; scale varies
Mixed commercial, employment
Mixed regional retail, entertainment, residential; scale varies
Regional event, entertainment, retail
Industrial, employment (residential prohibited)
Residential above commercial, retail
ALBINA YARDS (UPRR)
LEGACY EMANUEL
RUSSELL STREET CONSERVATION DISTRICT
ELIOT
IRVINGTON
LLOYD CENTER MALL (INCLUDES NEW DEVELOPMENT AND HOLLADAY PARK)
SULLIVAN'S GULCH
ROSE QUARTER
RIVER DISTRICT
OREGON CONVENTION CENTER
NEW CIVIC/CULTURAL ATTRACTION? (OPEN SPACES, ART MUSEUM, OPERA HOUSE, ETC.)
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
9/22/11


4
Proposed
BUILDING HEIGHT
LEGEND
6 - 20+ stories
2 - 6 stories
1 - 3 stories, varies
ALBINA YARDS (UPRR)
LEGACY EMANUEL
ELIOT
IRVINGTON
SULLIVAN'S GULCH
RIVER DISTRICT
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
9/22/11


4
Proposed
MOBILITY+PLACE
LEGEND (typologies)
"Scenic:" mobility and access for motor vehicles and transit; trees, parkway-like character(s); less storefront retail, lobbies
"Flexible:" pedestrian/bicycle oriented; tree canopy and stormwater mgmt; open space, alley/loading functions, etc.
"Civic:" citywide significant design streets, mobility and access for motor vehicles, transit; more pedestrian activity, storefront retail; less trees, more nighttime character
"Local main street:" commercial offices, services and storefront retail, residential uses, building lobbies at ground level
Urban district place or focal point: pedestrian activity, art, retail; built forms scaled to local geography and character
Green organizing open space system or focal point: pedestrian activity, landscape character, gathering space(s), recreation
ALBINA YARDS (UPRR)
INTERSTATE
MISSISSIPPI
LEGACY EMANUEL
FLINT
VANCOUVER
WILLIAMS
RUSSELL
I-5 FREEWAY
FREMONT BR. I-405 FREEWAY
RIVER RD.
WILLAMETTE RIVER
ELIOT
IRVINGTON
MLK
GRAND
HANCOCK
DIXON
2ND
6TH
7TH
9TH
12TH
15TH
BROADWAY
WEIDLER
SULLIVAN'S GULCH
CLACK.
CLACKAMAS
MULTNOMAH
BENTON
BROADWAY BR.
HOLLADAY
RIVER DISTRICT
STEEL BR.
LLOYD
I-84 FREEWAY
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
9/22/11


4
Proposed
MOBILITY
LEGEND (typologies)
"Scenic:" mobility and access for motor vehicles and transit; trees, parkway-like character(s); less storefront retail, lobbies
"Flexible:" pedestrian/bicycle oriented; tree canopy and stormwater mgmt; open space, alley/loading functions, etc.
"Civic:" citywide significant design streets, mobility and access for motor vehicles, transit; more pedestrian activity, storefront retail; less trees, more nighttime character
"Local main street:" commercial offices, services and storefront retail, residential uses, building lobbies at ground level
MAX light rail, station
Streetcar, stop
ALBINA YARDS (UPRR)
INTERSTATE
MISSISSIPPI
LEGACY EMANUEL
FLINT
VANCOUVER
WILLIAMS
RUSSELL
FREMONT BR.
I-405 FREEWAY
RIVER RD.
I-5 FREEWAY
ELIOT
IRVINGTON
MLK
GRAND
HANCOCK
2ND
6TH
7TH
9TH
12TH
15TH
WILLAMETTE RIVER
DIXON
BROADWAY
WEIDLER
SULLIVAN'S GULCH
CLACK.
CLACKAMAS
BROADWAY BR.
BENTON
MULTNOMAH
HOLLADAY
RIVER DISTRICT
STEEL BR.
LLOYD
I-84 FREEWAY
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
9/22/11

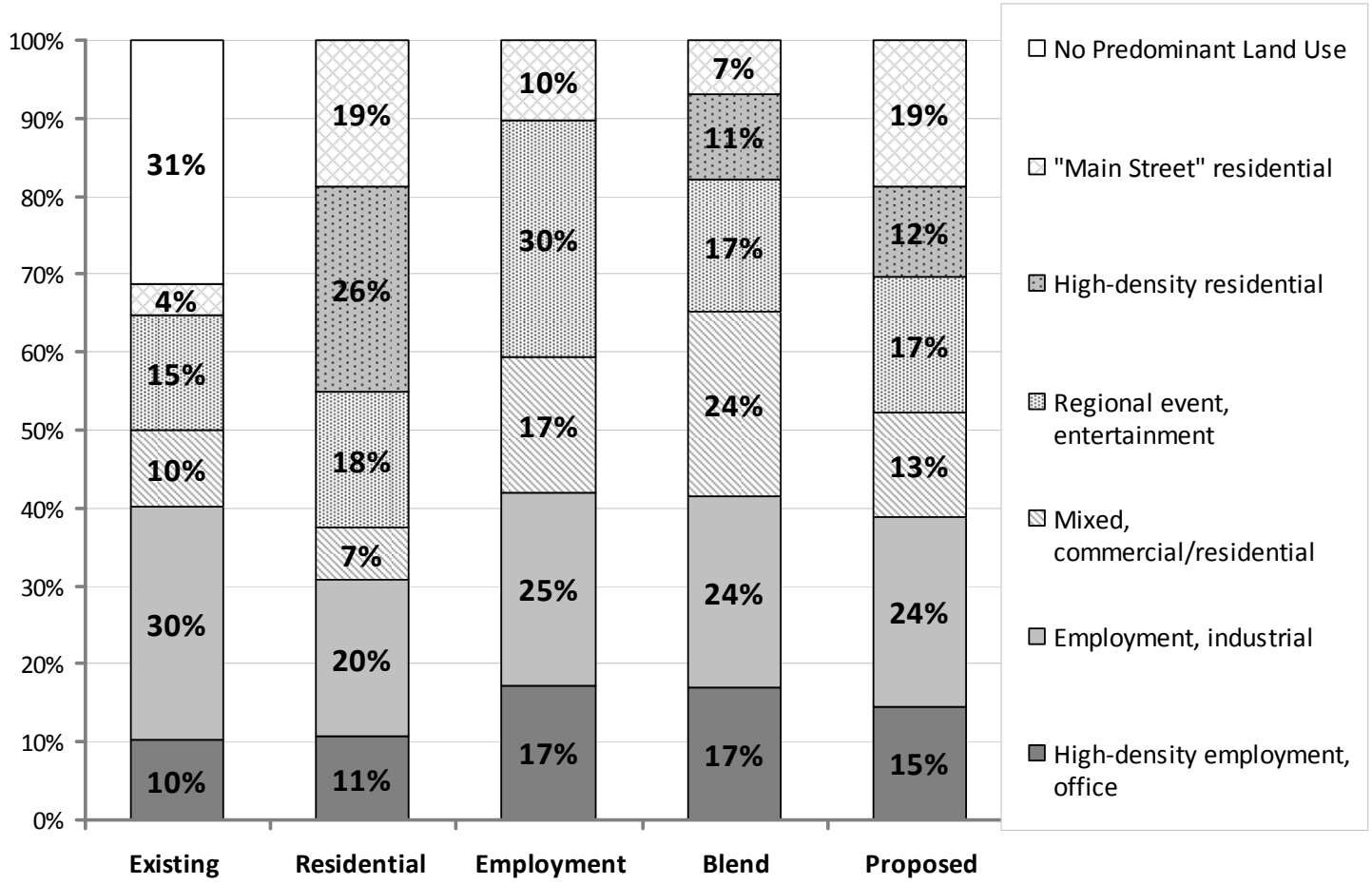

4
Proposed
OPEN SPACE
LEGEND
Existing park, open space or natural resource
Possible new park, open space or natural resource enhancement
PPS IRVINGTON
ALBINA YARDS (UPRR)
LEGACY EMANUEL
LILLIS-ALBINA
ELIOT
IRVINGTON
VMC PLAZA
SULLIVAN'S GULCH
PEARL DISTRICT PARKS
HOLLADAY
OCC PLAZA
OREGON SQUARE
RIVER DISTRICT
PEACE PARK
KERNS
TOM MCCALL
CENTRAL EASTSIDE
PPS BENSON
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
9/22/11


4
Proposed
GREEN SYSTEMS
LEGEND
Water quality, tree canopy corridors
Lloyd Green ecodistrict boundary
District energy area
Harvest rain water, pump to district
District energy spine
ALBINA YARDS (UPRR)
LEGACY EMANUEL
"STRAND"
VANCOUVER
WILLIAMS
ELIOT
IRVINGTON
BROADWAY
6TH
15TH
CLACKAMAS
SULLIVAN'S GULCH
MULTNOMAH
HOLLADAY
LLOYD
RIVER DISTRICT
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
9/22/11

Concept Alternative Comparison

The chart below presents a comparison of predominant land use designations as represented in existing conditions, the three concept alternatives (residential, employment, blend) and the proposed concept. The table on the reverse compares the concepts using GIS based techniques. The figures are approximate and are intended to be used for a general comparison of the concepts.

Predominant Land Use/Development Type



SAC Meeting – 9/29/11

Concept Alternative Comparison Table

	Existing Conditions	Residential (concept 1)	Employment (concept 2)	Blend (concept 3)	Proposed Concept
Land Use					
Estimate Total Jobs at buildout	21,689	28,715	34,434	32,412	31,316
Estimate Total Housing Units at buildout	1,252	11,408	3,656	8,177	7,007
Estimate Total Residents at Buildout (Assuming 1.5 persons/HH *Subarea Profiles)	1878	19,616	5,484	12,266	10,511
Estimate Jobs/Housing Unit Ratio	17:1	2.5:1	9:1	4:1	4.5:1
Employment Density (jobs/acre)	65	86	103	97	94
Residential Density (units/acre)	4	34	11	24	21
% 2035 Metro Forecast Housing	32%	294%	94%	211%	180%
% 2035 Metro Forecast Jobs	71%	94%	113%	106%	102%
Mobility (miles by street hierarchy type)					
Civic	n/a	5.5	3	3.75	2.25
Local "Main Street"	n/a	n/a	n/a	n/a	1.5
Scenic	n/a	5.75	9	7.75	6.75
Ped/Bike Focus	1.5	10	5.25	7	9.75
# Freeway crossings	14	17	15	15	16
Open Space					
Approx. number of park spaces	10	13	17	13	18
Approx. acreage	14.5	26	18.5	20	24
resident / OS Acres	130	754	296	613	438
job / OS Acres	1,496	1,104	1,861	1,621	1,305
Regional Trails	0.25	3.5	3.5	3.5	3.5
Green Systems					
Est. Acres Shared Energy District	n/a	140	110	215	115
Est. Miles Water Quality Corridor	n/a	3.75	1.5	3.5	3.5
Rainwater harvesting facilities	n/a	3.5	2.25	4.25	4.25
Waste Digesters	n/a	0	2	1	0

Proposed 70% Concept Alternative Staff Recommendations (DRAFT 9/23/11)

This document presents draft staff recommendations that respond to the issues, opportunities and questions outlined in the workbook and concept alternatives surveys. These recommendations are reflected in the proposed concept alternative and will become the foundation for the next phase (IV) to develop the N/NE Quadrant Plan's goals, policies, objectives, strategies and actions.

Quadrant-wide Questions

Districts/Places

1. **Which of the following objectives are most important in determining the types of uses that should be encouraged in the quadrant:**

   - **Creating vibrant districts with more 24 hour activity**
   - **Encouraging additional residential opportunities**
   - **Expanding employment opportunities**
   - **Providing a lively entertainment scene**
   - **Offering additional public space for civic and community activities**
   - **Supporting existing uses in the area**

   Background: During the issue identification phase of the project, all of the above issues emerged as important in the quadrant. This question was asked to gauge priority.

   Outreach feedback: Creating vibrant 24 hour districts received the most support in the survey results, followed by encouraging addition employment opportunities, offering additional public space and encouraging addition residential opportunities.

   Staff recommendation: The proposed concept provides a wide range of opportunities to address these objectives.

2. **The current mix of uses in the quadrant has a high level of employment and regional attraction uses and a low level of residential uses, which results in a lack of overall vibrancy. Should the plan encourage this mix to change? If so, in what ways should the mix of uses be encouraged to change?**

   - **Encourage additional employment and regional attraction uses**
   - **Encourage slightly more residential use**
   - **Encourage significantly higher levels of residential use**

   Background: The project goals adopted by the SAC call for a more diverse mix of uses than is currently present in the quadrant. It has been suggested that residential development would help balance the episodic nature of the entertainment uses and contribute to a more vibrant district.

   Outreach feedback: 74% of survey respondents want the mix of uses to change in the quadrant, with the majority favoring higher levels of residential use.

Staff recommendation: The proposed concept calls for a mix of high-density residential and office development in Central Lloyd to balance the episodic nature of the entertainment uses and support additional main street commercial development in the area.

3. **Which concept alternative do you feel best illustrates the appropriate mix of uses for the quadrant? Concept 1: Residential Emphasis; Concept 2: Employment Emphasis; Concept 3: Residential/Employment Blend**

   Background: Three concepts were developed to illustrate different development patterns that could occur over time based on discussions with the public, SAC and land use charrette participants. The concepts were based on three broad land-use options, residential, employment and residential/employment blend, with supporting infrastructure concepts.

   Outreach feedback: Over 70% of survey respondents prefer the residential/employment blend concept. Discussions with other stakeholders and community groups also suggest strong support for a blend concept.

   Staff recommendation: The proposed concept is a revised version of the blend concept.

Mobility

1. **Civic corridors are active focal points for new high-density development, offering good transit service, pedestrian-oriented amenities and unique signage and lighting. In the final plan, which of the following streets should have this emphasis?**

Broadway	**Grand Avenue**	**Lloyd Boulevard**
MLK Boulevard	**Multnomah Avenue**	**Russell Street**
Vancouver Avenue	**Weidler Street**	**Williams Avenue**

   Background: The three alternatives proposed different street hierarchies for the quadrant that emphasized the development of different streets with distinctly different characters and development responses. The proposed hierarchy includes “civic” streets that are active focal point for high-density development, “local main” streets that have commercial and residential development on a smaller scale, “scenic” parkways that have less activity but more tree canopy and landscaping, and smaller, quieter and safer “flexible” routes that are oriented to pedestrian and bicycle movement.

   Outreach feedback: Survey respondents strongly favored Broadway and MLK as the quadrant’s civic corridors with lesser support for Grand, Weidler and Williams.

   Staff recommendation: The proposed concept includes a civic corridor emphasis for Broadway, MLK Blvd. and parts of Grand Avenue. The “local main street” category emerged to respond to the desire for a street typology more suited to main street commercial corridors. The proposed concept envisions Russell St., Williams Ave., and 7th Avenue as local main streets.

2. **Scenic parkways offer good access into and through the quadrant and are defined more by street trees and landscaping; in the final plan, which of the following streets should have this emphasis?**

1st Avenue	**2nd Avenue**	**15th Avenue**	**Weidler Street**
Broadway	**Clackamas Street**	**Grand Avenue**	**Williams Avenue**
Interstate Avenue	**Lloyd Boulevard**	**MLK Boulevard**	
Multnomah Avenue	**Russell Street**	**Vancouver Avenue**	

Background: Staff is proposing new options for a clearer street hierarchy for the quadrant that emphasizes the development of different streets with distinctly different characters and development responses. The proposed connectivity system integrates the quadrant's land use proposals and includes "civic" streets that are active focal point for high-density development, "local main" streets that have commercial and residential development on a smaller scale, "scenic" parkways that have less activity but more tree canopy and landscaping, and smaller, quieter and safer "flexible" routes that are oriented to pedestrian and bicycle movement.

Outreach feedback: Although there was not a strong front runner for this question, survey respondents preferred a scenic focus for 15th, Lloyd, Vancouver, Interstate and Russell.

Staff recommendation: The proposed concept includes a "scenic" emphasis for 9th, 15th, parts of Grand, Interstate, Lloyd, Multnomah, Vancouver, and Weidler.

3. **Flexible streets or pathways would prioritize bicycle and pedestrian trips, providing additional, low stress access throughout the quadrant via streets carrying fewer or no motorized vehicles; in the final plan, which of the following streets should have this emphasis? Choose four.**

2nd Avenue	**6th Avenue**	**8th Avenue**	**The "strand"**
12th Avenue	**Clackamas Street**	**Dixon Street**	
Flint Avenue	**Halsey Street**	**Holladay Street**	
Hancock Street	**Hassalo Street**	**Page Street**	

Background: Staff is proposing new options for a clearer street hierarchy for the quadrant that emphasizes the development of different streets with distinctly different characters and development responses. The proposed connectivity system includes quiet and safe "flexible" routes that are oriented to pedestrian and bicycle movement. In addition to enhancing ped/bike facilities on existing streets, the larger block pattern in the quadrant offers new opportunities for ped/bike connectivity as connections can be incorporated into superblock developments.

Outreach feedback: The streets that received the strongest support to have a flexible focus in the survey responses are Holladay, the "strand" and Hancock.

Staff recommendation: The proposed concept places a great emphasis on the opportunity of strengthening district identity and connectivity by creating a comprehensive and fine grained network of pedestrian /bicycle routes woven between the busy streets and land uses in the quadrant. This includes a "flexible" emphasis for Benton, Clackamas, Flint, Hancock/Dixon, Holladay, Wheeler, 2nd, 6th, 12th, parts of 8th and 15th, and area paths including the Greenway Trail, the strand and the Sullivan's Gulch trail.

4. **Please rank the importance of improving pedestrian and bicycle connections across I-5, across I-84 and to the riverfront.**

   Background: I-5 and I-84 provide vital regional access to and from the quadrant, but also create challenges to connectivity. Ped/bike access to the river is also constrained by heavy infrastructure that serves the industrial waterfront, such as the railroad line.

   Outreach feedback: The majority of survey responses indicated that connections across I-84 and I-5 are most important, followed by connections to the riverfront. Written responses indicated that crossing improvements at MLK/Grand would also be useful.

   Staff recommendation: The proposed concept suggests a ped/bike focus for Clackamas with a new crossing over I-5, a new crossing over I-84 at 7th, and ped/bike improvements for the existing I-84 crossing at 12th. A fully developed Greenway trail and the proposed Sullivan's Gulch trail would also improve access to the river.

Open Space

1. **What type of open space and civic amenities would best suit the needs of the quadrant area?**

   New large, centralized park
   String of mid-sized public parks
   Series of connected, private plazas
   Civic or cultural feature

   Background: To date, the quadrant has seen significant public facilities, transit and other transportation-related improvements, but few new public parks or open spaces. New, high density employment, institutional and particularly residential uses in the quadrant will need to be supported by new parks and open spaces offering opportunities for recreation and relaxation. Linking new facilities to each other and existing open spaces like Holladay will increase the functionality of the overall system and its service to a variety of potential new users.

   Outreach feedback: The majority of survey responses support development of a string of mid-sized public parks with smaller semi-private spaces interspersed in new developments. A minority view favors the idea of a large signature open space somewhere in the Central Lloyd. There is strong interest in new public space at the river's edge in front of the Memorial Coliseum.

   Staff recommendation: The proposed concept includes a series of new parks organized along Clackamas Street from the Lloyd Center to the Willamette River. As a middle ground, the proposed concept suggests the central park could be larger than the others. A future public open space is included at the Willamette River.

2. **What type of functions should open spaces in this area support?**

   Athletic field
   Children's play area
   Community garden
   Habitat/natural system
   Hard courts (basketball, tennis)
   Picnic/lunch space
   Skate park
   Urban plaza

   Background: New, high density employment, institutional and residential uses in the quadrant will need to be supported by new parks and open spaces offering opportunities for recreation, gathering

and relaxation. Linking new facilities to each other and existing open spaces like Holladay will increase the functionality of the overall system and its service to a variety of potential new users.

Outreach feedback: Picnic/lunch space function for new open spaces received the most support in the survey responses, followed by urban plaza and habitat/natural system.

Staff recommendation: The flexible nature of the string of parks included in the proposed concept lends itself to flexibility as different parks can be oriented to meet different needs.

Green Systems

1. **What green infrastructure systems should be encouraged in the N/NE Quadrant?**
   Stormwater capture and reuse systems **Locally-produced, renewable energy**
   Water quality corridors to clean and infiltrate stormwater **District energy**

   Background: The proposed concept includes options to integrate green systems and facilities into the quadrant to support the Lloyd Ecodistrict effort and improve its long term resiliency. Water quality corridors that infiltrate stormwater improve conditions in local streams and rivers by filtering out pollutants contained in runoff and moderating water flow to the drainage systems. Stormwater systems that are designed to capture and reuse rainwater reduce the need to draw water from other supplies and prevent runoff, improving water quality in areas where infiltration is not used. District energy is a system that can facilitate shared heating and cooling between different facilities and locations, which is often more efficient and reliable than traditional systems and can help users lower costs by taking advantage of economies of scale. Using local, renewable energy sources reduces demand for fossil fuels and can limit emissions.

   Outreach feedback: All options for green infrastructure systems received fairly strong support in the survey responses.

   Staff recommendation: The proposed concept calls for water quality corridors along Lloyd, Holladay, Clackamas, Vancouver, 6th and 15th. Rainwater capture systems could be established along Williams, Broadway, Clackamas, Multnomah, Holladay and Lloyd. District energy is envisioned around the Rose Quarter and OCC facilities with a spine extending east along Clackamas to allow future development to connect.

2. **How should natural systems be improved in the quadrant?**
   Increased tree canopy **new/enhanced habitat**
   Use of native vegetation

   Background: Natural resources in the N/NE Quadrant have been identified along the Willamette River (shallow water habitat and riverbank vegetation) and in Sullivan's Gulch (vegetation). There is a strong desire to improve natural systems in the quadrant through a variety of means.

   Outreach feedback: All options for improving natural systems received fairly strong support in the survey responses.

Staff recommendation: The proposed concept includes enhanced habitat and tree canopy in water quality corridors, as described above. The draft plan will likely include other action items about improving natural systems throughout the quadrant. Actions along the riverfront could include encouraging removal of unnecessary rip rap, expanding shallow water habitat and creating microhabitat along the river bank. Throughout the quadrant, actions could include removing invasive species and incorporating native plants into existing and new landscaping.

3. **If you would like to see new/enhanced habitat, where should we encourage it?**
   Sullivan's Gulch **Willamette Riverfront**
   Other

Background: Much of the Willamette Riverfront in the quadrant hosts active heavy industrial uses that constrain opportunities for large-scale habitat enhancement. There may be opportunities for small scale enhancement (microhabitats). There are greater opportunities to develop new or enhanced habitat for birds and insects by adding native vegetation throughout the quadrant. Sullivan's Gulch is currently vegetated, but could be enhanced by replacing non-native and invasive plants with native vegetation.

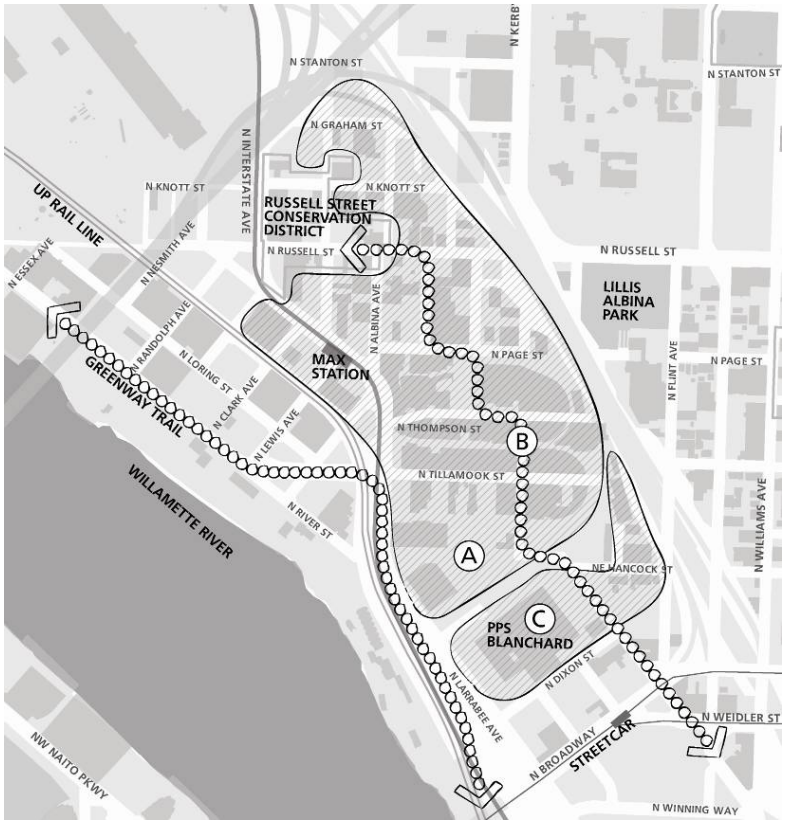
Outreach feedback: Survey responses showed strong support for new or enhanced habitat in both Sullivan's Gulch and along the Willamette Riverfront.

Staff recommendation: The proposed concept does not address issues at this level of detail. The draft plan will likely include action items about improving natural systems throughout the quadrant.

Subarea Choices

Subarea 1 – Lower Albina Industrial

A. **Should the plan increase flexibility by allowing more creative office uses in Lower Albina, such as R&D, software development and media production?**



Background: The portion of the subarea shown as "A" is zoned General Industrial (IG1), with strict limits on non-industrial uses. Increasing flexibility to allow a wider range of compatible employment uses could increase job density, capture growing industry sectors, and foster the continued vitality of Lower Albina as an employment center and business incubator. An example approach taken in the Central Eastside

Economic Opportunity Subarea (EOS) allows additional flexibility for certain kinds of "Industrial Office" uses, while prohibiting residential development, which creates conflicts with industrial activities. See attached IG1 zone informational handout (attached) for more details.

Outreach feedback: Survey responses and discussions with the Eliot Neighborhood Association show strong support for increasing flexibility. Discussion with a small group of Lower Albina stakeholders revealed qualified interest in allowing additional employment types, with concerns voiced about erosion of the Industrial Sanctuary and the potential for conflicts with existing and future industrial activities (e.g. conflicts with freight movement, parking issues and complaints about noises and smells). They strongly felt residential uses should continue to be prohibited. The Local Land Use/Urban Design/Transportation Subcommittee (9/14/11 meeting) generally supported the idea of additional flexibility through an Employment Opportunity Subarea approach or perhaps application of the General Employment (EG1) zone.

Staff recommendation: Apply the Employment Opportunity Subarea provisions currently used in parts of the Central Eastside to the portion of the Lower Albina IG1 zone shown as area "A" in the Subarea 1 map, above. These provisions are described in more detail in a separate document "Central City IG1 Zone: Existing Non-Industrial Land Use Allowances." Staff believes this targeted approach is less likely to result in land use conflicts with industrial activities than applying the EG1 zone, which has broader allowances for office and retail uses and the potential for residential development.

B. Should the plan call for "the strand" to create greater bicycle and pedestrian connectivity through Lower Albina to link the Russell St area to the Rose Quarter?

Background: A desire has been expressed to better connect the Lower Albina area to the rest of the N/NE Quadrant (particularly to the Rose Quarter and Lloyd District). The idea of "the strand" came out of the land use charrette (February, 2011). It is envisioned as a pedestrian-friendly alternative to N. Interstate Avenue and could include improvements to local streets and new connections where there are currently gaps in the network.

Outreach feedback: Survey responses showed strong support for developing the strand. The Eliot Neighborhood Association supports the idea but would like more definition about how it would be implemented. No clear consensus emerged from the Local Land Use/Urban Design/Transportation Subcommittee (9/14/11 meeting) on this issue. Some attendees expressed support while several had questions about the strand's purpose and intended users. Others were concerned about potential conflicts with industrial activity, and some felt the strand was not needed unless Lower Albina were to become more of a mixed-use district.

Staff recommendation: The proposed concept continues to include the idea of "the strand". However, the idea clearly needs additional study and discussion with the property owners and businesses in the area. This concept could ad to a system of north-south connectivity in an area where the I-5 freeway and heavy industrial infrastructure limits these opportunities. Staff is leaning toward including an action item in the draft plan calling for further study and refinement of the strand concept.

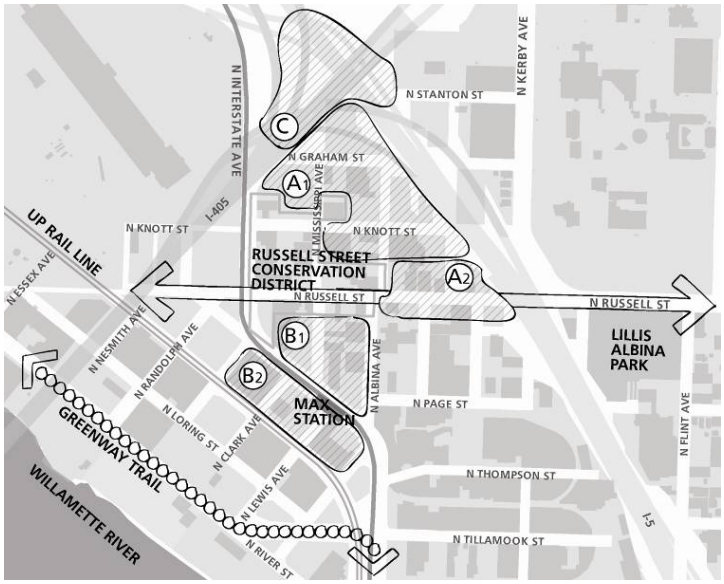
C. Should the zoning for the PPS Blanchard Site and adjacent properties to the east be changed to allow more land use flexibility to encourage future redevelopment of the sites? Ideas for the site have included retail, research and development and mixed use residential.

Background: Portland Public School's (PPS) headquarters building, the Blanchard Educational Service Center, is currently zoned for industrial use. PPS has expressed interest in moving their headquarters to another location in the City, which would open up a large site for redevelopment opportunities that could complement proposed redevelopment in the core area of the Rose Quarter. Most redevelopment options would require a change in zoning to allow a broader range of uses.

Outreach feedback: Survey responses show support for increasing the flexibility of uses on the site, with the strongest support for mixed-use residential, following by moderate support for retail, research and development and office redevelopment. The Eliot Neighborhood Association supports the idea of increasing flexibility on the site, particularly if future development includes elements that serve the surrounding neighborhoods, such as a grocery store. Lower Albina stakeholders voiced concerns about allowing residential uses on the site, particularly the northern portion closest to nearby industrial activities.

Staff recommendation: The proposed concept suggests rezoning the properties to allow future mixed-use redevelopment. Further analysis and discussion of redevelopment options is needed to refine the preferred mix of uses and identify regulations related to height and FAR.

Subarea 1a – Historic Russell Street



A/B. Which uses should the plan encourage in the following areas: north of Russell St (A1), along Russell St. to the east of the Conservation District (A2), north of the MAX station (B1) and south of the station (B2)? Options include residential, commercial, mixed use and office.

Background: Lower Albina is anchored by a small mixed-use historic area along Russell St., currently zoned EX and designated as a Conservation District. This area is home to a vibrant mix of restaurants, bars and other small-scale retail establishments that balances active late afternoon/evening activities with the industrial morning/afternoon activities. The area of mixed-use zoning is limited to two blocks on both sides of Russell Street. East of this area to the I-5 underpass, properties fronting Russell Street are zoned industrial. However, these blocks are also identified as a residential target area and have design review and other requirements conflicting with industrial base zoning.

The MAX Yellow Line Station on Interstate Ave was originally proposed at the foot of Russell Street adjacent to the mixed use historic main street, but the station was ultimately built a block south on Interstate and is currently surrounded by industrial zoning. It has been suggested that mixed-use zoning is more appropriate in such close proximity to the MAX station.

Outreach feedback: Survey responses show support for mixed-use and commercial development in all areas. Residential uses received minority support in all areas, with the strongest support in the area north of Russell Street. Written survey responses and feedback from the Eliot Neighborhood Association and the Portland Freight Committee express concern about constraining industrial uses and residential/industrial use conflicts. These concerns were also heard from Lower Albina stakeholders, with some support for a limited expansion of mixed-use zoning east along Russell (area A2).

Staff recommendation: The proposed concept suggests modest expansion of mixed-use zoning near the Russell St. Conservation District by extending EX zoning to allow a range of mixed-use development (including residential uses) east along Russell street (area A2) and immediately north of the MAX station (area B1). Further analysis and discussion of options for additional development regulations in these areas, e.g. potential limits to residential allowances is needed. The proposed concept retains existing IG1 zoning in areas A1 and B2.

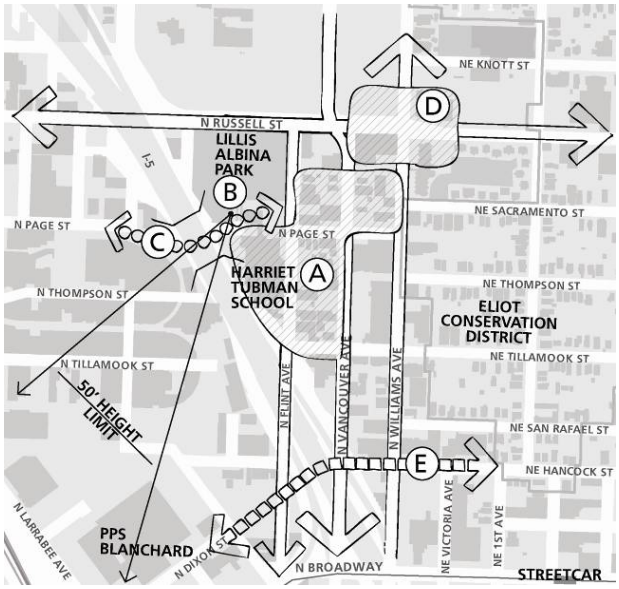
C. How should the area under the I-5/I-405 Freeway Interchange be utilized? Ideas have included active recreation suitable for a paved environment, such as a skate park or tennis courts.

Background: This subarea is surrounded to the north and east by residential neighborhoods. Additional recreation and park space could serve the needs of area residents and help activate the space under the freeway interchange.

Outreach feedback: Survey responses show moderate support for a skate park, dog park or mountain biking facility. The Eliot Neighborhood Association would like to see active recreation uses in this space that help foster a connection between Russell St. and the Mississippi St. area to the north.

Staff recommendation: The proposed concept is not definitive on this issue. A draft plan recommendation will be developed to explore developing the area for active recreation uses.

Subarea 2 – Eliot: Vancouver/Williams Corridor



A. Should the plan rezone residentially-zoned properties to allow a wider range of uses? If so, are additional incentives for housing development desired?

Background: The area is currently home to a diverse mix of uses, including light manufacturing, warehousing, retail, residential and institutional uses. Some of the area is currently zoned for high density housing that doesn't allow significant other uses and can limit the ability of existing, non-residential uses to expand. More flexible, mixed-use zoning would allow housing along with a wide variety of other uses. Incentives could be added to encourage residential uses.

Outreach feedback: Survey responses show strong support for increasing the flexibility of the zoning to allow mixed-use. Survey respondents also favor including residential development incentives. The Eliot Neighborhood Association supports more flexible zoning that continues to allow housing.

Staff recommendation: The proposed concept suggests changing the zoning in area A on the above map to EX to allow more flexible land use and potential expansion of existing businesses. In the plan development phase of work, incentives to encourage residential development could be explored.

B. Should the plan recommend changes to the designated view corridor from Lillis Albina Park? If so, how?

Background: This designated public viewpoint is currently obscured by trees and cuts through the center of the PPS Blanchard site, restricting building heights to 50 feet on part of the parcel. Changes could include modifying the viewpoint to allow more flexible redevelopment of the Blanchard Site or developing the viewpoint to allow better views of downtown and the Willamette River.

Outreach feedback: The majority of survey respondents do not want the view corridor changed. The Eliot Neighborhood Association would support a change as long as new development continued to allow a view from a designated viewpoint.

Staff recommendation: The proposed concept includes future redevelopment on the PPS Blanchard site. That redevelopment could benefit from modifications to the viewpoint. Future study and analysis is required.

C. Should an additional pedestrian connection be developed at Page Street under I-5 to connect this area to Lower Albina?

Background: I-5 bisects the Lloyd District and Lower Albina, limiting east-west connectivity in many locations. Additional pedestrian, bicycle and multimodal connections would increase opportunities to cross I-5. A connection at Page Street would be limited to pedestrian use due to engineering restrictions.

Outreach feedback: Survey responses show interest in an additional pedestrian connection at Page Street, but the Eliot Neighborhood Association and Lower Albina businesses are not supportive.

Staff recommendation: The proposed concept does not include a pedestrian connection at Page St.

D. Should a main street district be encouraged around the intersection of Williams Avenue and Russell Street, reviving a historic commercial node?

Background: As late as the 1950s, the intersection of Williams Avenue and Russell Street was the heart of a vibrant commercial district.

Outreach feedback: Survey respondents strongly support encouraging commercial development at this intersection. The Eliot Neighborhood Association also supports commercial development around this node and would like Legacy Health to orient new development and develop active uses that front Russell Street at the Legacy Emanuel Medical Center campus.

Staff recommendation: Recognizing the history of the node, the proposed concept includes the idea of a future neighborhood commercial node at this intersection. The portion of this area within the NNE Quadrant Plan's study area already has mixed-use commercial zoning. The draft plan could include a suggestion that this area be the subject of future planning efforts.

E. Should an additional east-west multimodal connection be developed north of the Broadway/Weidler couplet (e.g. Hancock St. to Dixon St.)?

Background: I-5 bisects the Lloyd District and Lower Albina, limiting east-west connectivity in many locations. Additional pedestrian, bicycle and multimodal connections would increase opportunities to cross I-5.

Outreach feedback: Survey responses show very strong support for developing an additional connection for pedestrians and bicycles and minority support for allowing automobile traffic to use the connection. The Eliot Neighborhood Association agreed with survey respondents about the pedestrian and bicycle connection, and could see the benefit of a multimodal connection if it helped connect the neighborhood to future development at the Blanchard site.

Staff recommendation: The proposed concept places great emphasis on improving east-west connections across I-5 in this area. This would increase connectivity to improve the redevelopment of the PPS's Blanchard site. The concept includes a new "flexible" connection along Hancock St to Dixon St to be developed as part of the I-5 Broadway/Weidler Freeway Interchange improvements. Note: some of the I-5 Freeway concepts include options that route Vancouver/Williams traffic around the west side of the "box" at Broadway/Weidler.

F. Should both Vancouver and Williams Avenues be encouraged as neighborhood commercial streets, or should one be emphasized as the prominent commercial corridor?

Background: Staff is proposing new options for a clearer street hierarchy for the quadrant that emphasizes the development of different streets with distinctly different characters and development responses. The proposed connectivity system includes "civic" streets that are active focal point for high-density development, "local main" streets that have commercial and residential development on a smaller scale, "scenic" parkways that have less activity but more tree canopy and landscaping, and smaller, quieter and safer "flexible" routes that are oriented to pedestrian and bicycle movement.

Outreach feedback: Survey responses show support for encouraging both avenues as neighborhood commercial streets.

Staff recommendation: The proposed concept suggests emphasis on Vancouver Avenue as a scenic street and Williams Avenue as a local main street.

Subarea 3 – Rose Quarter and Vicinity

A. Should larger buildings (height, mass) be allowed along N Broadway between the river and N Wheeler Ave to increase density and support a higher level of activity in the Rose Quarter?



Background: The core area of the Rose Quarter has been the subject of extensive development planning over the past few years. The current effort, the Rose Quarter District Plan, calls for a greater level of activity and 24 hour uses to complement the entertainment events currently held in the Rose Quarter. The District Plan suggests increasing building height limits along N Broadway to allow more flexibility in building types.

Outreach feedback: Survey responses show general support for allowing larger buildings along lower Broadway, with the strongest support for allowing buildings of 20+ story development. The Eliot Neighborhood Association would support higher density development on lower Broadway if it helped increase the vibrancy of the area and design conditions were applied.

Staff recommendation: The proposed concept calls for medium-to-high-density mixed-use development in this area. The draft plan will propose increasing maximum height limits in this area to 200-250 feet.

B. Should the zoning for the PPS Blanchard Site and adjacent properties to the east be changed to allow more land use flexibility to encourage redevelopment? Ideas for the site have included retail, research and development and mixed use residential.

Background: Portland Public School's (PPS) headquarters building, the Blanchard Educational Service Center, is currently zoned for industrial use. PPS has expressed interest in moving their headquarters to another location in the City, which would open up the site for redevelopment. Redevelopment at the Blanchard site would complement proposed redevelopment in the Rose Quarter called for by the Rose Quarter District Plan. A zoning change would be required to accommodate most redevelopment scenarios.

Outreach feedback: Survey responses show strong support for increasing the flexibility of uses on the site, with the strongest support for mixed-use residential, following by moderate support for retail, research and development and office redevelopment. The Eliot Neighborhood Association supports the idea of increasing flexibility on the Blanchard Site, particularly if future development includes elements that serve the surrounding neighborhoods, such as a grocery store.

Staff recommendation: The proposed concept includes future mixed-use development on the site and adjacent areas along N. Broadway. The draft plan will include a recommendation to rezone the site for mixed-use. Further analysis and discussion is required to identify specific regulations related to zoning designation, height and FAR.

C. What should the nature of the Willamette riverfront be in this area, in terms of land use, public access, and other features?

Background: There is a desire to increase opportunities to access the Willamette River. The "Thunderbird" site north of the Louis Dreyfus grain terminal is being considered for redevelopment as part of the Rose Quarter District Plan. Draft concepts include mixed use redevelopment with public access and open space features on the site. The Willamette Riverfront is also an area where habitat enhancement is envisioned.

Outreach feedback: Survey responses indicate the highest support for a multi-use trail or a recreation/active use park, with moderate support for enhanced habitat and events/entertainment uses.

Staff recommendation: The proposed concept preserves the existing industrial use at the Louis Dreyfus grain terminal, suggests a fully developed Greenway Trail and medium-to-high-density office and/or residential uses and open space amenities.

D. Are there ways to improve access between this subarea and other parts of the Lloyd District over and under I-5 with new connections (see D1-Hancock St., D2-Clackamas) or improvements to existing connections (see D3-Multnomah/ Holladay)?

Background: I-5 bisects the Lloyd District and Lower Albina, limiting east-west connectivity in many locations. Additional pedestrian, bicycle and multimodal connections would increase opportunities to cross I-5.

Outreach feedback: Survey responses show strong support for developing new connections for pedestrians and bicycles and moderate support for new multimodal connections and improvements to existing connections. The Eliot Neighborhood Association agreed with survey respondents about developing a pedestrian/bicycle connection, and could see the benefit of a multimodal connection if it helped connect the neighborhood to development at the Blanchard site.

Staff recommendation: The proposed concept includes numerous flexible connections to improve access to the Rose Quarter. Pedestrian-friendly, "flexible" connections over/under I-5 are included at Hancock, Clackamas and Multnomah.

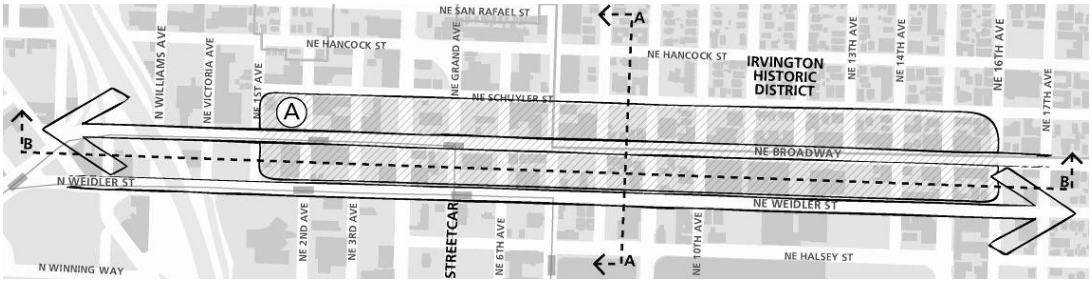
E. Should the local and regional transportation infrastructure around the Steel Bridgehead and the Rose Quarter Transit Center be reconfigured to improve access, circulation and encourage new development?

Background: Currently, the area between the Rose Garden and the Steel Bridge is dominated by transportation infrastructure. MAX, bus, private vehicles, bikes and pedestrians all negotiate the area. Development opportunities in the area are limited by access constraints.

Outreach feedback: Survey responses show support for reconfiguring the transit center**.**

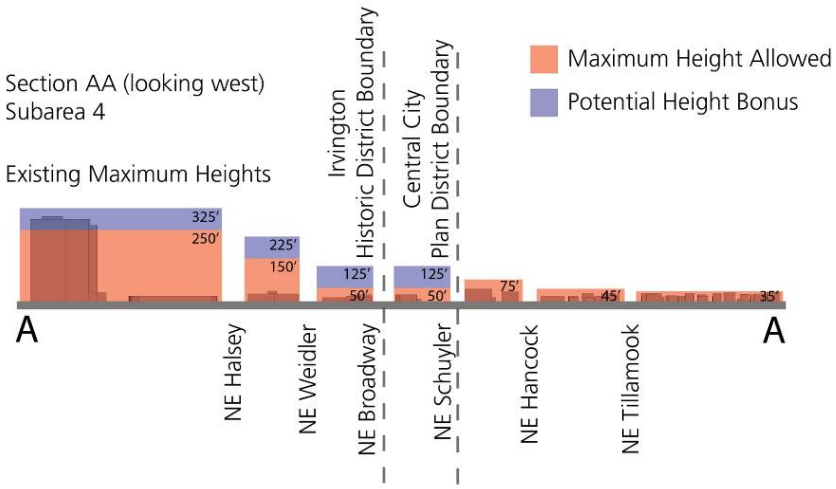
Staff recommendation: The proposed concept suggests long-term mixed-use redevelopment in the area. Because reconfiguration of road and transit infrastructure is likely required to realize significant redevelopment here, the draft plan is likely to include an action item to engage TriMet, PBOT and local property owners to develop options for reconfiguration.

Subarea 4 – NE Broadway Weidler Commercial Corridor



A. Is the current transition in allowed heights from Broadway/Weidler to the neighborhoods to the north appropriate (see section AA)? If not, what changes could be made to improve it?

Background:
A respectful transition from the commercial development on Broadway and Weidler to the residential development in the historic Irvington and Eliot neighborhoods to the north is desired. Current maximum building heights east of 7th Avenue and north of Weidler are 50', however, a variety of height bonuses are in place allowing development to be considerably higher in some cases, provided certain amenities are included in the project.



Outreach feedback: Survey respondents were fairly evenly divided on the question of height along NE Broadway. Comments ranged from leaving regulations as they are, to increasing or reducing height limits. The Irvington Neighborhood Association expressed concern that the bonus heights along Broadway are too generous. The NE Broadway Business Association agreed that a step down approach to building heights from NE Broadway to the neighborhoods to the north is appropriate.

Staff recommendation: The proposed concept calls for increasing the main street character of NE Broadway with medium-density 2-6 story residential-above-retail development. 6 story mixed-use developments typically require 65-75 foot-tall buildings. The draft plan will propose reducing the maximum (base+bonus) height north of Broadway to around 75 feet.

B. Should both Broadway and Weidler be encouraged as neighborhood commercial streets, or should one be emphasized as the prominent commercial corridor? Should the "main street" character present on the east end of the couplet extend toward the Rose Quarter? If so, how far?

Background: The Broadway/Weidler couplet is a major transportation and commercial corridor that extends from the Broadway Bridge to the eastern edge of the N/NE quadrant. The eastern end of the corridor provides "main street" commercial and retail services for the surrounding neighborhoods, while areas closer to I-5 contain more auto-oriented commercial services such as gas stations and car dealerships. The current planning effort for the Rose Quarter calls for a greater level of activity and 24 hours uses at the Rose Quarter to complement the entertainment events. Emerging concepts to achieve this goal include creating a more contiguous main street environment along NE Broadway that extends through the Rose Quarter to the Broadway Bridge.

Outreach feedback: Survey responses show support for encouraging commercial development on both streets with "Broadway only" as the second choice, and strong support for extending the "main street" character toward the Rose Quarter. The NE Broadway Business Association would like to see mixed use on Weidler, but supports emphasizing Broadway as the main commercial corridor.

Staff recommendation: The proposed concept suggests that Broadway could be a "civic" street, with a focus on high-density development, and Weidler could be a "scenic" street, with a greater emphasis on landscaping and tree canopy than street-level activity. The concept calls for high-density office and residential uses surrounding the couplet between I-5 and the Broadway Bridge, with mixed commercial and residential development extending east from I-5 to MLK Boulevard.

C. What methods should be used to address the circulation and safety issues along the corridor?

Background: The "box" (Broadway/Weidler between Vancouver and Williams Avenues) is a difficult area for all modes of transportation, with poor pedestrian and bicycle conditions and frequent congestion associated with the I-5 freeway interchange. There are also concerns about circulation and safety issues along the rest of Broadway and Weidler, including difficult pedestrian crossings and bicycle safety issues.

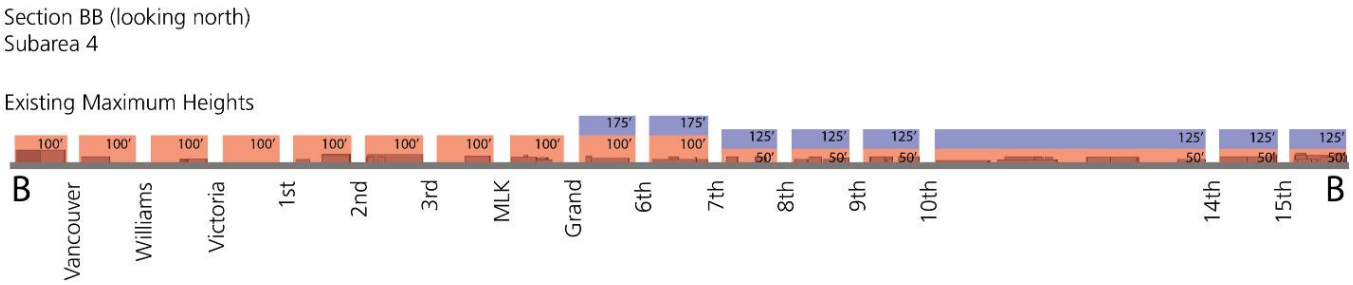
Outreach feedback: Survey responses suggested a range of methods are supported; additional crosswalks received the most support, followed by curb extensions, more frequent controlled intersection and additional signals. A wide variety of "other" methods were also suggested, such as removing the bike lanes, de-coupling and adding center islands. The Irvington Neighborhood Association expressed concern about crossings that don't have signals and want to explore removing a traffic lane. Sullivan's Gulch Neighborhood Association suggested more pedestrian crossings and signals. The NE Broadway Business Association would like to see more signals and crosswalks to improve pedestrian circulation and safety.

Staff recommendation: The proposed concept does not address issues at this level of detail. The draft plan will likely include action items about improving bicycle and pedestrian safety along the corridor and throughout the quadrant.

D. Are the current allowed building heights along Broadway/Weidler appropriate (see section BB)? Should residential development be encouraged on the west end of the corridor?

Background: Current maximum building heights east of 7th Avenue and north of Weidler are 50', however, a variety of height bonuses are in place allowing development to be considerably higher in

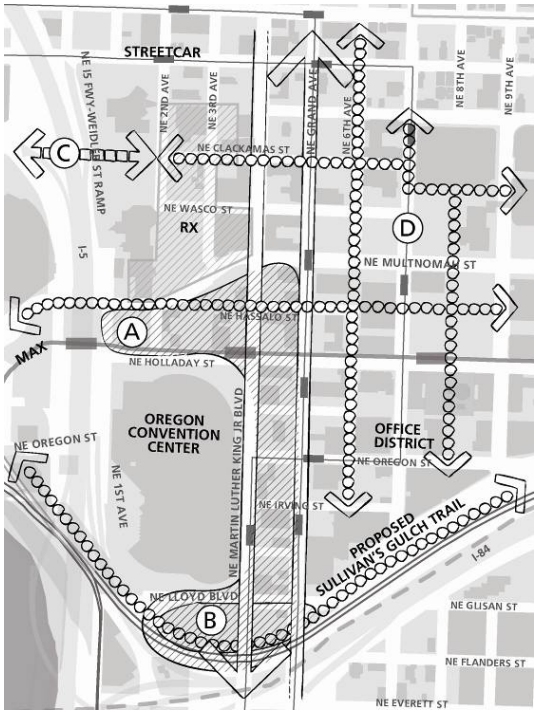
some cases, provided certain amenities are included in the project. Section BB displays allowed heights and bonus opportunities along Broadway.



Outreach feedback: The majority of survey responses did not think current heights are appropriate, and written comments were split between those wanting to increase the height limit and those wanting to decrease the allowed heights. The survey showed strong support for high-density residential uses at the west end of the corridor.

Staff recommendation: The proposed concept calls for high-density office and residential uses surrounding the couplet between I-5 and the Broadway Bridge, with mixed commercial and residential development extending east from I-5 to MLK Boulevard. The draft plan will propose increasing height limits along N Broadway between the Broadway Bridge and I-5.

Subarea 5 – Central Lloyd



A. **Does the goal of mixed-use office development with significant hotel and entertainment components make sense for the areas surrounding the convention center?**
Background: Though the area is home to the OCC, relatively little development potential has been realized and the area lacks a strong identity. Streetcar is under construction now along NE Grand Avenue, NE 7th and NE MLK, and is anticipated to help encourage new development in this area. Development ambitions south of NE Multnomah Street, have long focused on projects that would support the OCC. The Development Vision for the OCC Blocks, completed by PDC in 2006, calls for a major hotel in the area and retail and entertainment uses that could add activity to the area around the convention center.

Outreach feedback: The majority of survey responses expressed support for mixed-use office development; written responses also suggested allowing residential uses in the area or developing parks and open space.

Staff recommendation: The proposed concept envisions predominantly high-density employment and office uses to the east of the Convention Center, and a mix of high-density employment and residential uses to the north.

B. Should "signature" high-rise development be allowed at the southern edge of the district along NE MLK and NE Grand near I-84?

Background: The sites along MLK and Grand near I-84 have been suggested as good locations for high-rise signature development, an idea that would likely require some modification of established view corridors.

Outreach feedback: The majority of survey respondents support high-rise development.

Staff recommendation: The proposed concept envisions this area as part of the high-density office/mixed use area. Possible modifications to the view corridor to allow tall buildings here will require further study and analysis.

C. Should there be a local traffic and/or pedestrian and bicycle connection to the Rose Quarter along Clackamas Street?

Background: I-5 bisects the Lloyd District and Lower Albina, limiting east-west connectivity in many locations. Additional pedestrian, bicycle and multimodal connections would increase opportunities to cross I-5.

Outreach feedback: Survey responses show very strong support for a new bike/ped connection.

Staff recommendation: The proposed concept places a strong emphasis on the opportunity of reinventing Clackamas Street by including ped/bike enhancements along Clackamas with a new crossing over I-5 that connects to the Rose Quarter and the Willamette River.

D. Should NE Multnomah Avenue be upgraded to a major east-west corridor with regional retail uses?

Background: Some concepts suggest upgrading NE Multnomah Street to a major retail thoroughfare lined with regional retail, on-street parking, offices and possibly housing to add to the street-level activity and complement the Lloyd Center Mall. Adding entrances and additional store-fronts to the mall on the NE Multnomah Street side was seen as desirable.

Outreach feedback: The majority of survey respondents support upgrading Multnomah Avenue. Responses opposed to this suggestion offered alternative ideas or concerns, including limiting impacts on retail businesses along Broadway/Weidler, encouraging a broader mix of uses along Multnomah and the concern that additional regional retail can't be supported along Multnomah.

Staff recommendation: The proposed concept emphasizes Multnomah as a scenic street, with a focus on landscaping and tree canopy and a lower emphasis on street-level activity. The concept proposes a mix of high-density residential and office uses facing Multnomah west of the Lloyd

Center, and a mix of main street residential and regional event/entertainment uses east of the mall. However, the future character, design, and role of NE Multnomah within the quadrant are topics that could benefit from further study and discussion, including adding on-street parking and better activating the street with retail and active ground level uses.

E. Should both MLK Blvd and Grand Ave be encouraged as commercial streets, or should one be emphasized as the prominent commercial corridor?

Background: Staff is proposing new options for a clearer street hierarchy for the quadrant that emphasizes the development of different streets with distinctly different characters and development responses. The proposed connectivity system includes "civic" streets that are active focal point for high-density development, "local main" streets that have commercial and residential development on a smaller scale, "scenic" parkways that have less activity but more tree canopy and landscaping, and smaller, quieter and safer "flexible" routes that are oriented to pedestrian and bicycle movement.

Outreach feedback: There was strong support in the survey responses for encouraging both MLK and Grand as commercial streets.

Staff recommendation: The proposed concept envisions MLK Blvd. and the segment of Grand Avenue from Broadway to Holladay as civic corridors, with the segments of Grand Avenue to the north and south emphasized as a scenic street.

F. Should there continue to be a focus on residential uses in this subarea, or should other uses be emphasized, such as office or mixed use? If residential development remains a priority, where should it be encouraged and what open space amenities should be planned to encourage and support it (e.g. large public park, series of plazas or pocket parks)?

Background: In the northern half of the subarea, there has long been a desire to see mixed-use development including a substantial residential component. Currently, there is a 3-block area zoned for predominantly residential uses (RX) west of MLK between Halsey and Multnomah, and a zoning incentive for housing that covers large sections of the subarea (residential bonus target area). There is concern that current open space and other amenities and services in the area may be insufficient to attract and support significant residential development.

Outreach feedback: The survey responses support a continued focus on residential uses in this area, supported by a system of mid-sized public parks.

Staff recommendation: The proposed concept shows a mix of high density employment and residential uses north of the OCC, with mixed commercial/residential and main street residential at the north edge of the subarea. A series of new parks of varying size organized along Clackamas Street from the Lloyd Center to the Willamette River is envisioned to support the new residential and employment development.

G. Several ideas for future secondary pedestrian and bike connections have been identified (e.g. Clackamas, 8th, 6th, Hassalo). Which of these are most important?

Background: Staff is proposing new options for a clearer street hierarchy for the quadrant that emphasizes the development of different streets with distinctly different characters and development responses. The proposed connectivity system includes quiet and safe "flexible" routes that are oriented to pedestrian and bicycle movement. In addition to enhancing ped/bike facilities on existing streets, the larger block pattern in the quadrant offers new opportunities for ped/bike connectivity. Today, there are several pedestrian and bicycle-oriented paths through the superblocks, and current regulations require new development to include public connections through the larger blocks as they develop. New development could add to the existing segments, turning the network into a viable pathway system, increasing mobility choices for quadrant residents, workers and visitors.

Outreach feedback: Clackamas St and 6th Avenue received the strongest support in the survey responses, followed by Hassalo and 8th Avenue.

Staff recommendation: The proposed concept places significant emphasis on a new network of ped/bike friendly connections throughout the quadrant. In this area, it suggests new or enhanced flexible north-south connections at 2nd, 6th and 8th, and east-west connections along Clackamas and Holladay. Also included in the proposed concept are the Willamette Greenway Trail and the Sullivan's Gulch Trail.

H. What methods should be used to address the circulation and safety issues along the MLK/Grand corridor?

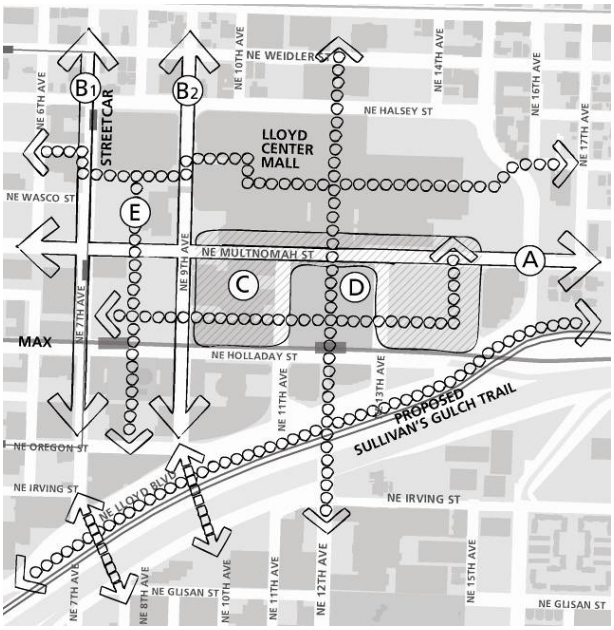
Background: Pedestrians crossing MLK and Grand in the quadrant face numerous unsignalized intersections and high traffic volumes.

Outreach feedback: Survey responses suggested a range of methods are supported; additional crosswalks and more frequent controlled intersections received the most support, followed by curb extensions and additional signals. A wide variety of "other" methods and concerns were listed, including a desire to add wider sidewalks, decouple the streets and concerns about adding curb extensions.

Staff recommendation: The proposed concept does not address issues at this level of detail. The draft plan will likely include action items about improving pedestrian safety along the corridor and throughout the quadrant.

Subarea 6 – Eastern Lloyd

A. Should NE Multnomah Avenue be upgraded to a major east-west corridor with regional retail uses?



Background: Some concepts suggest upgrading NE Multnomah Street to a major retail thoroughfare lined with regional retail, on-street parking, offices and possibly housing to add to the street-level activity and complement the Lloyd Center Mall. Adding entrances and additional store-fronts to the mall on the NE Multnomah Street side was seen as desirable.

Outreach feedback: The majority of survey respondents support upgrading Multnomah Avenue. Responses opposed to this suggestion offered alternative ideas or concerns, including limiting impacts on retail businesses along Broadway/Weidler, encouraging a broader mix of uses along Multnomah and the concern that additional retail can't be supported along Multnomah. The NE Broadway Business Association generally supports the idea of regional retail on Multnomah, as a complement to the "main street" type retail on Broadway.

Staff recommendation: The proposed concept emphasizes Multnomah as a scenic street, with a focus on landscaping and tree canopy and a lower emphasis on street-level activity. The concept proposes a mix of high-density residential and office uses facing Multnomah west of the Lloyd Center, and a mix of main street residential and regional event/entertainment uses east of the mall. The future character, design, and role of NE Multnomah within the quadrant are topics that could benefit from further study and discussion, including adding on-street parking and better activating the street with retail and active ground level uses.

B. Should NE 7th (B1) and/or NE 9th (B2) Avenues be enhanced for multimodal transportation, with a possible future connection across I-84 to the Central Eastside?

Background: North south access is limited in this subarea. MAX light rail and the new streetcar line provide transit options to and through the subarea, but increasing connectivity and safety for pedestrians and bicycles is an important issue. NE 7th Avenue and/ or NE 9th could provide an opportunity to strengthen north/south connections in the district and to the Central Eastside.

Outreach feedback: Survey responses showed majority support for enhancing both avenues for pedestrian and bicycle modes, and minority support for enhancements for motor vehicle use. NE 7th received majority support as a new crossing option, with NE 9th as a close second. Bicycle and pedestrian modes are favored for the new crossing, with moderate support for buses and cars.

Staff recommendation: The proposed concept includes a possible future "flexible" connection over I-84 to the Central Eastside at or around 7th Avenue, establishing a street hierarchy, recognizing the auto access role for NE 9th and enhancing the role of 7th for pedestrians and bikes.

C. What character, scale and uses would be most desirable for redevelopment surrounding Holladay Park?

Background: Holladay Park is one of the largest parks in the Central City and the only significant public open space in the Lloyd District, but the park suffers from public safety concerns and a lack of consistent, diverse activity. Concepts to address these concerns include short term actions such as active programming of the park, and long-term actions such as encouraging high density residential or mixed-use redevelopment surrounding and facing the park and adding design features to the park to attract a wider variety of users.

Outreach feedback: High-density residential development received the strongest support in the survey, but all categories received support from at least 33% of respondents. The Sullivan's Gulch Neighborhood Association would like to see more residential development surrounding the park, and would like to see Macys and the DoubleTree Hotel orient more activity toward the park. The NE Broadway Business Association would like to see more residential uses in the area to increase the overall vitality and improve safety conditions at Holladay Park.

Staff recommendation: The proposed concept suggests high density employment and office uses to the west and south of the park, with a mix of residential and regional event/entertainment uses to the east at the current cinema parking lot.

D. How can the user experience be improved at Holladay Park?

Background: See background for Question C, above.

Outreach feedback: Survey responses show support for increasing active programming of the park and establishing an outdoor market. Written responses refer to increasing the safety and security within the park as a means to improving the user experience.

Staff recommendation: The proposed concept suggests new development and improvements to existing development around Holladay Park. New surrounding development could dramatically improve conditions at the park. However, the proposed concept does not really address issues at this level of detail. The draft plan will likely include action items about improving safety in the area (e.g. interim uses to help activate the area).

E. As the superblocks develop, what are the most important features that should be included, in terms of connectivity and open space (e.g. ped/bike connections, parks)?

Background: Discussion about the future of this subarea focused on encouraging high-density residential or mixed-use development to enliven the district, and enhance street-level activity. As the superblocks redevelop, ensuring that future mid-block connections provide continuous and

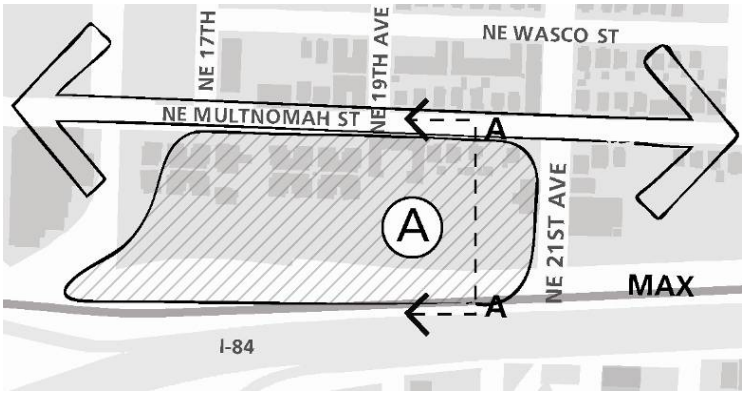
convenient pedestrian routes through the study area will be important as well as providing parks and open space to serve additional employees and residents.

Outreach feedback: Survey responses indicate the strongest support for including pedestrian connections and parks/plazas as the superblocks develop.

Staff recommendation: The proposed concept suggests enhanced north south pedestrian connections through the superblocks at 6th, 8th, 12th (through the mall) and 15th, and east west connections along Clackamas, Holladay and connecting through Holladay Park and the cinema parking lot between Holladay and 15th. A string of new parks are suggested along Clackamas Street between the Lloyd Center and the Rose Quarter to support higher-density development, and the proposed Sullivan's Gulch Trail would increase connectivity to the river and adjacent neighborhoods.

Subarea 6a – Sullivan's Gulch Transition

A. What types of uses are desirable and/or appropriate in this subarea (e.g. commercial office or retail, light industrial, residential)?



Background: The properties at the corner of NE Multnomah and NE 21st Avenue are currently split-zoned with a mix of high-density residential and commercial office zoning, which complicates redevelopment of the site. The western part of this area has more flexible commercial zoning and is occupied by the Marriott Residence Inn Hotel, while the eastern portion is occupied by a small courtyard apartment building and several older single-family homes. Relative to the current zoning, the eastern portion is significantly underdeveloped. The N/NE Quadrant Plan presents an opportunity to address the character of desired future development and make necessary changes to zoning regulations.

Outreach feedback: Survey responses indicate the greatest support for residential uses in this area, followed by office and retail uses. The Sullivan's Gulch Neighborhood Association also prefers a residential use with ground floor commercial uses.

Staff recommendation: The proposed concept suggests future redevelopment of the site with predominantly residential above commercial or retail uses. Small scale office uses may also be appropriate. Further study and analysis is required on zoning options. Options for consideration will be developed in the draft plan phase of work.

B. Do changes to the allowed height and mass of buildings need to be made in this area?

Background: The properties at the corner of NE Multnomah and NE 21st Avenue are currently split-zoned with a mix of high-density residential and commercial office zoning. Today, residential

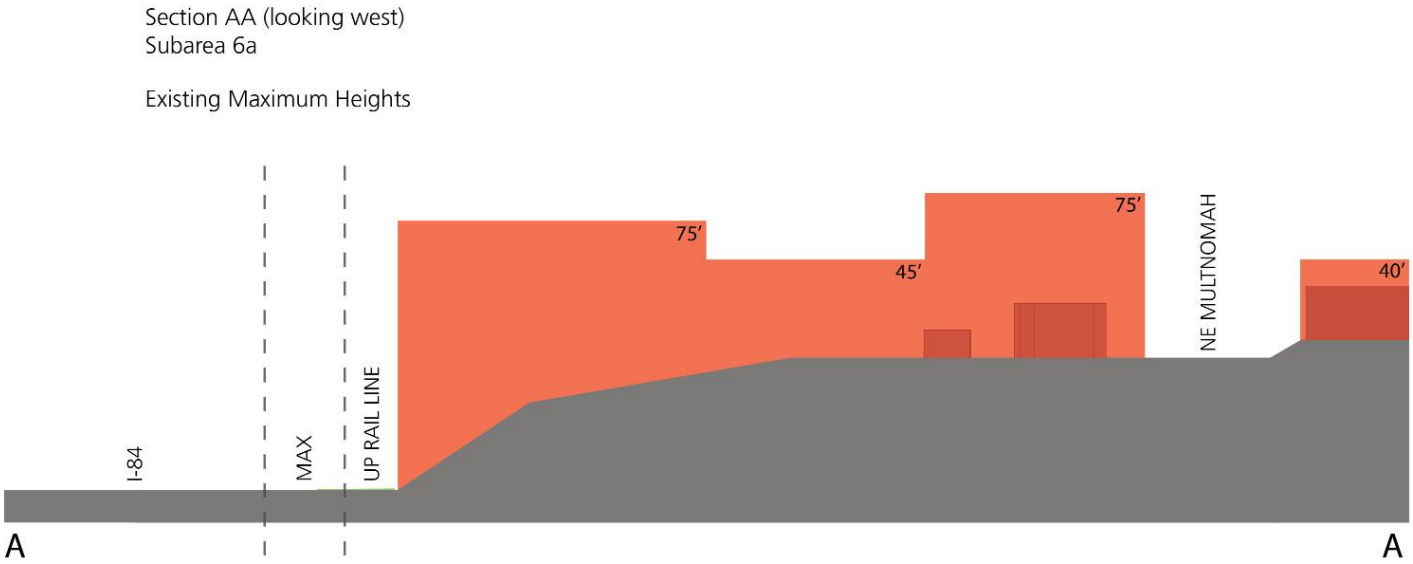
buildings up to 75 feet tall are allowed along NE Multnomah Street. The office zoning (CO2) to the south carries a 45-foot height limit, but allows additional uses such as retail and office. The higher density zoning along the south side of NE Multnomah Street to NE 21st Avenue is mirrored by commercial and higher-density zoning in another expanded study area south of Interstate I-84. The area could serve as a visible gateway to the district from the Central Eastside and I-84 and could be an important access point for the future Sullivan's Gulch Trail.

Outreach feedback: Survey responses were split on whether or not height limits should be modified in this area and written responses indicate that there is support for both increasing the height limit, keeping it at current levels or decreasing it.

Staff recommendation: The proposed concept does not address issues at this level of detail. Options for consideration will be developed in the draft plan development phase of work.

C. Should allowed building heights increase toward I-84?

Background: See background for Question B, above.



Outreach feedback: Survey responses indicate fairly strong support for increasing building heights toward I-84. The Sullivan's Gulch Neighborhood Association expressed support for "high-rise" residential as long as the neighborhood can work with the developer to find an appropriate design.

Staff recommendation: The proposed concept does not address issues at this level of detail. Options for consideration will be developed in the draft plan development phase of work.

1. Summary Table: Lower Albina, Central Eastside (CES) & Employment Opportunity Subarea (EOS)

	Lower Albina & CES (non-EOS)	Lower Albina & CES: Historic Resources	Employment Opportunity Subarea (EOS) in CES
Traditional Office: Allowed	1 Office (or Retail) use per site, up to 3,000 SF	12,000 SF Office (or Retail) per site	5,000 SF per site
Traditional Office: Conditional Use	More than 1 Retail or Office use per site More than 3,000 SF, max of 60,000 SF or 1:1 FAR	More than 12,000 SF	More than 5,000 SF, max of 60,000 SF
Industrial Office: Allowed	NA	NA	60,000 SF per site
Industrial Office: Conditional Use	NA	NA	More than 60,000 SF
Retail: Allowed	1 Retail (or Office) use per site, up to 3,000 SF	12,000 SF Retail (or Office) per site	5,000 SF per site
Retail: Conditional Use	More than 3,000 SF, max of 25,000 SF or 1:1 FAR	None	None

2. Use Classification Definitions

Traditional Office:

- Focus on business, government, professional, medical, or financial services.
- *Examples:* Professional services, lawyers, accountants, real estate agents; financial, bank HQs, brokerage houses; sales offices; government offices; medical and dental clinics

Industrial Office:

- Conducted in an office-like setting but more compatible with industrial activities & districts.
- Less service-oriented with focus on development, production, processing of products, including digital products, e.g. internet & media content, designs & specifications, software, advertising materials.
- Primarily provide products to other businesses.
- Do not require customers or clients to visit the site.
- *Examples:* Software and internet content development & publishing; computer design & programming; graphic & industrial design; engineers & architects; telecommunication providers & data processing; TV, video, radio, internet studios & broadcasting; scientific & technical services; medical & dental labs.

3. Conditional Use Approval Criteria:
Office Uses in the IG1 Zone in the Employment Opportunity Subarea

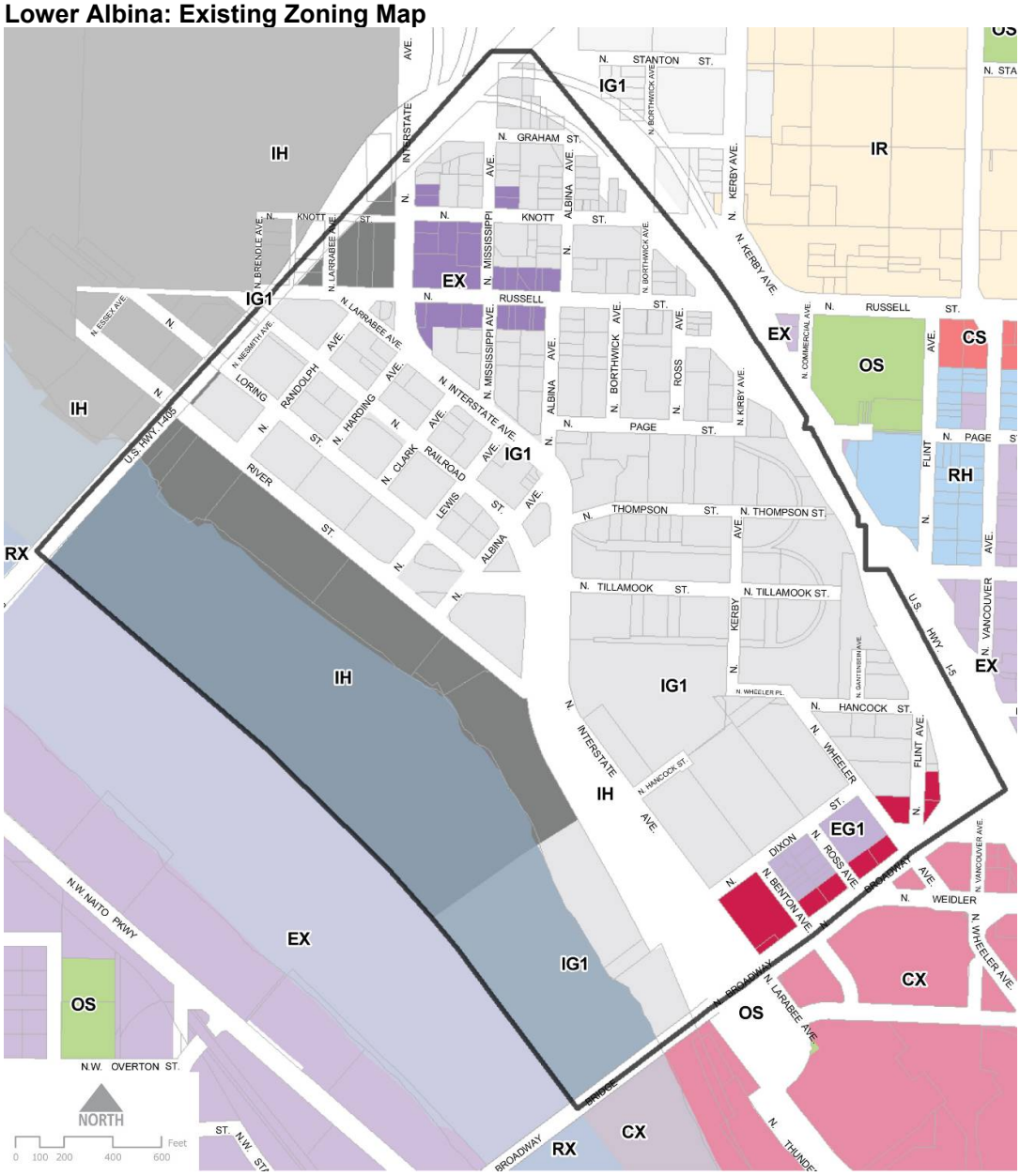
A. The proposed use will not have a significant adverse effect on truck and freight movement;

B. The transportation system is capable of supporting the proposed use in addition to the existing uses in the area. Evaluation factors include street designations and capacity, level of service or other performance measures; access to arterials; connectivity; transit availability; on-street parking impacts; access restrictions; neighborhood impacts; impacts on pedestrian, bicycle, and transit circulation; safety for all modes; and adequate transportation demand management strategies;

C. The nature of the business does not typically require customers or clients to visit the site.

Central City IG1 Zone: Existing Non-Industrial Land Use Allowances

Lower Albina: Existing Zoning Map



Lower Albina: Existing Predominant Land Use

	Square Feet	% of Total
Industrial	1,013,256	47%
Institutional	328,481	15%
Office	414,565	19%
Residential	87,727	4%
Retail	87,829	4%
Restaurant	74,749	3%
Other	143,821	7%
Total	2,150,428	100%

ELIOT NEIGHBORHOOD ASSOCIATION
LAND USE AND TRANSPORTATION COMMITTEE
Mike Warwick, Chair
September 18, 2011

To: Email addresses

RE: Eliot's Positions on Land Use in Selected NE Quadrant Areas

Based on the by-laws, rules, and procedures of the Eliot Neighborhood Association, the Land Use Committee speaks for the neighborhood on all land use and transportation matters. The neighborhood is represented by the committee chair unless the role is delegated by the chair. The chair currently represents Eliot on the NE Quadrant Citizens Advisory Committee and has actively participated in almost all of the scheduled meetings. In addition the chair has met with State and City staff and/or had staff meet with the land use committee to make Eliot's positions known. Nevertheless, City staff has asked for a letter to consider alongside letters from other neighborhoods and from survey responses solicited by the City from across the region. This letter is our response; however, it comes with two caveats. First, the Quadrant planning process is not complete. Consequently, the positions expressed in this letter are subject to change and refinement as the process proceeds. Second, we believe the response of affected neighborhoods should be given considerably more weight than random survey replies from individuals outside the study area, especially from individuals who have not participated in the process to date and, therefore, do not understand the issues at hand.

Our responses are divided into the two topics of immediate concern, land use in the Lower Albina and the Lloyd District areas (topics of the September 14th meeting). We also include brief comments about transportation issues that provide a context for the land use positions. I will also note that the letter format allows for further reflection, refinement, and explication of positions that have been discussed by the land use committee. Those additions are mine, although the central positions are those of the land use committee, positions expressed during the Quadrant planning process, and/or discussed with other neighborhood representatives.

Lower Albina Industrial Area

This area includes what remains of the commercial and industrial structures associated with the historic City of Albina, including a number of listed and unlisted historic structures. We want these preserved. We are opposed to zoning changes that threaten them and favor changes that may result in their preservation and/or rehabilitation. Our recommendations vary within this district based, generally, on the subarea characterizations staff used at the September 14 meeting.

- West of Interstate. This area should remain an industrial enclave. However it should be noted many of the buildings and land parcels are under-utilized and not providing the level of employment expected in an I zone. Some of the structures

- Area A1 is adjacent to, and north of, a successful commercial corridor along Russell. Existing uses in the A1 area include multi- and single-family structures along with vacant lands and the City's Albina Shops. Proximity to the development along Russell and the presence of multi-story, multi-family buildings suggests it would be appropriate for mixed uses; however, the presence of the Albina Shops discourages this. Since the Mayor has suggested relocation of the shops, at least in part, we recommend adopting a more flexible zone for both A1 and A2. The EX zone may be a better fit given the existing residential use. We also want it noted that the majority of the land in A2 is owned by a single owner and that the plans/intentions of that owner will dictate future development in that area. The City should work with them to develop a plan to realize more value from this property, either in the form of more employees per acre or a higher value use. In addition, both we and the hospital would like to see the City consolidate its property exclusively to the west of Kerby, eliminating the enclave used for heavy equipment storage adjacent to the lower entrance to the hospital. This use is an eyesore.
- The C area is largely beneath the Fremont ramps. Nevertheless, it provides a natural extension to tie development along Mississippi to that in the A area of Lower Albina. Development has been proposed for parcels adjacent to this area that have been withdrawn or delayed due to the recession. These could be revived when the economy recovers if more accommodating EX zoning is extended to this area. The area under the ramps is all but impossible to develop, however; it lends itself to uses such as a skate park or for stalls for temporary farmers' markets or seasonal fairs. Zone changes would be needed to allow either and are also recommended.
- Area B1 is south of area A and abuts the successful commercial uses to the north along Russell. Extending the EX zone to this area is more likely to result in the preservation of historic structures and uses that increase the number of employees in the area.
- The rest of the area, south, except the Blanchard Block/Water Bureau site. This area is currently used for light industrial and warehousing use. It also includes buildings and parcels that are under-utilized for employment. A more flexible zone is recommended to facilitate more intense employment uses and to acknowledge current structures and parcels are inappropriate for heavy industrial uses.

- The Blanchard Block/Water Bureau site. The area around the Broadway Bridgehead centered on the Blanchard Block is ripe for redevelopment to complement development at the Rose Quarter. We agree with the current expectation that development at that site will be dictated by the future owner of the Blanchard site and not by significant City subsidies. We agree the most appropriate use is "employment" but a use that includes an option for residential uses in conjunction with commercial/industrial development. This suggests application of an EX or similar zone, but one that allows for taller structures than EX, so that structures built on the downslope can be the same height as those along Broadway. We also recommend that new zoning be extended to the Water Bureau site. The Mayor has stated that if redevelopment of the Blanchard Block either requires inclusion of the Water Bureau site or if redevelopment leads to higher and better uses for the Water Bureau site, then it should be part of the Blanchard Block development plan. Therefore we request that similar zoning and height allowances be extended to that site.
- While we recommend more flexibility within this industrial area, we want to retain a focus on employment. It is our opinion that the EX zone along MLK has been misused to provide subsidized housing, non-profit social service facilities, and tax-exempt churches, none of which provide significant family-wage employment, stimulate commercial development of adjacent parcels by their owners, and not only don't increase the property tax base, but actually reduce it. A more flexibly I zone that provides some of the flexibility of a C or EX zone could be the best option. Regardless, we would like the City to establish clear expectations about how many jobs per parcel are expected in the zone. Because it is difficult to foresee what uses may emerge in the next 20 years, some residential use may be appropriate, but only as an exception and only to the extent it supports an appropriate employment use. For example, quarters for laboratory technicians working on processes that require 24/7 monitoring. One thing we want to make clear, our expectation is that uses in this area will result in full-time, family wage jobs. That expectation is not consistent with proposals to locate athletic or other single-purpose entertainment facilities here.
- We support the development of a "Strand" to link Lower Albina to the Broadway/Weidler corridor east of I-5. We are skeptical about this being designed to accommodate motor vehicle traffic for its entire length. Consistent with our comments about subarea C above, we would like to see a future Strand connected to Mississippi as well. We suggest that redevelopment of the Blanchard Block could include an elevator to facilitate ADA access in that area where there is a rapid elevation change. We acknowledge that additional pedestrian and bike access along the route may conflict with existing uses. We see this as an opportunity, however, rather than a problem. Specifically, a future Strand should be characterized as an "industrial" path distinct from other bikeways. We also see a Strand as an ideal vehicle to expose the public to the benefits and value of industry in the city. The Esplanade provides a similar connection to the role of the Willamette River in the life of the city. In that context, it should be noted that the Esplanade also presents dangers to users, such as falling into the river. Those

- The "upper" industrial area. The area bounded by Russell, Williams, Broadway, and I-5 is currently zoned residential, however; the dominate use is light industrial (there is only a handful of residential structures, some of which are used commercially). We want the area west of Williams to be rezoned EX and the commercial structures on the east side of Williams, not so zoned, to be rezoned to allow current and future commercial users to continue to thrive. Tubman school is in this area. Because the district proposed closing the school the City should also consider changing the zoning under it from R to EX as well, to facilitate future disposition should the district propose closure in the future.

Area Transportation

Proposed changes to I-5, the freeway ramps, overpasses, and congestion in "the box" color our comments. However, we anticipate providing additional comments on proposed transportation changes once those options have been further refined.

Like all of the other neighborhood representatives to the CAC, Eliot is opposed to demolition and reconstruction of the Broadway and Weidler overpasses. Like them, we believe the uncertainty leading up to reconstruction and actual construction will significantly delay redevelopment at the Rose Quarter and the Burnside Bridgehead. It will also waste the over $150 Million invested in the soon to open Loop Streetcar. Instead, we recommend relocation of the freeway ramps outside the study area, options which have been rejected so far. Assuming neighborhood opposition to ramp reconstruction will be ignored, our second-best (actually least-worst) option is to relocate the northbound ramps to Weidler to First Avenue and merging the southbound ramp to Broadway with Flint. In both cases we would prefer connections away from Broadway and Weidler, such as Dixon on the north and Multnomah on the south to further remove this traffic from the box. Similar minor realignments to the southbound ramp to I-5 and the northbound ramp to I-5 have the potential to significantly improve conditions in the box as well as add length to the "weaving lanes" that would improve freeway conditions without overpass reconstruction. We would also like to observe that the existing ramps are adequate to support a level of service consistent with the attractiveness of regional attractors and access by the adjacent neighborhoods. Otherwise the three regional attractors would have long since failed from impaired access. The current infrastructure may not be adequate to support a continuation of current commuter patterns (using Williams/Vancouver north of Broadway and Broadway/Weidler east of 24th). Proposed bike and pedestrian changes to Williams (to match those already made to Vancouver), increased access provided by the Loop Streetcar, and other changes anticipated in this plan are inconsistent with continued use of surface streets for commuting to locations north of Fremont and east of 24rd. We therefore request that staff acknowledge these facts and discount the need for and value of those uses in its planning. In other words, surface street improvements should benefit local users, bikes, and pedestrians not intra-city commuters. Also to be clear, we do not believe presumed improvements in local access should have any role in the justification of freeway changes. We believe any

proposed freeway improvements must rest squarely and solely on assumed improvements in freeway traffic. For example, offering better bike access or pocket parks or new cultural amenities as a trade-off for increased freeway capacity is "green washing" and an insult to the affected neighborhoods.

Some of the proposed freeway options realign surface streets in Eliot that result in a new overpass at Hancock Street. To the extent this overpass is a substitute for streets that must be dead-ended; we are willing to consider this modification. Otherwise, we are opposed to any additional overpasses that facilitate motor vehicle access into the core of Eliot (direct access to Williams, Vancouver, and Rodney). Additional traffic infiltration into the Eliot Conservation District will threaten the historic residential character of the district and that is unacceptable. Likewise, we are opposed to modifications that primarily facilitate transit through the neighborhood but impair transit from residents in the neighborhood, for example a Hancock overpass that blocks access to Rodney but allows through traffic for commuters on Williams and Vancouver (a "win" for commuters and a "loss" for Eliot residents that currently use Hancock). A bike and pedestrian only overpass has support as it would divert bikes and pedestrians around the box, reducing potential conflicts with motor vehicle traffic.

Lloyd District

Based on existing zoning and metro area projections for growth in employment and housing, this Quadrant has the capacity to absorb all of the growth projected for the City as a whole. This is due in large part to the zoning in Central Lloyd that allows for tall towers on the footprint of superblocks. Obviously, the City's entire growth will not be in this Quadrant. Accordingly, the current zoning leads to unrealistic expectations about development prospects by property owners in Central Lloyd as well as planners about redevelopment prospects outside Central Lloyd including the Broadway Bridgehead and the Broadway corridor. Specifically, if landowners in Central Lloyd construct large, high rise towers it will cannibalize prospective commercial tenants for planned redevelopment at the Broadway Bridgehead. Without employment in the immediate area (and likely public incentives), the Broadway Bridgehead is unlikely to be attractive for residential development given competition it will face from development on the west side of the river. This creates an either/or planning dilemma; either towers are built in Lloyd or the Bridgehead is redeveloped.

We believe this plan must be realistic in its expectations and clear in its intentions. To that end, we recommend the plan suggest public investments to stimulate new commercial and mixed use development be directed exclusively to projects in the Broadway Bridgehead and that landowners in Central Lloyd be encouraged to consider lower-rise development in the near-term rather than banking their holdings until there is demand for high rise towers in the distant future. Owners could be directed to this end through zoning changes, which could be difficult in light of recent ballot measures. Alternatively, the City could provide other inducements in exchange, such as supporting development of district-wide "green" utilities and other innovations that may reduce the cost of development and/or ownership of new buildings and create a unique "brand" for

the area to make it more competitive in the regional commercial and residential market. The following comments are based on this recommendation. In other words, we are assuming property owners in Central Lloyd will not bank their properties but develop projects more appropriate to the market within the next 20 years and that development of complementary commercial and residential projects can be accommodated in the rest of the Quadrant as a result.

- The Rose Quarter area should be developed to complement redevelopment of the area between Hancock and Broadway that contains the Blanchard Block. We agree with the direction of current planning efforts to diversify uses within the Quarter away from single-purpose athletic and entertainment events to create a "full time" use of the site. Accordingly, we are skeptical of proposals to expand those activities. We are also concerned about proposals to further increase "regional attractor" uses, such as cultural venues outside the West End arts district, such as it is. Instead we believe it would be wiser to build on adjacent attractions at the Lloyd and Convention Center and downtown by improving connections to those areas and adding supporting facilities that eliminate the need for commuting to them, such as additional hotel facilities to support activities at the Rose Quarter and Convention Center. (By this statement we are not endorsing the proposed headquarters hotel however.) We also support building on the fact that this area is a regional transportation hub due to its proximity to Tri-Met transfer stations, the new streetcar loop, and a possible intercity/state rail station. The plan should accommodate development of facilities that cater to travelers through this area (think Charing Cross Station in London).
- The area along Clackamas north of Multnomah includes two large residential structures and much under-developed land. These two structures could provide anchors to create a unique urban neighborhood similar to the towers in the South Auditorium area. This area has an advantage South Auditorium does not due to its proximity to the Rose Quarter and Lloyd Center. We recommend that initial residential development efforts in the District focus on this area through some strategic investments. To capitalize on the proximity to two attractors, we recommend extension of Clackamas over the freeway to provide access for bikes and pedestrians (only!). New residential development will strain parking in the area. Therefore the City should consider investment in a parking structure that can support residential development above it as well as service the parking needs of surrounding residents. This structure could be a condition of relocation of the I-5 off ramp to First Avenue as suggested above.
- As noted in the introduction to this section, development of additional commercial and residential property in the Central Lloyd area may conflict with the development expectations of landowners. We believe it is unrealistic for these landowners to expect significant additional public investment or other incentives in light of the significant public investment and other amenities already in Central Lloyd area. Investments that could pay for themselves, such as a "green" district utility system, are exceptions. We also agree that additional development in this area is needed both to take advantage of the areas strengths and to create a more attractive environment for new commercial and residential development.

- One reason Irvington and Sullivan's Gulch choose 7th as a demarcation point for decoupling is that the new streetcar route on 7th will change the character of traffic in all directions at that point. Improvements to bike access have already been made on 7th to accompany the streetcar route. Accordingly, Eliot would like the City to extend these bike improvements north of Broadway. We believe designating 7th as a major bike route will divert bike traffic to/from the east of 7th to downtown via the Steel Bridge and Esplanade reducing bike traffic using the Broadway Bridge and auto/bike conflicts in the box. It would also provide a more direct connection to the Steel Bridge and Esplanade and prepare for a future overpass across I-84 to open up access to SE Portland. We also hope it would attract bike riders who currently use the narrow, cluttered sidewalks along MLK who are creating hazards for pedestrians. Ideally, the City would extend the ban on bikes on sidewalks from downtown proper to the larger Central City area including MLK to address this problem.

September 23, 2011

Karl

You have asked for neighborhood comments on the current status of the Central City plan. Let me begin with the statement that the following is my summary of where I think most residents of Irvington are in connection with the Central City Plan as it affects Irvington. My comments are based on discussions at several land use meetings we have had on the CC planning process and its elements, and on my discussions with numerous Irvington residents. However, there have been no votes, nor has the ICA board weighed in the following.

My comments are also based on the many historic district review cases handled by the land use committee, and finally I will use many of the comments from the Platform for Preservation 2011 ("Platform"), presented by the AHC and others. Jim Heuer is one of the authors of that work, and also a very active member of the Irvington historic district committee and the review process.

Given that all of Irvington, including the Broadway Schuyler strip ("strip"), is part of the historic district and subject to a new set of rules, I first focus on issues affecting our new status. The Irvington plan from the early 1990s was a compromise in that the neighborhood agreed to place more density along the Broadway corridor. Most of that density has not been used for which the neighborhood is thankful, but enough of the 1990s plan has appeared in some projects to show the need for changes in zoning, the FAR, the use of bonuses, and the height restrictions. Zoning regulations constitute the single most powerful aspect of the Portland master planning process. As the Platform points out historic districts, like Irvington, have been so designated because they represent cohesive areas embodying an important Portland narrative. We agree with the Platform that zoning should support and protect that narrative.

Thus, Irvington will seek changes to the current zoning, not only for the strip, but also for other non R-5 zoned areas in the adjoining blocks. It seems to us that the City cannot change the strip without dealing with the adjoining blocks that are RH, R1, and R2. Further, we will ask for building heights that mirror the current historic character of the neighborhood, and for changes in the bonuses that allow additional FAR and height. The City can achieve its density requirements without affecting historic districts. High rise zoning has no place in an historic district like Irvington. Further, the neighborhood will ask the City to deal with the standards for "in fill" development allowed by current zoning in order to avoid in fill that puts too much density in a single lot, and leads to buildings with massing, scale, and height that do not blend with the overall historic district. Within the next few months, we will offer additional comments on the in fill issue.

We agree with the Platform's proposal that zoning and maximum heights in designated Central City historic districts and other significant areas should be adjusted to reflect and support the context of the historic buildings. Although the Platform refers to the 15 blocks fronting NE Broadway at the southwest edge of the Irvington Historic District, we think these

adjustments must cover a wider swath of the Irvington District, and we will be proposing those adjustments in later communications with the CC planning process.

The Platform also points out a significant fact of current City planning and that is that there is more than sufficient land in the Central City where greater heights are permitted, outside of the established Historic Districts. The city's own Buildable Lands Inventory specifically states that there is more than enough land available for the highest population projections. We have had this discussion at several stakeholder meetings.

Additionally, the Platform suggests that Metro's population projections, which underlie many of the proposals in the Central City Plan – "are decidedly not supported by the 2010 Census numbers. Actual growth in population in Portland between 2000 and 2010 was below the projections used during preparation of Central City planning documents. Those projections also do not take into account the distorting effects of the three year economic boom of the mid 2000s that is long past and unlikely again for the foreseeable future."

The Platform correctly, in my opinion, describes the future of the Central core area: "Portland's central core, plus wide expanses of its inner historic neighborhoods, were developed in the years where first horse cars, then cable cars, and finally electric streetcars dominated public transportation. This resulted in smaller blocks and narrower streets than found in cities with more autocentric layouts. The next 25 years will see a shift away from auto centric approaches; energy conservation needs will dictate greater emphasis on public transportation, leading to a revival of the concept of the streetcar oriented central city and streetcar suburbs, like the Grand Avenue/East Portland Historic District. In nearly all of these areas, historic buildings predominate, with their characteristic pedestrian friendly orientation, limited parking options, street facing windows and business access, and clearly defined entry points."

My wife and I are finishing up a five week tour of major Scandinavian cities, Oslo, Stockholm, Copenhagen, Tallinn, and Helsinki, among other places. The first two have initiated inner city tolling or taxing to deal with congestion. All of them, especially Copenhagen, have spent major public dollars to increase the use of bicycles for transportation uses, and it is evident that they are succeeding. They have separated bikes from cars wherever possible, and you see all types on bikes, the young, the old, business persons, students, and families with specially designed bikes and carriers, like Burley. All these cities, especially Tallinn, have paid attention to historic preservation, and that, too, is paying off. These programs and planning will eventually reach Portland, and the CC plan would well advised to anticipate these changes and make accommodations now that support and increase the concepts envisioned by such changes. From first-hand experience, I can report that all of these five capital cities are vibrant, healthy, safe, filled with tourists, and working.

We agree with the Platform that plan should:

1. Encourage retention and preservation of pedestrian friendly features of historic buildings, and promote their inclusion in in fill construction.

2. Establish zoning categories that encourage traditional "streetcar suburb" type construction with clearly differentiated individual retail spaces on the ground floor, and modest numbers of floors (two three) of apartments above. We think there is support for a higher height on Broadway so long as the Schuyler side is 2 or 3 stories.

3. Institute lower existing fees for new retail and service businesses in the central core to reduce the burden on new business development and encourage rental of newly rehabilitated ground floor retail space in historic properties.

4. Coordinate improvements in mobility with rehabilitation programs for historic properties, especially in terms of improved frequency and scope of Central City transit options to approach the levels found in historic periods when much of the inner core was served by streetcars.

Traffic congestion will remain a continual threat to the Central City. Efforts should continue to reduce single passenger automobile commuting. Improvements to light rail, street car, bicycle and pedestrian infrastructure should be encouraged. This is especially important in areas where historic properties lend themselves to conversion from original commercial functions to possible residential uses in areas that may not currently be well served by bike lanes and public transit.

The neighborhood has discussed the concept of decoupling Broadway and Weidler, and there remains significant support for such concept. However, discussions with the Broadway merchants show more support among the merchants for street and transportation improvements that slow traffic and decrease congestion than decoupling. This could be accommodated by street furniture, reducing motor vehicle lanes, additional traffic signals, separated bike lanes, or a myriad of other calming devices. A streetcar would help this cause as well, but that is another matter which has not been discussed thoroughly in the neighborhood. We have discussed having the decoupling take place east of 7th, but there is more support for that area starting east of 16th. At this point in the discussion, we want to keep this significant item on the agenda, and spend more time with the Broadway merchants, and the residents of Irvington, Sullivan's Gulch, and Eliot, to bring forward a proposal that has a broad consensus behind it.

Yours, Dean Gisvold, Chair, Irvington Land Use Committee, ICA Board member, and member of the stakeholder committee.



N/NE Quadrant & I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting, September 29, 2011

CENTRAL CITY 2035

N/NE QUADRANT

CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

Agenda

1. Standing Items
2. I-5 Interchange Alternatives Update
3. Phase III Evaluation Criteria
4. Presentation of 70% Proposed Concept
5. Next Steps

Approve Minutes

Outreach Update

Outreach Update

The project team conducted extensive outreach on the concept alternatives over the summer:

- **Public Open House** - June 29
  - Over 100 people attended



- **Community and stakeholder meetings**
  - Attended 20 meetings June - Sept

- **On-line Survey**
  - 140 responses to quadrant-wide survey
  - Between 50 and 75 responses to each of eight subarea surveys

Summer 2011
Outreach Meetings & Events

Neighborhood Associations:
- Irvington Land Use Committee
- Eliot Land Use Committee
- Sullivan's Gulch Land Use Committee
- Lloyd District Community Association

Business Associations:
- Lower Albina Businesses
- NE Broadway Business Association
- Portland Business Alliance Transportation Committee

Transportation:
- Portland Freight Committee
- Bicycle Advisory Committee
- Pedestrian Advisory Committee
- Lloyd TMA

Summer 2011
Outreach Meetings & Events

Other Stakeholders

- OCC Urban Renewal Advisory Committee
- Calaroga Terrace
- Left Bank Building Tenants
- Travel Portland Community Action Committee
- Ashforth Pacific

Public Events

- N/NE Quadrant Open House
- Lloyd District and Sullivan's Gulch National Night Out

Process Overview

I-5 Interchange Alternatives Update

Table 1 – Concepts for Further Study 6 Categories

✓	**1. 2035 No-Build**
✓	**2. Mainline Operational Improvements**
	2a. Braided ramps
	2b. Collector/distributor (C/D) roads
✓	**3. Rebuild the Structures** with Mainline Operational Improvements (Auxiliary lane extension; ramps remain as they are today)
✓	**4. Enhance the Broadway/Weidler Interchange** with Mainline Operational Improvements
	4a. Split diamond Interchange
	4b. Folded diamond Interchange
	4c. Three-Point Interchange (couplet) (Auxiliary lane extension with all interchange options)
	5. New Concepts for the Broadway/Weidler Interchange with Mainline Operational Improvements
X	5a. Standard-Diamond Interchange (de-couple Broadway/Weidler)
X	5b. Single-Point Urban Interchange (SPUI; de-couple)
X	5c. Diverging Diamond Interchange (DDI)
X	5d. Roundabout-Controlled Diamond Interchange
X	5e. Three-Point Interchange (de-couple) (Auxiliary lane extension with all interchange options)
✓	**6. TSM/TDM/Operations Management**

North/Northeast Quadrant and I-5 Broadway/Weidler Plans

Freeway/Local Transportation Interface Concepts
Summary Evaluation Matrix - 07/19/11

Phase II Screening Factors	2011 Existing Conditions	1. 2035 No-Build	2. Maximize Operational Improvements			3. Rebuild the Structures with Modest Operational Improvements	4. Enhance the Broadway/Weidler Interchange with Maximize Operational Improvements						5. New Concepts for the Broadway/Weidler Interchange with Maximize Operational Improvements									6. TSM/TDM/ Operations Management
	2011 Existing Conditions	1. 2035 No-Build	2a. Braided Ramps		2b. Collector/ Distributor (C/D) Roads	3. Rebuild the Structures	4a. Split Diamond Interchange	4b. Folded Diamond Interchange		4c. Three-Point Interchange (coupled)			5a. Standard Diamond Interchange (de-couple Broadway/Weidler)		5b. Single-Point Urban Interchange (SPUI; de-couple Broadway/Weidler)		5c. Diverging Diamond Interchange (DDI)	5d. Roundabout-Controlled Diamond Interchange		5e. Three-Point Interchange (de-couple Broadway/Weidler)		6. TSM/TDM/ Operations Management
			Option 1	Option 2				Option 1	Option 2	Option 1	Option 2	Option 3	Option 1	Option 2	Option 1	Option 2		Option 1	Option 2	Option 1	Option 2	
1. A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system																						
a. Improve multi-modal transportation accessibility and connectivity within and through the quadrant	■	■	■	■	■	■	■	■	■	■	■	■	■	■	◆	◆	■	◆	■	■	■	■
b. Increase safety for all modes	■	■	■	■	■	■	■	■	■	■	■	■	■	■	◆	◆	■	◆	◆	■	■	■
c. Improve freight access from freeway to industrial areas and major destinations	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
2. Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and local street system, and increased local connectivity to adjacent areas/land uses																						
a. Improve freeway operations for freight and auto	◆	◆	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	◆
b. Improve freeway safety	■	■	■	■	■	■	■	■	■	■	■	■	◆	◆	■	■	■	■	■	■	■	■
c. Improve the local circulation system for safe access for all transportation modes within the quadrant and freeway interchange	■	■	■	■	■	■	■	■	■	■	■	■	◆	◆	■	■	■	■	■	■	■	■
3. Equitable access to community amenities and economic opportunities																						
a. Avoid/minimize/mitigate involuntary displacement of quadrant residents and jobs	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
4. Protection and enhancement of the cultural heritage of the area and its sub-districts																						
a. Avoid/minimize/mitigate demolition of historic and cultural resources	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
b. Avoid/minimize/mitigate impacts to parks and schools	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
5. Urban Design																						
a. Improve freeway edge conditions	■	■	■	■	■	■	◆	◆	◆	■	■	■	◆	◆	◆	◆	◆	◆	◆	◆	◆	■
b. Urban redevelopment opportunities	■	■	■	■	■	■	◆	◆	◆	■	■	■	◆	◆	◆	◆	◆	■	◆	◆	■	■
c. Improve continuity of urban uses across the district	■	■	■	◆	■	■	■	■	■	■	■	■	■	◆	■	■	◆	■	■	■	■	■

■ Very Good
■ Good
■ Moderate
◆ Moderate to Poor
◆ Poor

DRAFT
FOR DISCUSSION

Evaluation Criteria

SAC action item: approve evaluation criteria

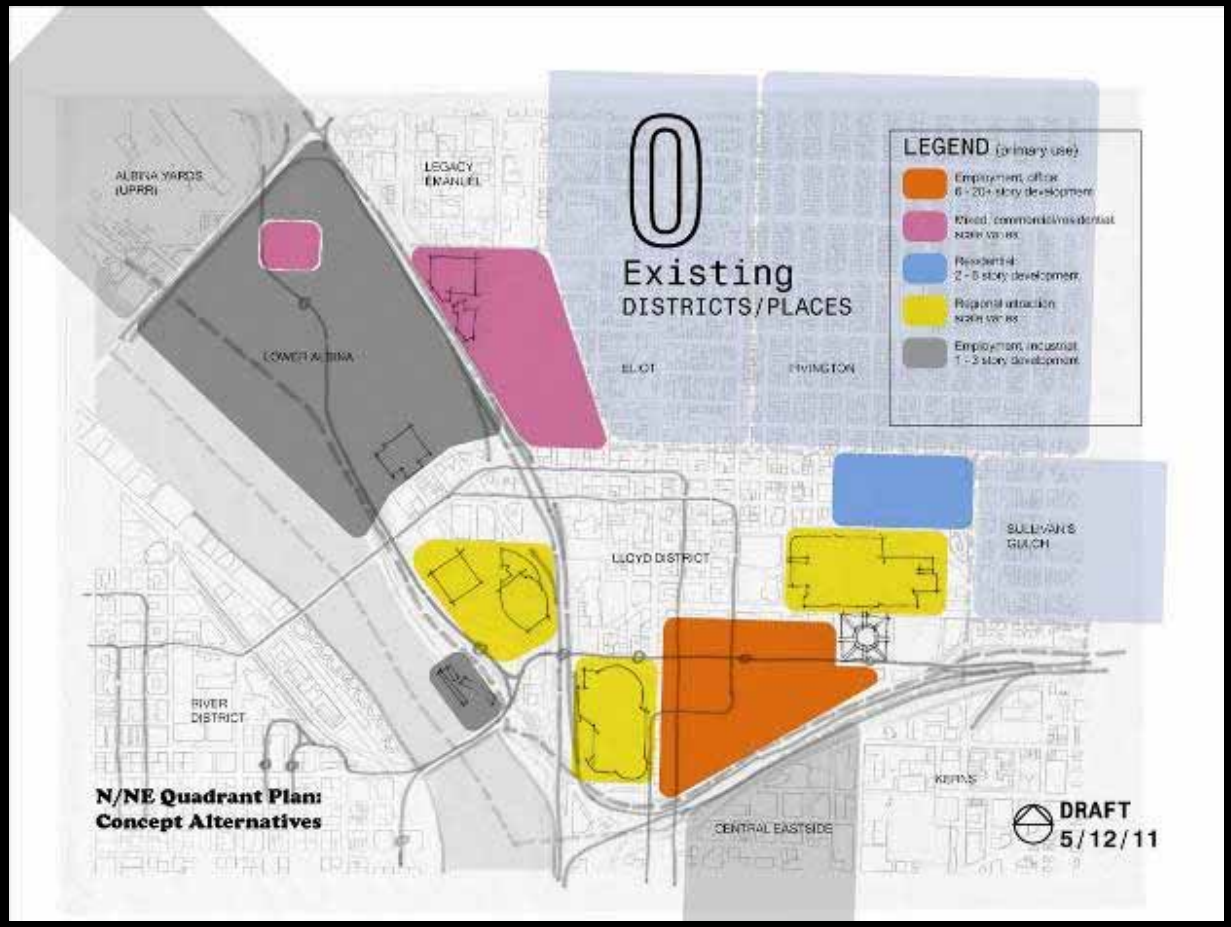
Presentation Overview

1. Existing Conditions – A Few Key Points
2. Issues & Goals Review
3. Concept Development
4. Urban Design Principles
5. Introduction to Proposed Concept
    - Clarifying Questions Only
6. Discussion
    - Content Questions Encouraged

Existing Conditions – Key Points

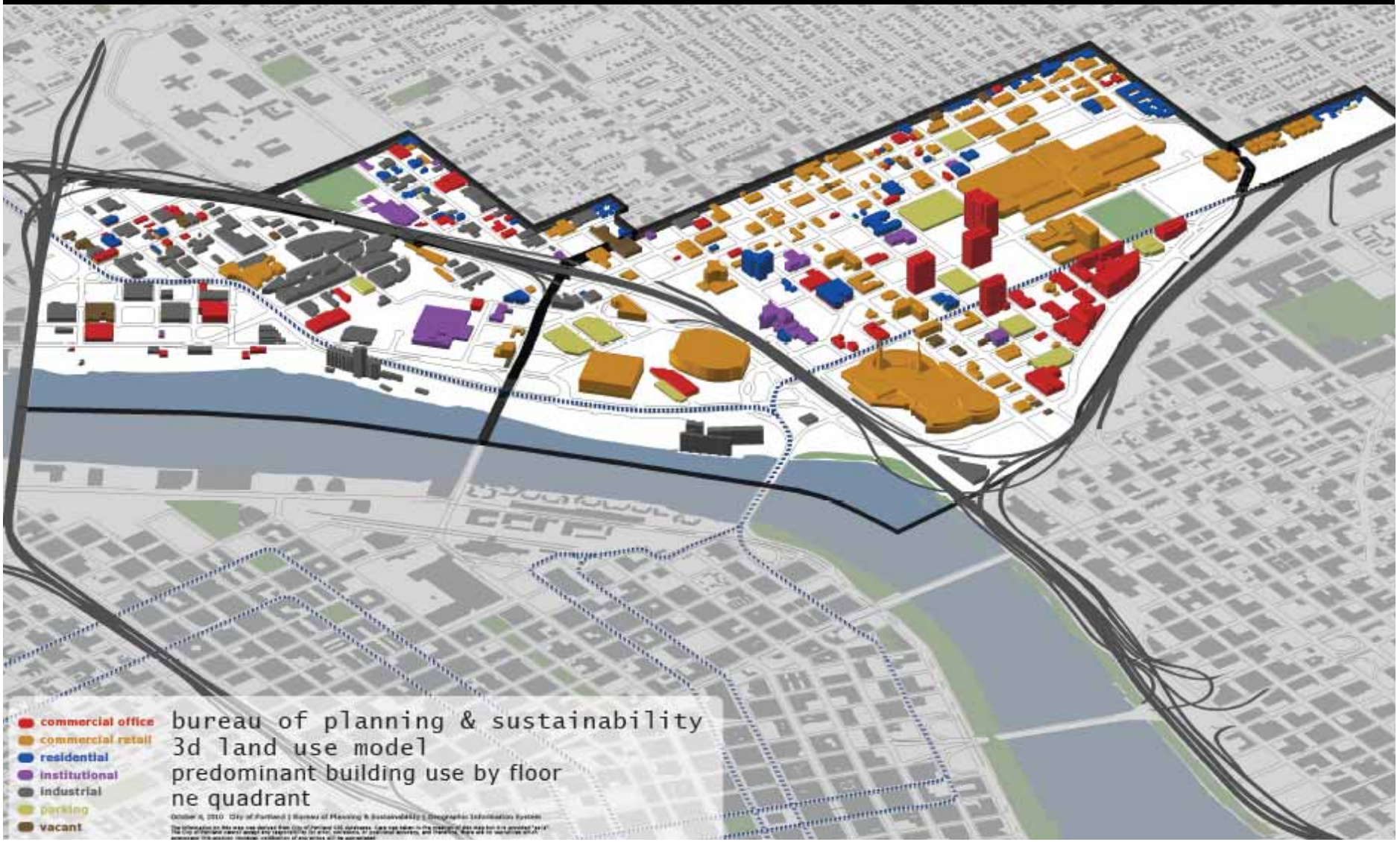
- Two different districts – both important regionally
- Lots of jobs and potential for growth
- Not much housing
- Limited street-level activity
- Lots of development potential
- Good use of non-auto modes

Regionally Significant Activities / Regional Trips

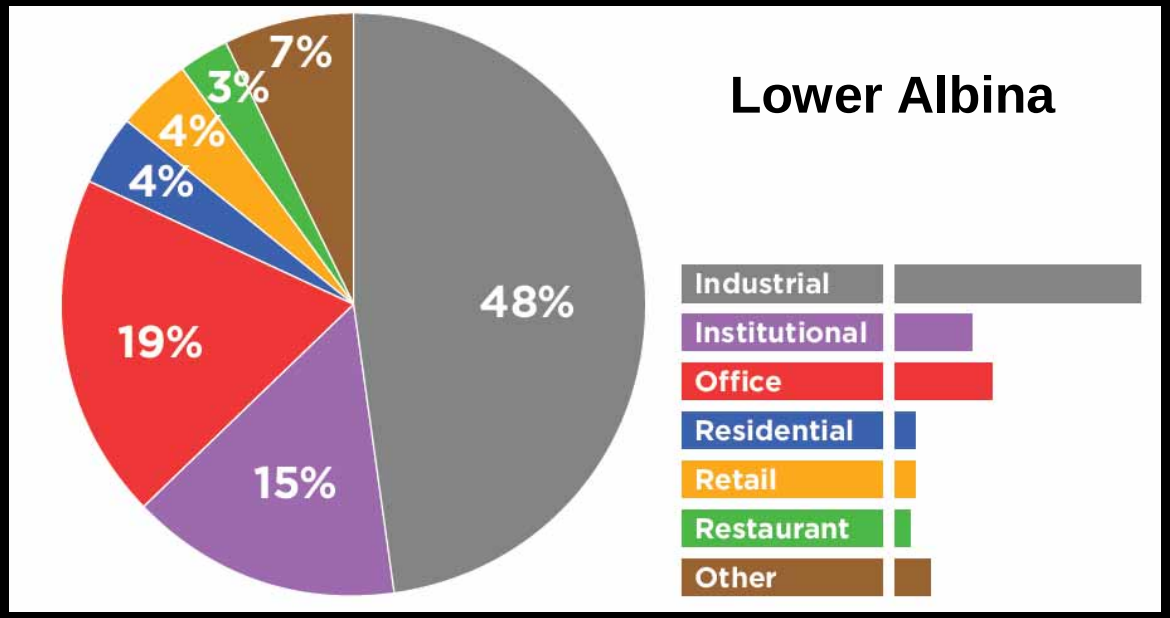


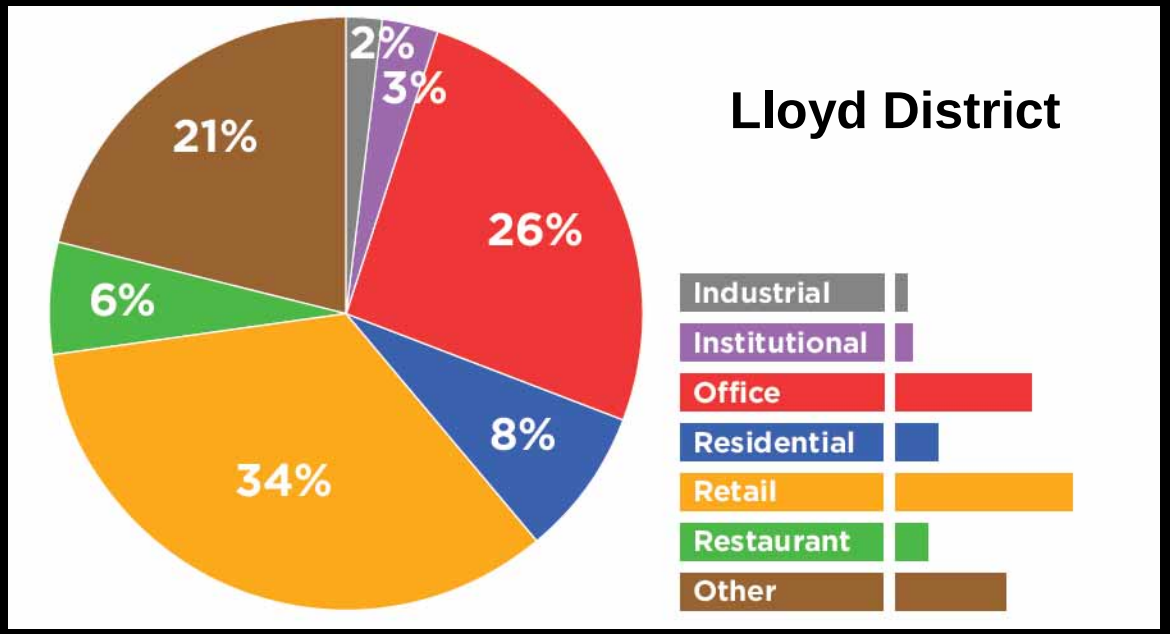
- Regional Attractions
- Regional Retail
- Headquarters Offices
- Industrial

Lloyd and Lower Albina are Very Different



Existing Building Use





Both diverse, mixed-use districts, neither one with much housing

Housing Inventory

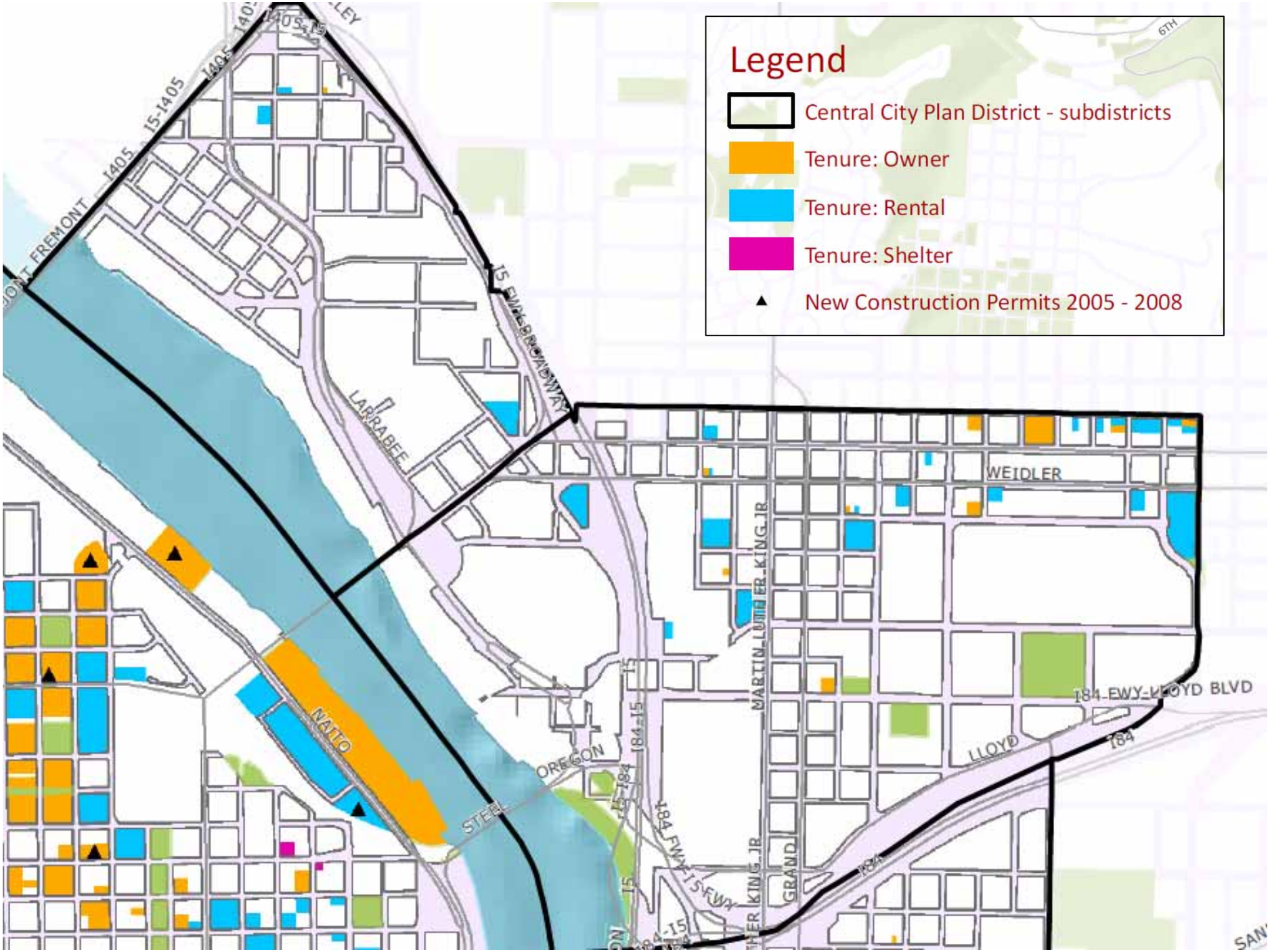
2008	Lower Albina	Lloyd District	Central City
Rental	86	1,017	15,601
Owner-Occupied	1	148	7,393
Total Housing Units	87	1,165	22,994

2008 Estimated Jobs to Housing Unit Ratios:

Lloyd – 16 :1

N/NE Quadrant – 17:1

Central City – 6:1


Legend
Central City Plan District - subdistricts
Tenure: Owner
Tenure: Rental
Tenure: Shelter
New Construction Permits 2005 - 2008
WEIDLER
LARRABEE
NAITO
OREGON
STEEL
LLOYD
GRAND
MARTIN LUTHER KING JR
I84 FWY-LLOYD BLVD
I84
I5-I405
I405
I5 FWY-BROADWAY
6TH

N/NE Quadrant is Producing Jobs

Central City Employment Change: 2000 to 2008

	CBD & SoWa.	Univ.	River	Goose Hollow	Lloyd District	Lower Albina	Central E-side	Central City Total
Total	(1,047)	227	2,468	(1,156)	**2,060**	**1,386**	3,522	7,460
District Share	(14%)	3%	33%	(15%)	**28%**	**19%**	47%	100%

Portland Plan: Job Growth Forecast

Average Annual Growth Rate (AAGR)

	Trend: 2000-2008	2035 Mid Range	2035 High Range
Lloyd District	1.7%	**1.1%**	1.4%
Lower Albina	2.7%	**2.1%**	2.4%

- Lloyd and Lower Albina both had significant job growth.
- 2035 Forecast : Industrial job growth greater than commercial & service sectors

Transportation Conditions and Trends

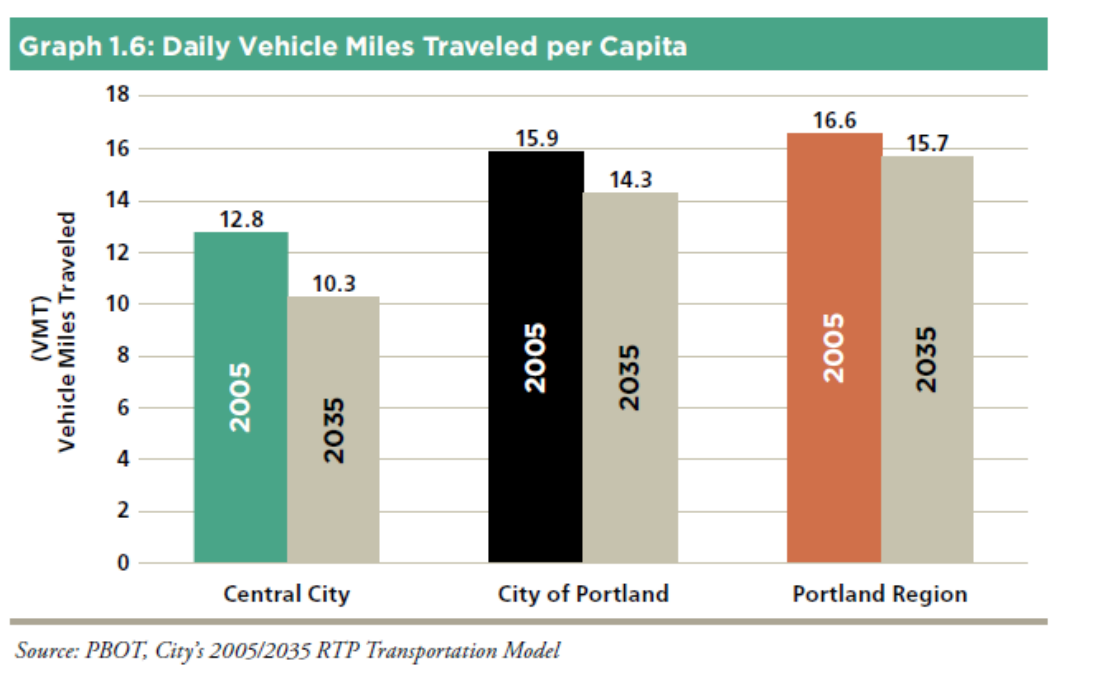
Lloyd District Commuting Mode Splits

Commute Method	TMA Member % of Trips	Total Lloyd % of Trips
Drive Alone	**40.20%**	**55.60%**
Transit	39.10%	26.90%
Bicycle	5.90%	4.90%
Walk	2.50%	3.70%
TDM	12.30%	9%
Total Weekly Trips	**100.00%**	**100%**

Source: Lloyd TMA survey (2008 and 2009)

- Lloyd TMA Successful at increasing use of alternative modes.

- Central City leading VMT per capita and greenhouse gas emissions.



Ground Floor Edge Conditions



Lloyd lacks urban vibrancy…




Over 20M ft² of New Development Potential

Key Issues and Challenges

- **Urban vibrancy and vitality**
  - –Desire for more housing, improved amenities like open space and pedestrian friendly urban form
- **Economic prosperity**
  - –Employment and business growth
- **Human and Environmental Health**
  - –Air quality, green infrastructure, opportunities to improve habitat
- **Balance and Equity**
  - –Respect cultural heritage; grow while retaining existing residents and businesses and culturally significant buildings
- **Connectivity and access**
  - –Address transportation barriers
  - –Freeway safety and operational issues

Project Goals

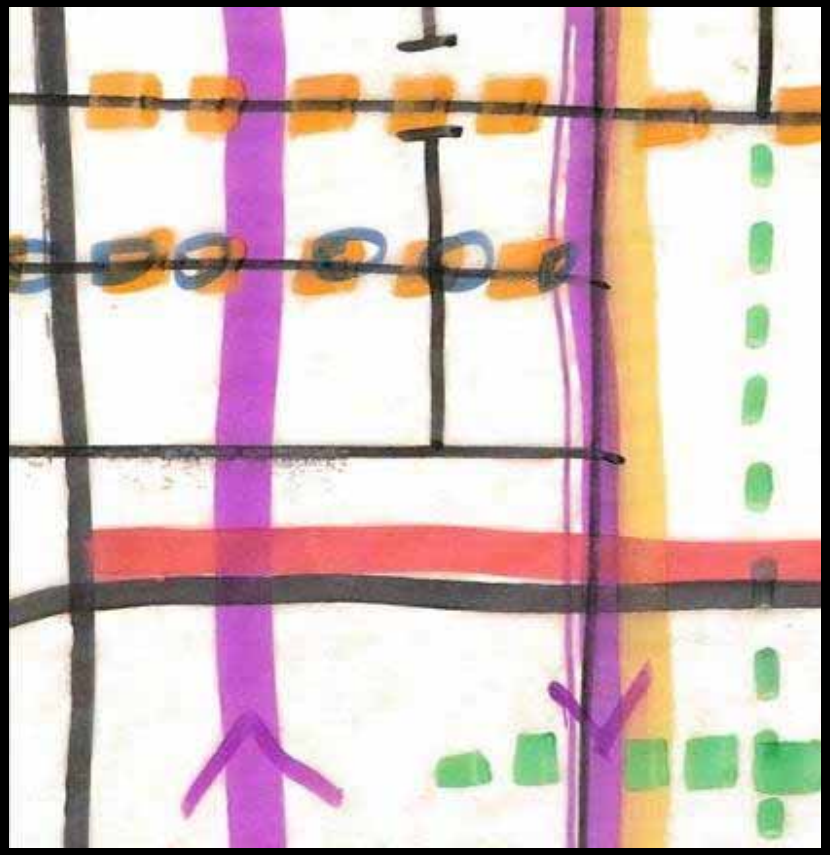
1. A diverse mix of land uses and development types;
2. A full multimodal transportation system;
3. Economic development that supports existing and new business;
4. Enhanced habitat, access to nature, and a sustainable built environment;
5. Equitable access to community amenities and economic opportunities;
6. Infrastructure for healthy, livable, safe and vibrant communities;
7. Protection and enhancement of cultural heritage; and
8. Safe traffic operations and freight mobility on I-5 and locally.

Plan Concept Alternatives

Issues & Goals +

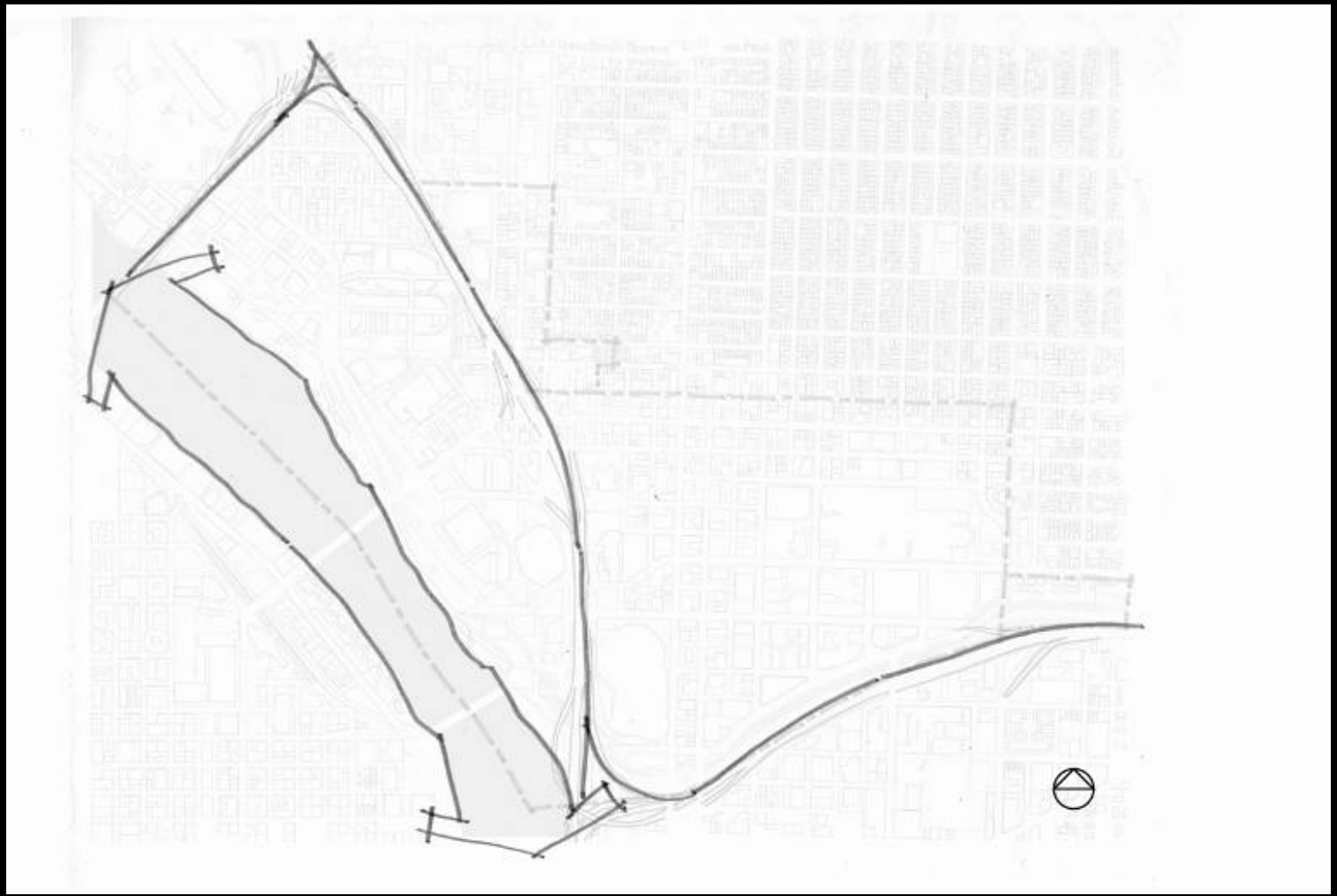
Ideas generated at:

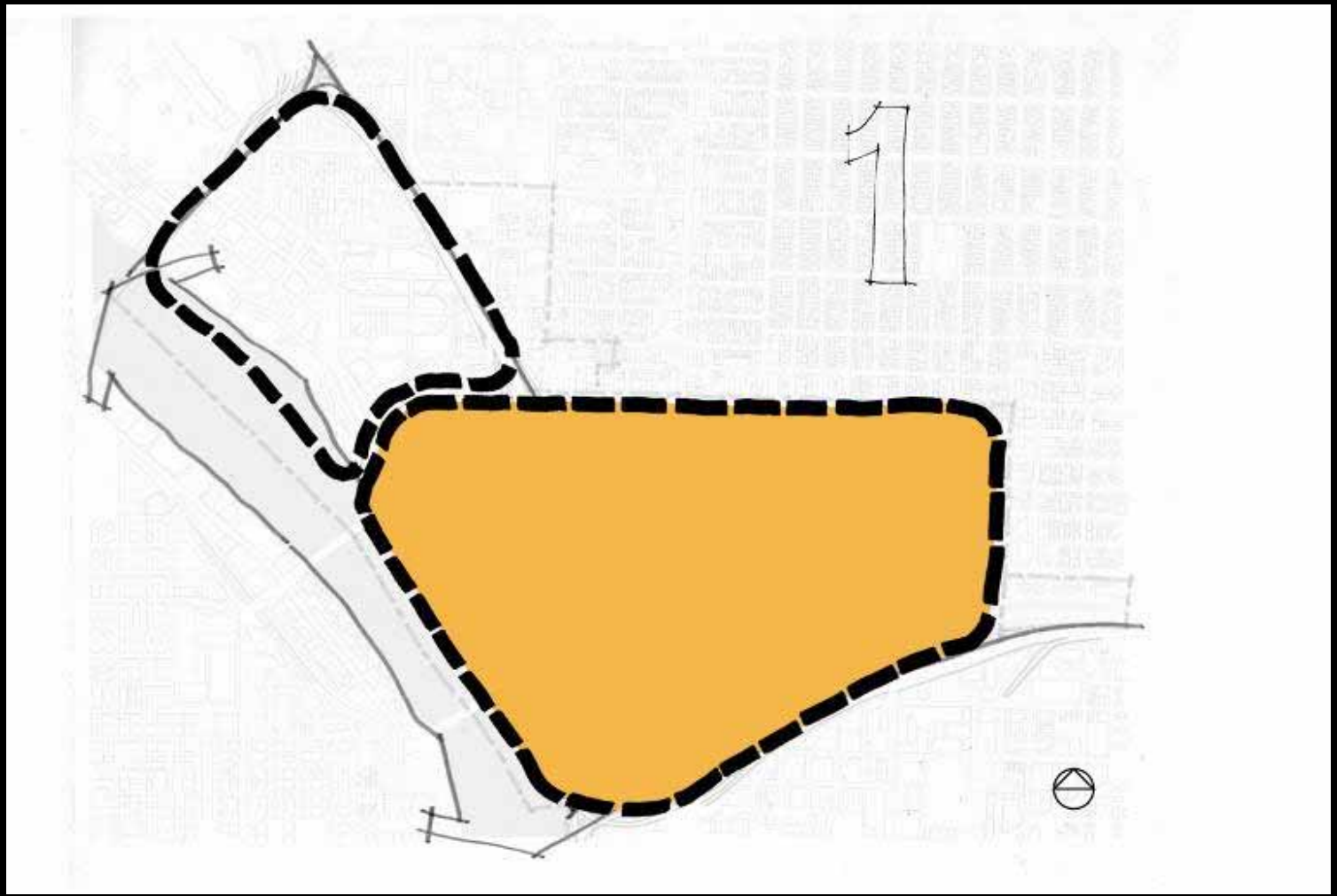
- SAC meetings
- local charrette (Feb/2011)
- public events



	Exist. Cond.	Residential	Employment	Blend
Land Use				
Mobility				
Open Space				
Green Systems				

Urban Design Principles

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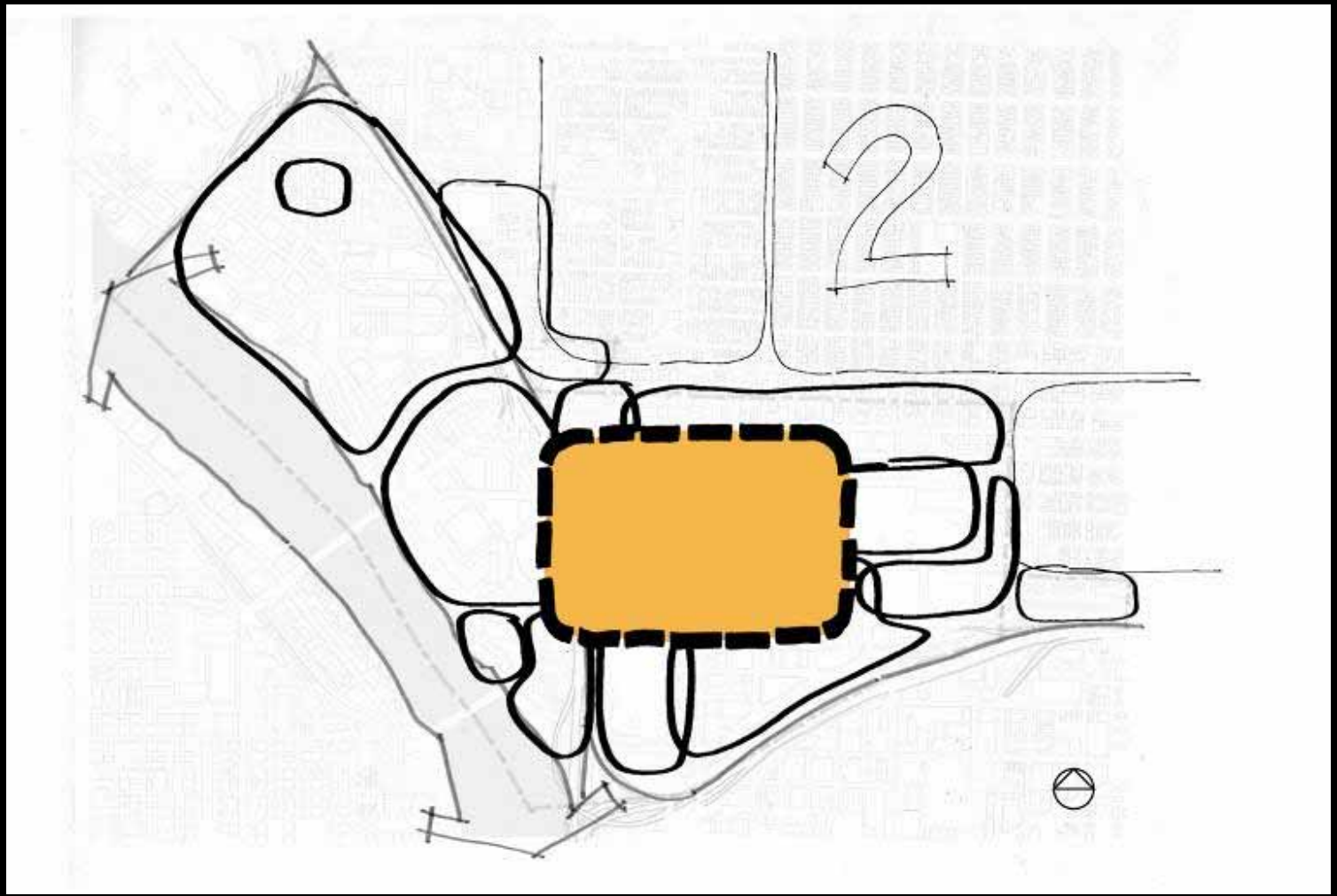
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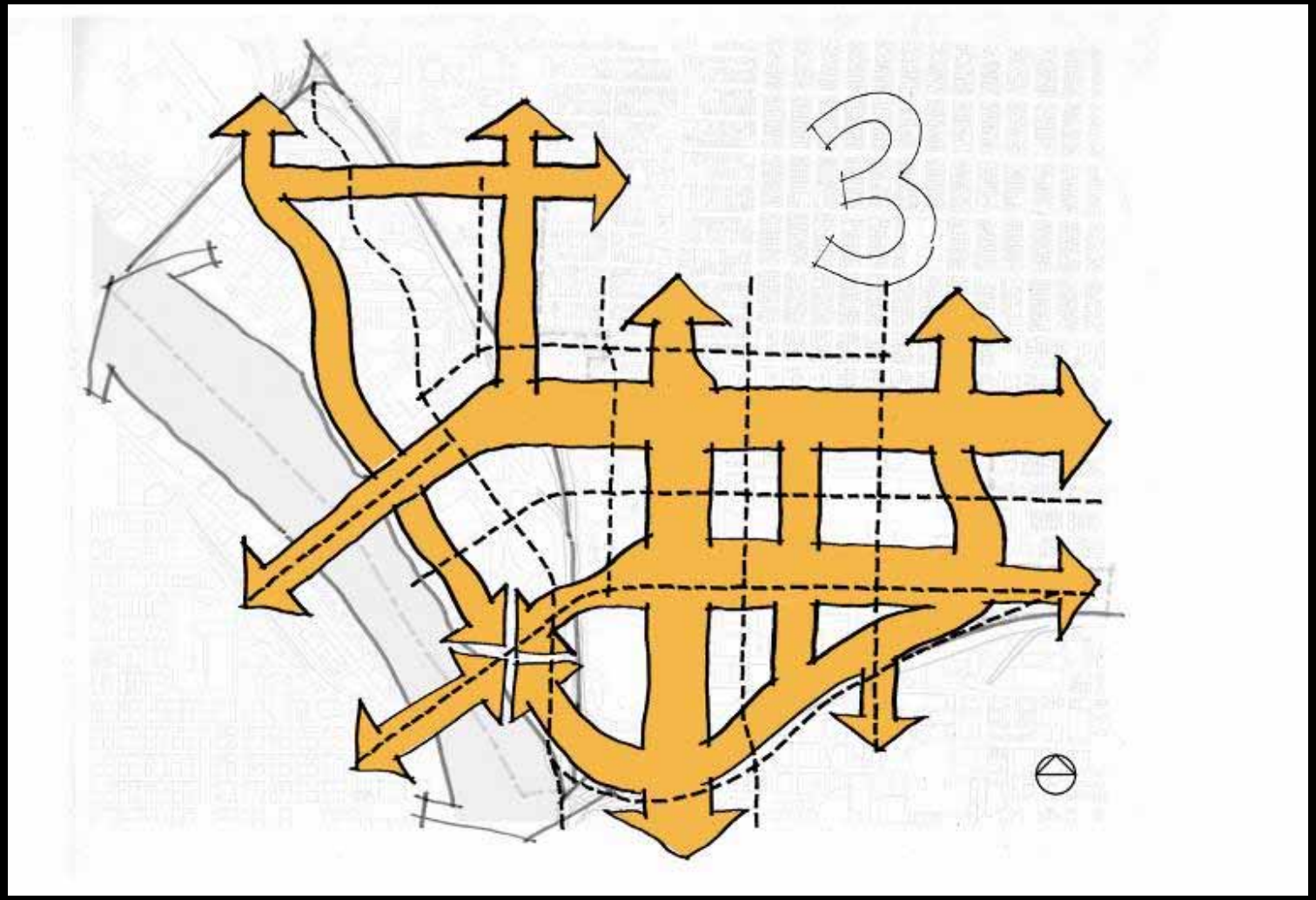
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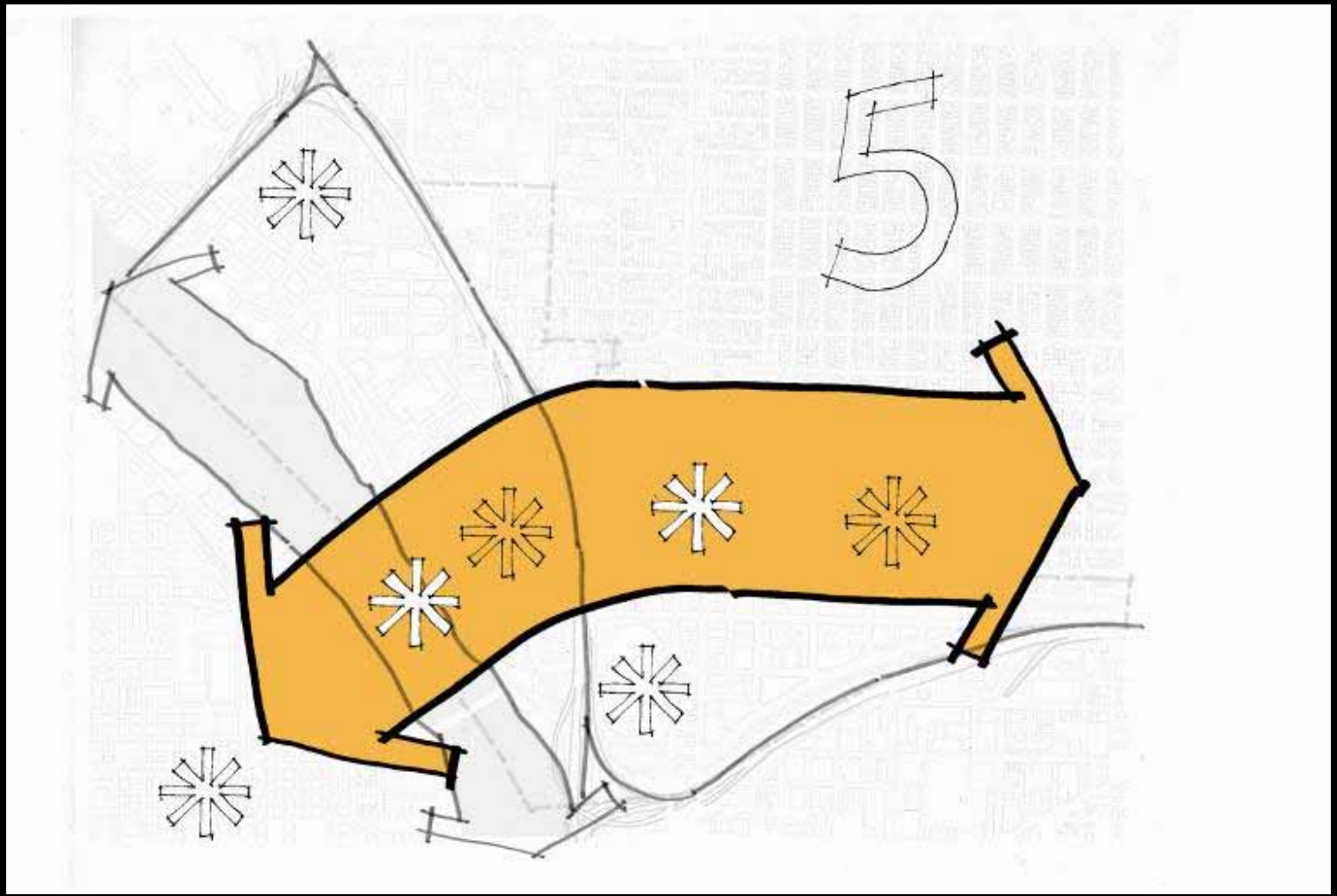
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Proposed 70% Concept





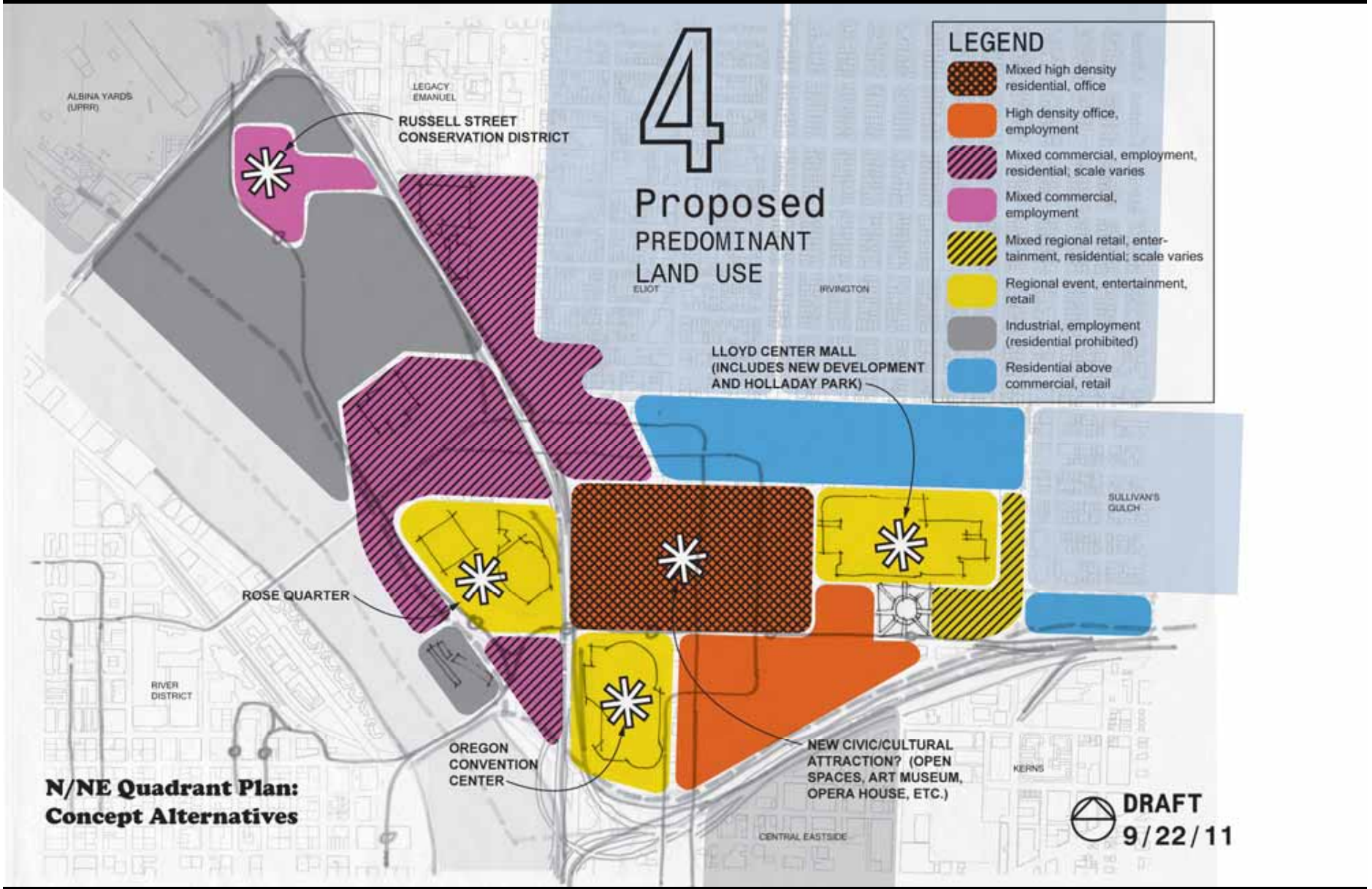








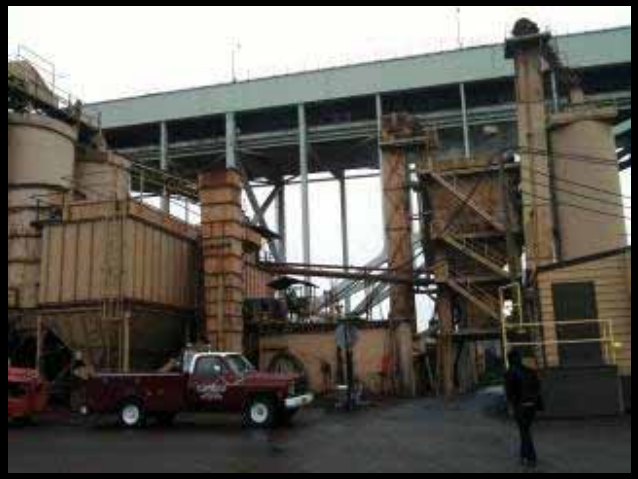



4
Proposed
PREDOMINANT
LAND USE
LEGEND
Mixed high density residential, office
High density office, employment
Mixed commercial, employment, residential; scale varies
Mixed commercial, employment
Mixed regional retail, entertainment, residential; scale varies
Regional event, entertainment, retail
Industrial, employment (residential prohibited)
Residential above commercial, retail
ALBINA YARDS (UPRR)
LEGACY EMANUEL
RUSSELL STREET CONSERVATION DISTRICT
ELIOT
IRVINGTON
LLOYD CENTER MALL (INCLUDES NEW DEVELOPMENT AND HOLLADAY PARK)
SULLIVAN'S GULCH
ROSE QUARTER
RIVER DISTRICT
OREGON CONVENTION CENTER
NEW CIVIC/CULTURAL ATTRACTION? (OPEN SPACES, ART MUSEUM, OPERA HOUSE, ETC.)
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
9/22/11



LOWER ALBINA

- Continue as a functioning and growing industrial and employment district
- Limited change
- Greater flexibility east of UP rail line







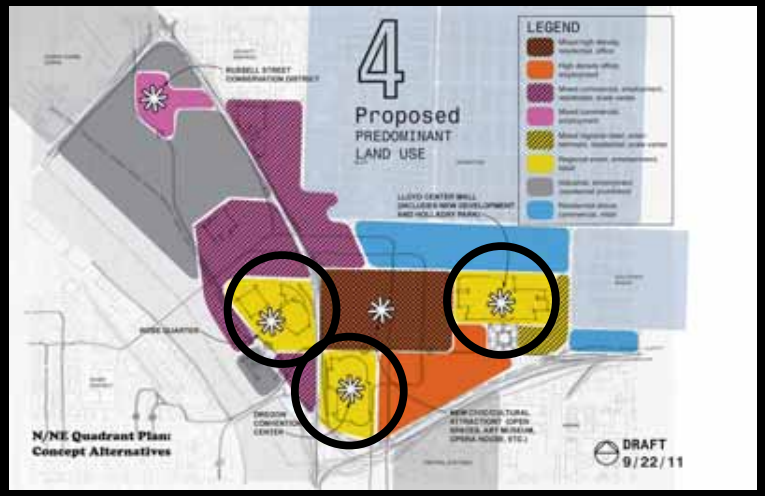


RUSSELL STREET

- Continue to preserve and celebrate the conservation district
- Expand mixed use area east along Russell and south to light rail station
- Not necessarily for residential uses





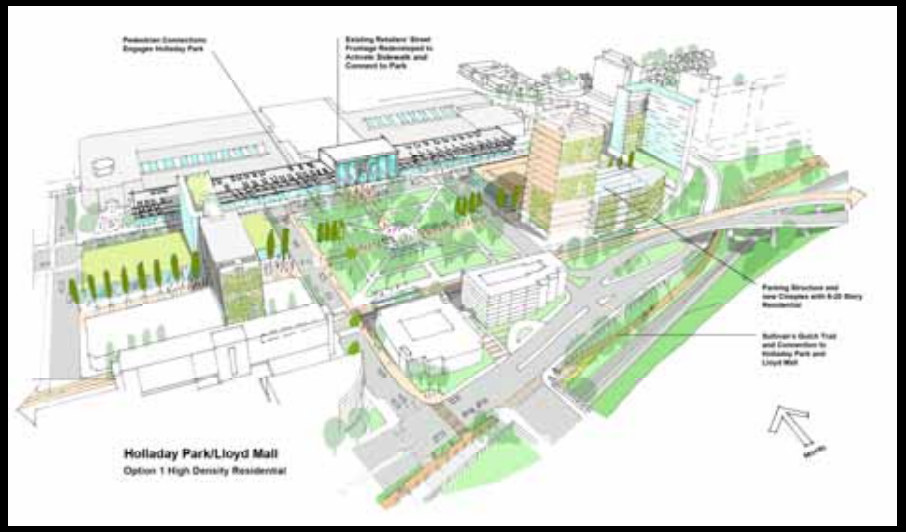


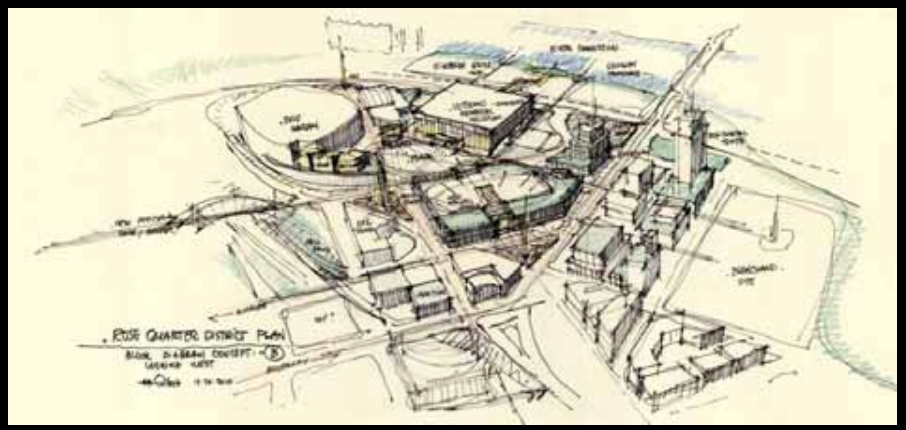




REGIONAL ATTRACTIONS

- Unique in the Central City
- Potential for new attraction in Central Lloyd area
- Encourage new uses, places at edges to improve balance of activity













OFFICE CORE

- Continue as active, expanding office district
- Residential possible, but not encouraged



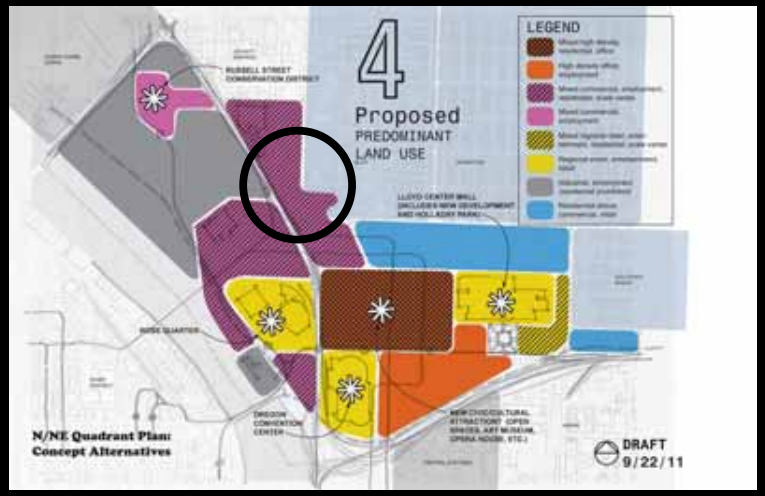






BROADWAY / WEIDLER CORRIDOR

- Extend and expand existing main street development to the west
- 2 to 6 story development, transitioning height down to north
- Housing over ground floor commercial, retail uses



LOWER VANCOUVER / WILLIAMS

- Increase flexibility to allow more commercial, employment uses
- Continue to encourage residential uses
- Integrate and enhance cultural and historic resources in the area













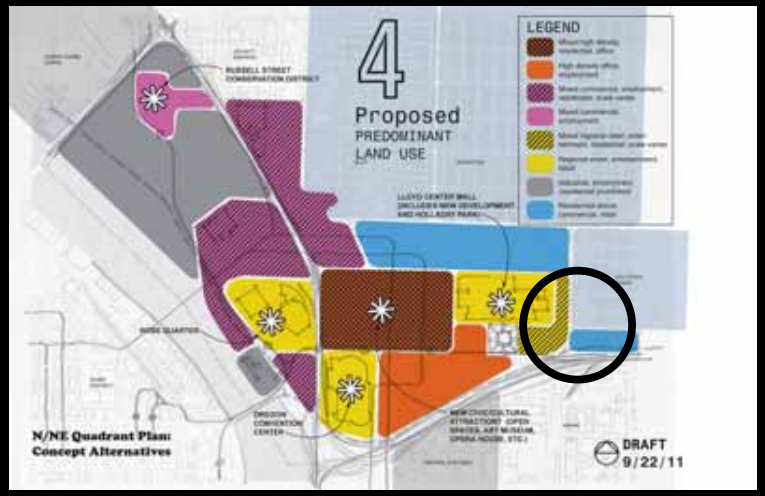


NORTHWEST ROSE QUARTER

- Broad support for changing zoning at Blanchard, residential possible
- Larger scale, more frequently-active development along N. Broadway
- New riverfront open space on Thunderbird site




Image State of Oregon
Image © 2011 DigitalGlobe
Image © 2011 GeoEye
Imagery Date: 8/14/2010
45°31'55.49" N 122°40'08.56" W elev 166 ft
Eye alt 1367 ft
©2010 Google

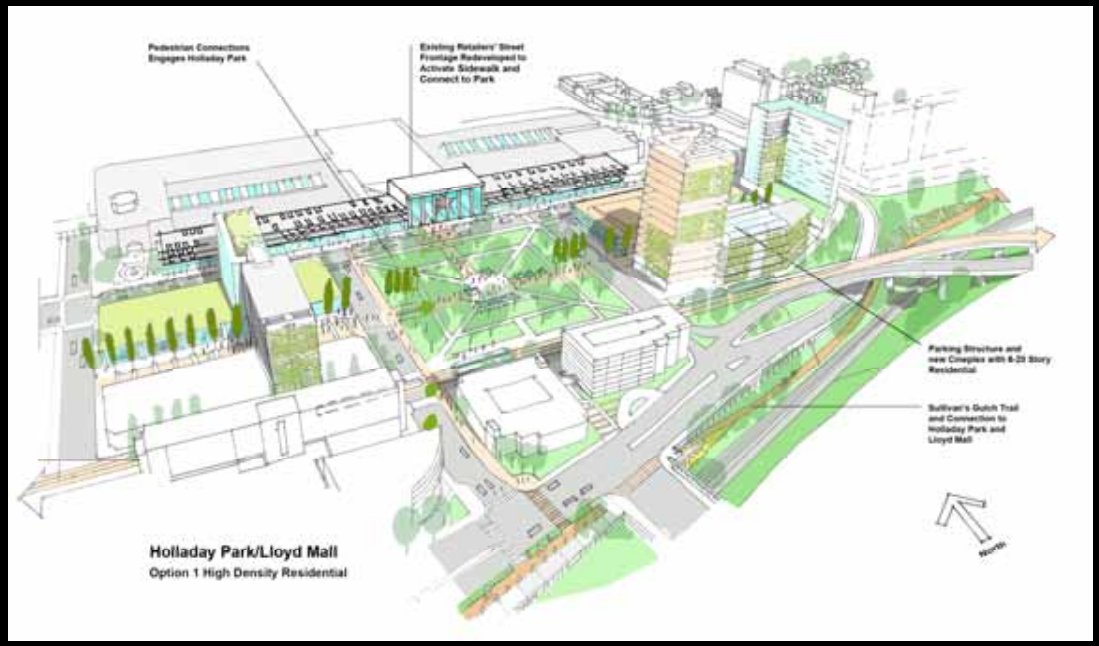


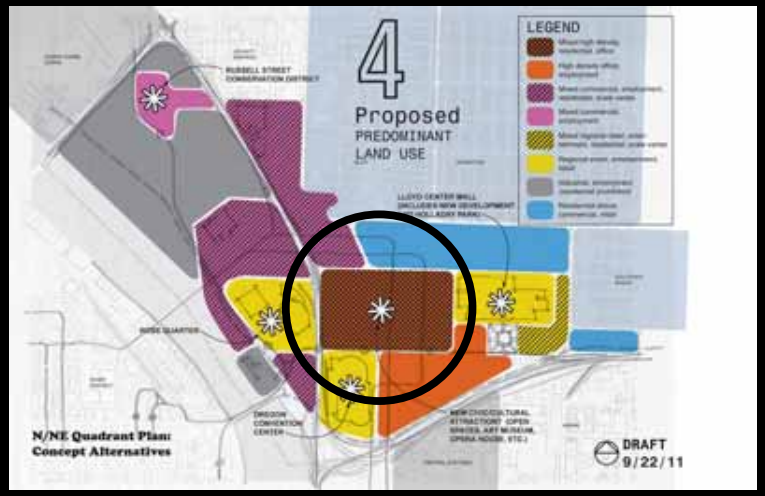




EASTERN EDGE / MULTNOMAH

- Focus on residential development, commercial allowed
- Potential expansion of mall-related regional retail
- 2 to 6 story development





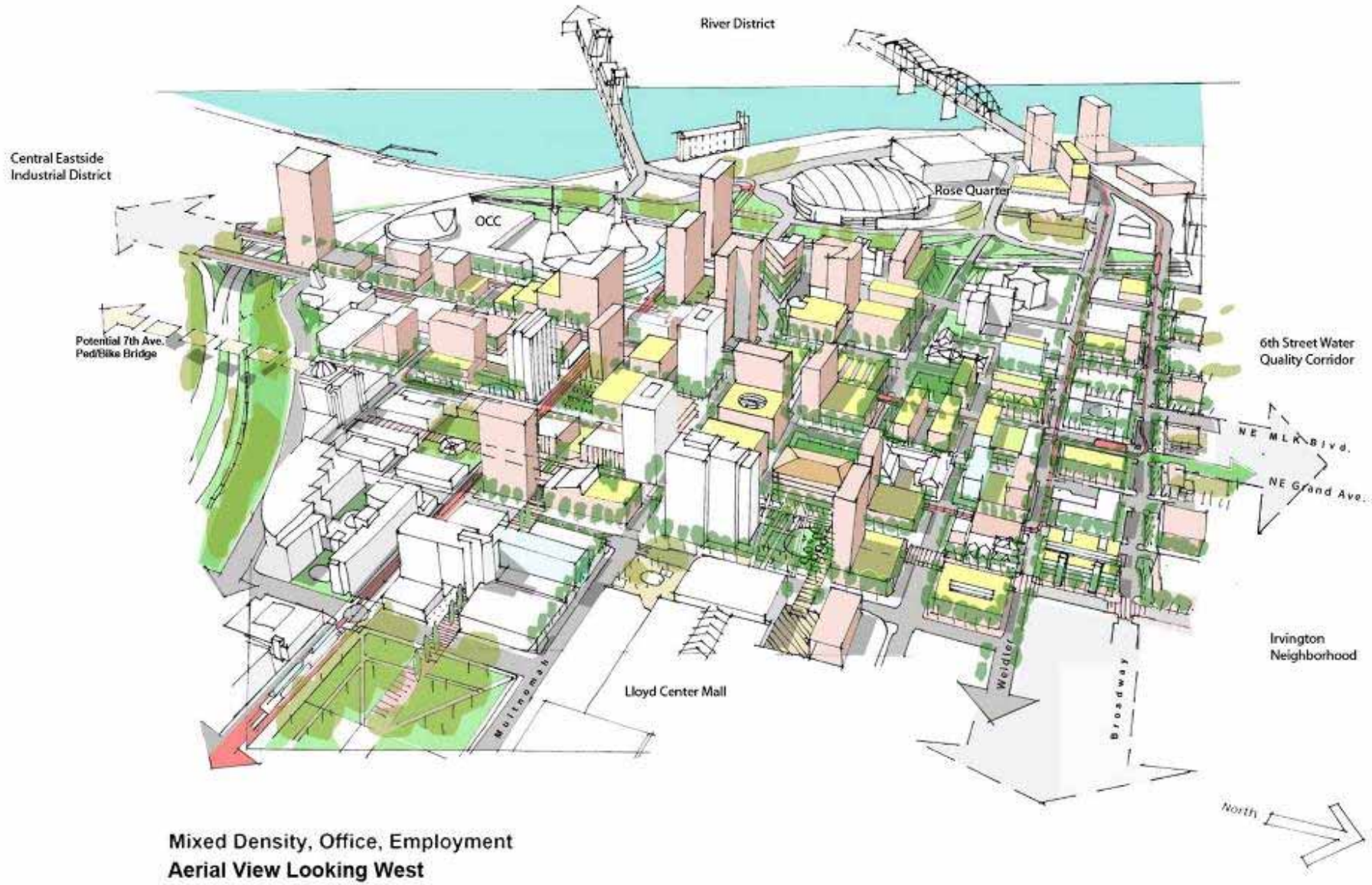


CENTRAL CORE

- Mix of high density residential and office development
- Organized around new, signature open space system
- NE 7th as potential new urban "center" for the area
- Cluster residential buildings





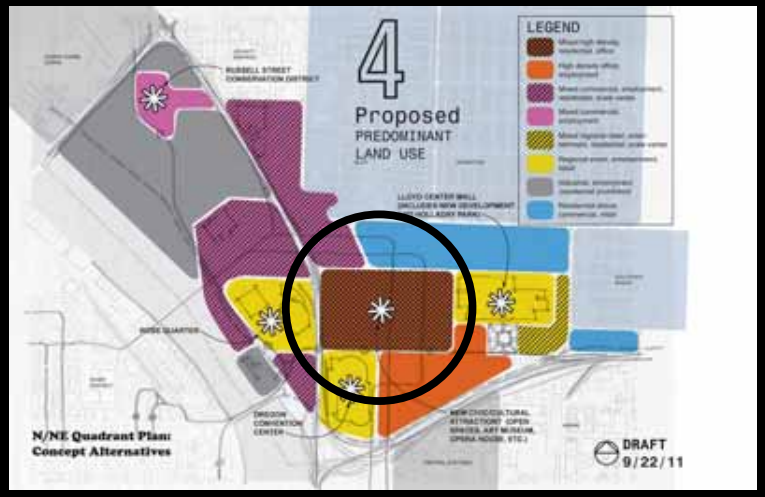


Mixed Density, Office, Employment

Aerial View Looking West

Option 2 Employment District


Image State of Oregon
Data SIO, NOAA, U.S. Navy, NGA, GEBCO
Image © 2011 GeoEye
Google
Imagery Date: 8/14/2010
45°31'51.71" N 122°39'37.49" W elev 2 ft
Eye alt 1201 ft





CENTRAL CORE

- Temporary uses
- Surface parking lot activation
- Celebrate creativity, diversity and innovation
- Potential “discovery center”



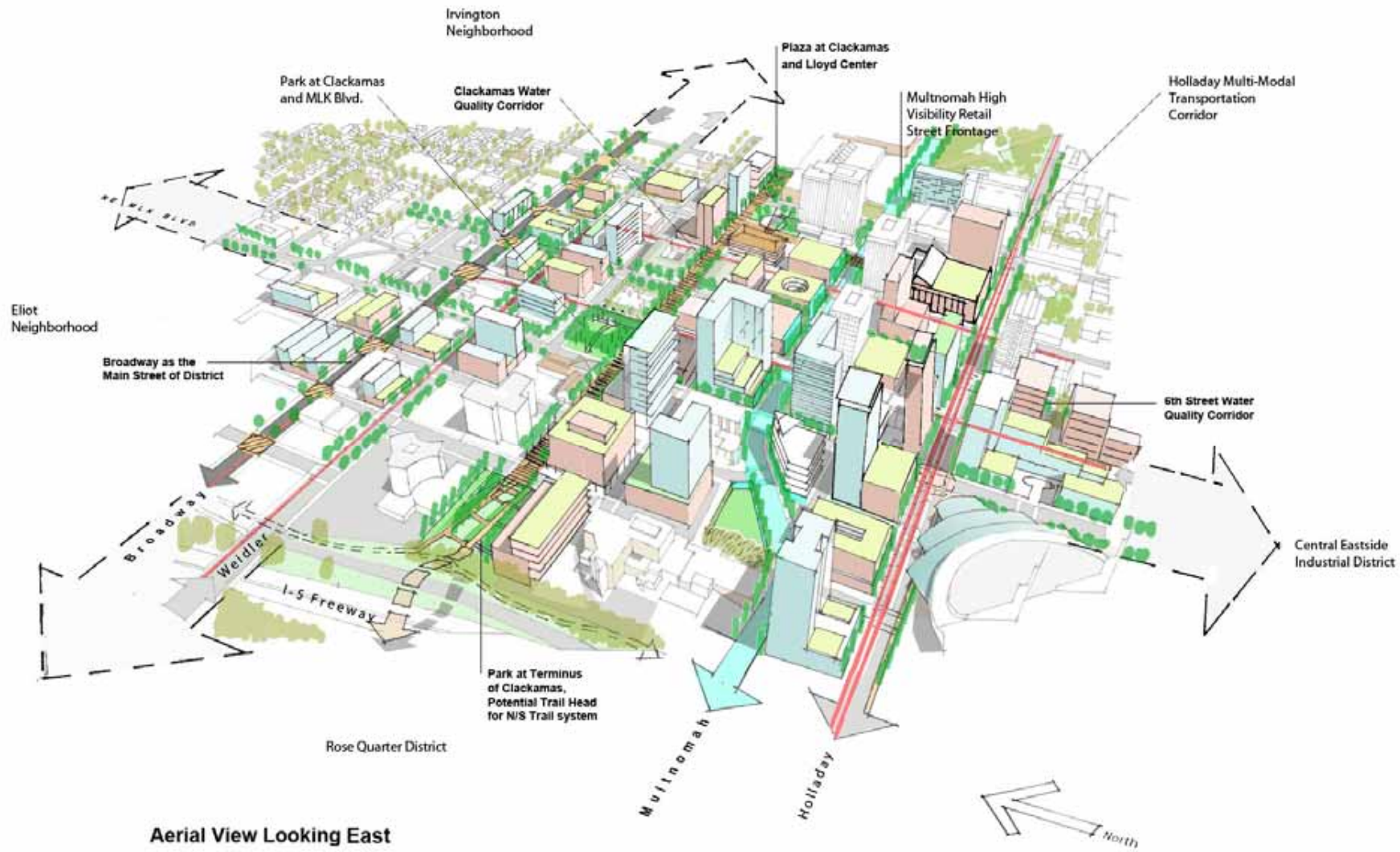






Land use clarifying questions?

MOBILITY



Aerial View Looking East
Option 3 High Density Blend of Uses

MOBILITY

Proposed Typologies:

“CIVIC” – Big, busy, active, public, continuous, regional

“LOCAL MAIN STREET” – Busy, active, local

“SCENIC” – Movement, access, green

“FLEXIBLE” – Small, open space, quiet, pathway, variety

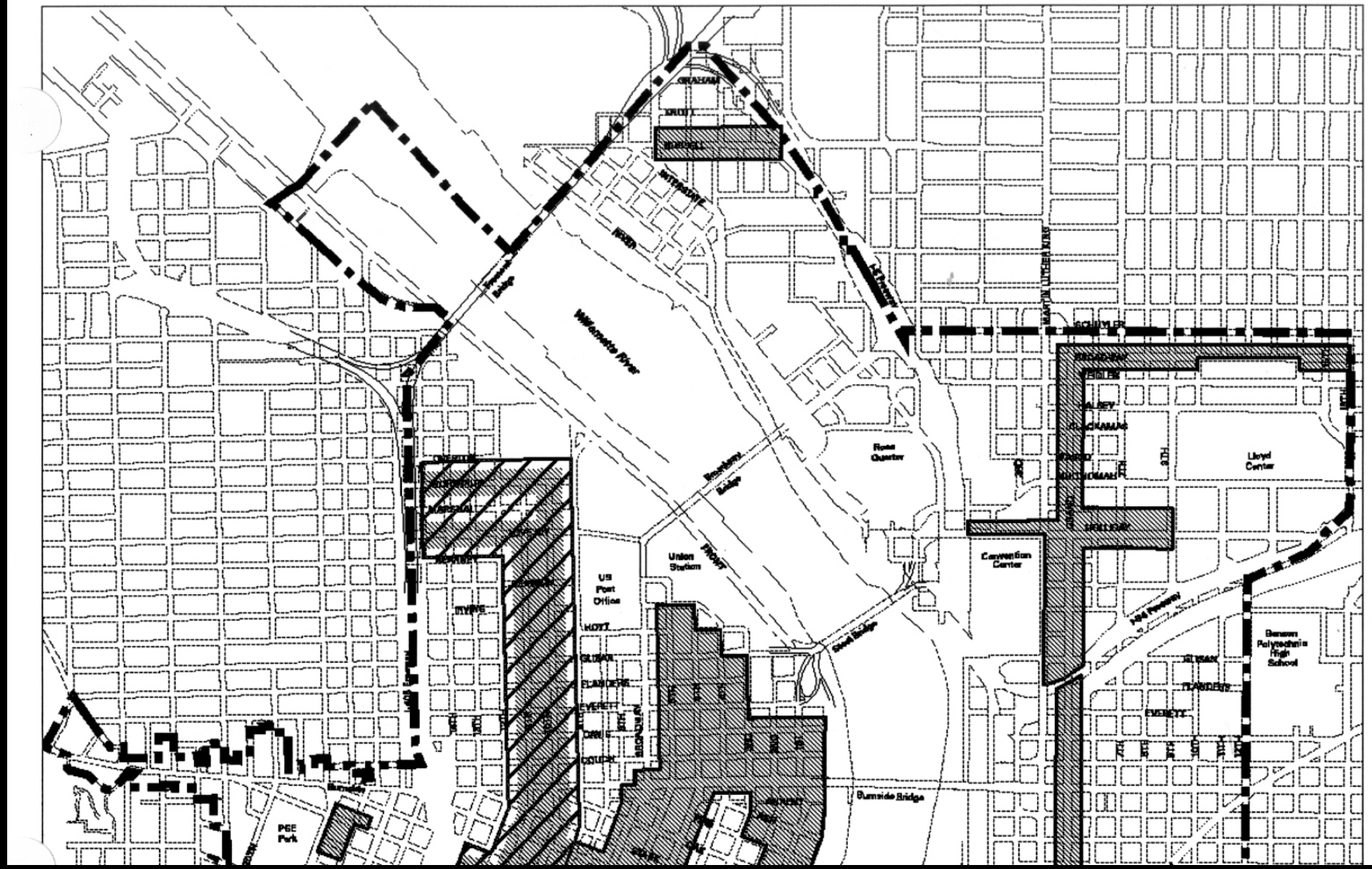
A FEW GENERAL NOTES ON RETAIL:

1. Retail likes to be around, near and/or across from other retail
2. Even at full build-out, all streets in the quadrant can not be activated with ground floor retail
3. More self-sufficient in high-visibility, high density, well-connected corridors
4. Anchors, on-street parking and/or draws desirable but not always critical








GRAHAM
KROHT
BURNSIDE
INTERSTATE
WEIDLER
Willamette River
Broadway Bridge
Steel Bridge
Burnside Bridge
Union Station
US Post Office
Rose Quarter
Convention Center
Lloyd Center
Benson Polytechnic High School
PGE Park
HOYT
GLISAN
FLANDERS
EVERETT
COUCH
DAVIS
COUCH
ALDER
MORRISON
YAMHILL
MARSHALL
TAYLOR
SALMON
MAIN
MADISON
MULTNOMAH
WASHINGTON
OAK
STARK
ANKENY
SCHUYLER
BROADWAY
I-84 Freeway
NW 5TH
NW 6TH
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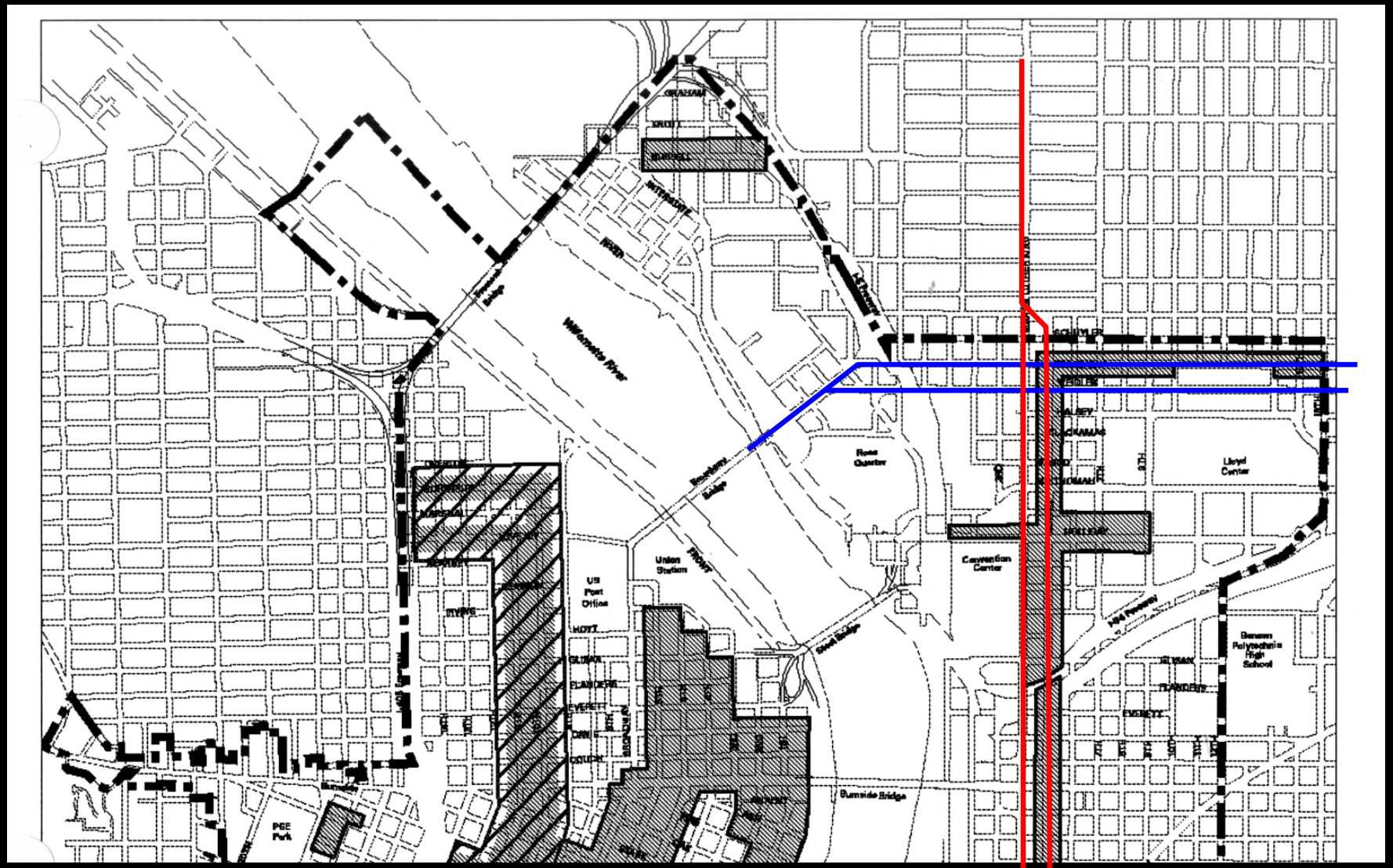
Willamette River
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Steel Bridge
Burnside Bridge
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US Post Office
Convention Center
Rose Quarter
Lloyd Center
PGE Park
Benson Polytechnic High School
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NW 673RD
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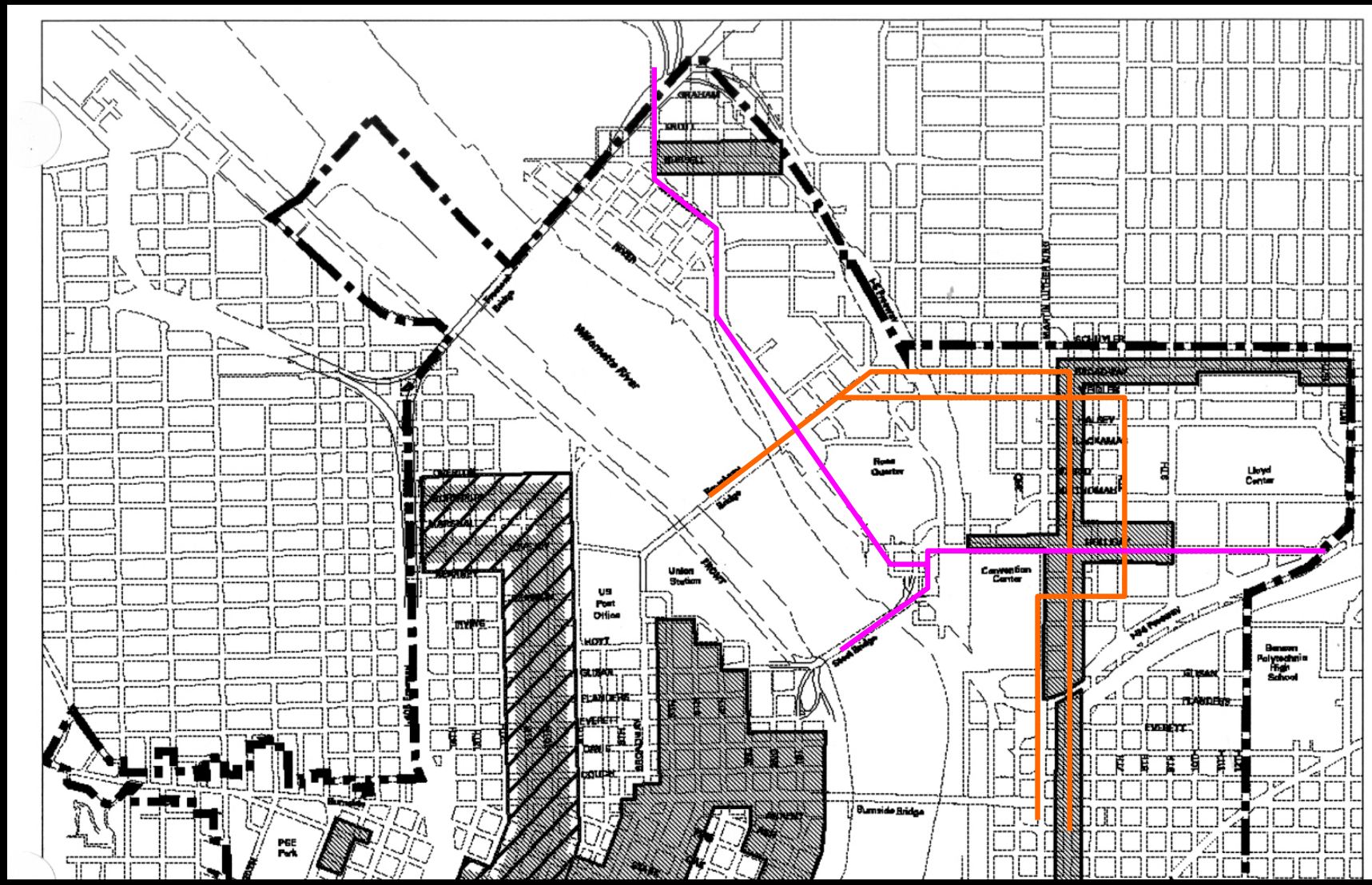
NW 1000TH


Willamette River
Union Station
US Post Office
Ross Quarter
Convention Center
Lloyd Center
Benson Polytechnic High School
Burnside Bridge
PSE Park
HOYT
GLISAN
FLANDERS
EVERETT
SCHUYLER
HALSEY
LACKAMAS
IRVING
GRAHAM
KROTT
MARTIN LUTHER KING

“CIVIC”











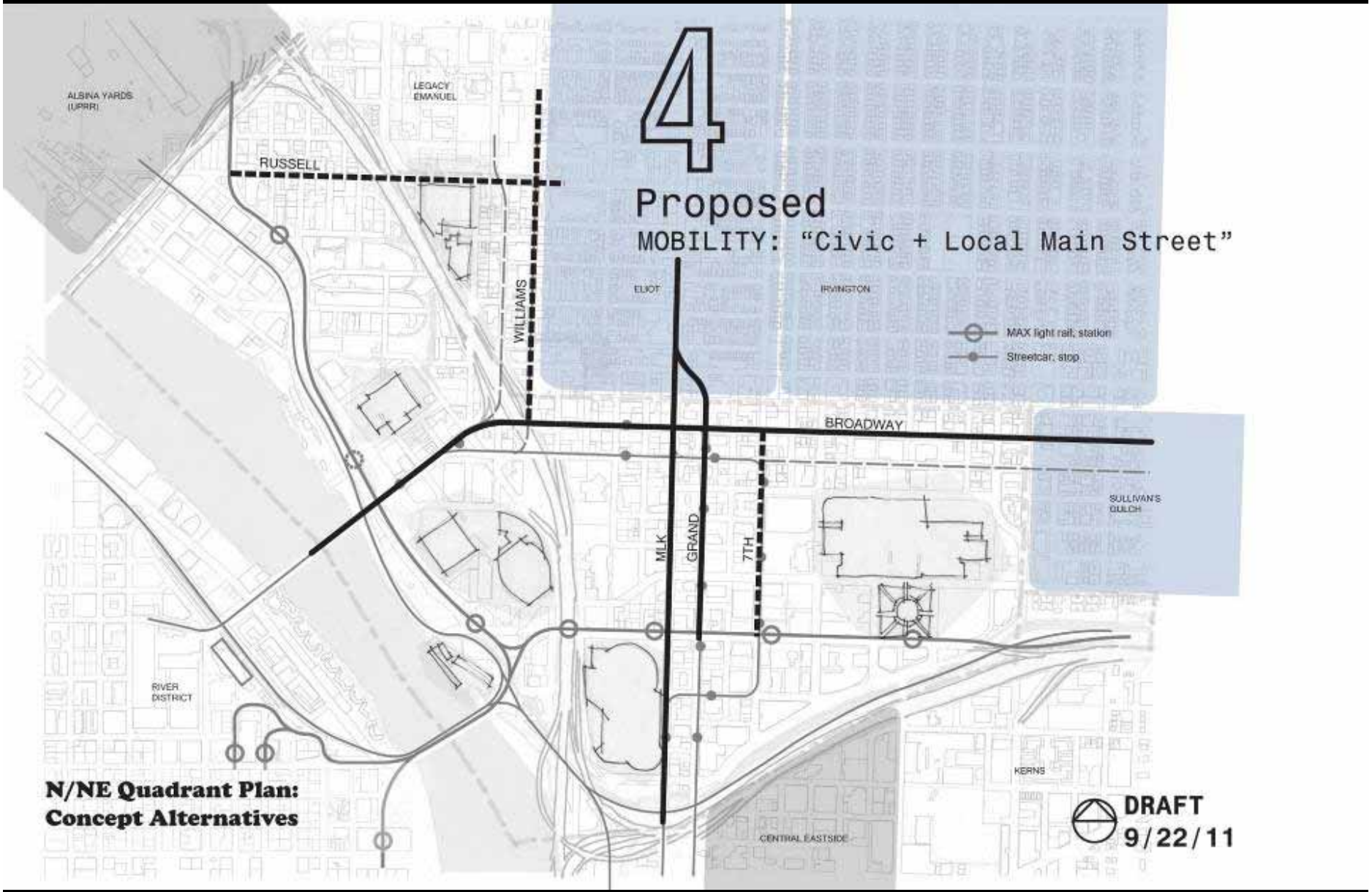
“LOCAL MAIN STREET”









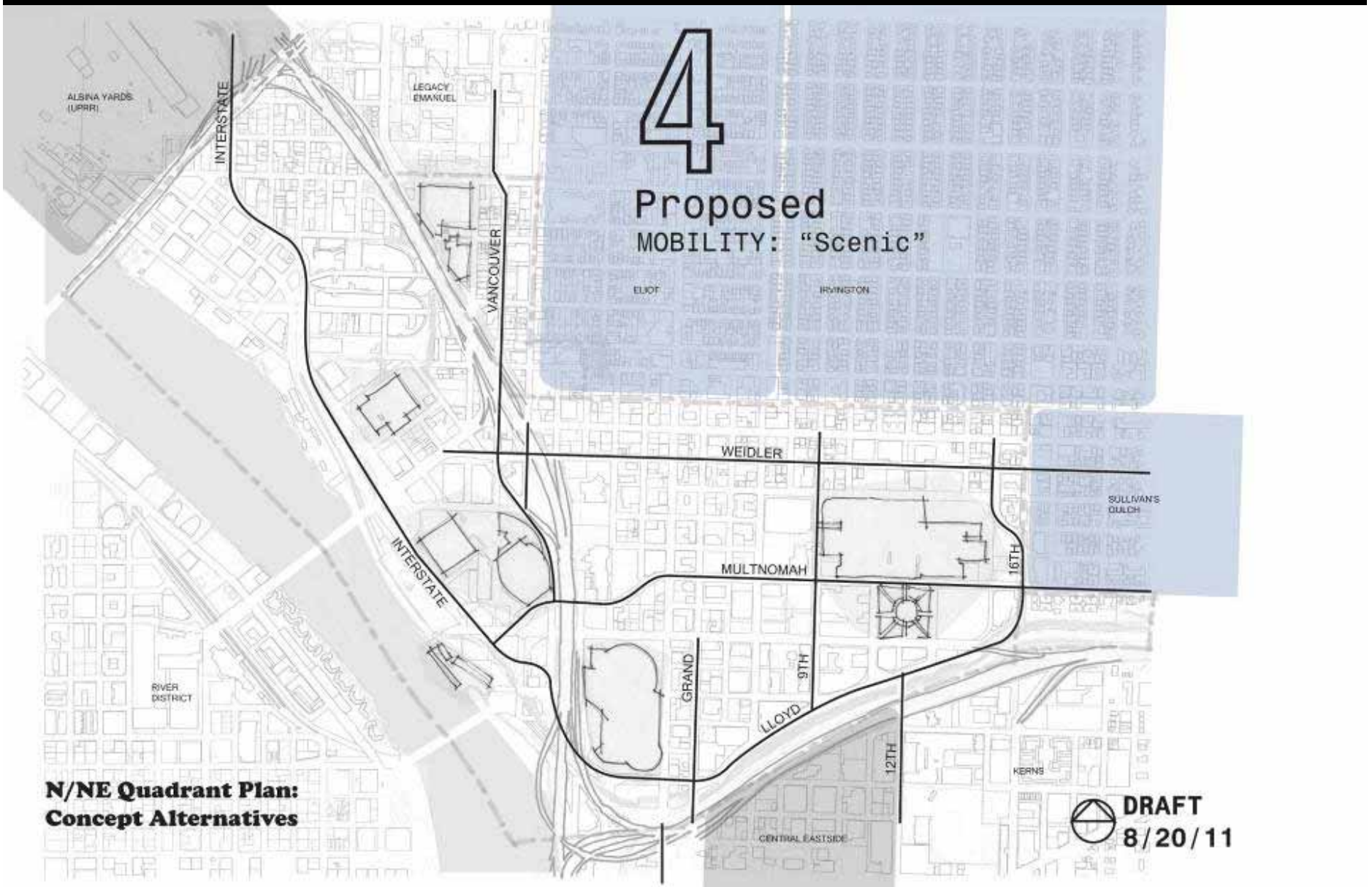

4
Proposed
MOBILITY: "Civic + Local Main Street"
ALBINA YARDS (UPRR)
LEGACY EMANUEL
RUSSELL
WILLIAMS
ELIOT
IRVINGTON
MAX light rail; station
Streetcar; stop
BROADWAY
SULLIVAN'S GULCH
MLK
GRAND
7TH
RIVER DISTRICT
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
9/22/11

“SCENIC”

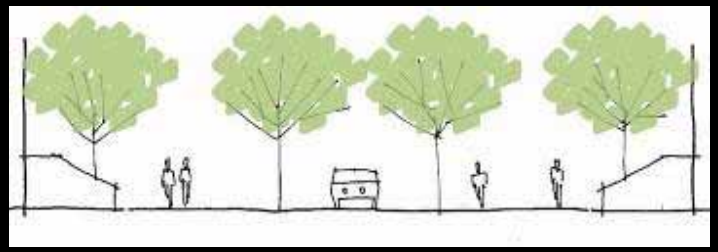






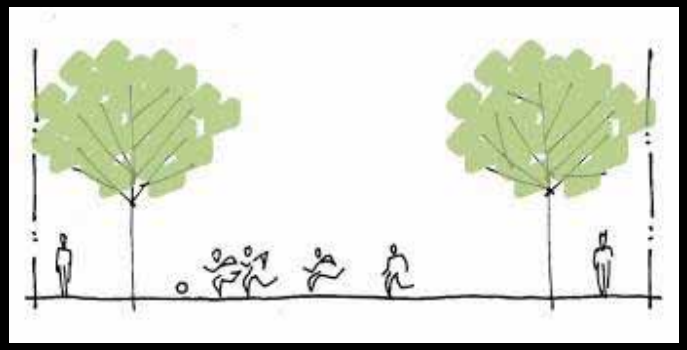

4
Proposed
MOBILITY: "Scenic"
ALBINA YARDS (UPRR)
INTERSTATE
LEGACY EMANUEL
VANCOUVER
ELIOT
IRVINGTON
WEIDLER
SULLIVAN'S GULCH
16TH
MULTNOMAH
INTERSTATE
RIVER DISTRICT
GRAND
9TH
LLOYD
12TH
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
8/20/11

“FLEXIBLE”



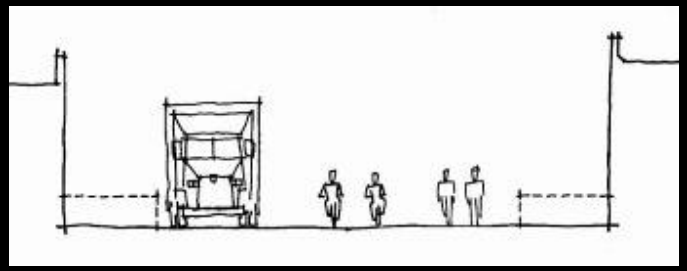










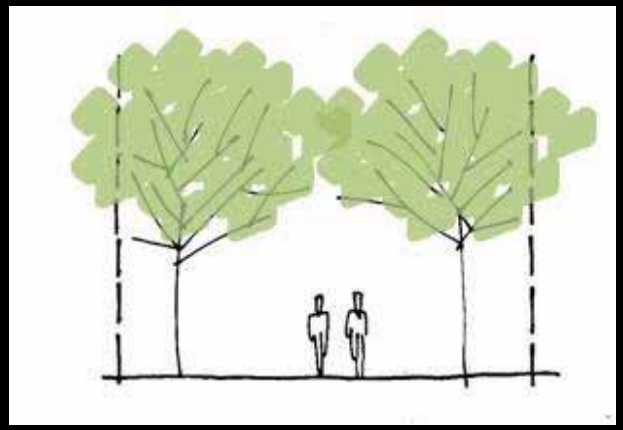






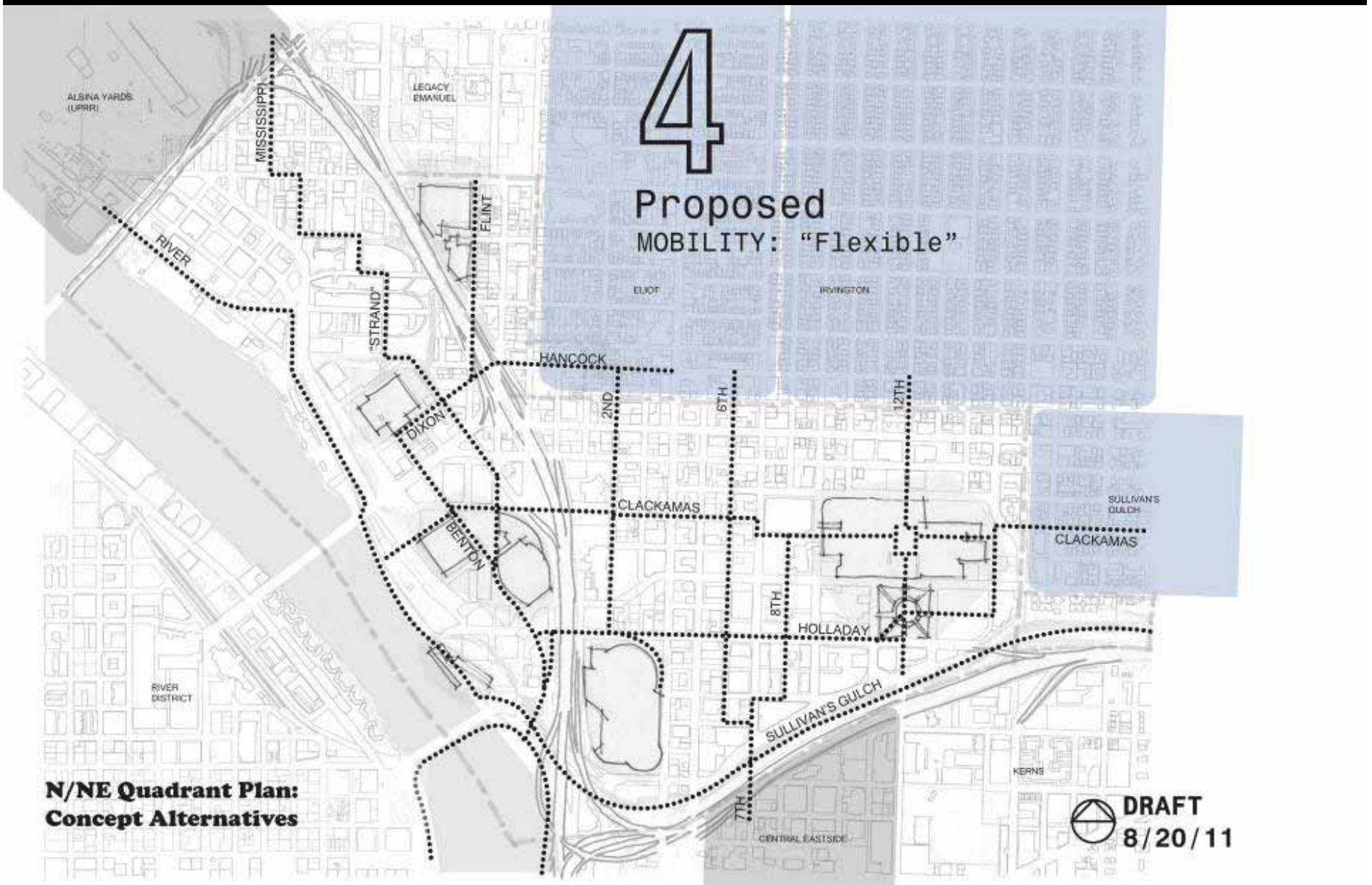
56791

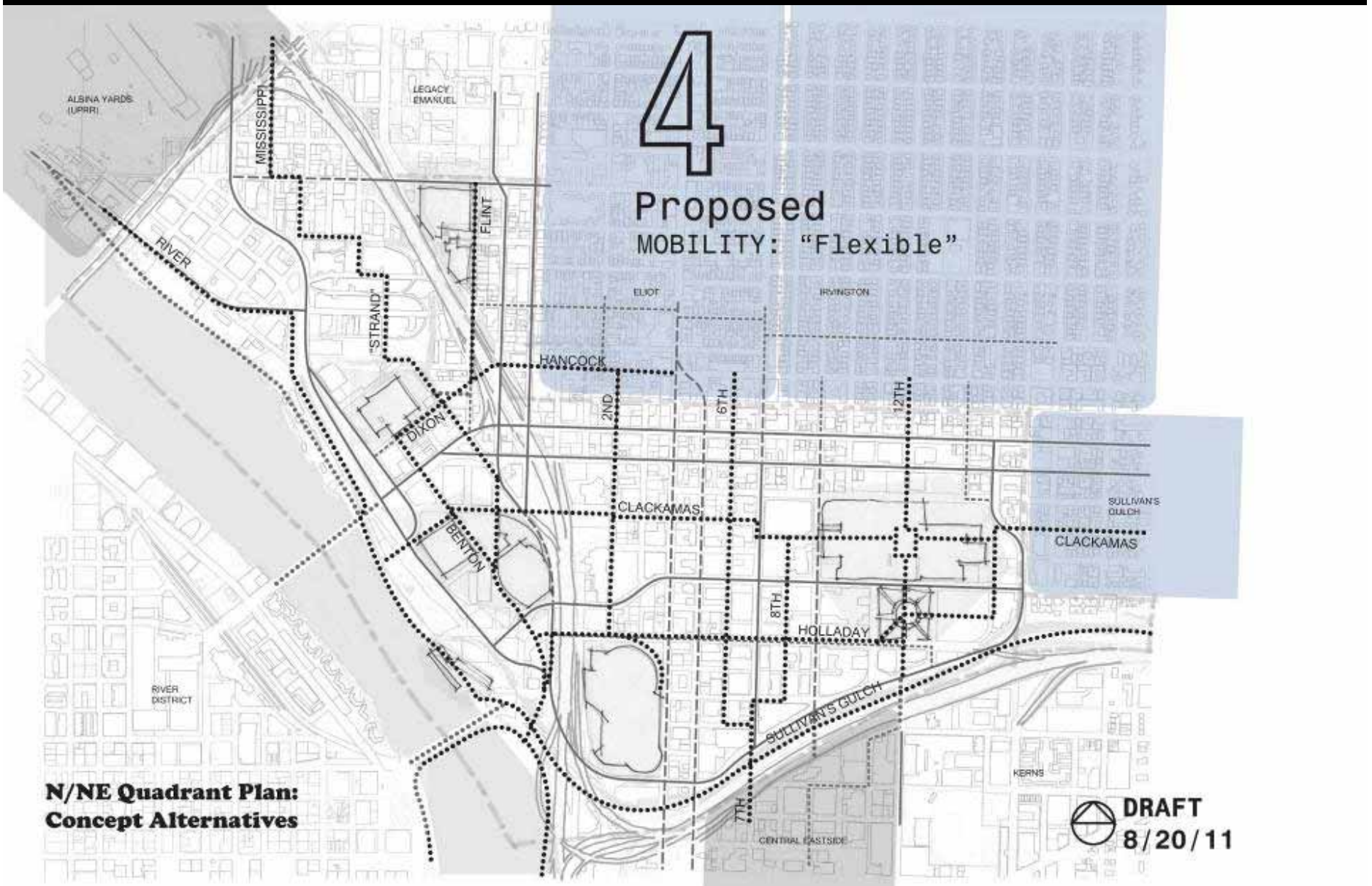
“FLEXIBLE”

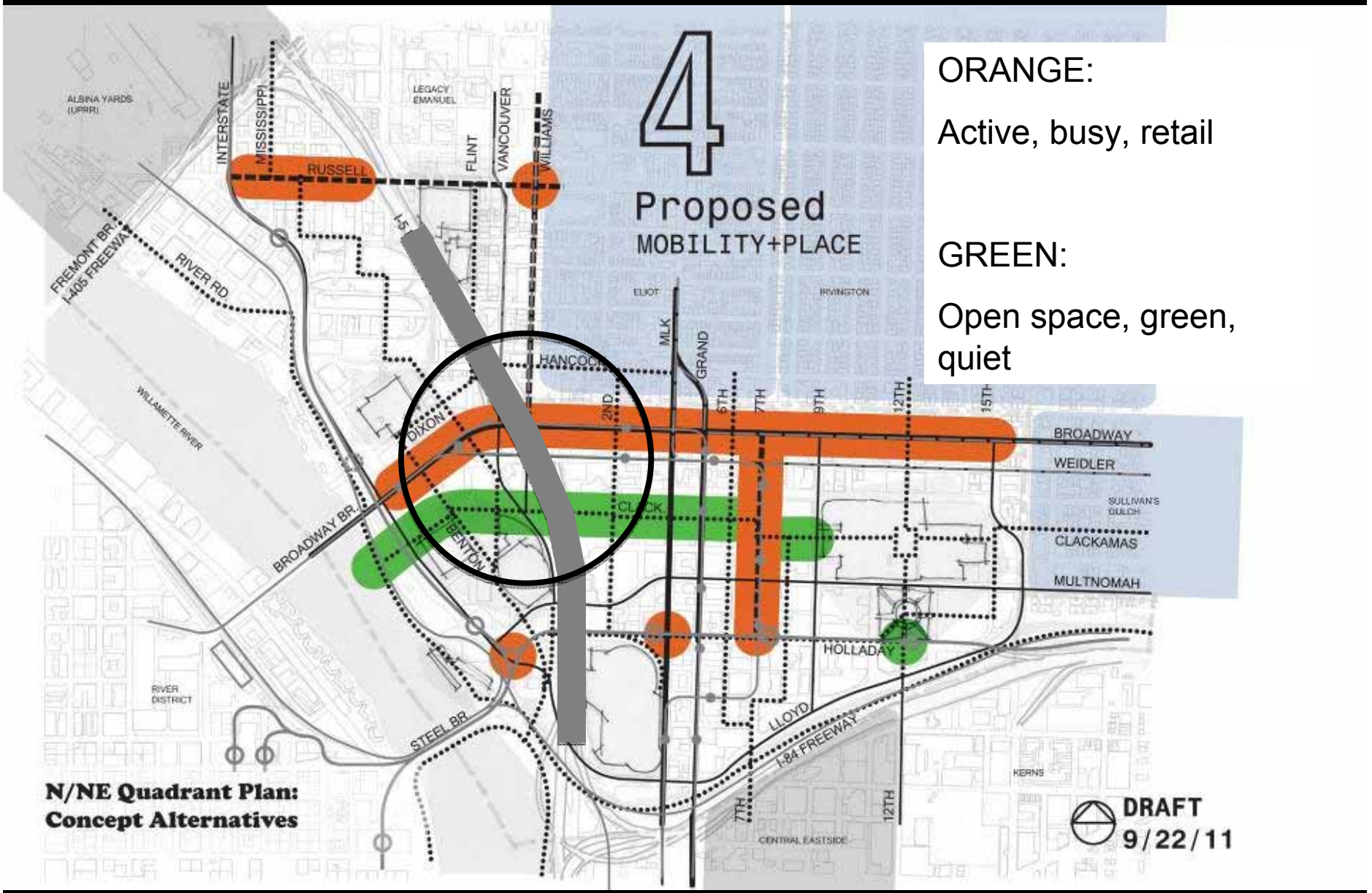







4
Proposed
MOBILITY: "Flexible"
ALBINA YARDS (UPRR)
MISSISSIPPI
LEGACY EMANUEL
FLINT
RIVER
"STRAND"
DIXON
BENTON
HANCOCK
2ND
6TH
12TH
ELIOT
IRVINGTON
CLACKAMAS
SULLIVAN'S GULCH
HOLLADAY
8TH
7TH
KERNS
RIVER DISTRICT
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
8/20/11


4
Proposed
MOBILITY: "Flexible"
ALBINA YARDS (UPRR)
MISSISSIPPI
LEGACY EMANUEL
FLINT
RIVER
"STRAND"
ELIOT
IRVINGTON
HANCOCK
2ND
6TH
12TH
DIXON
CLACKAMAS
BENTON
SULLIVAN'S GULCH
CLACKAMAS
8TH
HOLLADAY
RIVER DISTRICT
SULLIVAN'S GULCH
KERNS
7TH
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
8/20/11

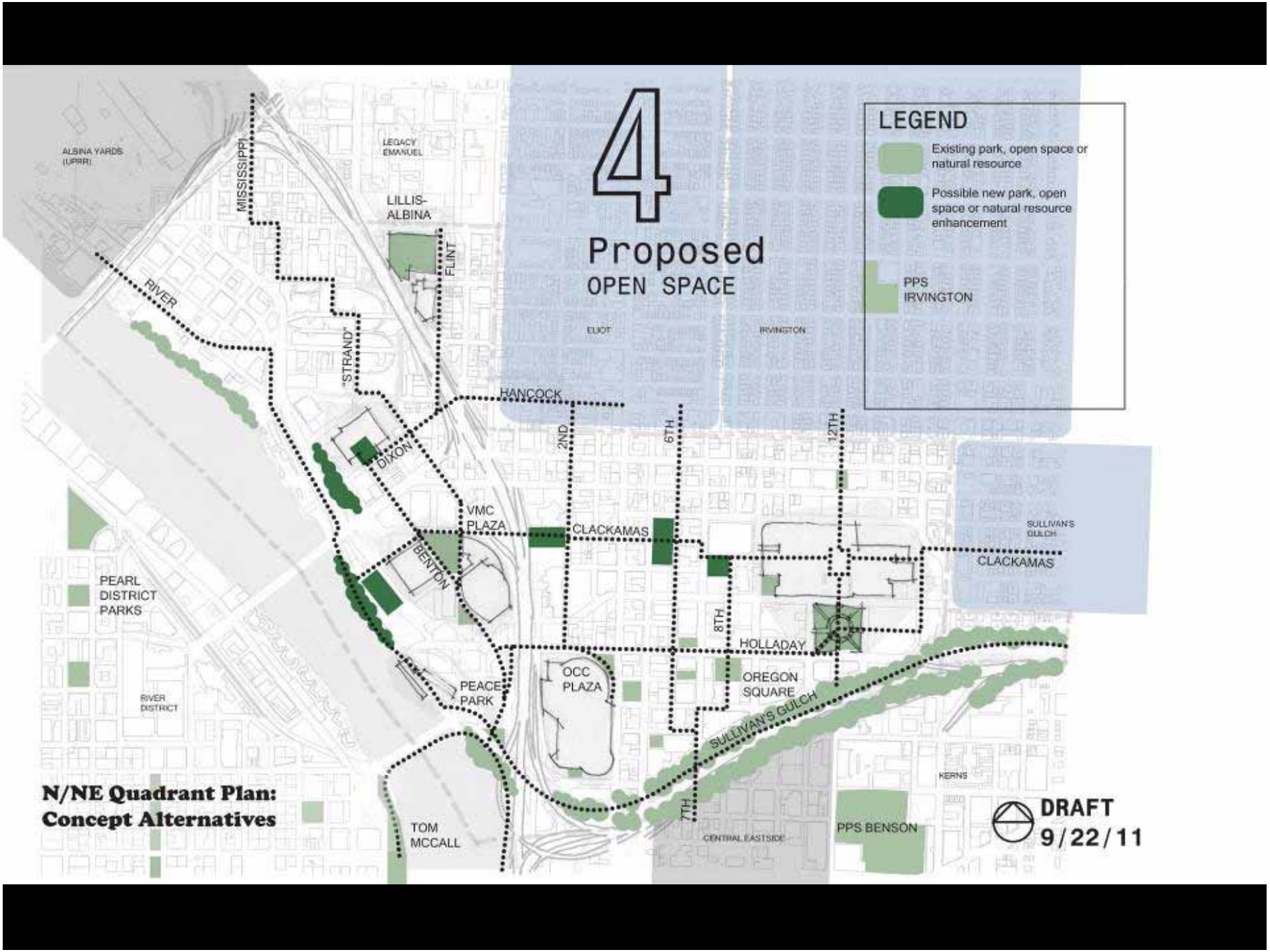

4
Proposed
MOBILITY+PLACE
ORANGE:
Active, busy, retail
GREEN:
Open space, green, quiet
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
9/22/11
ALBINA YARDS (UPRR)
INTERSTATE
MISSISSIPPI
LEGACY EMANUEL
FLINT
VANCOUVER
WILLIAMS
RUSSELL
I-5
FREMONT BR. I-405 FREEWAY
RIVER RD.
WILLAMETTE RIVER
ELIOT
IRVINGTON
MLK
GRAND
HANCOCK
2ND
6TH
7TH
9TH
12TH
15TH
DIXON
BROADWAY
WEIDLER
SULLIVAN'S GULCH
CLACKAMAS
MULTNOMAH
BROADWAY BR.
BENTON
CLINTON
HOLLADAY
RIVER DISTRICT
STEEL BR.
LLOYD
I-84 FREEWAY
KERNS
CENTRAL EASTSIDE

Mobility system clarifying questions?

OPEN SPACE

Previous concept ideas:

1. Large, “headquarters” parks
2. Expansion of smaller, lunchtime/office-oriented gathering spaces
3. Series of medium-sized, linked parks and open spaces

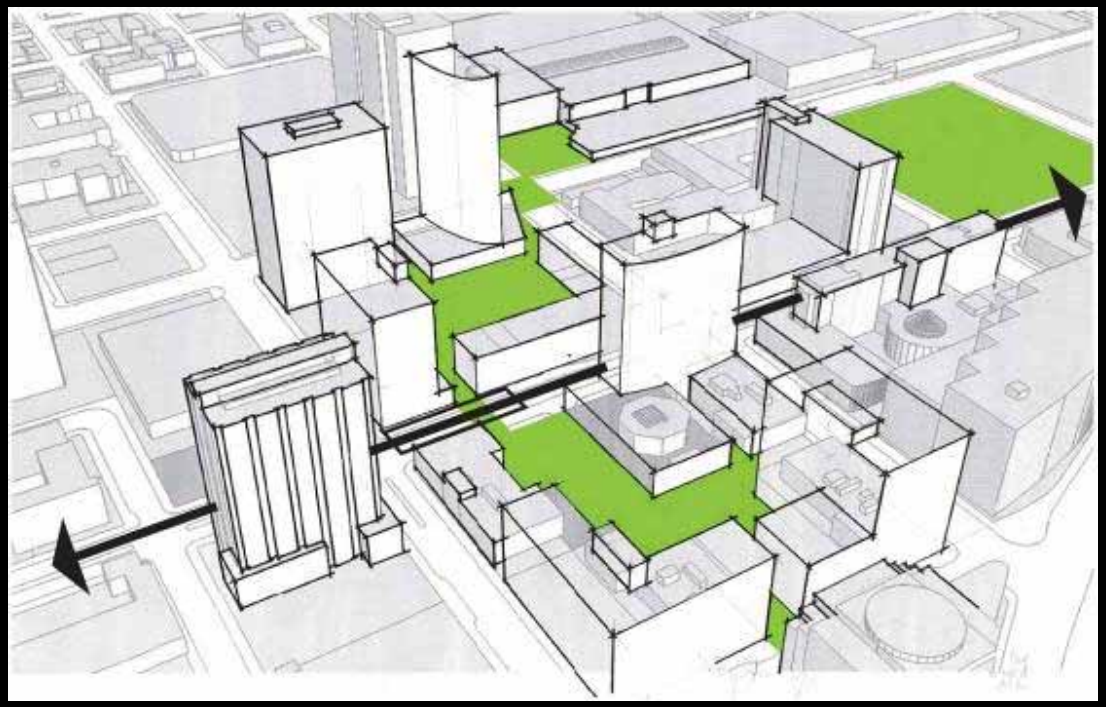

4
Proposed
OPEN SPACE
LEGEND
Existing park, open space or natural resource
Possible new park, open space or natural resource enhancement
PPS IRVINGTON
ALBINA YARDS (UPRR)
MISSISSIPPI
LEGACY EMANUEL
LILLIS-ALBINA
FLINT
RIVER
"STRAND"
ELIOT
IRVINGTON
HANCOCK
DIXON
2ND
6TH
12TH
VMC PLAZA
CLACKAMAS
BENTON
SULLIVAN'S GULCH
CLACKAMAS
PEARL DISTRICT PARKS
8TH
HOLLADAY
OCC PLAZA
OREGON SQUARE
PEACE PARK
RIVER DISTRICT
SULLIVAN'S GULCH
KERNS
7TH
TOM MCCALL
CENTRAL EASTSIDE
PPS BENSON
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
9/22/11



Aerial View Looking East
Option 3 High Density Blend of Uses


Site Alternate 1
Site Alternate 2







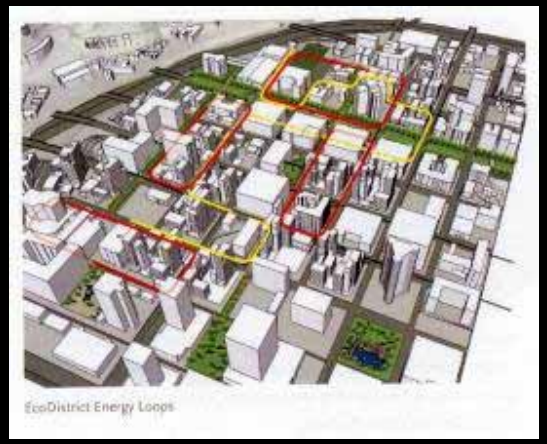
Open Space clarifying questions?

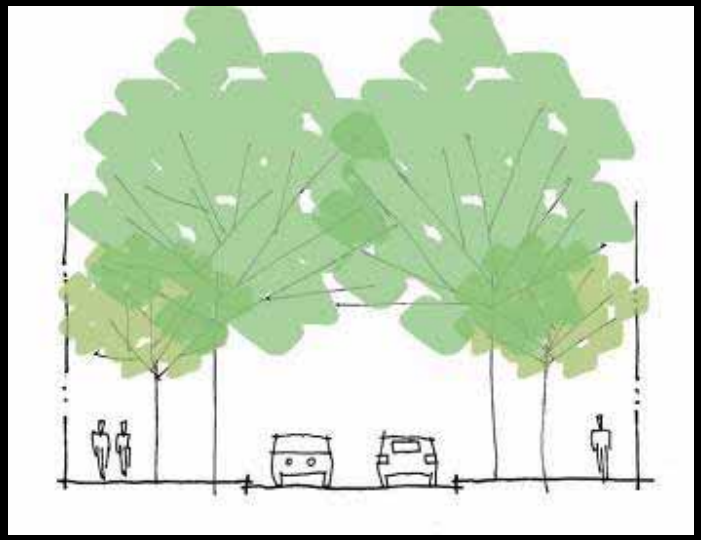

4
Proposed
GREEN SYSTEMS
LEGEND
Water quality, tree canopy corridors
Lloyd Green ecodistrict boundary
District energy area
Harvest rain water, pump to district
District energy spine
ALBINA YARDS (UPRR)
LEGACY EMANUEL
ELIOT
IRVINGTON
"STRAND"
VANCOUVER
WILLIAMS
BROADWAY
6TH
15TH
CLACKAMAS
MULTNOMAH
HOLLADAY
LLOYD
SULLIVAN'S GULCH
RIVER DISTRICT
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
9/22/11

GREEN SYSTEMS









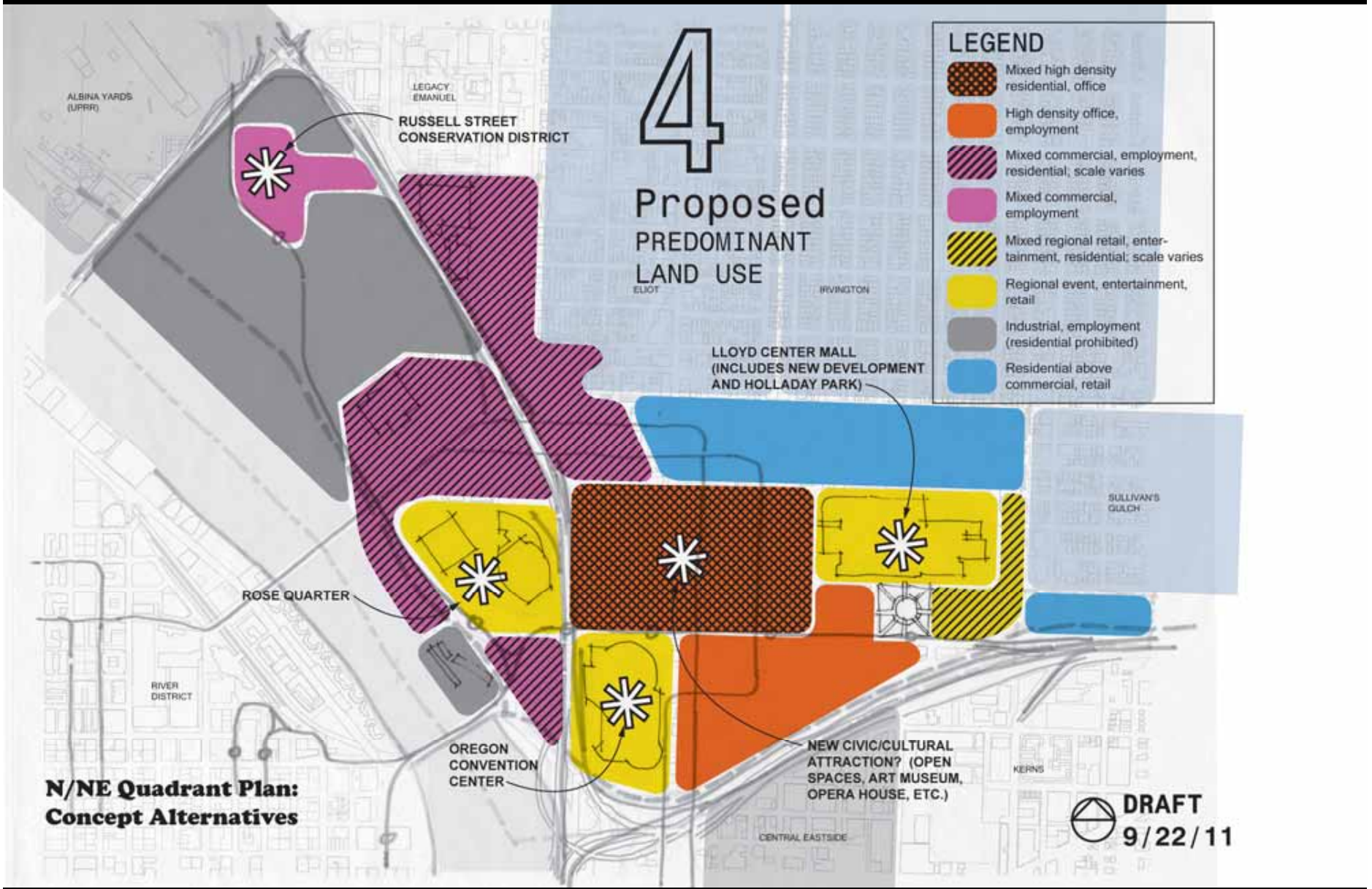
- District energy
- Water quality, tree canopy corridors
- Harvest, treat rain water, pump back to district
- Integrate systems with ecodistrict efforts

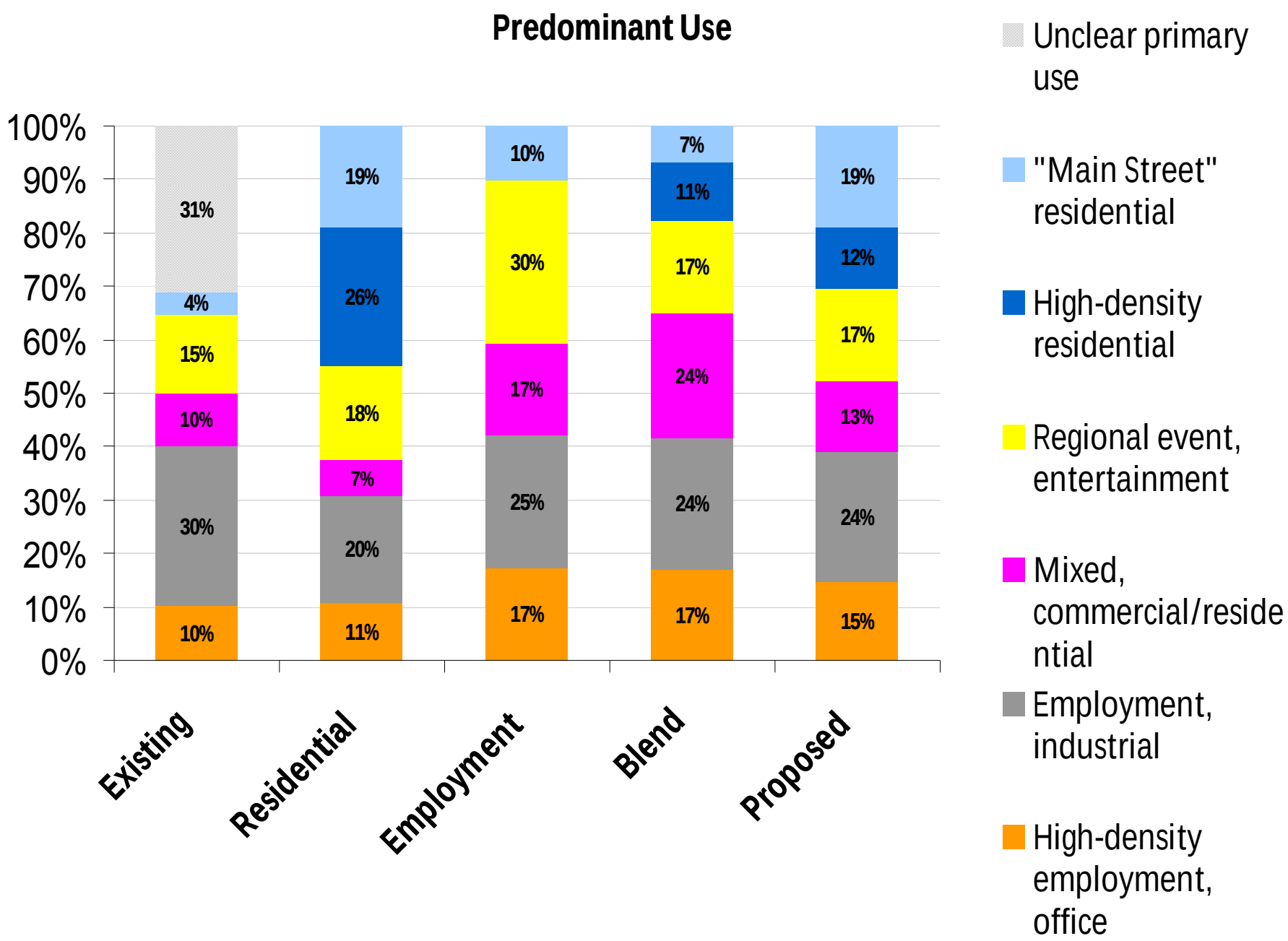






Green Systems clarifying questions?


4
Proposed
PREDOMINANT
LAND USE
LEGEND
Mixed high density residential, office
High density office, employment
Mixed commercial, employment, residential; scale varies
Mixed commercial, employment
Mixed regional retail, entertainment, residential; scale varies
Regional event, entertainment, retail
Industrial, employment (residential prohibited)
Residential above commercial, retail
RUSSELL STREET CONSERVATION DISTRICT
LLOYD CENTER MALL (INCLUDES NEW DEVELOPMENT AND HOLLADAY PARK)
ROSE QUARTER
OREGON CONVENTION CENTER
NEW CIVIC/CULTURAL ATTRACTION? (OPEN SPACES, ART MUSEUM, OPERA HOUSE, ETC.)
ALBINA YARDS (UPRR)
LEGACY EMANUEL
ELIOT
IRVINGTON
SULLIVAN'S GULCH
RIVER DISTRICT
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
9/22/11


Predominant Use
100%
90%
80%
70%
60%
50%
40%
30%
20%
10%
0%
31%
4%
15%
10%
30%
10%
19%
26%
18%
7%
20%
11%
10%
30%
17%
25%
17%
7%
11%
17%
24%
24%
17%
19%
12%
17%
13%
24%
15%
Existing
Residential
Employment
Blend
Proposed
Unclear primary use
"Main Street" residential
High-density residential
Regional event, entertainment
Mixed, commercial/residential
Employment, industrial
High-density employment, office

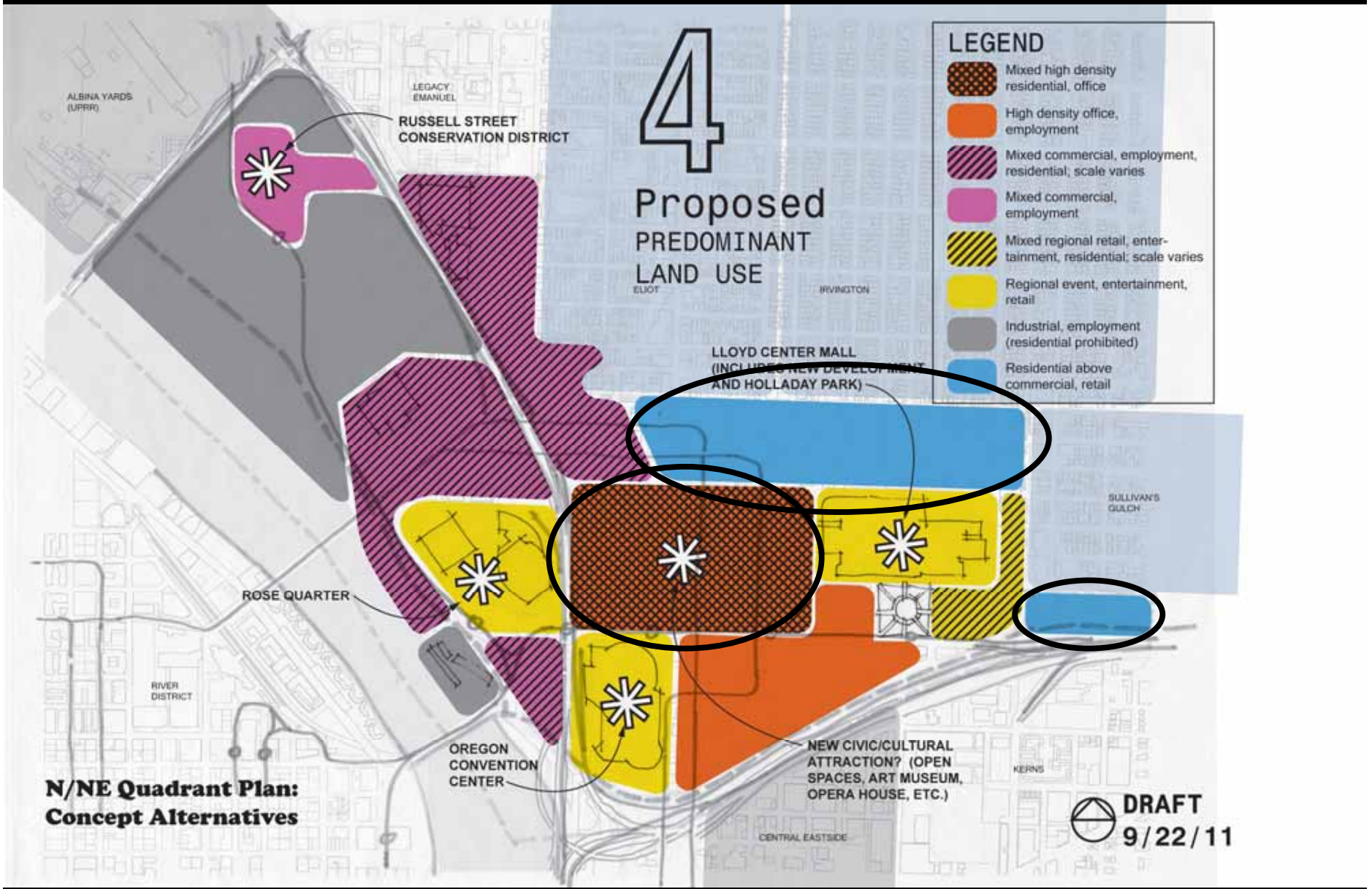
	Existing Conditions	Residential	Employment	Blend	Proposed Concept
Land Use Comparison					
Estimate Total Jobs at buildout	**21,689**	28,715	34,434	32,412	**31,316**
Estimate Total Housing Units at buildout	**1,252**	11,408	3,656	8,177	**7,007**
Estimate Total Residents at Buildout	**1,878**	19,616	5,484	12,266	**10,511**
Estimate Jobs/Housing Unit Ratio	**17:1**	2.5:1	9:1	4:1	**4.5:1**
Employment Density (jobs/acre)	**65**	86	103	97	**94**
Residential Density (units/acre)	**4**	34	11	24	**21**
% 2035 Metro Forecast Housing	**32%**	294%	94%	211%	**180%**
% 2035 Metro Forecast Jobs	**71%**	94%	113%	106%	**102%**

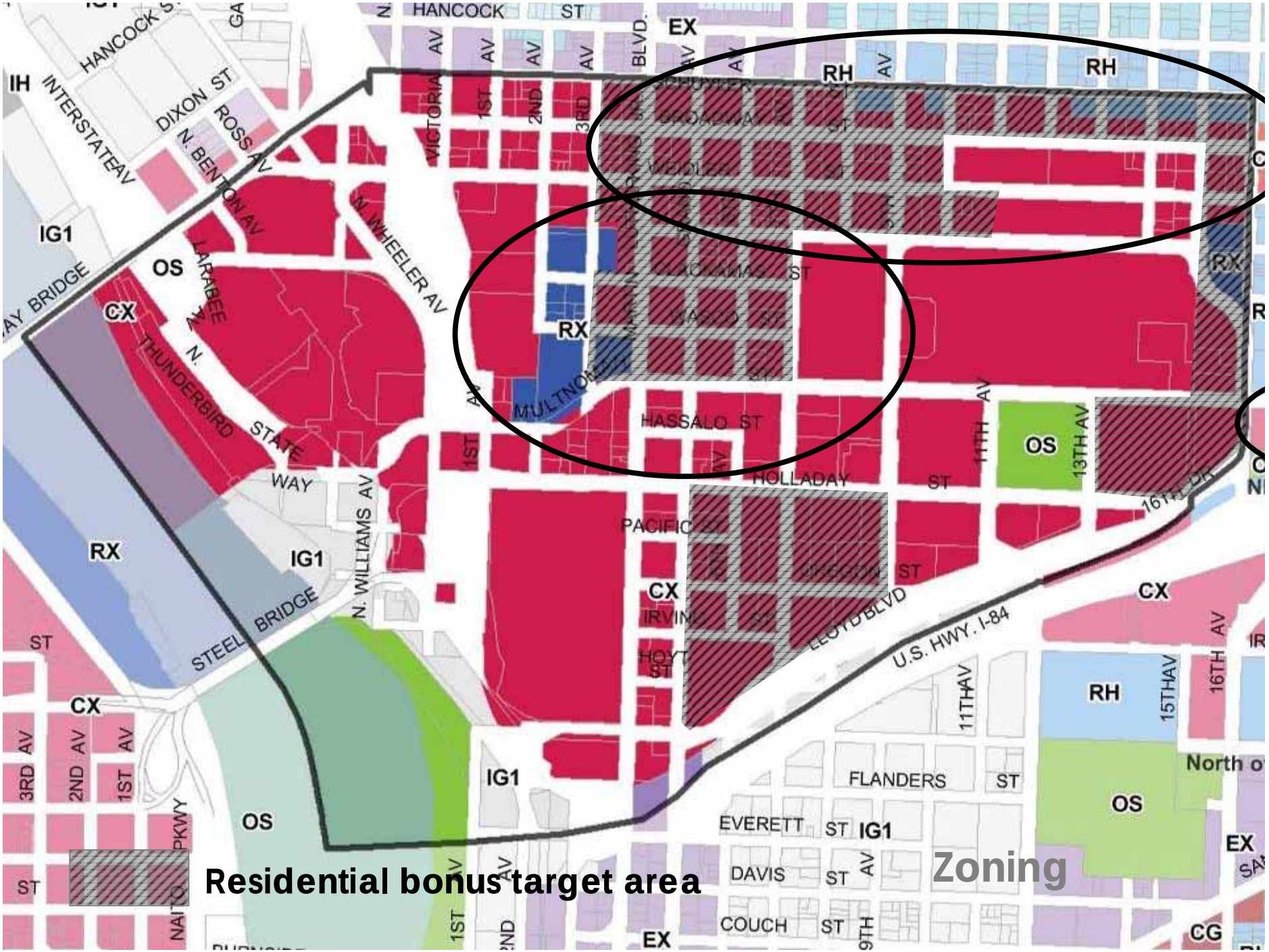
Discussion Objectives

- Looking for feedback / degree of comfort.
- Non-binding approval.
- Discussion Questions on Agenda.
- We'll come back on November 17 with revisions and ask for your approval. That will give staff the direction necessary to develop a draft plan (phase IV).

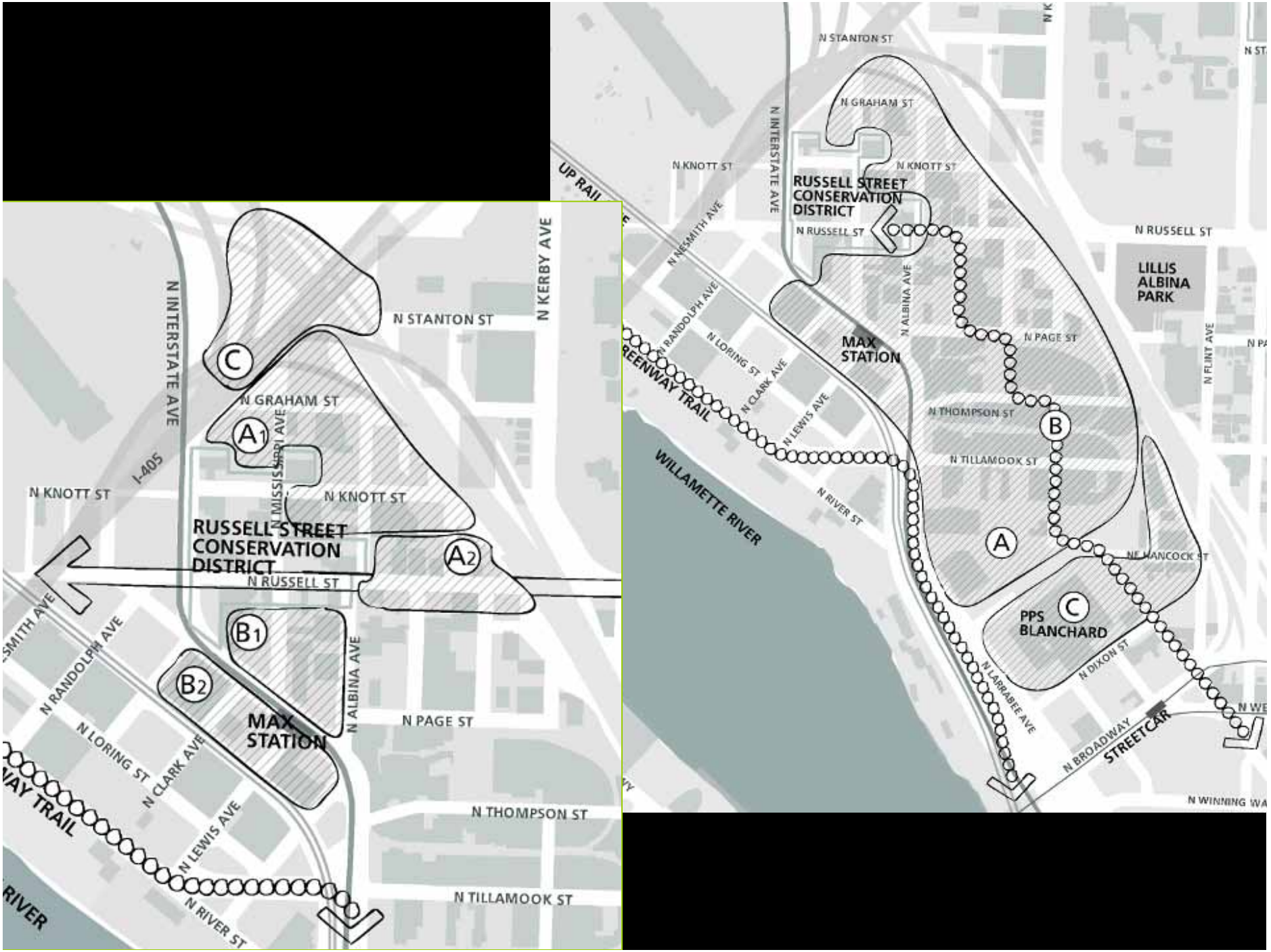
Do you agree with the proposed housing emphasis areas (Broadway/Weidler Corridor and Central Lloyd)?

Residential Focus Areas

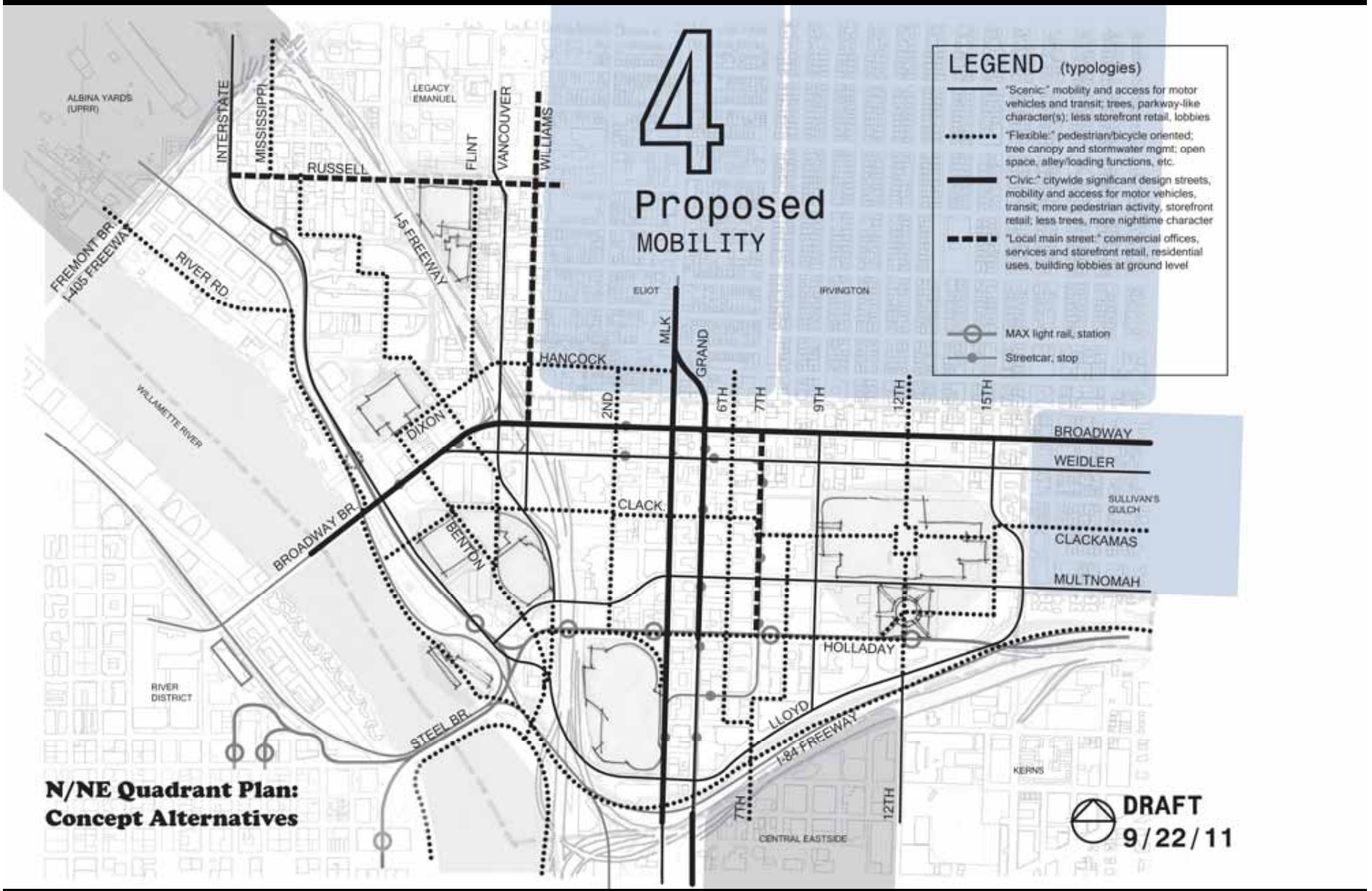



Residential bonus target area
Zoning
HANCOCK ST
DIXON ST
INTERSTATE AV
N. BENTON AV
ROSS AV
VICTORIA AV
1ST AV
2ND AV
3RD AV
BLVD.
EX
RH
IH
IG1
OS
CX
RX
LARRABEE AV
N. WHEELER AV
THUNDERBIRD
STATE
WAY
MULTNOMAH ST
HASSALO ST
HOLLADAY ST
11TH AV
13TH AV
16TH AV
PACIFIC
IRVING
HOYT ST
LLOYD BLVD
U.S. HWY. I-84
N. WILLIAMS AV
STEEL BRIDGE
FLANDERS ST
EVERETT ST
DAVIS ST
COUCH ST
15TH AV
9TH
CG

Do you agree with the approach to slightly increase flexibility on Russell Street and Lower Albina?

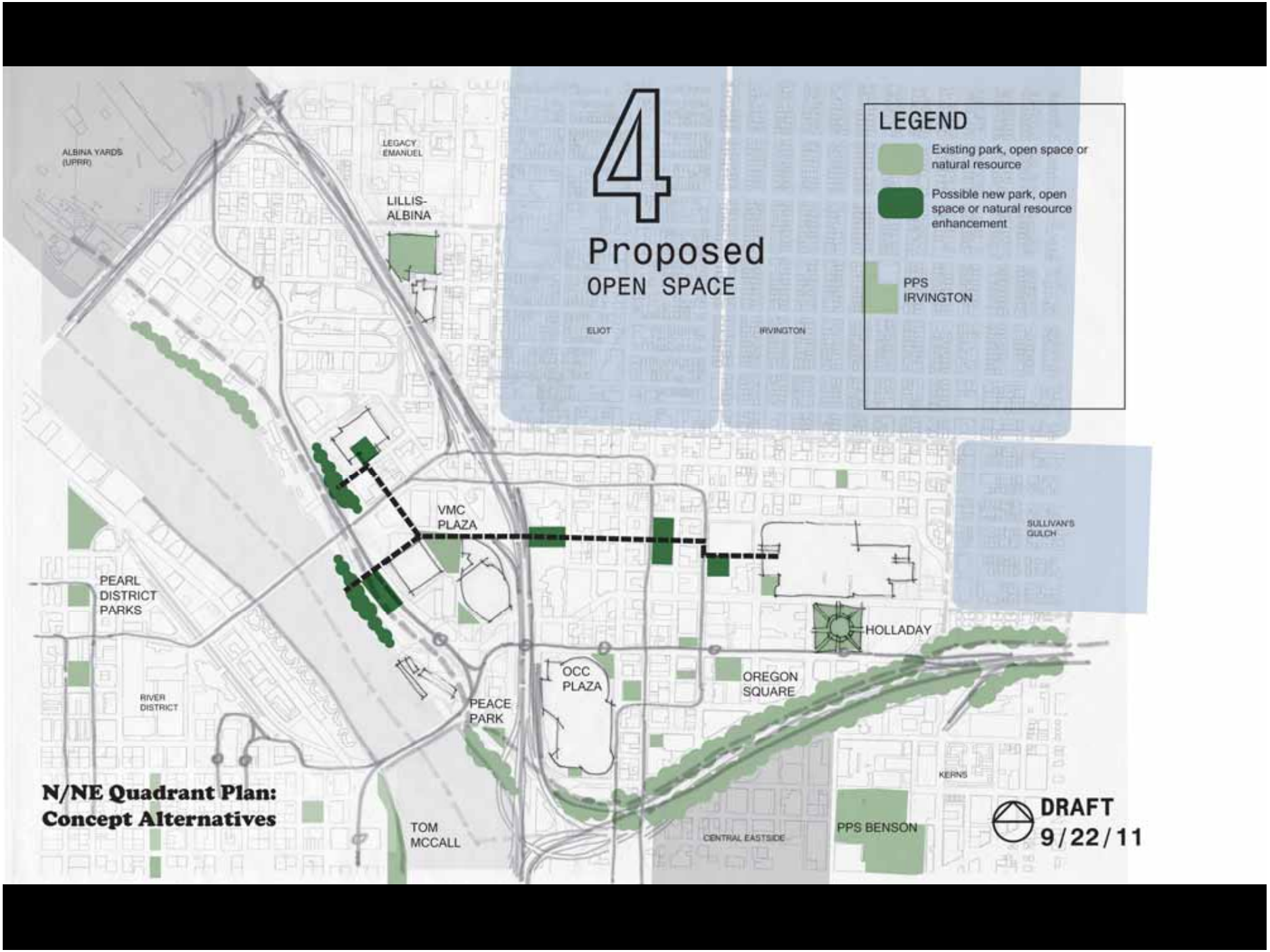

N STANTON ST
N KERBY AVE
N INTERSTATE AVE
I-405
C
N GRAHAM ST
A1
N MISSISSIPPI AVE
N KNOTT ST
RUSSELL STREET CONSERVATION DISTRICT
A2
N RUSSELL ST
B1
B2
N ALBINA AVE
MAX STATION
N PAGE ST
N RANDOLPH AVE
N LORING ST
N CLARK AVE
N LEWIS AVE
N THOMPSON ST
N TILLAMOOK ST
N RIVER ST
WILLAMETTE RIVER
N GRAHAM ST
N KNOTT ST
RUSSELL STREET CONSERVATION DISTRICT
N RUSSELL ST
LILLIS ALBINA PARK
N PAGE ST
N FLINT AVE
N THOMPSON ST
N TILLAMOOK ST
A
B
C
PPS BLANCHARD
N DIXON ST
N BROADWAY
STREETCAR

Do you agree with the overall approach to street hierarchy and typology?

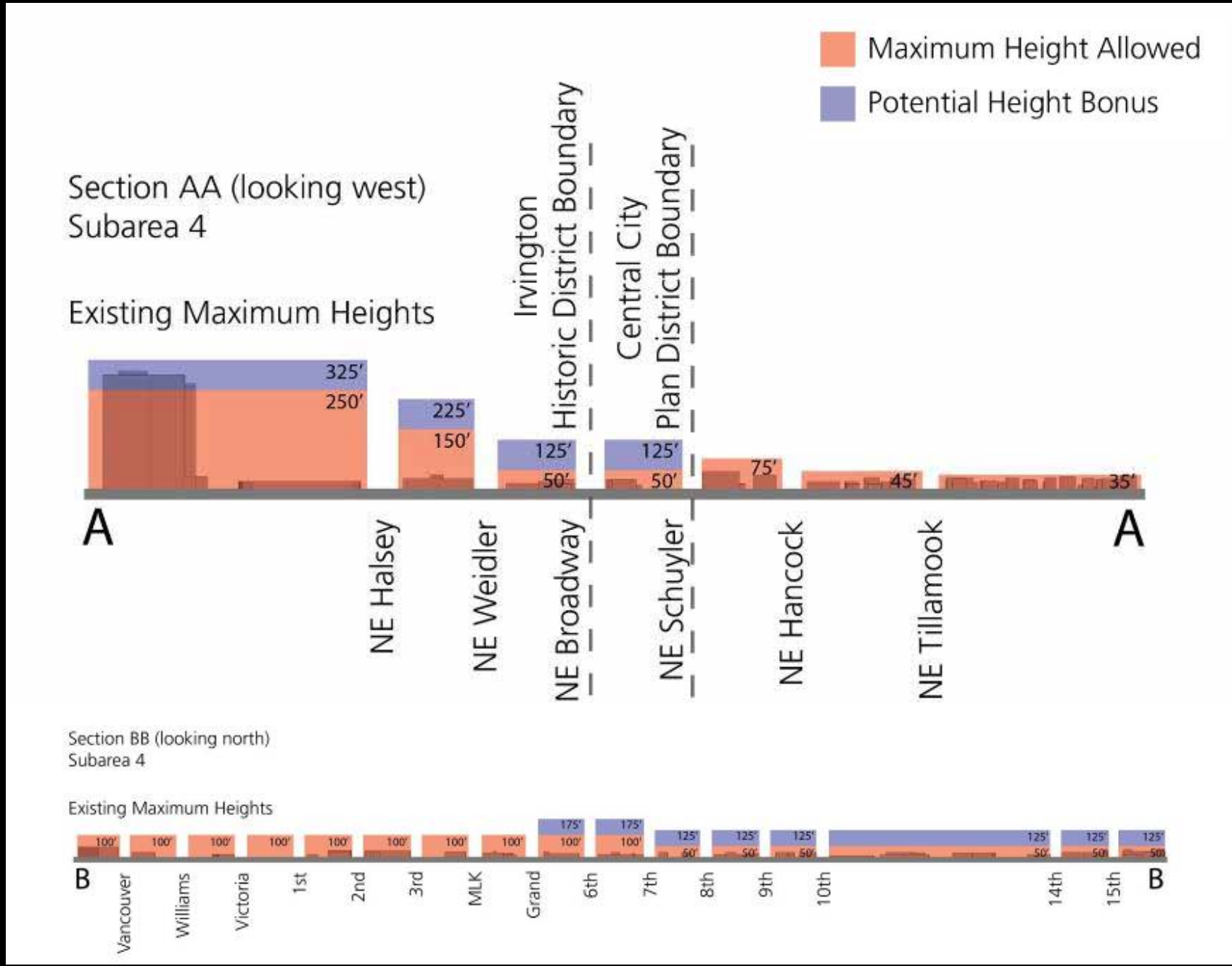

4
Proposed
MOBILITY
LEGEND (typologies)
"Scenic:" mobility and access for motor vehicles and transit; trees, parkway-like character(s); less storefront retail, lobbies
"Flexible:" pedestrian/bicycle oriented; tree canopy and stormwater mgmt; open space, alley/loading functions, etc.
"Civic:" citywide significant design streets, mobility and access for motor vehicles, transit; more pedestrian activity, storefront retail; less trees, more nighttime character
"Local main street:" commercial offices, services and storefront retail, residential uses, building lobbies at ground level
MAX light rail, station
Streetcar, stop
ALBINA YARDS (UPRR)
INTERSTATE
MISSISSIPPI
LEGACY EMANUEL
FLINT
VANCOUVER
WILLIAMS
RUSSELL
FREMONT BR.
I-405 FREEWAY
RIVER RD
I-5 FREEWAY
ELIOT
IRVINGTON
MLK
GRAND
HANCOCK
2ND
6TH
7TH
9TH
12TH
15TH
BROADWAY
WEIDLER
WILLAMETTE RIVER
DIXON
BROADWAY BR.
BENTON
CLACK.
SULLIVAN'S GULCH
CLACKAMAS
MULTNOMAH
HOLLADAY
RIVER DISTRICT
STEEL BR.
LLOYD
I-84 FREEWAY
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
9/22/11

What are the most appropriate designations for NE 7th and NE Multnomah?

Do you agree with the proposed string of new well-connected parks along NE Clackamas to support new high-density residential development?


4
Proposed
OPEN SPACE
LEGEND
Existing park, open space or natural resource
Possible new park, open space or natural resource enhancement
PPS IRVINGTON
ALBINA YARDS (UPRR)
LEGACY EMANUEL
LILLIS-ALBINA
ELIOT
IRVINGTON
VMC PLAZA
SULLIVAN'S GULCH
PEARL DISTRICT PARKS
HOLLADAY
OCC PLAZA
OREGON SQUARE
RIVER DISTRICT
PEACE PARK
KERNS
TOM MCCALL
CENTRAL EASTSIDE
PPS BENSON
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
9/22/11

The proposed concept suggests the predominant building form along NE Broadway between Grand and NE 16th should be in the 2-6 story range. Staff is considering recommending that maximum potential building height on the north side of Broadway be limited to 6 stories. Do you agree?


Maximum Height Allowed
Potential Height Bonus
Section AA (looking west)
Subarea 4
Existing Maximum Heights
Irvington Historic District Boundary
Central City Plan District Boundary
325′
250′
225′
150′
125′
50′
125′
50′
75′
45′
35′
A
A
NE Halsey
NE Weidler
NE Broadway
NE Schuyler
NE Hancock
NE Tillamook
Section BB (looking north)
Subarea 4
Existing Maximum Heights
100′
175′
125′
50′
B
B
Vancouver
Williams
Victoria
1st
2nd
3rd
MLK
Grand
6th
7th
8th
9th
10th
14th
15th

The proposed concept recommends rezoning the PPS Blanchard site to allow future mixed-use redevelopment. Do you agree with this proposal?



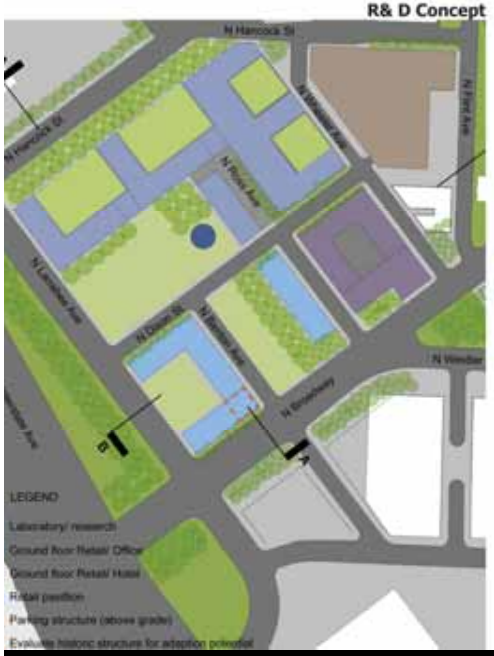
R& D Concept



Big Box/ Mixed Use Concept



Entertainment Concept







The green systems map and street hierarchy layers imply that heavy tree canopy should be focused on certain streets and corridors while other streets could have fewer trees. Do you agree with this approach?


4
Proposed
GREEN SYSTEMS
LEGEND
Water quality, tree canopy corridors
Lloyd Green ecodistrict boundary
District energy area
Harvest rain water, pump to district
District energy spine
ALBINA YARDS (UPRR)
LEGACY EMANUEL
ELIOT
IRVINGTON
"STRAND"
VANCOUVER
WILLIAMS
BROADWAY
6TH
15TH
CLACKAMAS
MULTNOMAH
HOLLADAY
LLOYD
SULLIVAN'S GULCH
RIVER DISTRICT
KERNS
CENTRAL EASTSIDE
N/NE Quadrant Plan:
Concept Alternatives
DRAFT
9/22/11

Other Issues?



N/NE Quadrant and I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #8 (July 28, 2011)

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N/NE Quadrant and I-5 Broadway/Weidler Plans

JULY 28, 2011 SAC MEETING # 8 AGENDA

CALAROGA TERRACE, 1400 NE SECOND AVENUE, PORTLAND, OR 97232

TIME	MIN	ITEM	LEAD(S)
5:00	30	**Informal Discussion and Meal**	All
5:30	30	**Standing Items** A) Welcome B) Meeting Purpose/Agenda Review C) Approval of Minutes D) Public Involvement, Open House, and Subcommittee Update E) Member Comments Summary and Staff Response (Handout)	Imperati Beckman
6:00	30	**Process Update** **LU/UD/LT Quadrant-wide Concepts Recap** **Land Use, Urban Design, Transportation, and Freeway Crosswalk** A) Review of Updated Process Overview Chart B) Brief Recap of Quadrant-wide Concepts C) Review of Crosswalk Memo D) Q and A/Discussion * ***Action #1*** *Do you approve the Phase II LU/UD/LT process and staff recommendations on the Quadrant-wide concepts to go forward into Phase III?*	Iwata, Lisle
TBA	5/5/5	**Public Comment (*Before Action Items)**	Imperati
6:30	40	**I-5 Interchange Concepts Screening – Part 1** A) Presentation of Analysis (Process, Screening Factors, Options, and Staff Recommendations) B) Q and A/Discussion	Cullerton, Juhasz
7:10	10	**Break**	
7:20	35	**I-5 Interchange Concepts Screening – Part 2** A) Presentation continued B) Q and A/Discussion continued * ***Action #2****: Do you approve the Phase II Interchange screening factors/process, and staff recommendations on the Interchange concepts to go forward into Phase III?*	Cullerton, Juhasz
7:55	30	**Phase III Evaluation Criteria** A) Presentation B) Q and A/Discussion * ***Action #3****: Do you approve the Phase III Evaluation Criteria?*	Iwata, Eberle
8:25 8:30	5	**Next Steps, Meeting Evaluation and Adjourn** A) SAC Meetings: #9 9/29, #10 10/29, and #11 12/8 B) Subcommittee Meetings: LU: 9/14, T: 10/12, and Joint LU/T: 11/16 **Adjourn**	Imperati



N/NE Quadrant and I-5 Broadway/Weidler Plans

June 16, 2011 Stakeholder Advisory Committee Meeting #7 DRAFT Notes

Voting Members

Representative	Interest	Organization	Present
Matt Arnold	Trans: Bicycle	Bicycle Advisory Committee	**N**
Wynn Avocette	At-large		**N**
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	**Y**
Brittain Brewer	Neighborhood Assoc.	Sullivan's Gulch NA	**Y**
Carolyn Briggs	Trans: Pedestrian	Pedestrian Advisory Committee	**N**
Daniel Deutsch	Small Developer	Alora Development	**N**
Malina Downey	Trans: Freight	UPS	**N**
Gary Eichman	Trans: Freight	Portland Freight Committee	**N**
Dean Gisvold	Neighborhood Assoc.	Irvington NA	**Y**
Cynthia Carmina Gomez	Environmental Justice / Economic Equity	Latino Network	**N**
Heidi Guenin	Community Health	Upstream Public Health	**N**
Damien Hall	At-large		**N**
Sean Hubert	Affordable Housing	Central City Concern	**N**
J. Isaac	Prop/Bus/Dev: Rose Quarter	Trail Blazers/Portland Arena MGT.	**N**
Wayne Kingsley	Business Org: Adjacent	Central Eastside Industrial Council	**Y**
Wade Lange	Prop/Bus/Dev: Lloyd District	Ashforth-Pacific	**N**
Lloyd Lindley	Urban Design	AIA Portland / ASLA Portland	**Y**
Eric Lovell	Business Org: Lower Albina	Uroboros Glass Studio	**Y**
Jenny Lyman	Transit Rider		**N**
Gary Marschke	BSN Org: NNE BSN Assoc	NNE Business Association	**Y**
Brock A. Nelson	Trans: Rail	Union Pacific Railroad	**Y**
Midge Purcell	Community / Civic Org	Urban League	**N**
Paul Riggs	Labor Organization	Building Trades/Columbia Pacific	**Y**
Owen Ronchelli	Trans: Local TMA	Lloyd TMA	**N**
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	**Y**
William Ruff	High-Density Residential	Multiple property owners/developers	**N**
Bob Russell	Trans: Trucking	OR Trucking Association/OR Freight Advisory Committee	**N**
Bob Sallinger	Environment	Audubon Society	**N**
Gary Warren	Neighborhood Assoc.	Lloyd District Community Assoc.	**Y**
Mike Warwick	Neighborhood Assoc.	Elliot NA	**Y**

Alternate Members

Ed Abrahamson	Neighborhood Association	Irvington Community Association Land Use Committee	**Y**
Mike Bernatz	Prop/Bus/Dev: Lloyd District	Ashforth Pacific	**N**
Debra Dunn	Trans: Trucking	Oregon Trucking Associations	**N**
Carol Gossett	Neighborhood Association	Sullivan's Gulch Neighborhood	**Y**
Dennis Henderson	Major Retailer	Lloyd Center	**N**
Erin L Kelley	Trans: Pedestrian	Portland Pedestrian Advisory Committee	**N**
Andrea Marquez-Horna	Environmental Justice / Economic Equity	Latino Network	**N**
Kelly Rodgers	Environment	Coalition for a Livable Future	**N**
Laurie Simpson	Neighborhood Assoc.	Elliot NA	**Y**
Martin Soloway	Affordable Housing	Central City Concern	**N**
Joice Taylor	Bsn Org: NNE BSN ASSOC	N/NE Business Assoc. President	**N**
Tracy Whalen	Trans: Freight	ESCO Corporation	**Y**
Justin Zeulner	Prop/Bus/Dev: Rose Quarter	Portland Arena Management	**Y**

Non-Voting Members

Jeff Blosser	OCC	OCC	**N**
Lew Bowers/Peter Englander	PDC	PDC	**Y**
Chris Deffebach	Metro	Metro	**N**
Sara King	PDC	PDC	**N**
Susie Lahsene	Port	Port	**N**
Alan Lehto	TriMet	TriMet	**N**
Paul Smith	PBOT	PBOT	**Y**
Jessica Tump	TriMet	TriMet	**N**
John Williams	Metro	Metro	**N**
Rian Windsheimer	ODOT	ODOT	**N**
Joe Zehnder	BPS	BPS	**Y**

Project Team/Staff

Stephanie Beckman	Staff	BPS	**Y**
John Cullerton	Consultant	URS	**Y**
Fred Eberle	Staff	ODOT	**N**
Melissa Egan	Assistant Facilitator	Institute for Conflict Management	**Y**
John Gillam	PBOT	PBOT	**N**
Diane Hale	Staff	BPS	**Y**
Sam Imperati	Facilitator	Institute for Conflict Management	**Y**
Steve Iwata	Staff	BPS	**Y**
Andy Johnson	Staff	ODOT	**Y**
Roberta Jortner	Staff	BPS	**Y**
Todd Juhasz	Staff	ODOT	**Y**
Mauricio Leclerc	Staff	PBOT	**Y**
Karl Lisle	Staff	BPS	**Y**
Mark Raggett	Staff	PBS	**Y**
Nicholas Starin	Staff	BPS	**N**
Ellen Vanderslice	Staff	PBOT	**Y**
Tim Wilson	Staff	ODOT	**Y**

Members of the Public: Beth German, LeftBank; Murray Koodish, NE Broadway Business Association; Art Lewellan, LOTI; Barbara Oberto, Jonna Papaefthimiou, Mayor's Office; Brad Perkins, ICA; Betsy Reese, Paramount Apartments; Rich Reese, Paramount Apartments, Allan Rudwick, Eliot LUC; David Zagel, URS.

INFORMAL DISCUSSION AND MEAL

WELCOME, MEETING PURPOSE, APPROVAL OF MINUTES, AND STANDING BUSINESS – SAM IMPERATI

Sam Imperati welcomed the group and reviewed the agenda.

NEW MEMBER INTRODUCTIONS

Paul Riggs is with Columbia Pacific Building Trades.

Brittain Brewer is here tonight representing Sullivan's Gulch Land Use Planning Committee.

Peter Englander is the new Urban Renewal Manager of Downtown Waterfront and has been with the Portland Development Commission for 10 years.

Joe Zehnder is the Chief Planner with the Bureau of Planning and Sustainability.

Paul Smith is the Transportation Planning Division Manager at the Portland Bureau of Transportation.

Question: are we paying for the dinners we enjoy before each meeting?

Answer: We all should thank and give a round of applause to Gary Warren and the Calaroga Terrace. They generously donate the space and meals for each SAC meeting.

Thank you for your generosity and hospitality, Gary Warren and Calaroga Terrace!
(Applause!)

APPROVAL OF MEETING MINUTES

The May 26, 2011 Meeting Minutes were approved, as written.

Sam called the SAC's attention to copies of communications received by members of the project team:

- May 6, 2011 email from Betsy Reese to Stephanie Beckman regarding the Paramount Apartments

Dean Gisvold: what is the status of the apartment building? Thought it has been clarified that ODOT will not be touching the property.

Andy Johnson: the building has historical significance; the approach is to try to avoid it at all cost.

Dean Gisvold: feels that it is an equivocal answer. He requests that Betsy Reece be notified, as she may not come to all the meetings.

Sam Imperati, to Stephanie Beckman: is she on the distribution list?

Stephanie Beckman: yes.

Additional communications:

- Email from Mike Warwick of the Eliot Neighborhood Association Land Use and Transportation Committee to Sam Imperati with comments on Meeting 6 and the process in general. Mike will bring up his topics at the appropriate point later in the agenda.

Tracy Whalen: noted more communications in the meeting packet, attached to the Betsy Reese email.

Sam Imperati: Good catch, Tracy! Those additional communications are:

- Peter Finley Fry, 4/4/11 email
- Left Bank Project/Daniel Deutsch, 5/19/11 email
- Jim Howell edits to final approved Goals and Scope documents

SCHEDULING ANNOUNCEMENTS

Sam reviewed the upcoming calendar of events for this process. (Document posted on the website.)

A) Open House, July 29, 4:30 – 6:30, Metro Council Chambers

B) Mid-July Sub-committee, July 13, 2011, 5 to 7:30, ODOT

C) SAC Meeting # 8: July 28, 2011, 5 to 8:30, Calaroga Terrace

Open House

The SAC was referred to the brochure about the open house in the meeting packet. There are plenty available if anyone needs more for stakeholder groups. They can also be printed from the website.

UPDATE ON OTHER PORTLAND PLANNING PROCESSES

Lloyd District Bikeways Plan Update – Ellen Vanderslice, PBOT

Ellen Vanderslice of PBOT joined us to provide a brief overview of the bicycle planning efforts, which may intersect with the N/NEQ B-W I-5 Plans. She said it is more than just the Lloyd District, there are several Bikeway Development Projects that the City is doing. All of these are part of implementing the Portland Bicycle Plan for 2030. The next phase is low-stress bikeways, also known as Neighborhood Greenways. These are routes where bicyclists feel safe because many of the identified issues have been addressed and surface and infrastructure improvements have been made. Some features of greenways:

- Help more kids bike to school safely.
- Near-term implementation
- Mainly "operations" improvements, rather than civil construction
- Possible placeholders for future capital projects

Ellen continued, highlighting pertinent projects:

- North Williams Avenue Traffic Safety Operations Projects – this project involves a Stakeholder Advisory Committee, stakeholder interviews and engagement, public open houses
- Lloyd Bikeway Development Projects: Three projects in the Lloyd District are all advised by same advisory committee
    - N Vancouver – NE Weidler – addressing many safety and circulation concerns
    - NE Holliday Project – looking to do a 2-way bike facility on Holliday; would require removing parking – no consensus on that aspect
    - NE 12th Avenue overcrossing – working on options, no final plan or recommendation from advisory committee yet

Ellen talked about options, features, and possible solutions for these projects, some of which overlaps with what the N/NEQ SAC is addressing. She showed maps depicting several different options and concept plans. If anyone has questions, please contact her: Ellen.vanderslice@portlandoregon.gov.

Sam Imperati: where are you timing-wise?

Ellen Vanderslice: on N Vancouver – NE Weidler, they hope to paint and change striping this summer. The other two projects are not there yet. Due to rain, any projects have to be painted by October. If the projects decide to do something larger in scope, it would need to be designed, which is a longer

process and would likely require additional funding. The projects she has discussed tonight are generally near-term projects.

Wayne Kingsley: question regarding projections in traffic growth. There will likely be more demand for traffic of all modes. Are you factoring it in to these planning processes?

Ellen Vanderslice: yes.

Eric Lovell: there are discussions about a possible new I-84 crossing on 7th or 9th. Do you have a preference?

Ellen Vanderslice: we have not weighed in on it, but are going to write a letter of support. It has not been hammered out yet, but she thinks an increase in bicycle traffic would necessitate a new structure.

Pauline Bradford: comment regarding the increase in use of electric bikes; she wonders if you are taking that into consideration. Also, gas prices are high, but people are still driving. As the economy improves, people will continue to drive in increasing numbers. She hopes you are planning for more car traffic on those streets, along with bikes.

Ellen Vanderslice: one of the ways the Bicycle plan for 2030 attempts to address increased traffic is to encourage trips on bikes that are appropriate for bikes. The plan aims to get 25% of all trips on bikes. Bicycling is a pillar of our transportation system.

Pauline Bradford: bikes need to have licenses and insurance.

Portland Plan, Central City 2035, and Rose Quarter Updates – Steve Iwata, BPS

Steve Iwata provided a brief update on the Portland Plan schedule, referring the SAC to the process diagram in the meeting packet. Over the spring, they have been developing strategies. By mid-summer, they will have a draft of the strategic plan for public review. There will be a public hearing before the Planning and Sustainability Commission in the fall. If all goes well, it will be adopted by City Council during the winter.

The Central City 2035 is in progress and NNEQ is a component of the overall plan. They are finishing a series of symposiums; tomorrow is last symposium and the topic is Historic Resources. Steve reviewed the timeline, noting that CC2035 will likely go to the Planning Commission in late winter and then to Council.

On the Rose Quarter District Plan, BPS is working closely with PDC. The Rose Quarter District Plan will have a table at the N/NE Quadrant open house at end of month where PDC will provide more detailed information on their redevelopment work of the Rose Quarter, including the Coliseum.

Central Reach Natural Resources Inventory – Roberta Jorntner, BPS

Roberta Jortner from BPS joined the SAC to announce that the Central Reach Natural Resources Inventory draft is available for public review and comment. This document is the first stage of the inventory that will be completed as part of the Central City 2035 plan. This stage includes resources associated with the central reach of the Willamette River and resources in the N/NE Quadrant. It includes maps and narratives and explains the relative quality based on specific habitat and watershed functions they provide. It can be used to evaluate policies and concepts, helping decision-makers maximize opportunities to enhance natural resources while meeting other important goals for the Central City. The NRI is information only and does not dictate if or how regulations should be updated.

It is available on the website and will remain a draft until it is adopted. They would love to hear comments in the next couple of months.
NRI Link: http://www.portlandonline.com/bps/index.cfm?c=52841&a=353279

LOCAL/LU/UD/TRANS DISCUSSION CONTINUED FROM 5/26/11

Karl Lisle began his presentation, noting he wants to use the bulk of the time for discussion, and so he will provide a brief review of the emerging concepts. He called attention to the Subarea Choices Summary in the meeting packet. Mark Raggett, of BPS, and Mauricio Leclerc, of PBOT, both did a lot of work on this as well. All of this material will be featured at the Open House, and we will bring back the feedback to the SAC in July. We will be asking you to make a decision in September – October. At that time you will have the assistance of a lot of outreach to help inform your decision-making. They wanted to introduce this material early, help you keep in mind several of these land use issues.

Karl reviewed the basic framework of the concepts, the categories of which are: Existing Conditions, Residential Focus, Employment Focus, and a Blend. For each of those concept categories, they developed land use, mobility, open space, and green system layers. Bringing all of these together is what forms a complete concept. Karl noted that many decisions are smaller LU/Planning questions, but are related to larger concepts. For example, in Subarea 1a – Historic Russell Street, before we can make a decision, we need to determine what is the role of housing, if any. Those are the kinds of questions they are interested in hearing about from the SAC and at the open houses and other outreach.

Karl said he would like to start with clarifying questions about broad concepts or things that might be missing.

- Are there questions about the broad concepts? Or elements within them?

- Are there questions about the subarea choices? Or elements within them?

Justin Zeulner: did you look at a "Blend-Blend?" By which he means a blend of all elements – residential, employment, land use, mobility, open spaces, green systems – basically making an effort to maximize them all?

Karl Lisle: we looked at all of these elements individually, and he thinks we are heading in a "Blend-Blend" direction. They are still piecing together all the options. The LU side is hoping to progress in a consensus way, hoping for minimal conflict by talking with community groups. If there is conflict, we'll turn it over to Sam. We are moving into the Blend-Blend or in the direction of developing a 4th concept.

Dean Gisvold: missed the May meeting. You may have discussed what you mean by "blend," and now someone has mentioned "blend-blend" – he is confused.

Karl Lisle: in the existing conditions layer, one thing you notice is that the middle is not really filled in. If you were assigning clear future directions, some areas are easier. The middle of this quadrant could go in a lot of directions. As we go through the presentation, I will be explaining the thinking behind looking at a residential focus or an employment focus, and what a mix in an area would mean.

Dean Gisvold: question regarding a 6 – 20 + story designation on the map. What does that mean?

Karl Lisle: it is an urban design and building type question. How high you go depends upon the zoning in the area.

Tracy Whalen: how tall is the Lloyd building? How many stories?

Karl Lisle: the height of a building story is different for office and residential. They are approximately 250-300 feet or 18-20 stores. He showed examples of other building types down at South Waterfront, which are 30+ stories.

Mark Raggett: a residential kind of focus would be, for the sake or discussion and exploration, high rises and higher density.

Wayne Kingsley: where are we going? What are the criteria? How are we making decisions? It is fun talking about concepts, but are we trying to pack more people in? Create jobs?

Joe Zehnder: all of that.

Wayne Kingsley: that is typical of what you hear from the City. But, you cannot do all of those and get the benefits.

Steve Iwata: explained the approach again, noting the land use, mobility, open space, and green system layers. Later in the agenda, we will be talking about evaluation criteria. The project team will be refining concepts through the summer and doing public outreach.

Wayne Kingsley: not answering my question, but ok.

Sam Imperati: to Wayne, are you asking for more information on how, who, and when?

Wayne Kingsley: they have got to have some objectives in their minds. For example, we need so many residential units, so many jobs, and so many bicycle paths. If we had those criteria, some of these things will fall in place. He does not understand how we will get to the decision-making.

Karl Lisle: we do have goals. We have looked at Metro forecasts. The numbers are small compared to the capacity in this particular area. They are trying to be more deliberate about what kind of place we are trying to build. It is not choosing one over the other. There's a lot of potential here.

Lloyd Lindley: the Metro targets are 3,000 housing units and 20,000 jobs. Those will be processed through what we are doing here. We have criteria, we have a vision statement. Thinks these are four good scenarios to work with and he thinks we are on the right track. It will take more time to get there. In addition, on the blend, how is it different from a CXd zone? Is it a visionary arrangement? A toolkit to change CXd? New zoning?

Karl Lisle: base zoning does not really tell you a lot about what is going on there. They are looking at the Pearl for how to blend many things. It is an EX zone. You could do exactly the same thing in the CX zone. The present zoning would allow you to do basically any of these things, too.

Lloyd Lindley: noticed in Lower Albina, you added Area C, which he thinks is really cool, making a connection to Mississippi Avenue. There is a lot of discussion about Williams-Vancouver and MLK, but also likes thinking about Mississippi, and what happens with the surface system for connection up to that area. Conscious of scope creep, but interested in good connectivity and flow. As Justin has talked about previously, how do we get from Russell to the Rose Quarter, etc.

Joe Zehnder: forecasts are targets. We use them for planning purposes. The Metro forecasts are valuable for planning. They are better for larger areas. The Central City itself can easily take the flux of shifting the numbers around. They will be taking all the quadrant plans and coordinating them. This N/NEQ SAC is out of the gate first.

Gary Warren: need for priority of residential uses in Lloyd District. It is a good compliment for entertainment uses. This is a ghost town on non-event nights and more residential will help with that. He is concerned about what he is seeing, the one residential area being proposed for office. He is concerned about that.

Mike Warwick: on the Lower Albina area, during the controversy about tearing down the Coliseum. Mayor Adams put on the Water Bureau site – why is that property not in there?

Karl Lisle: it could come back. However, it is very different from the Blanchard site – those owners want to sell. The Water Bureau site owners currently do not want to sell, but that could change.

Joe Zehnder: compelling reasons for that, need to talk it through. Goes back to commitment of land that can be in-city industrial, and we support that – like the Central Eastside. This has that kind of development potential.

Mike Warwick: planning process comment – this activity gives us the chance to say we planned, did it work? This is an opportunity for us to look at the last twenty years of existing zoning and do we want to preserve it or do something different?

Justin Zeulner: as we roll out to a public open house, it would be good to have existing zoning and a legend on each map. Regarding the future of the quadrant, perhaps we could suggest what we want to see. If we would like to see 6,000 units of housing, for example. He agrees that it is good to know the context/forecast, but also to not let that be limiting. For example, the school district did not want to sell, then changed their mind. Hopefully, things can change with the Water Bureau site, as well.

Tracy Whelan: this is not the Pearl or the South Waterfront. It is an area designed to accommodate trips in and out. It is a corridor district. As you add more residents, there will be a bigger push to get rid of traffic at any cost. Mixed use is fine, but not to the extent we are showing.

Brock Nelson: it is important to frame expectations. There are some greenway trails on these maps, but by virtue of having it on a map does not necessarily change a landowner's position about building a

greenway. When he sees a line on a map that will be going out to a public forum, he has concerns about this being a potential miscommunication.

Paul Smith: they are working with Mayor Adams, the neighborhoods, and have initiated a Sullivan's Gulch Advisory Committee. It is primarily a technical evaluation about where a trail might be sited. He has managed a lot of trail-rail projects and notes that this is a Class I railroad. There are not many trails next to Class I. Also, there is no city ROW, so they will have to deal with that aspect, as well. CH2MHill have provided them with lidar imagery, 3-dimensional terrain data, to help them with the evaluation and siting. The concept of a trail has been discussed for 5 years, but we have not determined the exact location. There are no guarantees that it will be constructed.

Wayne Kingsley: one of the equity objectives is to have jobs available for different range of incomes and abilities of folks who live in the area. Not sure we will achieve that, as new housing is so expensive. This is an objective we need to maintain here.

Dean Gisvold: commented that this is the first document he has received on this material that he could read. Appreciates that. He could not even read it on the web page. Just some feedback for the project team to consider as you create materials.

Britt Brewer: recommends that folks go to www.prezi.com and type in Karl's name, you can read them in exhaustive detail. It is great. Regarding discussion question #3, are there groups we suggest you meet with? Yes, Sullivan's Gulch will be interested in hearing more. Wonders how to go about making arrangements.

Karl Lisle: bulk of outreach will be done by September and just get in touch with him, or any member of the project team, to arrange a presentation.

Britt Brewer: on Subarea 6 – property east of Holliday Park. Mr. Lange is not here tonight, his understanding is that the property has been sold.

Eric Lovell: Lower Albina, Russell Street; from his read of the concepts, it seems to be focused on residential. Increasing residential in either of those areas is something the property owners are almost universally against. Can this be re-considered before it goes out to the public?

Karl Lisle: are you wondering why we are proposing residential in that area?

Eric Lovell: yes, and believes that an industrial/commercial combination, not residential, is the right approach.

Karl Lisle: in the conservation district, there's some residential and residential is allowed. However, outside of the conservation district, there is conflicting policy on the books. The existing industrial zoning prohibits housing, while at the same time there are incentives to provide housing. The plan should address that issue. The SAC and public will be asked to weigh on where residential is appropriate.

Justin Zeulner: would be interesting to check in with non-partisan developers.

Karl Lisle: we have been talking about setting up a developer forum, after things gel a bit. There is still too much to digest. They would like to do the forum in the fall, as it would be a good reality check.

Mike Warwick: following on Eric's comments, just wants folks to know we have been approached by a number of different folks who *do* support residential in that area.

Gary Warren: he is now totally confused when he looks at the Broadway-Weidler commercial corridor; he sees a lot of residential. Thinks we should have a conversation about whether and where we even want it. We have to have that discussion.

BREAK

STATUS OF TRANSPORTATION CONCEPTS - UPDATE

Sam introduced the next topic, queuing up the following question for the SAC to focus their thoughts and comments:

> *SAC Action #2:* Do you agree that the 13 Potential Concepts Recommended by staff adequately represent the range of concepts to be developed, analyzed, and evaluated per Step 2 of the I-5 Broadway/Weidler Interchange Area Screening process?

John Cullerton, with URS, is a consultant to ODOT and the City. He presented a PowerPoint titled, "SAC Meeting #7 June 16, 2011 Concept Development Process." At last month's meeting, the SAC discussed categories and agreed on the elements for no further study, with the caveat that any can be brought back if a concept would require it. Today, he will review the features of the 13 concepts being proposed to develop and analyze further.

Slide 3: Process for moving forward with transportation improvement concepts (endorsed at 5/26 SAC meeting)

- 5 categories of concepts to develop – Table 1 (Recommend adding TSM/TDM/Operations Management)
- A range of potential elements to examine – Table 2
- Elements for no further study at this time – Table 3

Slide 4: Table 1 – Concepts for Further Study Five Categories

1. No Build

2. Mainline Operational Improvements

Ramp modifications (No loop ramps)
Ramp braids
New overcrossings

3. Rebuild Bridges

Ramps remain as is

Ramp modifications (No loop ramps)
Ramp braids
New overcrossings
Auxiliary lane extension

4. Enhance the B/W Interchange

4a. Split diamond
4b. Folded diamond
4c. Collector/distributor road
Auxiliary lane extension with all interchanges

5. New Concepts for the B/W Interchange

5a. Standard diamond (de-couple Broadway/Weidler)
5b. Single point urban interchange (diamond) (SPUI / SPUD)
5c. Diverging diamond interchange
5d. Roundabout-controlled diamond interchange
5e. 3-point interchange
Auxiliary lane extension with all interchanges

Slide 5: Table 2: Elements to be considered

Loop Ramps
SE Quadrant
NW Quadrant
NE Quadrant

CD Roads
Northbound
Southbound

Braids
Northbound - I-84 to Weidler
Southbound - Weidler to I-84

Extra Ramp (Partial Cloverleaf)

Extra Freeway Crossings
Bike/Pedestrian Only
Multi-Modal

De-Couple
Broadway/Weidler
Vancouver/Williams

Remove Freeway Crossing(s)

Local Street Changes

Bicycle/Pedestrian Changes

John noted that a new concept has been added, which is to analyze an approach that utilizes Transportation System Management, Transportation Demand Management and Operations

Management methods; basically, looking at ways to manage traffic, reduce demand, encourage folks not to drive, encourage carpooling, and make other systemic improvements that do not involve large capital expenditures. Developing this stand-alone TSM/TDM concept can be considered a step up from no-build.

Slide 6: TSM/TDM/Operations Management

- What's the best that can be done w/o significant capital improvements?
- All concepts include regional TDM measures
    - TMA transit subsidies
    - Parking costs in more areas
- Develop focused TSM/TDM/Ops Mgmt as a stand-alone concept
    - Variable message signs
    - Travel time and speed information
- Provides comparison with No-Build and Build Concepts

Slide 7: Concepts Proposed for Further Analysis

1. 2035 No-Build

2. Mainline Operational Improvements

2a. Braided ramps
2b. Collector/distributor (C/D) roads

3. Rebuild Structures with Mainline Operational Improvements

(Auxiliary lane extension; ramps remain as they are today)

4. Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements

4a. Split diamond Interchange
4b. Folded diamond Interchange
4c. Three-Point Interchange (couplet)
(Auxiliary lane extension with all interchange options)

5. New Concepts for the Broadway/Weidler Interchange with Mainline Operational Improvements

5a. Standard-Diamond Interchange (de-couple Broadway/Weidler)
5b. Single-Point Urban Interchange (SPUI; de-couple)
5c. Diverging Diamond Interchange (DDI)
5d. Roundabout-Controlled Diamond Interchange
5e. Three-Point Interchange (de-couple)
(Auxiliary lane extension with all interchange options)

6. TSM/TDM/Operations Management

John continued, providing a brief explanation of the Concepts as noted in the chart in Slide 7, above.

Tracy Whelan: question regarding a possible overpass at Clackamas; are you looking at it as multimodal or restricted just to bike/ped?

John Cullerton: we are considering and evaluating both.

Slide 35: Next Steps

- Finalize representative concepts
- Prepare planning-level analysis that will include:
  - Freeway crossing opportunities for all modes
  - Local street circulation
  - Freeway safety and operations
  - Potential right-of-way impacts
- Report to SAC on July 28th

Slide 36: SAC Action Items

- Endorse adding TDM/TSM/OM concept
- Endorse representative concepts for further development and analysis

Lloyd Lindley: question regarding no-build option, analyzed with TDM. Are you going to have a true no-build along with the more aggressive TDM?

Todd Juhasz: you can think of the no-build as the null hypothesis; we are developing it for the sake of comparison. The TDM/TSM/OM concept is a step beyond that.

Paul Smith: question regarding a folded diamond; can a tractor-trailer make that maneuver?

John Cullerton: engineers are going to look at that, see if it can work. We will be reporting back.

Paul Smith: comment; does not seem appropriate to refer to that traffic circle as a roundabout; traffic circle or rotary is more accurate, he thinks.

Justin Zeulner: under current conditions, there is a large amount of on and off circulation. Has the technical staff asked why? Is there something that we can do to get the motorists out of the area? This is related to the question Sam is asking, without the Land Use strategy known, it is impossible to know what to do with most of these concepts, except Concept 3, it seems like you can continue to look at that.

Also, for residential or land use ideas, the large freeway footprint options do not seem to fit. If we know they are not going to fit the other goals we have for the district, then why continue to study them? Lastly, if the future demands dictate that larger concepts are needed, then recommends you look at areas on- or off- north or south of the quadrant.

John Cullerton: he agrees that some freeway options work better with some LU concepts. They are working at a high level now, get them down to 4-ish options, and then, see how they work with the LU ideas.

Todd Juhasz: please note the question marks that are shown on some of the concepts. As we continue our technical analysis and discussions with the SAC, we are starting to get an idea of what works and what does not. We are getting a sense of those ideas that may fall off.

Eric Lovell: sees that you have some new concepts, and thinks that the SPUI consumes so much space, among other drawbacks, it is not an appropriate solution for this area, and thus, it a waste of resources to keep looking at.

Todd Juhasz: you are on the right track. The volume of truck and vehicle traffic, how pedestrians and bikes cross – they are looking at all these factors. When we get down to the four concepts, then we can really begin to apply the evaluation criteria.

Tracy Whalen: a lot of these have come from public process, and we need to thoroughly vet them before they can be removed.

Todd Juhasz: great point.

Britt Brewer: commends how far you've gone. Having these two processes together is great; the next challenge is to merge them fully into one concept.

Gary Warren: agrees with Justin, need to tie the land use into all of this. It is overwhelming and need to understand how all the pieces fit together. In addition, will we be using any computerized traffic flow modeling? Some of these changes, especially Clackamas, will turn into a boulevard. The more complicated Broadway-Weidler is, the more traffic will go onto other streets.

Mike Warwick: I agree with Justin. The City has made 10s of millions in investments on Broadway-Weidler, and as long as we dump traffic in the box, that development will not happen. It is running crosswise with other objectives the city has. If it frustrates the kind of development we want to see on the LU side, we need to look at other things. Pulling the ramps away from the box needs to be taken seriously. Cannot go forward with this plan without having that tradeoff explicitly flagged.

Regarding the overpass on Hancock, it involves use of more of the surface streets in the Eliot Neighborhood and on Flint. It will destroy Flint. Gave explanation of the neighborhood concerns and said that encouraging through traffic onto Rodney or Flint are non-starters.

Todd Juhasz: thanks for your comments. A lot of the concepts we have do show moving the ramps. No decisions have been made. As for an overpass on Hancock or Clackamas, those could be just bike/ped. He is confident that we will find reasonable solutions.

Mike Warwick: confident you are more open-minded than my letter implies. Comfortable with where you are heading, want to be sure you received his opinions.

Dean Gisvold: each of the four or five concepts has a negative impact on Madrona or the Paramount apartments.

Lloyd Lindley: streetcar is a $150M investment from the City. You have mentioned your budget is in the $200M neighborhood. Believes that looking at tearing out a significant chunk of a $150M loop is unwise. If we are discarding some options early, then, he thinks we should focus our resources on what is actually do-able. Concepts that preclude the streetcar or make it more difficult are a waste of time.

Land use, at least some level, needs to come in now. Making big moves, dealing with major pieces of property – we need to know the fatal flaws. Need to have some idea of right-of-way needs. Sees some are concentrated, some might involve 6, 8, or 10 lanes. This could be another fatal flaw.

Todd Juhasz: provided a quick review of charrette process, how they received 70+ ideas, and organized them into like concepts. They are looking at engineering and feasibility. The next step is to apply exactly what you said, such as, is it in budget? What is the impact to quality of life, biking, walking? The technical team is now applying a finer sieve to this.

Lloyd Lindley: thanks, tough process, doing good work.

PUBLIC COMMENT

Sam Imperati: Before I call any of the questions noted on the agenda, I want to make time for public comment. He summarized where we are at before members of the public spoke. He noted that tonight we were presented with Land Use and Transportation concepts, which will be going out to the public for review and comment. The project team is incorporating SAC feedback, seeking public input, and doing further technical analysis. These concepts will be whittled down to four, which will be presented next month. Major thing the project team is looking for is if there is something we should consider that we are not.

Betsy Reese: is here tonight with her husband Rich. They own the Paramount parking lot and the Paramount Apartments. She cannot fully read all the lines, but can you show me the designs that re-route the ramps out of the neighborhood? In addition, are we sure that one of the four will?

Todd Juhasz: we would like to meet to get a better understanding of her concerns.

Betsy Reese: she is looking for a reference as to which concepts include moving the ramps out of the neighborhood.

Sam Imperati: the short answer is that none of these does.

Todd Juhasz: there are concepts that do not touch the Paramount. Every effort we can make to not touch existing structures, we will make. There are elements that may or may not work, but one of the screening criteria is avoiding significant structures.

Betsy Reese: “not touching it” means you will not tear it down?

Todd Juhasz: the goal is to not touch it at all, but no decisions have been made yet. It is one of our highest priorities.

Betsy Reese: is the idea of moving the freeway out of the area off the table?

Steve Iwata: it is not currently in the group of 13 Concepts, but it could be considered later, depending upon what happens with this analysis.

Todd Juhasz: regarding the possible interchange at Clackamas, one of the issues for ODOT is that it shortens the weave and merge lanes, and we would have some heartburn about it.

Allan Rudnick: I put forward a lot of ideas and solutions for getting traffic out of the Lloyd District, and they were thrown away without even showing it on the big screen. He would like to see the opportunity for adding those back in if they prove to address some concerns that the remaining 13 ideas do not. Thanked the staff for doing such a good job.

Brad Perkins: Wants to re-emphasize some points. In this quadrant, there is a major I-5 freeway coming through, the major exit and entry ramp in the city. Respects the need for bike and ped orientation, and hopes we don't lose commercial developable land in the process of selecting the proper exit and entry ramps. Also, re: Jim Howell comments, it is important to select and respect all modes and he respectfully disagrees.

Murray Koodish: is the president of the NE Broadway Business Association. They were asked to be on the committee, but could not, and he commends folks for taking the time to do it. It is a priority for the NEBBA to maintain the character of a retail-friendly, small town feel on Broadway. He supports maximizing the space we have now on Broadway-Weidler. There is already a problem with commercial encroachment. There are approximately 30 vacancies between 6th and 30th on Broadway. Traffic issues are the most significant. Some traffic control could be built into this planning effort. The BBA is generally opposed to decoupling Broadway-Weidler and he encourages the committee to keep open mind toward that.

SCREENING FACTORS FINALIZED & EVALUATION CRITERIA DRAFT PRESENTED

Sam introduced the next topic, noting we have very limited time for discussion.

Justin Zeulner: Tracy brought up a good point a bit ago; can we include the photos of what some of the large footprint options look like?

Steve Iwata: provided a brief reminder as to where we are at in process. He showed the project calendar, and explained the refinement process the concepts have gone through. He reviewed the changes made to the Screening/Evaluation document since the last SAC meeting, being responsive to member comments.

John Cullerton provided a brief review of the high-level analysis they will be doing to get the current 13 interchange concepts down to four concepts by the July SAC.

Steve Iwata referred the SAC to the Step 3 Discussion Draft Evaluation Matrix. This document is their attempt to analyze the land use concepts. As noted before, this is a new and challenging process for staff, as they are integrating long-range land use planning with a near-term freeway improvement project. He reviewed the document, explained the two columns, noting it is based on the Goals that were approved by the SAC in January. We will have a subcommittee meeting in July to have more thorough discussion of this. As we go through this discussion, there will likely be more refinement. They hope to complete the analysis and have specific recommendations to the committee by the end of the year.

*Sam Imperati, i*n the interest of time, provided a summary of what we have heard tonight. Regarding the freeway, there are 13 options that were reviewed. Concerns were expressed that there is something missing in the analysis, which is solutions "outside of the area."

Regarding taking these 13 to down to 4 concepts, we heard from the SAC that this process requires some understanding of how these decisions will be made. The SAC also wants to know what are the steps we will be using to decide the "place" we are trying to make – how are we going to get there?

Sam said that staff has heard the SAC on these issues, and will come to July with further developed ideas about this. In addition, we also understand your feedback that the staff needs to look more at how the land use side is shaping up, and report back to the SAC.

The draft documents will be advanced and worked on, including the evaluation factors. This is Sam's Zen of the group. In lieu of asking all four questions as listed on the agenda due to time constraints, Sam asked if members feel his comments sufficiently represent the take-aways from this evening.

Tracy Whalen: fine with all except for the evaluation matrix. Regarding the section that deals with freeway interchange and local transportation, there seems to be no weighting of the different items, but she finds it interesting that the first three bullets are bike/ped, while at the same time, there is no mention of safety as an important factor. Staff needs to look at traffic and fix the document.

Mike Warwick: need a new "no harm" criterion; need to highlight anything that decreases safety (e.g., an element that puts more traffic by a school) so everyone understands the tradeoffs.

Gary Warren: comment again regarding Clackamas; bisecting the only residential zone in the Lloyd district. This puts seniors at risk and is not ok.

Britt Brewer: will we begin to see a merging of the two, land use, and transportation?

Steve Iwata: We have not figured it out, but we are working on how that will go.

Sam Imperati: when we get down to four interchange concepts, it will be easier to superimpose the two.

Gary Marschke: regarding considerations that are or need to be more heavily emphasized. His question: Do we perceive consistently that our comments are not in the plans or do we bring them up repeatedly to make sure they stay there? He is concerned if they are not being addressed by staff.

Sam Imperati: So your concerns are both substantive and process?

Gary Marschke: yes.

NEXT STEPS AND MEETING EVALUATION

Sam distributed the evaluation form. Sam thanked everyone for a good meeting and adjourned at 8:40 pm, with apologies for keeping folks late.

ADJOURN

SAC #7 Meeting Evaluation Summary
JUNE 16, 2011

10 Evaluation Forms

		Poor	Fair	Good	Very Good	Excellent
1)	**OVERALL MTG QUALITY**			1	5	3
2)	**PACING**			Just right	Little Fast	
				8	2	
3)	**CLARITY PRESENTATIONS**		1	3	4	2
4)	**DOCUMENTS**		1	1	5	3
5)	**DISCUSSION**			2	6	2

6. MOST USEFUL?

- Transportation
- Graphics
- Sam Imperati
- Copies of video sheets.
- All discussions (except Perkins' rail comments)

7. LEAST USEFUL?

- Evaluation matrix – how to be applied? As a checklist?
- Karl's presentation – once again cut short by technical difficulties.

8. COMMENTS, SUGGESTIONS, OR QUESTIONS?

- Co-ordinate with CRC
- Options come up repeatedly that we are not brought back. Special attention should be paid to comments at open houses.
- Review or list items that have <u>been</u> approved.
- Speakers should refer to packets at beginning of their presentations so people can follow along.
- We seem to be on a course for a Clackamas o/c through the will of staff. Need to incorporate the land use side earlier before we drive off a cliff.

Notes respectfully submitted by the Institute for Conflict Management facilitation team.

SAC Feedback Summary and Staff Response from 7-12-11 Email Survey

SAC Comments	Staff Response
SAC Member Participation	
• Clarify SAC role	• From the process Collaboration Principles: *The SAC is advisory to the City and ODOT and it will help inform City and ODOT staff in the development of their recommendations to the respective decision-making entities. City and ODOT staff recommendations to their respective decision-makers will highlight areas of agreement and disagreement with the SAC and other stakeholder interests. The co-chairs of the SAC will represent the recommendations of the SAC to City and ODOT decision-makers in conjunction with City and ODOT staff reports. The City and ODOT will have ultimate responsibility for decision-making.*
• Reaffirm value of SAC member participation: Clarify that the "official" representatives are heard, as well as the public, while giving, I presume, more weight to those of us representing larger constituencies rather than our own interests. But, I think official members appreciate having that confirmed so they know their participation is valued.	• From the process Collaboration Principles: *As the City and ODOT staff involves the broader community in the issues that the SAC will be exploring, they will be providing summaries to the SAC for their consideration and comment.*
Process	
• Applaud the City and ODOT for endeavoring to bring these two planning processes together.	• Thanks
• Concern about how the two planning processes have yet to fully engage each other	• Please see new process overview. The parts will come together this fall.
• Concern about pre-determined outcomes and validity of process	• We are approaching the option evaluation phase of the process. Nothing has been taken off the table except for options determined to be out of scope, prohibitively expensive, or problematic from an engineering perspective. Staff has not made any decisions and will be informed by SAC input and recommendations per above Collaboration Principles quote.
• Process going on too long, involving too much SAC member time; level of commitment was undersold at the beginning	• We acknowledge and are sorry that these processes are so time consuming. We appreciate your dedication and will do our best to use your valuable time efficiently.
• Process has been solid.	• Thanks
Logistics/Meetings	
• Food good and appreciated	• You're welcome – *thanks Calaroga Terrace!*
• Materials must be distributed prior to meetings with adequate review time	• We agree

• Meeting time should be later	• We will consider moving the meeting start time to dinner at 5:30 and the meeting from 6-9 if members desire. Please advise.
• More time for discussion between and among committee members with staff available to answer questions – less presentation time, more discussion time	• Majority of the background has been laid, which should open up more time for SAC deliberation
• Parking should be free	• There are a few free spaces at Calaroga for those arriving early; meetings at ODOT can be validated. The facilitator will reimburse parking or TriMet fares at the end of the process as a thank you to active members.
• Schedule meetings as far in advance as possible; need schedule through year end	• Please see new process chart for schedule through 2011
Technical	
• Concern that the highway/Interchange Plan is significantly behind the progress of the greater project land use planning.	• Both will come together over the summer and early fall.
• Freeway discussions have seemed to dominate a lot of discussion. The visioning of land-use and future development is primary and needs to remain the focus, moving forward.	• Please see new process chart; land use will be the focus of the September Subcommittee and SAC meetings.
• Concern that SAC members do not have expertise to make recommendations; expert consultants and staff should draft recommendations for SAC.	• Staff and the subject-matter consultants will make recommendations to the SAC for their consideration.
• Desire for comprehensive balance between land use and infrastructure and the improved quality of life and economic sustainability in the preservation and enhancement of existing neighborhoods.	• Agree; and this is consistent with the SAC-approved Project Goals
• Incorporation of the City's light rail/streetcar plans into the mix is essential.	• Will be considered as we move forward
• Overlap with the Rose Quarter designs and plans - hope to see more incorporation and discussion of the issues being addressed and explored there within the N/NE Quadrant Project.	• Staff will keep the SAC updated on all related processes.

CENTRAL CITY 2035

N/NE QUADRANT

N/NE Quadrant and I-5 Broadway/Weidler Plans
Updated Phases III and IV

Timeline

Fall/Winter 2010

SAC #1-4: Sept – Jan
Community Walks: Sept
Public Open House: Nov
Subcommittee Meetings: Dec

Spring/Summer 2011

Subcommittee Meetings:
Feb - April
Charrettes: Feb and April
SAC #5-7: March - June
Public Open House: 6/29

Subcommittee Meeting: 7/13

SAC #8: 7/28 — We are here

Fall/Winter 2011

Dates below are tentative.
Check the project calendar at www.portlandonline.com/bps/cc2035/nneq to confirm meeting dates and locations.

LU Subcommittee: 9/14

SAC #9: 9/29

Trans Subcommittee: 10/12

SAC #10: 10/27

Joint LU/Trans Subcommittee: 11/16

SAC #11: 12/8

Public Open House: Jan

Winter/Spring 2012

SAC #12: Jan
SAC #13: Feb

Public Open House: March/April

SAC #14: April/May

Spring 2012

Hearings to be determined

Process Overview

PHASE I
Background and Existing Conditions
Project Goals and Scope
Issues, Opportunities and Constraints

PHASE II
Develop Concept Alternatives

Generate Ideas
Organize and Screen Ideas
Assemble Concepts

SAC Approval of Concepts for Phase III Analysis and Evaluation
- **Quadrant Concepts, Subarea Choices**
- **Freeway and Interchange Concepts**

PHASE III
Recommendations:
Quadrant and Subareas-Land Use/Urban Design/Transportation
I-5: Broadway-Weidler Interchange

N/NE Quadrant

- Analyze LU /UD /LT Quadrant Concepts
- Analyze Subarea Choices

Draft SAC Recommended Quadrant Concept and Subarea Choices

I-5 Broadway/Weidler Interchange Area

Analyze Freeway and Interchange Concepts

Analyze Draft Recommended LU /UD /LT Quadrant Concept with Alternative Freeway Concepts

Confirm SAC Direction on Quadrant Concept and Subarea Choices

DRAFT SAC Recommended I-5 Freeway and Interchange Concept

Recommended NNEQ and I-5 Freeway and Interchange Concept

NNEQ-Quadrant	I-5 Freeway
Diagrams	Diagram
Goals	Project Goals
Objectives	Project Objectives
Strategies	

PHASE IV
N/NE Quadrant Plan and the I-5 Broadway-Weidler Plan

N/NE Quadrant Plan
- Goals, Objectives, and Policy
- Quadrant Concept Diagrams
- Land Use Action Items
- Transportation Action Items
- Zoning Amendments and Maps

I-5 Broadway-Weidler Plan
- Recommended Alternative
- Diagram, cost estimates, impacts
- Draft mitigation measures
- Next Steps

PHASE V
Adoptions Process

Portland Planning and Sustainability Commission
Portland City Council
Oregon Transportation Commission

CITY OF PORTLAND OREGON 1851

Oregon Department of Transportation

July 22, 2011

N/NE Quadrant Land Use-Urban Design-Transportation-Freeway "Crosswalk"

Introduction

This memorandum provides an analysis of the relationships between the three Land Use/Urban Design/Local Transportation (LU/UD/LT) Concepts and the thirteen Freeway-Local Transportation Interface Concepts developed for the N/NE Quadrant Project. It presents a high-level look at the relative relationships of the different freeway options with the generalized quadrant-wide land use alternatives.

For reference, the Freeway-Local Transportation Interface Concepts developed to-date include:

1: No Build
2: Mainline Operational Improvements
    2A: Braided Ramps
    2B: Collector/Distributor Roads
3: Rebuild Structures
4: Enhance Broadway/Weidler Interchange
    4A: Split Diamond
    4B: Folded Diamond
    4C: 3 Point Interchange (couplet)
5: New Broadway/Weidler Interchange Concepts
    5A: Standard Diamond (decouple)
    5B: Single-Point Urban Interchange (SPUI)
    5C: Diverging Diamond
    5D: Roundabout
    5E: 3 Point Interchange (decouple)
6: Transportation Systems/Demand/Operations Management (TSM/TDM/OM)

To guide this review the following three guiding principles are used, reflecting aspirations for the Central City:

- **Place**: The vitality of Central City districts can be seen in the presence of, and potential for, an interconnected system of distinct and attractive high-density areas that support vibrant, livable and diverse communities, and that allows for the place to evolve and grow.
- **Connectivity:** Desired street connectivity should support a diverse system of land uses, open spaces, amenities and green systems and provide a clear street hierarchy. It should afford multiple safe means of access and circulation that supports the vitality of the district.
- **Scale:** The scale of infrastructure in terms of its size, design and volume of use should support land uses and activity at all scales: regional attractions and employment areas as well as City and local land use and mobility needs.

Current Conditions at the Interchange and Immediate Vicinity

- Place: Current conditions at the interchange suppress opportunities for place-making and hinder high-density development.
- Connectivity: The I-5 Freeway interrupts east-west connectivity and the high traffic volumes on Broadway-Weidler hinder north-south connectivity. The interchange does provide connectivity to the regional system but it is limited by high traffic volumes, congestion, long peak period and unsafe conditions.
- Scale: The current scale of the interchange provides access needed to serve the variety of regional, city, and local land uses in area. The scale (especially in terms of configuration and

volume of use) of the current configuration inhibits use by pedestrians and cyclists and also makes high-density redevelopment more difficult.

Overall Quadrant-Wide Conclusions

The three draft N/NE Quadrant-wide concepts call for land uses, transportation systems and an urban form featuring high-density development and significant use of active transportation modes. They represent approaches that would lead to increased densities and an overall decrease in the proportion of auto trips, but with different emphasis on the type and arrangement of development as follows:

- The **Residential Concept** would increase housing in the quadrant and result in a better jobs-to-housing balance, similar to the River District, and high internal trips by walking, biking or riding transit.
- The **Employment Concept** would de-emphasize new residential development, resulting in a development pattern similar to the current Lloyd District and downtown Portland, featuring transportation and parking management strategies that would support high-density commercial buildings.
- The **Blend Concept** would be a combination of these two concepts.

From a quadrant-wide perspective, all of the freeway interface concepts could accommodate these three broad land use concepts.

In other words, none of the freeway concepts would categorically preclude attaining the generalized aspirations for future development patterns represented in the quadrant-wide LU/UD/LT concepts. However, the impacts of the various freeway concepts vary considerably, with potential land use, urban design and local transportation consequences at various scales. These are discussed below for each of the three LU/UD/LT concepts, with identified issues organized under the categories of Place, Connectivity and Scale.

Concept 1: Residential Emphasis

Key attributes for the Residential Emphasis that relate to the Freeway Concepts are those elements that improve opportunities for high-density, mixed-use residential development, provide for infrastructure that supports livable and safe places for residents and increase connections across I-5.

Place:

1. Concepts that propose crossings at Clackamas and Hancock across the freeway could be supportive of new residential development and create places that support a residential emphasis, such as open spaces, green canopy and streets, and street elements that focuses on the pedestrian. Street designs would need to be at a pedestrian scale and focus on low (or no) vehicle volume, access and safety.

2. In terms of the interchange, concepts in groups 1 and 3 result in no major changes from current conditions.

3. Concepts in group 2 widen the barrier effect of the freeway under Multnomah and Holladay streets, with potential noise and visual impacts, although they could possibly be somewhat mitigated. The 2B Collector/Distributor concept could potentially impact Peace Park, one of the few public open spaces in the area.

4. The concepts in group 4 tend to reduce the number of conflict points for pedestrians and bicyclist.

5. Concepts in the 5 group tend to focus on vehicle movement, are less friendly for pedestrians and bicyclists and create poor freeway edge conditions. Concepts that shift the Broadway-Weidler Couplet east of I-5, could improve place-making opportunities around the East Bank Building, if impact of the widened street could be mitigated.

Connectivity:

1. Concepts that propose the Clackamas and Hancock crossings over the freeway improve the quadrant's east-west connectivity—especially for pedestrians and bicyclists, which could also result in safer routes to the Steel and Broadway Bridges, Rose Quarter, and the Esplanade. With the Residential Emphasis, vehicle access could likely be limited or not be needed.

2. Concepts that improve First or Second Avenues for pedestrians and bicyclist would also improve north-south connectivity in the district.

3. Concepts that disconnect Williams and/or Vancouver from the Rose Quarter/Steel Bridge would reduce north-south connectivity and increase out-of-direction travel, impact the revitalization of the Williams Commercial Corridor, and affect a primary North Portland bicycle route. Alternative measures could potentially reduce these impacts.

Scale:

1. Concepts 1 and 3 result in no major changes from current conditions.

2. Concepts in group 2 widen the barrier effect of the freeway (e.g. freeway footprint, vertical structures, noise, darkness at transit station) and increase the isolation of the Rose Quarter from the Lloyd District.

3. Concepts in the 4 group tend to maintain the current scale of the interchange. The exception would be the 4A Split Diamond, which severs the Williams/Vancouver connections and increases the scale and functional role of Flint north of the interchange and Wheeler south of the interchange. Group 4 concepts that consolidate ramp termini in two (rather than four) locations focus freeway impacts in the two locations while reducing them in the opposite two locations.

4. Concepts in group 5 tend to increase the scale of the interchange in favor of vehicle movement and creates additional impediments for pedestrian and bicycle movements through the interchange. Group 5 concepts that shift the Broadway-Weidler Couplet east of I-5 could create new opportunities to redefine the role of Weidler between Benton and Victoria, around the Left Bank Building, if the impacts of a widened street could be mitigated.

Concept 2: Employment Emphasis

Key attributes for the Employment Emphasis that relate to the Freeway Concepts are those elements that would improve worker access to the quadrant. With a focus on jobs, multi-modal access to the Lloyd District especially will be dependent on increasing carrying capacity of the transportation system via transit, walking, and bicycling to reduce the demand for the automobile.

Place:

1. Concepts that propose the crossings at Clackamas and Hancock over the freeway for all modes could increase traffic in the connecting areas, impacting place-making unless street design can be at a pedestrian scale to focus on low vehicle volume, access and safety. On the other hand, the new connections could increase the attractiveness of adjacent/nearby parcels for new development.

2. Concepts that generally improve the operations of the interchange would better accommodate additional commercial development in the N/NE Quadrant.
3. Concepts 1 and 3 result in no major changes from current conditions.
4. Concepts in group 2 widen the barrier effect of the freeway under Multnomah and Holladay streets, with potential noise and visual impacts, although they could possibly be somewhat mitigated. The 2B Collector/Distributor concept could potentially impact Peace Park, one of the few public open spaces in the area.
5. The Split Diamond and Three-Point Interchange concepts in group 4 could have adverse access impacts to the Left Bank and Annex Buildings, while the Folded Diamond could result in increasing the amount of land for potential development near the interchange.
6. Concepts in group 5 increase the scale of the interchange and reduce the place-making opportunities near the interchange. Concepts that shift the Broadway-Weidler Couplet east of I-5, could improve place-making opportunities around the East Bank Building, if the widened street could be mitigated.

Connectivity:

1. Concepts that propose the Clackamas and Hancock crossing improve the quadrant's east-west connectivity, and provide for alternative access routes for all modes, particularly for the Blanchard area and the Rose Quarter.
2. Concepts that disconnect Williams and/or Vancouver from the Rose Quarter/Steel Bridge would reduce north-south connectivity and increase out-of-direction travel, impact the revitalizing Williams Commercial Corridor, and affect a primary North Portland bicycle route. Alternative measures could potentially reduce these impacts.

Scale:

1. Concepts 1 and 3 result in no changes from current conditions.
2. Concepts in group 2 widen the barrier effect of the freeway (e.g. freeway footprint, vertical structures, noise, darkness at transit station) and increase the isolation of the Rose Quarter from the Lloyd District.
3. Concepts in group 4 tend to maintain the current scale of the interchange. The exception would be the Split Diamond, which severs the Williams/Vancouver connections and increases the scale and functional role of Flint north of the interchange and Wheeler south of the interchange. Group 4 concepts that consolidate ramp termini in two (rather than four) locations focus freeway impacts in the two locations while reducing them in the opposite two locations.
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Concept 3: Blend

The Blend Concept combines attributes of both the Residential and Employment concepts, providing for a more diverse mixture of high-density housing and commercial development in the quadrant.

The above comments regarding the relationships between the freeway concepts and the Residential and Employment Concepts are generally applicable to the Blend Concept, taking into account that the Blend would have relatively less need for access improvements aimed at employee needs or scaled appropriately for nearby residents than in the Employment or Residential emphases, respectively.

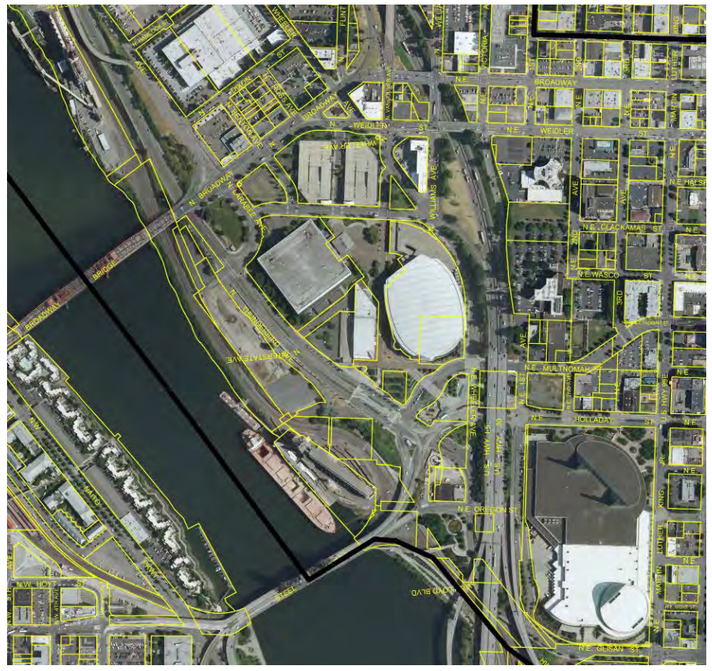
N/NE QUADRANT AND I-5 BROADWAY / WEIDLER PLANS

Land Use, Urban Design and Local Transportation

Concept Alternatives Workbook







DRAFT June, 2011

CENTRAL CITY 2035
N/NE QUADRANT

Oregon Department of Transportation

More Information

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Introduction

Background

The N/NE Quadrant and I-5 Broadway/Weidler Plans (N/NE Quadrant Project) will act as a quadrant-level guide for implementation of city-wide goals to ensure a vibrant Central City at the heart of the metropolitan region. It is part of Central City 2035, the City of Portland's effort to update the 1988 Central City Plan, providing detailed planning for Lower Albina and the Lloyd District. The N/NE Quadrant Project is also a collaboration with the Oregon Department of Transportation to explore options for I-5 freeway and local transportation improvements near the Broadway/Weidler Interchange.

The N/NE Quadrant Project will result in the following products:

- A long-range plan for the N/NE Quadrant of the Central City, including a land use/urban design concept, policies, zoning provisions and implementation strategies that direct and inform public and private investment and development over the next 25 years.
- An I-5 facility plan that identifies a preferred concept for freeway and related local transportation improvements near the Broadway/Weidler interchange to occur within the next 5 - 10 years.

The project is guided by a 30-member Stakeholder Advisory Committee (SAC) representing a wide variety of area stakeholders and community interests. In addition to the SAC meetings, the public is involved through general public events held at key milestones, outreach to individual community groups and public hearings as part of the legislative process.

Project Goals

This planning effort will result in integrated land use, urban design, and transportation strategies, policies and plans for the N/NE Quadrant, (Lower Albina, the Lloyd District, and portions of Eliot, Irvington, and Sullivan's Gulch) and the I-5 Broadway/Weidler interchange that balance, complement, enhance, protect, respect, revitalize, support, and sustain economic, environmental, and social interests. The implementable plans will be consistent with the overall goals and policies of the city, region, and state.

Our recommendations will be guided by our desire for:

- *A diverse mix of commercial, cultural, entertainment, industrial, recreational, and residential uses, including affordable housing;*
- *A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system;*
- *Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages;*
- *Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment;*
- *Equitable access to community amenities and economic opportunities;*
- *Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods;*
- *Protection and enhancement of the cultural heritage of the area and its sub-districts; and*
- *Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses.*

N/NE QUADRANT PROJECT TIMELINE

September 2010	Fall 2010	Winter 2010	Spring/Summer 2011	Summer/Fall 2011	Winter/Spring 2012	Spring 2012
Project Start-up	Background and Existing Conditions	Goals, Scope and Issues	Concept Alternatives	Preferred Concept	Recommended Quadrant Plan and Freeway Concept	Legislative Hearings and Adoption
PUBLIC EVENTS						
	Community Walks September 2010	Open House Nov 2010	Charrettes Feb/April 2011 Open House June 2011	Open House Nov/Dec 2011	Open House Mar/April 2012	Public Hearings To be Determined



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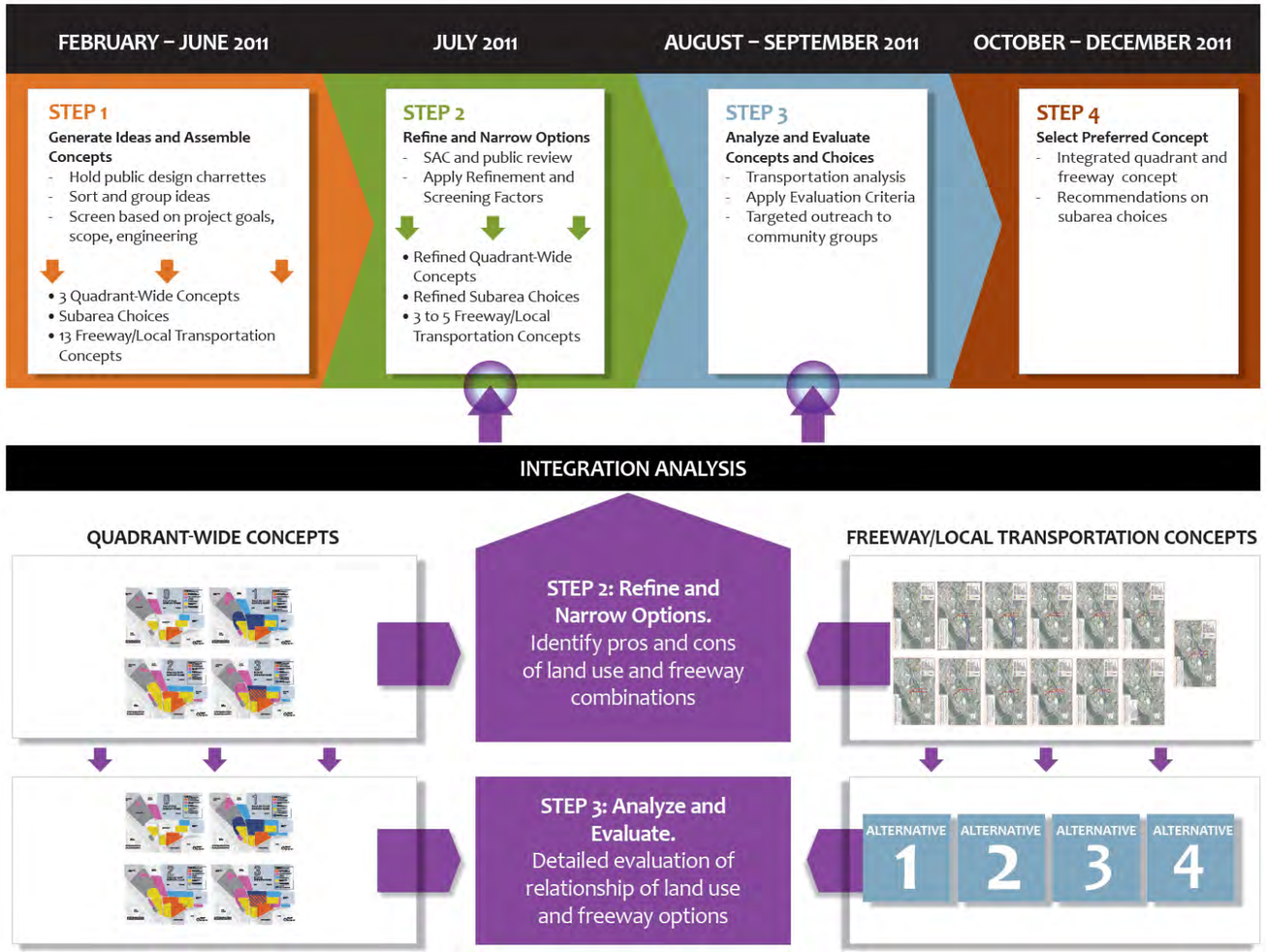
Next Steps

The N/NE Quadrant Project uniquely combines a long-range plan for the N/NE Quadrant area with a freeway improvement project for the Broadway/Weidler Interchange area. Combining these processes creates opportunities to address land use and local transportation impacts from the freeway (and vice versa) in a holistic way. Due to the different scales of the quadrant plan and the freeway project, separate concept alternatives have been developed, however each set of concepts has been informed by the other. A more thorough integration of the Quadrant-Wide Concepts with the Freeway/Local Transportation Concepts is an important next step in understanding the relationship between the land use and transportation options and how they support or conflict with each other.

Concept Development Process



Using the Workbook

This workbook contains two primary sections:

- **N/NE Quadrant-wide Concept Alternatives**, illustrating three different options for future land use patterns and supporting infrastructure systems across the whole quadrant; and
- **Subarea Choices**, providing a more detailed look at smaller geographic areas, with questions posed that are specific to each subarea. Consideration of the subarea choices and issues will inform the refinement of the quadrant-wide concept alternatives (and vice versa), assist in developing a preferred concept and provide guidance for more focused plan proposals at the subarea level.

A companion document to this workbook focuses on the area around the I-5 Broadway/Weidler interchange. Thirteen concepts for improvements to the I-5 freeway and the related local transportation system, including ramps, bridges and local circulation, are presented. These concepts were approved for further study by the project's Stakeholder Advisory Committee, with the intent of narrowing the choices down to 3-5 concepts at the end of July (see Concept Development Process Diagram).

We Want Your Input!

You can tell us what you think in any of the following ways:

- Fill out a survey available at the June 29 Open House and on the project web site – www.portlandonline.com/bps/nneq
- Send comments the project email address: nnequadrant@portlandoregon.gov
- Contact the project team with questions or to provide feedback (see inside cover for contact info)

Your comments will be used by the Stakeholder Advisory Committee and project team to inform upcoming decisions over the summer and fall. These decisions will include making any refinements to the quadrant-wide concepts and subarea choices, narrowing the number of freeway improvement concepts under consideration and building a preferred alternative. A public event will be held to present the results of this process in late fall.

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Quadrant-wide Concepts

This chapter contains N/NE Quadrant-wide concept alternatives that were developed to illustrate different development patterns that could occur over time and identify key choices to be made during the N/NE quadrant planning process. Ideas illustrated in the concept alternatives were drawn from a number of sources, including the following:

- Examining existing conditions
- Identifying issues, opportunities and constraints
- Stakeholder Advisory Committee and Subcommittee meetings
- February 2011 Local Issues Charrette

The ideas were grouped into three concepts based on broad land use options: residential, employment, and a residential/employment blend. The concept alternatives are further illustrated by three related infrastructure systems: mobility, open space and green systems.

The concepts are not meant to be mutually exclusive; the preferred concept is likely to include some elements from each of the concept alternatives and will be shaped by consideration of the finer-grained issues described in the Subarea Choices chapter.

Interpreting the Maps

The quadrant-wide concept alternatives maps illustrate the predominant land use emphasis for existing conditions and the three concept alternatives, and supporting infrastructure system information for each alternative.

The maps are displayed in a grid format on the facing page to allow comparison of the alternatives by major land use emphasis (vertical) or comparison of the individual infrastructure system components (horizontal). Each of the maps is displayed in a larger format for readability in the following pages with additional examples.



Land Use Emphasis (Districts/Places Maps)

Each "bubble" on the districts/places maps reflects the predominant land use that would be encouraged under that alternative. With the exception of industrial areas, other uses would generally continue to be allowed, and some mixing of uses would be expected. The following predominant uses are shown on the maps:



Office: A highly developed office district, with buildings ranging from 6 - 20 stories. Ground floor retail and service uses would be expected.



Mixed commercial/residential: An eclectic mix of uses that could include residential, retail, office and light industrial. In less intensive areas, 3 - 4 story development could be expected. In more intensive areas, larger 6 - 10 story development might occur.



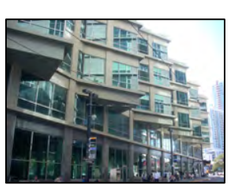
Medium-Density Residential: Predominantly residential area, with mid-rise buildings ranging from 2 - 6 stories. Development located on busier streets, would likely include ground floor retail or service uses.



Regional Attraction: Predominant uses have a regional draw and are characterized by large footprint buildings. Hotels and restaurants could also be expected to locate in the area.



Industrial: Low-level buildings housing light industrial uses, such as manufacturing and warehousing. Industrial areas are typically set aside exclusively for industrial uses, with the exception of very small scale service uses.



High-Density Residential: A predominantly residential area, with high-rise buildings ranging from 6 to 20 or more stories. Development located on busier streets, would likely include ground floor retail or service uses.

Supporting Infrastructure

The **mobility systems** maps Illustrate options for the creation of a clearer street hierarchy for the quadrant that emphasizes the development of different streets with distinctly different characters and development responses. The system options could include the following street typologies:

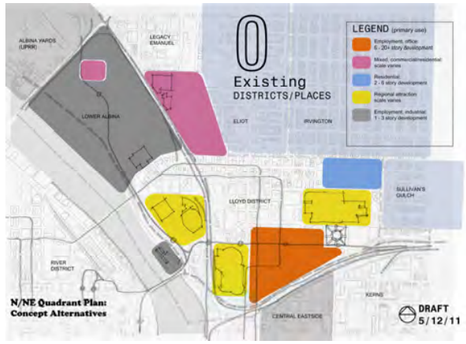
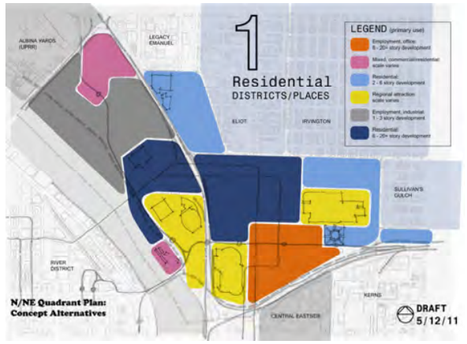
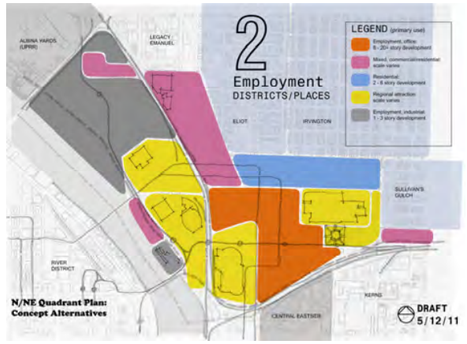
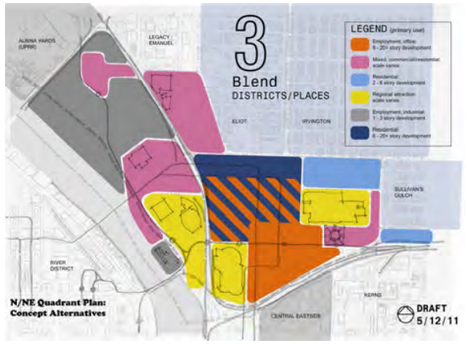
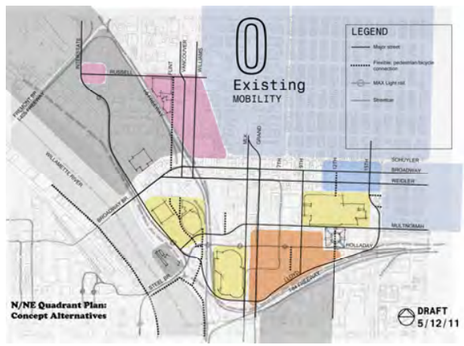
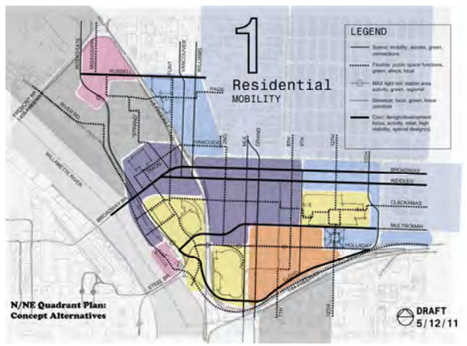
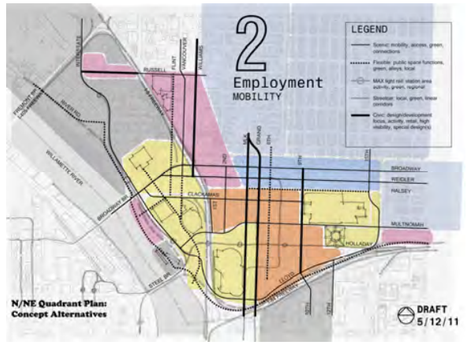
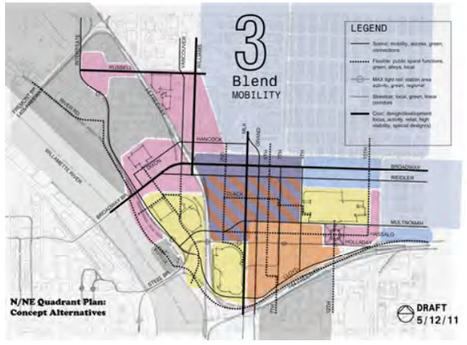
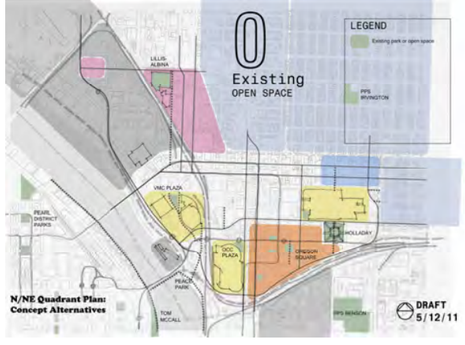
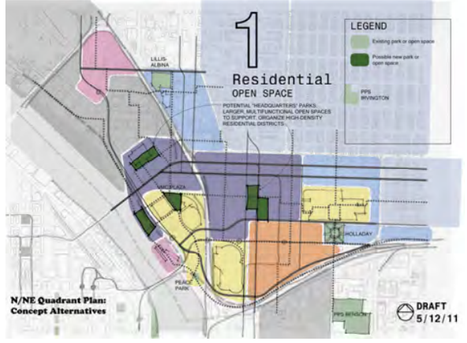
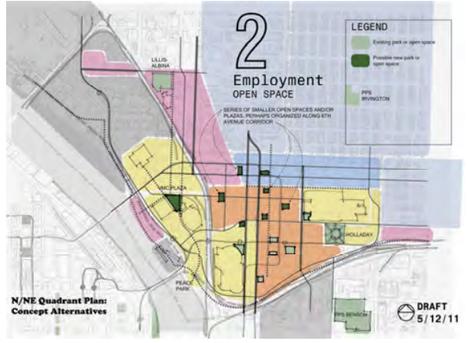
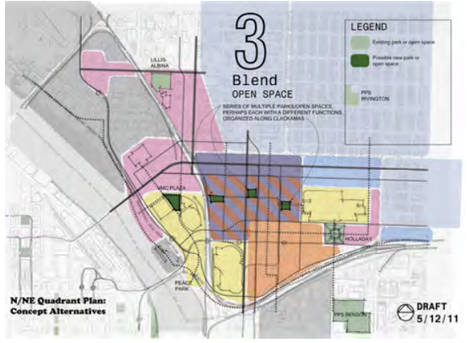
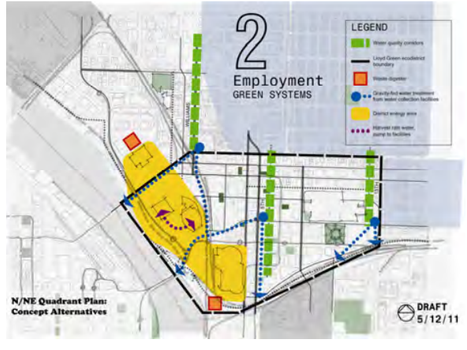
- Civic Corridors: Active focal points for new high-density development, offering good transit service, pedestrian-oriented amenities and unique signage and lighting.
- Scenic parkways: Provide good access into and through the quadrant, and are defined more by street trees and landscaping.
- Flexible Streets: Streets or pathways that offer an alternative, quieter system of mobility, oriented toward pedestrian and bicycle movement.

Options for the creation of new open space systems in the quadrant to serve anticipated residential or employment populations are illustrated in the **open space** maps. Open space options could include the following:

- "Headquarters" Park: A large park that offers a variety of active and passive recreation opportunities.
- Medium parks: A linked set of medium-sized parks that are each designed to a specific function.
- Small parks/plazas: A series of smaller open spaces, some perhaps privately-owned, which offer primarily passive recreation opportunities.

The **green systems** maps illustrate options for the integration of green systems and facilities in the quadrant to improve its long term resiliency. The green systems components include the following:

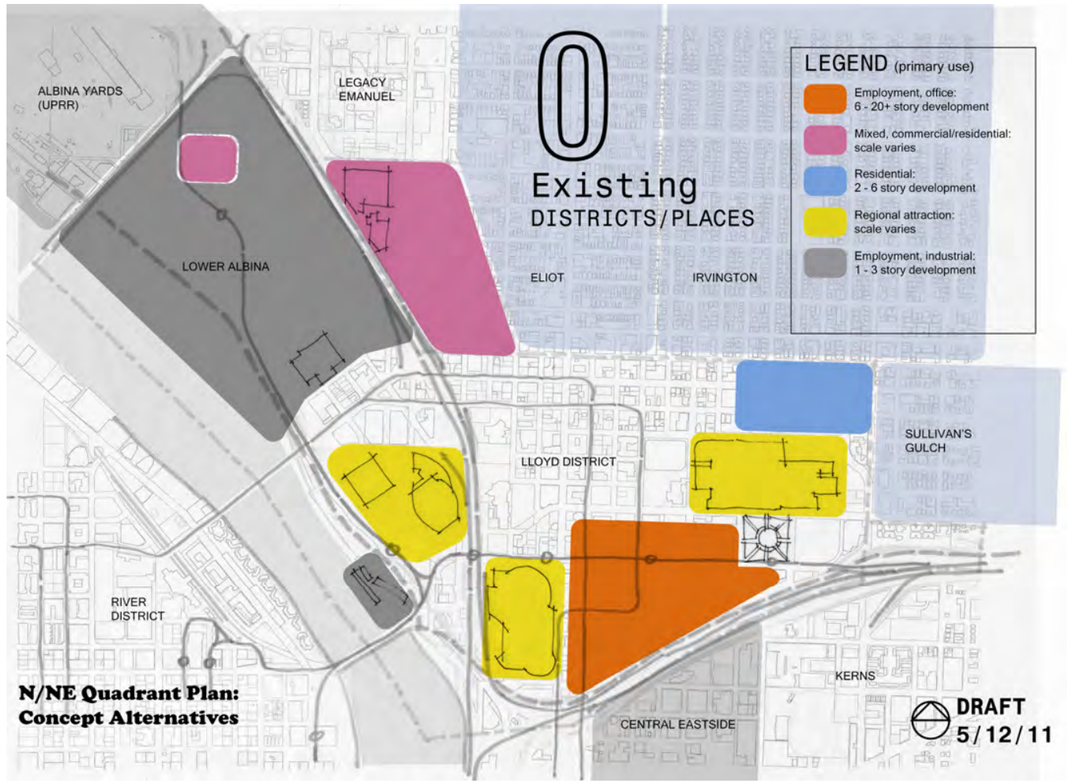
- Water Quality Corridors: Corridors that improve and celebrate surface treatment of stormwater runoff.
- District Energy: A system that could facilitate shared energy production and distribution between different businesses, uses and facilities.
- Rainwater Harvesting: Different strategies for rainwater harvesting, reuse and/or treatment throughout the quadrant.
- Waste Digesters: Facilities that generate energy through the processing of waste materials.

	Existing Conditions	Residential Emphasis	Employment Emphasis	Residential/Employment Blend
Land Use				
Mobility				
Open Space				
Green Systems				

Existing Conditions





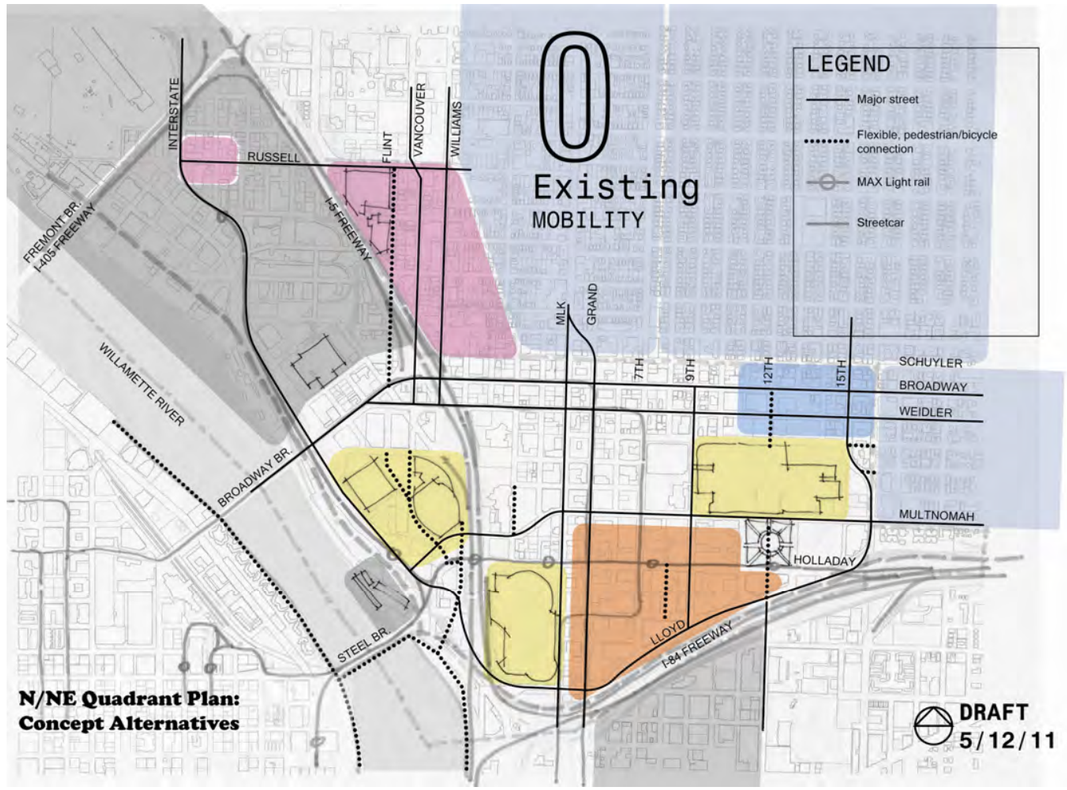


The N/NE Quadrant has several areas with established identities:

- Office district
- Regional attractions
- Lower Albina industrial area
- NE Broadway business/ residential district

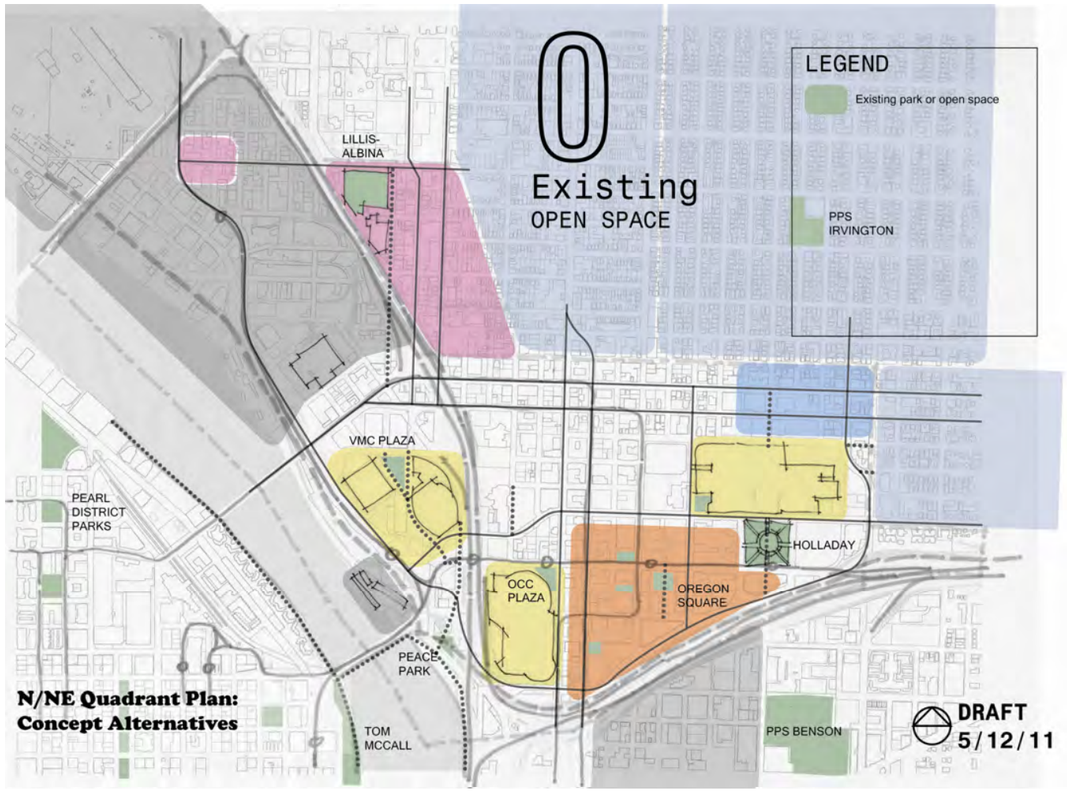
Issues and opportunities ...

- General lack of vibrancy and pedestrian-friendly places
- Central Lloyd area lacks identity
- Desire for more housing
- Desire to build on existing success in main street, employment and entertainment areas



Existing mobility issues ...

- Busy streets, little hierarchy
- Limited, fragmented pedestrian connections
- Barriers created by freeway and other busy streets, large buildings and superblock structure



Existing open space issues ...

- Limited open space
- Existing amenities such as Eastbank Esplanade and private open spaces are poorly linked
- Safety and programming issues at Holladay Park



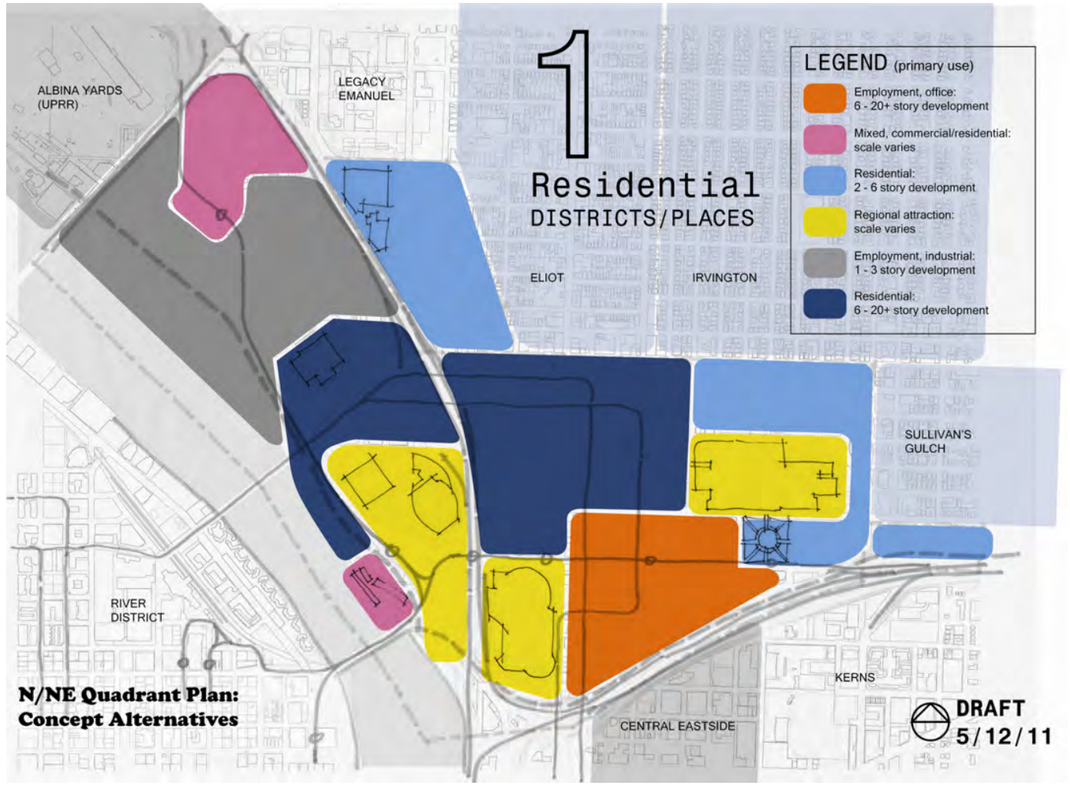


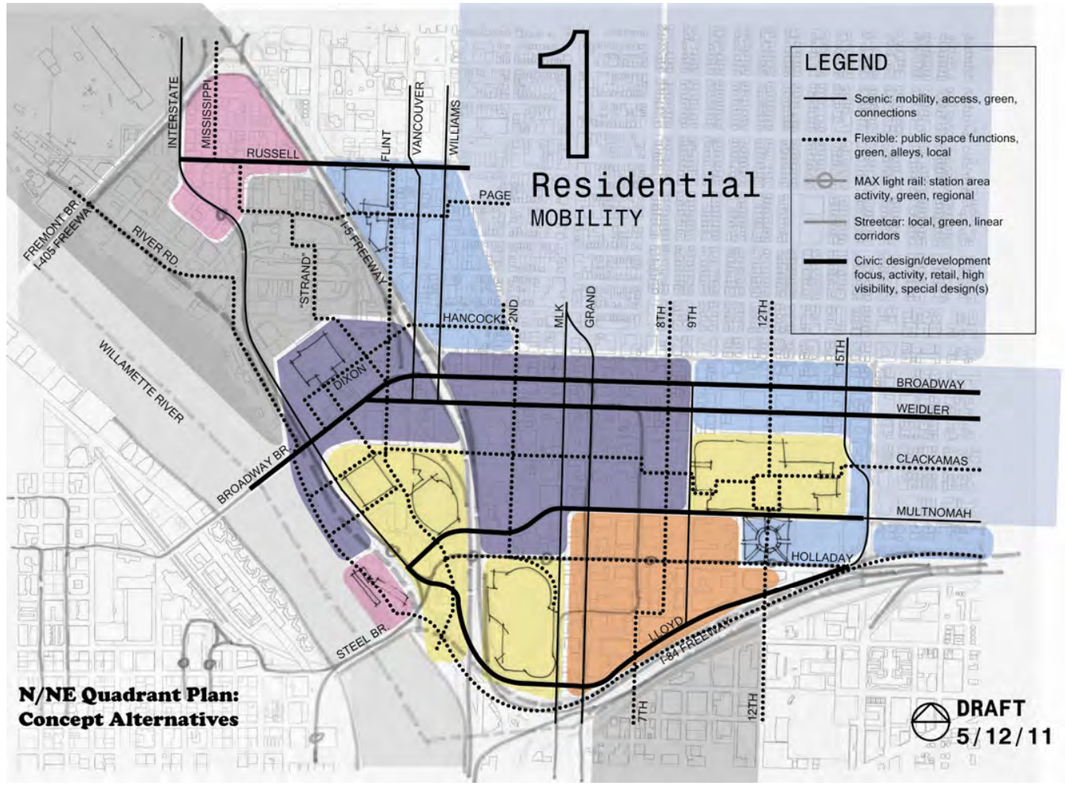






Residential Emphasis





Residential emphasis ...

- Focus on highest density residential as predominant use in core area
- Opportunity for predominantly residential enclaves
- Brings residential energy to riverfront
- Features expanded mixed-use district on Lower Russell
- Calls for mid-density predominantly residential development along N Williams and N Vancouver
- Suggests possible long-term redevelopment of grain terminal at Steel Bridge

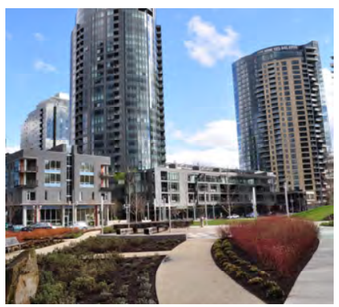
Maximize connections ...

- Strong green, pedestrian system throughout study area
- Emphasizes main street character of Broadway, Weidler and Multnomah
- Several new crossings over I-5/I-84
- New pedestrian connections to riverfront

High density residential development (Seattle, San Diego, Portland)

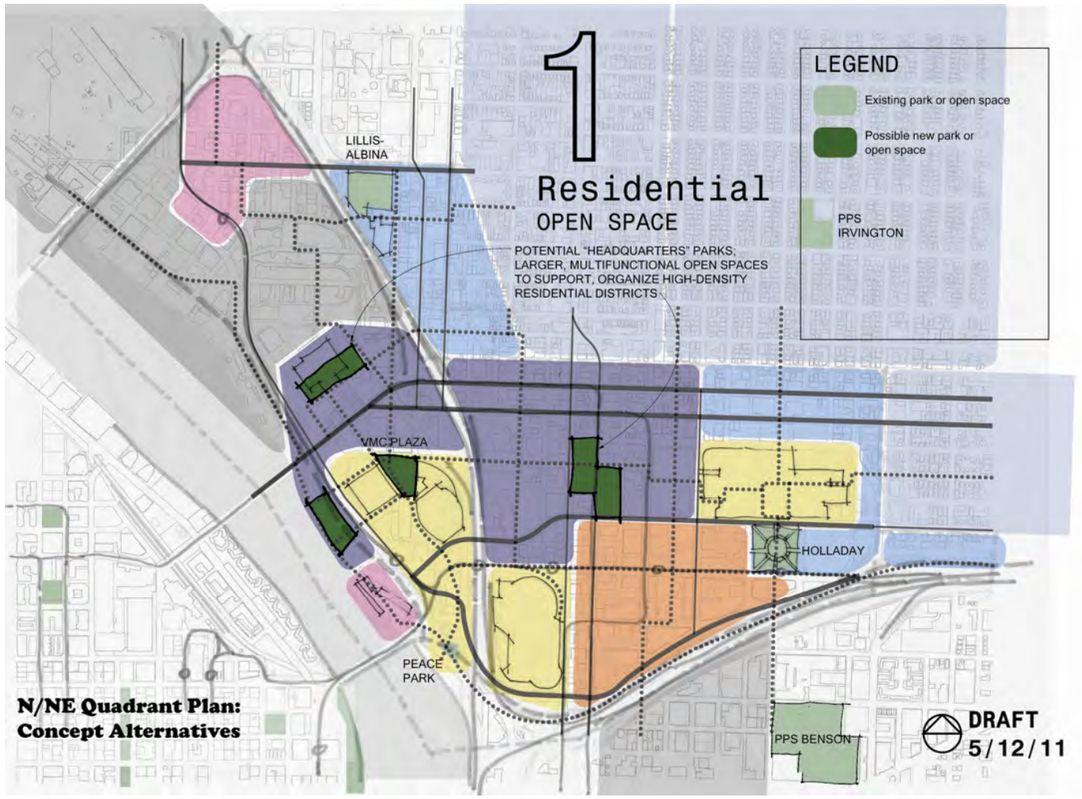


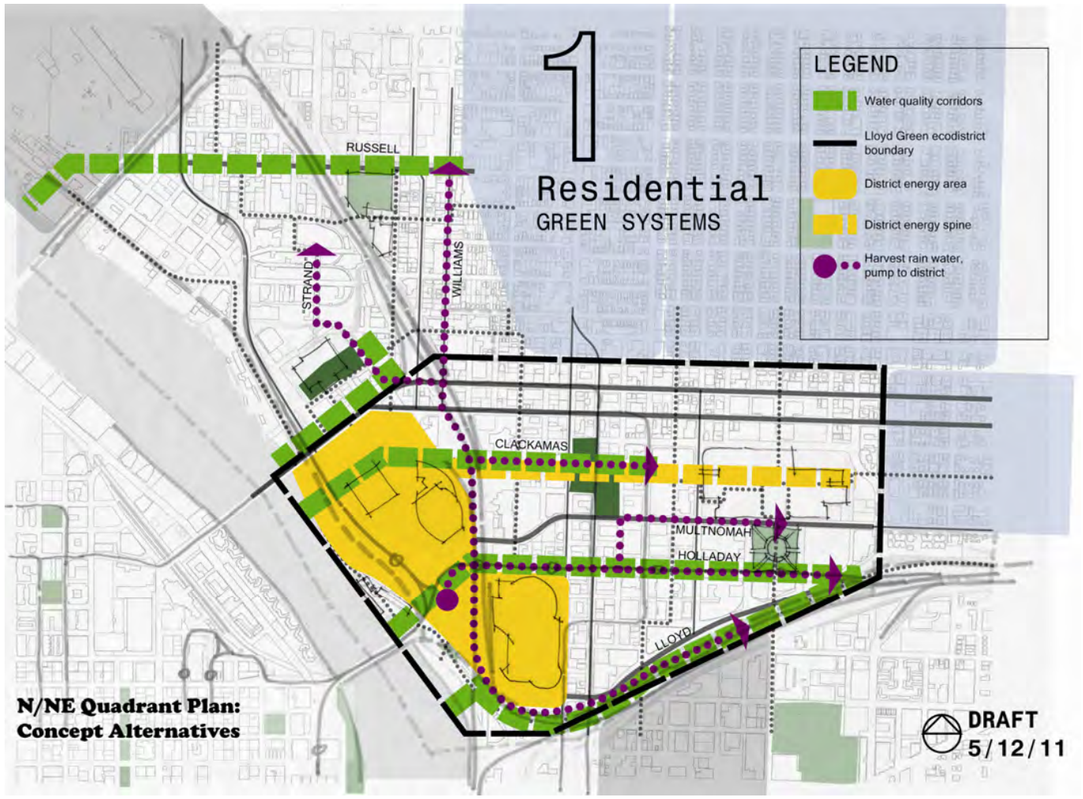




Scenic street (Tokyo)

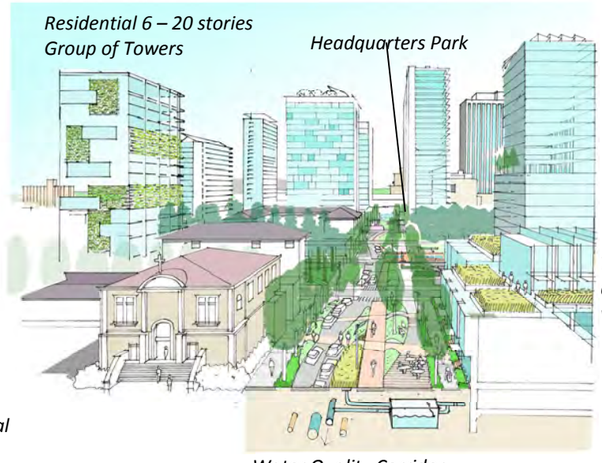






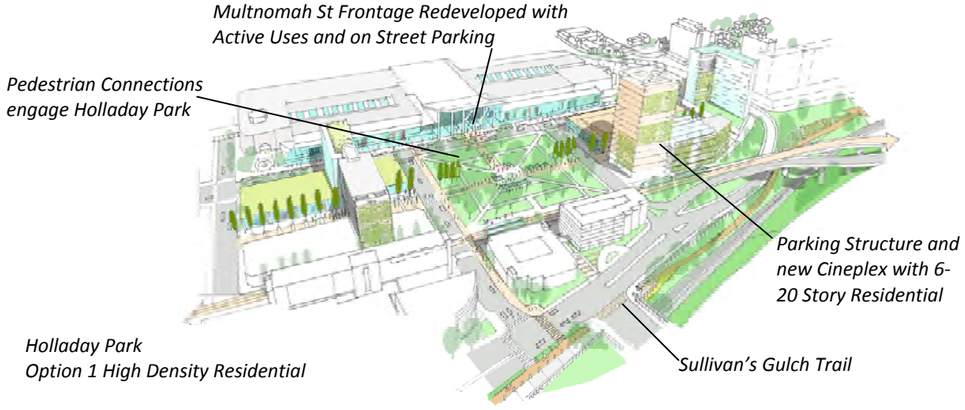
Create major new open space ...

- Large new central park in residential area
- New open space at riverfront
- New open space north of Broadway

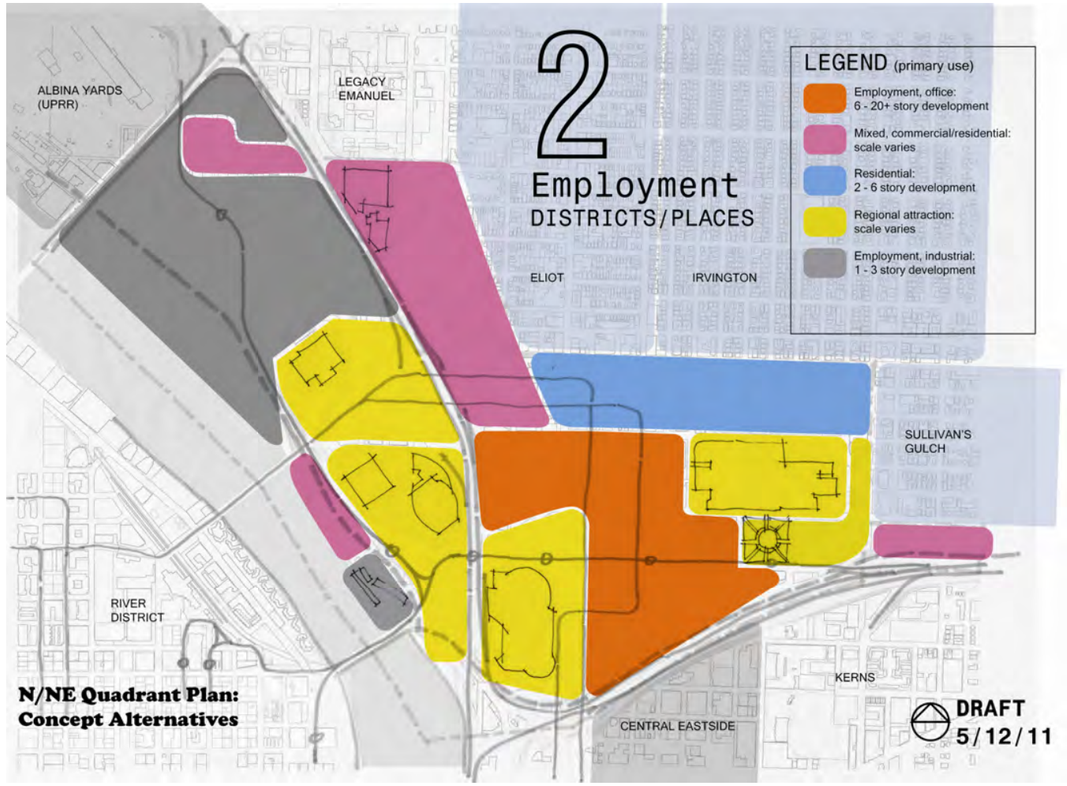


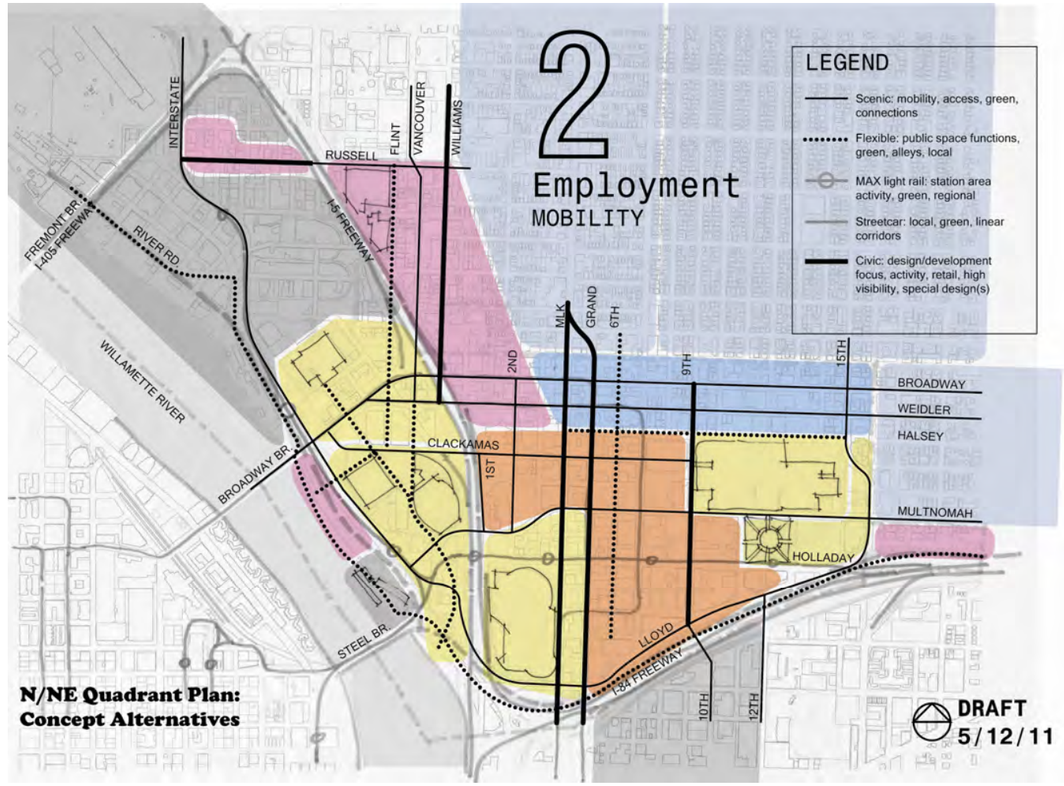
Orient green corridors east-west ...

- Stormwater mined near Rose Quarter pumped back to district for reuse
- Rose Quarter and Convention Center on district energy with Clackamas spine to Lloyd Mall
- Lloyd Green Ecodistrict



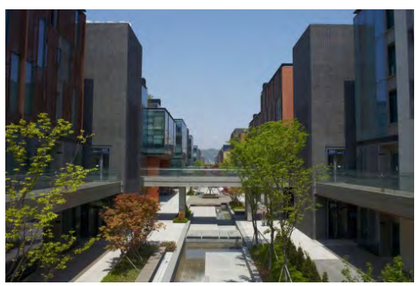
Employment Emphasis



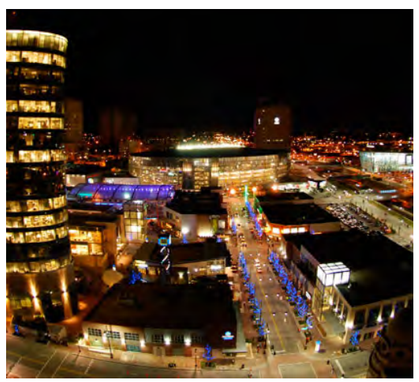


Employment Emphasis ...

- Builds on existing job center and expands office district
- Expands regional attractions
- May include some housing but not as a predominant use
- Limits increased flexibility to small area on N Russell Street
- Embraces mixed employment along N Williams and N Vancouver



Employment development (Korea, Kansas City)

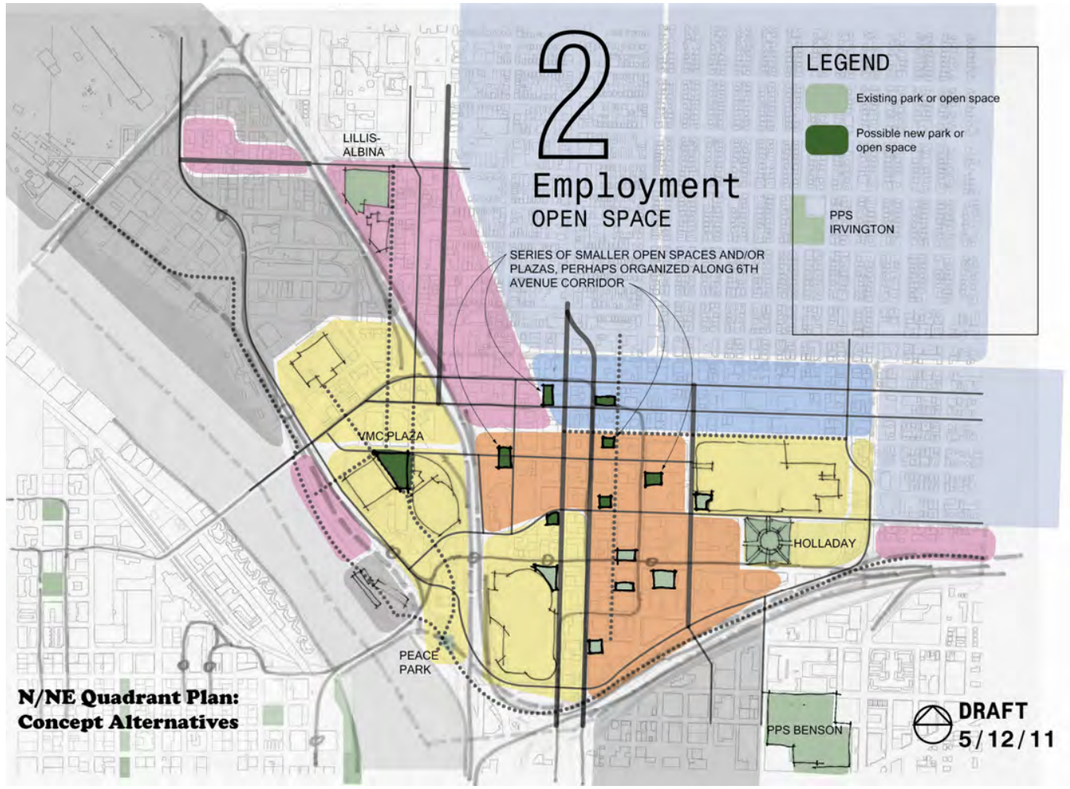


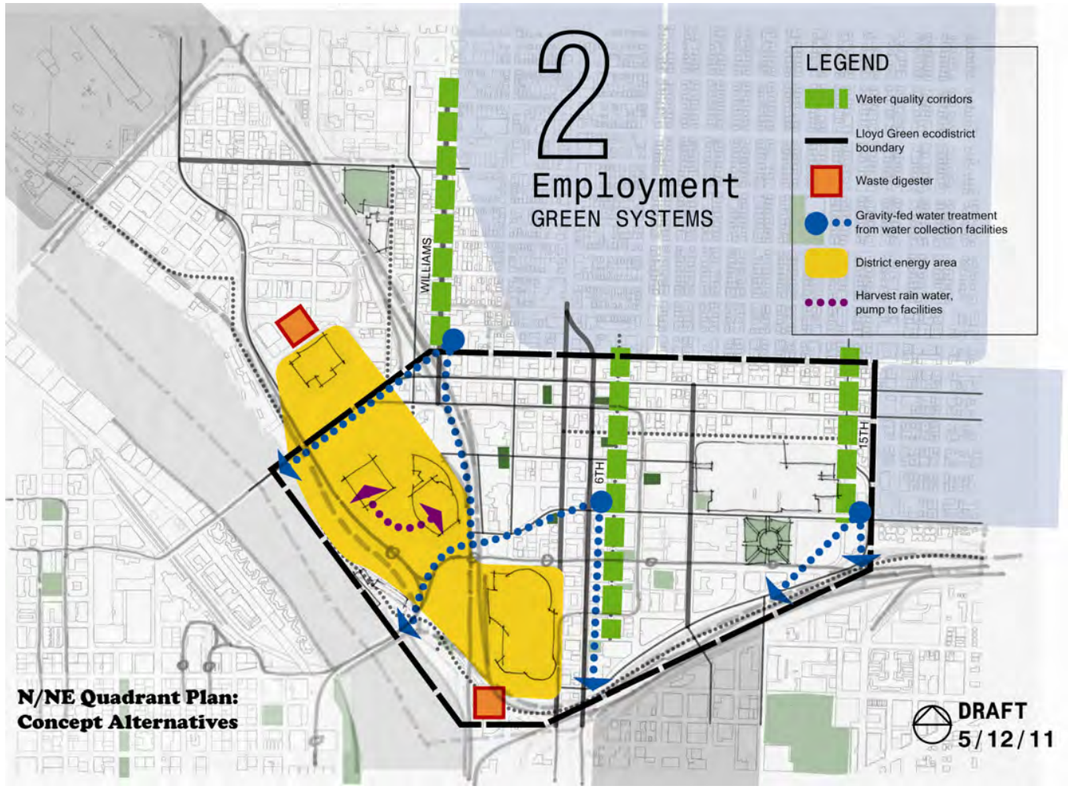
Use existing transportation infrastructure ...

- Modest connectivity improvements
- Less emphasis on reducing I-5 barrier
- New local street connections over I-5 and I-84



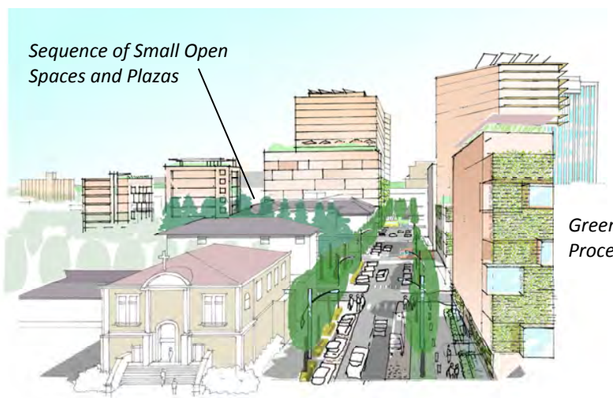
Civic street (Seattle)





Expand smaller, private open spaces ...

- No major new public parks
- As office core development continues, private plazas and parks will be provided
- Pedestrian connections link system of private parks



NE Clackamas Street View with Office, Employment Uses

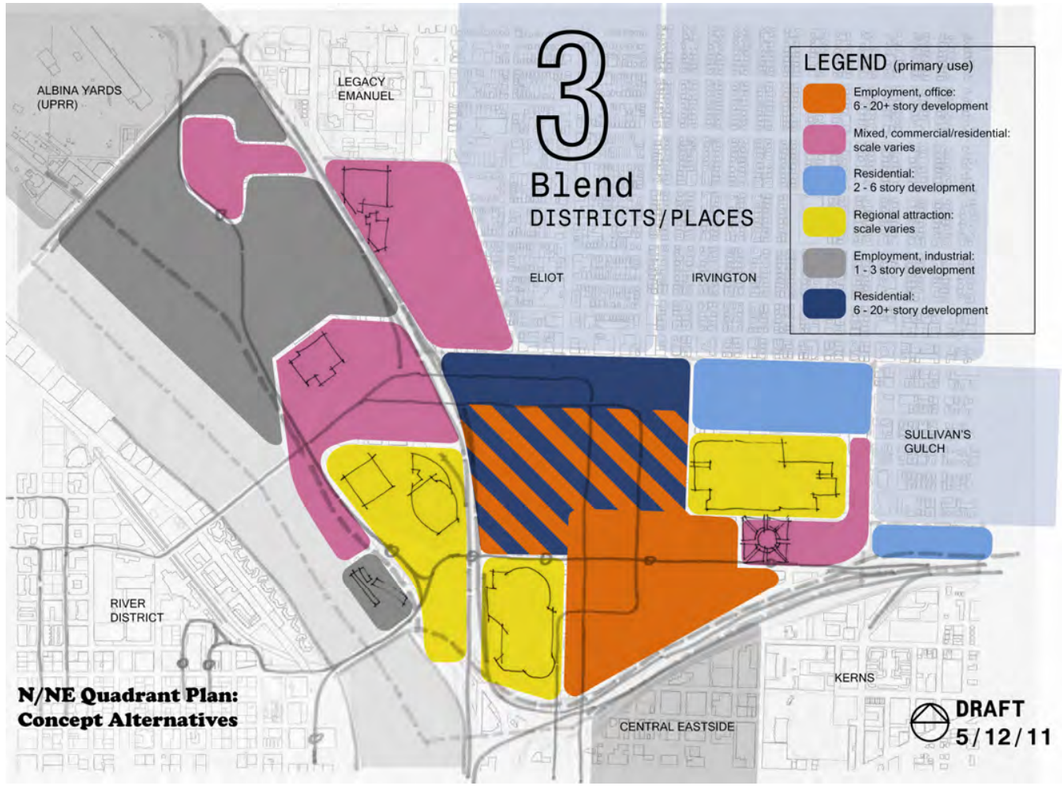
Orient green corridors north-south ...

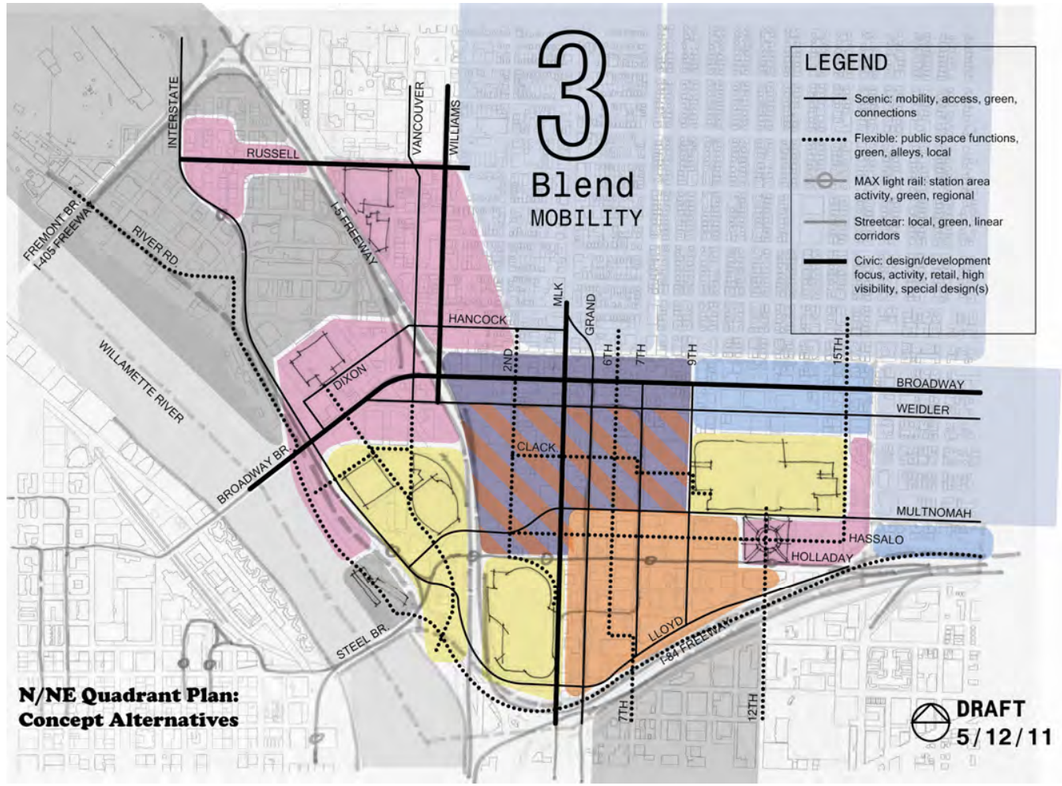
- Mid-district water capture and treatment, gravity fed for reuse downhill
- Rose Quarter and Convention Center on district energy system
- Waste digesters at north and south edges of entertainment area to convert waste to energy
- Rain water harvesting in Rose Quarter
- Lloyd Green Ecodistrict



Mixed Density, Office, Employment Aerial View Looking West Option 2 Employment District

Residential / Employment Blend Emphasis





Residential/Employment Blend …

- Market-driven office/residential mix in central core
- Provides maximum flexibility
- Maintains predominant residential focus north of Weidler and predominant office focus south of Multnomah/Holladay
- Modest expansion at N Russell Street
- Mixed employment along N Broadway



Residential/employment blend development (Seattle)

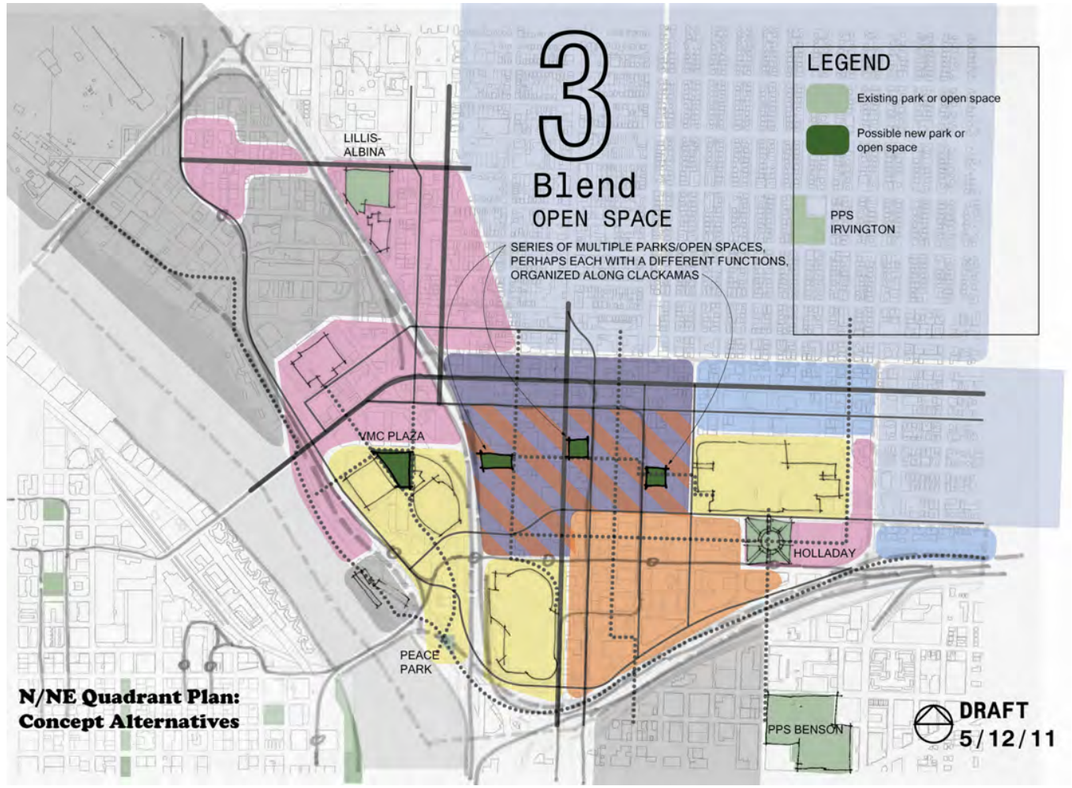
Strategic transportation improvements ...

- Improves key connections across freeways including a local street at Hancock/Dixon
- Prioritizes main street development along MLK, Broadway and Williams; Grand, Weidler and Vancouver play a lesser role
- Prioritizes bike/pedestrian connections through Lloyd District



Flexible street (Madrid, Venezuela)

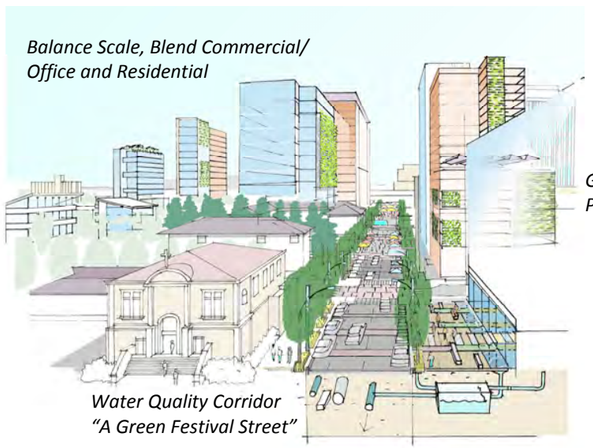




Linked progression of new small/medium-sized parks ...

- Clackamas green connection
- Serves both residents and employees
- Akin to Pearl District open space strategy

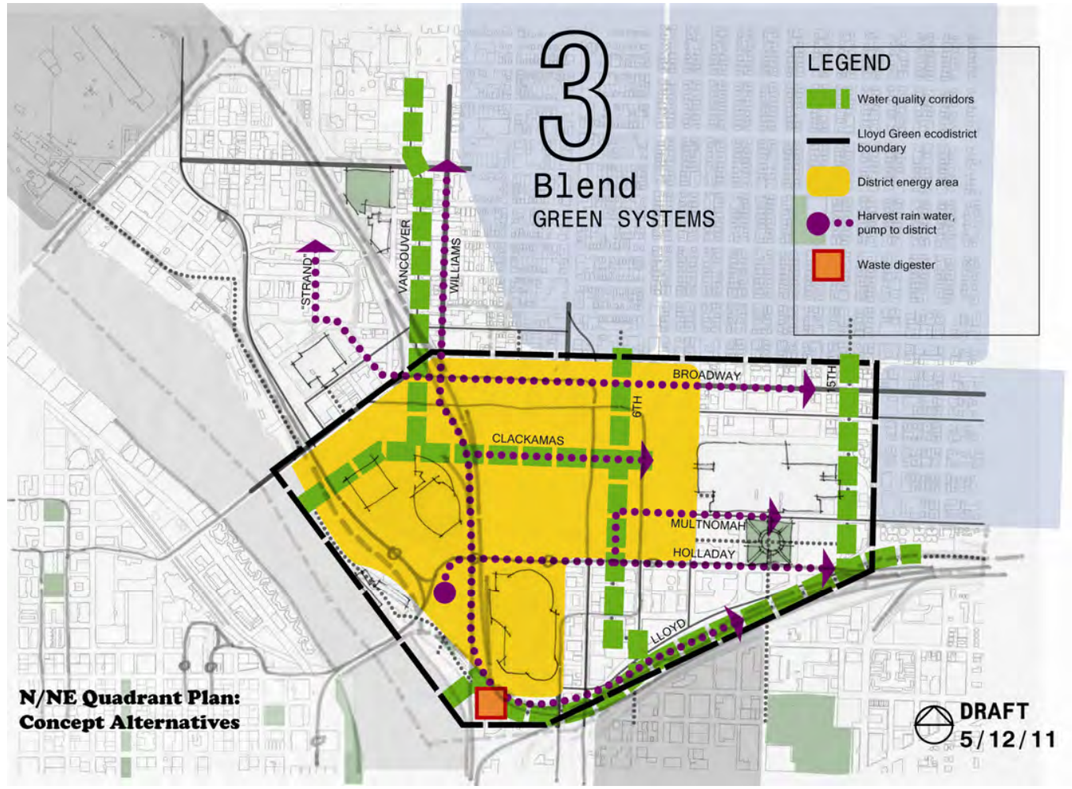
NE Clackamas Street with a High Density Blend of Uses



Balance Scale, Blend Commercial/ Office and Residential

Green Walls and Roofs Process Stormwater

Water Quality Corridor "A Green Festival Street"



Strategic blend of green corridors …

- Mix of north/south and east/west rainwater and water quality corridors
- Water collection facility in Rose Quarter could pump back to district for reuse
- Waste digester at southern edge of Convention Center
- Expanded district energy area to serve high-density residential/office blend in Central Lloyd
- Lloyd Green Ecodistrict

Aerial looking east with blended high density development



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Subarea Choices

This chapter summarizes major land use, urban design and local transportation choices for subareas of the N/NE quadrant that were drawn from a number of sources:

- Issues, opportunities and constraints,
- Stakeholder Advisory Committee (SAC) meetings,
- SAC Subcommittee meetings, and
- The Local Issues Charrette, held in February, 2011

The subarea choices were developed to coordinate with and complement the three quadrant-wide concept alternatives. Consideration of these choices will inform the refinement of the concept alternatives (and vice versa), contribute toward the preferred concept and provide guidance for more focused plan proposals at the subarea level.

Each subarea section in this chapter contains background information, area-specific choices with corresponding diagrams, and area-specific snapshots of the three quadrant-wide concepts. The snapshots help illustrate how the subarea choices could influence concepts at the quadrant-wide level.

N/NE Quadrant Subareas



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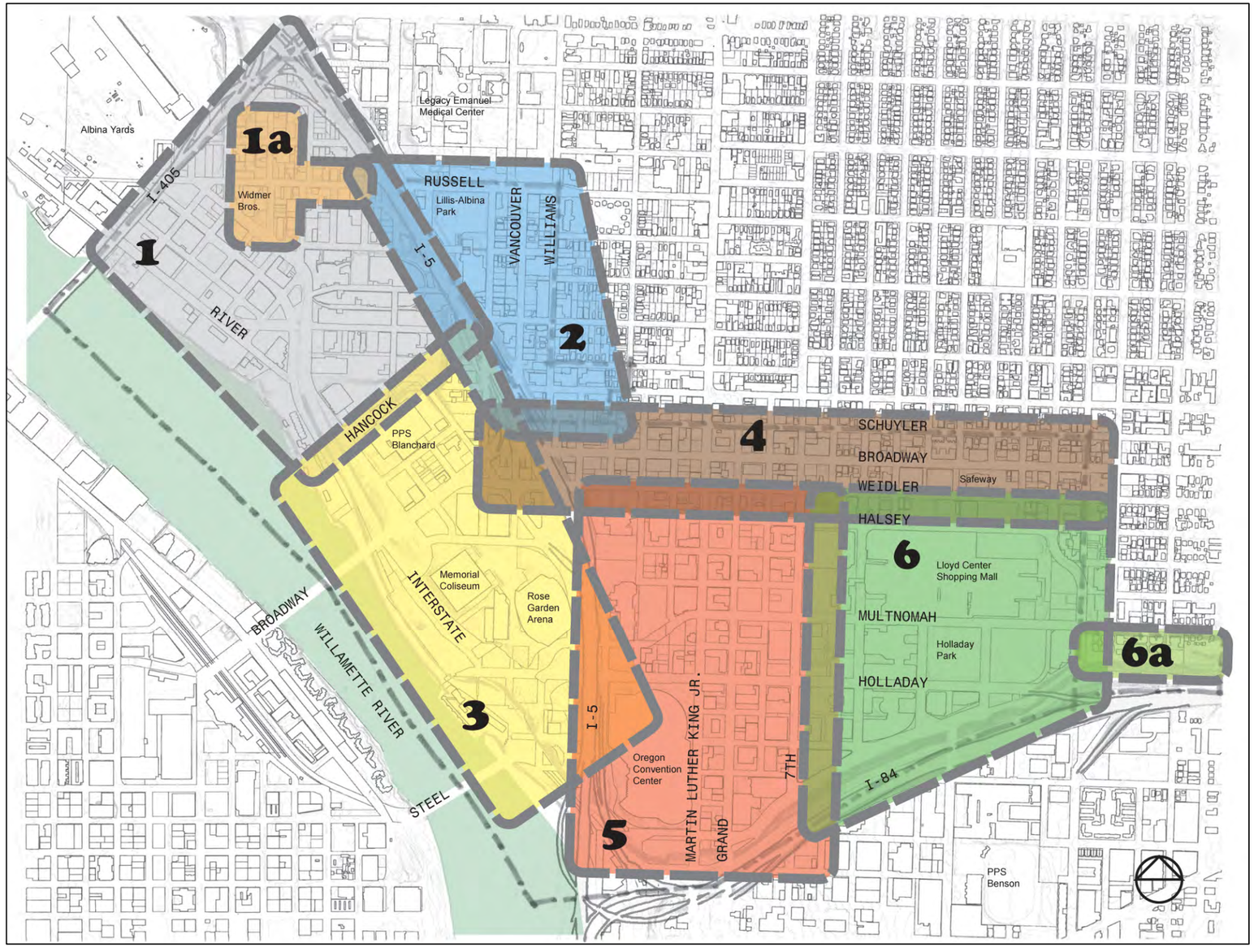

Albina Yards
Legacy Emanuel Medical Center
1a
Widmer Bros.
RUSSELL
Lillis-Albina Park
I-405
1
I-5
VANCOUVER
WILLIAMS
RIVER
2
HANCOCK
PPS Blanchard
4
SCHUYLER
BROADWAY
WEIDLER
Safeway
HALSEY
6
Lloyd Center Shopping Mall
Memorial Coliseum
Rose Garden Arena
INTERSTATE
BROADWAY
WILLAMETTE RIVER
3
I-5
MULTNOMAH
Holladay Park
6a
HOLLADAY
Oregon Convention Center
MARTIN LUTHER KING JR.
7TH
I-84
STEEL
5
GRAND
PPS Benson

Subarea 1 – Lower Albina Industrial



Background

This subarea is bounded by I-5 to the east, I-405 to the north, the Willamette River to the west and N. Hancock Street to the south. Most lands in this subarea have industrial zoning supporting a wide range of both new and older industrial businesses. Generally, there appears to be little interest in major changes to the current land use regulations in this area. One potential zoning change considers increase the land use flexibility of the area within subarea 1a (Historical Russell Street) and the Portland Public Schools (PPS) Blanchard site at the south end of this subarea. Another potential zoning option is to increase the flexibility of the industrial zoning east of the UP main line by allowing more creative office uses, intended to increase the employment density. This approach has been used with the Economic Opportunity Area tool applied in the Central Eastside.

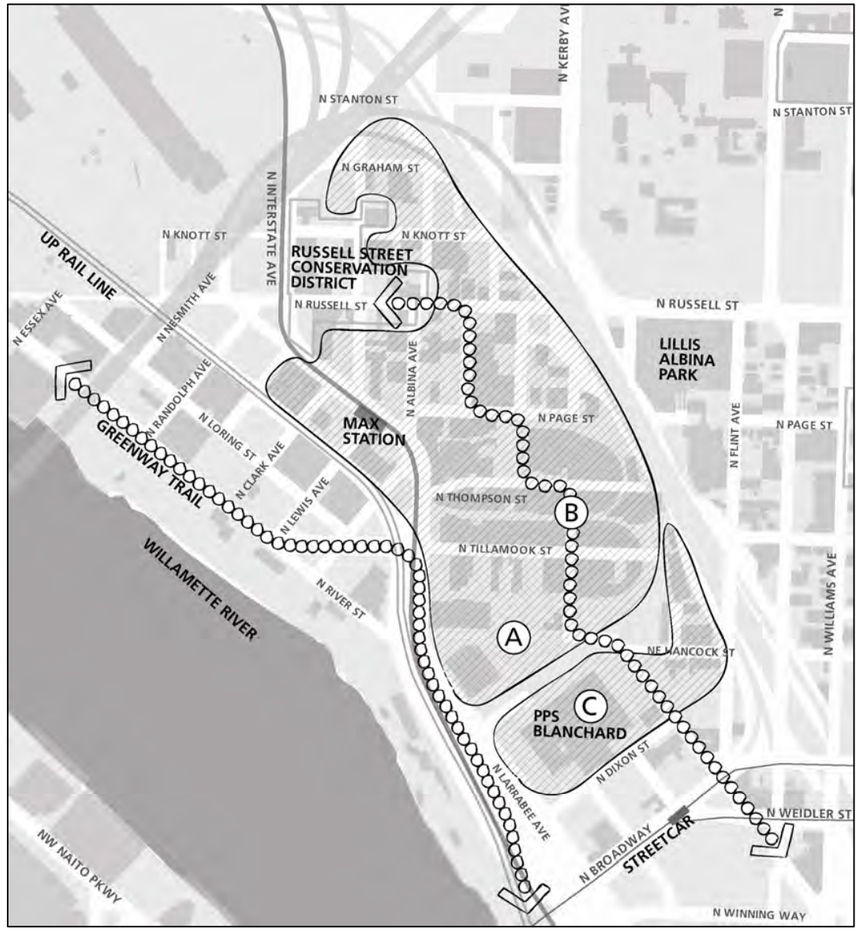
The area west of Interstate Avenue and River Street was included in the River Plan / North Reach, completed in 2010. This planning process will not revisit policies and regulations established by the River Plan in this area. It will remain in industrial use. It has been suggested that the area west of the Union Pacific mainline could be removed from the Central City Plan District.

There has been some discussion about a desire to better connect this area to the rest of the N/NE Quadrant (particularly to the Rose Quarter and Lloyd District) with a pedestrian-friendly alternative to N. Interstate Avenue known as “the strand”; this connection could include improvements to local streets and new connections where gaps currently exist in the network.

Area Choices

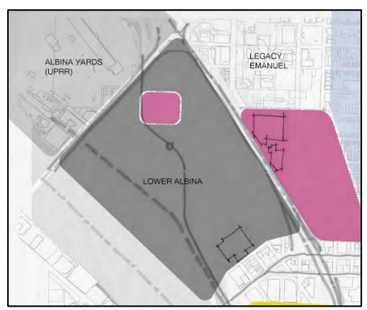
A. Should the plan increase flexibility by allowing more creative office uses in Lower Albina, such as software development and media production?
B. Should the plan call for “the strand” to create greater bicycle and pedestrian connectivity through Lower Albina to link the Russell St area to the Rose Quarter?
C. Should the zoning for the PPS Blanchard Site and adjacent properties to the east be changed to allow more land use flexibility to encourage future redevelopment of the sites? Ideas for the site have included retail, research and development and mixed use residential.



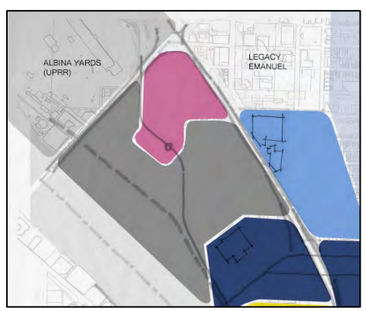


Quadrant-wide Concepts for Subarea 1

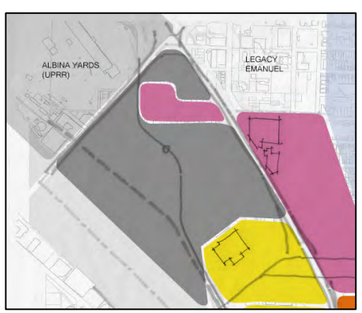
0 – existing conditions



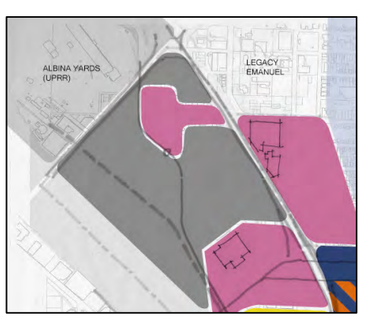
1- residential



2 – employment



3 – blend



legend (predominant use)



56871

Subarea 1a – Historic Russell Street



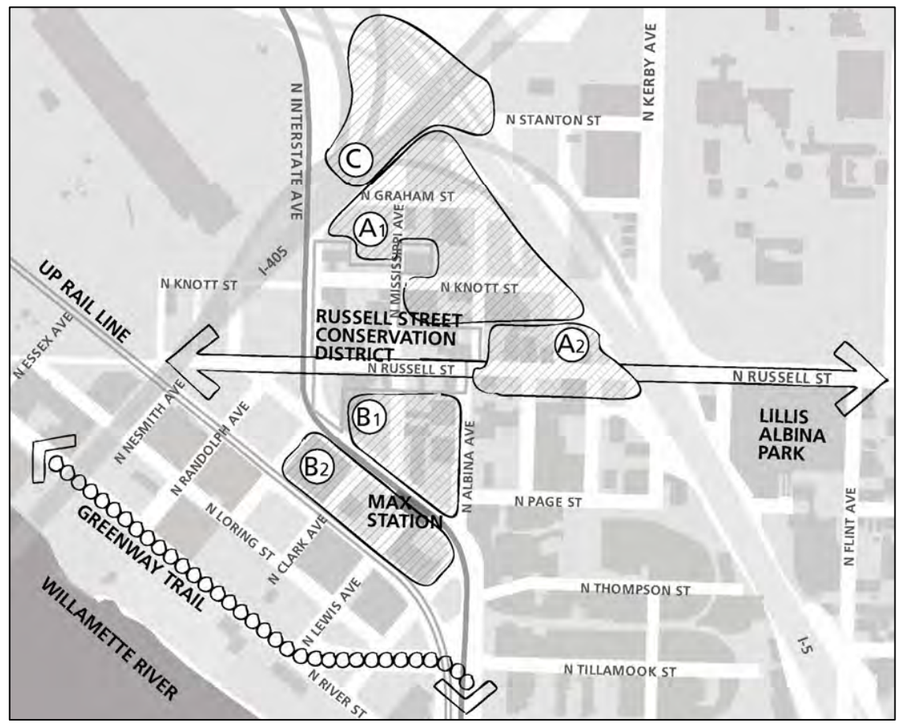
Background

Russell Street stretches from Interstate Avenue at the west end of the subarea to Martin Luther King Jr. Boulevard at the east end. Anchored by the Russell Street Conservation District and historic structures such as the Widmer Brothers Brewery, the west end of the street is home to a small but vibrant mix of restaurants, bars and other small-scale retail establishments. The area of mixed use zoning is limited to the two-blocks between Interstate Ave and N. Albina on both sides of Russell Street. East of this area to the I-5 underpass, properties fronting Russell Street are zoned industrial and non-industrial uses are restricted. Stakeholders have commented that the current balance of uses works well with the existing infrastructure, including parking capacity.

Conflicting policies are currently in place in this subarea. The 1988 Central City Plan map calls for mixed use and housing development. However, current industrial zoning prohibits housing in a part of the subarea that is also designated as a housing bonus target area and a design overlay zone, required ground-floor active uses and other provisions are inappropriately applied to industrially-zoned land.

Another potential zoning consideration in this area is the presence of the MAX Yellow Line Station on Interstate Avenue between N. Mississippi and N. Albina. This station was originally proposed at the foot of N. Russell Street adjacent to the mixed use historic main street. Due to traffic and railroad circulation issues, the station was ultimately built 2 blocks south on Interstate and is currently surrounded by industrial zoning, including some vacant properties.





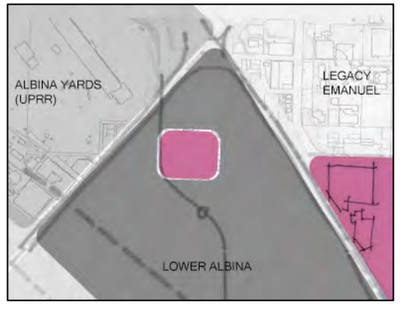
Area Choices

A/B. Which uses should the plan encourage in the following areas: north of Russell St (A1), along Russell St to the east of the Conservation District (A2), north of the MAX station (B1) and south of the station (B2)? Options include residential, commercial, mixed use and office.

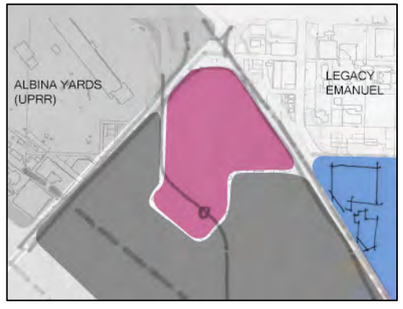
C. How should the area under the I-5/I-405 Freeway Interchange be utilized? Ideas have included active recreation suitable for a hardscape, such as a skate park or tennis courts.

Quadrant-wide Concept Alternatives for Subarea 1a

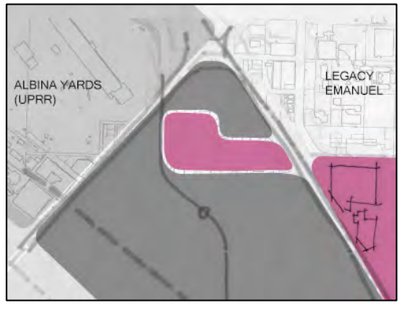
0 – existing conditions



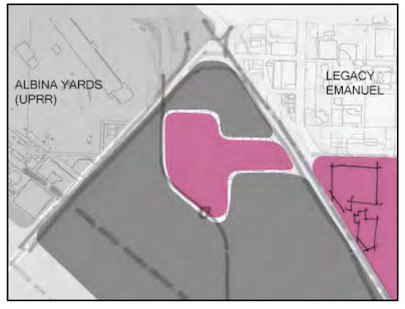
1- residential



2 – employment



3 - blend



legend (predominant use)



Subarea 2 – Eliot: Vancouver/Williams Corridor



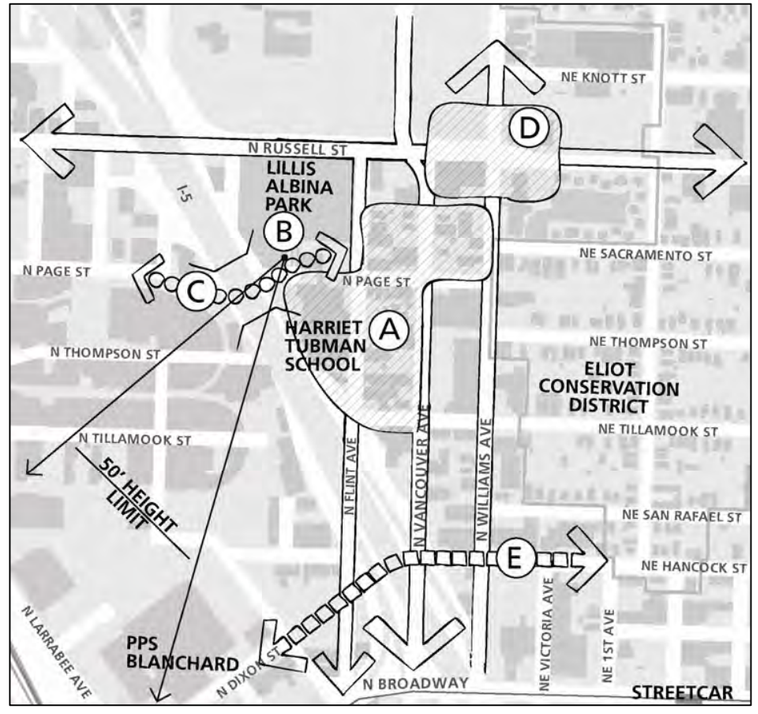
Background

This subarea is located south of Russell St and east of I-5, just outside the current Central City Plan District Boundary. It was added to the N/NE Quadrant study area in order to look at more flexible zoning options and potential impacts from changes to the I-5 Broadway/Weidler on- and off-ramps.

The area is currently home to a diverse mix of uses, including light manufacturing, warehousing, retail, residential and institutional, and also contains the Harriet Tubman School and Lilis Albina Park. Some of the area is currently zoned for high density housing that doesn't allow significant other uses and can limit the ability of existing, non-residential uses to expand. There is interest in shifting more of the area to flexible, mixed-use zoning that would allow housing along with a wide variety of other uses. In addition, this area contains a number of buildings identified in the Cornerstones of Community inventory of African-American historic resources, such as the Mt. Olivet Baptist Church that stakeholders have indicated should be preserved.

An additional issue relates to the designated view corridor from the corner of Lillis-Albina Park. This designated public viewpoint is currently obscured by trees and it cuts through the center of the PPS Blanchard site, restricting building heights to 50 feet on part of the parcel





Area Choices

A. Should the plan rezone residentially-zoned properties to allow a wider range of uses? If so, are additional incentives for housing development desired?
B. Should the plan recommend changes to the designated view corridor from Lillis Albina Park? If so, how?
C. Should an additional pedestrian connection be developed at Page Street under I-5 to connect this area to Lower Albina?
D. Should a main street district be encouraged around the intersection of Williams Avenue and Russell Street, reviving a historic commercial node?
E. Should an additional east-west multimodal connection be developed north of the Broadway/Weidler couplet (e.g. Hancock St. to Dixon St.)?
F. Should both Vancouver and Williams Avenues be encouraged as neighborhood commercial streets, or should one be emphasized as the prominent commercial corridor?

Quadrant-wide Concepts for Subarea 2

0 – existing conditions



1- residential



2 – employment



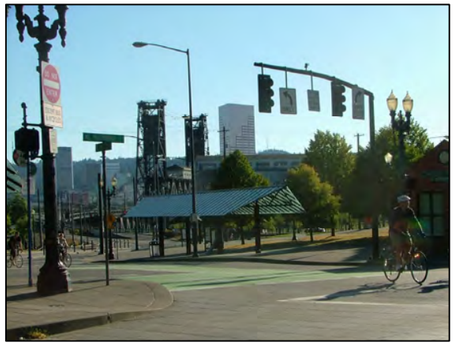
3 - blend



legend (predominant use)



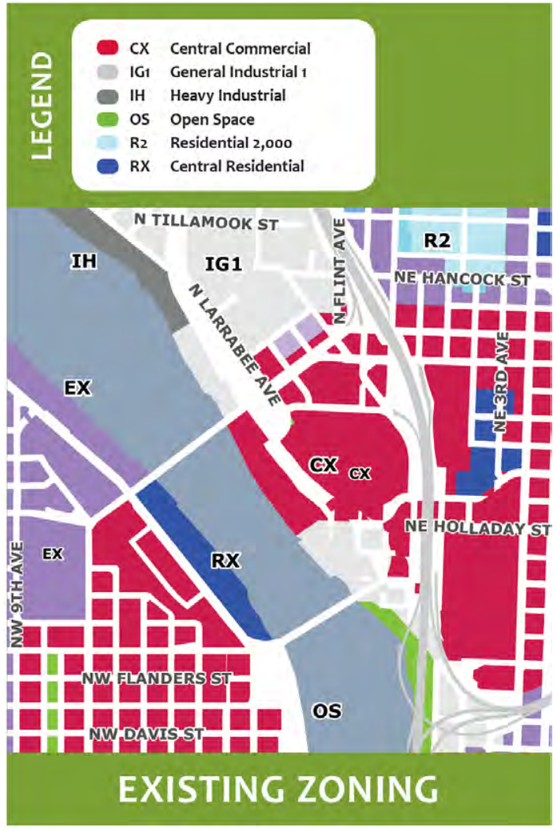
Subarea 3 – Rose Quarter and Vicinity

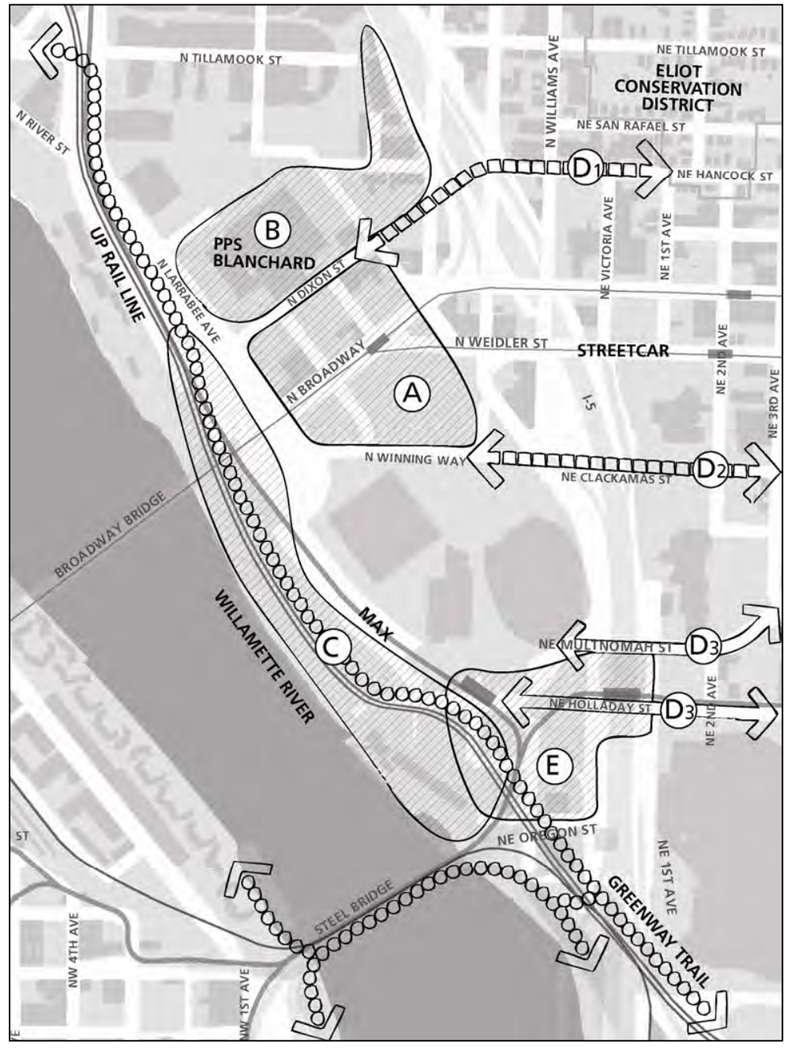


Background

Home to the Veterans Memorial Coliseum and the Rose Garden Arena, the Rose Quarter is one of the region's largest and busiest regional sports and entertainment districts. Immediately to the north of the Rose Quarter, N Broadway connects the Broadway Bridge to I-5 and NE Portland. Just to the north of Broadway is Portland Public School's (PPS) headquarters building, the Blanchard Educational Service Center. PPS has expressed interest in moving their headquarters to another location in the City, which would open up a large site for redevelopment opportunities to complement proposed redevelopment in the core area of the Rose Quarter.

The core area of the Rose Quarter has been the subject of extensive development planning over the past few years. The current effort, the Rose Quarter District Plan, is being led by the Portland Development Commission and is nearing completion. The Plan sets the direction for long range planning in the core of the area, preserving and renovating the Coliseum and calling for a greater level of activity and 24 hour uses to complement the entertainment events currently held in the Rose Quarter. The N/NE Quadrant Plan will address the areas away from the core of the district – particularly to the north along N. Broadway, to the west along the banks of the Willamette River, and the connections to the south and Lloyd District to the east.





Area Choices

A. Should larger buildings (height, mass) be allowed along N Broadway between the river and N Wheeler Ave to increase density and support a higher level of activity in the Rose Quarter?
B. Should the zoning for the PPS Blanchard Site and adjacent properties to the east be changed to allow more land use flexibility to encourage redevelopment? Ideas for the site have included retail, research and development and mixed use residential?
C. What should the nature of the Willamette riverfront be in this area, in terms of land use, public access, and other features?
D. Are there ways to improve access between this subarea and other parts of the Lloyd District over and under I-5 with new connections (see D1-Hancock St., D2-Clackamas) or improvements to existing connections (see D3-Multnomah/ Holladay)?
E. Should the local and regional transportation infrastructure around the Steel Bridgehead and the Rose Quarter Transit Center be reconfigured to improve access, circulation and encourage new development?

Quadrant-wide Concept Alternatives for Subarea 3

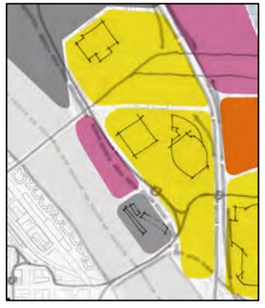
0 – existing conditions



1- residential



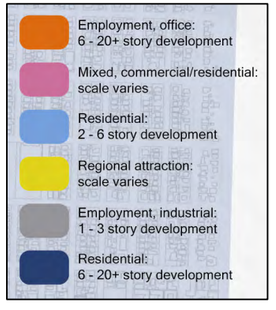
2 – employment



3 – blend



legend (predominant use)



Subarea 4 – NE Broadway Weidler Commercial Corridor

Background

The Broadway/Weidler couplet is a major transportation and commercial corridor that extends from the Broadway Bridge to the eastern edge of the N/NE quadrant. The eastern end of the corridor provides "main street" commercial and retail services for the surrounding neighborhoods, while areas closer to I-5 contain more auto-oriented commercial services such as gas stations and car dealerships. The Irvington neighborhood, located just to the north of the Broadway, has recently been designated as a National Register Historic District. Broadway and Weidler connect to I-5 at the "box". A new streetcar line is under construction from the west side across the Broadway Bridge, traveling along NE Weidler before continuing south on NE 7th Avenue and returning to NE Broadway on NE Grand Avenue.

The "box" (Broadway/Weidler between Vancouver and Williams Avenues) is a difficult area for all modes of transportation, with poor pedestrian and bicycle conditions and frequent congestion associated with the I-5 freeway interchange. There are also concerns about circulation and safety issues along the rest of Broadway and Weidler, including difficult pedestrian crossings and bicycle safety issues. Other issues include enhancing the "main street" character of Broadway and/or Weidler and achieving a respectful transition from the commercial development on Broadway and Weidler to the residential development in the historic Irvington and Eliot neighborhoods to the north. Current maximum building heights east of 7th Avenue and north of Weidler are 50', however, a variety of height bonuses are in place allowing development to be considerably higher in some cases, provided certain amenities are included in the project. Section diagrams on the following page display allowed heights and bonus opportunities.

Emerging concepts include creating a more contiguous main street environment along NE Broadway and NE Weidler that extends through the Rose Quarter and connects to the Broadway Bridgehead, where key redevelopment sites could serve as a gateway to the district. Concepts that call for stronger connections in a north south orientation continue to include greater development along NE Broadway and Weidler. High density residential development suggested for areas surrounding the Broadway/Weidler couplet would support retail development.

Area Choices

A. Is the current transition in allowed heights from Broadway/Weidler to the neighborhoods to the north appropriate (see section AA)? If not, what changes could be made to improve it?
B. Should both Broadway and Weidler be encouraged as neighborhood commercial streets, or should one be emphasized as the prominent commercial corridor? Should the "main street" character present on the east end of the couplet extend toward the Rose Quarter? If so, how far?
C. What methods should be used to address the circulation and safety issues along the corridor?
D. Are the current allowed building heights along Broadway/Weidler appropriate (see section BB)? Should residential development be encouraged on the west end of the corridor?

Quadrant-wide Concept Alternatives for Subarea 4

0 – existing conditions



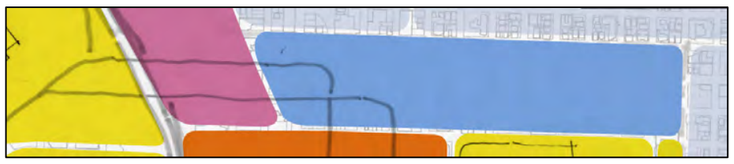
1- residential



legend (predominant use)

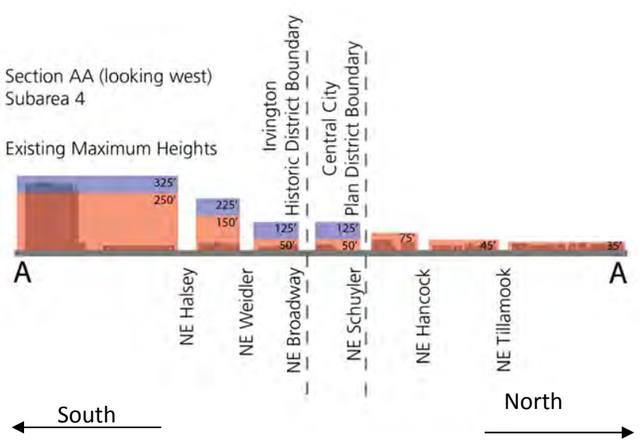


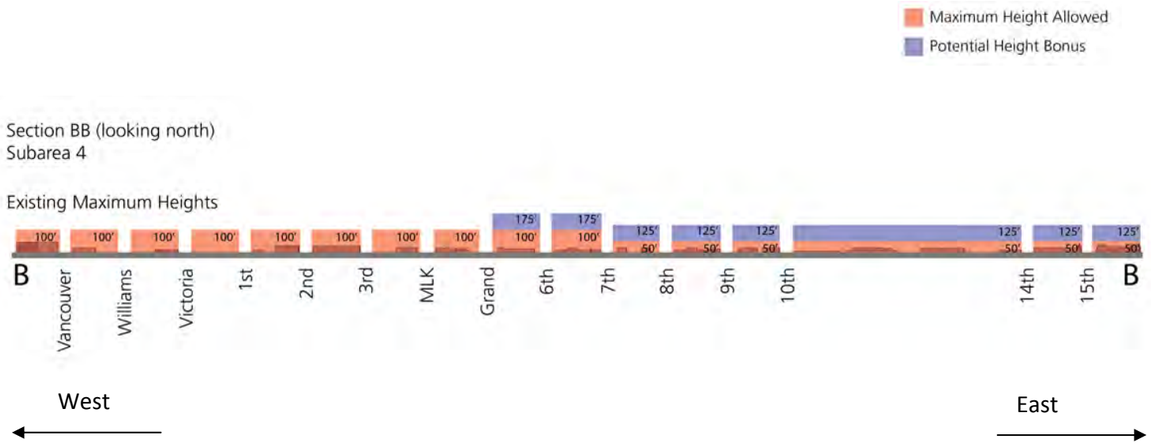
2 – employment



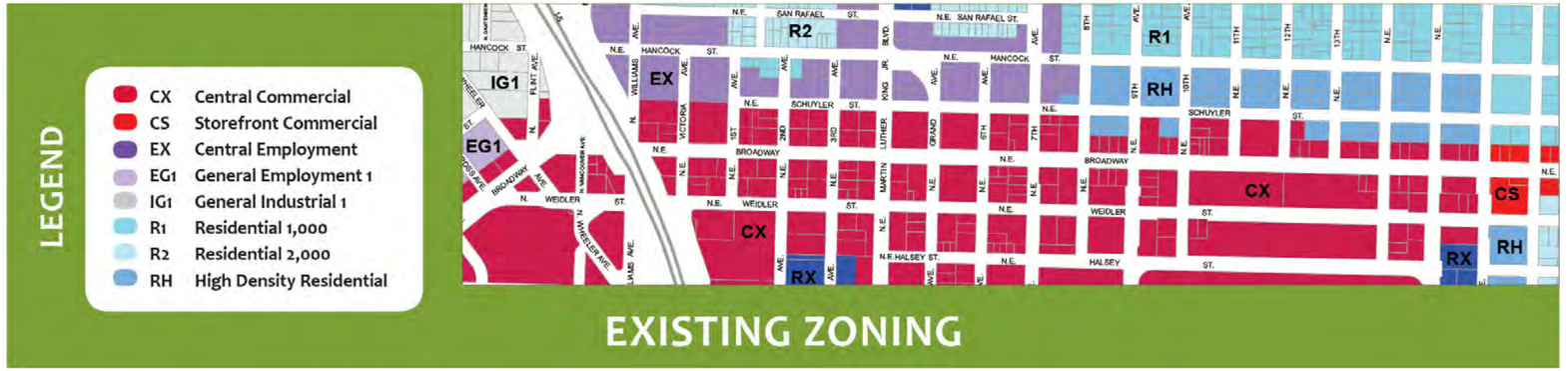
3 – blend



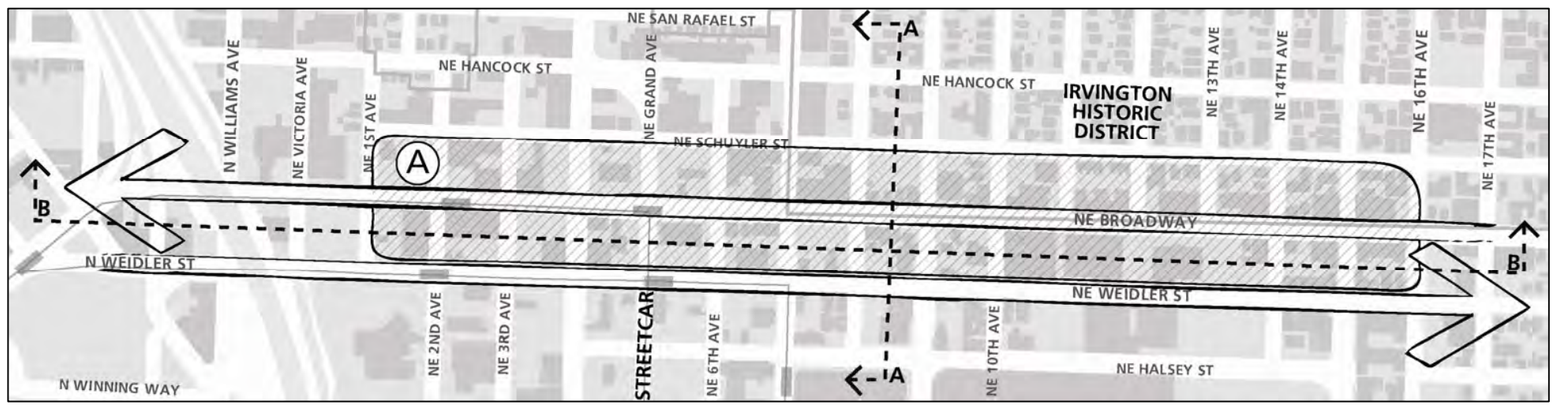

Section AA (looking west)
Subarea 4
Existing Maximum Heights
Irvington Historic District Boundary
Central City Plan District Boundary
325'
250'
225'
150'
125'
50'
125'
50'
75'
45'
35'
A
NE Halsey
NE Weidler
NE Broadway
NE Schuyler
NE Hancock
NE Tillamook
A
South
North


Maximum Height Allowed
Potential Height Bonus
Section BB (looking north)
Subarea 4
Existing Maximum Heights
100'
175'
125'
50'
B
Vancouver
Williams
Victoria
1st
2nd
3rd
MLK
Grand
6th
7th
8th
9th
10th
14th
15th
B
West
East




LEGEND
CX Central Commercial
CS Storefront Commercial
EX Central Employment
EG1 General Employment 1
IG1 General Industrial 1
R1 Residential 1,000
R2 Residential 2,000
RH High Density Residential
EXISTING ZONING


Peet's Coffee


NE SAN RAFAEL ST
NE HANCOCK ST
N WILLIAMS AVE
NE VICTORIA AVE
NE 1ST AVE
NE GRAND AVE
NE SCHUYLER ST
NE BROADWAY
N WEIDLER ST
NE WEIDLER ST
NE 2ND AVE
NE 3RD AVE
STREETCAR
NE 6TH AVE
NE 10TH AVE
NE HALSEY ST
N WINNING WAY
IRVINGTON HISTORIC DISTRICT
NE 13TH AVE
NE 14TH AVE
NE 16TH AVE
NE 17TH AVE
A
B

Subarea 5 – Central Lloyd

Background

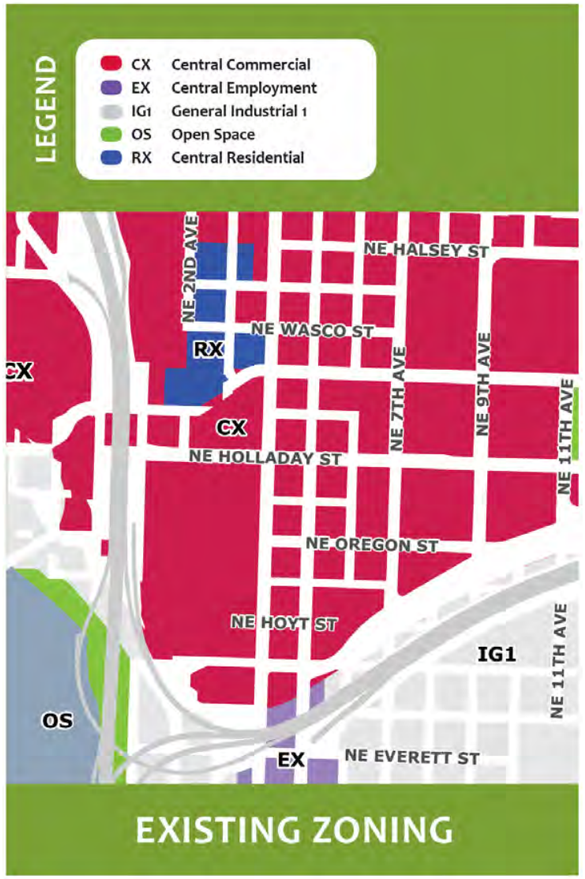
Central Lloyd is the core of the Lloyd District, home to the most generous development entitlements on the east side. The southern half of the subarea includes the Oregon Convention Center (OCC) and several office buildings, while the northern half is occupied by a few residential buildings, several mid-size hotels, medical services and a wide variety of smaller commercial buildings. Though the area is home to the OCC, in the rest of the district, relatively little development potential has been realized and the area lacks a strong identity. Streetcar is under construction now along NE Grand Avenue, NE 7th and NE MLK, and is anticipated to help encourage new development in this area.

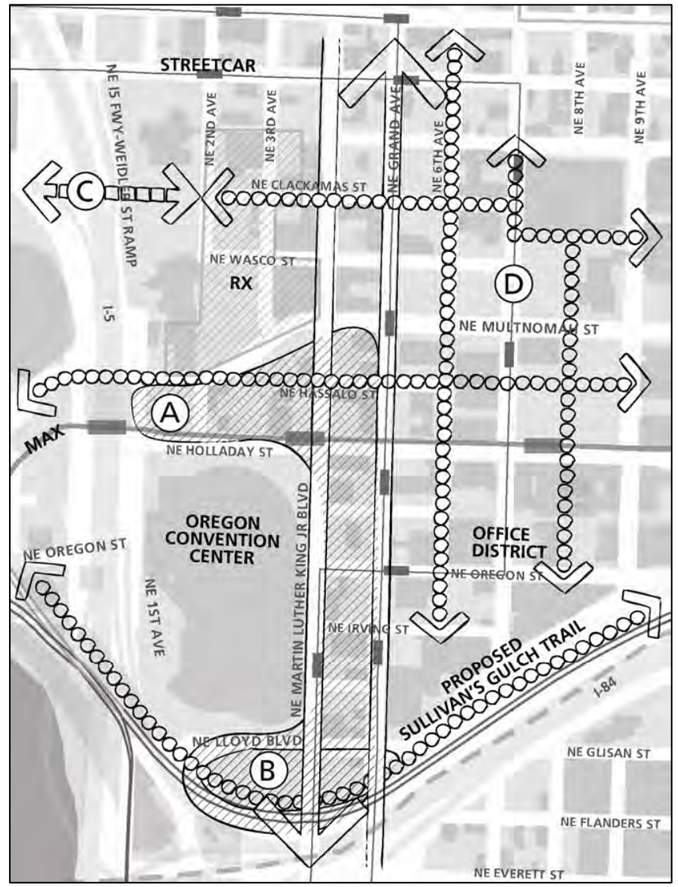
Development ambitions south of NE Multnomah Street, have long focused on projects that would support the OCC. The Development Vision for the OCC Blocks, completed by PDC in 2006, calls for a major hotel in the area and retail and entertainment uses that could add activity to the area around the convention center. The sites along MLK and Grand near I-84 have been suggested as good locations for high-rise signature development – an idea that would likely require some modification of established view corridors.

In the northern half of the subarea, there has long been a desire to see mixed-use development including a substantial residential component. Currently, there is a 3-block area zoned for predominantly residential uses (RX), and a zoning incentive for housing that covers large sections of the subarea (residential bonus target area). There is concern that current open space and other amenities and services in the area may be insufficient to attract and support significant residential development.

Area Choices

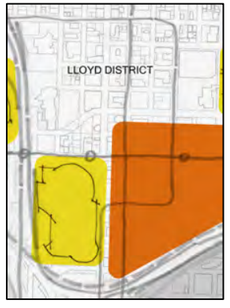
A. Does the goal of mixed-use office development with significant hotel and entertainment components make sense for the areas surrounding the convention center?
B. Should "signature" high-rise development be allowed at the southern edge of the district along NE MLK and NE Grand near I-84?
C. Should there be a local traffic and/or pedestrian and bicycle connection to the Rose Quarter along Clackamas Street?
D. Should NE Multnomah Avenue be upgraded to a major east-west corridor with regional retail uses?
E. Should both MLK Blvd and Grand Ave be encouraged as commercial streets, or should one be emphasized as the prominent commercial corridor?
F. Should there continue to be a focus on residential uses in this subarea, or should other uses be emphasized, such as office or mixed use? If residential development remains a priority, where should it be encouraged and what open space amenities should be planned to encourage and support it (e.g. large public park, series of plazas or pocket parks)?
G. Several ideas for future secondary pedestrian and bike connections have been identified (e.g. Clackamas, 8th, 6th, Hassalo). Which of these are most important?
H. What methods should be used to address the circulation and safety issues along the MLK/Grand corridor?





Quadrant-wide Concept Alternatives for Subarea 5

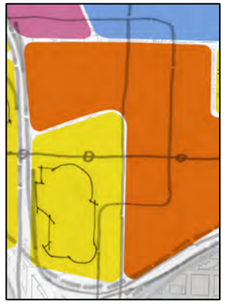
0 – existing conditions



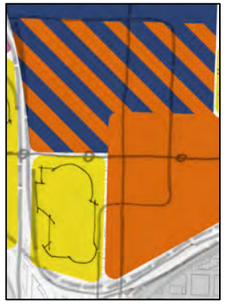
1- residential



2 – employment



3 – blend



legend (predominant use)



Subarea 6 – Eastern Lloyd

Background

This area has a well-established cluster of office buildings along NE Multnomah and NE Holladay Streets, regional shopping opportunities at Lloyd Center Mall and a predominance of surface parking lots and parking garages. The area is characterized by large blocks and property owners with large holdings. Current policy includes incentives for residential development in much of this area, though little residential development has occurred.

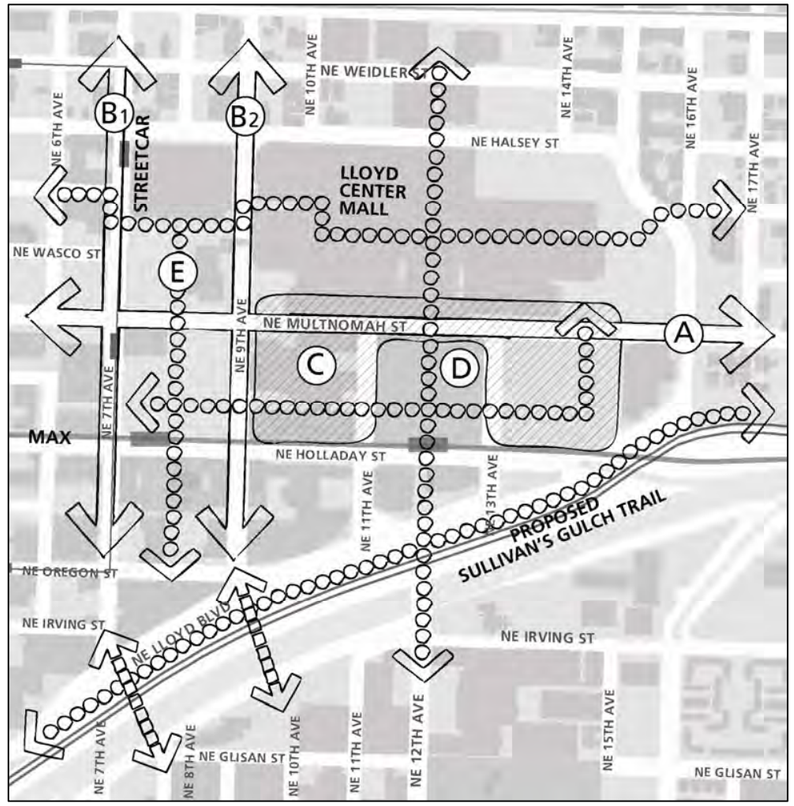
Emerging concepts suggest high-density residential or mixed-use development to enliven the district and enhance street-level activity, adding additional structured parking at the Lloyd Center Mall to allow redevelopment of surface parking lots. As the superblocks redevelop, ensuring that future mid-block connections provide continuous and convenient pedestrian routes through the study area will be important.

Some concepts suggest upgrading NE Multnomah Street to a major retail thoroughfare lined with regional retail, on-street parking, offices and possibly housing to add to the street-level activity and complement the Lloyd Center Mall. Adding entrances and additional store-fronts to the mall on the NE Multnomah Street side was seen as desirable.

MAX light rail and the new streetcar line provide transit options to and through the subarea, but increasing connectivity and safety for pedestrians and bicycles is an important issue. NE 7th Avenue provides an opportunity to strengthen north/south connections in the district with a new streetcar line and potential improvements to facilitate bike and pedestrian transportation. The Sullivan's Gulch Trail could provide open space and a valuable new connection from the subarea to the riverfront and areas to the east.

Holladay Park is one of the largest parks in the Central City and the only significant public open space in the Lloyd District, but the park suffers from public safety concerns and a lack of consistent, diverse activity. Concepts to address these concerns include short term actions such as active programming of the park, and long-term actions such as encouraging high density residential or mixed-use redevelopment surrounding and facing the park and adding design features to the park to attract a wider variety of users.



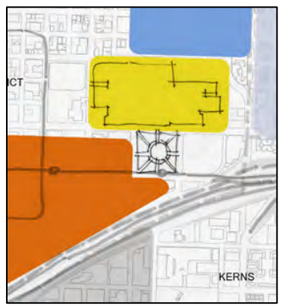


Area Choices

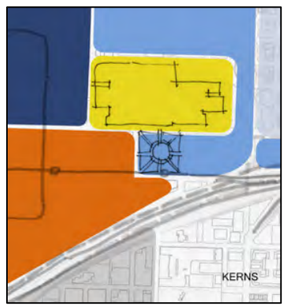
A. Should NE Multnomah Avenue be upgraded to a major east-west corridor with regional retail uses?
B. Should NE 7th (B1) and/or NE 9th (B2) Avenues be enhanced for multimodal transportation, with a possible future connection across I-84 to the Central Eastside?
C. What character, scale and uses would be most desirable for redevelopment surrounding Holladay Park?
D. How can the user experience be improved at Holladay Park?
E. As the superblocks develop, what are the most important features that should be included, in terms of connectivity and open space (e.g. ped/bike connections, parks)?

Quadrant-wide Concept Alternatives for Subarea 6

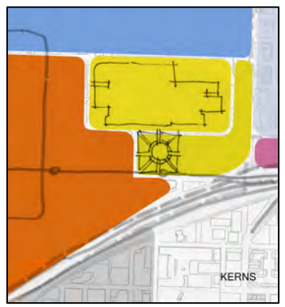
0 – existing conditions



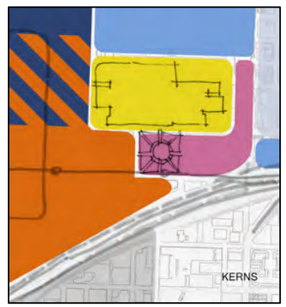
1- residential



2 – employment



3 – blend



legend (predominant use)

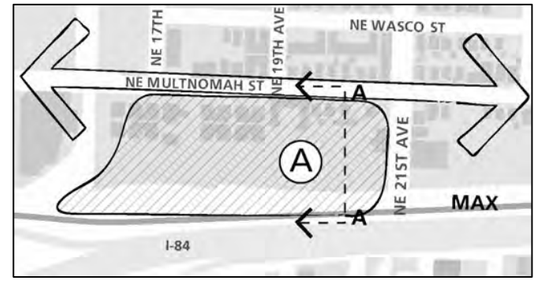


56878

Subarea 6a – Sullivan's Gulch Transition

Background

This subarea is adjacent to, but outside the current Central City Plan District Boundary. It was added to the N/NE Quadrant study area because higher density zoning extends along the south side of NE Multnomah Street to NE 21st Avenue and is mirrored by commercial and higher-density zoning in another expanded study area south of Interstate I-84. Today, the western part of this area is occupied by the Marriott Residence Inn Hotel, while the eastern portion is occupied by a small courtyard apartment building and several older single-family homes. Relative to the current zoning, the eastern portion is significantly underdeveloped.



The properties at the corner of NE Multnomah and NE 21st Avenue are currently split-zoned with a mix of high-density residential and commercial office zoning, which complicates redevelopment of the site. The N/NE Quadrant Plan has the opportunity to address the character of desired future development and make necessary changes to zoning regulations. Concepts consider the mix of uses that would be appropriate and the scale (height and mass) of future buildings in this location. Today, residential buildings up to 75 feet tall are allowed along NE Multnomah Street. The office zoning (CO2) to the south carries a 45-foot height limit, but allows additional uses such as retail and office.

The area could serve as a visible gateway to the district from the Central Eastside and I-84 and could be an important access point for the future Sullivan's Gulch Trail.

Area Choices

A. What types of uses are desirable and/or appropriate in this location (e.g. commercial office or retail, light industrial, residential)?
B. Do changes to the allowed height and mass of buildings need to be made in this area?
C. Should allowed building heights increase toward I-84?





Quadrant-wide Concept Alternatives for Subarea 6a

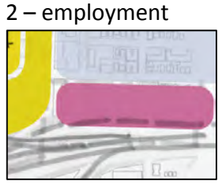
0 – existing conditions



1- residential



2 – employment



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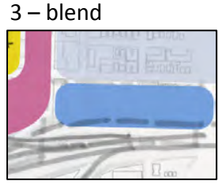
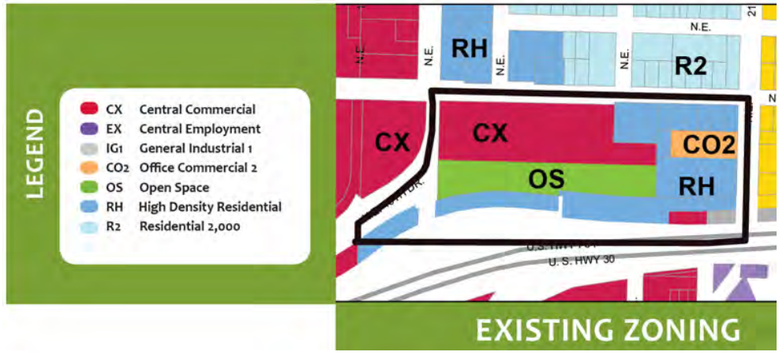


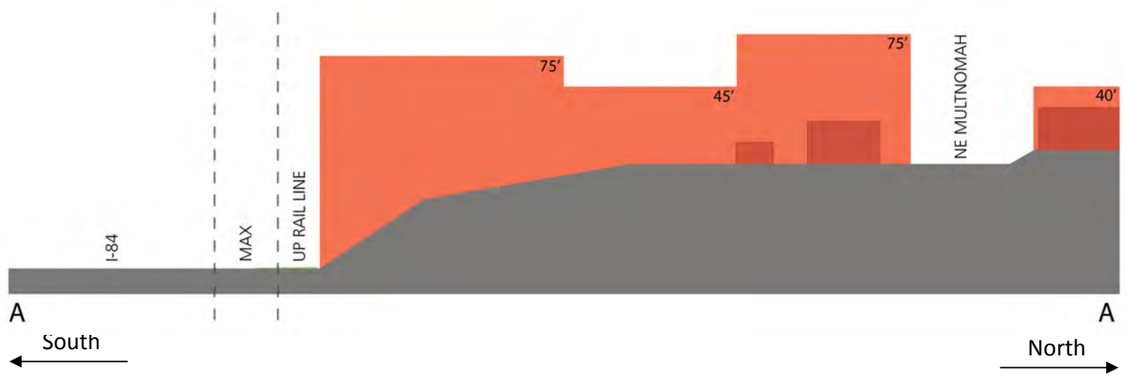
legend (predominant use)





Section AA (looking west)
Subarea 6a

Existing Maximum Heights



Public Input Received at June 2011 Open House related to the I-5 Broadway/Weidler Interchange

Below is a compilation of survey responses and general comments received at the public open house held on June 29, 2011, plus additional responses received via mail and at the July 13, 2011 Subcommittee meeting.

I-5 Broadway-Weidler Interchange Survey Responses (22 surveys collected)

What are the most important issues on the freeway that should be addressed in planning for improvements to I-5 in the N/NE Quadrant? (Select 2 items)	
Safety	**11**
Freeway Congestion	**6**
Access	**5**
Travel Time	**5**
Reliability	**3**
Freight	**3**

What are the most important issues at the Broadway/Weidler interchange that should be addressed in planning for improvements to the I-5 in the N/NE Quadrant? (Select 3 items)	
Pedestrian Access	**14**
Bicycle Access	**12**
Neighborhood Access	**7**
Safety	**7**
Economic Development	**6**
Travel Time	**5**
Local Street Circulation	**5**
Transit Operations	**4**
Freight Access	**2**

What are the project elements that you consider most important in the vicinity of the Broadway/Weidler interchange? (Select 3 items)		
Improved bicycle routes East/West		**12**
Improved bicycle routes North/South		**11**
Safety improvements at the interchange		**10**
New overcrossing at Clackamas Street for bicycles, pedestrians, and motor vehicles		**6**
New overcrossing at Clackamas Street **for bicycle and pedestrians only**		**6**
Better traffic operations to/from the freeway		**5**
New overcrossing at Hancock Street for bicycles, pedestrians, and motor vehicles		**5**
Improved Operations on freeway mainline		**4**
New overcrossing at Hancock Street **for bicycle and pedestrians only**		**3**
Better traffic operations on Broadway/Weidler		**3**
Other Comments (9 Responses)		
	1.	Smooth even traffic flow east via Broadway/Weidler out to 33rd.
	2.	Do not De-Couple
	3.	Remove on-ramps and off-ramps so freeway operations do not disturb the city above it- the walkers, the bicyclists, businesses, etc. At the least, minimize impacts of on-ramps and off-ramps to bicyclists and walkers. Allow movement for pedestrians on both sides of all streets, and to cross all legs of all intersections.
	4.	All options that increase auto movement into and through the area are harmful to the overall systems.
	5.	Better pedestrian environment-existing is extremely hostile.
	6.	Maintenance if surface streets, public transportation and bicycles. Adapt to moving people around with fewer cars. Improve rail infrastructure for freight. Make Broadway/Weidler more business-friendly by reducing and slowing car traffic.
	7.	Better neighborhood connections. Better traffic operations on Broadway/Weidler if it serves the

		neighborhood and does not increase neighborhood through-traffic and does not damage land uses on Hancock.
	8.	Less traffic.
	9.	This whole interchange is an important access point for 100s, 1000s if cyclists coming down Rodney and Williams to get downtown. Any option must improve this access. Also, I live in Eliot. I don't want to be cut off from downtown.

Which 4 concepts do you think do the best job of blending freeway improvements and the surface street environment?	
1. 2035 No-Build	**7**
4c. Three Point w/Couplet	**6**
3. Rebuild the Structures	**5**
2a. Braided Ramps	**4**
6. TSM/TDM/Operations Management	**3**
4b. Folded Diamond	**2**
5d. Roundabout	**2**
2b. Collector/Distributor Road	**2**
4a. Split Diamond	**2**
5a. Standard Diamond	**1**
5b. Single Point Urban Interchange	**0**
5c. Diverging Diamond	**0**
5e. Three Point w/De-Couple	**0**

What would you change about your preferred concepts? (Free response)	
1.	Moving SOV trips to Transit Trips. Remove the freeway access in this neighborhood, low-cost solution that accomplishes most of the safety goals of the project. Let's think outside the box.
2.	This area is a major bike and pedestrian travel node, entering N/NE Portland and putting people into Lloyd District or Downtown/ Many of the interchange options negate this. I am offended that we are even considering these "monster" interchanges (5a-5e) for the Inner-City at the great expense of bicycle-pedestrian connectivity and safety.
3.	Reduce freeway capacity with reduced VMT in the region, both that reduction already happening as well as policy-directed VMT reduction. Urban Design- street walls, gaps in urban fabric, buildable sites among the most important issues at the Broadway/Weidler interchange. Remove one S-bound terminus for design option # 3.
4.	Improve access to the bridge for all modes. Avoid traffic circles (rotaries/roundabouts) since Portlanders have no clue about how to merge into traffic.
5.	Focus on motor vehicle travel time specifically. Bicyclists need to pay for any bicycle improvements-it's called equity. Equity means bicyclists pays for bicycle infrastructure and transit users paying for transit improvements.
6.	Reduce automobile volumes moving across the Columbia River.
7.	Whichever is best for autos/trucks on mainline and no harm/better for motor vehicles on surface streets. Bikes are secondary.
8.	Alignments which remove buildings should be discarded as they will further harm economic viability of area and widen the barrier to pedestrians. Suggest SB I-5 exit ramp to intersect with Vancouver at location 1 block north of Broadway. This would be a signalized intersection on the structure. this only shortens ramp by about 80', but reduces V/C of Broadway/Vancouver intersection from 1.01 to 0.76 + or -
9.	Land use is important for Broadway/Weidler interchange. Hard to judge since land use and economic development impacts are unclear.
10.	Not screwing up potential redevelopment in the name of highway expansion.4c only with Option 2 w/ bike only on Williams and Vancouver. Please keep bicycle facilities on Vancouver/Williams and Flint over I-5; vital connections from N/NE neighborhoods that shouldn't be sacrificed for mega highways for Clark County Commuters. I appreciate ODOTs willingness to team up w/BPS and their efforts at considering bike/pedestrian improvements are laudable, but this open house suggests to me that there is a series of unsound assumptions as to our transportation priorities. If highway ramps cause accidents, remove them! Expanding highways at the expense of an important neighborhood flies in the face of all of the city/state/regional goals of livability and climate change mitigation. I could theoretically see expanding I-5 for the auxiliary lane if it didn't impact the neighborhood and didn't need tons of onramps, but maybe we should be investing in getting butts out of cars instead of trying to push them through the N/NE quadrant. Who do these plans benefit? And where is TriMet in this discussion, in terms of how busses might navigate Broadway changes? I remain skeptical that highway expansion is compatible with the attempts at redevelopment proposed in the other half of this charrette? And the streetcar! There are so many assets in this quadrant that we have significantly invested in, as part of an effort to build a livable community, but who wants to walk or bike across lanes and lanes of highways and off ramps to catch a train? You can invest in human-scale

	neighborhoods, and you can invest in highways, but I'm not sure you can do both in one place. It's time to state our priorities directly. I will say that the public outreach on this effort has been tremendous. Kudos!
11.	It is ok as is. We need to adapt to a lower energy economy, and stop facilitating more vehicle traffic.
12.	The freeway will always be congested. Travel time is a product of the number of users. Do not braid the ramps and do not encroach on the adjacent lands with any widening. Focus first on the neighborhoods and surrounding uses/buildings before "improvements" are decided. This is a circular project- land uses/neighborhood vs. Freeway.
13.	Move on/off ramps away from Broadway, de-couple Broadway/Weidler.
14.	I don't like any of them. The interchange should be moved, I know that those other options have been shelved in spite of neighborhood opposition.
15.	Please consider/study putting the Eastbank freeway as a high capacity on-grade arterial or underground in a tunnel! Thanks!

Comments on Flip Charts at 6/29/11 Open House

MOBILITY & FREEWAY INTERCHANGE ALTERNATIVES
Bigger freeway ramps, more cars, more freeway lanes? I don't see how that fits in with a vision of a vibrant, diverse, people-friendly neighborhood. "Delete" the ramps.
North-south pedestrian-bike trail- possible alternative to trail under Broadway Bridge to Tillamook St. Overpass---> Cross Interstate at existing signal just north of Coliseum---> Cross Broadway on westerly side and have trail pull off and viewpoint(s). Proceed to overpass and use pedestrian-bike on westerly side of overpass to Tillamook-Use concrete dividers to separate pedestrians and bicyclists from vehicles which would utilize easterly side of bridge (traffic heads southerly). Bicyclists and pedestrians on west side of Interstate to Tillamook Street. Bicycle-pedestrian trail proceeds westerly on Tillamook bridge to River Avenue.
Provide more connectivity from Eliot to Lloyd Area to/from lower to upper Eliot and to/from NE Quadrant to downtown.
Reading the TDM list under Concept 6. I mistook it for "existing conditions." Surely there is more and better TDM to do than what we do today! I am not satisfied with "ensure:" and "expand"- doesn't seem like much effort went into this concept.
Need to look at wider study area/ Separate ramps-out of Broadway/Weidler Area.
Eliminate suburban concepts (no roundabouts, etc. that disconnect the urban fabric)!
Bring back options that eliminate and relocate ramps.
Three-dimensions! Difficult to understand concepts.
Integrate land use before eliminating concepts.

Comment Cards received at 6/29/11 Open House

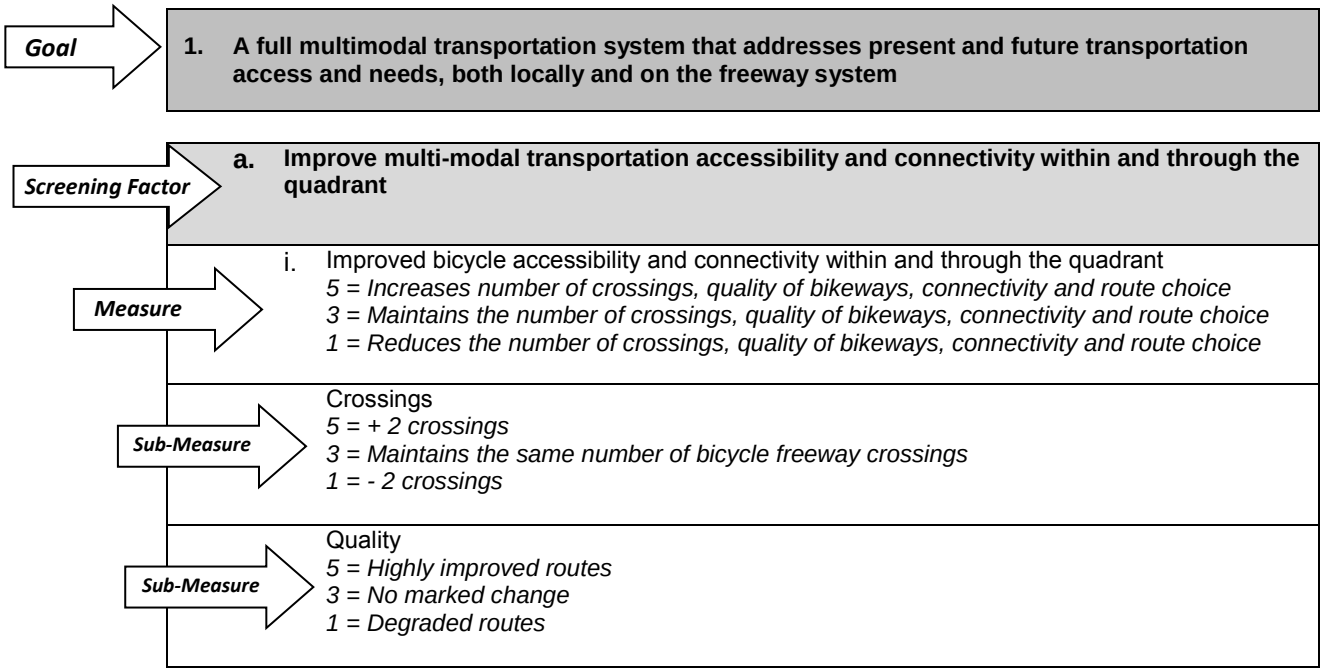
MOBILITY & INTERCHANGE ALTERNATIVES
Need to do a better job with pros and cons of each alternative. What are the neighborhood, land use, and economic development impacts of each freeway alternative?
I am disappointed with the constrained scope of this project. Changes to freeway design have large implications. This process is not doing the larger planning concepts justice and I'm worried we can't see the forest for the trees on this one. Let's see another concept that focuses on the role of transit in replacing highway demand. This neighborhood can't handle more cars; we need a more ambitious solution to transform our transportation network here.
I'm a relatively engaged citizen, a bike commuter, and I got really confused to how this project related to the N Williams/Vancouver project and Lloyd District-Holladay project being undertaken by PBOT. I realize this may be a more long term plan but it doesn't seem clear that those projects are being integrated. Also, changes proposed should consider the projections or increased bicycle usage and plan should enable for more bikes infrastructure to be built- not hindered by highway access.
1. There are already too many on/off Freeway Ramps in N/NE Quadrant. Don't add move. In fact, removing ramps would be beneficial to business community. 2. Pedestrian and bicycle connectivity should be top priority. 3. Consider land use and transportation together not separately. Please!
The ODOT concepts for rebuilding I-5 and surface streets (Weidler/Broadway, etc.) are better, but still lack pedestrian perspective that the public needs to see and comprehend.
De-pave! Create feasible rapid (easy to do), scattered green spaces. Increase amenities (i.e. return to pedestrian scale, reduce building heights, re-juggle NC development regulation to promote pedestrian friendly streetscape. Go for housing. Choke off "Broadway I-5 on-ramp."
Overall there is more information presented here than the average person can review and form thoughtful opinions on in one day, let alone 2 hours. In my opinion the I-5/Broadway- Wiedler interchange needs to be worked-out before you can make your best plans for the area. Lastly, most of the buildings in this district have significant remaining economic and physical remaining lives, and will not

likely change much over the next 50+ years, so most energy should be directed towards transportation issues.
I would like to see options that relocate the I-5 on and off ramps. The N Broadway/Weidler area is part of our urban core and should be vibrant and full of people and commerce- rather than a place for a freeway interchange. The area has been blighted enough to make way for cars. It is difficult to understand concepts. Modeling then would be helpful to. (Land use) Make Vancouver/Williams and part of lower Albina more mixed use~ like it used to be! Connect upper to lower Albina, connect greenway, and connect Lloyd center to Eliot neighborhood.

N/NE Quadrant and I-5 Broadway/Weidler Plans
Phase 2 Screening
Evaluation Methodology
July 21, 2011

In the Phase 2 Screening, each concept was evaluated against each of the Phase 2 Screening Factors. These screening factors were made up of the project Goals and Objectives and provided a framework for the evaluation. A series of matrices was developed to summarize the evaluation. The summary matrix provides a rating for each screening factor at the level of the Objective. These ratings are on a scale of one (poor) to five (very good). Within each of the Objective level rankings in the summary matrix are backup data that are shown in the technical matrix.

The backup data varies depending on the evaluation criteria. Generally, each Objective consists of one or more measures. Some of the measures are broken down further into sub-measures to accurately rank each concept. For example, under Objective 1a., there are three measures – i., ii., and iii. Measure i. which includes both connectivity and quality rankings, is further broken down into sub-measures. The attached pages show the measures and sub-measures for each screening factors, as shown in the following example.



Each measure or sub-measure (where used) was given a ranking of 1 to 5, where 1 is the worst ranking and 5 is the best. For several criteria, a ranking of 3 is neutral with higher numbers denoting an improvement and lower numbers denoting a degradation of condition. In other criteria, such as impacts to properties, 5 represents no impact and anything less represents varying levels of impact or risk of impact.

In order to summarize the evaluation results, the following methodology was utilized. Where there are sub-measures, these were averaged to obtain a number from 1 to 5 at the level of the measure. This number was rounded to the nearest whole number. Rounding enables the use of the simple 1 to 5 scale at each evaluation level in order to keep the results simple and digestible.

Then each measure within each Objective was averaged to arrive at a score for each Objective. This score was also rounded to the nearest whole number. These scores are shown on the summary matrix.

Freeway/Local Transportation Interface
Screening Factors and Measures

The following are the measures and factors used to rank the Freeway/Local Transportation Interface concepts.

1. A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system

a. Improve multi-modal transportation accessibility and connectivity within and through the quadrant
i. Improved bicycle accessibility and connectivity within and through the quadrant *5 = Increases number of crossings, quality of bikeways, connectivity and route choice* *3 = Maintains the number of crossings, quality of bikeways, connectivity and route choice* *1 = Reduces the number of crossings, quality of bikeways, connectivity and route choice*
Crossings *5 = + 2 crossings* *3 = Maintains the same number of bicycle freeway crossings* *1 = - 2 crossings*
Quality *5 = Highly improved routes* *3 = No marked change* *1 = Degraded routes*
RDI / Route Choice: East to West *5 = Increases RDI and route choice* *3 = Maintains the same number of connectivity/route choice* *1 = Decreases RDI and route choice*
RDI / Route Choice: North to South *5 = Increases RDI and route choice* *3 = Maintains the same number of connectivity/route choice* *1 = Decreases RDI and route choice*

ii. Improved pedestrian accessibility and connectivity within and through the quadrant *5 = Increases number of crossings, quality of walkways, connectivity and route choice* *3 = Maintains the number of crossings, quality of walkways, connectivity and route choice* *1 = Reduces the number of crossings, quality of walkways, connectivity and route choice*
Crossings *5 = + 2 crossings* *3 = Maintains the same number of bicycle freeway crossings* *1 = - 2 crossings*
Quality *5 = Highly improved routes* *3 = No marked change* *1 = Degraded routes*
RDI / Route Choice: East to West *5 = Increases RDI and route choice* *3 = Maintains the same number of connectivity/route choice* *1 = Decreases RDI and route choice*
RDI / Route Choice: North to South *5 = Increases RDI and route choice* *3 = Maintains the same number of connectivity/route choice* *1 = Decreases RDI and route choice*

iii.	Improve local street circulation and freeway crossing opportunities *5 = Increases number of local street freeway crossings* *3 = Maintains the same number of local street freeway crossings* *1 = Reduces the number of local street freeway crossings*
	Local Street Circulation *5 = Increases circulation options* *3 = Maintains the same level of circulation* *1 = Decreases circulation options*
	Freeway Crossing Opportunities *5 = Increases crossing opportunities* *3 = Maintains crossing opportunities* *1 = Decreases crossing opportunities*

b.	**Increase safety for all modes**
i.	Construct/provide user friendly ramp terminal intersections *5 = Less complex, easier crossings for users* *3 = Same complexity as today, some difficult crossings* *1 = More complex, more difficult crossings*
ii.	Provide pedestrian and bicycle infrastructure and minimize pedestrian and bicycle conflicts with motor vehicles *5 = Reduces the number of pedestrian and bicycle conflict points* *3 = Maintains the same number of pedestrian and bicycle conflict points* *1 = Increases the number of pedestrian and bicycle conflict points*

c.	**Improve freight access from freeway to industrial areas and major destinations**
i.	Freeway on/off ramps designed to facilitate freight travel *5 = Ramp location accommodates all trucks* *3 = Ramp location meets most freight needs* *1 = Ramp location poorly meets freight needs*
	Ramp Location *5 = Decreases out-of-direction travel* *3 = Maintains the same level of access* *1 = Increases out-of-direction travel*

2.	**Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses**

a.	**Improve freeway operations for freight and auto**
i.	Improve weaving lengths on I-5 at Broadway/Weidler *5 = Lengthens and improves at least 2 weave sections* *3 = Lengthens and improves one weave section* *1 = Does not lengthen or improve any weave sections*

b.	**Improve freeway safety**
i.	Maintain or reduce risk of queues backing up onto freeway mainline *5 = Very low risk of freeway queuing* *3 = Some risk of freeway queuing* *1 = High risk of freeway queuing*
	Northbound
	Southbound

c. Improve the local circulation system for safe access for all transportation modes within the quadrant and freeway interchange	
i. Maintain or improve local traffic operations in "the Box" *5 = Box intersections have both better LOS and reduced queuing* *3 = Box intersections have either better LOS or reduced queuing* *1 = Box intersections have neither better LOS nor reduced queuing*	
Average Intersection LOS within "the Box" *5 = LOS A or B* *3 = LOS D* *1 = LOS F*	
Worst Intersection LOS within "the Box" *5 = LOS A or B* *3 = LOS D* *1 = LOS F*	
Total length of queuing within "the Box" (non-freeway) *5 = Decreased* *3 = Same* *1 = Increased*	
Intersections blocked by queuing within "the Box" *5 = Decreased* *3 = Same* *1 = Increased*	

3. Equitable access to community amenities and economic opportunities	
a. Avoid/minimize/mitigate involuntary displacement of quadrant residents and jobs	
i. Minimize risk of displacement of key employment and residential sites adjacent to I-5 *5 = No risk of displacement or other impact to listed facility* *4 = No risk of displacement. Some risk of circulation, access, parking or other impact* *3 = Some risk of displacement or major functional changes to listed facility* *2 = Moderate risk of displacement or major functional changes to listed facility* *1 = High risk of displacement or major functional changes to listed facility*	
- Rose Garden Arena	
- Convention Center	
- Madrona Studios	
- Left Bank	
- Paramount Apartments	
- Eliot Conservation Area	

ii. Minimize number of buildings demolished or properties made obsolete by reduced parking *5 = Property impacts limited to minor right-of-way expansion only. No buildings displaced.* *4 = 2-3 buildings would be demolished or would lose a significant amount of parking or access* *3 = 4-5 buildings would be demolished or would lose a significant amount of parking or access* *2 = 6-8 buildings would be demolished or would lose a significant amount of parking or access* *1 = More than 8 buildings would be demolished or would lose a significant amount of parking or access*	

4. Protection and enhancement of the cultural heritage of the area and its sub-districts

a. Avoid/minimize/mitigate demolition of historic and cultural resources

i. Avoid existing landmarks and potentially eligible historic structures
5 = No risk of demolition of existing landmarks and potentially eligible historic structures
3 = moderate risk of demolition of existing landmarks or potentially eligible historic structures
1 = High risk of demolition of existing landmarks or potentially eligible historic structures

- Serene Court Apartments (1130 NE 1st Ave)
- 211 NE Everett Street
- Left Bank Building (222 to 240 N Broadway)
- Paramount Apartments (253 N Broadway)
- 122 to 140 NE Broadway

ii. Avoid culturally significant structures
5 = No risk of demolition of culturally significant structures
3 = Moderate risk of demolition of culturally significant structures
1 = High risk of demolition of culturally significant structures

- 1609 NE 2nd Avenue

b. Avoid/minimize/mitigate impacts to parks and schools

i. Avoid existing parks and schools
5 = No risk of impact to parks or schools
4 = Potential for minor right-of-way acquisition of parks or schools
3 = Potential for minor right-of-way acquisition of parks or schools affecting internal circulation
2 = Potential for major right-of-way acquisition of parks or schools
1 = Potential for full acquisition of parks or schools

- Tubman School
- Albina Park
- Peace Park/Eastbank Esplanade

5. Urban Design

a. Improve freeway edge conditions

i. Minimize the footprint of the freeway
5 = No expansion from existing footprint
3 = Minimal expansion from existing footprint
1 = Major expansion from existing footprint

b. Urban redevelopment opportunities

i. Remaining/affected parcel sizes accommodate typical residential or commercial developments
5 = Creates new or improved parcels for development
3 = Development opportunities similar to existing
1 = Creates less developable parcels

ii. Maximize access to remnant/impacted parcels
5 = Maintains existing access
3 = Minor access impacts
1 = Major access impacts

c.	**Improve continuity of urban uses across the district**
	i. Enables good connections to major destinations *5 = Improves connections to major destinations* *3 = Maintains access to destinations equal to existing* *1 = Reduces ease of access to major destinations*
	ii. Enables good connections between complementary land uses 5 = Improves connections between neighborhoods and subdistricts 3 = Maintains connections equal to existing 1 = Creates obstacles to connectivity between neighborhoods and subdistricts

Freeway/Local Transportation Interface Concepts Summary Evaluation Matrix - 07/19/11	2011 Existing Conditions	1. 2035 No-Build	2. Mainline Operational Improvements			3. Rebuild Structures with Mainline Operational Improvements	4. Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements						5. New Concepts for the Broadway/Weidler Interchange with Mainline Operational Improvements									6. TSM/TDM/ Operations Management
Phase 2 Screening Factors	2011 Existing Conditions	1. 2035 No-Build	2a. Braided Ramps		2b. Collector/ Distributor (C/D) Roads	3. Rebuild the Structures	4a. Split Diamond Interchange	4b. Folded Diamond Interchange		4c. Three-Point Interchange (couplet)			5a. Standard Diamond Interchange (de-couple Broadway/Weidler)		5b. Single-Point Urban Interchange (SPUI; de-couple Broadway/Weidler)		5c. Diverging Diamond Interchange (DDI)	5d. Roundabout-Controlled Diamond Interchange		5e. Three-Point Interchange (de-couple Broadway/Weidler)		6. TSM/TDM/ Operations Management
			Option 1	Option 2				Option 1	Option 2	Option 1	Option 2	Option 3	Option 1	Option 2	Option 1	Option 2		Option 1	Option 2	Option 1	Option 2	
1. A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system																						
a. Improve multi-modal transportation accessibility and connectivity within and through the quadrant	■	■	■	■	■	■	■	■	■	■	■	■	■	■	◆	◆	■	◆	■	■	■	■
b. Increase safety for all modes	■	■	■	■	■	■	■	■	■	■	■	■	■	■	◆	◆	■	◆	◆	■	■	■
c. Improve freight access from freeway to industrial areas and major destinations	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
2. Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and local street system, and increased local connectivity to adjacent areas/land uses																						
a. Improve freeway operations for freight and auto	◆	◆	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	◆
b. Improve freeway safety	■	■	■	■	■	■	■	■	■	■	■	■	◆	◆	■	■	■	■	■	■	■	■
c. Improve the local circulation system for safe access for all transportation modes within the quadrant and freeway interchange	■	■	■	■	■	■	■	■	■	■	■	■	◆	◆	■	■	■	■	■	■	■	■
3. Equitable access to community amenities and economic opportunities																						
a. Avoid/minimize/mitigate involuntary displacement of quadrant residents and jobs	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
4. Protection and enhancement of the cultural heritage of the area and its sub-districts																						
a. Avoid/minimize/mitigate demolition of historic and cultural resources	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
b. Avoid/minimize/mitigate impacts to parks and schools	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
5. Urban Design																						
a. Improve freeway edge conditions	■	■	■	■	■	■	◆	◆	◆	■	■	■	◆	◆	◆	◆	◆	◆	◆	◆	◆	■
b. Urban redevelopment opportunities	■	■	■	■	■	■	◆	◆	◆	■	■	■	◆	◆	◆	◆	◆	■	◆	◆	■	■
c. Improve continuity of urban uses across the district	■	■	■	◆	■	■	■	■	■	■	■	■	■	◆	■	■	◆	■	■	■	■	■

■ Very Good
■ Good
■ Moderate
◆ Moderate to Poor
◆ Poor

DRAFT
FOR DISCUSSION

Freeway/
Local Transportation Interface:

DRAFT Concepts Recommendation for Phase 3 Design and Analysis

N/NE Quadrant and I-5 Broadway/Weidler Plans



July 21, 2011

DRAFT

CENTRAL CITY 2035
N/NE QUADRANT

Oregon Department of Transportation

The Central N/NE Quadrant and I-5 Broadway/Weidler Plans Project is a collaborative effort by the City of Portland and the Oregon Department of Transportation to integrate land use and urban design planning with freeway planning and concept-level engineering in the N/NE portion of the Central City, which includes Lower Albina and the Lloyd District.

Introduction

The N/NE Quadrant and I-5 Broadway/Weidler Plans Project is a joint project among the Oregon Department of Transportation (ODOT), the City of Portland Bureau of Transportation (PBOT) and the City of Portland Bureau of Planning and Sustainability (BPS). This unique collaborative effort will result in an update of the Central City Plan for the N/NE Quadrant and in transportation improvements that are consistent with and support the land use, local transportation and urban design vision included in that plan. The transportation improvements developed through this planning effort will address multi-modal improvements on the local street system and improvements to I-5 that address existing operational and safety problems.

In conjunction with the project's Stakeholder Advisory Committee (SAC), the city hosted a land use, local transportation and urban design charrette in February 2011. This charrette process resulted in ideas for an evolving land use, urban design and local transportation vision for the N/NE Quadrant.

In April 2011, ODOT hosted a charrette that focused on transportation improvements to I-5 and the surrounding local transportation system. Since this charrette was focused on specific ideas for improving freeway operations and safety, it had a more technical tone than the earlier charrette which resulted in ideas for a broad vision. Similar to the earlier charrette, the transportation charrette was implemented in conjunction with the SAC. The I-5/Local Transportation Interface Charrette resulted in over 70 different ideas for freeway and local roadway improvements.

The project team organized the ideas and proposed a process for further developing the ideas into complete concepts that include mainline freeway and local transportation improvements. This process, which was endorsed by the SAC at their May 26, 2011 meeting, included organizing Concepts for Further Study into five categories.

The five categories endorsed by the SAC include:

- **2035 No-Build**
- **Mainline Operational Improvements**
- **Rebuild the Structures**
  with Mainline Operational Improvements
- **Enhance the Broadway/Weidler Interchange**
  with Mainline Operational Improvements
- **New Concepts for the Broadway/Weidler Interchange**
  with Mainline Operational Improvements

Subsequent to the May SAC meeting, ODOT and City project managers recommended including a sixth category of Concepts for Further Study: Transportation System Management (TSM)/Transportation Demand Management (TDM)/Operations Management. The SAC endorsed adding the TSM/TDM/Operations Management category and the project team is proceeding to define the details of what that concept should include (see Table 1).

It should be noted that all of the concepts will be analyzed using data from the regional travel demand model which includes an assumption that TDM measures will be more widely used and will have a significant impact on reducing single-occupant vehicle (SOV) use throughout the region.

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Table 1: Concepts for Further Study (June 2011)

1. 2035 No-Build
2. Mainline Operational Improvements
2a. Braided ramps
2b. Collector/distributor (C/D) roads
3. Rebuild the Structures with Mainline Operational Improvements
(Auxiliary lane extension; ramps remain as they
4. Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements
4a. Split diamond Interchange
4b. Folded diamond Interchange
4c. Three-Point Interchange (couplet)
(Auxiliary lane extension with all interchange
5. New Concepts for the Broadway/Weidler Interchange with Mainline Operational Improvements
5a. Standard-Diamond Interchange (de-couple
5b. Single-Point Urban Interchange (SPUI; de-couple)
5c. Diverging Diamond Interchange (DDI)
5d. Roundabout-Controlled Diamond Interchange
5e. Three-Point Interchange (de-couple)
(Auxiliary lane extension with all interchange
6. TSM/TDM/Operations Management

TSM/TDM/OM Concept to be Developed Further

A TSM/TDM concept is often used during project development to provide a comparison of the No-Build and Build (capital improvement) alternatives with the most that can be done with low-cost operational and policy elements.

TSM and Operations Management refers to using operations management tools such as variable-message signs, ramp meters, cameras, etc., to improve traffic operations on roadways. These elements are also often considered to be part of Intelligent Transportation Systems (ITS) treatments. ODOT currently utilizes a number of TSM/ITS techniques to manage traffic operations on the Portland area freeway system including I-5 through the N/NE Quadrant. Ramp meters are currently used at all service interchange (arterial connection) entrance ramps in the study area and are not included on system interchanges (freeway to freeway connections). Ramp meters are programmed to respond to traffic conditions. Using cameras and loop detectors, ODOT's traffic control center monitors freeway operations and adjusts ramp meters and variable-message signs as needed.

TDM or Transportation Demand Management refers strategies and policies that can reduce the demand for a transportation facility using tools such as tolling, transit pass subsidies, carpool programs, parking costs, high-occupancy vehicle (HOV) lanes, etc. The goal of implementing TDM measures is typically to reduce the number of trips that occur in SOVs. There are state, regional and local TDM programs that are typically well coordinated to support policies that can reduce congestion in heavily travelled corridors. TDM measures are currently implemented in the Portland region that have been very successful in supporting reduced use of SOV trips.

The TSM/TDM/OM Concept to be analyzed for the N/NE Quadrant will include existing state, regional and local strategies. In addition, the project team will assess whether there are corridor-specific tools and strategies that should be included in the concept. The TSM/TDM/OM Concept will be analyzed and compared with the other concepts.

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July 2011 Recommendation

The project team developed and analyzed thirteen concepts in six categories for addressing safety and operational problems on I-5 and improving multi-modal safety, connectivity and access on the local street system where it interfaces with the freeway. The team structured the planning-level analysis to address the project goals adopted by the SAC. The analysis was prepared using a mix of quantitative and qualitative measures (Phase 2 Screening Factors) and was reviewed with the SAC Joint Subcommittee on July 13, 2011.

To date the concepts have been developed at a sketch-level of design. This level of design has been adequate to prepare the initial, planning-level, Phase 2 analysis and to reach conclusions regarding certain concepts. Based on the technical analysis and input from the SAC Joint Subcommittee, the project team has prepared the following recommendations to further refine and narrow the freeway and local street improvement concepts.

The recommendation is presented in two categories:

- Concepts to move forward into the Phase 3 analysis
- Concepts for no further study

Concepts Recommended for Phase 3 Design and Analysis

The following concepts are recommended to move forward into Phase 3 for design refinement and detailed analysis.

Category 1. 2035 No-Build

The 2035 No-Build Concept will be analyzed for the 2035 forecast year and will provide a basis for comparison with the build concepts.

Rationale for moving forward:

- Baseline for comparison

Category 2. Mainline Operational Improvements

The Mainline Operational Improvements category includes two options: 2a. Braided Ramps and 2b. Collector/Distributor (C/D) Roads. The project team recommends developing a single Category 2 concept for Phase 3 analysis that includes ramp braids in the southbound direction and a C/D road in the northbound direction.

Rationale for moving forward:

- Good freeway operations
- Avoids right-of-way impacts

Category 3. Rebuild the Structures

The Rebuild the Structures Concept includes replacing the existing structures over I-5 and extending an auxiliary lane in both northbound and southbound directions.

Rationale for moving forward:

- Avoids need for additional right-of-way
- Minimal impacts

Category 4. Enhance the Broadway/Weidler Interchange

All concepts included in Category 4 are recommended to be studied further. Opportunities to combine elements of 4a Split Diamond and 4b Folded Diamond and develop a hybrid interchange design should be explored. A promising hybrid concept could replace 4a Split Diamond or 4b Folded Diamond.

4a. Split Diamond

This concept is similar to existing conditions with four ramps accessing Broadway and Weidler, but with the southbound on-ramp located at Weidler rather than at Wheeler/Winning Way.

Rationale for moving forward:

- Good traffic operations
- Limited right-of-way impacts

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Concepts Recommended for Phase 3 Design and Analysis (continued)

4b. Folded Diamond

This concept would have loop ramps in the southeast and northwest quadrants of the interchange.

Rationale for moving forward:

- Increases safety by reducing the number of freeway access points
- Provides lengthened weaving distances

4c. Three-Point Interchange (couplet)

This concept would simplify the ramp terminal intersections and create a conventional interchange.

Rationale for moving forward:

- Good safety for all modes
- Limited right-of-way impacts

Category 5. New Concepts for the Broadway/Weidler Interchange

The project team recommends developing and analyzing a standard diamond interchange in Phase 3.

5a. Standard Diamond

Rationale for moving forward:

- Further study of roadway width required with Broadway/Weidler decoupled at the freeway

Category 6. TSM/TDM/Operations Management

This concept is similar to the 2035 No-Build Concept but with maximized policy and operational strategies to reduce travel demand and manage traffic.

Rationale for moving forward:

- Provides analysis of the most that could be done without significant capital investment

Concepts for No Further Study

The following describes the concepts are not recommended to be developed further and provides the rationale for that recommendation. All of the concepts recommended for no further study were in **Category 5. New Concepts for the Broadway/Weidler Interchange**.

5b. Single Point Urban Interchange (SPUI)

Rationale:

- Pedestrian and bicycle safety concerns
- Poor north/south connectivity
- Large footprint leaving poor freeway edge conditions
- Limited developable parcels

5c. Diverging Diamond

Rationale:

- Poor north/south connectivity
- Large footprint leaving poor freeway edge conditions
- Limited developable parcels

5d. Roundabout

Rationale:

- Pedestrian and bicycle safety concerns
- Poor north/south connectivity
- Large footprint leaving marginal freeway edge conditions
- Limited developable parcels

5e. Three Point Interchange (de-couple)

Rationale:

- Large footprint leaving poor freeway edge conditions
- Limited developable parcels

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DRAFT **Concepts Recommendation for Phase 3 Design and Analysis**

N/NE Quadrant and I-5 Broadway/Weidler Plans

Concepts Recommended for Phase 3 Design and Analysis

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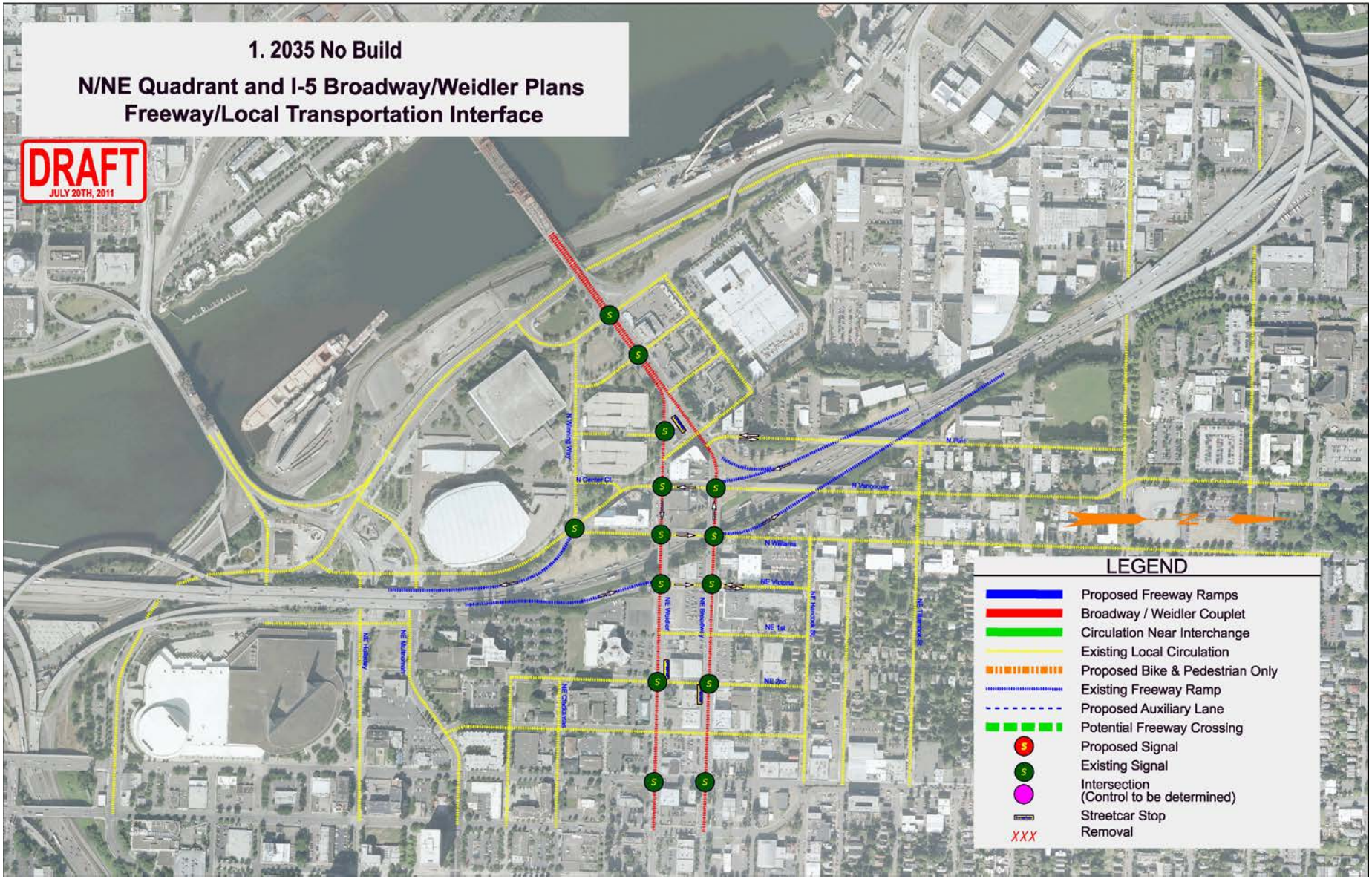

1. 2035 No Build
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
XXX
Removal

CONCEPT 1. 2035 NO-BUILD

DESCRIPTION

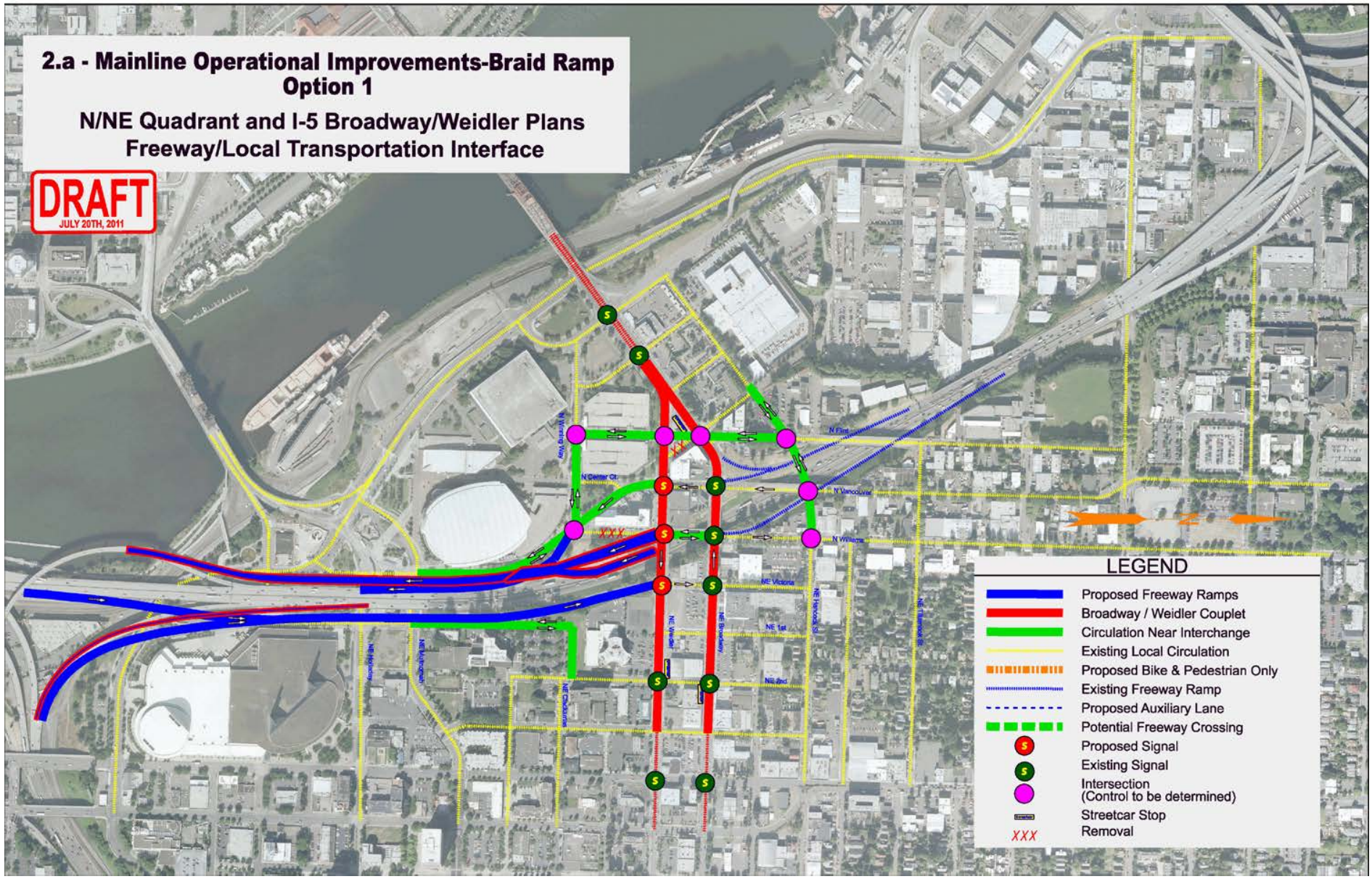
The 2035 No-Build Concept is the baseline for comparing with the other concepts for improving safety and operations on I-5. The 2035 No-Build Concept maintains the existing number of freeway lanes; the existing weaving sections and interchange configuration remain. The 2035 No-Build Concept does not address any safety and operational issues.

MAJOR ELEMENTS TO BE ANALYZED AND EVALUATED

- Projected traffic conditions for 2035.

ASSUMPTIONS:

- No capital improvements.


2.a - Mainline Operational Improvements-Braid Ramp
Option 1
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
N Winning Way
N Center Ct.
N Flint
N Vancouver
N Williams
NE Victoria
NE 1st
NE 2nd
NE Weidler
NE Broadway
NE Hancock St
NE Multnomah
NE Holladay
NE Chickamas
XXX
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
Removal

56901

CONCEPT 2A. BRAIDED RAMPS

OPTION 1

DESCRIPTION

This concept is focused on improving the weaving sections on I-5 south of Weidler. This option would address safety by eliminating the weaves between the Broadway/Weidler and I-84 interchanges by braiding the exit and entrance ramps. Option 1 includes additional local circulation on N. Flint.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

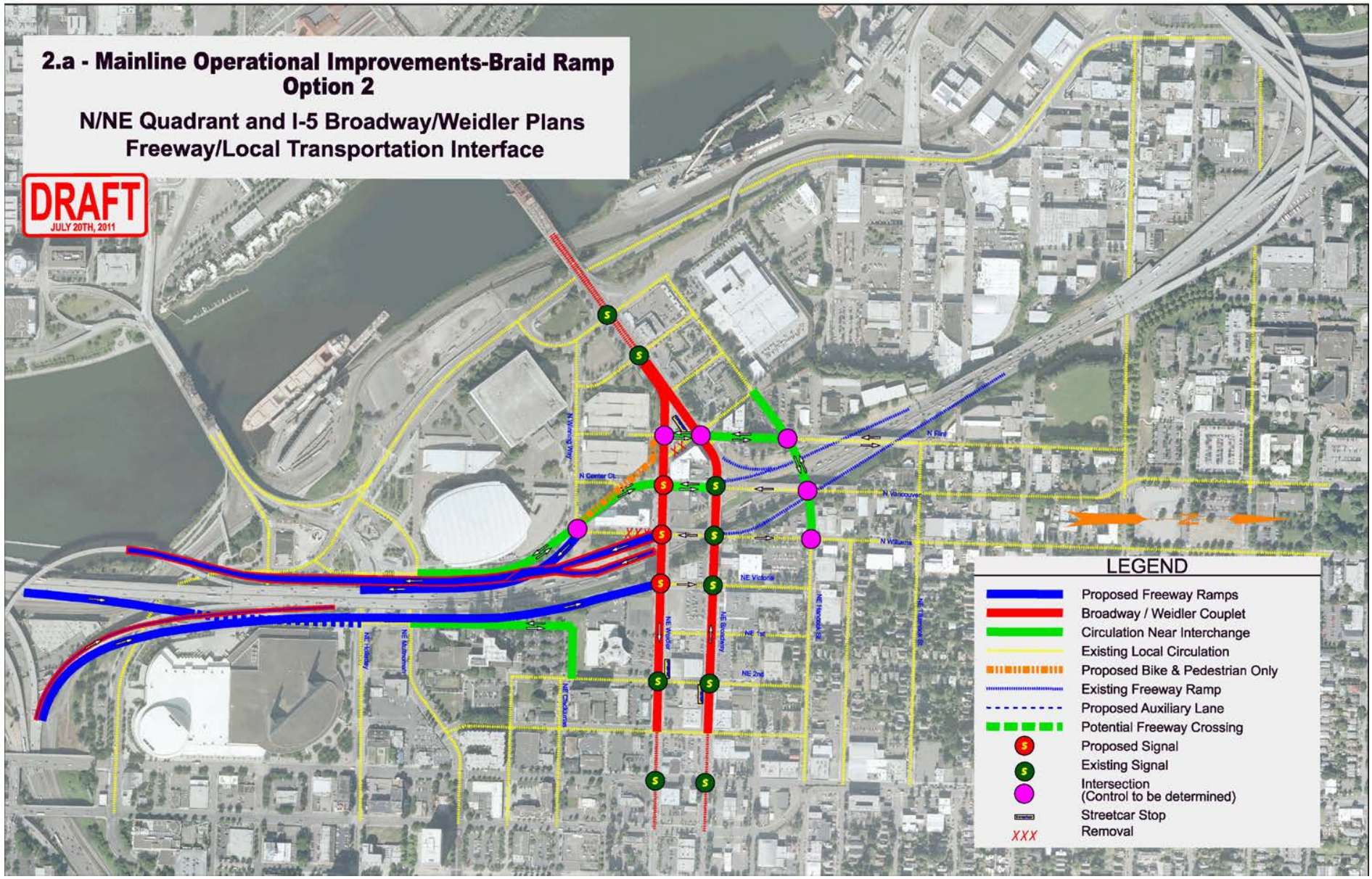
- Evaluate braided ramps south of the Broadway/Weidler interchange for northbound and southbound traffic.
- Evaluate relocating the northbound exit ramp currently at Weidler.
- Evaluate relocating the southbound entrance ramp to Weidler.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate a potential new overcrossing at Dixon/Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.

ASSUMPTIONS:

- The existing five structures (Broadway, Weidler, Williams, Vancouver and Flint) and ramps would not be improved.
- The southbound and northbound weaves on I-5 north of the Flint overpass would not be improved.


2.a - Mainline Operational Improvements-Braid Ramp Option 2
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
Removal
XXX

56903

CONCEPT 2A. BRAIDED RAMPS
OPTION 2

DESCRIPTION

This concept is focused on improving the weaving sections on I-5 south of Weidler. This option would address safety by eliminating the weaves between the Broadway/Weidler and I-84 interchanges by braiding the exit and entrance ramps. Option 2 focuses north/south bike/pedestrian circulation on N. Wheeler.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

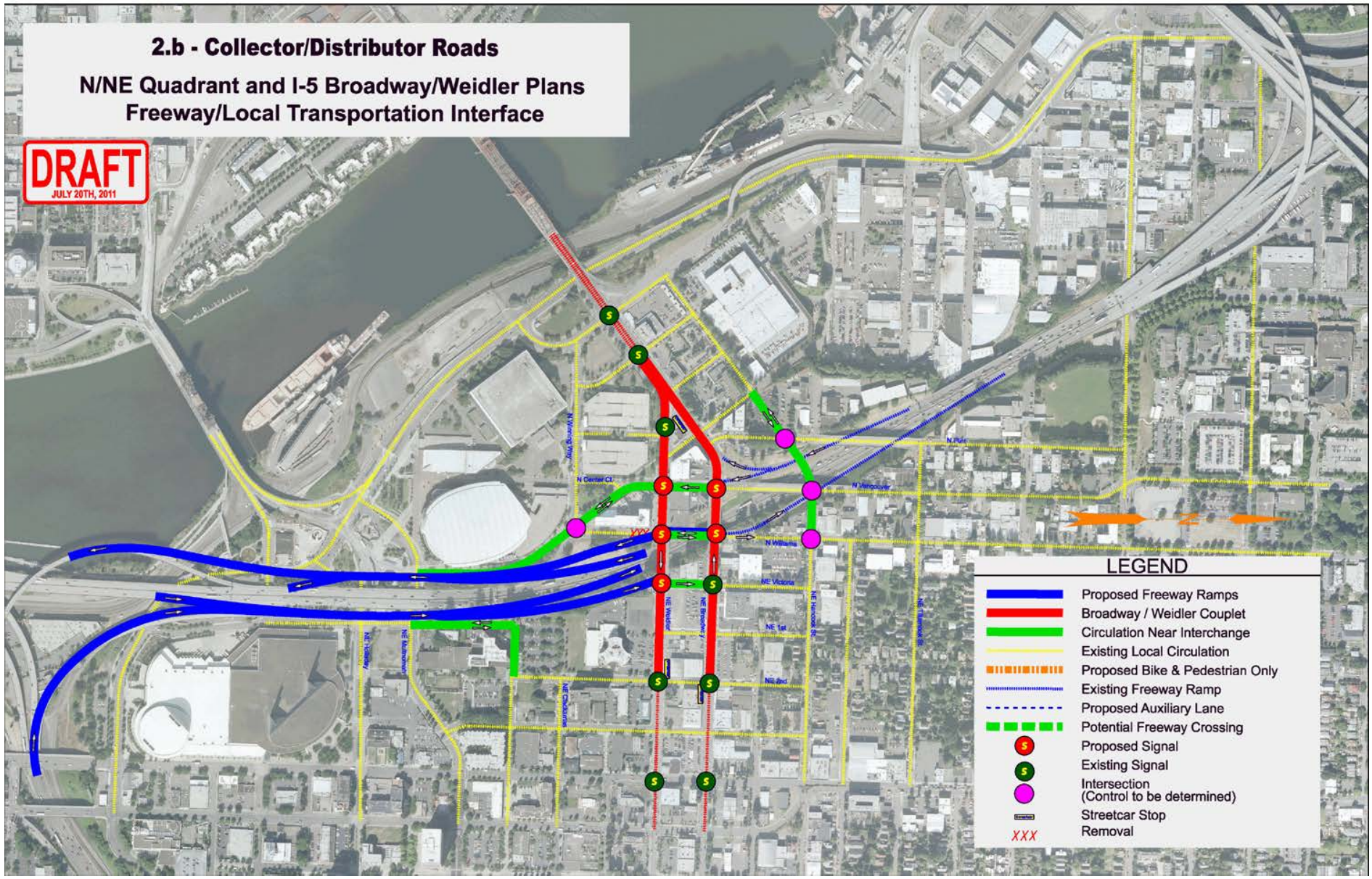
- Evaluate braided ramps south of the Broadway/Weidler interchange for northbound and southbound traffic.
- Evaluate relocating the northbound exit ramp currently at Weidler.
- Evaluate relocating the southbound entrance ramp to Weidler.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate a potential new overcrossing at Dixon/Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.

ASSUMPTIONS:

- The existing five structures (Broadway, Weidler, Williams, Vancouver and Flint) and ramps would not be improved.
- The southbound and northbound weaves on I-5 north of the Flint overpass would not be improved.


2.b - Collector/Distributor Roads
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
Removal
XXX

CONCEPT 2B. COLLECTOR/DISTRIBUTOR (C/D) ROADS

DESCRIPTION

This concept is focused on improving the weaving sections on I-5 south of Weidler. The intent of the concept is to address the safety of the short weaving section between the Broadway/Weidler and I-84 interchanges by providing for the weaves to occur on collector/distributor (CD) roads along the side of the freeway.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

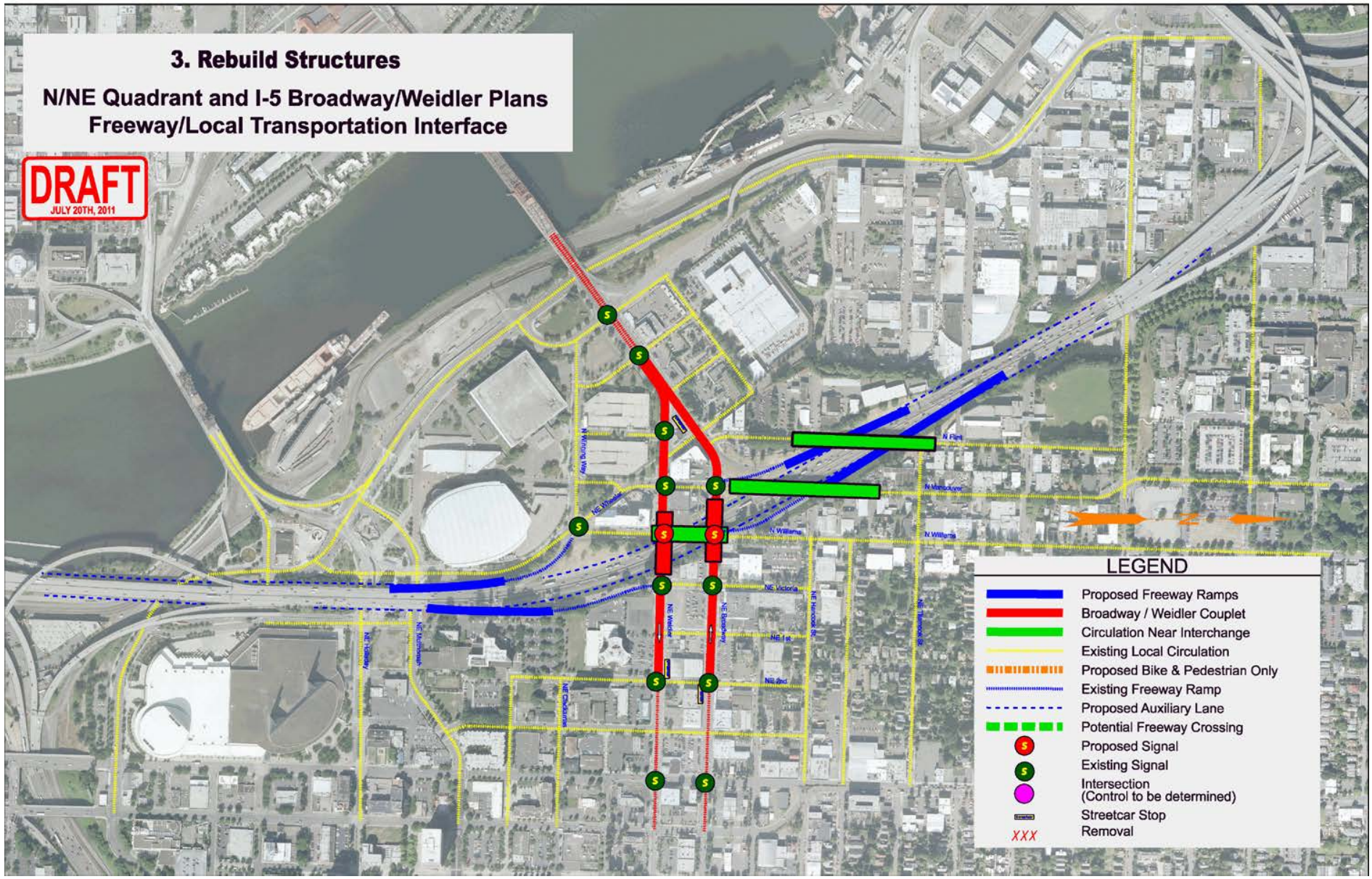
- Evaluate collector/distributor roads south of the Broadway/Weidler interchange for northbound and southbound traffic to improve freeway operations.
- Evaluate relocating the northbound exit ramp currently at Weidler.
- Evaluate relocating the southbound entrance ramp to Weidler.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate a potential new overcrossing at Dixon/Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.

ASSUMPTIONS:

- The existing five structures (Broadway, Weidler, Williams, Vancouver and Flint) and ramps would not be improved.
- The southbound and northbound weaves on I-5 north of the Flint overpass would not be improved.


3. Rebuild Structures
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
XXX
Removal
N Winning Way
NE Wheeler
N Flint
N Vancouver
N Williams
NE Victoria
NE Weidler
NE Broadway
NE Hancock St
NE Hancock St
NE 1st
NE 2nd
NE Holladay
NE Multnomah
NE Chickamas

CONCEPT 3. REBUILD THE STRUCTURES

DESCRIPTION

This concept would rebuild the five freeway overcrossing structures in the same location to accommodate an auxiliary lane extension. The intent of the auxiliary lanes under the structures is to improve the safety and operations of I-5.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

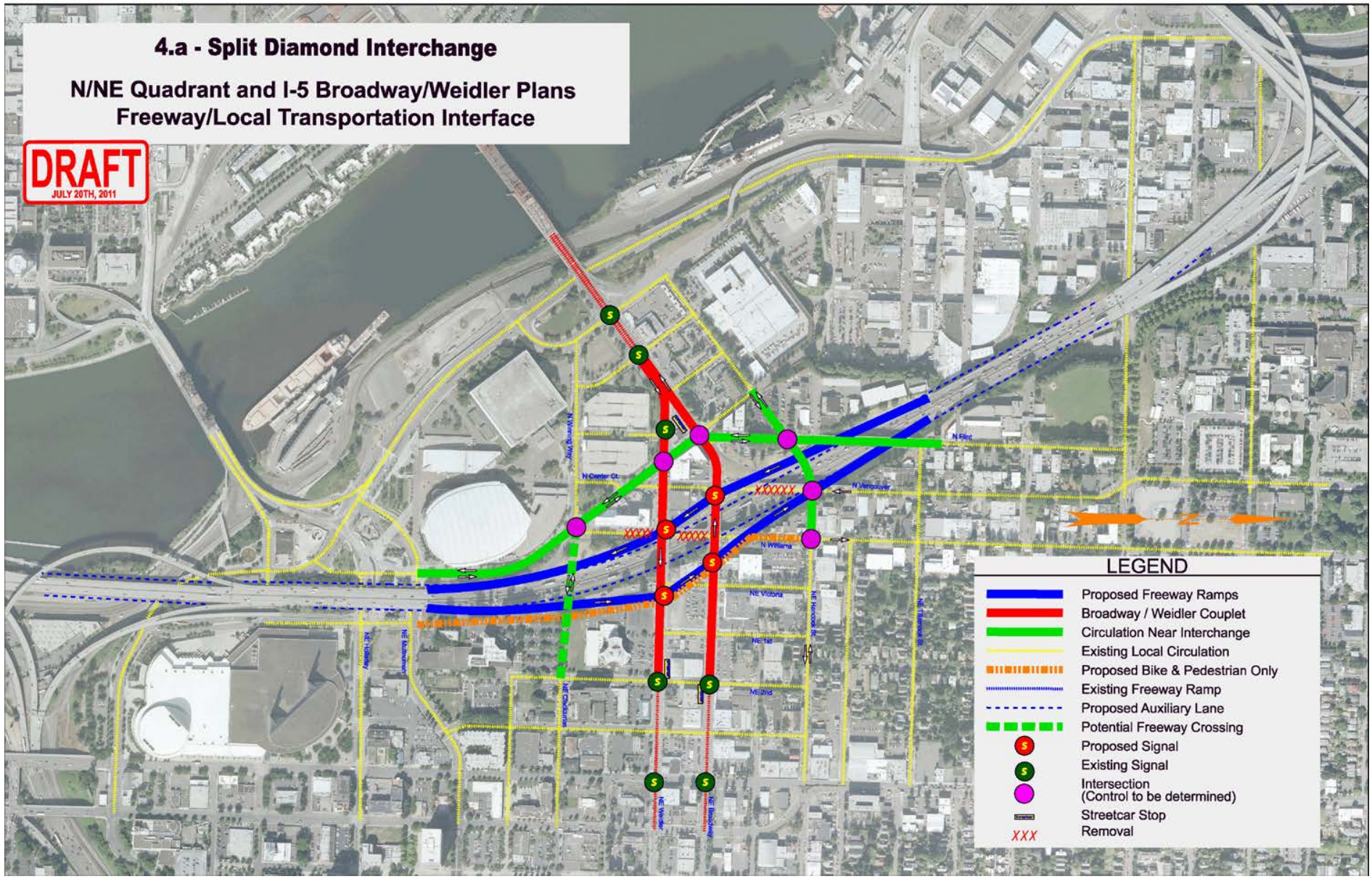
- Construct a northbound and southbound auxiliary lane extension on I-5 under the structures. All structures across the freeway will be rebuilt to accommodate the auxiliary lane.
- Rebuild the five existing structures (Broadway, Weidler, Williams, Vancouver and Flint) in the same location.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Improve Broadway, Weidler, Williams, Vancouver and Flint overcrossings to accommodate bike/ped/transit.

ASSUMPTIONS:

- The existing ramps locations for Broadway and Weidler interchange would not be improved.


4.a - Split Diamond Interchange
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
Removal
XXX
N Center Ct.
N Vancouver
N Williams
N Flint
NE Victoria
NE 1st
NE 2nd
NE Holladay
NE Multnomah
NE Dekum
NE Hancock St
NE Fremont St
NE Weidler
NE Broadway

CONCEPT 4A. SPLIT DIAMOND (BROADWAY/WEIDLER COUPLET)

DESCRIPTION

The Split-Diamond Concept is similar to the existing conditions with four ramps accessing Broadway and Weidler with interconnecting roadways between the two arterial streets. This concept would re-locate the southbound I-5 entrance ramp to Weidler. The intent is to improve the weaving distance for safety and improve the operations with the auxiliary lanes on I-5.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

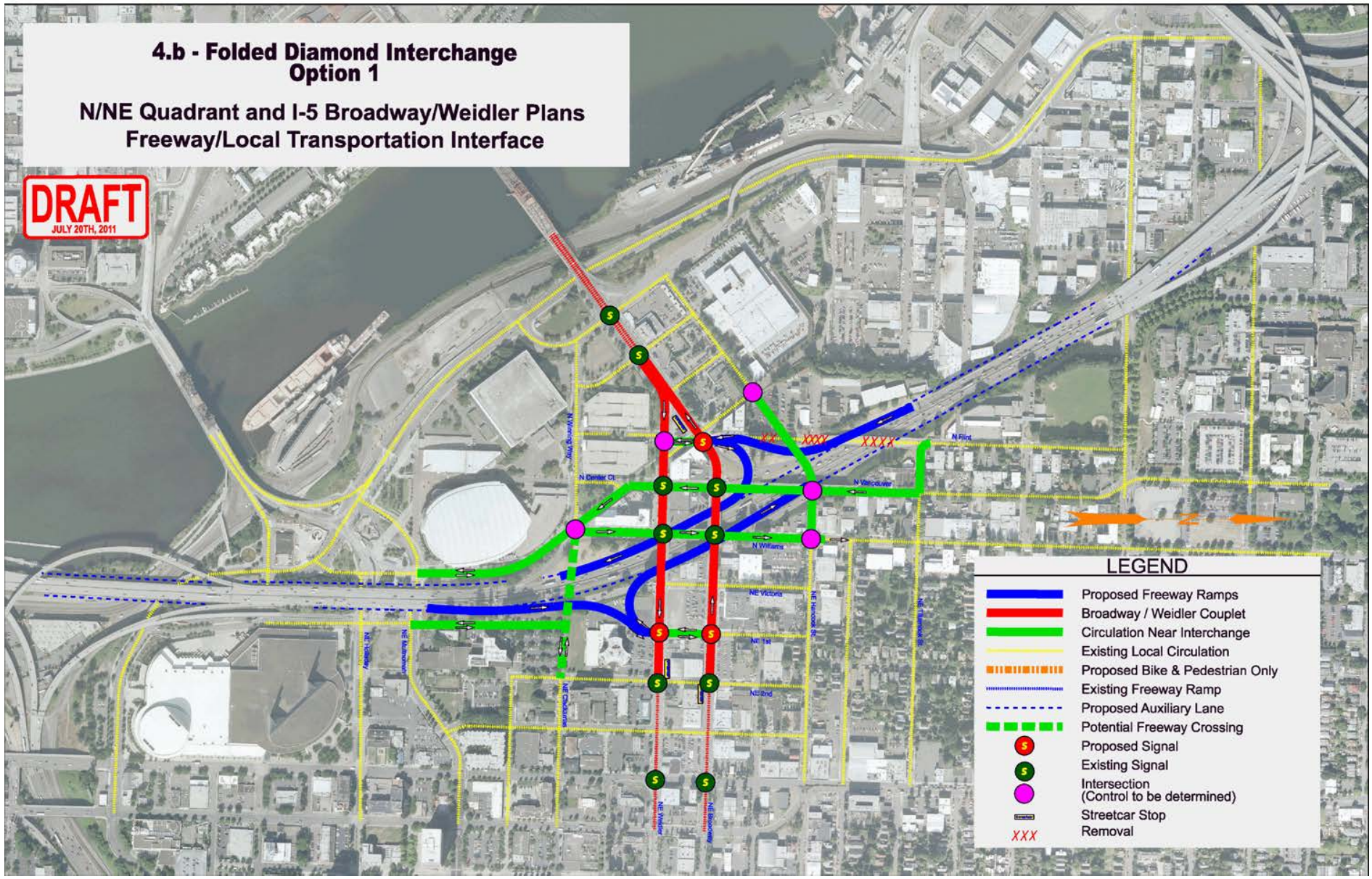
- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the overcrossing structures.
- All structures across the freeway will be rebuilt to accommodate the auxiliary lane.
- Evaluate ramp terminal re-configurations for the Broadway/Weidler interchange.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes or for all modes.
- Evaluate streetcar and bus impacts.
- Evaluate potential removal or relocation of three of the existing structures (Flint, Vancouver and Williams) to accommodate the north/south and east/west ped/bike/transit movements.
- Improve Broadway and Weidler structures to accommodate bike/ped/transit.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with Broadway/Weidler.

ASSUMPTIONS:

- The Broadway/Weidler couplet remains.


4.b - Folded Diamond Interchange
Option 1
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
N Wanning Way
N Center Ct
N Vancouver
N Flint
N Williams
NE Victoria
NE 1st
NE 2nd
NE Hancock St
NE Thurmock St
NE Holladay
NE Multnomah
NE Chickamas
NE Weidler
NE Broadway
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
XXX
Removal

CONCEPT 4B. FOLDED DIAMOND (BROADWAY/WEIDLER COUPLET)
OPTION 1

DESCRIPTION

This concept option would have loop ramps in the southeast and northwest quadrants of the interchange. The loop ramp in the SE quadrant would serve traffic movements from Broadway/Weidler to northbound I-5. The loop ramp in the NW quadrant would serve traffic movements from Broadway/Weidler to southbound I-5. The intent is to improve the northbound and southbound weaving sections for safety and better operations with the auxiliary lanes.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

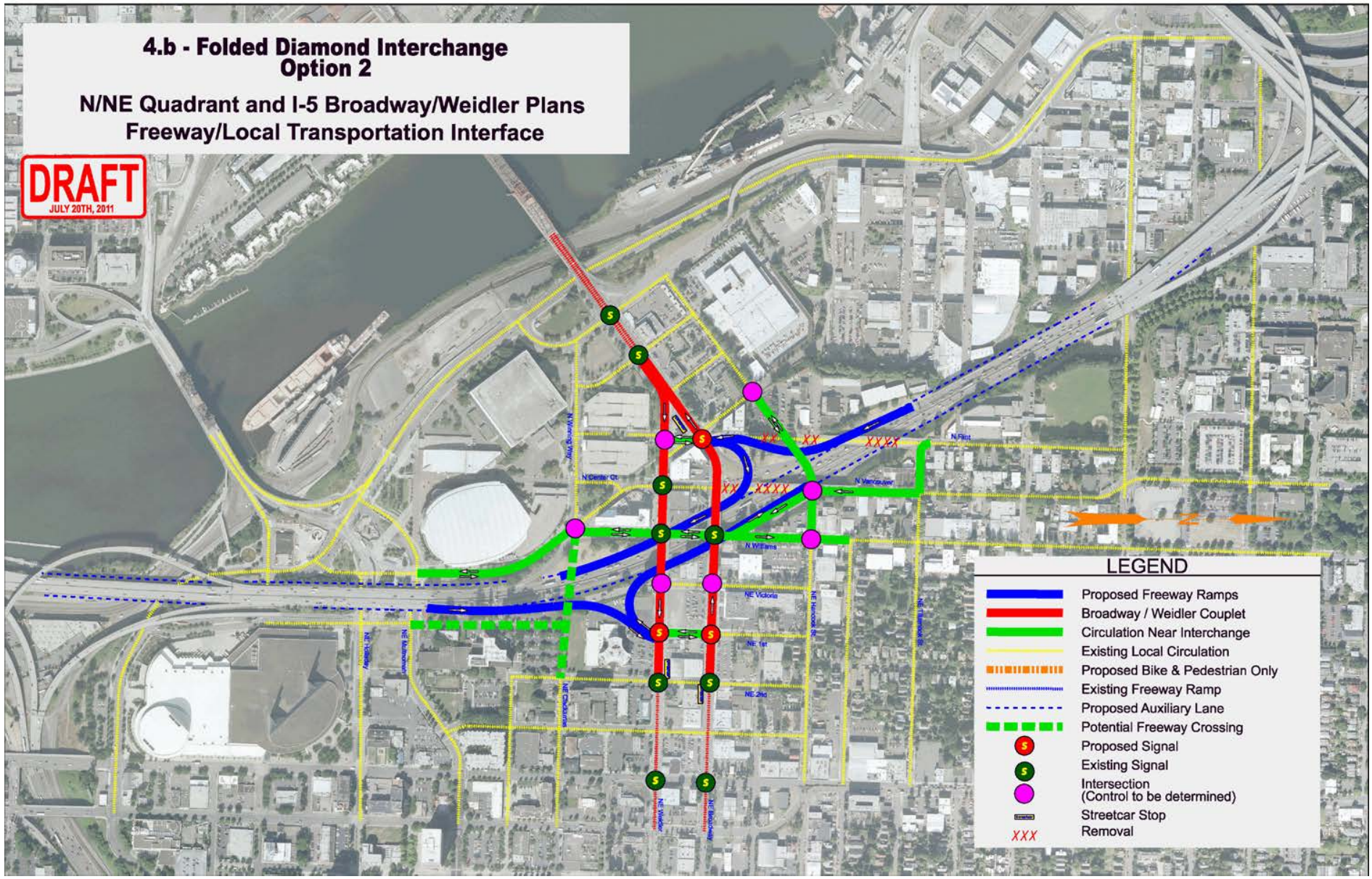
- Evaluate extending the northbound and southbound auxiliary lanes on I-5 under the overcrossing structures. All structures across the freeway would be rebuilt to accommodate the extensions.
- Evaluate loop ramps connecting I-5 to the Broadway/Weidler couplet that would lengthen the I-5 entrance ramps and therefore increase the weaving distances.
- Evaluate NE 1st Street circulation between the Broadway/Weidler couplet.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments.
- Evaluate potential removal or relocation of three of the existing structures (Flint, Vancouver and Williams) to accommodate ped/bike/transit movements.
- Improve Broadway and Weidler structures to accommodate bike/ped/transit.
- Evaluate bike/ pedestrian circulation improvements on the east side of I-5.

ASSUMPTIONS:

- The existing five structures and ramps would not be improved.
- The I-5 weaves north of the Flint overpass would not be improved.


4.b - Folded Diamond Interchange
Option 2
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
Removal
XXX

56913

CONCEPT 4B. FOLDED DIAMOND (BROADWAY/WEIDLER COUPLET)
OPTION 2

DESCRIPTION

This option is very similar to Option 1 but would not include a separate structure over I-5 for N. Vancouver; instead, the two-way traffic of the Vancouver/Williams couplet would be combined into one structure over I-5 where the N. Williams structure exists today.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

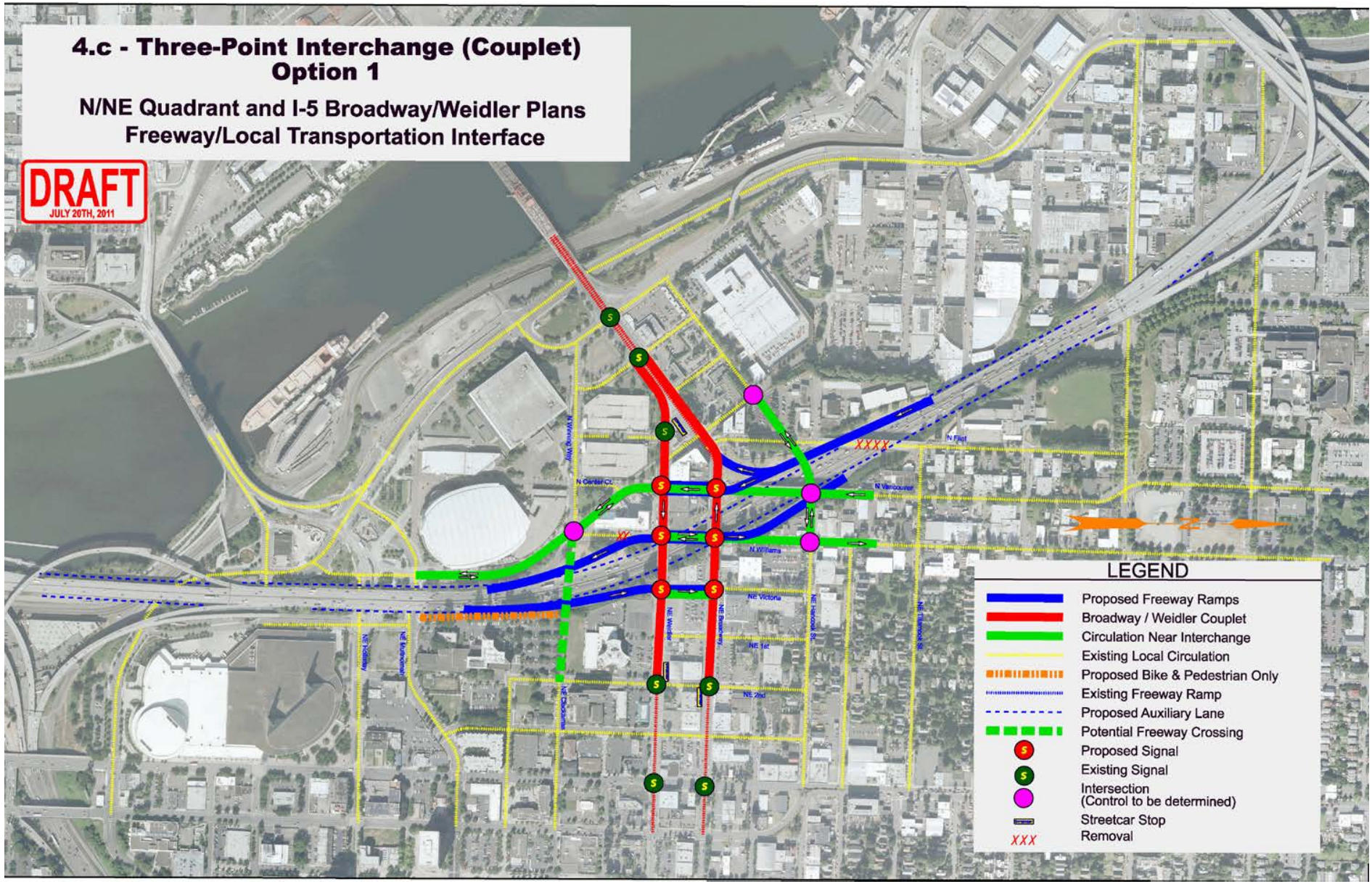
- Evaluate extending the northbound and southbound auxiliary lanes on I-5 under the overcrossing structures. All structures across the freeway would be rebuilt to accommodate the extensions.
- Evaluate loop ramps connecting I-5 to the Broadway/Weidler couplet that would lengthen the I-5 entrance ramps and therefore increase the weaving distances.
- Evaluate NE 1st Street circulation between the Broadway/Weidler couplet.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments.
- Evaluate potential removal or relocation of three of the existing structures (Flint, Vancouver and Williams) to accommodate ped/bike/transit movements.
- Improve Broadway and Weidler structures to accommodate bike/ped/transit.
- Evaluate bike/ pedestrian circulation improvements on the east side of I-5.

ASSUMPTIONS:

- The existing five structures and ramps would not be improved.
- The I-5 weaves north of the Flint overpass would not be improved.


4.c - Three-Point Interchange (Couplet)
Option 1
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
N Winning Way
N Center Ct.
N Vancouver
N Flint
N Williams
NE Victoria
NE 1st
NE 2nd
NE Weidler
NE Broadway
NE Hancock St
NE Holladay
NE Multnomah
NE Clackamas
XXXX
XX
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
XXX
Removal

56915

CONCEPT 4C. THREE-POINT INTERCHANGE (BROADWAY/WEIDLER COUPLET)

OPTION 1

DESCRIPTION

The Three-Point Interchange (Couplet) Concept would simplify the ramp terminal intersections to create a conventional interchange. The intent of this concept option is to improve the traffic operations and traffic flow on Broadway/Weidler. This concept would also improve some weaving distances for safety and would improve freeway operations with extended auxiliary lanes on I-5.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

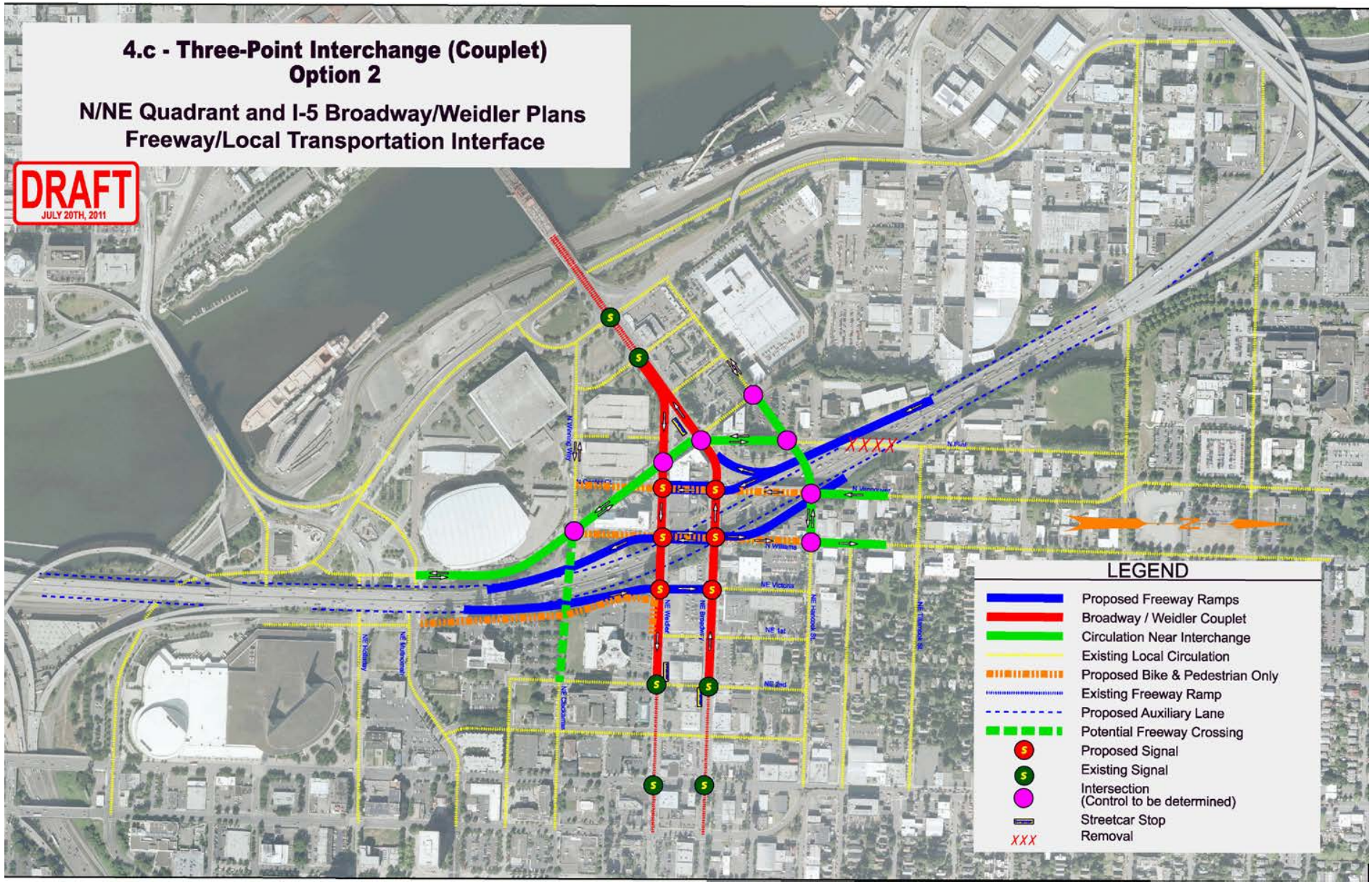
- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the overcrossing structures.
- All structures across the freeway will be rebuilt to accommodate the auxiliary lane.
- Evaluate relocating the I-5 southbound entrance ramp to Weidler; this has the potential to lengthen the weave distance.
- Evaluate the ramp terminal intersection operations.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes or for all modes.
- Evaluate streetcar and bus route impacts.
- Evaluate potential removal or relocation of three of the existing structures (Flint, Vancouver and Williams) to accommodate the north/south and east/ west ped/bike/transit movements.
- Improve Broadway and Weidler structures to accommodate bike/ped/transit.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with Broadway/Weidler.

ASSUMPTIONS:

- The Broadway/Weidler couplet would remain.


4.c - Three-Point Interchange (Couplet)
Option 2
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
XXXX
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
XXX
Removal

CONCEPT 4C. THREE-POINT INTERCHANGE (BROADWAY/WEIDLER COUPLET)

OPTION 2

DESCRIPTION

This option is similar to Option 1 but it would convert N. Vancouver and N. Williams connections between Clackamas and Hancock to bike and pedestrian only facilities.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

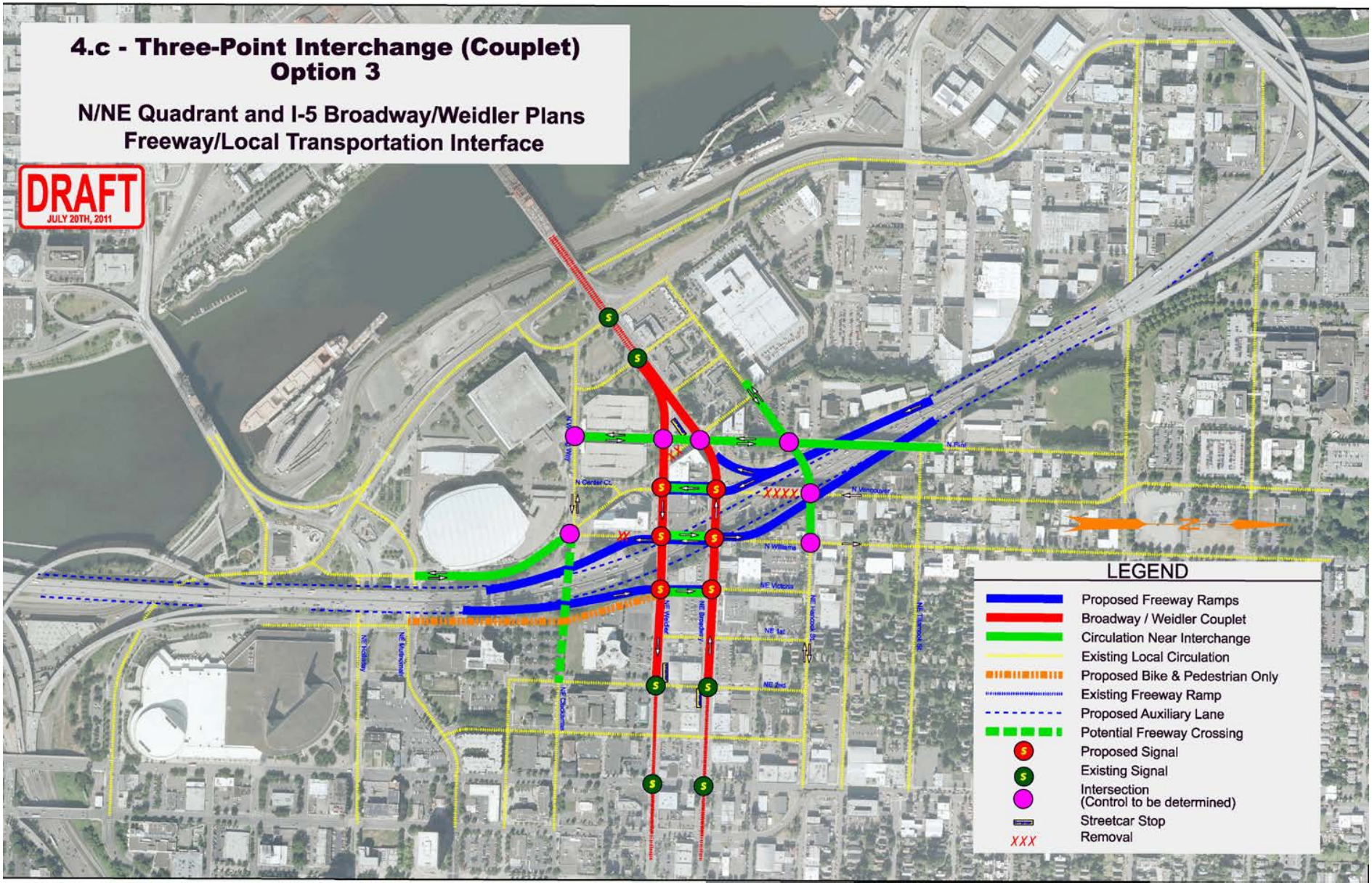
- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the overcrossing structures.
- All structures across the freeway will be rebuilt to accommodate the auxiliary lane.
- Evaluate relocating the I-5 southbound entrance ramp to Weidler; this has the potential to lengthen the weave distance.
- Evaluate the ramp terminal intersection operations.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes or for all modes.
- Evaluate streetcar and bus route impacts.
- Evaluate potential removal or relocation of three of the existing structures (Flint, Vancouver and Williams) to accommodate the north/south and east/ west ped/bike/transit movements.
- Improve Broadway and Weidler structures to accommodate bike/ped/transit.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with Broadway/Weidler.

ASSUMPTIONS:

- The Broadway/Weidler couplet would remain.


4.c - Three-Point Interchange (Couplet)
Option 3
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
Removal
XXX

56919

CONCEPT 4C. THREE-POINT INTERCHANGE (BROADWAY/WEIDLER COUPLET)

OPTION 3

DESCRIPTION

Unlike Option 1, this concept option would shift local north-south street connections to the west and east of N. Vancouver and N. Williams.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

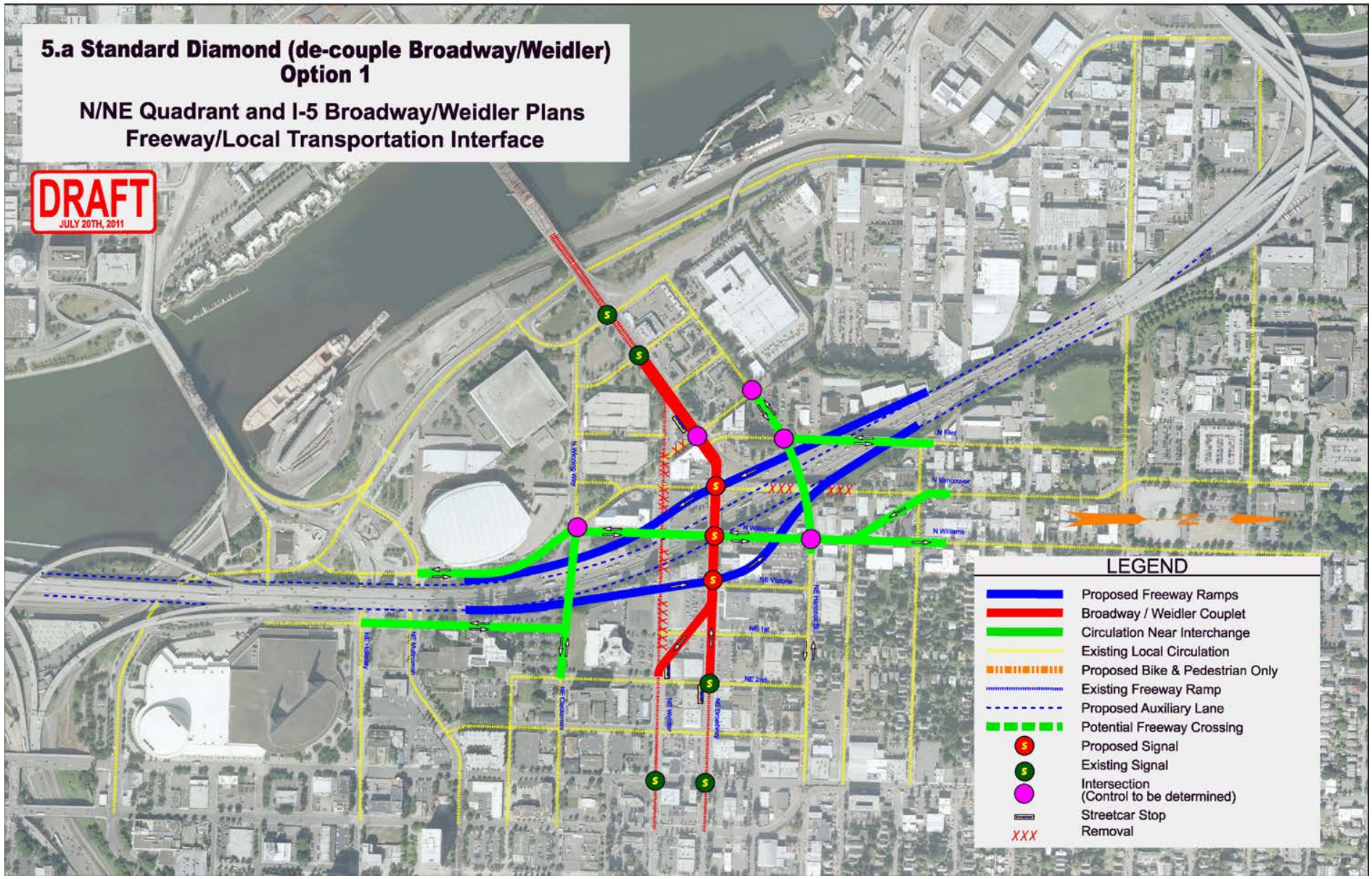
- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the overcrossing structures.
- All structures across the freeway will be rebuilt to accommodate the auxiliary lane.
- Evaluate relocating the I-5 southbound entrance ramp to Weidler; this has the potential to lengthen the weave distance.
- Evaluate the ramp terminal intersection operations.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes or for all modes.
- Evaluate streetcar and bus route impacts.
- Evaluate potential removal or relocation of three of the existing structures (Flint, Vancouver and Williams) to accommodate the north/south and east/ west ped/bike/transit movements.
- Improve Broadway and Weidler structures to accommodate bike/ped/transit.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with Broadway/Weidler.

ASSUMPTIONS:

- The Broadway/Weidler couplet would remain.


5.a Standard Diamond (de-couple Broadway/Weidler)
Option 1
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
Removal
XXX
N Vancouver
N Williams
NE Victoria
NE 1st
NE 2nd
NE Holladay
NE Weidler
NE Broadway

56921

CONCEPT 5A. STANDARD DIAMOND (DE-COUPLE BROADWAY/WEIDLER)

OPTION 1

DESCRIPTION

The Standard Diamond Concept would de-couple Broadway/Weidler at the freeway to create a conventional interchange form. The concept intent is to improve the weaving length between the Broadway/Weidler and I-84 interchanges. The section of I-5 southbound between Weidler and I-84 is the worst weaving section for crashes.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

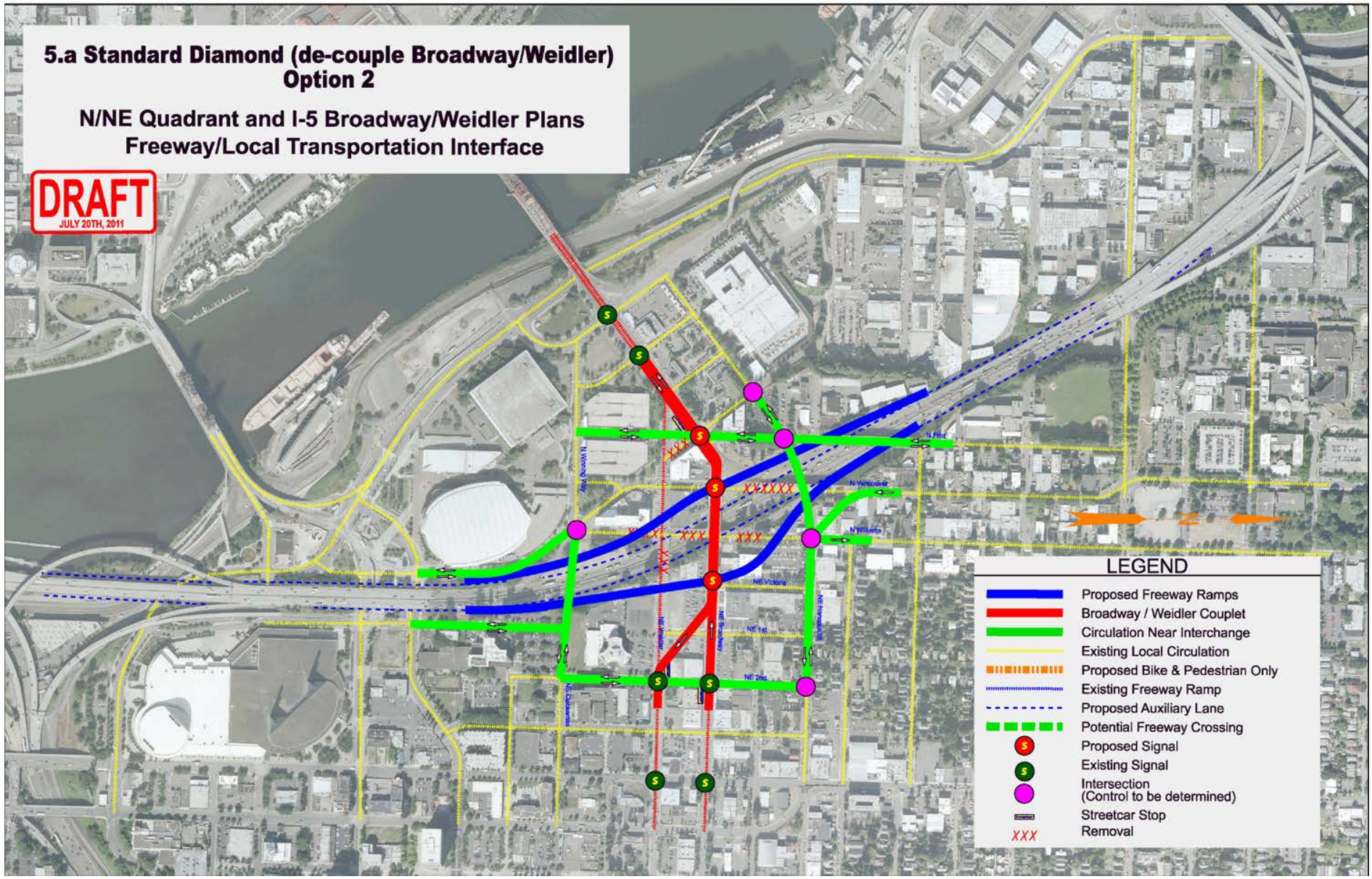
- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the structures.
- All structures across the freeway would be rebuilt to accommodate the auxiliary lane extensions.
- Evaluate standard diamond configuration with Broadway/Weidler de-coupled to Broadway at the interchange.
- Evaluate relocating the southbound entrance ramp to I-5/I-84; this has the potential to lengthen the weave distance.
- Evaluate relocating the northbound exit ramp from I-5; this has the potential to lengthen the weave distance.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments and identify mitigation measures.
- Evaluate potential removal or relocation of three of the existing structure (Flint, Vancouver and Williams) to accommodate the north/south and east/ west ped/bike/transit movements.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with the Broadway/Weidler couplet.

ASSUMPTIONS:

- Potential alternative configurations and relocations will be needed to mitigate the impacts to access and circulation for all modes.


5.a Standard Diamond (de-couple Broadway/Weidler)
Option 2
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
N Flint
N Vancouver
N Williams
NE Victoria
NE 1st
NE 2nd
NE Broadway
NE Weidler
NE Hancock St
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
XXX
Removal

56923

CONCEPT 5A. STANDARD DIAMOND (DE-COUPLE BROADWAY/WEIDLER)

OPTION 2

DESCRIPTION

This concept option is similar to Option 1 but it would shift the convergence of N. Vancouver and N. Williams further south with a new 5-legged intersection with N.E. Hancock.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

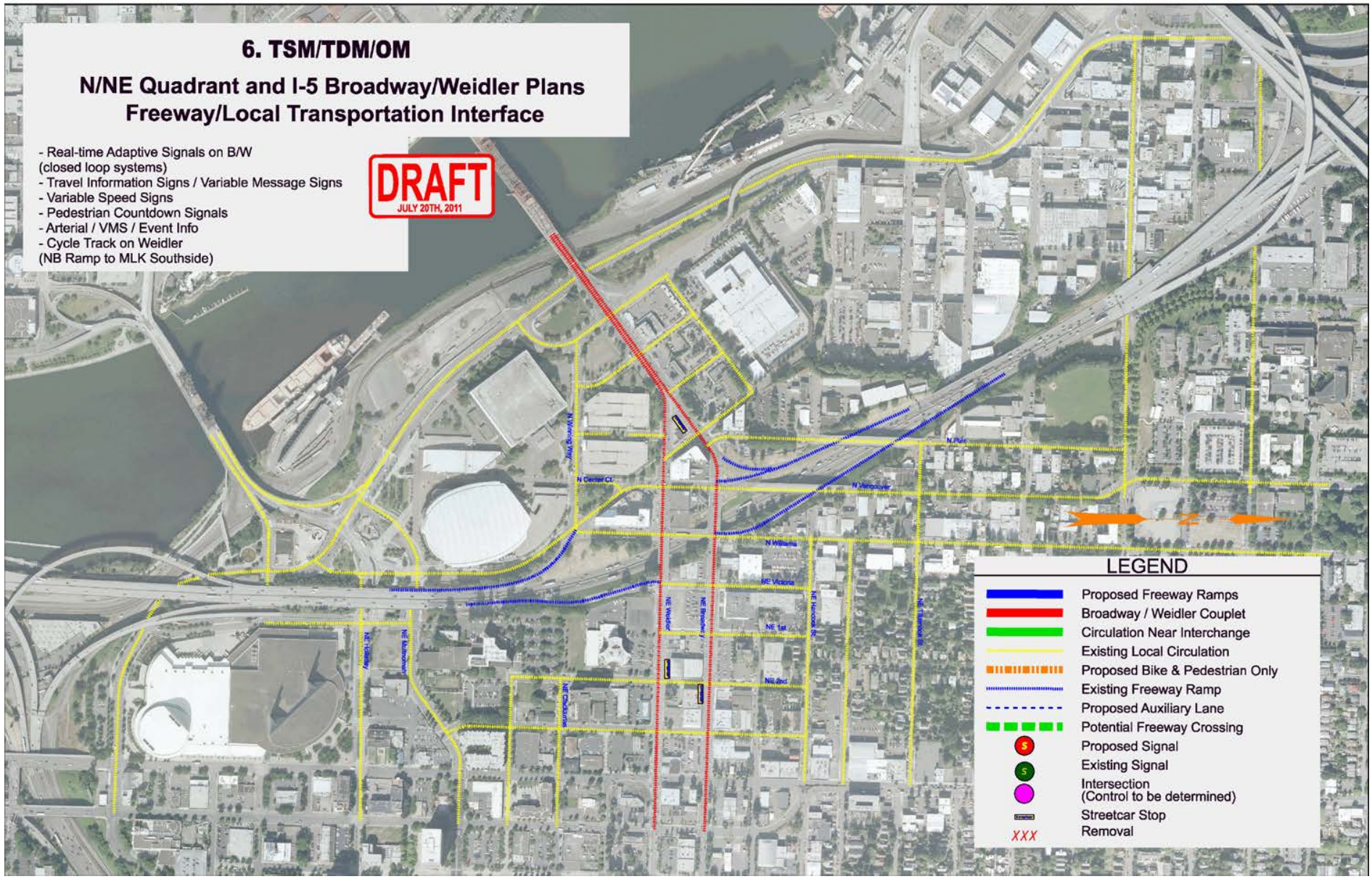
- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the structures. All structures across the freeway would be rebuilt to accommodate the auxiliary lane extensions.
- Evaluate standard diamond configuration with Broadway/Weidler de-coupled to Broadway at the interchange.
- Evaluate relocating the southbound entrance ramp to I-5/I-84; this has the potential to lengthen the weave distance.
- Evaluate relocating the northbound exit ramp from I-5; this has the potential to lengthen the weave distance.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments and identify mitigation measures.
- Evaluate potential removal or relocation of three of the existing structures (Flint, Vancouver and Williams) to accommodate the north/south and east/ west ped/bike/transit movements.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with the Broadway/Weidler couplet.

ASSUMPTIONS:

- Potential alternative configurations and relocations will be needed to mitigate the impacts to access and circulation for all modes.


6. TSM/TDM/OM
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
- Real-time Adaptive Signals on B/W
(closed loop systems)
- Travel Information Signs / Variable Message Signs
- Variable Speed Signs
- Pedestrian Countdown Signals
- Arterial / VMS / Event Info
- Cycle Track on Weidler
(NB Ramp to MLK Southside)
DRAFT
JULY 20TH, 2011
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
Removal
XXX

CONCEPT 6. TSM/TDM/OPERATIONS MANAGEMENT

DESCRIPTION

This concept would build on existing Transportation System Management (TSM)/Transportation Demand Management (TDM)/Operations Management (OM) strategies in the study area and ensure that those programs are maximized in order to reduce trip demand and improve traffic flow.

MAJOR TSM ELEMENTS

- Traveler information signs – signs provide real-time information on roadway congestion and travel time.
- Variable speed limit signs – recently implemented on I-5 in Seattle, these signs adjust the legal speed limit based on actual conditions.
- Event information – provide signs with real-time information on preferred access routes and parking opportunities for Rose Quarter and Oregon Convention Center events.
- Real-time, adaptive signals on Broadway/ Weidler – smarter traffic signals that adapt to actual traffic conditions.

MAJOR TDM ELEMENTS

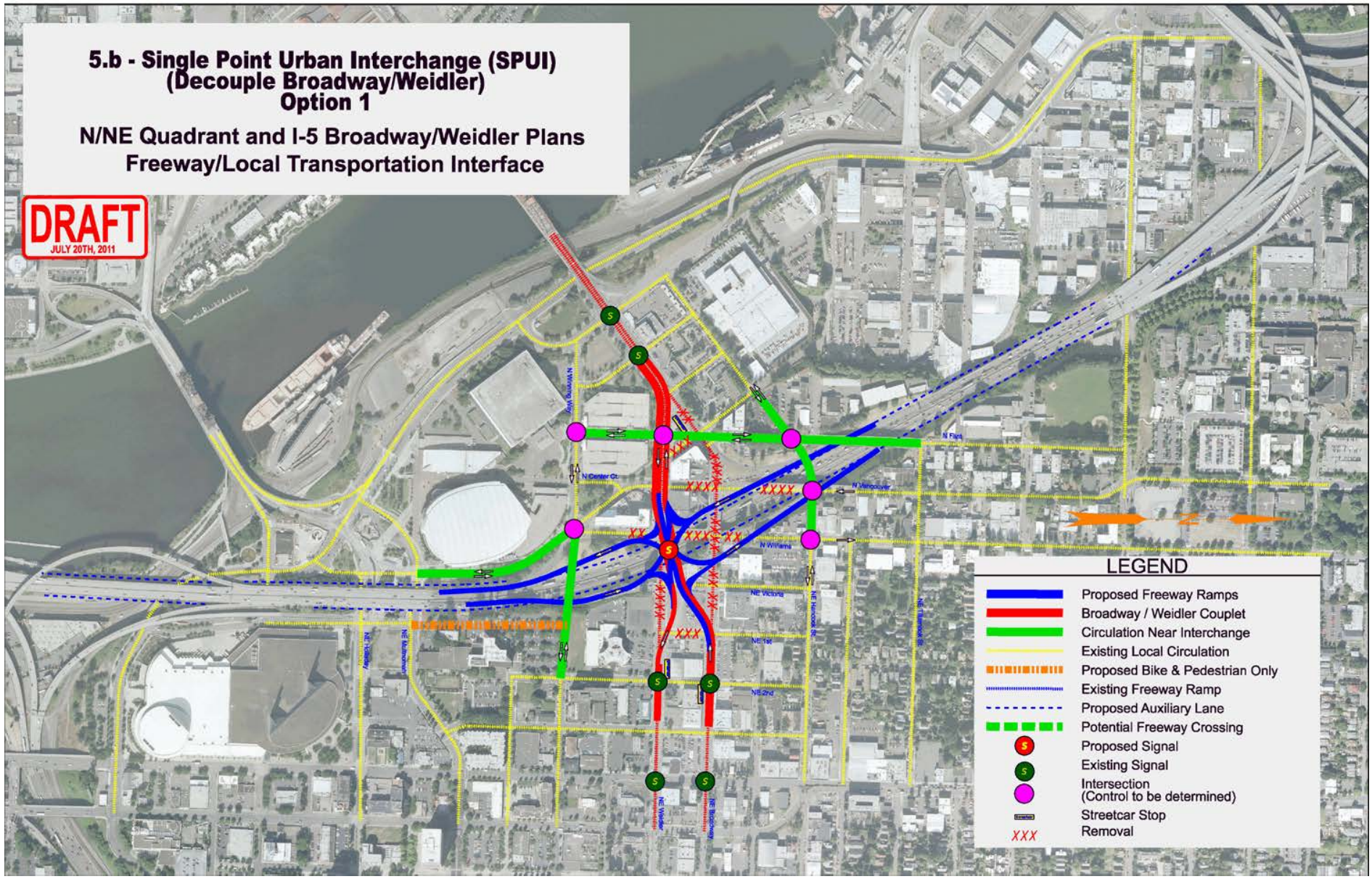
- Rideshare programs – expand the existing services with an emphasis on travelers to and from the N/NE Quadrant and travelers on I-5.
- Parking policies – consider expanding paid parking areas and adjusting rates at public garages.
- Employer programs – expand transit pass subsidy programs and information programs for area employers.

DRAFT **Concepts Recommendation for Phase 3 Design and Analysis**

N/NE Quadrant and I-5 Broadway/Weidler Plans

Concepts for No Further Study

DRAFT


5.b - Single Point Urban Interchange (SPUI)
(Decouple Broadway/Weidler)
Option 1
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
Removal
XXX
N Center Ct.
N Williams
N Vancouver
N Flint
NE Victory
NE Hancock St
NE Thunder St
NE 1st
NE 2nd
NE Holladay
NE Multnomah
NE Weidler
NE Broadway

56929

CONCEPT 5B. SINGLE POINT URBAN INTERCHANGE (SPUI) (DE-COUPLE BROADWAY/WEIDLER)

OPTION 1

DESCRIPTION

A single-point urban interchange (SPUI) is similar in form to a diamond interchange, but it has the advantage of allowing opposing left turns to proceed simultaneously by compressing the two intersections of a diamond into one signalized intersection. Traffic passing through the interchange can be controlled by a single signal; vehicles can clear the intersection more quickly than in a diamond interchange.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

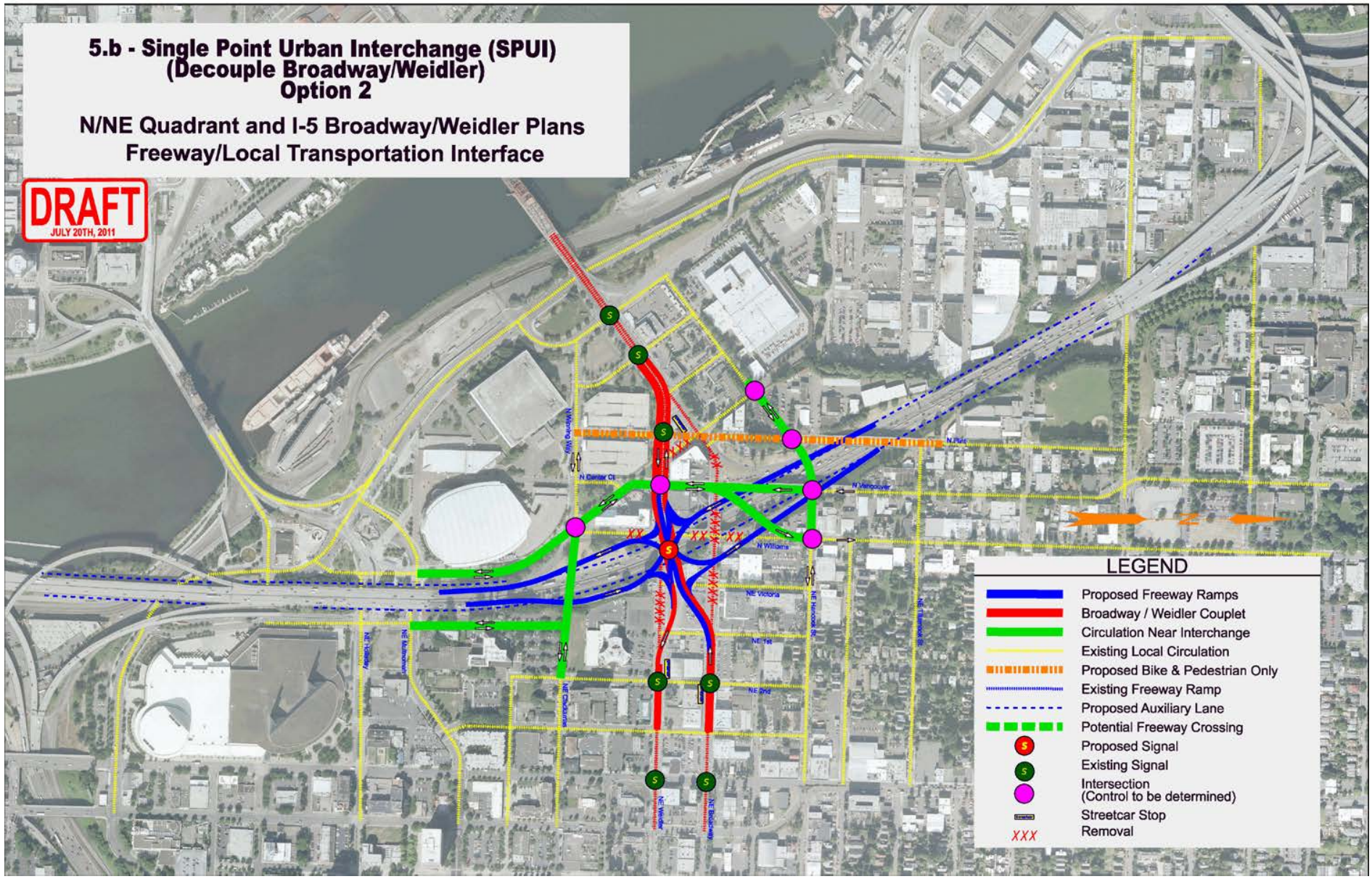
- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the structures. All structures across the freeway would be rebuilt to accommodate the auxiliary lane extensions.
- Evaluate a major reconfiguration of the Broadway-Weidler interchange based on the SPUI design concept with Broadway/Weidler de-coupled to Weidler at the interchange.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate potential new overcrossings at Clackamas and Dixon/Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments and identify mitigation measures.
- Evaluate potential removal or relocation of three of the existing structures (Flint, Vancouver and Williams) to accommodate the north/south and east/ west ped/bike/transit movements.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with the Broadway/Weidler couplet.

ASSUMPTIONS:

- Potential alternative configurations and relocations will be needed to mitigate the impacts to access and circulation for all modes.


5.b - Single Point Urban Interchange (SPUI)
(Decouple Broadway/Weidler)
Option 2
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
XXX
Removal
N Winning Way
N Center Ct
N Vancouver
N Williams
NE Victoria
NE 1st
NE 2nd
NE Hancock St
NE Tillamook St
NE Holladay
NE Multnomah
NE Chuckanee
NE Weidler
NE Broadway

CONCEPT 5B. SINGLE POINT URBAN INTERCHANGE (SPUI) (DE-COUPLE BROADWAY/WEIDLER)

OPTION 2

DESCRIPTION

The intent of the SPUI Concept is to improve the operations and safety at the interchange and improve I-5 operations and safety with the auxiliary lane extensions. This concept option is similar to Option 1 but it would de-couple N. Vancouver and N. Williams just north of Broadway. This concept would also convert N. Flint to a bike/ pedestrian only facility between N. Tillamook and N. Winning Way.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

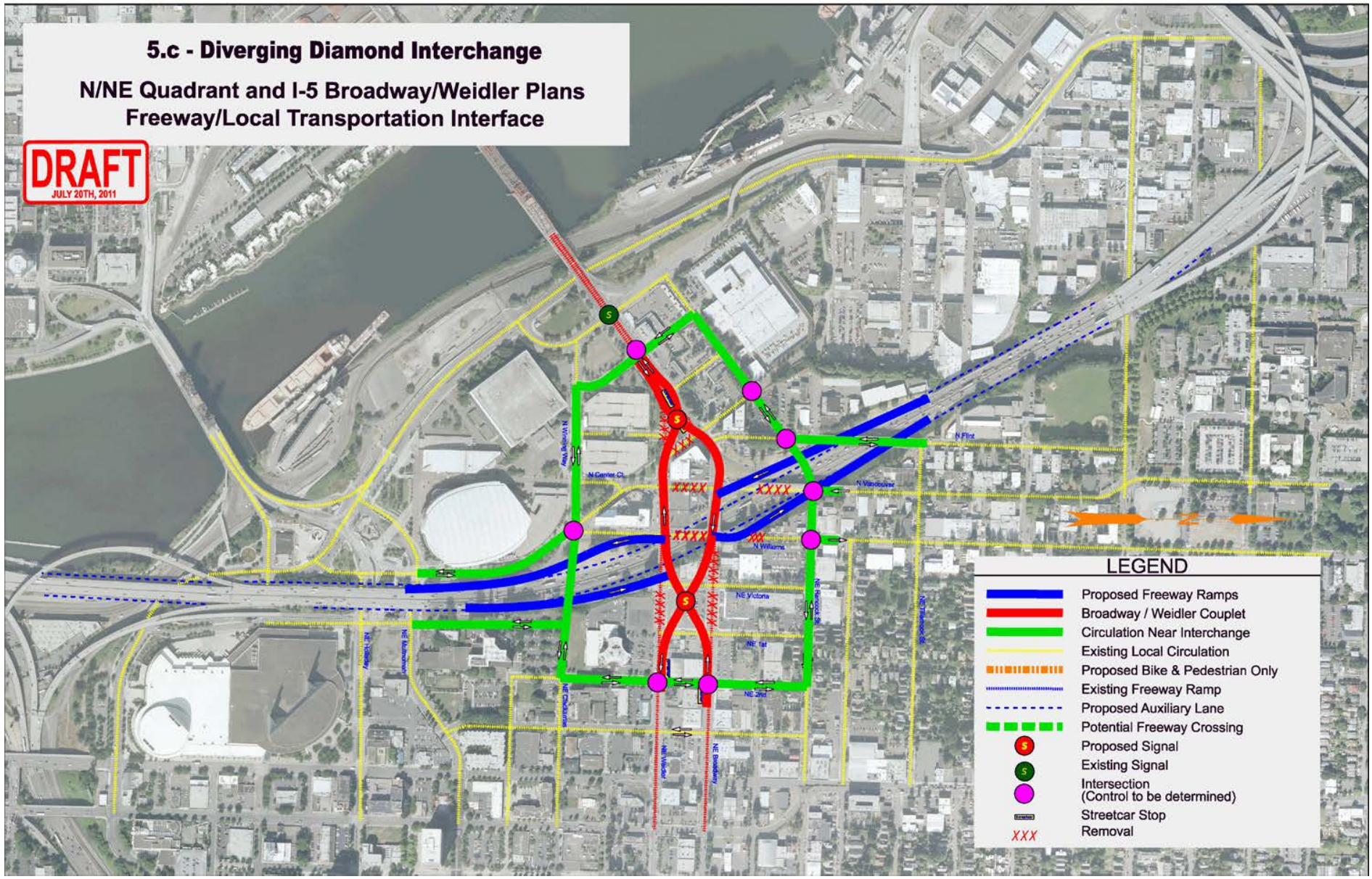
- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the structures. All structures across the freeway would be rebuilt to accommodate the auxiliary lane extensions.
- Evaluate a major reconfiguration of the Broadway-Weidler interchange based on the SPUI design concept with Broadway/Weidler de-coupled to Weidler at the interchange.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate potential new overcrossings at Clackamas and Dixon/Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments and identify mitigation measures.
- Evaluate potential removal or relocation of three of the existing structures (Flint, Vancouver and Williams) to accommodate the north/south and east/ west ped/bike/transit movements.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with the Broadway/Weidler couplet.

ASSUMPTIONS:

- Potential alternative configurations and relocations will be needed to mitigate the impacts to access and circulation for all modes.


5.c - Diverging Diamond Interchange
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
Removal
XXX
N Vancouver
N Williams
NE Victoria
NE 1st
NE 2nd
N Flint

CONCEPT 5C. DIVERGING DIAMOND (DDI)
(DE-COUPLE BROADWAY/WEIDLER)

DESCRIPTION

The intent of the Diverging Diamond Interchange Concept is to improve the safety at the interchange since no left turns must clear opposing traffic and most movements are controlled by traffic signals. The intent of the northbound and southbound auxiliary lane extensions on I-5 is to improve the safety and operations on the freeway.

A diverging diamond interchange is a form of diamond interchange in which the two directions of traffic on the local road cross to the opposite side at the freeway. The direction of travel will change for Broadway and Weidler through the interchange. The diverging diamond interchange allows for two-phase operation at all signalized intersections within the interchange area.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

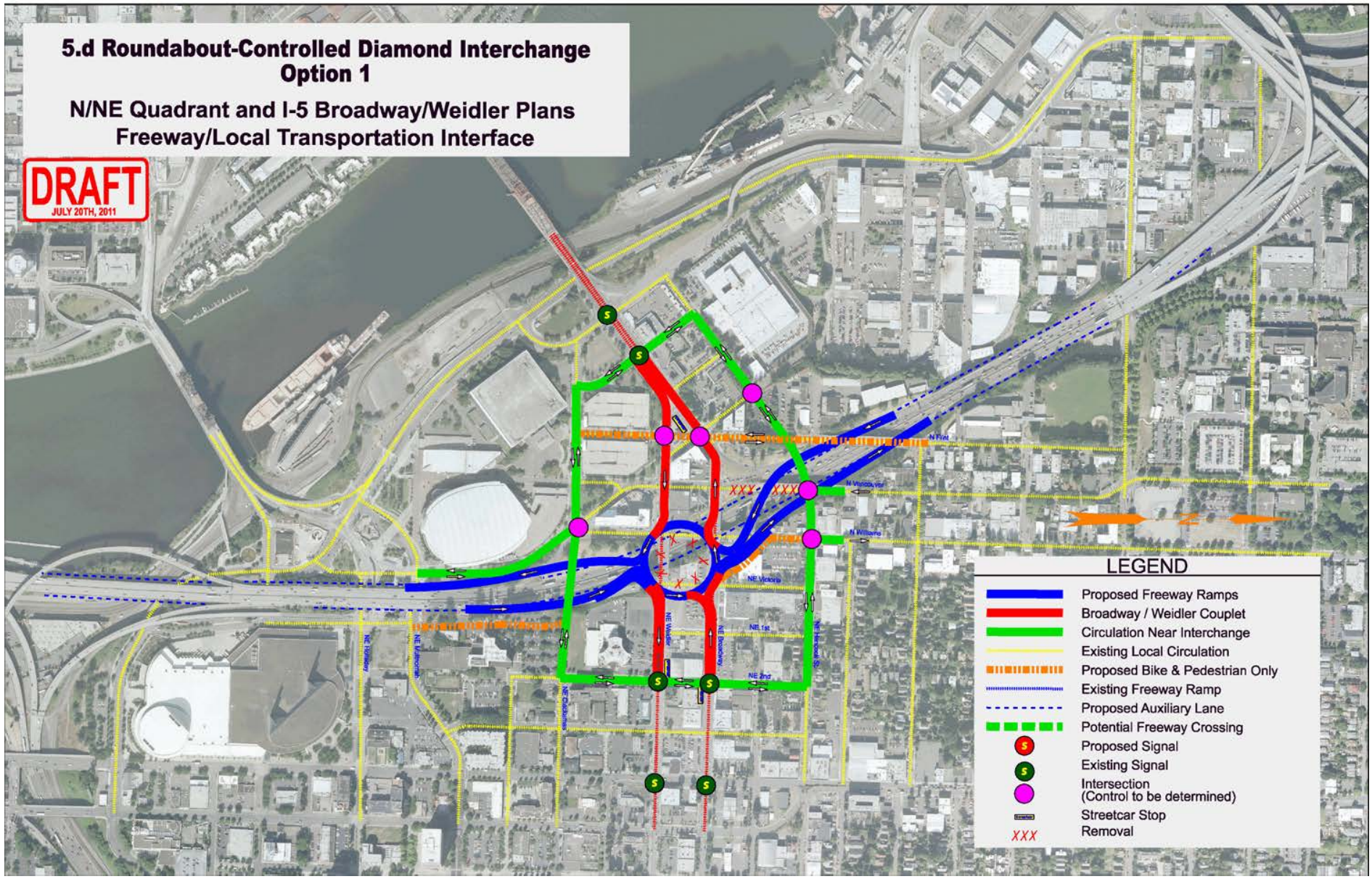
- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the structures. All structures across the freeway would be rebuilt to accommodate the auxiliary lane extensions.
- Evaluate a major reconfiguration of the Broadway-Weidler interchange based on the SPUI design concept with Broadway/Weidler de-coupled to Weidler at the interchange.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate potential new overcrossings at Clackamas and Dixon/Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments and identify mitigation measures.
- Evaluate potential removal or relocation of three of the existing structures (Flint, Vancouver and Williams) to accommodate the north/south and east/west ped/bike/transit movements.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with the Broadway/Weidler couplet.

ASSUMPTIONS:

- The five existing structures (Broadway, Weidler, Williams, Vancouver and Flint) would be removed.
- Potential alternative configurations and relocations will be needed to mitigate the impacts to access and circulation for all modes.


5.d Roundabout-Controlled Diamond Interchange
Option 1
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
Removal
N Flint
N Vancouver
N Williams
NE Victoria
NE 1st
NE 2nd
NE Weidler
NE Broadway
NE Hancock St
NE Holladay
NE Multnomah
NE Clackamas

CONCEPT 5D. ROUNDABOUT-CONTROLLED DIAMOND
OPTION 1

DESCRIPTION

The Roundabout-Controlled Diamond Interchange Concept features a one-way circulatory roadway with yield-on-entry into the roundabout. This concept retains the Broadway/Weidler couplet and redirects the circulation of N. Williams, Vancouver and Flint. The intent of the auxiliary lane extensions on I-5 is to improve the safety and operations on the freeway.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

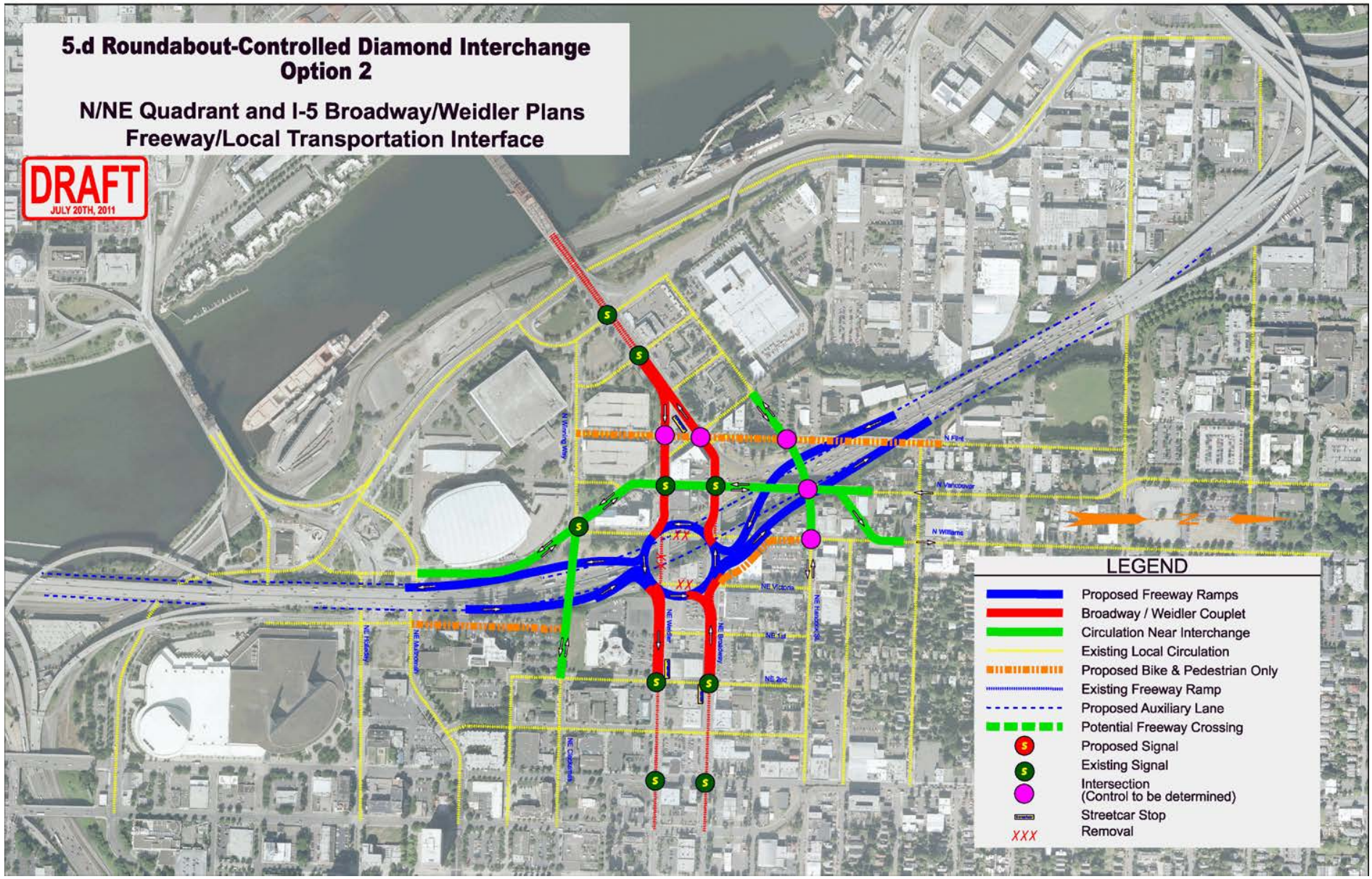
- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the structures. All structures across the freeway would be rebuilt to accommodate the auxiliary lane extensions.
- Evaluate a major reconfiguration of the Broadway-Weidler interchange based on the Roundabout-Controlled Diamond Interchange Concept.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate potential new overcrossings at Clackamas and Dixon/Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments and identify mitigation measures.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with the Broadway/Weidler couplet.

ASSUMPTIONS:

- Potential alternative configurations and relocations will be needed to mitigate the impacts to access and circulation for all modes.


5.d Roundabout-Controlled Diamond Interchange
Option 2
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
Removal
N Winning Way
N Flint
N Vancouver
N Williams
NE Victoria
NE 1st
NE 2nd
NE Weidler
NE Broadway
NE Holladay
NE Multnomah
NE Cooperhills

CONCEPT 5D. ROUNDABOUT-CONTROLLED DIAMOND
OPTION 2

DESCRIPTION

This concept option is similar to Option 1 but it would de-couple N. Vancouver and N. Williams just north of Hancock and permit north-south traffic to use N. Vancouver near the roundabout.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

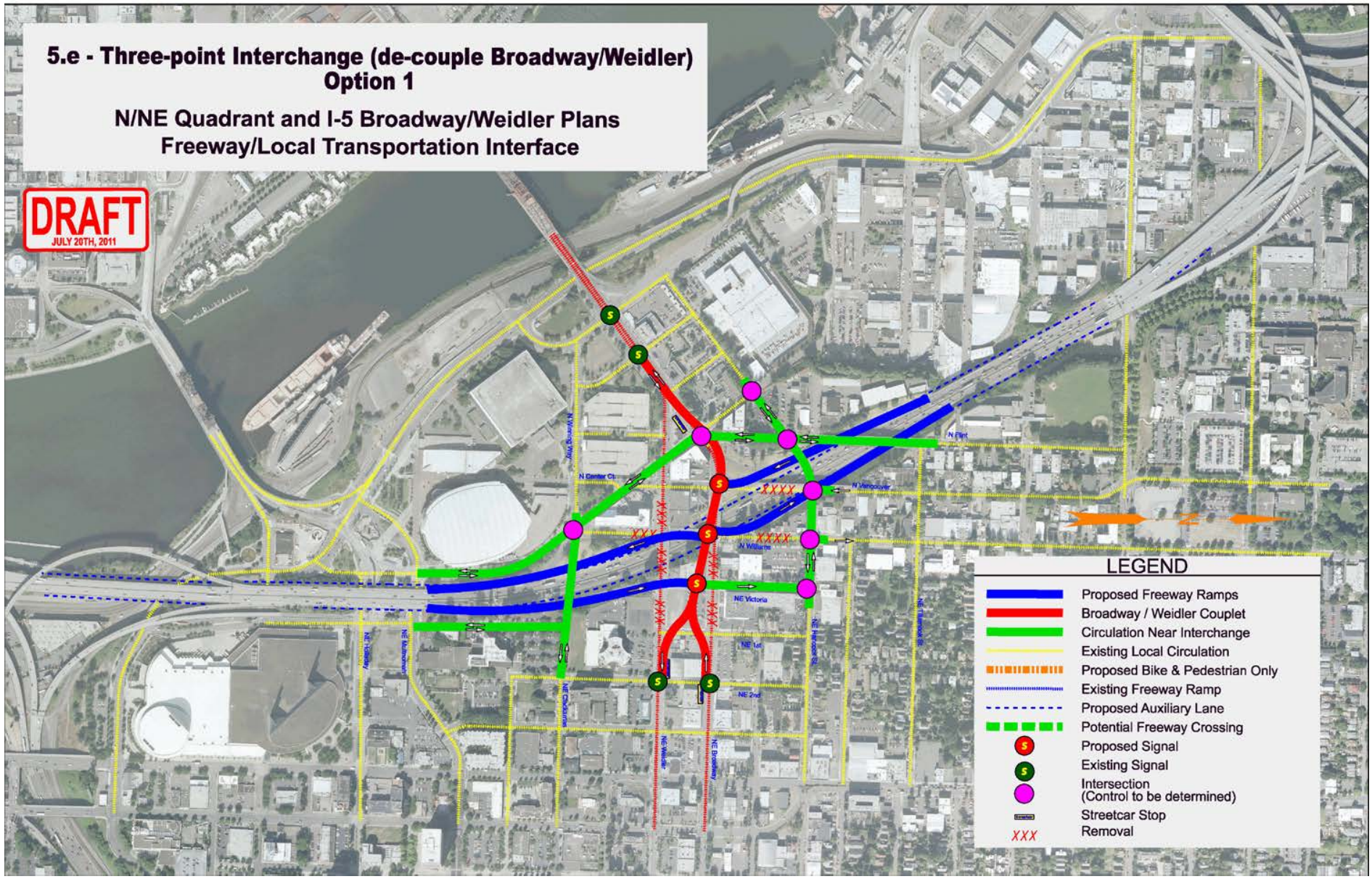
- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the structures. All structures across the freeway would be rebuilt to accommodate the auxiliary lane extensions.
- Evaluate a major reconfiguration of the Broadway-Weidler interchange based on the Roundabout-Controlled Diamond Interchange Concept.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate potential new overcrossings at Clackamas and Dixon/Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments and identify mitigation measures.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with the Broadway/Weidler couplet.

ASSUMPTIONS:

- Potential alternative configurations and relocations will be needed to mitigate the impacts to access and circulation for all modes.


5.e - Three-point Interchange (de-couple Broadway/Weidler)
Option 1
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
Removal
XXX
N Center Ct
N Williams
NE Victoria
NE 1st
NE 2nd
NE Holladay
NE Multnomah
NE Dekum
NE Weidler
NE Broadway
NE Hancock St
NE Thunder St

CONCEPT 5E. THREE-POINT INTERCHANGE (DE-COUPLE BROADWAY/WEIDLER)

OPTION 1

DESCRIPTION

The Three-Point Interchange (De-Couple) Concept would simplify the ramp terminal intersections to create a conventional interchange. The intent of this concept is to improve the traffic operations and traffic flow on Broadway. The intent of the northbound and southbound auxiliary lane extensions on I-5 is to improve the safety and operations on the freeway.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

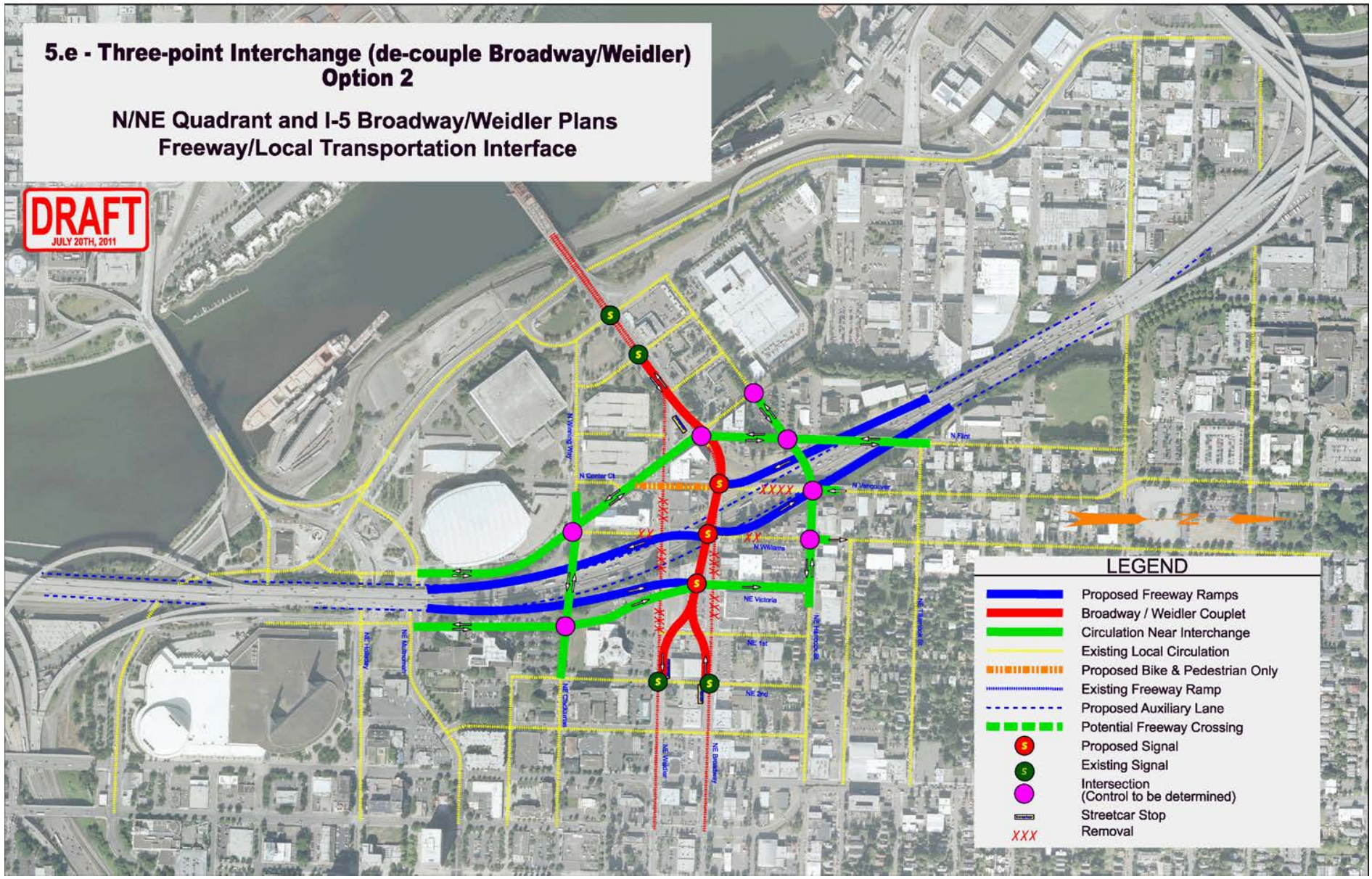
- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the structures. All structures across the freeway would be rebuilt to accommodate the auxiliary lane extensions.
- Evaluate a major reconfiguration of the Broadway-Weidler interchange based on the Three-Point Interchange (De-Couple) Concept that would include new ramp terminal intersections and de-coupling Broadway/Weidler to Broadway.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate potential new overcrossings at Clackamas and Dixon/Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments and identify mitigation measures.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with the Broadway/Weidler couplet.

ASSUMPTIONS:

- The five existing structures (Broadway, Weidler, Williams, Vancouver and Flint) would be removed.
- Potential alternative configurations and relocations will be needed to mitigate the impacts to access and circulation for all modes.


5.e - Three-point Interchange (de-couple Broadway/Weidler)
Option 2
N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface
DRAFT
JULY 20TH, 2011
N Flint
N Vancouver
N Williams
NE Victoria
NE 1st
NE 2nd
N Center Ct.
LEGEND
Proposed Freeway Ramps
Broadway / Weidler Couplet
Circulation Near Interchange
Existing Local Circulation
Proposed Bike & Pedestrian Only
Existing Freeway Ramp
Proposed Auxiliary Lane
Potential Freeway Crossing
Proposed Signal
Existing Signal
Intersection
(Control to be determined)
Streetcar Stop
Removal

56941

CONCEPT 5E. THREE-POINT INTERCHANGE (DE-COUPLE BROADWAY/WEIDLER)

OPTION 2

DESCRIPTION

This concept option is similar to Option 1 but it would include a local street connection between N.E. 1st/Clackamas and N.E. Victoria/Broadway and a bike/pedestrian only facility along N. Vancouver between N. Wheeler and Broadway.

MAJOR FREEWAY ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the structures. All structures across the freeway would be rebuilt to accommodate the auxiliary lane extensions.
- Evaluate a major reconfiguration of the Broadway-Weidler interchange based on the Three-Point Interchange (De-Couple) Concept that would include new ramp terminal intersections and de-coupling Broadway/Weidler to Broadway.

MAJOR LOCAL STREET ELEMENTS TO BE ANALYZED AND EVALUATED

- Evaluate potential new overcrossings at Clackamas and Dixon/Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments and identify mitigation measures.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with the Broadway/Weidler couplet.

ASSUMPTIONS:

- The five existing structures (Broadway, Weidler, Williams, Vancouver and Flint) would be removed.
- Potential alternative configurations and relocations will be needed to mitigate the impacts to access and circulation for all modes.

Step 3 Evaluation Criteria Matrix – Stakeholder Comments (DRAFT 7/21/11)

I. Comments Submitted at the Joint Land Use/Transportation Subcommittee Meeting (7/13/11)

General comments/questions:

- We need more quantifiable measurables on the left side.
- Don't just measure things; aim to reduce or increase
- Is there a phase 4 where we text the freeway concepts against the land use concepts?
- Has the City done an analysis of the development capacity based on these scenarios?
- Are you going to ask the SAC to approve these criteria?
- Can we look at vacating streets as a jobs supporter, because it creates developable land?

Comments by goal:

1. A diverse mix of commercial, cultural, entertainment, industrial, recreational and residential uses, including affordable housing.
   - 1e – close to multimodal transportation options
   - High density at bridgehead/Blanchard at odds with goal of maximizing lloyd

2. Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages.
   - Separate 2c – fostering commercial development while supporting industrial are two separate thoughts.
   - Which areas are you trading off with the commercial development? Where do you encourage tradeoffs?

4. Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods.
   - Need to make sure we are keeping the existing businesses in mind with freeway impacts.
   - In 4b, need to make sure we are supporting/encouraging small neighborhood businesses.
   - There is confusion about air quality measurements. Will you do a hot spot analysis?

5. A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system.
   - Add access to transit
   - Need more about pedestrians in this section
   - Need to minimize impacts to streetcar operations during freeway construction and ongoing.
   - Should we be prioritizing what type of access is maintained in 5D? Should we de-emphasize single occupancy vehicle (sov) access?
   - Sometimes sov access is what is needed. In the future, we will likely have more single households, so this need will increase. Don't put the local merchants at risk by forcing sov out of the central city.

6. Improve the local circulation system for safe access for all transportation modes within the quadrant and at freeway interchanges.
   - Need more about pedestrians in this section

- Add, increase housing/employment that has good access to transit
- Add “more” to bullet 6a, after “provide”. Also reference reliable, time-saving transportation solutions.
- Add “improve rail operations for freight and passenger rail”.
- Explore options to add a high-speed rail station.

7. Equitable access to community amenities and economic opportunities.
   - Develop 3 criteria to evaluate alternatives?
   - Need to make the objectives more clear.
   - Focus on local jobs and contracting opportunities.

8. Protection and enhancement of the cultural heritage of the area and its sub-districts.
   - Clarify hierarchy in policy context for 8b and 8c.
   - We should separate the gentrification impacts from the transportation impacts.
   - Add something about traffic impacts to neighborhood fabric and character.

II. Written Comments Submitted Outside the Subcommittee Meeting

Upstream Public Health, Active Right of Way, Willamette Pedestrian Coalition, the Bicycle Transportation Alliance, and other interested individuals – SAC and non-SAC members (via email, 7/12/11)

General comments:

- The current evaluation measures do not go far enough in considering the need to reduce SOV trips and increase active transportation modeshare.
- How can we improve transit with this project?
- There are not enough measures examining safety and employment impacts.
- Several of the interchange concepts seem fairly weak against many of these objectives, particularly the criteria in #5 around connecting to key locations. In our opinion, concept 6 and concept 3 looked like the best places to start with respect to meeting the objectives and providing our alternative ideas to improve the concepts.

Although the matrix is for "freeway interchange & local transportation interface concept evaluation measures" and not for the land use concepts (that's another document) it does include some measures, such as "amount of enhanced street tree canopy" that aren't as transportation-focused as the others. Taking a cue from this, we're including some ideas that aren't as strongly tied to the freeway concepts.

Some of the suggestions we have may be more appropriate for the design phase instead of the concept evaluation phase, but we wanted to make sure to capture them and get them on the table ASAP. Please let me know if you want any clarification on these before the meeting tomorrow & I'll do my best to get back to you.

Comments by goal/objective:

1. A diverse mix of commercial, cultural, entertainment, industrial, recreational and residential uses, including affordable housing.

There are seven objectives under this goal but only one evaluation measure listed. The evaluation measure is “Minimize the need to purchase property for right-of-way.”

Other evaluation measures that we might suggest include:

- Measure impacts of configuration changes on major attractions. (1c)
- Would configuration remove residential or RX zoning areas? (1f)
- Does the configuration block access or development for parks and recreation areas? (1g)

2. Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages.
There are four objectives under this goal and only one evaluation measure – the same as for goal #1.

Other evaluation measures that we might suggest include:

- Check whether the configuration removes jobs or commercial space. (2d)
- Does configuration prevent or degrade access to current and future employment locations through the active and local transportation systems? (2)

3. Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment.
There are four objectives under this goal and three evaluation measures: "Amount of enhanced street tree canopy;" "Reduction of storm water run-off and energy use;" and "Location and level of local connectivity improvements."

Other evaluation measures that we might suggest include:

- Measure parks/open space per user (including workers and residents). (3a)
- Specifically improve east-west connections across the freeway. (3b)

4. Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods.
There are three objectives for this goal and three evaluation measures: "Health and safety impacts of proposed new infrastructure;" "Measure air quality;" and "Measure greenhouse gas emissions." These measures, though, are not directly connected to the objectives mentioned in the goal. Many of the measures that we'd suggest for this goal are also appropriate for other goals & relate more strongly to the objectives (see #5 & 6).

Other evaluation measures that we might suggest include:

- *Improving* air quality and *reducing* greenhouse gas emissions.

5. A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system.
This goal has eight objectives and five evaluation measures (one of which includes a lot!): "Increase quality (comfort/safety) of bicycle freeway crossing opportunities;" "Increase quality (comfort/safety) of pedestrian freeway crossing opportunities;" "Provide direct pedestrian and bicycle connections to and from the Broadway Bridge, the Steel Bridge, the Rose Quarter/Transit Center, the Oregon Convention Center, the Lloyd Center, the Vancouver/Williams corridor north of Hancock, and the Broadway/Weidler corridor east of I-5;" "Minimize conflicts between freight traffic and other modes;" and "Maintain or improve local traffic operations in the vicinity of the Broadway/Weidler Interchange."
Other evaluation measures that we might suggest include:

- Connectivity measures – block length, node connectivity (alpha & gamma measures). (5a)
- Evaluation of bike/ped/transit facility type (width, buffers, amenities, etc.). (5a & 5f)

- Overall street width. (5a & 5f)
- Traffic volume and speed. (5a & 5f)
- A measure related to parking & TDM – not sure what this would look like, but there's nothing here so far. (5h)
- Not just quality of freeway crossing opportunities but of local connections and crossings. (5a & 5f)
- Current crash rate of relevant locations. (5f)

6. Improve the local circulation system for safe access for all transportation modes within the quadrant and at freeway interchanges.
This goal has seven objectives and twelve measures, including all of those listed for goals #1, 5, 8, & 9. The remaining five are: "Improve weaving LOS on I-5 at Broadway/Weidler;" "Lower likelihood of collisions on I-5 between Broadway and I-84;" "Mainline through traffic performance;" and "Improve local circulation and freeway crossing opportunities."

Other evaluation measures that we might suggest include:
- Nearly everything we'd suggest for #5. (6f)
- Travel time through the corridor by mode (and add "efficient, fast, safe, and comfortable" to "affordable range of multimodal transportation solutions" objective. (6a and 6e, which are essentially the same)
- HCM 2010 bicycle and pedestrian LOS. (6a)
- Share of network with speeds less than 20mph, 25mph, 30mph, etc. (6f)
- Rather than "seek to reduce accident potential" as an objective, shoot for a better outcome! Vision Zero? Exemplary safety record for freeway interchange of this type? (6f)
- Improve freeway access & mobility for transit & not just freight and auto. (6c)
- TDM measures seem to belong in here and in #5, too – parking pricing & availability, carpooling, transit improvements, enhanced SmartTrips program? (6c)

7. Equitable access to community amenities and economic opportunities.
This goal has nine objectives and relies on the evaluation measures for goals #4, 5, & 6.

Other evaluation measures that we might suggest include:
- Instead of "ensure that infrastructure improvements do not have disproportionate public health impacts," we'd like to see that objective say "…do not have negative public health impacts."
- Many of the suggestions made for goals #4, 5, & 6 would fit here, too.

9. Additional criteria.
This goal has four objectives and one measure: "Develop Broadway/Weidler Interchange and Local Transportation Interface cost estimates."

To ensure that plan proposals are consistent with relevant adopted local, regional and state land use and transportation goals and policies, we encourage particular attention be paid to the following:

- Multnomah County and the City of Portland's Climate Action Plan calls for us to: "Create vibrant neighborhoods where 90 percent of Portland residents and 80 percent of Multnomah County residents can easily walk or bicycle to meet all basic daily, non-work needs and have safe pedestrian or bicycle access to transit." And: "Reduce per capita daily vehicle-miles traveled (VMT) by 30 percent from 2008 levels."

- The Portland Bicycle Plan for 2030 as well as the Climate Action Plan calls for (In Resolution 36748): "…twenty-five percent share of commute trips to be made by bicycling by 2030."

- City of Portland's Economic Development Strategy (Resolution 36714) establishes the City's intent to make Portland "the most sustainable city in the world"

- Metro's Regional Transportation Plan for 2035 (Ordinance 10-1241B) calls for: Provision for bikeways along arterials, collectors and local streets, and bicycle parking in centers, at major transit stops shown in Figure 2.15 in the RTP, park-and-ride lots and associated with institutional uses.

- Oregon Revised Statute 366.514 states: "Footpaths and bicycle trails, including curb cuts or ramps as part of the project, *shall* be provided wherever a highway, road, or street is being constructed, reconstructed, or relocated."

- Oregon Revised Statute 184.653 calls for least cost planning principles: "As used in this section, "least-cost planning" means a process of comparing direct and indirect costs of demand and supply options to meet transportation goals, policies or both, where the intent of the process is to identify the most cost-effective mix of options." And: "The Department of Transportation shall, in consultation with local governments and metropolitan planning organizations, develop a least-cost planning model for use as a decision-making tool in the development of plans and projects at both the state and regional level."

- Oregon Revised Statue 468A.205 which sets policy; greenhouse gas emissions reduction goals states: "The Legislative Assembly declares that it is the policy of this state to reduce greenhouse gas emissions in Oregon pursuant to the following greenhouse gas emissions reduction goals: (a) By 2010, arrest the growth of Oregon's greenhouse gas emissions and begin to reduce greenhouse gas emissions. (b) By 2020, achieve greenhouse gas levels that are 10 percent below 1990 levels. (c) By 2050, achieve greenhouse gas levels that are at least 75 percent below 1990 levels."

Another consideration is that one objective is to "ensure capital costs within project limits," but we don't know what those limits are. What about budget for programs, operations (especially for TDM)?

Chris Deffebach – SAC member representing Metro (via email, 7/14/11)
You asked for follow up emails for comments. I wanted to summarize a few points that I don't think came up last night.

Transportation options and evaluation:

- Add a measure under the multi-modal criteria (#1) that includes the impact on transit operations. The N/NE area has the significant Rose Quarter transit station, frequent bus services on Multnomah, Broadway, Weidler and other services on MLK/Grand in addition to the brand new streetcar investment. One of the tools to redevelop the land use in the area is to take advantage of the relatively good transit access and the options should evaluate the effect on transit from that point as well as just access in general. Metro has transit service volumes forecast in the RTP if you want to use that.

- Include the effect of street connectivity on redevelopment opportunities as part of the urban design criteria (#5) as well as #1 (multimodal) a ii. The options that increase street connections and offer alternatives to MLK, Grand and Broadway/Weidler across the freeway should help open up access to adjacent areas for development. The opposite effect should be noted for those options that eliminate connections.
- Add another measure under the displacement measure (#3) to reflect effects other than physical displacement such as noise or the effect of faster traffic speeds or higher volume streets on the ability to develop adjacent areas. This could also be included as an urban design measure.
- Include a measure of the impact on special event traffic operations. We heard that the Rose Quarter traffic plans work well now in terms of discharging high volumes of traffic. How do the options affect that? This could be part of the heritage criteria (#4) as these are special facilities in the district.

Land use options evaluation criteria.

The land use evaluation criteria do not yet include measures. As you develop measures to see if the various options support the goals and objectives, I suggest these measures as a way to link back to Metro policies and the community investment strategy:

- Which options increase the number of jobs or households near transit? These support goals to reduce cost burdened households (considering cost of transportation and housing) and promote jobs that are accessible to people without cars.
- Which options align or support the market to facilitate job and housing devleopment? Or in some way consider what the market will bear/support. With all of the zoned capacity in Lloyd district now, it will be important to answer how the new proposed land use mix will be more likely to be built.

That's all I could think of to add to your long list you already have. If you need any help with the evaluation against Metro policies, let me know how we can help.

Jenny Lyman – SAC member representing transit riders (via email, 7/14/11)
#5/#6 - The evaluation measures specifically include bikes and peds - we should also include access to transit.

Mike Warwick – SAC member representing Eliot Neighborhood Association (via email, 7/19/11)
I agreed with the discussion that the current version is too abstract and has too many subparts. So, naturally, I rewrote the whole thing [see below]. It isn't a formatted document, just my idea of how the goals and sub-objectives could be reworked to make the document shorter and more focused with more measurable metrics, at least in my opinion.

In terms of "highest 2 priorities" based on the current (not mine) matrix, I vote for the following:
1b and f
2a and c
3a and d
4a and b
5g
6e and g
7b and c
8a, b, and c (you think I can ignore any?) 9a and d

This whole goal and matrix process confuse me. There are multiple sub areas. Each should have area appropriate goals and objectives. Calling the goals and matrix N/NE Quadrant AND Broadway/Weidler

goals and objectives invites the assumption there is some kind of division. Since the fundamental division in the matrix is between land use and freeway access, I think the title should be titles to sharpen the focus on Quadrant-wide land use versus freeway improvements/ramps.

The major land use goals are also confusing and leave themselves open to too many interpretations what with the multiplicity of goals in each title. I would suggest the following simplification:

1. Vibrant urban neighborhoods
2. Economic development
3. Environmental health
4. Social health
5. Transportation systems for the future
6. Local transportation options that serve the neighbors
7. Social equity
8. Honor the area's heritage
9. Cost effectiveness

These could be phrased as "action" goals so long as it doesn't diffuse the focus. I added the last on, 9, from the also rans because I think it deserves to be among the major goals. The others are, I think, subsumed in the ones already selected.

As noted at the subcommittee meeting, the objectives are qualitative and vague. There are also too many of them. Both allow the process to unfold in a way that facilitates a check the box approach to claim they have been achieved when the results fall short of expectations. I have tried to address this.

Vibrant urban neighborhoods have the following characteristics:

1. Diversity of housing types to provide residents of any income level to find housing.
2. Structures appropriate to their zoning and adjacent development (shorter near established single family homes, taller near other tall buildings or in zones for tall structures).
3. Development that enhances rather than damages existing neighborhoods and preserves historic structures and sites.
4. Transportation projects minimize conversion of land for rights of way or divide or isolate developable parcels.
5. An urban form that fosters healthy living with safe, walkable neighborhoods with ample access to greenspaces and natural areas.

Economic development in the area has the following characteristics:

1. Fosters new retail and employment options for existing area residents and workers and attracts new residents.
2. Allows existing businesses and residential communities to thrive consistent with underlying zoning.
3. Targets properties that are un- or underdeveloped to support a vibrant urban neighborhood for redevelopment through appropriate zoning.

Environmental health means

1. Development that utilizes marginal lands such as brownfields and airspace over transportation or other infrastructure projects,
2. Protects both the built and natural areas from construction impacts,
3. Improves access to greenspaces, plazas, and natural areas both literally and visually,

4. Building and neighborhood designs that minimize use of fossil energy and potable water, including shared use of energy and water among buildings.

Societal health means

1. Human scale transitions between various neighborhood districts and urban structures including use of set backs and vegetative treatments for high rise structures and along pathways between neighborhoods,
2. Parks and plazas for quiet contemplation as well as ones for social gatherings,
3. Integration of educational, medical, and care facilities into the urban fabric of retail, commercial, light industrial and residential areas.

Transportation systems for the future includes

1. Freeway enhancements that improve traffic flow, reduce accident rates, and facilitate freight access compared to current traffic volume and levels of service.
2. Increased and improved access to and from current and future inter- and intra-state rail options for passengers and freight.
3. Modifications of freeway access points that improve other transportation modes so as to facilitate urban neighborhood development in a timely manner.
4. Improvements to local transportation facilities to enhance travel within and through the area by pedestrians, bikes, and modes used by the mobility impaired. Such enhancements shall improve access to greenspaces, plazas, and other refuges from traffic and weather for travelers in and through the area.

Equity

1. Equity means unimpaired choice by any individual of housing, employment, retail and commercial services offered in any market within the area.
2. It also means new development that does not impair those choices for current residents, businesses, or industries but rather enhances to choices consistent with underlying zoning and goals of this plan.
3. Finally, it means development does not reduce the well-being and quality of life of current residents, workers, landlords, and business owners.

Honor the area's heritage

1. Means exactly that. Nothing should result from this plan that facilitates the involuntary demolition or diminution of the character or significance of historic resources and sites and unique attributes that make the area and its sub areas characteristic. Specifically, the areas including remnants of the historic City of Albina and the Eliot and Sullivan's Gulch, and Lloyd neighborhoods, the high-rise residential enclave centered at Clackamas and Second, and the Broadway Business District.

Cost effectiveness

1. Cost effectiveness means capital improvements represent the "best value" considering the potential benefits weighed against the costs. In this context, it means the benefits from transportation improvements must be greater than the liabilities associated with construction and lost opportunity costs of that investment as measured in terms of local health, local economic development, local increase in equity and environmental health, historic preservation, efficiency of land use and timeliness of those benefits. In other words, the time and resources invested in transportation changes should be more than offset by the beneficial effects of timely

economic and housing developments, employment, historic preservation, equity, and enhancements to environmental and social health and well being.

Freeway/Transportation Metrics – (As I understand these, these are not measures of the project per se, but data to be developed to facilitate comparison of proposed alternatives against the Land Use goals. These will mostly be modeled, rather than actually measured.)

Vibrant urban neighborhoods and Economic development.

2. Construction timing (when it can start) and duration (lapsed time for construction). Metric is best synchronization to development of "greater" Rose Quarter area and least disruptive to area businesses and established commuting patterns, including users reliant on Loop Streetcar.
3. Property acquisition and development or "enjoyment" impairment. How much land will be impacted by construction directly and indirectly?
4. Number of historic or characteristic properties impacted directly by construction and indirectly by increased traffic in adjacent streets, noise on nearby freeways from increase traffic.
5. Net change in walkability indices.
6. Net change in greenspaces, plazas, and natural areas.
7. Ease of access to/from area for local freight firms, neighborhood travelers, bikes, pedestrians, and the mobility impaired.
8. Parcels where transportation access is improved/reduced, as measured by access by local freight service by parcels zoned commercial/industrial. Residential parcels where access to pedestrian/bike infrastructure is enhanced/diminished.

Environmental and Social health

1. Plan that minimizes disturbance of the land (to prevent larger scale soil erosion, dust formation, etc.) and demolition of existing infrastructure (to reduce noise and waste).
2. Plan that minimizes "taking" of land outside the existing right of way.
3. Plan that creates new greenspaces, public spaces, and access to natural areas as a result of relocation of roadways.
4. Plan that removes nuisance and blight in existing rights of way.
5. Plan that provides more direct routes for through traffic to reduce idling and standing in the area.
6. Plan that directs heavy freight away from the surface street system.

Transportation system of the future

1. Plan that "fits" with likely larger 30-year freeway Loop studies/improvements to minimize future construction in the area.
2. Plan that accommodates increased use of area street system and rights of way by non-vehicles and potentially next generation of vehicles, which could be much smaller.
3. Plan that accommodates local freight access to service new development in the area.

Honor area heritage

1. Plan that minimizes disturbance of existing historic and iconic structures and sites (avoids and provides the largest buffer around).
2. Plan that avoids directing traffic to and through historic and established residential neighborhoods.

3. Plan that supports development of new residential neighborhoods. (High volume streets don't bisect areas zoned for residential development and local streets discourage cut-through traffic and out-of-area parking.)

Cost effectiveness

1. Lowest cost plan.
2. Plan that provides greatest potential benefits in terms of new development.

Northeast Coalition of Neighborhoods (via mail, attn. to Mayor Adams, received 7/1 9/11)
The Northeast Coalition of Neighborhoods is dedicated to the safety and livability of our twelve inner North and Northeast neighborhoods. We appreciate the proactive nature of the N/NE Quadrant and I-5 Broadway/Weidler Planning project and the associated public involvement efforts thus far.

Given the history of destruction to inner N/NE Portland by the I-5 corridor and other major projects in this area, we also want to be proactive in voicing the overall priorities of our neighborhoods and the criteria with which we hope you and the project staff will evaluate any plans. These priorities follow:

- Preservation of historical buildings and neighborhoods. Any freeway improvement projects should "do no harm" to existing neighborhoods.
- The freeway improvements should be accommodating to the land use and urban design project goals, rather than the other way around.
- The ongoing and significant public expenditures for streetcar improvements and associated development priorities should be carefully considered in any freeway changes.
- Plans and priorities should increase the livability for all of our inner N/NE Portland residents and equitable access to jobs, services and other neighborhood improvements is of the utmost importance.

We appreciate your attention to this project and look forward to collaborating to create a thriving inner N/NE corridor that increases livability for all.

N/NE Quadrant and I-5 Broadway/Weidler Plans			
Step 3 Evaluation Criteria - Stakeholder Comments and Staff Responses (DRAFT 7/28/11)			
Comment Source		**Comment**	**Staff Response**
SAC Meeting (6/16)	1	The items related to the freeway interchange and local transportation need to be weighted.	The proposed evaluation measures include measures to analyze impacts on all transportation modes for local, city and regional travel needs. Measures will depend on the type of street and type of trips. Each SAC member will determine their own priorities or weighting as they recommend alternatives to forward.
SAC Meeting (6/16)	2	There are many measures related to bike/ped, but no mention of safety.	See 5.f. and 6.f.: Increase quality (comfort/safety) of bicycle freeway crossing opportunities and• Increase quality (comfort/safety) of pedestrian freeway crossing opportunities
SAC Meeting (6/16)	3	When will we see a merging of the two categories of concepts, land use and transportation?	During Phase 3, a recommended Quadrant concept will be proposed prior to finalizing a freeway concept. This recommended Quadrant Concept will be evaluated against the Transportation Concepts .
Subcommittee Meeting (7/13)	4	We need more quantifiable measurable on the land use side.	Phase 3 will develop a recommended Quadrant Concept based on land use and urban design principles. Measures, where appropriate, for the Goals and Objectives for the Quadrant Plan will be part of the final plan, Phase 4.
Subcommittee Meeting (7/13)	5	Don't just measure things; aim to reduce or increase	Both land use and transportation concepts are designed to improve conditions (reduce or increase). However, there are tradeoffs, so improving one element may make another element not as good as in another option. We will measure the results, and report them so the SAC can see which elements are improved or impacted to help in the decision process of which options to recommend. The NNE Quadrant plan would propose potential targets for Phase 4.
Subcommittee Meeting (7/13)	6	Is there a phase 4 where we test the freeway concepts against the land use concepts?	See response to #3. In Phase 4, a recommended freeway concept will be evaluated with the recommended land use concepts for assess the overall transportation impacts.
Subcommittee Meeting (7/13)	7	Has the City done an analysis of the development capacity based on these scenarios?	The Subdistrict Profiles as part of the existing conditions identify the development capacity for the NNEQ, and has capacity to accommodate these land use scenarios.

N/NE Quadrant and I-5 Broadway/Weidler Plans			
Step 3 Evaluation Criteria - Stakeholder Comments and Staff Responses (DRAFT 7/28/11)			
Comment Source		**Comment**	**Staff Response**
Subcommittee Meeting (7/13)	8	Are you going to ask the SAC to approve these criteria?	Yes, on July 28
Subcommittee Meeting (7/13)	9	Can we look at vacating streets as a jobs supporter, because it creates developable land?	Street vacation is a separate city process. This plan could identify potential opportunities for street vacation if needed for economic development or other reason.
Subcommittee Meeting (7/13)	10	Focus on creating affordable housing close to multimodal transportation systems and social services.	Access to transit for housing and jobs will be examined. NNEQ overall has high transit coverage and will be documented. Objective 1.e. has been reworded to encourage affordable housing close to multimodal transportation systems. Within the Central City, access to social services is not anticipated to be an issue.
Subcommittee Meeting (7/13)	11	High density at bridgehead/Blanchard at odds with goal of maximizing Lloyd	The Land Use, Urban Design, and Local Transportation Workbook contains subarea questions that ask the community questions on where to focus commercial development. NNEQ Quadrant Plan is a 25 -year plan and will support strategies for economic development throughout the study area. Infrastructure investments have been in place to stimulate development in the Lloyd, such as LRT and current streetcar project.
Subcommittee Meeting (7/13)	12	Separate 2c – fostering commercial development and supporting industrial activities are two separate thoughts.	Commercial development can complement industrial activities. Widmer for example is both manufacturing and commercial. Each subarea may also have a different emphasis, similar to Central Eastside Industrial area.
Subcommittee Meeting (7/13)	13	Which areas are you trading off with the commercial development? Where do you encourage tradeoffs?	The Land Use, Urban Design, and Local Transportation Concept Alternative Workbook contains subarea questions that ask the community questions of where to focus commercial development.
Subcommittee Meeting (7/13)	14	Make sure we are keeping the existing businesses in mind with freeway impacts.	See 2.d. and 7.a. for example. Impacts on existing businesses will be measured - including access and circulation changes, parking impacts and building impacts.
Subcommittee Meeting (7/13)	15	In 4b, make sure we are supporting/encouraging small neighborhood businesses.	Goals and Objectives contained in 2.d., 7.e., 7.f., and 7.h. addresses this comment.

N/NE Quadrant and I-5 Broadway/Weidler Plans			
Step 3 Evaluation Criteria - Stakeholder Comments and Staff Responses (DRAFT 7/28/11)			
Comment Source		**Comment**	**Staff Response**
Subcommittee Meeting (7/13)	16	There is confusion about air quality measurements. Will you do a hot spot analysis?	Hot Spot analysis is done at the most congested intersections where traffic is queuing significantly. ODOT has requested more information from URS (project consultant) on the level of effort and cost of this analysis. This analysis may need to be conducted in the NEPA phase.
Subcommittee Meeting (7/13)	17	Add access to transit to measures under goals 5 and 6	See response to #10. Access to transit for housing and jobs will be examined within a 1/4 mile of bus stops, streetcar stops, and LRT Stations.
Subcommittee Meeting (7/13)	18	Need more about pedestrians in this section	Staff believes these measures are appropriate. Pedestrian is included under "multimodal." See 5a-d, 5f, 5i, 6a, 6b, 6d for original and edited language.
Subcommittee Meeting (7/13)	19	Minimize impacts to streetcar operations during freeway construction and ongoing.	Added measures 5.a, 6.d. and 6.g.
Subcommittee Meeting (7/13)	20	Should we be prioritizing what type of access is maintained in 5D? Should we de-emphasize single occupancy vehicle (sov) access?	Added "multimodal" to objective 5.d. Balancing the access needs for all travel modes will be important for the economic vitality of businesses in the study area. See comment 15.
Subcommittee Meeting (7/13)	21	Preserve single occupancy vehicle access as it relates to local merchants.	Added "multimodal" to objective. See response to #20.
Subcommittee Meeting (7/13)	22	increase housing/employment that has good access to transit	See response to #17. Also, note the N/NEQ currently has very good transit coverage.
Subcommittee Meeting (7/13)	23	Add “more” to bullet 6a, after “provide”. Also reference reliable, time-saving transportation solutions	Added "reliable, time -saving and effective" to objective 6.a., instead of "more".
Subcommittee Meeting (7/13)	24	Add “improve rail operations for freight and passenger rail”	Added as 6.h.
Subcommittee Meeting (7/13)	25	Explore options to add a high-speed rail station	High speed rail options are part of a state-wide planning effort. This plan will coordinate with this effort. SAC could recommend to ODOT Rail to include in scope of EIS alternatives that look at the I-5 corridor for HSR, including tunneling portions of the route entering Portland, and alternative station locations on the east side of the Willamette River and a route to Vancouver on the UPRR alignment through North Portland instead of the BNSF alignment in NW Portland. See new objective 5.j regarding supporting the ODOT high speed rail study.

N/NE Quadrant and I-5 Broadway/Weidler Plans			
Step 3 Evaluation Criteria - Stakeholder Comments and Staff Responses (DRAFT 7/28/11)			
Comment Source		**Comment**	**Staff Response**
Subcommittee Meeting (7/13)	26	Develop 3 Equitable Access criteria to evaluate alternatives?	See change to 1.e. Also, Objective 7.d. includes connections to services, including access to multimodal transportation options.
Subcommittee Meeting (7/13)	27	Need to make the objectives more clear	Agree. As part of planning process, staff will continue to refine the goals and objectives based on community inputs with the intention for developing clearer objective statements.
Subcommittee Meeting (7/13)	28	Focus on local jobs and contracting opportunities	Not applicable for alternatives evaluation - broad procurement policy on contracting and subcontracting goals
Subcommittee Meeting (7/13)	29	Clarify hierarchy in policy context for avoid/minimize/mitigate approach to preserving cultural heritage.	Avoid means try not to impact a resource at all. Minimize means if you cannot avoid it; impact the resource as little as possible. Mitigate means if impacted, there may be mitigation required: payments for property, relocation costs, replace equivalent area of resource impacted, etc.
Subcommittee Meeting (7/13)	30	We should separate the gentrification impacts from the transportation impacts.	Objective 7.a. is focused on the issue of gentrification.
Subcommittee Meeting (7/13)	31	Add something about traffic impacts to neighborhood fabric and character.	Added 5.a. and 6.d.
Upstream Public Health et al.	32	The current evaluation measures do not go far enough in considering the need to reduce SOV trips and increase active transportation mode share.	Added Vehicle Miles Traveled (VMT) and Mode Split to 5.b. As part of the CC2035 and NNEQ Planning Process, BPS and PBOT will be updating the CCTMP to address mode split targets.
Upstream Public Health et al.	33	How can we improve transit with this project?	Added 6.e.; also transit service improvements are assumed in the transportation model and the RTP; funding and implementation are functions of the TriMet budget.
Upstream Public Health et al.	34	There are not enough measures examining safety and employment impacts.	Staff believes the proposed measures are appropriate.
Upstream Public Health et al.	35	Concepts 6 and 3 look like the best places to start with respect to meeting the objectives and providing alternative ideas to improve the concepts.	The SAC will discuss and recommend the alternatives they, as a group, believe best meet all of the Goals and Objectives.
Upstream Public Health et al.	36	Measure impacts of configuration changes on major attractions. (1c)	1.f., 2.d., 6.d. and 7.a. measure impacts on all land uses, including major attractions.

N/NE Quadrant and I-5 Broadway/Weidler Plans			
Step 3 Evaluation Criteria - Stakeholder Comments and Staff Responses (DRAFT 7/28/11)			
Comment Source		**Comment**	**Staff Response**
Upstream Public Health et al.	37	Would configuration remove residential or RX zoning areas? (1f)	Overall zoning issues will be addressed as part of the CC2035 and NNEQ to identify best strategies to support existing residential dwellings and to support future residential developments. 1.f. will measure both acreage of RX zoning required for ROW and any residential dwellings displaced by the freeway project.
Upstream Public Health et al.	38	Does the configuration block access or development for parks and recreation areas? (1g)	The alternatives are intended to improve access to existing open space; additional open space opportunities have been incorporated into the Quadrant concepts and will be refined with the freeway options.
Upstream Public Health et al.	39	Check whether the configuration removes jobs or commercial space. (2d)	2.d. will measure both acreage of employment zoning required for ROW and any businesses displaced
Upstream Public Health et al.	40	Does the configuration prevent or degrade access to current and future employment locations through the active and local transportation systems? (2)	5.a. measures bicycle and pedestrian access to employment and other locations
Upstream Public Health et al.	41	Measure parks/open space per user (including workers and residents). (3a)	Park deficient areas were identified in the Design Central City Report (http://www.portlandonline.com/bps/index.cfm?c=51133&), and incorporated into the Quadrant Concepts. Objective 7.d. address the need for appropriate parks and open space.
Upstream Public Health et al.	42	Specifically improve east-west connections across the freeway. (3b)	Incorporated into the Quadrant Concepts and Freeway Concepts. 3.b. and 5.a. measure bicycle and pedestrian access and freeway connections.
Upstream Public Health et al.	43	Change measures to *Improve* air quality and *reduce* greenhouse gas emissions.	See reworded 5.b.
Upstream Public Health et al.	44	Connectivity measures – block length, node connectivity (alpha & gamma measures). (5a)	5.a. measures bicycle and pedestrian connection quality
Upstream Public Health et al.	45	Evaluation of bike/ped/transit facility type (width, buffers, amenities, etc.). (5a & 5f)	5.a. measures bicycle and pedestrian connection quality
Upstream Public Health et al.	46	Overall street width. (5a & 5f)	Complete inventory of street width is contained in Atlas, linked: http://www.portlandonline.com/bps/index.cfm?c=53634&a=327972
Upstream Public Health et al.	47	Traffic volume and speed. (5a & 5f)	8.c. and 5.f. measure traffic volumes and speeds

N/NE Quadrant and I-5 Broadway/Weidler Plans			
Step 3 Evaluation Criteria - Stakeholder Comments and Staff Responses (DRAFT 7/28/11)			
Comment Source		**Comment**	**Staff Response**
Upstream Public Health et al.	48	A measure related to parking & TDM – not sure what this would look like, but there's nothing here so far. (5h)	As part of the overall planning for NNEQ, mode split targets to increase the use of alternative transportation modes, reduce VMT, and greenhouse gas emission will be developed as part of the plan.
Upstream Public Health et al.	49	Not just quality of freeway crossing opportunities but of local connections and crossings. (5a & 5f)	5.a. measures connections and circulation across and around the freeway
Upstream Public Health et al.	50	Current crash rate of relevant locations. (5f)	See Existing Conditions Report
Upstream Public Health et al.	51	Nearly everything we'd suggest for #5. (6f)	Each measure will be used once; will not repeat the measures under 5 in 6.
Upstream Public Health et al.	52	Travel time through the corridor by mode (and add "efficient, fast, safe, and comfortable" to "affordable range of multimodal transportation solutions" objective. (6a and 6e)	Deleted 6.e.; added "reliable, time-saving and effective" to 6.a.
Upstream Public Health et al.	53	HCM 2010 bicycle and pedestrian LOS. (6a)	HCM bicycle and pedestrian LOS is essentially what we're measuring in 5.a.
Upstream Public Health et al.	54	Share of network with speeds less than 20mph, 25mph, 30mph, etc. (6f)	The Quadrant Concept proposes alternatives for street functions and could lead to a system of street hierarchy that could relate a system of network of travel speed. Refer to the Workbook.
Upstream Public Health et al.	55	Rather than "seek to reduce accident potential" as an objective, shoot for a better outcome! Vision Zero? Exemplary safety record for this type of freeway interchange? (6f)	Human behavior is very unpredictable and as a result nearly impossible to achieve a situation of Zero incidents of accidents.
Upstream Public Health et al.	56	Improve freeway access & mobility for transit & not just freight and auto. (6c)	Added transit to 6.c.
Upstream Public Health et al.	57	TDM measures seem to belong in 5 and 6c, too – parking pricing & availability, carpooling, transit improvements, enhanced SmartTrips program?	See response to #48. City anticipates continuing partnership with Lloyd TMA and other organization to define specific strategies.
Upstream Public Health et al.	58	Change 7g to "do not have negative public health impacts."	Will measure air quality and estimate safety improvements to see what impacts are reduced
Upstream Public Health et al.	59	Many of the suggestions made for goals #4, 5, & 6 would fit here, too.	Each measure will be used once; will not repeat the measures under 5 in 6.
Upstream Public Health et al.	60	One objective is to "ensure capital costs within project limits," but what are those limits? What about budget for programs and operations (especially for TDM)?	ODOT is anticipating a project cost range of $100-200 million

N/NE Quadrant and I-5 Broadway/Weidler Plans			
Step 3 Evaluation Criteria - Stakeholder Comments and Staff Responses (DRAFT 7/28/11)			
Comment Source		**Comment**	**Staff Response**
Upstream Public Health et al.	61	Ensure plan proposals are consistent with adopted policy. See comment summary for complete list of highlighted policies. Or we could list each policy…	Both the Quadrant Plan and the Freeway Plan will make findings for consistency with State, Regional, and city policies and statutes. Also, include in objectives 9.c and 9.d.
Chris Deffebach (Metro)	62	Make sure there is a transportation criterion that measures impacts on transit operations.	Added 6.g. and measure under 5.a.
Chris Deffebach (Metro)	63	Include transportation criteria that capture effect of street connectivity on redevelopment opportunities as related to urban design and multimodal transportation.	Current City policies in the Central City Plan and the Transportation System identifies a system of street connectivity and street grid for the Central City. The Quadrant Concepts suggests alternative system of connectivity to link development, open space, and multi-modal network for public discussion.
Chris Deffebach (Metro)	64	Add a transportation criterion under the displacement measure to reflect the impacts of non-physical displacement on potential redevelopment, such as noise.	Noise impact will be modeled in NEPA process
Chris Deffebach (Metro)	65	Add a transportation measure to capture the impact on special event traffic operations.	Staff will review Rose Quarter traffic plans and develop circulation system in each alternative to accommodate Rose Quarter traffic if existing plan traffic patterns are impacted
Chris Deffebach (Metro)	66	Measure which options increase the number of jobs or households near transit.	Access to transit for housing and jobs will be examined within a 1/4 mile of bus stops, streetcar stops, and LRT Stations.
Chris Deffebach (Metro)	67	Measure which options align with or support the market to facilitate job and housing development.	Access to transit for housing and jobs will be examined within a 1/4 mile of bus stops, streetcar stops, and LRT Stations.
Jenny Lyman (transit riders)	68	Include access to transit as a measure under goals 5 and 6.	Added 6.e.; also transit service improvements are assumed in the transportation model and the RTP; funding and implementation are functions of TriMet budget. Agree
Mike Warwick	69	The goals and objectives should be reworked to make the document shorter and focused with more measurable metrics.	See response to # 27.
Mike Warwick	70	Each subarea should have individualized and appropriate goals and objectives.	Agree. The Workbook with the subarea questions and survey will help inform the goals and objectives for each subarea.

N/NE Quadrant and I-5 Broadway/Weidler Plans			
Step 3 Evaluation Criteria - Stakeholder Comments and Staff Responses (DRAFT 7/28/11)			
Comment Source		**Comment**	**Staff Response**
Mike Warwick	71	The major land use goals should be simplified. Suggested new goals: 1)Vibrant urban neighborhoods, 2)Economic development; 3)Environmental health; 4)Social health; 5)Transportation systems for the future; 6)Local transportation options that serve the neighbors; 7)Social equity; 8) Honor the area's heritage; 9)Cost effectiveness.	See response to #27.
Mike Warwick	72	See the comment summary for a detailed re-write of objectives.	See response to #27.
Mike Warwick	73	The highest 2 priorities for each goal based on the current matrix are as follows: 1b, 1f, 2a, 2c, 3a, 3d, 4a, 4b, 5g, 6e, 6g, 7b, 7c, 8a, 8b, 8c, 9a, 9d.	Each SAC member will determine their own priorities as they recommend alternatives to forward.
NE Coalition of Neighborhoods	74	Freeway improvement projects should "do not harm" to existing neighborhoods.	Goals and objectives are to avoid/minimize impacts. See 8.c. There are tradeoffs and mitigation to consider with each alternative
NE Coalition of Neighborhoods	75	Freeway improvements should be accommodating to the land use and urban design project goals.	They will be evaluated for land use and urban design goals
NE Coalition of Neighborhoods	76	Streetcar improvements and associated development priorities should be carefully considered in any freeway changes.	See 6.g.
NE Coalition of Neighborhoods	77	Livability for all inner N/NE Portland residents should be increased, and equitable access to jobs, service and other neighborhood improvements is most important.	These comments are reflected in the Goals and Objectives in 1,2, 4 and 7.

N/NE Quadrant and I-5 Broadway/Weidler Plans

Revised DRAFT Phase 3 Evaluation Matrix
July 28, 2011

The following is a revised Evaluation Matrix that incorporates the comments received on the previous draft dated June 15, 2011. Changes have also been made to provide clarity as to the types of decisions that will be made in Phases 3 and 4 and to incorporate updated thinking on the evaluation process resulting from recent staff work. This work includes analysis of the interrelationships between the Quadrant Concepts and Freeway Concepts (see "crosswalk" memorandum) and the process to narrow the wide range of freeway concepts (see Phase 2 screening matrix).

Many of the comments received at the SAC meeting, Subcommittee meetings, and from the community are focused on the final products of the planning process and will be incorporated into the plan as policies or strategies during Phase 4.

Phase 3 will involve additional analysis and evaluation of the concepts under consideration. It is intended to accomplish the following:

- SAC endorsement of a recommended Quadrant Concept; and
- SAC endorsement of a recommended Freeway Concept.

Phase 4 will involve development of the final plan products, where additional detail will be added to support the recommended concepts. It is intended to accomplish the following:

- Development and SAC endorsement of the N/NEQ Plan, including the goals, policies, land use/urban design/ transportation diagrams, zoning actions and future strategies; and
- Development and SAC endorsement of the I-5 Broadway-Weidler Freeway Interchange Plan, including the final project diagram, cost estimates, next step actions and construction strategies.

The column on the left contains the N/NE Quadrant and I-5 Broadway-Weidler Plans project goals as adopted by the SAC, numbered from 1 to 8. Under each goal are related *draft* objectives derived from a number of sources including SAC and subcommittee meetings, the Issues, Opportunities and Constraints report, the November open house and other public and agency input.

Together, the goals and objectives represent what we hope to achieve with the N/NE Quadrant and I-5 Broadway-Weidler Plans as a whole. They will guide development of a recommended Quadrant Concept during Phase 3 and provide a means for determining whether the final proposed plan, as a package, is balanced and complete and meets the aspirations and intent of project stakeholders.

Evaluation of the Quadrant Concepts will also be based on the three guiding principles of Place, Connectivity, and Scale, which represent general aspirations for the Central City. Ideas included in the Quadrant Concepts will be evaluated against these principles, as well as the overall plan goals and objectives. The guiding principles are described below:

- PLACE: Create opportunities for a diverse series of "places" that can be seen in the presence of or potential for an interconnected system of distinct and attractive high-density areas that support vibrant, livable and diverse communities, and that allows for the place to evolve and grow.

- CONNECTIVITY: Enhance street connectivity to support a diverse system of land uses, open space. Green system and a clear street hierarchy that provide multiple safe means of access and circulation that support the vitality of the district.

- SCALE: Creates the desirable scale of infrastructure in terms of its size, design, and volume to respond to the scale of quadrant's and adjacent land use activity: regional attractors and employment areas as well as City and local land use and mobility needs.

The column on the right contains evaluation measures specific to the freeway interchange and related local transportation interface element of the project. Each evaluation measure is tied to one or more goal or objective. They are generally more specific or quantitative than the objectives and are tailored to the infrastructure project characteristics of the freeway planning element. They will be used to evaluate the pros and cons of the SAC recommended concepts that emerge from the screening undertaken under Phase 2.

Highlighted text denotes changes to the June 15, 2011 draft.

N/NE Quadrant and I-5 Broadway/Weidler Plan Goals and Objectives	Freeway Interchange & Local Transportation Interface Concept Evaluation Measures
1. A diverse mix of commercial, cultural, entertainment, industrial, recreational and residential uses, including affordable housing: a. Provide opportunities for a variety of desired land uses in the quadrant and its Subdistricts b. Foster distinct and complementary subarea identities within the quadrant. c. Encourage uses that complement regional facilities including the Rose Garden, Memorial Coliseum, Convention Center and Lloyd Center, while seeking to balance the episodic nature of these attractions with additional activities. d. Foster increased residential density and improve jobs to housing ratio in the quadrant by 2035. e. Create opportunities for affordable housing close to multimodal transportation systems. f. Preserve existing housing in the quadrant. • Consider the impacts of proposed Freeway Interchange improvements on nearby residential dwelling-including land use and zoning impacts. g. Provide open space, parks and recreation opportunities.	• (1.f. and 2.d.) Minimize the need to purchase property for right-of-way. (measure acres needed by land use) • (1.f.) Minimize residential units displaced • (2.d.)Minimize businesses displaced (2.) See 5.a. for active transportation access
2. Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages: a. Create opportunities for new employment and a variety of employment types and levels. b. Maintain or increase development potential, e.g. through zoning, infrastructure and creation of new parcels. c. Foster increase in future high density commercial development while supporting and encouraging industrial activities in current industrial areas. d. Retain and support existing and local businesses in the quadrant.	
3. Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment: a. Create opportunities for new parks and open spaces. b. Maintain and create new access points to the river. c. Enhance and create new fish and wildlife habitat, tree canopy, and green infrastructure. d. Support sustainable development goals and practices, including creation of the Lloyd Eco-District.	• (3.c.) Amount of enhanced street tree canopy • (3.c.) Reduction of storm water run-off and energy use • (3.b.) Location and level of local connectivity improvements (See also 5.a.) • (4.) Health and safety impacts of proposed new infrastructure (see air quality under 5.b.) (see transportation safety under 5 and 6)
4. Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods: a. Create sensitive transitions between the more highly urban Central City and adjacent residential neighborhoods. b. Foster concepts that support high-density development in the Lloyd District and minimize their impacts on adjacent neighborhoods-Eliot, Irvington, and Sullivan's Gulch. c. Provide for amenities and services, such as parks, schools and connections, at a level appropriate to support the type and intensity of development proposed.	

N/NE Quadrant and I-5 Broadway/Weidler Plan Goals and Objectives	Freeway Interchange & Local Transportation Interface Concept Evaluation Measures
5. A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system: a. Improve multi-modal transportation accessibility and connectivity within and through the quadrant (e.g. via new or improved connections across freeway and in the district) b. Encourage the use of transportation modes other than single occupancy vehicles and reduces auto gas emissions and vehicle miles traveled.(e.g. via reduced median work and non work trip distance and auto mode split) c. Improve circulation for all modes in the Rose Quarter Transit Center. d. Accommodate present and future multimodal access needs of the quadrant e. Improve freight access from freeway and railroads to industrial areas and major destinations. f. Increase safety within the quadrant for all modes. g. Provide a street hierarchy system that supports the quadrant's desired urban form, land use and livability goals. h. Provide parking and transportation demand management strategies that better support the needs of the quadrant. i. Provide for Quadrant portal capacity to accommodate future multi-modal access needs for all trips destined to, from, and through the quadrant, with a distribution of trips appropriate to the desired street hierarchy. j. Support the ODOT High Speed Rail study, including analysis of alternative routes and station locations from existing rail facilities.	(5.a., 5.f. and 6.f.) Provide pedestrian and bicycle infrastructure and minimize pedestrian and bicycle conflicts with motor vehicles: • Increase quality (comfort/safety) of bicycle freeway crossing opportunities • Improve transit access and operations via fast, direct connections, better reliability and access • Increase quality (comfort/safety) of pedestrian freeway crossing opportunities • Provide direct pedestrian and bicycle connections to and from the following key locations: ○ Broadway Bridge ○ Steel Bridge ○ Rose Quarter/Transit Center ○ Oregon Convention Center ○ Lloyd Center ○ Vancouver/Williams Corridor north of Hancock ○ Broadway/Weidler Corridor east of I-5 • (5.b.) Reduce auto emissions ○ Reduction of emissions (improve air quality) ○ Reduction of greenhouse gas emissions • (5.b.) Reduce single occupancy vehicles (SOVs) with Transportation Demand Management (TDM) measures in Land Use Plan ○ Vehicle Miles Travelled per Capita ○ Increase Mode Split on non-SOVs • (6.c.) Improve weaving Level of Service (LOS) on I-5 at Broadway/Weidler • (6.f.) Lower likelihood of collisions on I-5 between Broadway and I-84 • (6.c.) Mainline through traffic performance • (5.e., 6.c. and 6.f.) Minimize conflicts between freight traffic and other modes • (6.d.) Improve local circulation and freeway crossing opportunities • (5.a. and 6.d.) Identify and address system-wide transportation impacts of proposed interchange improvements, including traffic diversion, local access and circulation, transit operations, and on land uses. • (5.f.) Reduced opportunities for traffic speeding on local street network (peak and off peak)
6. Improve the local circulation system for safe access for all transportation modes within the quadrant and at freeway interchanges. a. Provide affordable, reliable, time saving and effective range of multimodal transportation solutions. b. Connect regional trail system via local pedestrian and bicycle network. c. Improve freeway operations for transit (C-TRAN), freight and auto. d. Improve local access across freeways and rail crossings via improved, safer crossings and additional separated facilities for cars, pedestrians and cyclists. e. Improve access to transit for residents, employees and visitors. f. Seek to reduce accident potential. g. Minimize local land use impacts of transportation infrastructure. h. Improve rail operations for freight and passengers (e.g. “S” curve in UPRR Mainline).	• (6.g.)Potential construction impacts on land uses and transportation network and transit operations • (6.a.) Refer to 9.b. below: • (6.g.) Refer to 1. above and 8 below:

N/NE Quadrant and I-5 Broadway/Weidler Plan Goals and Objectives	Freeway Interchange & Local Transportation Interface Concept Evaluation Measures
7. Equitable access to community amenities and economic opportunities: a. Avoid/minimize/mitigate involuntary displacement of quadrant residents and jobs. b. Provide for a broad array of employment types and encourage living-wage jobs. c. Provide for diversity of housing types that meets the needs of all income-levels and a variety of household types and lifestyles. d. Provide for amenities and services, such as parks, schools and connections, at a level appropriate to support the type and intensity of development proposed. e. Increase the capacity of existing residents and business owners to share in the benefits from growth in the quadrant. f. Ensure that the plan compliments economic development and housing strategies to build capacity for existing area residents and businesses. g. Ensure that infrastructure improvement do not have disproportionate public health impacts. h. Ensure that plan proposals address the needs of local residents and businesses while recognizing the importance of the quadrant's region-serving facilities and infrastructure. i. Ensure the plan broadly supports the equity objectives established through the Portland Plan process.	• (7.a.) Minimize impacts to access, circulation, parking for major destinations / facilities • (7.g.) Health and safety impacts of proposed new infrastructure (see 5.b.(air quality), 5. and 6. (safety) above). • (See 1.f., 2.d. and 8.b.)

8. Protection and enhancement of the cultural heritage of the area and its sub-districts:
a. Preserve, enhance and celebrate historic and cultural resources.
b. Avoid/minimize/mitigate demolition of historic and cultural resources. Avoid or minimize adverse impacts on cultural or high priority community sites.
	• (8.b., c.) Measure impacts to existing historic and culturally significant structures
	• (8.c.) Minimize negative traffic pattern changes in residential neighborhoods (forecast traffic volumes)
	  • NE 2nd.Ave
	  • NE 3rd.Ave
	  • NE Hancock St
	  • NE Rodney St
	  • NE Tillamook St
	  • NE Schuyler St
	  • NE Clackamas
	  • NE Flint

9. Additional Criteria: a. Ensure plan proposals are practical, implementable and cost-efficient. b. Ensure capital costs within project limits. c. Ensure plan proposals are consistent with relevant adopted local, regional and state land use and transportation goals and policies. d. Ensure plan concepts and proposals are consistent with relevant goals and objectives of the Portland Plan and Central City 2035 processes.	• (9.b.) Develop Broadway/Weidler Interchange and Local Transportation Interface cost estimates

NECN

NORTHEAST COALITION OF NEIGHBORHOODS

July 7, 2011

Mayor Sam Adams
1221 SW 4th Avenue, Room 340
Portland, OR 97204

Dear Mayor Adams,

The Northeast Coalition of Neighborhoods is dedicated to the safety and livability of our twelve inner North and Northeast neighborhoods. We appreciate the proactive nature of the N/NE Quadrant and I-5 Broadway/Weidler Planning project and the associated public involvement efforts thus far.

Given the history of destruction to inner N/NE Portland by the I-5 corridor and other major projects in this area, we also want to be proactive in voicing the overall priorities of our neighborhoods and the criteria with which we hope you and the project staff will evaluate any plans. These priorities follow:

- Preservation of historical buildings and neighborhoods. Any freeway improvement projects should "do no harm" to existing neighborhoods.
- The freeway improvements should be accommodating to the land use and urban design project goals, rather than the other way around.
- The ongoing and significant public expenditures for streetcar improvements and associated development priorities should be carefully considered in any freeway changes.
- Plans and priorities should increase the livability for all of our inner N/NE Portland residents and equitable access to jobs, services and other neighborhood improvements is of the utmost importance.

We appreciate your attention to this project and look forward to collaborating to create a thriving inner N/NE corridor that increases livability for all.

Sincerely,

Chris Lopez, President
Board of Directors

CC: Commissioner Fritz, Commissioner Fish, Commissioner Saltzman, Commissioner Leonard, N/NE Quadrant Stakeholder Advisory Group, Stephanie Beckman, BPS, Todd Juhasz, ODOT

N/NE Quadrant and I-5 Broadway/Weidler Plans

JUNE 16, 2011 SAC MEETING # 7 AGENDA

CALAROGA TERRACE, 1400 NE SECOND AVENUE, PORTLAND, OR 97232

TIME	MIN	ITEM	LEAD(S)
5:00	30	Informal Discussion and Meal	All
5:30	30	Standing Items: A) Welcome B) Meeting Purpose C) Approval of Minutes D) Announcements 1) Schedule over summer: Open House; Mid-July Sub-committee; July SAC 2) Other process updates: • Lloyd District Bikeways Plan Update – Ellen Vanderslice, PBOT (10 min) • Portland Plan, CC2035, Rose Quarter Update – Steve Iwata, BPS (5 min) • Central Reach Natural Resources Inventory – Roberta Jortner, BPS (5 min)	Imperati
6:00	60	Local/LU/UD/Trans – discussion continued from 5/26/11 A) 3 Concepts B) 8 Sub-area Choices *SAC Action #1:* Discuss and comment on 3 concepts (Residential, Employment, and Blend) and 4 layers (Land Use, Mobility, Open Space, and Green Systems). Provide feedback to staff for refinement.	Iwata, Lisle
7:00	10	Break	
7:10	30	Status of Transportation Concepts A) Organizing and Screening of Ideas (~13 Concepts) *SAC Action #2:* Do you agree that the 13 Potential Concepts Recommended by staff adequately represent the range of concepts to be developed, analyzed, and evaluated per Step 2 of the I-5 Broadway/Weidler Interchange Area Screening process?	Cullerton Juhasz
7:40	30	Screening Factors Finalized & Evaluation Criteria Draft Presented *SAC Action #3:* Do you agree with the Land Use/Local Transportation (side 1) Screening Factors document as revised? *SAC Action #4:* Do you agree with the Freeway (side 2) Screening Factors document as revised? *SAC Action #5:* Do you agree that the draft Evaluation Criteria as presented today is heading in the right direction and is sufficient for staff to continue their work until we revisit this topic at the July 28 SAC Meeting?	Iwata, Cullerton, Imperati
8:10	10	Public Comment	Imperati
8:20	10	Next Steps and Meeting Evaluation A) Open House, June 29, 4:30 – 6:30, Metro Council Chambers B) Mid-July Sub-committee, C) SAC Meeting # 8: July 28, 2011	Imperati
8:30	0	Adjourn	



N/NE Quadrant and I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #6 DRAFT Minutes
May 26, 2011, 5:00 - 8:30 pm

Voting Members

Representative	Interest	Organization	Present
Matt Arnold	Trans: Bicycle	Bicycle Advisory Committee	**N**
Wynn Avocette	At-large		**N**
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	**Y**
Brittain Brewer	Neighborhood Assoc.	Sullivan's Gulch NA	**Y**
Carolyn Briggs	Trans: Pedestrian	Pedestrian Advisory Committee	**N**
Daniel Deutsch	Small Developer	Alora Development	**N**
Malina Downey	Trans: Freight	UPS	**N**
Gary Eichman	Trans: Freight	Portland Freight Committee	**Y**
Dean Gisvold	Neighborhood Assoc.	Irvington NA	**N**
Cynthia Carmina Gomez	Environmental Justice / Economic Equity	Latino Network	**Y**
Heidi Guenin	Community Health	Upstream Public Health	**N**
Damien Hall	At-large		**N**
Sean Hubert	Affordable Housing	Central City Concern	**Y**
J. Isaac	Prop/Bus/Dev: Rose Quarter	Trail Blazers/Portland Arena MGT.	**N**
Wayne Kingsley	Business Org: Adjacent	Central Eastside Industrial Council	**N**
Wade Lange	Prop/Bus/Dev: Lloyd District	Ashforth-Pacific	**N**
Lloyd Lindley	Urban Design	AIA Portland / ASLA Portland	**Y**
Eric Lovell	Business Org: Lower Albina	Uroboros Glass Studio	**Y**
Jenny Lyman	Transit Rider		**Y**
Gary Marschke	BSN Org: NNE BSN Assoc	NNE Business Association	**Y**
Brock A. Nelson	Trans: Rail	Union Pacific Railroad	**N**
Midge Purcell	Community / Civic Org	Urban League	**N**
Paul Riggs	Labor Organization	Building Trades/Columbia Pacific	**N**
Owen Ronchelli	Trans: Local TMA	Lloyd TMA	**N**
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	**N**
William Ruff	High-Density Residential	Multiple property owners/developers	**Y**
Bob Russell	Trans: Trucking	OR Trucking Association/OR Freight Advisory Committee	**N**
Bob Sallinger	Environment	Audubon Society	**Y**
Gary Warren	Neighborhood Assoc.	Lloyd District Community Assoc.	**Y**
Mike Warwick	Neighborhood Assoc.	Elliot NA	**N**

Alternate Members

Ed Abrahamson	Neighborhood Association	Irvington Community Association Land Use Committee	**Y**
Mike Bernatz	Prop/Bus/Dev: Lloyd District	Ashforth Pacific	**N**
Debra Dunn	Trans: Trucking	Oregon Trucking Associations	**N**
Carol Gossett	Neighborhood Association	Sullivan's Gulch Neighborhood	**Y**
Dennis Henderson	Major Retailer	Lloyd Center	**N**
Erin L Kelley	Trans: Pedestrian	Portland Pedestrian Advisory Committee	**N**
Andrea Marquez-Horna	Environmental Justice / Economic Equity	Latino Network	**N**
Kelly Rodgers	Environment	Coalition for a Livable Future	**Y**
Laurie Simpson	Neighborhood Assoc.	Elliot NA	**N**
Martin Soloway	Affordable Housing	Central City Concern	**N**
Joice Taylor	Bsn Org: NNE BSN ASSOC	N/NE Business Assoc. President	**N**
Tracy Whalen	Trans: Freight	ESCO Corporation	**Y**
Justin Zeulner	Prop/Bus/Dev: Rose Quarter	Portland Arena Management	**Y**

Non-Voting Members

Jeff Blosser	OCC	OCC	**N**
Lew Bowers	PDC	PDC	**N**
Chris Deffebach	Metro	Metro	**N**
Sara King	PDC	PDC	**Y**
Susie Lahsene	Port	Port	**N**
Alan Lehto	TriMet	TriMet	**Y**
Paul Smith	PBOT	PBOT	**N**
Jessica Tump	TriMet	TriMet	**N**
John Williams	Metro	Metro	**Y**
Rian Windsheimer	ODOT	ODOT	**N**
Joe Zehnder	BPS	BPS	**N**

Project Team/Staff

Stephanie Beckman	Staff	BPS	**Y**
John Cullerton	Consultant	URS	**Y**
Fred Eberle	Staff	ODOT	**N**
Melissa Egan	Assistant Facilitator	Institute for Conflict Management	**Y**
John Gillam	PBOT	PBOT	**N**
Diane Hale	Staff	BPS	**Y**
Sam Imperati	Facilitator	Institute for Conflict Management	**Y**
Steve Iwata	Staff	BPS	**Y**
Andy Johnson	Staff	ODOT	**Y**
Todd Juhasz	Staff	ODOT	**Y**
Mauricio Leclerc	Staff	PBOT	**Y**
Karl Lisle	Staff	BPS	**Y**
Nicholas Starin	Staff	BPS	**Y**
Tim Wilson	Staff	ODOT	**Y**

Members of the Public: Gwen Baldwin, LEP; Jim Howell, AORTA; Karl MacNair, TriMet; Jonna Papaefthimiou, Mayor's Office; Brad Perkins, ICA; Allan Rudwick, Eliot LUC; Leonard Shelley, UPS, Lindsay Walker, Lloyd TMA, David Zagel, URS.

INFORMAL DISCUSSION AND MEAL

WELCOME, MEETING PURPOSE, APPROVAL OF MINUTES, AND STANDING BUSINESS – SAM IMPERATI

Sam Imperati welcomed the group and reviewed the agenda.

NEW MEMBER INTRODUCTIONS

Carol Gossett is with Sullivan's Gulch Neighborhood Association. Will Elder has resigned his position, so she and Britt Brewer will be attending the SAC meetings to represent Sullivan's Gulch. She just moved to Portland, has owned her own business for 20 years, and has done economic development.

Leonard Shelley is an Air and Heating Planning Manager for UPS, sitting in for Malina Downey. He has been with UPS for 30 years, happy to be here tonight.

Lindsey Walker with Lloyd TMA, is attending on behalf of Owen Ronchelli.

Jonna Papaefthimiou is the new Planning and Sustainability Policy Advisor for Mayor Adams.

REVIEW OF SCOPE AND GOALS

Sam briefly reviewed the Project Goals and Scope documents, noting these were discussed and agreed upon earlier in the process. He gave the SAC time to review the documents and bring up any questions. Sam said these are the foundation for the next agenda item, the Screening and Evaluation Process Overview.

APPROVAL OF MEETING MINUTES

The March 9, 2011 Meeting Minutes were approved as written.

DRAFT SCREENING/EVALUATION PROCESS OVERVIEW

Steve Iwata with BPS will review the process the project team has gone through to date. They are essentially bringing two distinct processes together, the update of the Central City Plan for the N/NE Quadrant and the I-5/Broadway-Weidler interchange improvement project with ODOT, to create a very unique plan. They have been working to gather all the necessary data, and have a roadmap for what comes next.

Steve reviewed the process diagram, noting the steps have been divided up into different phases:

- Phase I: Background and Existing Conditions; Project Goals and Scope; and Issue, Opportunities and Constraints
- Phase II: Develop Concept Alternatives
- Phase III: Further Develop, Analyze, and Evaluate Concepts
- Phase IV: Plan Development
- Phase V: Legislative Process

Staff has received a lot of input, which they have spent considerable time organizing. The meetings today and June 16 are two very important opportunities for the SAC to have input. The project team hopes to have all the work completed roughly by the beginning of 2012.

Steve said that for land use, the intent today is to get some feedback on how the ideas have been organized. On the freeway side, they are still screening the 70-80 ideas into concepts. When all of this work is done, they will do outreach to get public review and input, and then do more detailed engineering and analysis. Staff will seek a recommendation at the end of phase three.

Steve referred the group to the Draft Screening criteria document, and reviewed it in detail. (The document can be found on the project website at: http://www.portlandonline.com/bps/index.cfm?c=52841). Staff is seeking comments on the concepts and screening criteria. This is an important step because the screening criteria will be used to narrow the options, which will lead to the final recommendation.

Lloyd Lindley: question for clarification: are we going to hear about the 70-80 ideas and then move to step 2?

Steve Iwata: yes.

Sam Imperati referred the SAC to the Process Overview chart, noting that we are at the point where staff will present tonight the 3-4 land use concepts - no build, employment focus, residential focus, and a blend of employment and residential. On the ODOT/transportation side, staff did a similar process, and we will show the SAC how and why they whittled down the 70-80 ideas to 12-14 concepts. Tonight, staff will review and hopefully the SAC will approve the screening criteria. This topic will be re-visited at the next meeting, but staff needs SAC feedback and approval to continue with the screening and organization process.

Sam Imperati: We will open the floor for questions, comments, and discussion. The main question to the SAC is do you agree with the proposed screening process?

Alan Lehto: in general, the approach looks fine. He suggests emphasis on the crosswalk between the quadrant-wide concepts and the Broadway/Weidler Interchange area concepts, which may involve iterative adjustment to each. It is going to take some focus to make sure these things really are integrating. He endorses the idea that the screening criteria are based on the goals, and encourages spending enough time on this key phase of the process.

Steve Iwata: our intent is to do that, noting at the same time, this is a unique planning process. With TriMet, we have a different process. This is the first time the City has tried to integrate an urban interchange with a land use process. It is an interesting challenge for staff.

Todd Juhasz: as we get closer, he agrees it is going to take a lot of care and thinks the SAC will find that these things really can work together.

Sam Imperati: noted there are two forms of evaluation we are discussing. There are “Screening Criteria,” which staff are using for packaging, screening, and synthesizing the vast amount of data to get it into a manageable

format. Then there is "Evaluation Criteria." The Screening Criteria are not the ultimate Evaluation Criteria. There is the crosswalk between the two, which is still in the development stage. The staff will be back to the SAC with fully flushed out Evaluation Criteria for review and approval. Some criteria are subjective, some are objective. We can create metrics to measure each. We'll have a better, refined version by the July SAC meeting. Right now, we are working at a high level, and will get down to the details soon.

Gary Warren: how are we integrating the Lloyd District Bicycle Plan into this SAC process?

Mauricio Leclerc: that is a separate process which he is a part of, so there is crossover and information being shared between the two processes. We will bring the project manager to the next SAC to provide a update.

Gary Warren: confirming that one of our goals is to talk about multi-modal transportation?

Mauricio Leclerc: correct.

Eric Lovell: likes the outline, it helps him understand what is going on. He would like to hear more about public review. Also, noting that as these ideas go out to the public, new people will get involved without any background, and is worried about getting "11th hour outrage." What is staff planning when it comes to public review?

Steve Iwata: will have to plan for more of that in phase three. There will be an open house in the end of June. Staff is happy to meet with any community or neighborhood groups. When we get a discreet set of alternatives and concepts, we will have more outreach in August.

Eric Lovell: a presentation or soliciting input?

Steve Iwata: a little of each. They are also drafting a workbook for the land use side of things, to get a better look at the sub areas regarding what are the issues and choices. There will be public meetings for those.

Eric Lovell: follow-up question regarding public process.

Sam Imperati: yes, as Steve said, will have the open houses. We may have the "11th hour outrage," but we are open to ideas all throughout the process. After the planning process is complete, it also goes through the legislative process. We are striving to balance efficiency and inclusiveness.

Andy Johnson: to add to Sam's comments, we will have public involvement events, and also there is on-going project communications and solicitation of feedback via website.

Karl Lisle: this is the group at which the project makes progress and moves things forward. We take what you do, out to public for review.

Sam Imperati: framed up the questions to the SAC, per the agenda.

Lloyd Lindley: will there be numbers? How will the screening be done?

Sam Imperati: we have not gotten to that level of detail, but we are working on it. We could choose a weighted scale to quantify using objective data, and also quantify subjective views. Staff will then develop a matrix to organize, display, and help with analyzing the information. Some evaluation factors are truly subjective. We just have not gotten to that level of detail yet.

Justin Zeulner: suggests we vote.

Gary Warren: sees a lot of comment re: adjacent residential, but nothing about existing. Would like to ask to see that in the document. Does not have a suggestion as to where.

Steve Iwata: could add that to Number 1.

Ed Abrahamson: in addition to what Gary has said, we talk about Weidler, Vancouver, and MLK as main streets. He wants to encourage supporting local businesses, not just chains. We must ensure economic development, with a focus on local businesses and main streets.

Lloyd Lindley: when speaking with Karl, these issues came up. It is really the zoning that is significant. Thinks that language should be in there. It is really quite specific.

Gary Marschke: a term that came up when we were talking about this was, "concentric circle" alignment, which implies protection of existing and support for new economic development that would focus on local businesses, rather than national chains.

Bob Sallinger: his overall comment is that the document seems somewhat random . #3C could be written to be clearer – currently it reads that we will "create new fish!" He also strongly recommends that it needs to have "green infrastructure" in there.

Cynthia Carmina Gomez: she is not sure, but is wondering if anyone has any thoughts about schools. She has not studied the document in detail, but from her read of it, she thinks it is not in there. There should be an acknowledgement of the need for schools if the area will develop as a residential neighborhood, or to create an environment suitable for school-aged youth.

Steve Iwata: see #4. That is the intent of #4.

Andy Johnson: a couple meetings ago you mentioned the residential component, and making sure there is infrastructure in place for families. We have that on our radar.

Cynthia Carmina Gomez: does anyone know if VOS, the day laborer site, is in the area? It is near MLK and I-84.

Staff: no; it is out of the area.

Cynthia Carmina Gomez: Would that be considered an adjacent type of property?

Steve Iwata: it is part of the Central East Side Quadrant plan.

Alan Lehto: it goes without saying but bears repeating - he hopes that staff, when they indicate "multi-modal," they truly think of all modes: bike, wheelchairs, cars, buses, MAX, etc.

SAC ACTION #1: Sam Imperati: asked the SAC if they can give a general thumbs up on next two months for the screening process as it has been described today – if we implement it as such, does it makes sense?

SAC: yes.

Sam said the next steps on the screening criteria are that staff will go ahead and propose track change language, with the suggestions we have heard in tonight's discussion.

SAC ACTION #2: Sam asked the SAC if they agree with the Draft Screening/Refinement Criteria for purposes of moving forward over next month?

SAC: yes.

LAND USE, URBAN DESIGN AND LOCAL TRANSPORTATION QUADRANT-WIDE CONCEPTS - UPDATE

Sam introduced Karl Lisle from BPS, who will discuss the current status of the land use, urban design, and local transportation quadrant-wide concepts. Sam noted that Karl will be using a new presentation software called Prezi.

Karl explained that his presentation will show the results of the organizing and repackaging of ideas which came from the February 2011 charrette. Each concept alternative has a different land use emphasis: Residential, Employment, or Blend. Existing Conditions are also shown for the sake of comparison. Each land use concept is supported by three related infrastructure system diagrams: Mobility, Open Space, and Green Systems. Karl noted that the individual concept ideas are not mutually exclusive and will likely be mixed and matched to form the preferred concept.

Karl said that today the project team hope to get feedback from SAC, especially:

- Does this approach to grouping of ideas make sense?
- Is anything missing?

Karl reviewed several concept alternatives, explaining some of the pros and cons, and providing the SAC with an idea how the layers work together: land use, mobility, open space, and green systems with existing, residential, employment, and blend options. The concept alternative maps and descriptions can be found on the project website. Karl noted that none of the uses are exclusive, unless the area is shaded gray on the map; gray is industrial. All others should be understood to identify the predominant land use in an area. However, a mix of uses would be allowed.

Gary Marschke: question regarding what is meant by mixed use.

Karl Lisle: what we mean by the mixed designation (pink) is that it is the most flexible, mixed, transition zoning that we have in the current code. The intention is to not prioritize one thing over another, but to make them all work together for complete communities.

Karl did not have time to review every map, and encouraged folks to take the time to review them between meetings, as we will revisit this information on June 16. He said that the quadrant-wide alternatives are linked to the discussion about the interchange by showing different options for local freeway crossings.

Lloyd Lindley: when thinking about these alternatives, he would like to challenge the group to think about what is the amenity that would draw people to the Lloyd district to live? Where is the draw for residential? He would like to see that in the evaluation criteria.

Sam Imperati: reminds the group that nothing in Karl's presentation is final, and staff is not trying to preclude anything; this is an organizational framework.

Justin Zeulner: this clearly involved a lot of work, and it is a great way to look at it. From a context standpoint, are we going into this level of detail on the other plans?

Steve Iwata: for the Central City Plan, staff will provide an update on that process. Then the SW quadrant plan will be starting a year from now. This N/NEQ planning process will set the precedent for the structure, process, and collaborative approach we will use for the others.

Justin Zeulner: thinks this is a really interesting area to do this in, even if it is still not fully defined. He is glad to be part of it.

Gary Marschke: question regarding budget issues. Is he safe in presuming that the types of things we are seeing tonight as alternatives, in a very broad sense, are ok from a budget perspective? In other words, are they do-able or aspirational?

Karl Lisle: the second.

Steve Iwata: as it is a long range plan, if you are patient, it may happen.

Mauricio Leclerc: for now, we are analyzing the options and developing what are the good ideas.

Andy Johnson: on the ODOT side, we are hoping to do these improvements in the next 5-10 years.

Sam asked the SAC if, based on the presentation and discussion, they feel confident to give staff the go-ahead to work using this approach for the next couple months, leading us to Phase III.

SAC ACTION #3: do you agree with the proposed grouping of the various ideas into the three quadrant-wide concepts?

SAC: yes.

BREAK

STATUS OF TRANSPORTATION CONCEPTS - UPDATE

John Cullerton from URS will provide an update regarding the status of transportation concepts, discussing existing conditions, 2035 future year forecast information, and how the project team has been working with the vast number of ideas from the March charrettes. He explained that the area we are working in is really the crossroads of the region, involving I-5, I-405, and I-84.

John briefly reviewed the city, state, regional transportation policies and current conditions for the area.

Slide 10: City Transportation Policy

City

Balanced transportation system

Encourage non auto modes

Central City

Growth with livability

Pinch the parking supply

Mode split commute goals (2010)

	Auto	Transit	Bike/Ped
Lloyd District Goal:	50%	40%	10%
Lower Albina Goal:	80%	10%	10%

Slide 11: Area Statistics

- Mode Split: percentage of commute trips (2009 Source Lloyd TMA, PBA, City Auditor)

	CBD (Downtown, River)	Lloyd	City
Auto	41%	63%	75%
Transit	45%	27% (40% Lloyd TMA)	13%
Bike	10%	5%	7%
Walk	4%	2.5%	5%

- Parking: stalls per 1,000 sf of office (off street)

Lloyd District	2.2 (1.2 in Downtown)
Lower Albina	1.4

Slide 12: State and Regional Transportation Policies

State

- Provide a balanced, efficient, cost-effective system
- Optimize existing infrastructure with improved operations

- Promote economic diversification and expansion through effective movement of people, goods, services & information
- Operate and maintain a safe system

Regional
- Improve local street connectivity
- Reduce delay and increase reliability for freight
- Throughways accommodate longer distance travel and provide access to major activity centers

John noted that Metro is working on a new forecast, which they hope to have available by the end of the year. The numbers will likely be lower than those we are currently working with. John reviewed the trends we can see, such as the likely eventual institution of on-street parking costs for the Lloyd District. For traffic, he believes the forecast will indicate the growth rates have flattened out and the current relatively slow growth will continue.

Slide 15: Future Year Forecast 2035

- Based on adopted regional growth forecast
  +1.3 million in the region – 72% increase
- NNE Quadrant forecast
  Over 400% increase in households
- New Metro forecast - end of 2011
- Includes TDM measures
  - Transit pass programs
  - Expanded parking cost areas
- Includes major highway and transit projects
  - Milwaukie LRT -CRC
  - LO Streetcar -Phase 2 I-5 Delta Park
  - Light rail to Vancouver

Gary Warren: when did the I-205 open?

John Cullerton: late 1980s.

John continued, noting we are currently forecasted to go up to 13 hours of congestion a day on I-5. Freight is becoming a bigger proportion of traffic in the quadrant. Most trips are staying the in Portland area – as opposed to through traffic. Also, most trips, 80%, require a weave (I-84 to I-5, etc.).

Slide 18: Traffic Growth on I-5

- Freeway at capacity during peak hours
- By 2035 the hours of congestion on I-5 in the Quadrant are forecast to more than double

Slide 20: Who is Using I-5 to, from and through the NNE Quadrant?

- Most trips on I-5 in the Quadrant stay within the Portland region
- Most trips on I-5 in the Quadrant require a weave between ramps and freeway mainline

Slide 25: Who is using the Broadway/Weidler Interchange in Evening Rush Hour?

- On-Ramps - Workers from Lloyd District, Lower Albina, Central Eastside – heading home
- Off-Ramps - Residents from Eliot, Irvington, Sullivan's Gulch – coming home from work

John reviewed several slides, explaining the current functioning of the interchanges, and notes that in the future, we can expect all the interchanges to degrade, some to Level of Service F and that I-5 in the quadrant is one of the worst safety sections in the state.

Slide 34: What does traffic growth and ramp usage mean to how I-5 functions?

- Short weave distances contribute to safety and operational problems.
- High crash rates create frequent safety and traffic problems.

Slide 37: Weaving Analysis

- Weaving analysis based on level of service (LOS)
- Analysis considers speeds, weaving distance, traffic volumes, etc.
- Findings:
  - I-84 to B/W interchange weaves are very bad today (rated F) and forecast to worsen
  - B/W interchange to I-405 weaves are marginal today (rated C) and forecast to worsen (rated D)
- Poor weaving conditions result in:
  - High crash rates
  - Slow speeds
  - Congestion

John reviewed the charrette process, how the ideas were gathered and the data has been processed. He referred folks to the large print out of the matrix of transportation elements and the Summary of Freeway/Local Transportation Interface Charrette, which will be posted on the project website. It includes a map of each idea, with a high-level analysis and sorting. No ideas were taken off the table unless they are cost-prohibitive, out of scope, or infeasible due to engineering. The plan is to come to the SAC in June with a recommendation for 12-14 concepts that should be further evaluated.

Slides 43 and 44: What We Heard

Ideas fell into the following general interchange form categories:

- 8% of Ideas: Diagonally Folded Diamond
- 18% of Ideas: Standard Diamond
- 27% of Ideas: Split Diamond
- 20% of Ideas: Folded Diamond

Several other ideas included:

- Move the interchange
- Separate the weaves
- More crossing locations
  - Hancock
  - Clackamas
- Improve bike/ped connections

Slide 45: Organizing the work

Elements and Concepts

- "Elements" are individual pieces
  - Examples:
    - Clackamas overcrossing
    - Northbound braided ramp from I-84
- "Concepts" are a combination of "elements"

The tables below display the results of staff's efforts in organizing the work thus far.

Table 1: Concepts for Further Study

1. No Build
2. Mainline Operational Improvements
Ramp modifications (No loop ramps)
Ramp braids
New overcrossings
3. Rebuild Bridges
Ramps remain as is
Ramp modifications (No loop ramps)
Ramp braids
New overcrossings
Auxiliary lane extension
4. Enhance the B/W Interchange
4a. Split diamond
4b. Folded diamond
4c. Collector/distributor road
Auxiliary lane extension with all interchanges
5. New Concepts for the B/W Interchange
5a. Standard diamond (de-couple Broadway/Weidler)
5b. Single point urban interchange (diamond) (SPUI / SPUD)
5c. Diverging diamond interchange
5d. Roundabout-controlled diamond interchange
5e. 3-point interchange
Auxiliary lane extension with all interchanges

Table 2: Major Elements for Further Study

Loop Ramps
SE Quadrant
NW Quadrant
NE Quadrant
CD Roads
Northbound
Southbound
Braids
Northbound - I-84 to Weidler
Southbound - Weidler to I-84
Extra Ramp (Partial Cloverleaf)
Extra Freeway Crossings
Bike/Pedestrian Only
Multi-Modal
De-Couple
Broadway/Weidler
Vancouver/Williams
Remove Freeway Crossing(s)
Local Street Changes
Bicycle/Pedestrian Changes

Table 3: Elements Recommended for No Further Analysis at this Time

Elements Recommended for No Further Analysis at This Time	Charrette Idea Number(s)	Rationale for Dropping at this Time	Possible Future Discussion
Remove I-5	73	Out of Scope for N/NE Quadrant Project	RTP Refinement Plan Loop Study
Move Interchange Location			
North			
Hancock Interchange (Wheeler)	7, 8, 16, 19, 23		
Dixon Interchange	25, 65		
Tillamook Interchange	52	Out of Scope for N/NE Quadrant Project	
Russell/Borthwick Interchange	35		
Mississippi/Interstate Interchange	66	Moving the location of the interchange would significantly reduce the lengths of the weaving sections on I-5	
Fremont Bridge Ramps	22		
South			
Multnomah Interchange	9, 16, 24, 25, 65, 66		
Clackamas Interchange	11, 12, 21, 65		
MLK/Grand Interchange	35		
Lloyd/1st Interchange	66, 67		

Lloyd/7th Interchange	66		
Double Deck I-5	71	Out of Scope for N/NE Quadrant Project	RTP Refinement Plan Loop Study
Water Taxi/Ferry	68	Out of Scope for N/NE Quadrant Project	CC2035 Concept Plan to consider water taxi
New Willamette River Bridge	73	Out of Scope for N/NE Quadrant Project	
Braids North of Weidler	None	Not Suggested in Charrette	Possible Future Improvement
Widen I-405	72, 73	Out of Scope for N/NE Quadrant Project	RTP Refinement Plan Loop Study
I-5/I-405 Loop	69	Out of Scope for N/NE Quadrant Project	RTP Refinement Plan Loop Study

Sam Imperati: asked the SAC for questions, wondering if there anything missing or if there are any questions for clarification on Table 1, Table 2, or Table 3?

Question: Were you looking at access and adjacent property development?

Answer: Yes.

Gary Marschke: wonders what the difference is regarding the terms "disadvantage" and "fatal flaw."

Todd Juhasz: "fatal flaw" means it will not work. To use federal funding it must enhance safety and operations. A "disadvantage" means they have simply identified an issue.

Gary Marschke: would it be useful for him to know, on the charts, which is which?

Todd Juhasz: Table 3 contains some of this information.

Gary Marschke: what about when he is looking at the individual concepts?

Todd Juhasz: see page 7 of the Freeway/Local Transportation Interface Charrette Summary. It explains what things that have been screened out and why. The south bound exit ramp – there's a lot of engineering issues and high costs, which results in it being out of scope.

Gary Warren: one of his major objections is the Clackamas overpass.

Todd Juhasz: we are screening out the idea of Clackamas as a new location for the interchange.

Andy Johnson: both a ped/bike only and local street connection are still options on the table as elements. The Clackamas idea could be for bikes only, bike/ped, and ped/bike/vehicle. All are on the table and no decisions made yet.

Gary Warren: strongly opposed to vehicles; ok with bikes.

John Cullerton: we are not recommending it as a full interchange.

Sam Imperati: the staff proposal is that Clackamas is off the table as a major interchange, if the SAC agrees. Any other comments on Table 1 showing concepts going forward for further study. Is there something not in there? Sam said that we will hear public comment before voting.

Alan Lehto: he is highly skeptical that we could decouple Broadway-Weidler and make it work. The only way you could make it work is a SPUI, which is not bike and ped friendly. Encourages you to drop it more quickly than others.

Todd Juhasz: there are some things that may not survive but are still being looked at.

Gary Warren: ditto, opposed to decouple.

Lloyd Lindley: when a document refers to "multimodal" does it truly mean all modes?

Answer: Yes.

Gary Marschke: confirming that at this stage, the ideas determined to be fatal flaws were due to scope and engineering, not due to perceived opposition.

Todd Juhasz: correct.

Eric Lovell: it seems like there is no support for removing a freeway crossing, wonders why it is on there. We are trying to increase the safety and operations, does not think closing anything is a good idea.

John Cullerton: it is more a function of developing a whole concept; elements of concepts are interchangeable. It was an idea that we received, so we represented it in the data summary.

Ed Abrahamson: regarding decoupling, this is just for interface with freeway?

Answer: correct.

Gary Marschke: none of these things are mutually exclusive?

Todd Juhasz: it is like what John explained regarding concepts and elements, that we can mix and match elements to create whole concepts.

Steve Iwata: wants to clarify the process. The freeway component is a 2-step process. Step 2 will be at the June meeting. Regarding decoupling, we may have more information in June to take it off the table, but we do not have all the data at this point, and we needed to hear from the SAC about our approach to organizing the work.

Justin Zeulner: need to really guide the technical team form the SAC perspective; tables 1 and 2 do that very well. He has concerns about table 3. For example, what if we decide to create a really residentially focused area. The function will impact the form we choose; have to decide what we want to be as a district before thinking what we want for the freeway options. So, since we have not defined it yet, feels we should not take things off the table just yet.

PUBLIC COMMENT

Sam noted that in an effort to be efficient with our time and make it through our tightly packed agendas, we will be keeping public comment to that slot on the agenda, rather than throughout the meeting as we have done in the past.

Allan Rudnick: following on Justin's point, removing options to move the interchange is not a good idea yet.

Brad Perkins: going back to discussion of what Karl brought up, he wants to keep people thinking about the long range uses for the district and to think outside the box. Do not be so quick to rule out the Broadway-Weidler decoupling, there is a small area that is looking at it, on 15th Avenue going East (Irvington, Sullivan's Gulch). He again spoke about the importance of high speed rail, which he thinks should be referred to in Table 2. You would have a great decrease of commuters coming from Vancouver.

Gary Marschke: regarding table 3, an element may be dropped at this time, but wonders about it being removed completely. That is to say, if a form would necessitate one of these elements, could it be brought back?

Todd Juhasz: yes.

Sam Imperati: does not want to have a fly by on this point. Requested more clarification from ODOT.

Andy Johnson: Karl did a nice job of overlaying the land use and transportation and as we go forward, we will do what is necessary to blend them together. As Steve said, this is a new way of doing things. We know where we want to get; so yes things can later be brought back if needed to make a concept work.

Gary Warren: comment re: zoning. An overcrossing on Clackamas would bisect the only residential area in the quadrant. It would create a big problem. Also, he supports Justin's comment that the SAC need to keep a tight reign on this.

POST-MEETING CORRECTION: at the meeting, votes from all members at the table were taken. The SAC is divided into Voting and Non-Voting members, so that was a process error. We have indicated the Non-Voting members with a strike-through, below.

SAC Action #4: Do you agree with the Table 1 list of "Concepts for Further Study?"

All Voting Members voted 1, except ~~Alan Lehto~~ and Gary Warren, who voted 2.

SAC Action #5: Do you agree with the Table 2 list of "Major Elements for Further Study?"

All Voting Members voted 1, except Ed Abramson, ~~Alan Lehto,~~ Lindsey Walker (alternate for Owen Ronchelli), and Gary Warren, who voted 2.

SAC Action #6: Do you agree with the Table 3 list of "Elements Recommended for No Further Study at this Time?" *(With the addition of "at this time" on the table)*

Voting 1- Pauline Bradford Gary Eichman, ~~Alan Lehto,~~ Lloyd Lindley Eric Lovell, Lindsey Walker (alternate for Owen Ronchelli), and ~~John Williams~~
Voting 2 – everyone else
Voting 3 – Ed Abramson

Sam asked if the 2's and 3's would like to comment on their votes.

Ed Abramson: supports keeping options for moving the interchange to the north or south of its current location.

Justin Zeulner: voted 2, agrees with Ed. It is an intriguing idea, not sure if it is a fatal flaw yet

William Ruff: agrees with Justin.

Sean Hubert: agrees with Justin.

NEXT STEPS AND MEETING EVALUATION

Eric Lovell: comment regarding scheduling. Please try to schedule meetings further in advance. He would appreciate 4-5 months notice. Between now and June 16, hopes the staff will look at between now and end of process and let us know about the schedule.

Gary Eichman: compliments staff! Well done, so much information,

Gary Marschke: yes, thank you for your hard work, staff!

ADJOURN

Sam thanked everyone for a good meeting and adjourned at 8:30 pm.

Notes respectfully submitted by the Institute for Conflict Management facilitation team.

SAC #6 Meeting Evaluation Summary
MAY 26, 2011

14 Evaluation Forms

	Poor	Fair	Good	Very Good	Excellent
1. OVERALL MTG QUALITY			4	8	2
2. PACING			Just right = 9	2	
3. CLARITY PRESENTATIONS		1	5	6	2
4. DOCUMENTS			7	5	2
5. DISCUSSION		1	5	6	2

6. MOST USEFUL?

- Excellent work summarizing tons of info. Keep it up.
- Good job staff!
- LU Overlay presentation
- Maps

7. LEAST USEFUL?

- Too much minutia discussions

8. COMMENTS, SUGGESTIONS, OR QUESTIONS?

- Limited time for discussion. Good staff work.
- Not enough time for LU concepts
- Want print of transportation matrix
- Would have been more beneficial to have heard all of Karl's presentation prior to vote.

N/NE Quadrant and I-5 Broadway/Weidler Plans

Simplified Project Timeline

6/16/2011

We Are Here

Dates	**Sept-Nov 2010**		**Nov 2010-Jan 2011**		**Feb-July 2011**				**Aug-Dec 2011**			**Jan-May 2012**		
Phase	Existing Conditions		Goals, Scope, Issues		Develop Concept Alternatives				Analyze and Evaluate Concepts Select Preferred Concept			Plan Development		
SAC Meetings	#1 9/16	#2 10/11	#3 12/9	#4 1/20	#5 3/10		#6 5/26		#7 6/16	#8 7/28	#9 ***9/22***	#10 ***10/13***	#11 Nov	#12 Jan	#13 Feb	#14 Mar
Sub-Committees	-		Trans #1 12/1	LU #1 12/2	LU/Trans #2 2/9	LU/Trans #3 3/2	LU/Trans #4 3/30	LU/Trans #5 4/20	LU/Trans ***7/13***		As needed			As needed		
Events	Walks 9/25 & 9/29		Open House #1 11/15		LU/UD/LT Charrette Feb. 22-23		Freeway/Local Trans Interface Charrette April 11-13		Open House #2 June 29		Open House #3 Nov/Dec			Open House #4 Mar/April		

Tentative dates in ***italics***

CENTRAL CITY 2035

N/NE QUADRANT

CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

N/NE Quadrant Project: Land Use, Urban Design and Local Transportation Subarea Choices Summary

WORKING DRAFT 6/10/11

This draft document summarizes major land use, urban design and local transportation choices for subareas of the N/NE quadrant (see map at right). It draws from a number of sources:

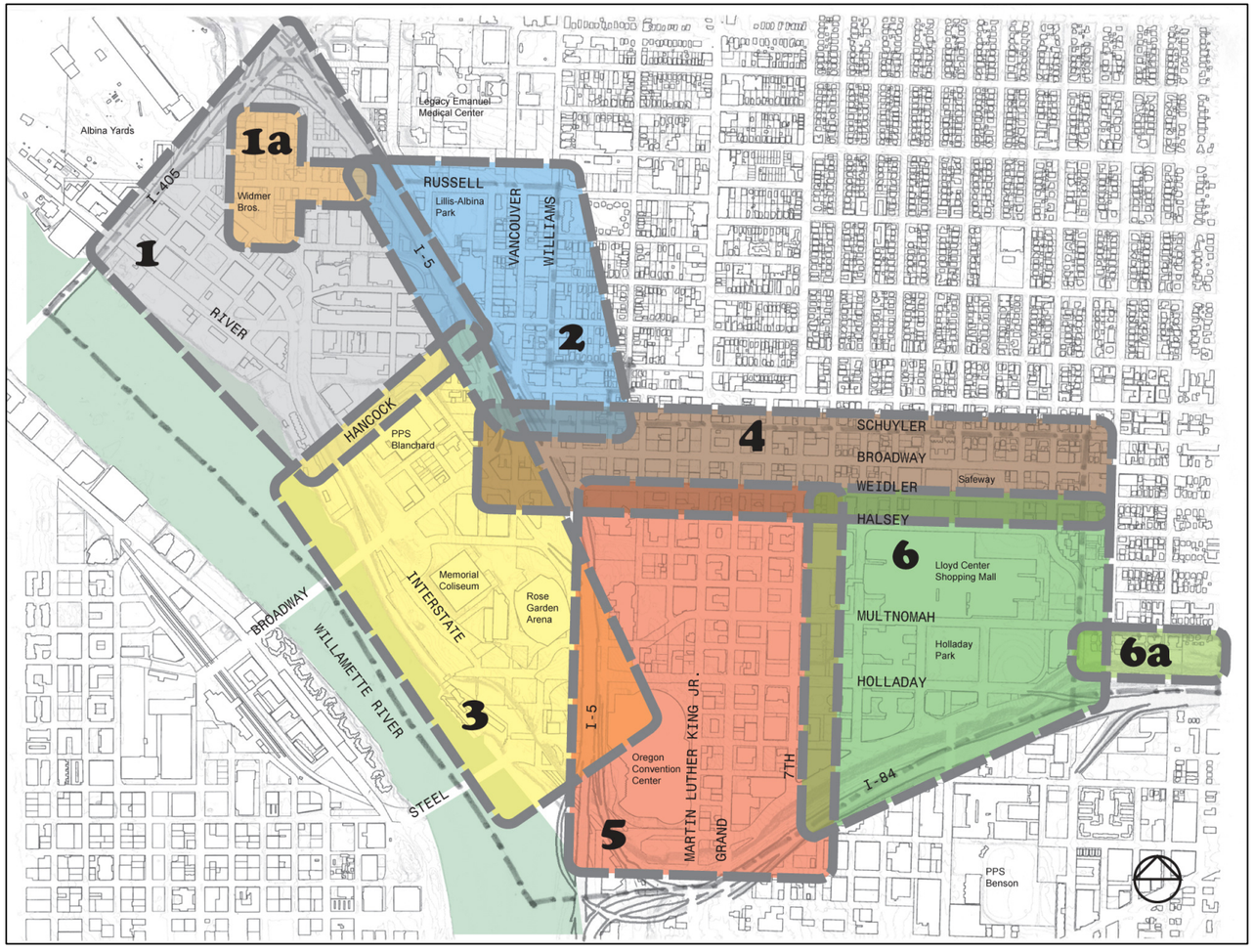
- Issues, opportunities and constraints,
- Stakeholder Advisory Committee (SAC) meetings,
- SAC Subcommittee meetings, and
- The Local Issues Charrette, held in February, 2011 (charrette summary on web: http://www.portlandonline.com/bps/index.cfm?c=53634&a=345474)

The subarea ideas and choices were developed to coordinate with and complement the three quadrant-wide concept alternatives presented to the SAC on May 26, 2011 (see summary on web: http://www.portlandonline.com/bps/index.cfm?a=350123&c=53634). Each quadrant-wide concept alternative has a different land use emphasis (residential, employment and blend) and is supported by three related infrastructure system diagrams (mobility, open space and green systems). The individual concept ideas are not mutually exclusive and will likely be mixed and matched to form the preferred concept for the quadrant area.

Each subarea section in this packet contains background information, area-specific choices, diagrams that correspond to the choices, and area-specific snapshots of the three quadrant-wide concepts. The snapshots help illustrate how the subarea choices could influence concepts at the quadrant-wide level.

Consideration of these choices will inform the refinement of the quadrant wide concept alternatives (and vice versa), contribute toward the preferred concept and provide guidance for more focused plan proposals at the subarea level.

For event dates and relevant project materials, please visit the project website: www.portlandonline.com/bps/cc2035/nneq.



CENTRAL CITY 2035 N/NE QUADRANT

CITY OF PORTLAND OREGON 1851

Oregon Department of Transportation

Subarea 1 – Lower Albina Industrial



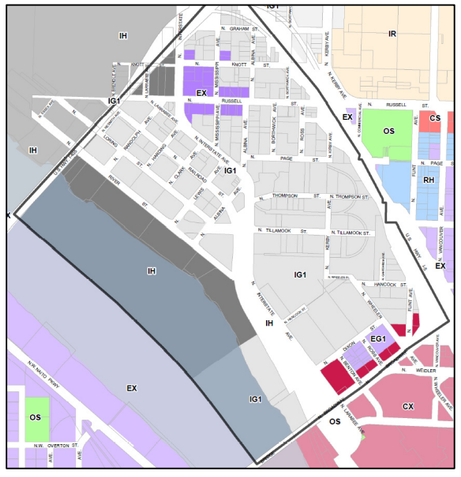
Background

This subarea is bounded by I-5 to the east, I-405 to the north, the Willamette River to the west and N. Hancock Street to the south. All lands in this subarea have industrial zoning supporting a wide range of both new and older industrial businesses. Generally, there appears to be little interest in major changes to the current land use regulations in this area. The conversation about potential zoning changes has focused almost exclusively on the area within subarea 1a (Historical Russell Street) and the Portland Public Schools (PPS) Blanchard site at the south end of this subarea and also within subarea 3. Another potential zoning option is to increase the flexibility of the industrial zoning east of the UP main line by allowing additional creative office space, intended to increase the employment density. This approach has been used with the Economic Opportunity Area tool applied in the Central Eastside.

Planning for the area west of Interstate Avenue and River Street was included in the River Plan / North Reach, completed in 2010, and will therefore not be reexamined in this process. It will remain in industrial use. It has been suggested that the area west of the Union Pacific mainline could be removed from the Central City Plan District.

There has been some discussion about a desire to better connect this area to the rest of the N/NE Quadrant (particularly to the Rose Quarter and Lloyd District) with a pedestrian-friendly alternative to N. Interstate Avenue known as the strand; this connection could include improvements to local streets and new connections where gaps currently exist in the network.

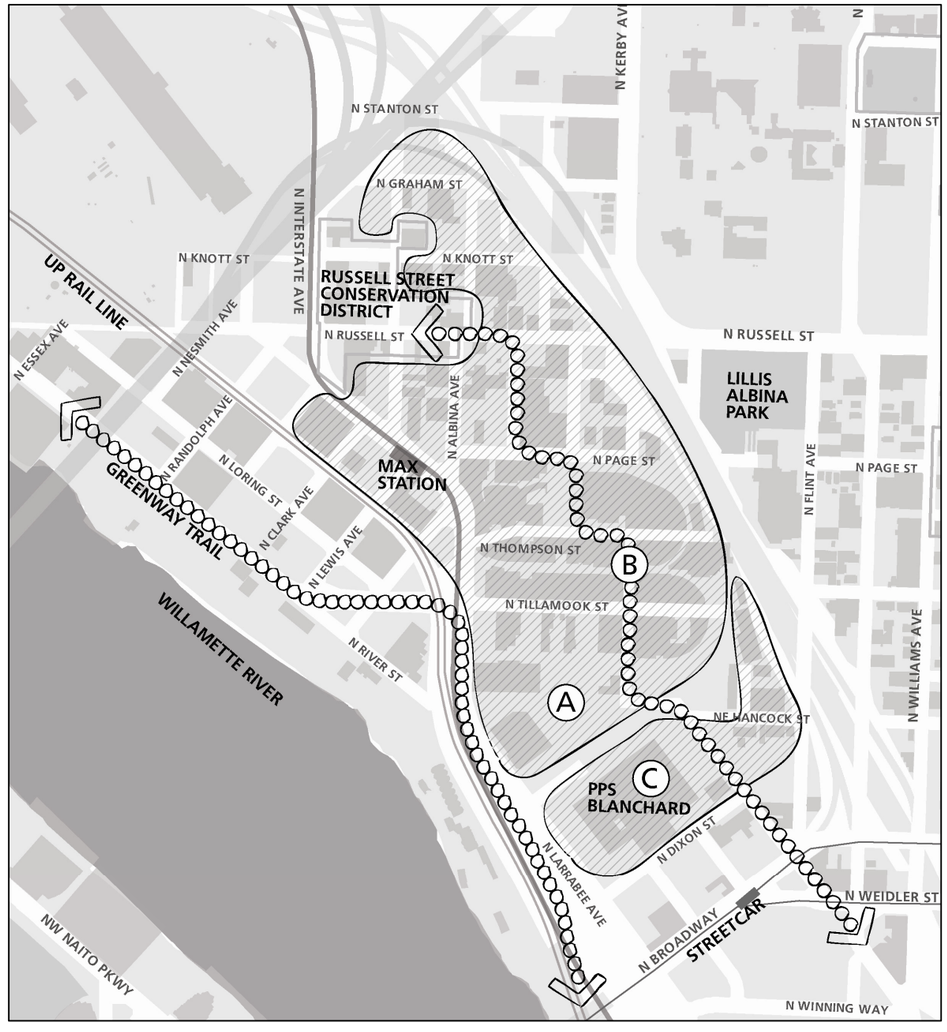
Existing Zoning



Area Choices

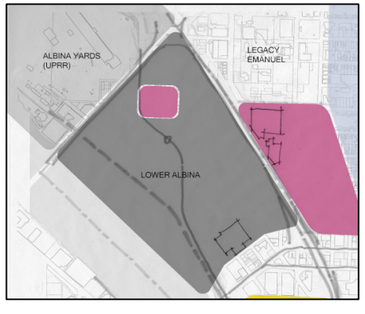
The choices and ideas for consideration in this area are summarized in the following questions: (also see diagram)

A. Should the plan increase flexibility by allowing more office-like uses in Lower Albina through a tool such as Economic Opportunity Area regulations?
B. Should the plan call for the strand to create greater bicycle and pedestrian connectivity through Lower Albina to link the Russell St area to the Rose Quarter?
C. Should the zoning for the PPS Blanchard Site and possibly adjacent properties to the east be changed to allow a greater range of uses? Ideas for the site have included retail, research and development and mixed use residential?



Quadrant-wide Concept Alternatives for Subarea 1

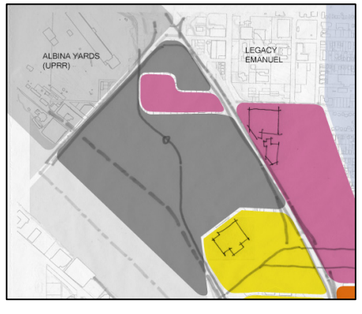
0 – existing conditions



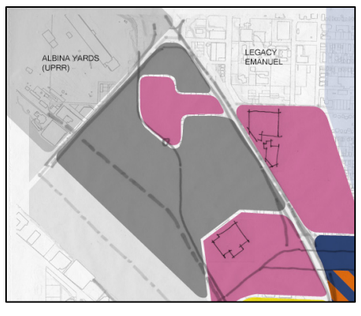
1- residential



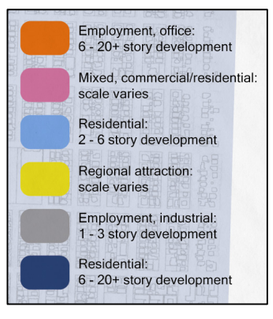
2 – employment



3 – blend



legend (predominant use)

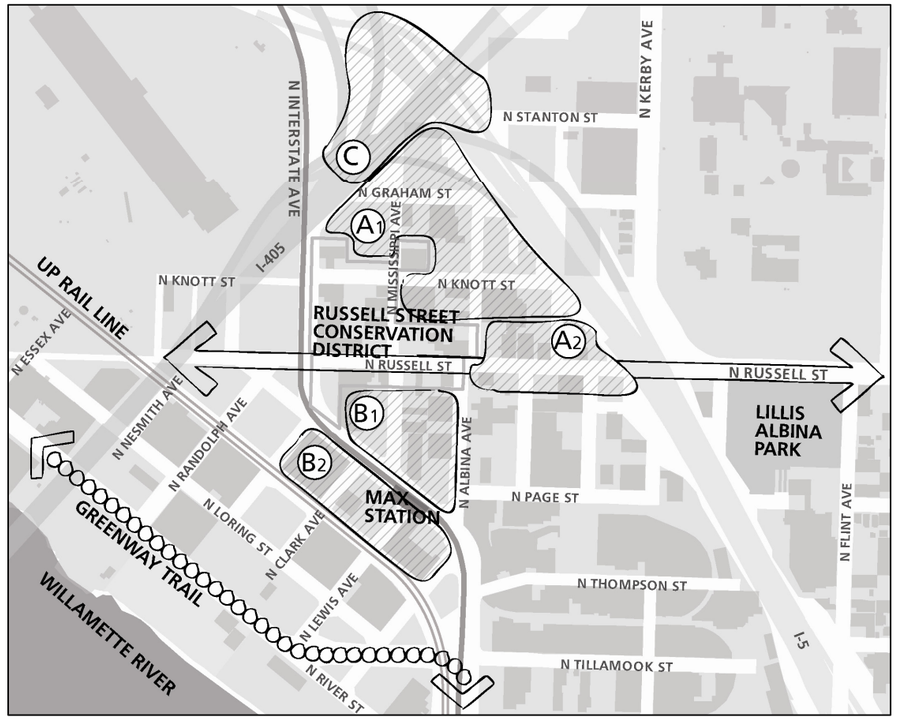


Subarea 1a – Historic Russell Street



Background

Russell Street stretches from Interstate Avenue to the east, where it intersects with Vancouver/Williams and eventually ends at Martin Luther King Jr. Boulevard. Anchored by the Russell Street Conservation District and historic structures such as the Widmer Brothers Brewery, the west end of the street is home to a small but vibrant mix of restaurants, bars and other small-scale retail establishments. The area of mixed use zoning is limited to the two-blocks between Interstate Ave and N. Albina on both sides of Russell Street. East of this area to the I-5 underpass, properties fronting Russell Street are zoned industrial and non-industrial uses are restricted. Stakeholders have commented that the current balance of uses works well with the existing infrastructure, including parking capacity.



Conflicting policies are currently in place in this subarea. The 1988 Central City Plan map calls for mixed use and housing development. However, current industrial zoning prohibits housing in a part of the subarea that is also designated as a housing bonus target area. In addition, a design overlay zone, required ground-floor active uses and other provisions are inappropriately applied to industrially-zoned land. At a minimum, the N/NE Quadrant Plan should reconcile these policies regarding housing and land use.

Another potential zoning consideration in this area is the presence of the MAX Yellow Line Station on Interstate Avenue between the intersection with N. Mississippi and N. Albina. This station was originally proposed at the foot of N. Russell Street adjacent to the mixed use historic main street. Due to traffic and railroad circulation issues, the station was ultimately built a block south on Interstate. As a result, the station is surrounded by industrial zoning, including some vacant properties.

Area Choices

The choices and ideas for consideration in this area can be summarized into the following questions: (see also diagram)

A. Should the plan allow more flexible uses north of Russell St (A1) and/or along Russell St to the east of the Conservation District (A2)?
B. Should the plan encourage new mixed use development around the MAX station north of the station (B1) and/or south of the station (B2)?
C. How should the area under the I-5/I-405 Freeway Interchange be utilized? Ideas have included active recreation suitable for a hardscape, such as a skate park or tennis courts.
D. How should the plan prohibit or encourage additional housing in all or parts of this area? If so, where?

Quadrant-wide Concept Alternatives for Subarea 1a

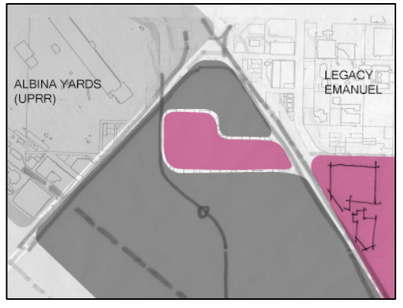
0 – existing conditions



1- residential



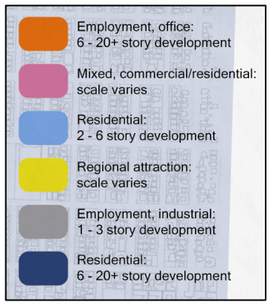
2 – employment



3 - blend



legend (predominant use)



Subarea 2 – Eliot: Vancouver/Williams Corridor



Background

This subarea is located south of Russell St and east of I-5, just outside the current Central City Plan District Boundary. It was added to the N/NE Quadrant study area in order to look at more flexible zoning options and potential impacts from changes to the I-5 Broadway/Weidler on- and off-ramps.

The area is currently home to a diverse mix of uses, including light manufacturing, warehousing, retail, residential and institutional, and also contains the Harriet Tubman School and Lilis Albina Park. Some of the area is currently zoned for high density housing that doesn't allow significant other uses and can limit the ability of existing, non-residential uses to expand. There is interest in shifting more of the area to flexible, mixed-use zoning that would allow housing along with a wide variety of other uses. In addition, this area contains a number of buildings identified in the Cornerstones of Community inventory of African-American historic resources, such as the Mt. Olivet Baptist Church. Stakeholders have indicated that these resources should be preserved.

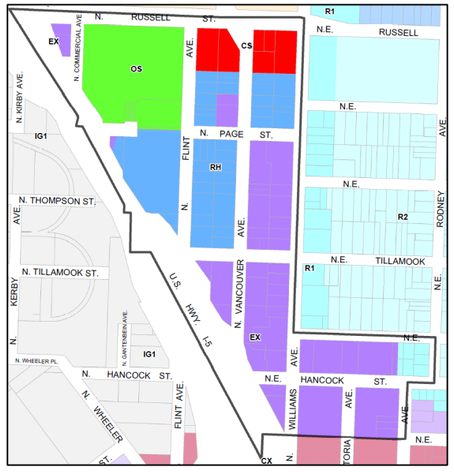
An additional issue relates to the designated view corridor from the corner of Lillis-Albina Park. This designated public viewpoint is currently obscured by trees and it cuts through the center of the PPS Blanchard site, restricting building heights to 50 feet on part of the parcel. Guidance is sought regarding the importance of this view corridor and the potential to adjust, remove or relocate it.

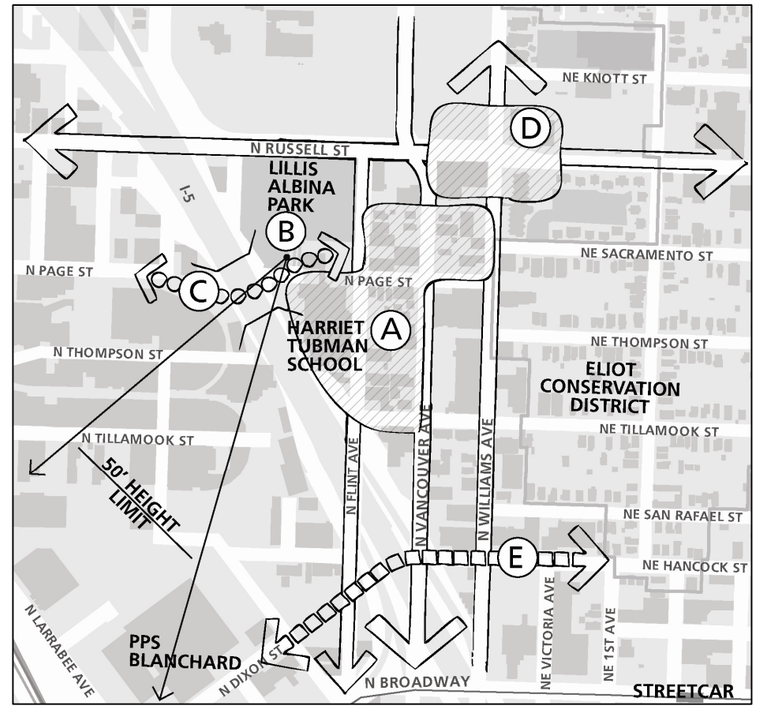
Area Choices

The choices and ideas for consideration in this area can be summarized into the following questions: (see also diagram)

A. Should the plan rezone residentially-zoned properties to allow a wider range of uses? If so, are additional incentives for housing development desired?
B. Should the plan recommend changes to the designated view corridor from Lillis Albina Park? If so, how?
C. Should an additional pedestrian connection be developed at Page Street under I-5 to connect this area to Lower Albina?
D. Should a main street district be encouraged around the intersection of Williams Avenue and Russell Street, reviving a historic commercial node?
E. Should an additional east-west multimodal connection be developed north of the Broadway/Weidler couplet (e.g. Hancock St. to Dixon St.)?
F. Should both Vancouver and Williams Avenues be encouraged as neighborhood commercial streets, or should one be emphasized as the prominent commercial corridor?

Existing Zoning





Quadrant-wide Concept Alternatives for Subarea 2

0 – existing conditions



1- residential



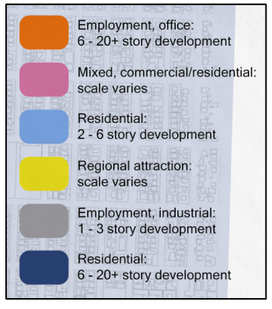
2 – employment



3 - blend



legend (predominant use)



Subarea 3 – Rose Quarter and Vicinity



Background

Home to the Veterans Memorial Coliseum and the Rose Garden Arena, the Rose Quarter is one of the region's largest and busiest regional sports and entertainment districts. Over 2,500 parking spaces are contained in several garages and surface lots in the area. Immediately to the north of the Rose Quarter, N Broadway connects the Broadway Bridge to I-5 and NE Portland. Just to the north of Broadway is Portland Public School's (PPS) headquarters building, the Blanchard Educational Service Center. PPS has expressed interest in moving their headquarters to another location in the City, which would open up a large site for redevelopment opportunities to complement proposed redevelopment in the core area of the Rose Quarter.

The core area of the Rose Quarter has been the subject of extensive development planning over the past few years. The current effort, the Rose Quarter District Plan, is being led by the Portland Development Commission and is nearing completion. The Plan sets the direction for long range planning in the core of the area, preserving and renovating the Coliseum and calling for a greater level of activity and 24 hour uses to complement the entertainment events currently held in the Rose Quarter. The N/NE Quadrant Plan will address the areas away from the core of the district – particularly to the north along N. Broadway, to the west along the banks of the Willamette River, and the connections to the south and Lloyd District to the east.

Area Choices

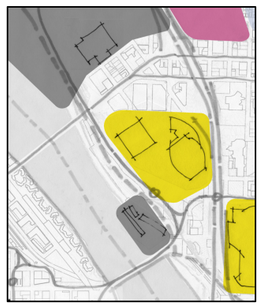
The Rose Quarter District Plan raises several issues and questions the N/NE Quadrant Plan should consider. (see also diagram) These are:

A. Should larger buildings (height, mass) be allowed along N Broadway to support an increased level of activity in the Rose Quarter?
B. Should the zoning for the PPS Blanchard Site and possibly adjacent properties to the east be changed to allow a greater range of uses? Ideas for the site have included retail, research and development and mixed use residential?
C. What should the nature of the Willamette riverfront be in this area, in terms of land use, public access, and other features?
D. Are there ways to improve access between this subarea and other parts of the Lloyd District over and under I-5 with new connections (see D1-Hancock St., D2-Clackamas) or improvements to existing connections (see D3-Multnomah/ Holladay)?
E. Should the local and regional transportation infrastructure around the Steel Bridgehead and the Rose Quarter Transit Center be reconfigured to improve access, circulation and encourage new development?



Quadrant-wide Concept Alternatives for Subarea 3

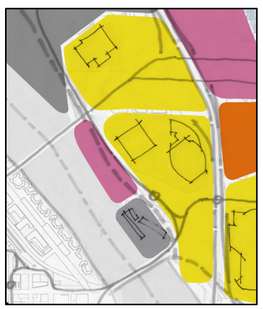
0 – existing conditions



1- residential



2 – employment

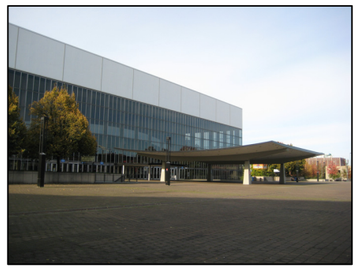


3 – blend



legend (predominant use)







Subarea 4 – NE Broadway Weidler Commercial Corridor

Background

The Broadway/Weidler couplet is a major transportation and commercial corridor that extends from the Broadway Bridge to the eastern edge of the N/NE quadrant. The eastern end of the corridor provides "main street" commercial and retail services for the surrounding neighborhoods, while areas closer to I-5 contain more auto-oriented commercial services such as gas stations and car dealerships. The Irvington neighborhood, located just to the north of the Broadway, has recently been designated as a National Register Historic District. Broadway and Weidler connect to I-5 at the "box". A new streetcar line is under construction from the west side across the Broadway Bridge, traveling along NE Weidler before continuing south on NE 7th Avenue and returning to NE Broadway on NE Grand Avenue.

The "box" (Broadway/Weidler between Vancouver and Williams Avenues) is a difficult area for all modes of transportation, with poor pedestrian and bicycle conditions and frequent congestion associated with the I-5 freeway interchange. There are also concerns about circulation and safety issues along the rest of Broadway and Weidler, including difficult pedestrian crossings and bicycle safety issues. Other issues include enhancing the "main street" character of Broadway and/or Weidler and achieving a respectful transition from the commercial development on Broadway and Weidler to the residential development in the historic Irvington and Eliot neighborhoods to the north. Current maximum building heights east of 7th Avenue and north of Weidler are 50', however, a variety of height bonuses are in place allowing development to be considerably higher in some cases, provided certain amenities are included in the project. Section diagrams on the following page display allowed heights and bonus opportunities.

Concepts that have emerged from the process to date include creating a more contiguous main street environment along NE Broadway and NE Weidler that extends through the Rose Quarter and connects to the Broadway Bridgehead, where key redevelopment sites could serve as a gateway to the district. Concepts that call for stronger connections in a north south orientation continue to include greater development along NE Broadway and Weidler. High density residential development suggested for areas surrounding the Broadway/Weidler couplet would support greater retail development. A variety of concepts have emerged to address the multi-modal issues at the "box" and are being evaluated in parallel to the land use concepts and choices.

Area Choices

The choices and ideas for consideration in this area can be summarized into the following questions (see also diagram):

A. What scale (height and mass) of buildings should be allowed to achieve a respectful transition from Broadway/Weidler to the neighborhoods to the north (see section AA on following page)?
B. Should both Broadway and Weidler be encouraged as neighborhood commercial streets, or should one be emphasized as the prominent commercial corridor? Should the "main street" character present on the east end of the couplet extend toward the Rose Quarter? If so, how far?
C. What methods should be used to address the circulation and safety issues along the corridor?
D. What level of residential density and scale (height and mass) should be encouraged along the Broadway/Weidler corridor (see section BB on following page)? Should it ramp up on the west end of the corridor?

Quadrant-wide Concept Alternatives for Subarea 4

0 – existing conditions



1- residential



legend (predominant use)



2 – employment



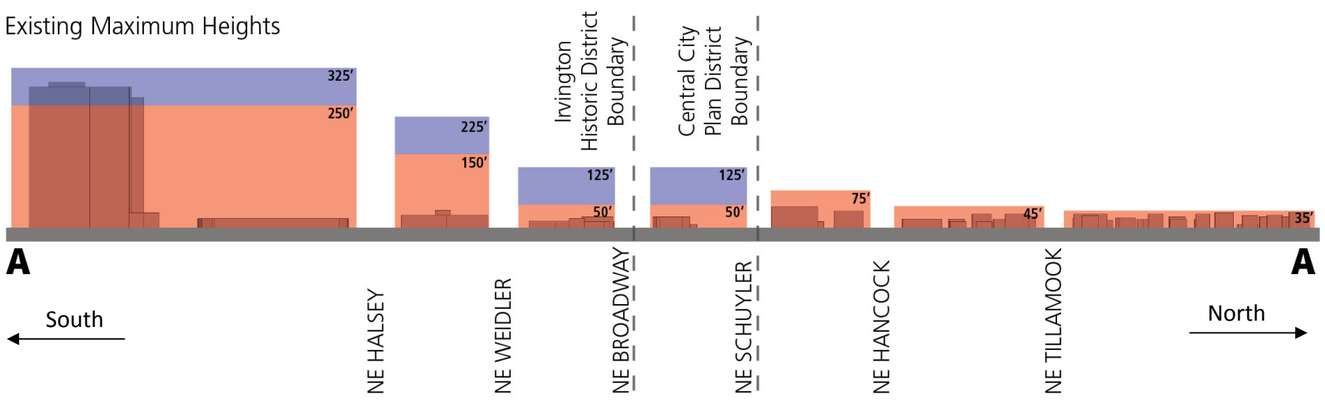
3 – blend





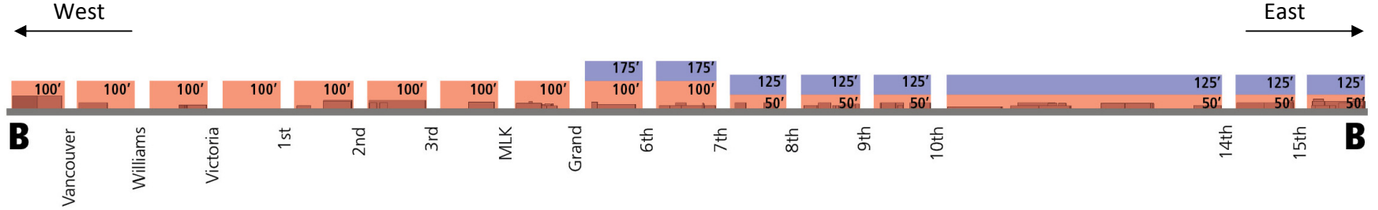
Section AA (looking west)
Subarea 4

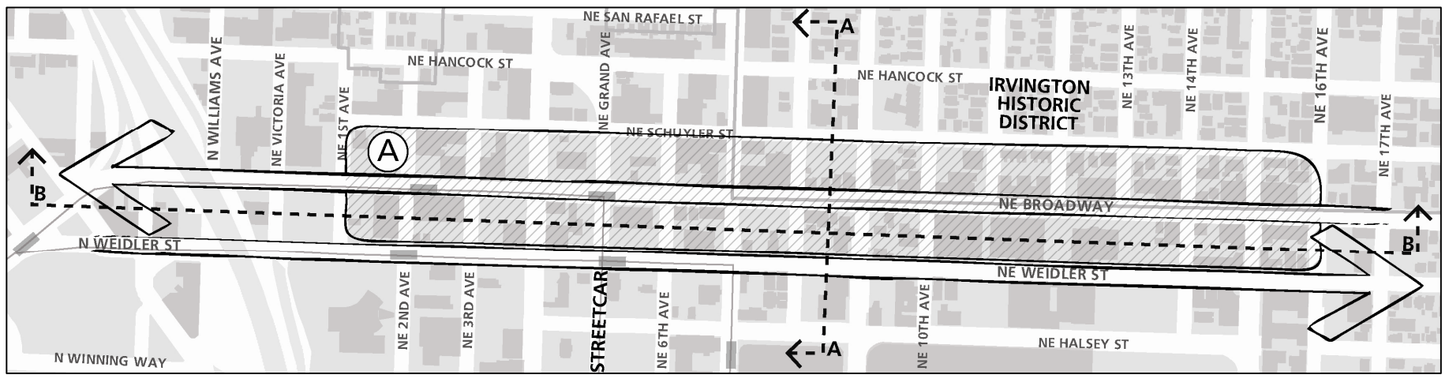
Existing Maximum Heights



Section BB (looking north)
Subarea 4

Existing Maximum Heights





Subarea 5 – Central Lloyd

Background

This is the core of the Lloyd District, home to the most generous development entitlements on the east side – similar to the height and mass characteristics of Portland's west side downtown. To date, relatively little of this development potential has been realized and the area lacks a strong identity.

The southern half of this large subarea includes the Oregon Convention Center and several office buildings, while the northern half is occupied by a few residential buildings, several mid-size hotels, medical services and a wide variety of smaller commercial buildings, including many auto-oriented businesses with drive-through facilities. Streetcar is under construction now along NE Grand Avenue, NE 7th and NE MLK, and is anticipated to help encourage new development in this area.

Development ambitions south of NE Multnomah Street, near the entrances to the Oregon Convention Center (OCC) have long focused on projects that would support this major draw. The Development Vision for the OCC Blocks, completed by PDC in 2006, calls for a major hotel in the area and retail and entertainment uses that could add activity to the area around the convention center. The sites along MLK and Grand near I-84 have been suggested as good locations for high-rise signature development – an idea that would likely require some modification of established view corridors.

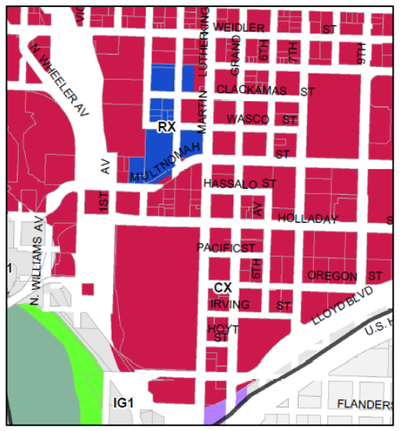
In the northern half of the subarea, there has long been a desire to see mixed-use development including a substantial residential component. Currently, there is a 3-block area in the northern part of this subarea zoned for predominantly residential uses (RX), and a zoning incentive for housing (the residential bonus target area) that covers large sections of the subarea. There is concern that current open space and other amenities and services in the area may be insufficient to attract and support significant residential development.

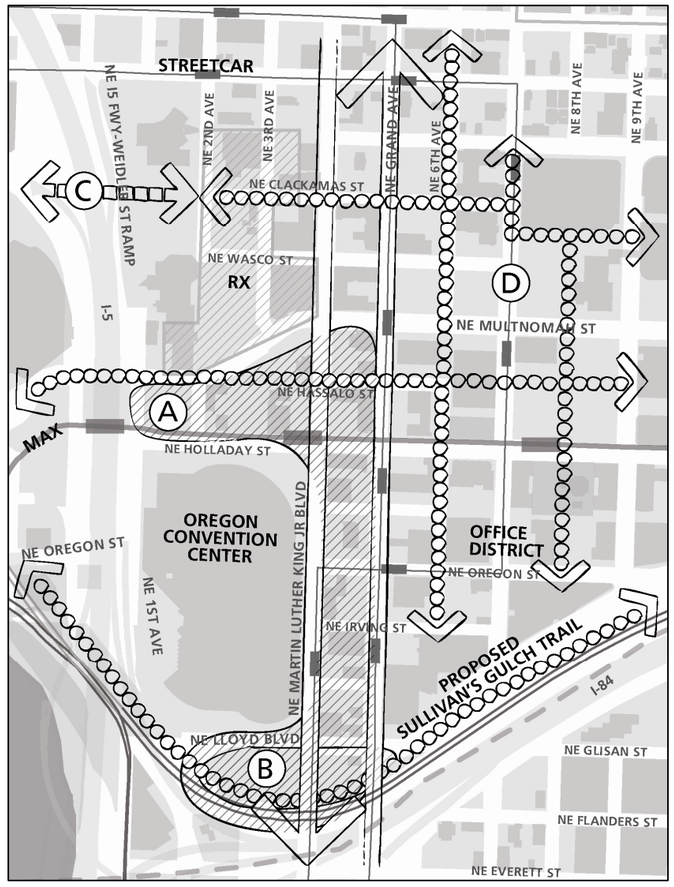
Area Choices

The choices and ideas for consideration in this area can be summarized into the following questions (see also diagram):

A. Does the goal of mixed-use office development with significant hotel and entertainment components make sense for the areas surrounding the convention center?
B. Should "signature" high-rise development be allowed at the southern edge of the district along NE MLK and NE Grand?
C. Should there be a local traffic and/or pedestrian and bicycle connection to the Rose Quarter along Clackamas Street?
D. Should NE Multnomah Avenue be elevated to a major east-west corridor with regional retail uses?
E. Should both MLK and Grand Avenues be encouraged as neighborhood commercial streets, or should one be emphasized as the prominent commercial corridor?
F. Should there continue to be a focus on residential uses in this subarea, or should other uses be emphasized, such as office use or mixed use? If residential development remains a priority, where should housing be encouraged? What amenities should be planned to encourage and support added housing (e.g. parks, open space, civic/cultural attractions)? Quadrant-wide concepts include a range of parks and open space options, from a headquarters-type park to a series of pocket parks.
G. What are the most important pedestrian and/or bike connections through the district to develop over the life of the plan (e.g. Clackamas, 8th, 6th, Hassalo)?
H. What methods should be used to address the circulation and safety issues in this area?

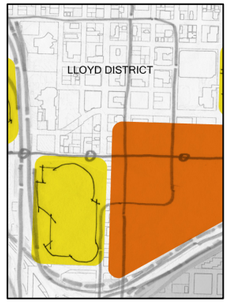
Existing Zoning



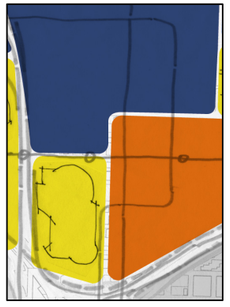


Quadrant-wide Concept Alternatives for Subarea 5

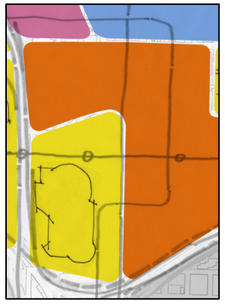
0 – existing conditions



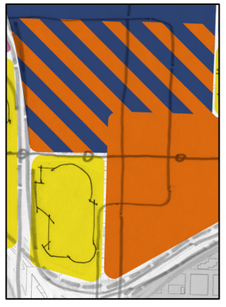
1- residential



2 – employment



3 – blend



legend (predominant use)



Subarea 6 – Eastern Lloyd

Background

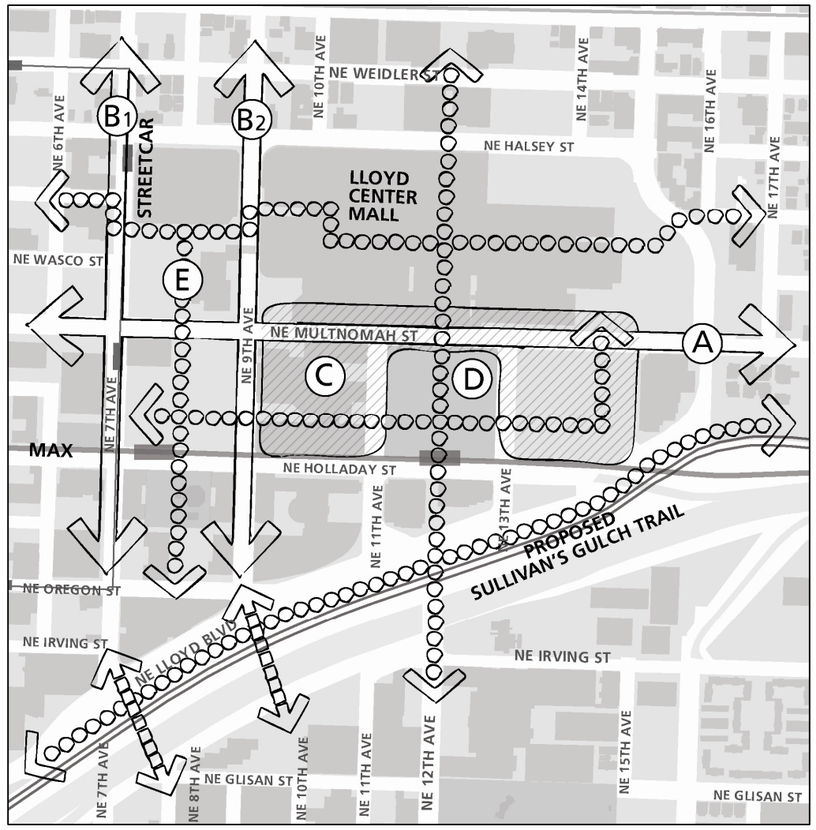
This area has a well-established cluster of office buildings along NE Multnomah and NE Holladay Streets, regional shopping opportunities at Lloyd Center Mall and a predominance of surface parking lots and parking garages. The area is characterized by large blocks and property owners with large holdings, with limited residential development in the area. Current policy includes incentives for residential development (residential bonus target area) in much of this area, though little residential development has occurred. The pedestrian experience is diminished by limited street-level activity and a lack of connectivity through the large blocks.

Many of the concepts emerging from the process to date suggest high-density residential or mixed-use development to enliven the district and enhance street-level activity, adding additional structured parking at the Lloyd Center Mall to allow redevelopment of surface parking lots and new pedestrian connections through the superblocks and the mall. As the superblocks redevelop, ensuring that future mid-block connections provide continuous and convenient pedestrian routes through the study area will be important.

Some concepts suggest elevating NE Multnomah Street to a major retail thoroughfare lined with regional retail, offices and possibly housing to add to the street-level activity and complement the Lloyd Center Mall. Adding entrances and additional store-fronts to the mall on the NE Multnomah Street side was seen as desirable. On-street parking to help support street-facing retail was suggested for consideration on NE Multnomah.

MAX light rail and the new streetcar line provide transit options to and through the subarea, but increasing connectivity and safety for pedestrians and bicycles is an important issue. NE 7th Avenue provides an opportunity to strengthen north/south connections in the district with a new streetcar line and potential improvements to facilitate bike and pedestrian transportation. The Sullivan's Gulch Trail could provide open space and a valuable new connection from the subarea to the riverfront and areas to the east.

Holladay Park is one of the largest parks in the Central City and the only significant public open space in the Lloyd District, but the park suffers from public safety concerns and a lack of consistent, diverse activity. Concepts to address these concerns include short term actions such as active programming of the park, and long-term actions such as encouraging high density residential or mixed-use redevelopment surrounding and facing the park and adding design features to the park to attract a wider variety of users.



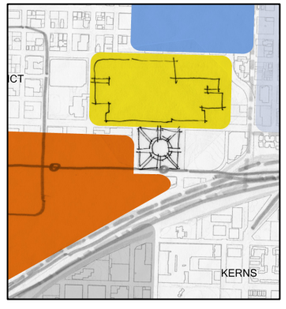
Area Choices

The choices and ideas for consideration in this area can be summarized into the following questions (see also diagram):

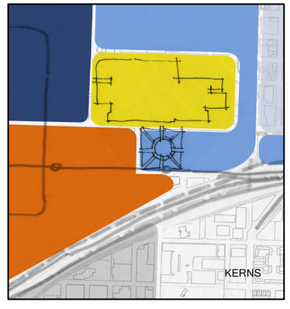
A. Should NE Multnomah Avenue be elevated to a major east-west corridor with regional retail uses?
B. Should NE 7th (B1) or NE 9th (B2) Avenues be enhanced for multimodal transportation, with a possible future connection across I-84 at NE 7th Ave to the Central Eastside?
C. What character, scale and uses would be most desirable for redevelopment surrounding Holladay Park?
D. How can the user experience be improved at Holladay Park?
E. As the superblocks develop, what are the most important features that should be included, in terms of connectivity and open space?
F. Should the residential bonus target area be modified to encourage a wider range of uses? If so, where?

Quadrant-wide Concept Alternatives for Subarea 6

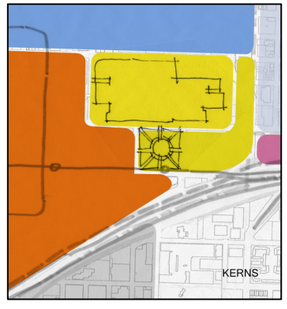
0 – existing conditions



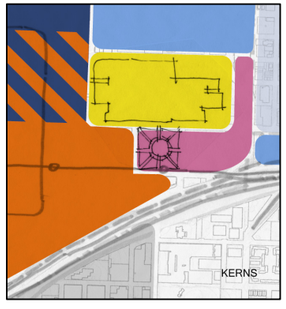
1- residential



2 – employment



3 – blend



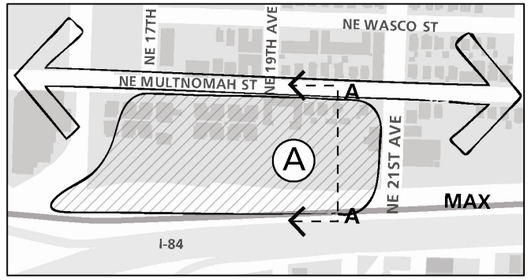
legend (predominant use)



Subarea 6a – Banfield Portal

Background

This subarea is adjacent to, but outside the current Central City Plan District Boundary. It was added to the N/NE Quadrant study area because higher density zoning extends along the south side of NE Multnomah Street to NE 21st Avenue and is mirrored by commercial and higher-density zoning in another expanded study area south of Interstate I-84. Today, the western part of this area is occupied by the Marriott Residence Inn Hotel, while the eastern portion is occupied by a small courtyard apartment building and several older single-family homes. Relative to the current zoning, the eastern portion is significantly underdeveloped.



The properties at the corner of NE Multnomah and NE 21st Avenue are currently split-zoned with a mix of high-density residential and commercial office zoning. While not precluded, redevelopment of the site is complicated by the current zoning pattern. The N/NE Quadrant Plan has the opportunity to address the character of desired future development and make necessary changes to zoning regulations. Primary considerations are around the mix of uses that would be appropriate and the scale (height and mass) of future buildings in this location. Today, residential buildings up to 75 feet tall are allowed along NE Multnomah Street. The office zoning (CO2) to the south carries a 45-foot height limit, but allows additional uses such as retail and office.

The area could serve as a visible gateway to the district from the Central Eastside and I-84 and could be an important access point for the future Sullivan's Gulch Trail.

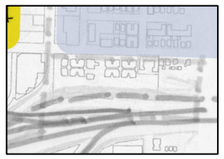
Area Choices

The specific choices and ideas for consideration in this subarea can be summarized by the following questions (see also diagram):

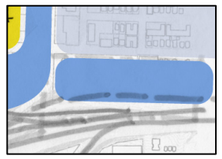
A. What types of uses are desirable and/or appropriate in this location (e.g. commercial office or retail, light industrial, residential)?
B. What scale (height and mass) of buildings are appropriate here?
C. Should lower building heights be encouraged or required along NE Multnomah Street but taller building heights allowed further south along I-84?

Quadrant-wide Concept Alternatives for Subarea 6a

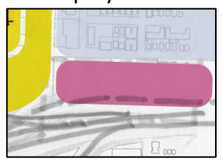
0 – existing conditions



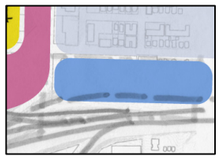
1- residential



2 – employment



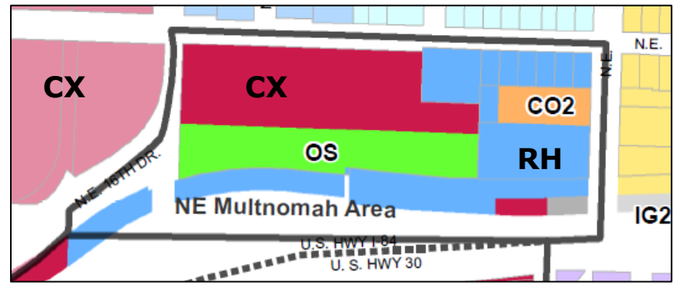
3 – blend



legend (predominant use)

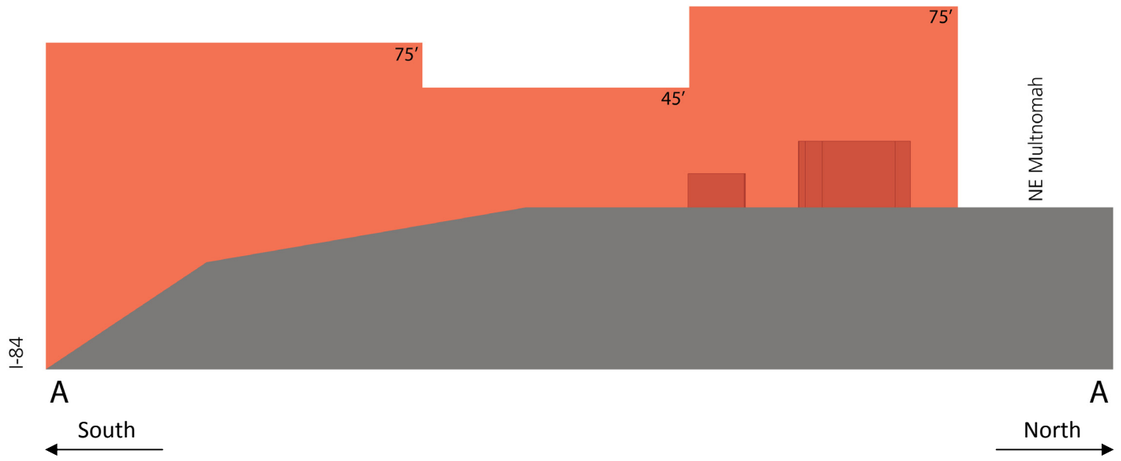


Existing Zoning



Section AA (looking west)
Subarea 6a

Existing Maximum Heights



Freeway/Local Transportation Interface Concepts for Further Study

N/NE Quadrant and I-5 Broadway/Weidler Plans



DRAFT

June 16, 2011

The Central N/NE Quadrant and I-5 Broadway/Weidler Plans Project is a collaborative effort by the City of Portland and the Oregon Department of Transportation to integrate land use and urban design planning with freeway planning and concept-level engineering in the N/NE portion of the Central City, which includes Lower Albina and the Lloyd District.

Concepts for Further Study

Introduction

The N/NE Quadrant and I-5 Broadway/Weidler Plans Project is a joint project among the Oregon Department of Transportation (ODOT), the City of Portland Bureau of Transportation (PBOT) and the City of Portland Bureau of Planning and Sustainability (BPS). This unique collaborative effort will result in an update of the Central City Plan for the NNE Quadrant and in transportation improvements that are consistent with and support the land use, local transportation and urban design vision included in that plan. The transportation improvements developed through this planning effort will address multi-modal improvements on the local street system and improvements to I-5 that address existing operational and safety problems.

In conjunction with the project's Stakeholder Advisory Committee (SAC), the city hosted a land use, local transportation and urban design charrette in February 2011. This charrette process resulted in ideas for an evolving land use, urban design and local transportation vision for the N/NE Quadrant.

In April 2011, ODOT hosted a charrette that focused on transportation improvements to I-5 and the surrounding local transportation system. Since this charrette was focused on specific ideas for improving freeway operations and safety, it had a more technical tone than the earlier charrette which resulted in ideas for a broad vision. Similar to the earlier charrette, the transportation charrette was implemented in conjunction with the SAC. The I-5/Local Transportation Interface Charrette resulted in over 70 different ideas for freeway and local roadway improvements.

The project team organized the ideas and proposed a process for further developing the ideas into complete concepts that include mainline freeway and local transportation improvements. This process, which was endorsed by the SAC at their May 26, 2011 meeting, included organizing Concepts for Further Study into five categories. The five categories endorsed by the SAC include:

- **2035 No-Build**
- **Mainline Operational Improvements**
- **Rebuild Structures**
  with Mainline Operational Improvements
- **Enhance the Broadway/Weidler Interchange**
  with Mainline Operational Improvements
- **New Concepts for the Broadway/Weidler Interchange**
  with Mainline Operational Improvements

Subsequent to the May SAC meeting, ODOT and City project managers recommended including a sixth category of Concepts for Further Study: Transportation System Management (TSM)/Transportation Demand Management (TDM)/Operations Management. The project team will seek the SAC's endorsement of adding a TSM/TDM/Operations Management category and, with that endorsement, would proceed to define the details of what that concept should include (see Table 1).

It should be noted that all of the concepts will be analyzed using data from the regional travel demand model which includes an assumption that TDM measures will be more widely used and will have a significant impact on reducing single-occupant vehicle (SOV) use throughout the region.

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Concepts for Further Study

Table 1: Concepts for Further Study

1. 2035 No-Build
2. Mainline Operational Improvements
2a. Braided ramps
2b. Collector/distributor (C/D) roads
3. Rebuild Structures with Mainline Operational Improvements
(Auxiliary lane extension; ramps remain as they are today)
4. Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements
4a. Split diamond Interchange
4b. Folded diamond Interchange
4c. Three-Point Interchange (couplet)
(Auxiliary lane extension with all interchange options)
5. New Concepts for the Broadway/Weidler Interchange with Mainline Operational Improvements
5a. Standard-Diamond Interchange (de-couple Broadway/Weidler)
5b. Single-Point Urban Interchange (SPUI; de-couple)
5c. Diverging Diamond Interchange (DDI)
5d. Roundabout-Controlled Diamond Interchange
5e. Three-Point Interchange (de-couple)
(Auxiliary lane extension with all interchange options)
6. TSM/TDM/Operations Management

TSM/TDM/OM Concept to be Developed Further

A TSM/TDM concept is often used during project development to provide a comparison of the No-Build and Build (capital improvement) alternatives with the most that can be done with low-cost operational and policy elements.

TSM and Operations Management refers to using operations management tools such as variable-message signs, ramp meters, cameras, etc., to improve traffic operations on roadways. These elements are also often considered to be part of Intelligent Transportation Systems (ITS) treatments. ODOT currently utilizes a number of TSM/ITS techniques to manage traffic operations on the Portland area freeway system including I-5 through the N/NE Quadrant. Ramp meters are currently used at all service interchange (arterial connection) entrance ramps in the study area and are not included on system interchanges (freeway to freeway connections). Ramp meters are programmed to respond to traffic conditions. Using cameras and loop detectors, ODOT's traffic control center monitors freeway operations and adjusts ramp meters and variable-message signs as needed.

TDM or Transportation Demand Management refers strategies and policies that can reduce the demand for a transportation facility using tools such as tolling, transit pass subsidies, carpool programs, parking costs, high-occupancy vehicle (HOV) lanes, etc. The goal of implementing TDM measures is typically to reduce the number of trips that occur in SOVs. There are state, regional and local TDM programs that are typically well coordinated to support policies that can reduce congestion in heavily travelled corridors. TDM measures are currently implemented in the Portland region that have been very successful in supporting reduced use of SOV trips.

The TSM/TDM/OM Concept to be analyzed for the N/NE Quadrant will include existing state, regional and local strategies. In addition, the project team will assess whether there are corridor-specific tools and strategies that should be included in the concept. The TSM/TD/OM Concept will be analyzed and compared with the other concepts.

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13 Concepts for Further Study

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Concept 1: 2035 No-Build



Concept Description

The 2035 No-Build Concept is the baseline for comparing with the other concepts for improving safety and operations on I-5. The 2035 No-Build Concept maintains the existing number of freeway lanes and the existing weaving sections and existing interchange configuration remain. The 2035 No-Build Concept does not address any safety and operational issues.

Major Elements to be Analyzed and Evaluated

- Projected traffic conditions for 2035
- No capital improvements

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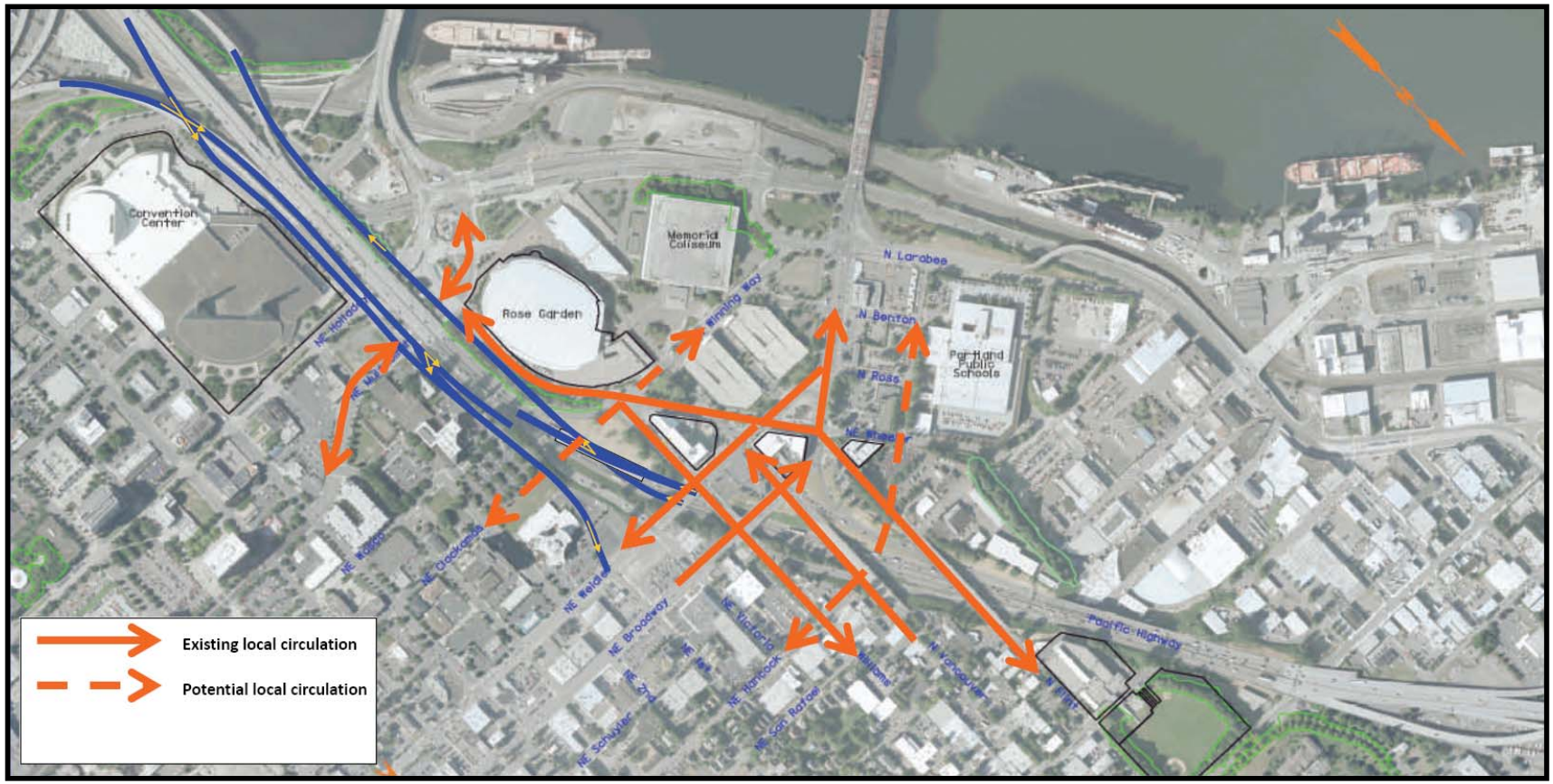
Category 2: Mainline Operational Improvements
Concept 2a. Braided Ramps
Concept 2b. Collector/Distributor (C/D) Roads



Concept Description

The Mainline Operational Improvements Concept is focused on improving the weaving sections on I-5 south of Weidler. The intent of this concept is to address the safety of the short weaving section between the Broadway/Weidler interchange and the I-84 interchange by providing for weaves to occur on either braided ramps or collector/distributor roads.

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Category 2: Mainline Operational Improvements (continued)
Concept 2a. Braided Ramps
Concept 2b. Collector/Distributor (C/D) Roads

Major Freeway Elements to be Analyzed and Evaluated

- Evaluate freeway operational elements:
  - Braided ramps on I-5 south of the Broadway/Weidler interchange for northbound and southbound traffic; or
  - Collector/distributor roads south of the Broadway/Weidler interchange for northbound and southbound traffic
- Evaluate relocating the north bound exit ramp at Weidler
- Evaluate relocating the southbound entrance ramp to Weidler

Assumptions:

- The existing five structures (Broadway, Weidler, Williams, Vancouver and Flint) and ramps would not be improved.
- The southbound and northbound weaves on I-5 north of the Flint overpass would not be improved.

Major Local Street Elements to be Analyzed and Evaluated

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.

Braided Ramp:

A freeway ramp, typically connecting two freeways or a freeway and two interchanges, that provides physical separation for vehicles destined to or originating from different ramp terminals.

Collector/Distributor Road:

This road type, often abbreviated as C/D road, is a one-way road next to a freeway that is used for some or all of the ramps that would otherwise merge into or split from the main lanes of the freeway.

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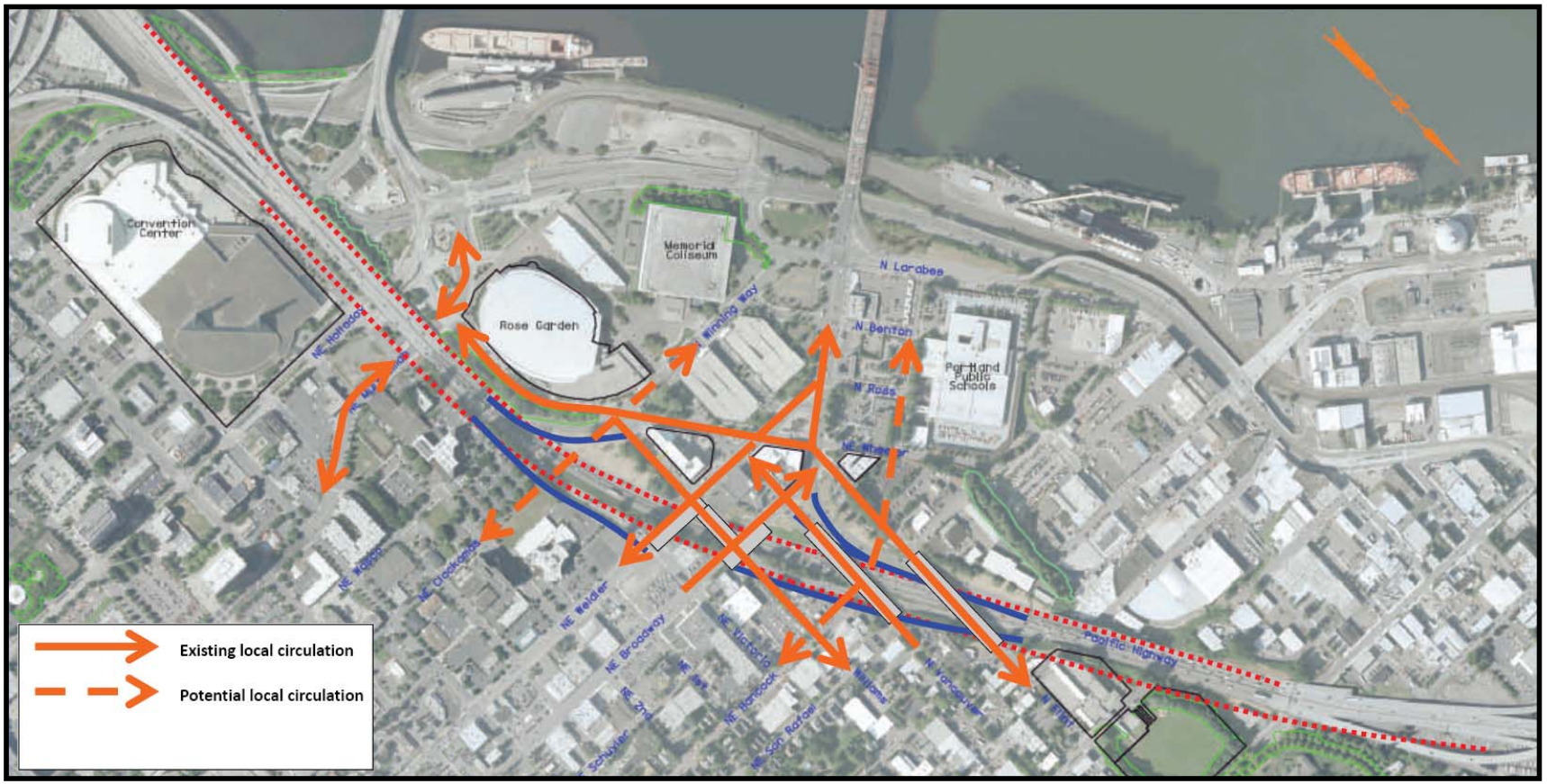
Concept 3: Rebuild the Structures with Mainline Operational Improvements



Concept Description

This concept would rebuild the five freeway overcrossing structures in the same location to accommodate an auxiliary lane extension. The intent of the auxiliary lanes under the structures is to improve the safety and operations of I-5.

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Concept 3: Rebuild the Structures with Mainline Operational Improvements (continued)

Major Freeway Elements to be Analyzed and Evaluated

- Construct a northbound and southbound auxiliary lane extension on I-5 under the structures. All structures across the freeway will be rebuilt to accommodate the auxiliary lane.
- Rebuild the five existing structures (Broadway, Weidler, Williams, Vancouver and Flint) in the same location.

Assumptions

- The existing ramps locations for Broadway and Weidler interchange would not be improved.
- There would be no loop ramps.

Major Local Street Elements to be Analyzed and Evaluated

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Improve Broadway, Weidler, Williams, Vancouver and Flint overcrossings to accommodate bike/ped/transit.

Auxiliary Lane:

A lane provided, in addition to the normal through travel lanes, to facilitate weaving, acceleration and/or deceleration, or slow moving vehicle operation.

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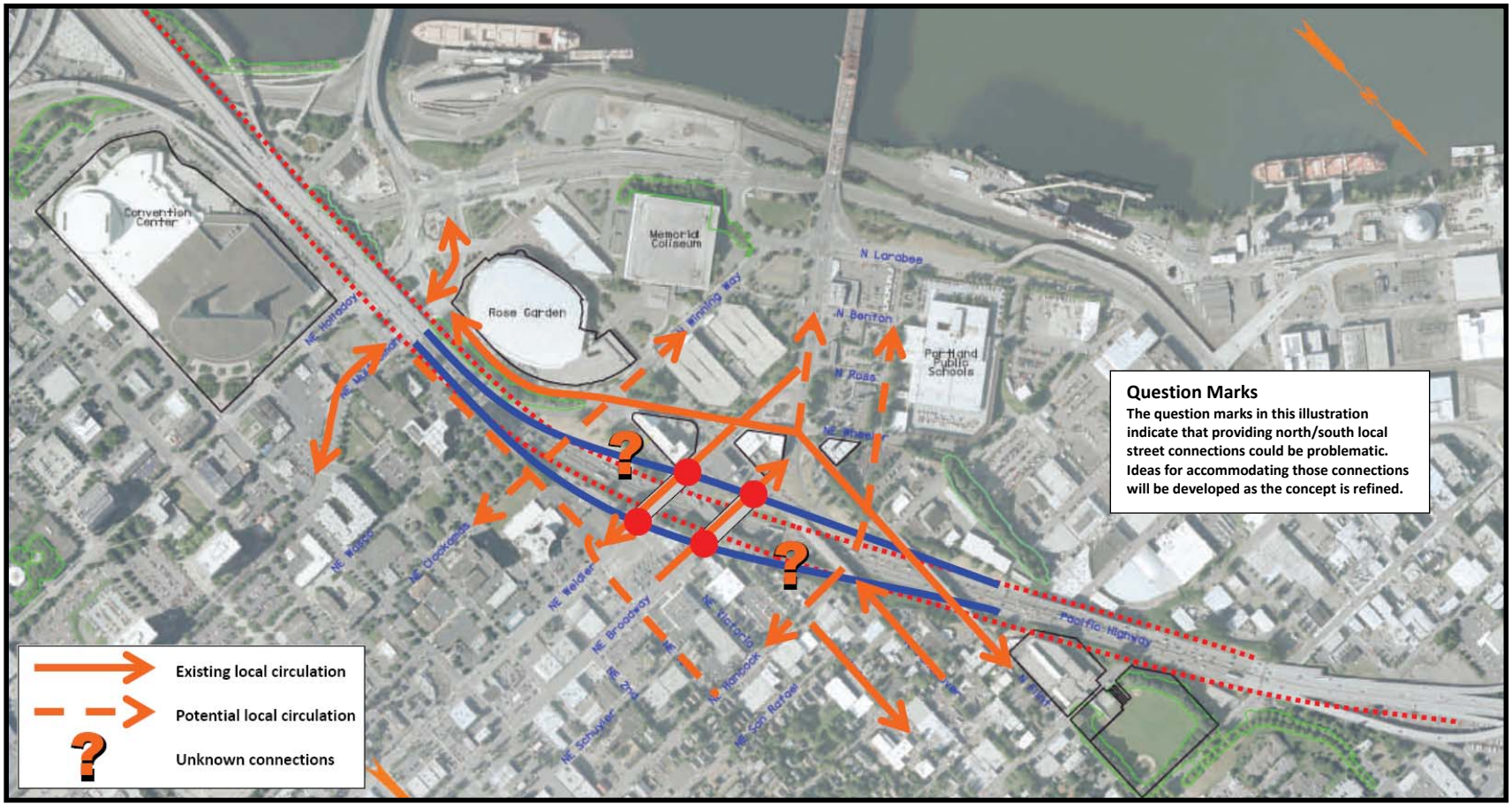
Category 4: Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements

Concept 4a. Split Diamond



Concept Description

The Split-Diamond Concept is similar to the existing conditions with four ramps accessing Broadway and Weidler with interconnecting roadways between the two arterial streets. This concept would re-locate the southbound entrance ramp to I-5 to Weidler. The intent is to improve the weaving distance for safety and improve the operations with the auxiliary lanes on I-5.

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Category 4: Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements
4a. Split Diamond (continued)

Major Freeway Elements to be Analyzed and Evaluated

- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the overcrossing structures. All structures across the freeway will be rebuilt to accommodate the auxiliary lane.
- Evaluate ramp terminal re-configurations for the Broadway/Weidler interchange.

Assumptions:

- The Broadway/Weidler couplet would remain.

Major Local Street Elements to be Analyzed and Evaluated

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate streetcar and bus route alignment impacts.
- Evaluate potential removal or relocation of three of the existing structures (Flint, Vancouver and Williams) to accommodate the north/south and east/west ped/bike/transit movements.
- Improve Broadway and Weidler structures to accommodate bike/ped/transit.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with Broadway/Weidler.

Auxiliary Lane:

A lane provided, in addition to the normal through travel lanes, to facilitate weaving, acceleration and/or deceleration, or slow moving vehicle operation.

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Category 4: Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements

Concept 4b. Folded Diamond



Concept Description

The Folded-Diamond Concept would have loop ramps in the southeast and northwest quadrants of the interchange. The loop ramp in the SE quadrant would serve traffic movements from Broadway/Weidler to northbound I-5. The loop ramp in the NW quadrant would serve traffic movements from Broadway/Weidler to southbound I-5. The intent is to improve the northbound and southbound weaving sections for safety and to improve I-5 operations with the auxiliary lanes.

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Category 4: Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements
Concept 4b. Folded Diamond (continued)

Major Freeway Elements to be Analyzed and Evaluated

- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the overcrossing structures. All structures across the freeway would be rebuilt to accommodate the auxiliary lane extensions.
- Evaluate loop ramps connecting I-5 to the Broadway/Weidler couplet that would lengthen the I-5 northbound entrance ramp from Broadway and southbound entrance ramp from Weidler and therefore increase the weaving distances.
- Evaluate NE 1st Street circulation between the Broadway/Weidler couplet.

Assumptions:

- The Broadway/Weidler couplet remains

Major Local Street Elements to be Analyzed and Evaluated

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments and identify mitigation measures.
- Evaluate potential removal or relocation of three of the existing structures (Flint, Vancouver and Williams) to accommodate the north/south and east/west ped/bike/transit movements.
- Improve Broadway and Weidler structures to accommodate bike/ped/transit.
- Evaluate bike/ pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with the Broadway/Weidler couplet.

Auxiliary Lane:

A lane provided, in addition to the normal through travel lanes, to facilitate weaving, acceleration and/or deceleration, or slow moving vehicle operation.

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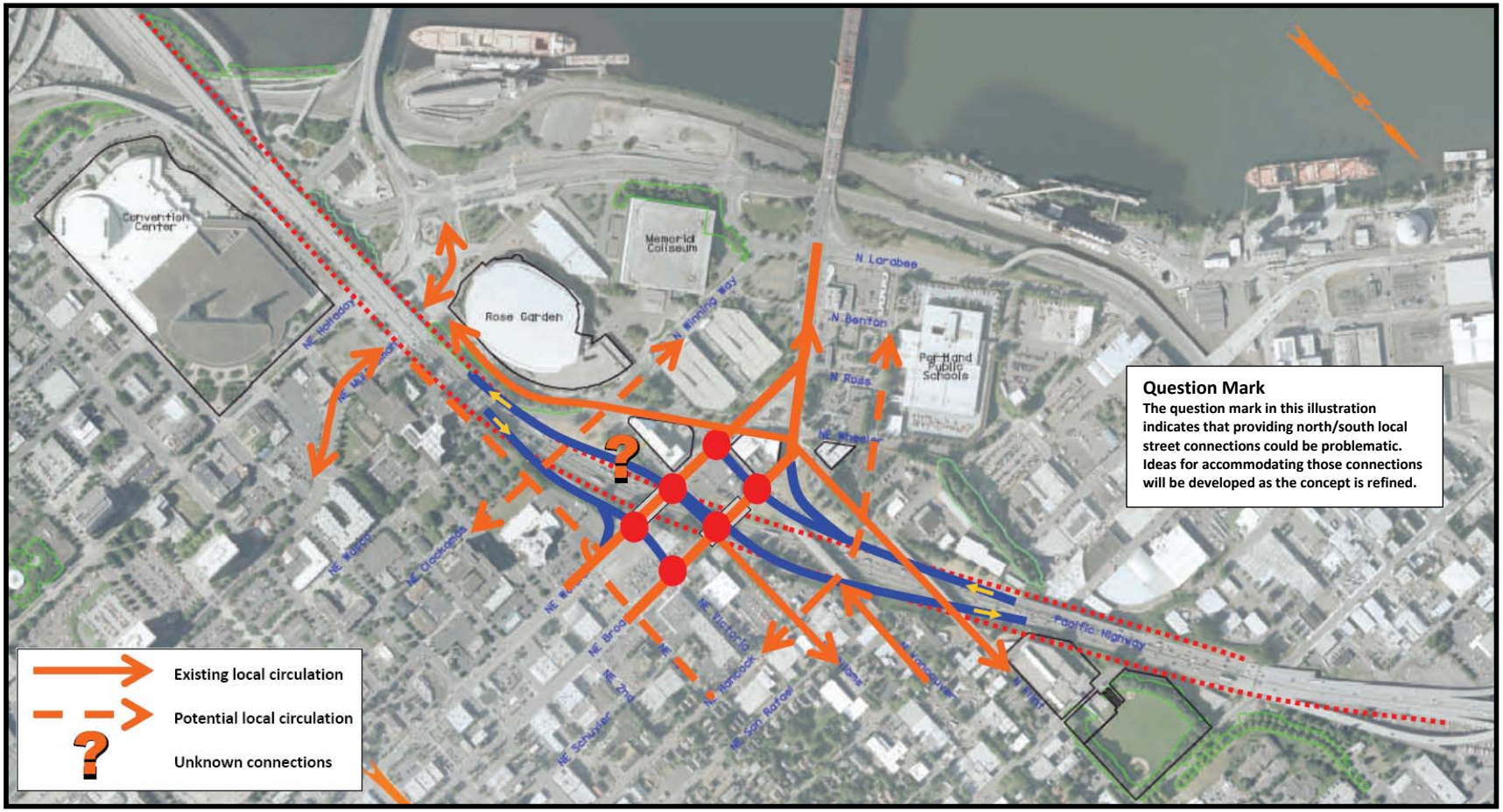
Category 4: Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements

Concept 4c. Three-Point Interchange (couplet)



Concept Description

The Three-Point Interchange (Couplet) Concept would simplify the ramp terminal intersections to create a conventional interchange. The intent of this concept is to improve the traffic operations and traffic flow on Broadway/Weidler. This concept would also improve some weaving distances for safety and would improve freeway operations with extended auxiliary lanes on I-5.

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Category 4: Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements
Concept 4c. Three-Point Interchange (couplet; continued)

Major Freeway Elements to be Analyzed and Evaluated

- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the structures. All structures across the freeway would be rebuilt to accommodate the auxiliary lane extensions.
- Evaluate relocating the I-5 southbound entrance ramp to Weidler; this has the potential to lengthen the weave distance.
- Evaluate the ramp terminal intersection operations.

Assumptions:

- Broadway/Weidler couplet remains

Major Local Street Elements to be Analyzed and Evaluated

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments and identify mitigation measures.
- Evaluate potential removal or relocation of three of the existing structures (Flint, Vancouver and Williams) to accommodate the north/south and east/west ped/bike/transit movements.
- Improve Broadway and Weidler structures to accommodate bike/ped/transit.
- Evaluate bike/ pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with the Broadway/Weidler couplet.

Auxiliary Lane:

A lane provided, in addition to the normal through travel lanes, to facilitate weaving, acceleration and/or deceleration, or slow moving vehicle operation.

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Category 5: Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements

Concept 5a. Standard Diamond (de-couple B/W)



Concept Description

The Standard Diamond Concept would de-couple Broadway/Weidler at the freeway to create a conventional interchange form. The concept intent is to improve the weaving length between the Broadway/Weidler and I-84 interchanges. The section of I-5 southbound between Weidler and I-84 is the worst weaving section for crashes. The intent of the northbound and southbound auxiliary lane extensions on I-5 under the structures is to improve the safety and operations on I-5.

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Category 5: Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements
Concept 5a. Standard Diamond (de-couple B/W; continued)

Major Freeway Elements to be Analyzed and Evaluated

- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the structures. All structures across the freeway would be rebuilt to accommodate the auxiliary lane extensions.
- Evaluate standard diamond configuration with Broadway/Weidler de-coupled to Broadway at the interchange.
- Evaluate relocating the southbound entrance ramp to I-5/I-84; this has the potential to lengthen the weave distance.
- Evaluate relocating the northbound exit ramp from I-5; this has the potential to lengthen the weave distance.

Assumptions:

- Potential alternative configurations and relocations will be needed to mitigate the impacts to access and circulation for all modes.

Major Local Street Elements to be Analyzed and Evaluated

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments and identify mitigation measures.
- Evaluate potential removal or relocation of three of the existing structures (Flint, Vancouver and Williams) to accommodate the north/south and east/west ped/bike/transit movements.
- Evaluate bike/ pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with the Broadway/Weidler couplet.

Auxiliary Lane:

A lane provided, in addition to the normal through travel lanes, to facilitate weaving, acceleration and/or deceleration, or slow moving vehicle operation.

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Category 5: Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements

Concept 5b. Single-Point Urban Interchange (SPUI; de-couple B/W)



Concept Description

A single-point urban interchange (SPUI) is similar in form to a diamond interchange, but it has the advantage of allowing opposing left turns to proceed simultaneously by compressing the two intersections of a diamond into one signalized intersection. Traffic passing through the interchange can be controlled by a single signal; vehicles can clear the intersection more quickly than in a diamond interchange. The intent of the SPUI Concept is to improve the operations and safety at the interchange and improve I-5 operations and safety with the auxiliary lane extensions.

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Category 5: Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements
Concept 5b. Single Point Urban Interchange (SPUI; de-couple B/W; continued)

Major Freeway Elements to be Analyzed and Evaluated

- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the structures. All structures across the freeway would be rebuilt to accommodate the auxiliary lane extensions.
- Evaluate a major reconfiguration of the Broadway-Weidler interchange based on the SPUI design concept described above with Broadway/Weidler de-coupled to Weidler at the interchange.

Assumptions:

- Potential alternative configurations and relocations will be needed to mitigate the impacts to access and circulation for all modes.

Major Local Street Elements to be Analyzed and Evaluated

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments and identify mitigation measures.
- Evaluate potential removal or relocation of three of the existing structures (Flint, Vancouver and Williams) to accommodate the north/south and east/west ped/bike/transit movements.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with the Broadway/Weidler couplet.

Auxiliary Lane:

A lane provided, in addition to the normal through travel lanes, to facilitate weaving, acceleration and/or deceleration, or slow moving vehicle operation.

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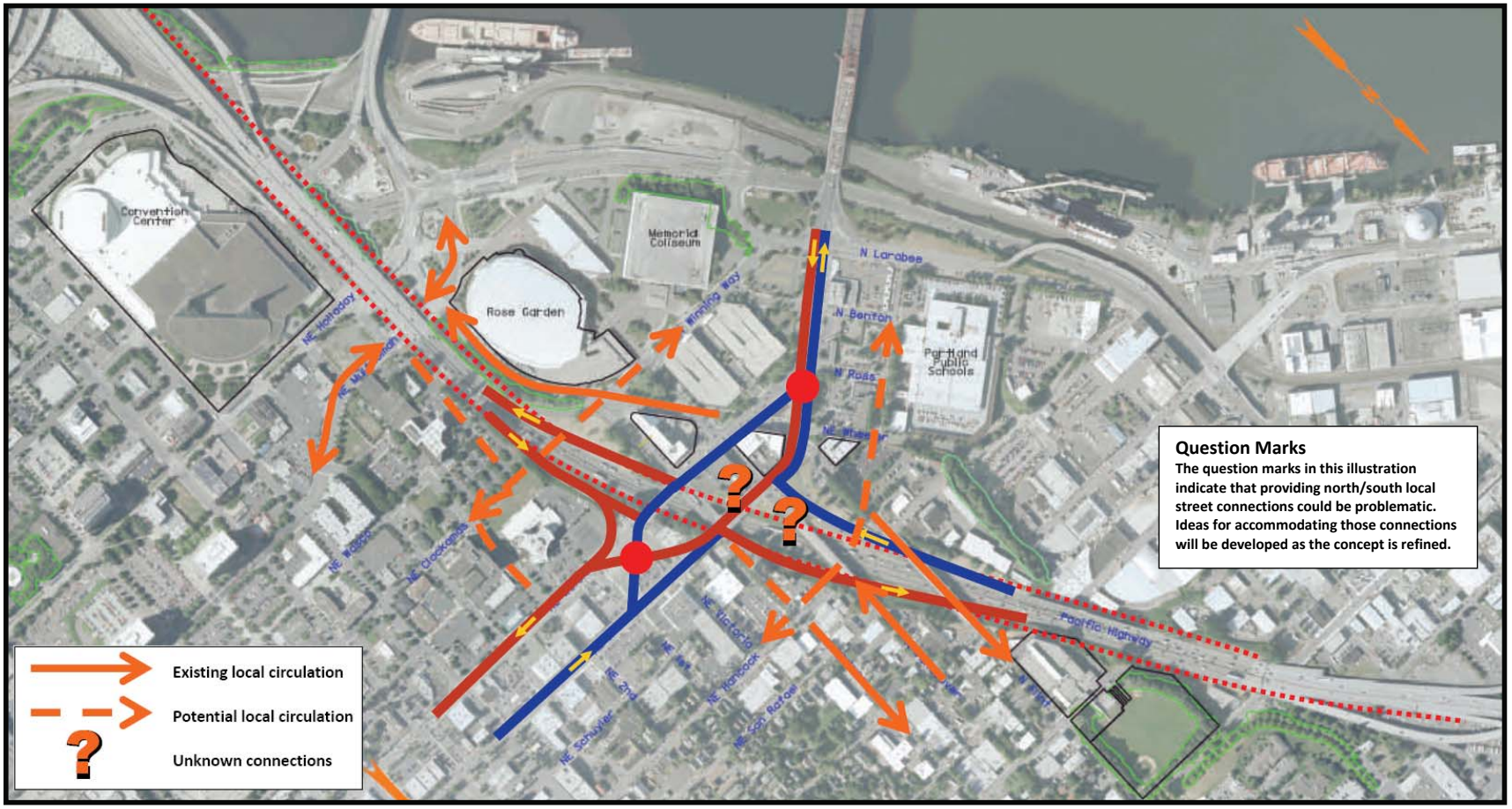
Category 5: Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements

Concept 5c. Diverging Diamond Interchange (DDI)



Concept Description

A diverging diamond interchange is a form of diamond interchange in which the two directions of traffic on the local road cross to the opposite side at the freeway. The direction of travel will change for Broadway and Weidler through the interchange. The diverging diamond interchange allows for two-phase operation at all signalized intersections within the interchange area. The intent of the Diverging Diamond Interchange Concept is to improve the safety at the interchange since no left turns must clear opposing traffic and most movements are controlled by traffic signals. The intent of the northbound and southbound auxiliary lane extensions on I-5 is to improve the safety and operations on the freeway.

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Category 5: Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements
Concept 5c. Diverging Diamond Interchange (continued)

Major Freeway Elements to be Analyzed and Evaluated

- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the structures. All structures across the freeway would be rebuilt to accommodate the auxiliary lane extensions.
- Evaluate a major reconfiguration of the Broadway-Weidler interchange based on the Diverging Diamond Interchange Concept described above.
- Evaluate signalized intersections of the diverging movements
- Evaluate ramp entrances and exits for gap acceptance

Assumptions:

- The five existing structures (Broadway, Weidler, Williams, Vancouver and Flint) would be removed.
- Potential alternative configurations and relocations will be needed to mitigate the impacts to access and circulation for all modes.

Major Local Street Elements to be Analyzed and Evaluated

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments and identify mitigation measures.
- Evaluate potential removal or relocation of three of the existing structures (Flint, Vancouver and Williams) to accommodate the north/south and east/west ped/bike/transit movements.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with the Broadway/Weidler couplet.

Auxiliary Lane:

A lane provided, in addition to the normal through travel lanes, to facilitate weaving, acceleration and/or deceleration, or slow moving vehicle operation.

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Category 5: Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements

Concept 5d. Roundabout-Controlled Diamond Interchange



Concept Description

The Roundabout-Controlled Diamond Interchange Concept features a one-way circulatory roadway with yield-on-entry into the roundabout. This concept retains the Broadway/Weidler couplet and redirects the circulation of N Williams, Vancouver and Flint. The intent of the northbound and southbound auxiliary lane extensions on I-5 is to improve the safety and operations on the freeway.

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Category 5: Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements
Concept 5d. Roundabout-Controlled Diamond Interchange (continued)

Major Freeway Elements to be Analyzed and Evaluated

- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the structures. All structures across the freeway would be rebuilt to accommodate the auxiliary lane extensions.
- Evaluate a major reconfiguration of the Broadway-Weidler interchange based on the Roundabout-Controlled Diamond Interchange Concept described above.

Assumptions:

- The five existing structures (Broadway, Weidler, Williams, Vancouver and Flint) would be removed.
- Potential alternative configurations and relocations will be needed to mitigate the impacts to access and circulation for all modes.

Major Local Street Elements to be Analyzed and Evaluated

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments and identify mitigation measures.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with the Broadway/Weidler couplet.

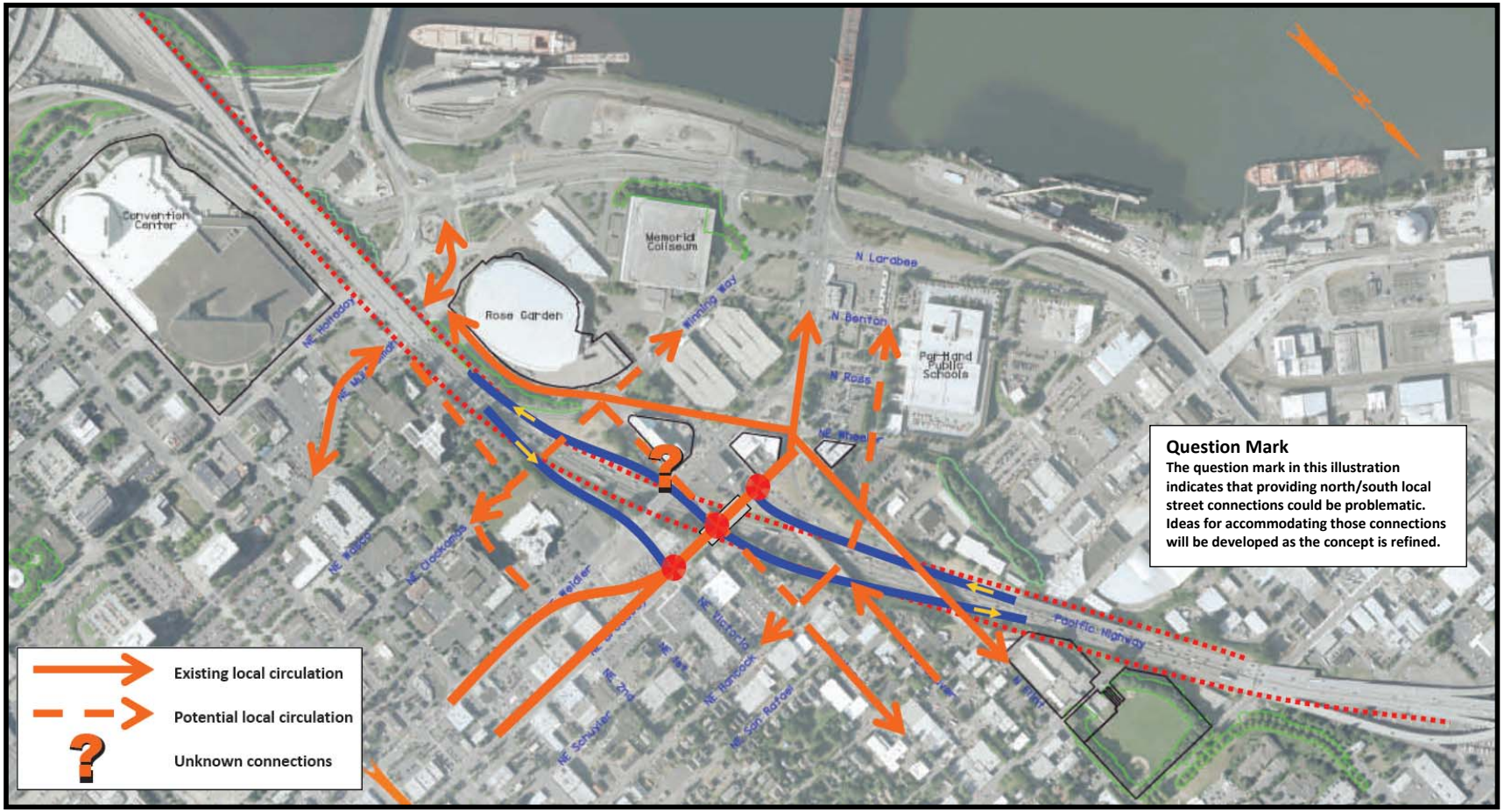
Auxiliary Lane:

A lane provided, in addition to the normal through travel lanes, to facilitate weaving, acceleration and/or deceleration, or slow moving vehicle operation.

DRAFT

Category 5: Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements

Concept 5e. Three-Point Interchange (de-couple B/W)



Concept Description

The Three-Point Interchange (De-Couple) Concept simplifies the ramp terminal intersections to create a conventional interchange. The intent of this concept is to improve the traffic operations and traffic flow on Broadway. The intent of the northbound and southbound auxiliary lane extensions on I-5 is to improve the safety and operations on the freeway.

DRAFT

Category 5: Enhance the Broadway/Weidler Interchange with Mainline Operational Improvements
Concept 5e. Three-Point Interchange (de-couple B/W; continued)

Major Freeway Elements to be Analyzed and Evaluated

- Evaluate constructing northbound and southbound auxiliary lane extensions on I-5 under the structures. All structures across the freeway would be rebuilt to accommodate the auxiliary lane extensions.
- Evaluate a major reconfiguration of the Broadway-Weidler interchange based on the Three-Point Interchange (De-Couple) Concept described above that would include:
  - New ramp terminal intersections
  - De-coupling Broadway/Weidler to Broadway

Assumptions:

- The five existing structures (Broadway, Weidler, Williams, Vancouver and Flint) would be removed.
- Potential alternative configurations and relocations will be needed to mitigate the impacts to access and circulation for all modes.

Major Local Street Elements to be Analyzed and Evaluated

- Evaluate potential new overcrossing(s) at Clackamas and/or Hancock that could be built to improve local connectivity for non-motorized modes (bikes and pedestrians) or for all modes.
- Evaluate the impacts to streetcar and bus route alignments and identify mitigation measures.
- Evaluate potential removal or relocation of three of the existing structures (Flint, Vancouver and Williams) to accommodate the north/south and east/west ped/bike/transit movements.
- Evaluate bike/pedestrian circulation improvements on the east side of I-5 to connect the Rose Quarter Transit Center with the Broadway/Weidler couplet.

Auxiliary Lane:

A lane provided, in addition to the normal through travel lanes, to facilitate weaving, acceleration and/or deceleration, or slow moving vehicle operation.

DRAFT

Concept 6: TSM/TDM/Operations Management

Concept Description

The project team will seek the SAC's endorsement of adding a TSM/TDM/Operations Management concept and, with that endorsement, would proceed to define the details of what that concept would include.

DRAFT

N/NE Quadrant and I-5 Broadway/Weidler Plans
DRAFT Refinement and Screening Process

A. Land Use/Urban Design/Local Transportation Screening (revised based on 5/26 SAC input)

The following describes the approach to convert the wide range of ideas from SAC, Subcommittee, Charrettes, and public inputs into a smaller number of alternative concepts for further study. The screening factors were based on the following:

- Step One Land Use/Urban Design/Local Transportation screening factors are based on adopted SAC Project Goals and are indicated by number and **bold** type.
- Issues, Opportunities, and Constraints complied by Project Staff, which are the lower case letters, provide additional screening factors.
- Factors common to the Land Use/Urban Design/Local Transportation screening and the I-5 screening are underlined.

Step One: Land Use/Urban Design/Local Transportation Screening

3 Quadrant-wide concepts; subarea choices and issues

Screening Steps/Goals:

A. Staff reviews results of Land Use, Urban Design, and Local Transportation Charrette, public comments, SAC and Subcommittee inputs.
B. Staff organizes ideas into alternative, quadrant-wide concepts and subarea choices and issues.
C. SAC reviews and approves Step One screening factors.

Land Use/Urban Design/Local Transportation Refinement Factors (Adapted from Project Scope and Goals)

1. **A diverse mix of commercial, cultural, entertainment, industrial, recreational, and residential uses, including affordable housing:**
   a. Foster distinct and complementary subarea identities within the quadrant.
   b. Encourage uses that complement regional facilities including the Rose Garden, Memorial Coliseum, Convention Center and Lloyd Center, while seeking to balance the episodic nature of these attractions with additional activities.
   c. Foster increased residential density and improve jobs to housing ratio in the quadrant by 2035.
   d. Preserve existing housing in the quadrant.
   e. Provide open space, parks and recreation opportunities.

2. **Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages:**
   a. Create opportunities for new employment and a variety of employment types and levels.
   b. Foster increase in future high density commercial development while supporting and encouraging industrial activities in current industrial areas.
   c. Retain and support existing and local businesses in the quadrant.

3. **Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment:**
   a. Create opportunities for new parks and open spaces.
   b. Maintain and create new access points to the river.
   c. Enhance and create new fish and wildlife habitat, tree canopy, and green infrastructure.
   d. Support sustainable development goals and practices, including creation of the Lloyd Eco-District.

4. **Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods:**
   a. Create sensitive transitions between the more highly urban Central City and adjacent residential neighborhoods.
   b. Foster concepts that support high-density development in the Lloyd District and minimize their impacts on adjacent neighborhoods-Eliot, Irvington, and Sullivan's Gulch.

5. **A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system;**
   a. Accommodate present and future access needs of the quadrant.
   b. Improve multi-modal transportation accessibility and connectivity within and through the quadrant.
   c. Increase safety for all modes.
   d. Improve circulation for all modes in the Rose Quarter Transit Center.
   e. Improve freight access from freeway to industrial areas and major destinations.

6. **Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses.**
   a. Improve the local circulation system for safe access for all transportation modes within the quadrant and freeway interchange.
   b. Provide affordable range of multimodal transportation solutions.
   c. Connect regional trail system.

7. **Equitable access to community amenities and economic opportunities:**
   a. Avoid/minimize/mitigate involuntary displacement of quadrant residents and jobs.
   b. Provide for a broad array of employment types and encourage living-wage jobs.
   c. Provide for diversity of housing types that meets the needs of all income-levels and a variety of household types and lifestyles.
   d. Provide for amenities and services, such as parks, schools and connections, at a level appropriate to support the type and intensity of development proposed.
   e. Increase the capacity of existing residents and business owners to share in the benefits from growth in the quadrant.

8. **Protection and enhancement of the cultural heritage of the area and its sub-districts:**
   a. Preserve, enhance and celebrate historic and cultural resources.
   b. Avoid/minimize/mitigate demolition of historic and cultural resources.

Step Two: Land Use/Urban Design/Local Transportation Screening

- **Continue refinement of quadrant-wide concepts and subarea choices and issues using the refinement factors listed above and input from the 5/26/11 SAC meeting, open house and other outreach.**
- **SAC review and approval of refined alternative quadrant-wide concepts and subarea choices and issues for additional analyses through summer.**

Step Three: Evaluation of the Combined Packages of Land Use/Urban Design/Local Transportation and I-5 Freeway Alternatives.

- **SAC and public review of evaluation criteria.**
- **Full integration of Land Use/Urban Design/Local Transportation and I-5 Broadway/Weidler Concepts.**
- **Evaluation of integrated alternatives.**
- **Selection of preferred alternative.**

B. I-5 Broadway/Weidler Interchange Area Screening (revised)

The following describes the approach to convert the wide range of ideas from SAC, Subcommittee, Charrettes, and public inputs into a smaller number of alternative concepts for further study. The screening factors were based on the following:

- Step One I-5 Screening is based on staff evaluation.
- Step Two I-5 Screening is based on adopted SAC Project Goals and indicated by number and **bold** type.
- Issues, Opportunities, and Constraints complied by Project Staff, which are the lower case letters, provide additional screening factors.
- Factors common to the Land Use/Urban Design/Local Transportation screening and the I-5 screening are underlined.

Step One: I-5 Broadway/Weidler Interchange Area Grouping and Screening

70 - 80 ideas

Screening Steps/Goals:

A. Review results of Transportation and Freeway Charrette, public comments, SAC and Subcommittee Inputs
B. Organize ideas into alternative concepts
C. SAC review of Step One Grouping and Screening

Grouping and Screening Factors

I. Group ideas into like concepts based on the following:
   A. Improving freeway options
   B. Interchange ideas
   C. Local transportation connections

II. Eliminate ideas based on the following:
   A. Out-of-Scope
   B. Infeasible due to engineering impractically and/or excessive costs

Step Two: I-5 Broadway/Weidler Interchange Area Screening

Identify Range of Concept Alternatives for Detailed Evaluation - HIGH LEVEL QUALITATIVE SCREENING REVIEW

Screening Goals:

A. Narrow Step One alternative concepts to smaller handful for additional analyses
B. SAC and public review of Step Two Screening of recommended alternative concepts
C. SAC Approval of Step Two Screening and alternatives for additional analyses through the summer

Screening Factors

1. A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system;
   a. Improve multi-modal transportation accessibility and connectivity within and through the quadrant.
      i. Increase number and quality of bicycle freeway crossing opportunities
      ii. Increase number and quality of pedestrian freeway crossing opportunities
      iii. Improve local circulation and freeway crossing opportunities
   b. Increase safety for all modes.
      i. Provide ramp head intersections with good sightlines and manageable crossing distances
      ii. Provide pedestrian and bicycle infrastructure and minimize pedestrian and bicycle conflicts with motor vehicles
   c. Improve freight access from freeway to industrial areas and major destinations.
      i. Freeway on/off ramps designed to facilitate freight travel

2. Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses.
   a. Improve freeway operations for freight and auto.
      i. Improve weaving lengths on I-5 at Broadway/Weidler
   b. Improve freeway safety.
      i. Geometry consistent with general engineering practices and standards
      ii. Maintain or improves risk of queues backing up onto freeway mainline
      iii. Lower likelihood of collisions on I-5 between Broadway and I-84
   c. Improve the local circulation system for safe access for all transportation modes within the quadrant and freeway interchange.
      i. Maintain or improve local traffic operations in “the Box”

3. Equitable access to community amenities and economic opportunities;
   a. Avoid/minimize/mitigate involuntary displacement of quadrant residents and jobs
      i. Avoid major impacts to key employment and residential sites adjacent to I-5

4. Protection and enhancement of the cultural heritage of the area and its sub-districts
   a. Avoid/minimize/mitigate demolition of historic and cultural resources.
      i. Avoid existing landmarks and potentially eligible historic structures
      ii. Avoid culturally significant structures

Step Three: Evaluation of Integrated Land Use/Urban Design/Local Transportation and I-5 Broadway/Weidler Interchange Area Alternatives

- **SAC and public review of evaluation criteria.**
- **Full integration of Land Use/Urban Design/Local Transportation and I-5 Broadway/Weidler Concepts.**
- **Evaluation of integrated alternatives.**
- **Selection of preferred alternative.**

DISCUSSION DRAFT Step 3 Evaluation Matrix

The Step 3 Evaluation Matrix is intended to guide the development of the recommended concepts for the North/Northeast Quadrant Plan and the I-5 Broadway/Weidler Plan. The SAC will be advising the City of Portland and the Oregon Department of Transportation on both of these planning efforts.

The matrix is divided into two columns: the left column will be used to evaluate the quadrant wide concepts and the right column will be used for the I-5 freeway alternative concepts.

The column on the left contains the N/NE Quadrant and I-5 Broadway-Weidler Plans project goals as adopted by the SAC, numbered from 1 to 8. Under each goal are related *draft* objectives derived from a number of sources including: SAC and subcommittee meetings, the Issues, Opportunities and Constraints report, the November open house and other public and agency input. Together, the goals and objectives represent what we hope to achieve with the N/NE Quadrant and I-5 Broadway-Weidler Plans as a whole. They will guide further development and refinement of plan elements and provide a means for evaluating whether the final proposed plan, as a package, is balanced and complete and meets the aspirations and intent of project stakeholders.

The column on the right contains evaluation measures specific to the freeway interchange and related local transportation interface element of the project. Each evaluation measure is tied to one or more goal or objective. They are generally more specific or quantitative than the objectives and are tailored to the infrastructure project characteristics of the freeway planning element. They will be used to evaluate the pros and cons of the SAC recommended concepts that emerge from the screening undertaken under Step 2.

N/NE Quadrant and I-5 Broadway/Weidler Plan Goals and Objectives	Freeway Interchange & Local Transportation Interface Concept Evaluation Measures
1. A diverse mix of commercial, cultural, entertainment, industrial, recreational and residential uses, including affordable housing: a. Provide opportunities for a variety of desired land uses in the quadrant and its subdistricts b. Foster distinct and complementary subarea identities within the quadrant. c. Encourage uses that complement regional facilities including the Rose Garden, Memorial Coliseum, Convention Center and Lloyd Center, while seeking to balance the episodic nature of these attractions with additional activities. d. Foster increased residential density and improve jobs to housing ratio in the quadrant by 2035. e. Create opportunities for affordable housing. f. Preserve existing housing in the quadrant. g. Provide open space, parks and recreation opportunities.	• (1.f. and 2.d.) Minimize the need to purchase property for right-of-way.
2. Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages: a. Create opportunities for new employment and a variety of employment types and levels. b. Maintain or increase development potential, e.g. through zoning and creation of new parcels. c. Foster increase in future high density commercial development while supporting and encouraging industrial activities in current industrial areas. d. Retain and support existing and local businesses in the quadrant.	
3. Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment: a. Create opportunities for new parks and open spaces. b. Maintain and create new access points to the river. c. Enhance and create new fish and wildlife habitat, tree canopy, and green infrastructure. d. Support sustainable development goals and practices, including creation of the Lloyd Eco-District.	• (3.c.) Amount of enhanced street tree canopy • (3.c.) Reduction of storm water run-off and energy use • (3.b.) Location and level of local connectivity improvements • (4.) Health and safety impacts of proposed new infrastructure o Measure air quality (emissions) o Measure greenhouse gas emissions (see transportation safety under 5 and 6)
4. Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods: a. Create sensitive transitions between the more highly urban Central City and adjacent residential neighborhoods. b. Foster concepts that support high-density development in the Lloyd District and minimize their impacts on adjacent neighborhoods-Eliot, Irvington, and Sullivan's Gulch. c. Provide for amenities and services, such as parks, schools and connections, at a level appropriate to support the type and intensity of development proposed.	

DISCUSSION DRAFT Step 3 Evaluation Matrix

N/NE Quadrant and I-5 Broadway/Weidler Plan Goals and Objectives	Freeway Interchange & Local Transportation Interface Concept Evaluation Measures
5. A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system: a. Improve multi-modal transportation accessibility and connectivity within and through the quadrant. b. Encourage the use of transportation modes other than single occupancy vehicles and reduces auto gas emissions. c. Improve circulation for all modes in the Rose Quarter Transit Center. d. Accommodate present and future access needs of the quadrant. e. Improve freight access from freeway to industrial areas and major destinations. f. Increase safety within the quadrant for all modes. g. Provide a street hierarchy system that supports the quadrant's desired urban form, land use and livability goals. h. Provide parking and transportation demand management strategies that better support the needs of the quadrant.	(5.a., 5.f. and 6.f.) Provide pedestrian and bicycle infrastructure and minimize pedestrian and bicycle conflicts with motor vehicles: • Increase quality (comfort/safety) of bicycle freeway crossing opportunities • Increase quality (comfort/safety) of pedestrian freeway crossing opportunities • Provide direct pedestrian and bicycle connections to and from the following key locations: o Broadway Bridge o Steel Bridge o Rose Quarter/Transit Center o Oregon Convention Center o Lloyd Center o Vancouver/Williams Corridor north of Hancock o Broadway/Weidler Corridor east of I-5 • (6.c.) Improve weaving LOS on I-5 at Broadway/Weidler • (6.f.) Lower likelihood of collisions on I-5 between Broadway and I-84 • (6.c.) Mainline through traffic performance • (5.e., 6.c. and 6.f.) Minimize conflicts between freight traffic and other modes • (6.d.) Improve local circulation and freeway crossing opportunities • (5.a. and 6.d.) Maintain or improve local traffic operations in the vicinity of the Broadway/Weidler Interchange • (6.a. and 6.e.) Refer to 9.b. below: • (6.g.) Refer to 1. above and 8 below:
6. Improve the local circulation system for safe access for all transportation modes within the quadrant and at freeway interchanges. a. Provide affordable range of multimodal transportation solutions. b. Connect regional trail system. c. Improve freeway operations for freight and auto. d. Improve local access across freeways and rail crossings via improved, safer crossings and additional separated facilities. e. Provide affordable and cost-effective range of multimodal transportation solutions. f. Seek to reduce accident potential. g. Minimize local land use impacts.	
7. Equitable access to community amenities and economic opportunities: a. Avoid/minimize/mitigate involuntary displacement of quadrant residents and jobs. b. Provide for a broad array of employment types and encourage living-wage jobs. c. Provide for diversity of housing types that meets the needs of all income-levels and a variety of household types and lifestyles. d. Provide for amenities and services, such as parks, schools and connections, at a level appropriate to support the type and intensity of development proposed. e. Increase the capacity of existing residents and business owners to share in the benefits from growth in the quadrant. f. Ensure that the plan compliments economic development and housing strategies to build capacity for existing area residents and businesses. g. Ensure that infrastructure improvement do not have disproportionate public health impacts. h. Ensure that plan proposals address the needs of local residents and businesses while recognizing the importance of the quadrant's region-serving facilities and infrastructure. i. Ensure the plan broadly supports the equity objectives established through the Portland Plan process.	• (7.g.) Health and safety impacts of proposed new infrastructure (see 4.(air quality), 5. and 6. (safety) above).
8. Protection and enhancement of the cultural heritage of the area and its sub-districts: a. Preserve, enhance and celebrate historic and cultural resources. b. Avoid/minimize/mitigate demolition of historic and cultural resources. c. Avoid or minimize adverse impacts on cultural or high priority community sites.	• (8.b., c.) Measure impacts to existing historic and culturally significant structures
9. Additional Criteria: a. Ensure plan proposals are practical, implementable and cost-efficient. b. Ensure capital costs within project limits. c. Ensure plan proposals are consistent with relevant adopted local, regional and state land use and transportation goals and policies. d. Ensure plan concepts and proposals are consistent with relevant goals and objectives of the Portland Plan and Central City 2035 processes.	• (9.b.) Develop Broadway/Weidler Interchange and Local Transportation Interface cost estimates

Beckman, Stephanie

From: Betsy [betsy.w.reese@gmail.com]
Sent: Friday, May 06, 2011 1:33 PM
To: Beckman, Stephanie
Subject: Input from Paramount Apartments on I-5 Broadway/Weidler and N/NE Quadrant Plans
Attachments: Paramount Apartments 253 N. Broadway.jpg

To the City of Portland, ODOT and all others involved in the I-5 Broadway/Weidler and N/NE Quadrant Plans
(via Stephanie Beckman, City Planner Bureau of Planning and Sustainability 503-823-6042, stephanie.beckman@portlandoregon.gov - Thank you, Stephanie! Please remember to cc me in when you forward this so I will know who has received it.)

My husband, Rich, and I have owned and operated Paramount Apartments LLC (253 N. Broadway, tax lot 3400) and Paramount Parking LLC (tax lot 3300) since September 2nd, 1998. After attending the April 13th charrette and reviewing a variety of suggested plans, we'd like to take the opportunity to submit some input.

It was a shock to us to see drawings showing freeway off-ramps running through tax lot 3300 and the Paramount building torn down. It was like seeing your own future death in a crystal ball. I found out at the charrette that the PDC had not previously listed the Paramount as one of the buildings they wanted preserved, and that now that ODOT knows they do in fact want it preserved, they are not considering any plans that include tearing it down. Some of the subsequent plans however showed what may be a fate worse than death for the Paramount: freeway ramps running right alongside the building, right behind the building, or practically encircling the building; Broadway approach and front access to our building eliminated, and high-rise buildings built along the north side of Broadway from Wheeler to Larrabee blocking our city views.

It is hard for us as average people without urban planning or traffic engineering backgrounds who are busy with running a small business to keep up on all the different proposals under consideration in the area of the Paramount: Rose Quarter Redevelopment, Lower Albina/Blanchard Site Redevelopment, I-5 Broadway/Weidler, Eastside Streetcar Loop, Bikeways improvements, etc. We would like to request that you help us out by forwarding e-mails, announcements, articles, reports, etc., to us so we can try to stay informed and not miss anything being considered and have the opportunity for input.

All of these plans will affect us in the following areas:

1. The value of the Paramount properties, which are our primary investment and means of livelihood,
2. The quality of life of our tenants, for whom we advocate, in terms of safety and the peaceful, pleasant enjoyment of their home and neighborhood, and
3. Two of our personal ideals:
   a. Preservation of a classic old building which we have extensively renovated and filled with excellent tenants over the last 12+ years, and
   b. Bicycle safety re-engineering needed at our intersection - which every year ranks as one of the top three in the city for incidence of bicycle-motor vehicle collisions

While we don't feel especially qualified to present a viable alternative plan, we would like the

chance to give the following feedback on some of what we've seen on the drawing board thus far:

1. Please do not come any closer to the Paramount with freeway lanes, freeway off-ramps, or more busy streets.

2. Please do not eliminate the approach to the Paramount front entry via Broadway, nor access to our building via our front entrance. Our street address in on Broadway. We are the "The Paramount on Broadway". We do not want to have to direct prospective tenants, or ask our tenants to direct their guests, to come to our building via a back street and the back entrance. What business wants to eliminate the front curb from their "curb appeal" and ask customers and guests to access them from the rear like a delivery truck?

3. Please take into consideration the the site lines of the Paramount Apartment tenants to avoid blocking our city views, one of our top features and a significant part of the appeal of our charming vintage apartments.

4. Please ensure that plans further the progress toward the stated city goal of making this area more pedestrian-oriented. We already have made a huge investment in this direction by routing the streetcar down N. Broadway. We would like to see development plans in this area, including those concerning I-5 N/NE Quadrant traffic, the Rose Quarter, and Lower Albina (Blanchard site included) to address the issue of making our neighborhood both safe and pleasant for pedestrians and bicyclists. This must include a safer way for north- and south-travelling bikes to get past Broadway.

5. Please make sure that in planning and carrying out whatever projects get approved that the 80+ people who make their home at 253 N. Broadway don't get overlooked in an otherwise non-residential area. This request is particularly in regards to noise disturbance, but also includes interruption to or contamination of basic services (water, gas, etc.), street parking and closures, etc.

Thanks for giving us the opportunity to have input. We'd love to read a reply from each of you.

Betsy (& Rich) Reese
503-347-3634

5/6/2011

Peter Finley Fry AICP Ph.D. *(503) 274-2744*

April 4, 2011

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2011 APR -5 A 11: 34

Memorandum

TO: **Portland Bureau of Planning and Sustainability**
FROM: **Peter Finley Fry**
RE: **N/NE Quadrant and I-5 Broadway/Weidler Plans**
Preliminary Issues, Opportunities, and Constraints, draft
CC: **Joseph Weston**
William Ruff, LRS Architects

The following comments are offered.

The draft is based on interviews and testimony that are valuable, yet they are subjective and selective in that many will not participate if they are not aware or do not perceive vested interest. The draft needs to include research and objective observation.

Issues

1) **Height issues** are critically important. The City met with property owners several years ago and pledged to address the height issues after the Pearl Study had been completed. The property owners advocated for unlimited heights if the floor plates above the third floor where limited to 7,500 square feet or less. This methodology preserves (for the life of the development) over 90% of the airspace to be public. The allowance supports the streetcar with residential point towers and creates incredible views and an iconic skyscape for the traveling public on I-5.

2) **Convention Center/Rose Garden.** This area's function continues to be misunderstood. This area is like the rumpus room of a home that is not used for long periods of time until there is a family celebration when it is the most active area of the house. Residential uses are not compatible with major event entertainment. Retail uses such as restaurants need to be geared to cater events and close for the rest of the time. The area needs to be planned for intense use for short periods of time and passive amenities for long periods for quiet strolls through a park with art and landscaping.

3) **Third Rail.** The elimination of the eastbank freeway (I-5) and relocation of the Union Pacific rail line is suicidal. These are arterials as important as the arterials to a human heart and cannot be treated capriciously.

4) **Pedestrian and Bicycle Access.** The Sullivan's Gulch provides a unique and important opportunity to connect the center of the city to Gateway.

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5) **Waterfront.** The waterfront downstream from the Broadway Bridge is the working harbor and upstream is a public amenity.

6) **Lower Albina.** The area performs two essential functions. Lower Albina is a regionally significant transportation terminal for the transfer of freight to and from rail and trucks through the Albina Rail Yards. Cement, gravel, wheat are transferred through silos to and from ships and rail/trucks. The area provides a unique location for innovative businesses and specialty manufacturing. The unique area east of interstate around Tillamook and Thompson Streets (Little Gotham) with their curved alignments and rail line alleys provide a unique opportunity for furniture, glass, and pottery craft people who could produce their art and sell retail out of storefronts to the public. Historic Russell Street provides restaurants and shops to support the needs of the area.

Residential uses are blindly advocated as a holy grail of planning. Yet, in fact, residential uses can be an invasive species no different than ivy or blackberries that will strangle the ability for industry to function. Industry and residential neighborhoods have their space; they are the two halves of human activity. They are not compatible in the same place.

the
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project

May 19, 2011

Karl Lisle, Bureau of Planning and Sustainability
Mauricio Leclerc, Portland Bureau of Transportation
Todd Juhasz, Oregon Department of Transportation

RE: Stakeholder input related to I-5 Broadway / Weidler and N / NE Quadrant

Dear Karl, Mauricio, Todd, and others involved in planning,

As stakeholders in the neighborhood, myself and the tenant community at Leftbank Project understand that balanced transportation planning for the area is imperative. This neighborhood not only serves every Portland visitor attending events at Rose Quarter, Memorial Coliseum, and Oregon Convention Center, but it is also a critical hub. These blocks constitute the primary connection between downtown and the N/NE side. The area is also home to an existing, growing residential and business population. For motorists, cyclists, pedestrians, transit, residents and businesses we have to get this right.

Not long ago, the area we're considering was exclusively a path into and out of downtown to most who passed through. Recent developments including the eastside of the Portland Streetcar Loop, Madrona Studios and my own project - Leftbank and Leftbank Annex have already had an indirect calming influence on traffic. The daytime population has grown substantially bringing more people onto the sidewalks, more bikes into the streets, and greater numbers of people dedicated to improvement. What these developments and others have in common is that they bring a human-scale focus. The millions of dollars already invested here illustrate the challenges that Portlanders have the vision and will to meet, and they offer momentum in the direction of shared goals.

While access for drivers is important, it must be our equal priority to make the area welcoming and safe for multi-modal transportation. Closely watching the neighborhood for five years now, I have an urgent and constant concern: N Williams and N Vancouver between Broadway and Weidler are extraordinarily dangerous. Before construction projects slowed traffic, my staff and I witnessed daily accidents, and accidents are still frequent. Here, cars get on and off the freeway, bicycles travel on marked paths and pedestrians use major crosswalks. In this high traffic, pressured context, drivers are unsure about which lanes turn or continue, there is poor visibility into crosswalks where two lanes of traffic both turn, and cyclists have a bike lane that morphs into a lane shared with buses, along with very dangerous lane-changes to make for turns. These issues present risks every day for people who live and work here, but may affect event-goers even more significantly.

Event-goers are often unfamiliar with the neighborhood and the risks of particular intersections. They are often here after dark. They are distracted by their excitement before and after concerts and games. And whether driving or using

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alternative transportation, they are more likely than daytime users to be under the influence of alcohol. When the Streetcar begins eastside service, more people unfamiliar with the neighborhood will be here on foot. We must make the neighborhood safe for pedestrians. In doing so, we support area businesses and make the neighborhood more livable.

From a slightly broader view geographically, I strongly support increasing pedestrian and bike-friendly connectivity between Rose Quarter and Oregon Convention Center. RQ and OCC are a primary draw to Portland for people regionally and nationally. Measures that improve the experience of getting through the district without a car will enhance the visitor experience and overall district designation.

Thank you for your consideration of input from those of us personally dedicated to the vitality of the neighborhood. Don't hesitate to contact me directly if you'd like clarification.

Sincerely,

Daniel Deutsch

240 n broadway, portland, oregon 503 286 6442 www.leftbankproject.com

CENTRAL CITY 2035

N/NE QUADRANT

N/NE Quadrant and I-5 Broadway/Weidler Plans

JIM H

Jim Howell edits to Final, approved documents Rec'd 9-26 SAC

Project Goals Statement

This planning effort will result in integrated land use, urban design, and transportation strategies, policies and plans for the N/NE Quadrant, (Lower Albina, the Lloyd District, and portions of Eliot, Irvington, and Sullivan's Gulch) and the I-5 Broadway/Weidler interchange that balance, complement, enhance, protect, respect, revitalize, support, and sustain economic, environmental, and social interests. The implementable plans will be consistent with the overall goals and policies of the city, region, and state.

Our recommendations will be guided by our desire for:

- A diverse mix of commercial, cultural, entertainment, industrial, recreational, and residential uses, including affordable housing;
- A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system(s) (AND RAILWAY)
- Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages;
- Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment;
- Equitable access to community amenities and economic opportunities;
- Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods;
- Protection and enhancement of the cultural heritage of the area and its sub-districts; and
- Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses.

N/NE Quadrant Project Scope and Topics of Other Studies

This document lists general topic areas that are within the scope of the N/NE Quadrant and I-5 Broadway/Weidler Plans and those that will be addressed by other projects or studies. More specific topics to be addressed by the N/NE Quadrant Project are identified in the Preliminary Issues, Opportunities, and Constraints report.

Topic		N/NE Quadrant Project Scope	Topics of Other Projects or Studies
Land Use & Urban Design			
LU 1	Land Use & Urban Design	Identify land use and urban design/urban form issues in Lloyd and Lower Albina subdistricts, and the two study areas - Vancouver/Williams and NE Multnomah. Develop quadrant-specific land use and urban design policies and implementation tools consistent with direction from CC2035 and the Portland Plan. The planning effort will respond to opportunities related to light rail ~~and~~ street car (AND PASSENGER RAIL) facilities within the quadrant.	Portland Plan will develop the strategic framework for the City of Portland. CC2035 will develop the overall policy framework for the Central City, addressing economic development, housing, transportation, open space, and arts/civic/cultural policy issues.
LU 2	Growth	Seek to accommodate 2035 growth projections for population and employment in the study area.	Metro Region 2040 established high-growth expectations for the Central City. Conversations on this topic will need to happen at the regional level.
LU 3	Housing	Develop detailed housing goals and policies within the study area.	
LU 4	Zoning	Revisit, and as necessary, recommend changes to comprehensive plan and zoning designations, development standards, and design guidelines.	The broader CC2035 project will evaluate the need for structural code changes regarding how zoning and development review works in the Central City.
LU 5	Rose Quarter	Coordinate with the Rose Quarter Development Project and integrate the resulting development strategy with the rest of the N/NE Quadrant Project to support success in both the Rose Quarter and the surrounding areas.	The Rose Quarter Development Project is currently developing a detailed development strategy for the Rose Quarter.
LU 6	Willamette River	Coordinate with River Plan / Central Reach to identify land use/urban design issues and develop regulatory guidance for the Willamette Riverfront in the N/NE Quadrant within the Central Reach.	River Plan / Central Reach will be developed as part of the CC2035 Plan. The River Plan will contribute policy guidance for the Willamette River. The policies and regulations adopted through the River Plan / North Reach (April, 2010) that apply to the riverfront in Lower Albina will not be revised through the N/NE Quadrant Plan or CC2035.
LU 7	EcoDdistricts	Coordinate with the Portland Oregon Sustainability Institute (POSI) and Lloyd Green on the policy framework for EcoDistricts.	EcoDistricts study is led by POSI, which has identified the Lloyd District as a pilot project. Lloyd Green is the active association in the Lloyd District pursuing EcoDistrict formation.

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N/NE Quadrant Project Scope and Topics of Other Studies

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Topic		N/NE Quadrant Project Scope	Topics of Other Projects or Studies
LOCAL TRANSPORTATION			
LT 1	Purpose	Identify multi-modal transportation issues in the Lloyd and Lower Albina subdistricts, and the two study areas-Vancouver/Williams and NE Multnomah. Consider strategies to reduce single occupancy vehicle trips in the district. (INITIAL)	The Central City Transportation Management Plan (CCTMP) will be updated as part of CC2035. Recommendations from the N/NE Quadrant Plan may lead to amendments to the City's Transportation System Plan (TSP).
		The Regional Transportation Plan 2035 forecast will be the basis for the transportation analysis for the N/NE Quadrant Project.	The CCTMP will revise and, if needed, recommend changes to Central City wide transportation policies.
LT 2	Regional Trails (Sullivan's Gulch Trail & The Willamette River Greenway Trail)	The N/NE Quadrant Plan will coordinate with and recognize the future general alignment for the Sullivan's Gulch Trail and will coordinate with Parks to update the alignment of the Willamette River Greenway Trail as necessary.	This Plan will not determine the specific location for the Sullivan's Gulch Trail, which is a separate project led by the PBOT and Parks.
			The North Portland Greenway Trail Alignment Project is a Parks project that will determine the alignment for segments of the North Portland Greenway Trail.
LT 3	Transit (CONNECTIONS)	Identify transit needs in the Quadrant, including potential transit ~~"hubs"~~, and conceptual long-term improvements to the Rose Quarter Transit Center.	This plan will not result in a resolution on the Rose Quarter Transit Center. The project will study some of the major transportation issues in the area and identify some overall direction for long term improvements, but will not recommend a solution.
		The N/NE Quadrant Plan may influence, but will not determine, the alignment of the next streetcar line.	The Streetcar System Concept Plan calls for potential streetcar routes through the quadrant. To determine feasibility and choose a route, a separate alternatives analysis is needed.
LT 4	Local ~~Transportation~~ (ROAD) System	Consider street hierarchy and conceptual level design approaches to different streets in the study area.	No major expansion in local auto capacity. Central City policy calls for prioritizing non auto improvements to meet Central City economic development and livability goals.

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N/NE Quadrant Project Scope and Topics of Other Studies

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Topic		N/NE Quadrant Project Scope	Topics of Other Projects or Studies
FREEWAY TRANSPORTATION			
F1	Improvements to I-5	Consider improvements to address capacity, operations, and safety issues on I-5 from I-84 to I-405. Improvements will be developed based on the current fiscally constrained Regional Transportation Plan (RTP) forecast for the Region.	Planning Beyond the 2035 Horizon is not a part of this Plan.
		Acceptable parameters on which alternative improvement proposals will be evaluated will include: engineering, safety, operations and whether the state can fund the proposals during the current process. Promising proposals that may be beyond the scope of this process will be considered when discussing a more comprehensive solution.	More comprehensive solution for freeway issues will be determined at a later date. No timeframe for a comprehensive study has been determined. Moving the Eastbank Freeway is not feasible during 2035 time frame.
		Focus on safety improvements to reduce the number of crashes. Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterials.	
		Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need. Particular attention will be paid to the urban context of the area and avoiding impacts on key historic/cultural sites.	
		Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway	The N/NE Quadrant Plan will be prepared pursuant to the RTP. The Columbia River Crossing Study is a long-term, comprehensive plan to address safety and congestion between Marine Drive and SR 500. CRC ~~will~~ replace the I-5 bridge (with tolling) over the Columbia River and extend light rail to Vancouver. I-5 improvement are needed in our study area with or without the CRC. Traffic volumes on I-5 in this section are not substantially different with or without the CRC, as ~~defined~~ in the EIS. (STATED) (PROPOSES TO)

N/NE Quadrant Project Scope and Topics of Other Studies

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Topic		N/NE Quadrant Project Scope	Topics of Other Projects or Studies
F1	Improvements to I-5 (continued)		This Plan will not determine tolling. The 2007 Oregon legislature directed the Oregon Transportation Commission (OTC) to develop tolling policy recommendations for a consistent framework and foundation on which to develop, implement and evaluate potential projects.
F2	~~High Speed~~ Rail (INTERCITY PASSENGER)	(INTERCITY PASSENGER) The N/NE Quadrant Plan will monitor the Oregon ~~High Speed~~ Rail Study for potential action items for the N/NE Quadrant. The rail study will also be monitored for potential action items for CC2035, Portland TSP, and other related plans.	The N/NE Quadrant Plan will not determine ~~High Speed~~ Rail. The ODOT Rail Division is developing a ~~High Speed~~ Rail Plan for service improvements including one-way travel time under two hours, six round trips per day and increasing on-time performance to 95% between Eugene and Portland.
INTERFACE TOPICS (Between Local Transportation and Freeway or Transportation and Land Use)			
INT 1	Bicycle and Pedestrian Routes	Enhance pedestrian and bicycle routes and access to trails. Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway. Help implement the City's Bicycle Master Plan.	Plan recommendations may lead to amendments to the City's TSP and Pedestrian Master Plan and Bicycle Plan for 2030.
		The N/NE Quadrant Plan will coordinate with the PBOT Bikeway Development project.	Some bicycle improvements in the study area will be addressed as part of the PBOT Bikeway Project Development project.
INT 2	Freight Movement	Improve freight movement. Focus on improving the truck reliability (low frequency of incidents), and the improvement of turning, stopping and other movements for freight vehicles on key freight routes and freight districts.	Plan recommendations may lead to amendments to the City's TSP and Freight Master Plan.
		~~Improve~~ freight access to the freeway and industrial areas. (ADDRESS)	The improvement of freight rail is beyond the scope of this project ~~as the infrastructure is privately held~~.

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N/NE Quadrant Project Scope and Topics of Other Studies

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Topic		N/NE Quadrant Project Scope	Topics of Other Projects or Studies
INT 3	Climate change and air quality	Analyze plan proposals for potential climate and greenhouse gas (GHG) impacts. This Plan will not directly address regional climate change and GHG issues.	Other efforts will develop regional and statewide climate change and greenhouse gas (GHG) strategies. The 2010 Oregon Legislature passed a statewide, comprehensive bill aimed at reducing GHG emissions from transportation. That effort will involve coordinating and consulting with stakeholders, local governments, Metropolitan Planning Organizations (MPOs) and other state agencies to develop a state-level strategy to reduce GHG from transportation.
		Transportation alternatives analysis for the Quadrant will include modeling of alternative land use and transportation concepts on vehicle miles traveled, greenhouse gas emissions, air quality, and impacts on Central City land use and transportation. The modeling will be coordinated with that done for the broader CC2035 process.	CC2035 will include GHG and air quality modeling in the policy analysis of land use and transportation relationships.
INT 4	Parking	Examine parking strategies for the N/NE Quadrant planning area that support existing land uses and new development, while encouraging the use of alternative transportation modes, including proximity to transit, demand management strategies, bicycling, and proximity to housing. Identify parking issues to be addressed as part of the CC2035/CCTMP process.	The CCTMP will be updated as part of CC2035, and will revise and, if needed, recommend changes to Central City wide transportation policies, including parking.

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N/NE Quadrant and I-5 Broadway/Weidler Plans

MAY 26, 2011 SAC MEETING # 6 AGENDA

CALAROGA TERRACE
1400 NE SECOND AVENUE, PORTLAND, OR 97232

TIME	MIN	ITEM	LEAD(S)
5:00	30	Informal Discussion and Meal	All
5:30	15	Standing Items: A) Welcome B) Meeting Purpose C) Approval of Minutes	Imperati
5:45	15	Handout and Review Finalized Project Scope and Goals	Imperati
6:00	30	Draft Screening/Evaluation Process Overview *<u>SAC Action #1:</u> Do you agree with the proposed Screening/Evaluation Process?* Draft Screening Criteria Introduced *<u>SAC Action #2:</u> Do you agree with the Draft Screening/Refinement Criteria for purposes of moving forward over next month? (SAC to finalize at 6/16 Meeting with Evaluation Criteria to follow in July.)*	Imperati Iwata
6:30	30	Land Use, Urban Design and Local Transportation Quadrant-wide Concepts ~ Update *<u>SAC Action #3:</u> Do you agree with the proposed grouping of the various ideas into the three quadrant-wide concepts?*	Iwata Lisle
7:00	10	Break	
7:10	60	Status of Transportation Concepts ~ Update A) Traffic Study B) Organizing and Screening of Ideas *<u>SAC Action #4:</u> Do you agree with the Table 1 list of "Concepts for Further Study?" (Summary document, to be distributed on or before 5-26-11)* *<u>SAC Action #5:</u> Do you agree with the Table 2 list of "Major Elements for Further Study?"* *<u>SAC Action #6:</u> Do you agree with the Table 3 list of "Elements Recommended for No Further Analysis at this Time?"*	Cullerton Juhasz
8:10	10	Public Comment	Imperati
8:20	10	Next Steps and Meeting Evaluation A) SAC Meeting # 7: June 16, 2011 B) SAC Meeting # 8: July 28, 2011 – *to be confirmed*	Imperati
8:30	0	Adjourn	



N/NE Quadrant and I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #5
FINAL DRAFT March 10, 2011 Minutes

Voting Members

Representative	Interest	Organization	Present
Matt Arnold	Trans: Bicycle	Bicycle Advisory Committee	**Y**
Wynn Avocette	At-large		**N**
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	**Y**
Carolyn Briggs	Trans: Pedestrian	Pedestrian Advisory Committee	**N**
Daniel Deutsch	Small Developer	Alora Development	**N**
Malina Downey	Trans: Freight	UPS	**Y**
Gary Eichman	Trans: Freight	Portland Freight Committee	**Y**
Will Elder	Neighborhood Assoc.	Sullivan's Gulch NA	**N**
Dean Gisvold	Neighborhood Assoc.	Irvington NA	**Y**
Cynthia Carmina Gomez	Environmental Justice / Economic Equity	Latino Network	**Y**
Heidi Guenin	Community Health	Upstream Public Health	**N**
Damien Hall	At-large		**Y**
Sean Hubert	Affordable Housing	Central City Concern	**Y**
J. Isaac	Prop/Bus/Dev: Rose Quarter	Trail Blazers/Portland Arena MGT.	**N**
Wayne Kingsley	Business Org: Adjacent	Central Eastside Industrial Council	**Y**
Wade Lange	Prop/Bus/Dev: Lloyd District	Ashforth-Pacific	**N**
Lloyd Lindley	Urban Design	AIA Portland / ASLA Portland	**Y**
Eric Lovell	Business Org: Lower Albina	Uroboros Glass Studio	**Y**
Jenny Lyman	Transit Riders		**Y**
Gary Marschke	BSN Org: NNE BSN Assoc	NNE Business Association	**N**
Brock A. Nelson	Trans: Rail	Union Pacific Railroad	**N**
Midge Purcell	Community / Civic Org	Urban League	**N**
Paul Riggs	Labor Organization	Building Trades/Columbia Pacific	**N**
Owen Ronchelli	Trans: Local TMA	Lloyd TMA	**Y**
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	**Y**
William Ruff	High-Density Residential	Multiple Property Owners/Developers	**N**
Bob Russell	Trans: Trucking	OR Trucking Association/OR Freight Advisory Committee	**N**
Bob Sallinger	Environment	Audubon Society	**N**
Gary Warren	Neighborhood Assoc.	Lloyd District Community Assoc.	**Y**
Mike Warwick	Neighborhood Assoc.	Elliot NA	**N**

Alternate Members

Ed Abrahamson	Neighborhood Association	Irvington Community Association Land Use Committee	**Y**
Mike Bernatz	Prop/Bus/Dev: Lloyd District	Ashforth Pacific	**N**
Debra Dunn	Trans: Trucking	Oregon Trucking Associations	**Y**
Dennis Henderson	Major Retailer	Lloyd Center	**N**
Erin L Kelley	Trans: Pedestrian	Portland Pedestrian AC	**N**
Andrea Marquez-Horna	Environmental Justice / Economic Equity	Latino Network	**N**
Kelly Rodgers	Environment	Coalition for a Livable Future	**N**
Laurie Simpson	Neighborhood Assoc.	Elliot NA	**Y**
Martin Soloway	Affordable Housing	Central City Concern	**N**
Joice Taylor	Bsn Org: NNE BSN ASSOC	N/NE Business Assoc. President	**N**
Tracy Whalen	Trans: Freight	ESCO Corporation	**Y**
Justin Zeulner	Prop/Bus/Dev: Rose Quarter	Portland Arena Management	**Y**

Non-Voting Members

Jeff Blosser	OCC	OCC	**N**
Lew Bowers	PDC	PDC	**N**
Chris Deffebach	Metro	Metro	**Y**
Byron Estes	PDC	PDC	**N**
John Gillam	PBOT	PBOT	**Y**
Andy Johnson	ODOT	ODOT	**Y**
Sara King	PDC	PDC	**N**
Susie Lahsene	Port	Port	**N**
Alan Lehto	TriMet	TriMet	**Y**
Kia Selley	PDC	PDC	**N**
Paul Smith	PBOT	PBOT	**N**
Jessica Tump	TriMet	TriMet	**N**
John Williams	Metro	Metro	**Y**
Rian Windsheimer	ODOT	ODOT	**N**
Joe Zehnder	BPS	BPS	**N**

Project Team/Staff

Stephanie Beckman	Staff	BPS	**Y**
John Cullerton	Consultant	URS	**Y**
Fred Eberle	Staff	ODOT	**Y**
Melissa Egan	Assistant Facilitator	Institute for Conflict Management	**Y**
John Gillam	Staff	PBOT	**Y**
Diane Hale	Staff	BPS	**Y**
Sam Imperati	Facilitator	Institute for Conflict Management	**Y**
Steve Iwata	Staff	BPS	**Y**
Andy Johnson	Staff	ODOT	**Y**
Todd Juhasz	Staff	ODOT	**Y**
Mauricio Leclerc	Staff	PBOT	**Y**
Karl Lisle	Staff	BPS	**Y**
Mark Raggett	Staff	BPS, Urban Design Studio	**Y**
Nicholas Starin	Staff	BPS	**Y**
Tim Wilson	Staff	ODOT	**Y**
David Zagel	Consultant	URS	**Y**

Other Attendees: Jeff Graham, FHWA; Kevin Kilduff, Office of Healthy Working Rivers; Brad Perkins, Portland Business Alliance; Allan Rudnick, Eliot LUC.

INFORMAL DISCUSSION AND MEAL

WELCOME, MEETING PURPOSE, APPROVAL OF MINUTES, AND STANDING BUSINESS – SAM IMPERATI

Sam Imperati welcomed the group.

NEW MEMBER INTRODUCTIONS

Laurie Simpson is an alternate, attending on behalf of Mike Warwick and the Eliot Neighborhood Association.

Malina Downey is a new member of the SAC. She is with UPS and is here to represent freight interests.

AGENDA REVIEW

The purpose of this meeting is to report on the successful charrette from late February and make note of some emerging concepts. We will provide background and updated information, which will allow us to hit the ground running with the next charrette in April concerning the transportation components.

APPROVAL OF MEETING MINUTES

The January 20, 2011 Meeting Minutes are approved, as written.

PUBLIC INVOLVEMENT UPDATE

None.

LAND USE SUBCOMMITTEE UPDATE

This topic will be covered in the Land Use Charrette Update section of the agenda.

TRANSPORTATION SUBCOMMITTEE UPDATE

This topic will be covered in the Land Use Charrette Update section of the agenda.

FOLLOW UP FROM LAST MEETING

To follow-up on the high speed rail topic from the January 20, 2011 SAC meeting, Jim Cox from the ODOT Office in Salem, will give a ten-minute presentation, with time for questions after.

JIM COX, OREGON DEPARTMENT OF TRANSPORTATION, MAJOR PROJECTS BRANCH

By way of introduction, Jim explained that as part of his responsibilities in the Major Projects Branch, he works on the environmental impact statement (EIS) for rail from Eugene to Portland. He presented a PowerPoint titled, “Faster Trains in Oregon: Where are we?” Jim provided a brief overview of current services and then explained the feasibility studies that have been conducted and the alternatives that were developed from studies. Feedback from the public involvement activities revealed that on-time performance is the most important factor from the public’s perspective.

Goals from feasibility studies:

1. On-time performance from 68% to 95%
2. Increase roundtrips from two to six
3. Reduce trip time from two hours and 35 minutes to two hours

Jim said that there are three current Portland projects funded by the American Reinvestment & Recovery Act (ARRA): one to make improvements to Union Station downtown, and two for track improvement projects. In addition, there is $4.2M for the EIS from Eugene to Portland. There have been delays because there is no mechanism in place to facilitate the funds disbursement, so they are still waiting on the funds. The current estimate on the timeline is mid-year or later, due to their work backlog.

When funds are disbursed, ODOT can get started on their National Environmental Protection Act (NEPA) process. David Evans and Associates have been hired for engineering. JLA has been hired for public involvement. JLA is in the process of conducting approximately 60 stakeholder interviews on the issues, concerns, and how we ought to set up the decision-making process.

Jim said that ODOT knows this group is interested in future developments in rail and how they may impact this planning process. He reaffirmed that they have made no decisions regarding where any stations will be located. They will go through very public process to screen alternatives for the EIS, looking at such questions as do we do higher speed on the existing alignment? Alternatively, do we build true high-speed rail on a new alignment?

Given the delays, Jim said they are doing everything they can to position themselves to be ready for when funds become available.

Justin Zeulner: referring to an earlier point made regarding a 2-hour trip, is that for Eugene to Portland?

Jim Cox: Yes.

Justin Zeulner: also, noting that Jim said that speed was not a priority, he believes people are interested in speed; would like more information.

Jim Cox: apologizes if he misrepresented the information. It is not that people are not interested in speed, at all; it is that they are more interested in reliability, over speed.

Brad Perkins, from the audience: noted that he went to many of the meetings, said that those in attendance were from “our generation,” (Facilitator Note: Handsome and Intelligent Baby Boomers – excuse the redundancy) and, he believes that younger generations will prefer speed.

Jim Cox: said he believes this data does represent a broad selection of the public. They are holding meetings at universities and working with social media specifically to broaden their reach to younger Oregonians.

Alan Lehto: did the study look at alignments in this area?

Jim Cox: it did not.

Alan Lehto: will there be some analysis on that aspect?

Jim Cox: there is very limited funding, but they want to.

Audience member: is there a timeline?

Jim Cox: no. However, they should have funding in place to do the first tier EIA this year. Once that is completed, they are eligible to apply for funding for final design and construction. The current analysis, which is a planning-level estimate, indicates it is about $2B for a project in the 90 mile-an-hour range. The program requires matching funds, meaning Oregon taxpayers will be making a significant contribution to any rail project.

Brad Perkins, from the audience: an exclusive corridor has not yet been thought about, but clearly would be considered in an EIS. Would it be useful for this group to come up with recommendations on a location for a new station?

Jim Cox: we are taking input from everyone who wants to give it to us.

Alan Lehto: for clarification, do you mean $2B in today's dollars?

Jim Cox: probably today's, not completely sure. ODOT generally uses a 3% inflation rate when making estimates.

LAND USE/LOCAL ISSUES CHARRETTE UPDATE – STEVE IWATA, BPS AND MARK RAGGETT, BPS, URBAN DESIGN STUDIO

Steve Iwata provided an overview of the February 22-23 charrette, noting the overall purpose was to generate ideas and begin to formulate concepts. A combined group of the Land Use and Transportation Subcommittees was convened before the charrette, and that information was used as a base for the 2-day process. Steve introduced Mark Raggett, from the City's Urban Design Studio, who will provide an overview of the results of the charrette. Steve asked the SAC members to let the ideas be presented first, before any debate. In addition, he wants everyone to understand that all of this information must still be integrated into the freeway work, and that we are all basically digesting the information. Staff will be analyzing and summarizing the ideas in April and May, which will be presented to the SAC when it is available.

Note: the sketches shown in the PowerPoint were redrawn for legibility and clarity; there were no substantive changes made to the content from when they were drawn at the charrette in February to the March 10, 2011 presentation.

Lloyd Lindley: wanted to compliment Steve, Mark and all of the consultants. The charrette was well run, and actually pretty fun. You will see many great ideas presented here.

Mark Raggett presented a PowerPoint titled "Local Issues Charrette Summary (February 22-23)." He said there were over 30 participants in attendance. On the first day, they reviewed the project goals, covering a lot of ground this group has seen at previous meetings. They looked at the whole quadrant, trying to get a sense of the big picture of how it connects to the larger context of the city. On the second day, they focused on specific areas in greater detail.

The discussions focused on the Central Core area, and residential development in that area. Mark pointed out areas where some high-visibility changes could likely result as planning and development processes continue. The presentation continued, showing the hand-drawn concept plans, which depicted numerous options of how to implement development.

The charrette discussions were summarized as follows:

Overarching Themes

- Residential development in the central core area
- Tying the quadrant together

System Concepts

- Local connectivity, diversity
- Parks and open spaces
- Sustainability

More Detail

- Lloyd infill strategies
- Urban form, Neighborhood transition
- Lower Albina alternatives

Mark said that, while some valuable information was gathered, no concept plans have been selected and no decisions have been made. Implementation was not part of the charrette process, but there was some discussion of it. The charrette participants also discussed an employment and mixed use-higher density development emphasis. It was also an opportunity to do some creative thinking about development of the quadrant, e.g., how to best use the land under the freeway in the Lower Albina area. It is currently somewhat of an eyesore. Participants came up with ideas such as a dog park, a skate park, or as an area for public art.

Steve Iwata said the next step is to do the freeway alternatives charrette, and then, to work with ODOT to integrate the land use, local transportation, urban design and freeway concepts and combine it all together into a summary document. They also need to work more closely with Tri-Met on issues related to the Rose Quarter Transit Center. There is a lot of work and coordination still to come.

Mark and the staff will be taking these rough drawings and turning them into a few clear concept ideas. They are aiming to have these ideas coalesced into concepts and ready for an open house in May, in coordination with PDC as they finish the Rose Quarter planning.

Wayne Kingsley: question about the Lloyd Crossing Master Plan. It is an Ashforth development. He wonders about the status.

Mark Raggett: it is a sustainable development, urban design plan for that area, meaning it requires high-density and sustainable uses. This topic was discussed at the charrette.

Steve Iwata: Ashforth Pacific was at the charrette and participated. We will continue working with AP and other property owners.

Wayne Kingsley: it seems like you are trying to force residential development in this area. He is getting the feeling you are trying to put residential in there, and he is not quite sure why. Why not more employment opportunities?

Mark Raggett: the feedback we keep getting is that increasing the amount of residential in the area could address some other interrelated issues, so that is why it is a theme.

Justin Zeulner: the Lloyd Crossing study has been used on a national-international scale; it has been rolled up into the ecodistrict conversations. In his view, it has not gone by the wayside; the idea of that particular area has been expanded.

Lloyd Lindley: is it still a Central City transit hub?

Steve Iwata: that concept was included in recent planning studies, but it was never adopted as an official part of the Central City design plan. This process could do that.

Wanda Rosenbarger: has been on vacation. She hears you mention that you were trying to improve pedestrian access in the mall area, and wonders what that means.

Mark Raggett: there have been many discussions on this topic. The goal discussed was continuing the pedestrian network through the mall so it does not act as a barrier to movement through the district. There was also discussion of improving the face of the mall to make it friendlier to pedestrians and the adjacent park.

Steve Iwata: there is general acknowledgement that is an important, current issue because of how the mall is laid out; pedestrian and transit options are a feature of some of the concept diagrams.

Alan Lehto: concerning earlier comments about a Central City transit hub, you must consider that there is light rail on Holladay and frequent buses on Multnomah. In his opinion, you would not want a transit center there, because you want the land for development not vehicles.

Dean Gisvold: commends the staff and consultants on the charrette work. Wonders if the PowerPoint will be on the on web? He would like to be able to refer members of his neighborhood association to it.

Staff: yes.

Justin Zeulner: to staff and consultants - great work; thanks for taking time to listen to the feedback from this group, regarding making the best use of what we already have. He feels connectivity is really important, and notes that there are some other planning efforts going on which could really impact what happens in our process. He is curious to know if and how the conversations are linked up between agencies and staff, especially related to projects where auto access and capacity is potentially reduced.

Mauricio Leclerc: agrees with Justin that coordination is important, and notes that, for example, he is staff on both the N/NEQ I-5 and the Portland Bureau of Transportation bicycle improvements in the Lloyd District, including Holladay Street, Vancouver/Williams/Wheeler Avenues from Broadway to the Rose Quarter Transit Center, and NE12th Avenue bridge. There are linkages and information sharing between the projects, but it is always good to keep it in mind as a priority. (Note: website to the bicycle projects http://www.portlandonline.com/transportation/index.cfm?c=53906)

Owen Ronchelli: agrees with what everyone has said about all the good work done by the staff and consultants, and would like clarification re: the note on the Mixed use Emphasis Slide, which said "exclusion from the Central City."

Steve Iwata: that refers to an area in question about whether it should it be connected to the Central City boundary, or lumped in with heavy industrial use activity to the north, known as the "North Reach."

Lloyd Lindley: noted that through another process, it was thought best to include it with the North Reach.

Cynthia Carmina Gomez: regarding increasing the residential use in this area. When you talk about how we meet the needs of the people in the area, do you talk about where will their school be? Are you talking mixed-income housing? She wants to bring up the topics, not necessarily for today, but to be sure, the issues are thought about. Also, what about space for a cultural center?

Eric Lovell: regarding "the strand." He likes that idea and wants to hear more.

Lloyd Lindley: the idea came from a study on the OCC a few years ago. The issue that keeps coming up, and came up in the Lloyd District Development Strategy, is how do we enliven the Rose Quarter? He noted a couple options they discussed in that process. Justin Zeulner said they would really like to get pedestrians safely between businesses in the area and the Rose Garden. Then they sketched out a path that serves as a bike and pedestrian path and a storm water interceptor. It enables a hierarchy of North-South ways to move through that portion of town, providing an alternative to Interstate.

Eric Lovell: your "gap" is right where my building is! He wonders if there is another way to work around the building.

Wayne Kingsley: back to Justin's point on the other planning processes happening, he knows of three companies who are very upset about possibly losing access or capacity on 12th Avenue, and who have always been on the fence about staying here. We are talking 1,200 jobs. In addition, he believes that bikers and students would appreciate better access as well. He just wanted to be sure that folks in this process were aware of the issues, especially the potential job losses.

Chris Deffebach: in her view, all the options we saw sketches of tonight look great, but she wonders how do we decide? She is an alternate so it may be that she has not seen everything, but she is curious to know how we will decide.

Steve Iwata: we are digesting the material, going through the steps to create distinct concepts, all while integrating information from the SAC and looking at and coordinating with other related planning processes.

Matt Arnold: had comments regarding the need to balance all modes. He hopes the impact of the overall land-use pattern is not auto-dominant, and that sufficient consideration will be given to bikes and peds.

Sam Imperati: asked if anyone had any further comments or questions.

Brad Perkins, from the audience: everybody's time is precious here; he is in real estate and looks at things differently. What is going to be the catalyst to get some of these great ideas going? He discussed some of the implementation/funding mechanisms, which were noted in the charrette PowerPoint: SDC, undeveloped land tax, surface parking tax, and a public tenant deal. Brad said to think about the importance of the environment; we need better bikeways, plus heavy rail system. He feels a transit hub is very important. Want to get incentives going with major landowners.

Alan Lehto: everybody who rides transit is also a pedestrian, so at some point the micro-level is important, and sidewalks.

Sean Hubert: there is very important interplay between retail and residential development. Nationally, there is currently one million square feet of vacant retail space. It is important to integrate retail and residential uses.

Owen Ronchelli: commented that decoupling Broadway-Weidler would be a problem for the streetcar.

Debra Dunn: will there be an overlay for freight routes on any of these drawings? She is curious when that step will be. As we talk about integrating all the information, freight is a key component.

Gary Eichman: agrees with Debra. The process has to incorporate infrastructure, have to keep it in mind.

Lloyd Lindley: would like a map of freight routes.

Staff: we will email those out as a follow-up to this meeting.

Note: On March 17, Sam Imperati sent SAC members an email with links to freight maps in the Transportation Existing Conditions Report: http://www.portlandonline.com/bps/index.cfm?c=53634&a=328035. Page 9 of this report has links for the Regional Freight Plan (Metro, 2010) and the Freight Master Plan (City of Portland, 2008).

BREAK

RECENT LOCAL FREEWAY PLANNING HISTORY AND NEPA – TODD JUHASZ, ODOT

Todd Juhasz from the Oregon Department of Transportation presented a PowerPoint titled, "The History of Freeway Improvement Plans." The purpose of the presentation is to review I-5 studies to the present and to explain a few key points:

- The size of proposed improvements have become smaller and less costly
- The City and State have looked at various proposals and have disagreed on the design concepts and the best use of land adjacent to the freeway (development vs. roadway)
- With the City and State working together. Now is the best opportunity to see improvements realized

Introduction to the History of I-5

- Before I-5:
  - the State highway route was Harbor Freeway, across Steel Bridge to Interstate Ave.
- I-5 opened in 1966, when:
  - the population of the metro area was less than 1 million
  - average daily traffic on I-5 was 66,000 vehicles per day (VPD) in both directions
- By mid 1990s:
  - the population of the metro area was approx. 1.5 million
  - the average daily traffic volume was 140,000 VPD despite heavy investment in transit
- I-5 has not been widened:
  - still two lanes in each direction

Todd reviewed four past studies and projects:

- Greeley-North Banfield Concepts (1980s to 1990s)
- Portland/Vancouver I-5 Trade Corridor Study (1999-2002)
- I-5/405 Freeway Loop Study (2005)
- City/State workshop to look at potential improvements between I-84 and I-405 (2007)

These freeway-planning projects provide some historical data and a backdrop for our planning efforts today. The tough, persistent issue that remains is the bottleneck area in the I-5 and I-84 interchange area.

On April 11-13, the SAC members are invited to attend the Freeway and Local Transportation Interface Charrette. Information will be emailed and there is a one-pager in the packet.

Sam Imperati: opened the floor for questions and comments. He added that the freeway charrette would use the same exploratory process as they did for land use, which we saw today.

Wayne Kingsley: wonders if we will overlay the freeway options on land use?

Todd Juhasz: yes. They guide each other; land use impacts transportation and so this process is designed to consider them together.

Eric Lovell: wonders what was the general feedback on the most recent study? Did any of the options rise to the top?

Andy Johnson: the short answer is, no. A lot in the past has been ODOT having a proposal that did not meet the City's needs; and the City creating proposals that did not work for ODOT. We are working together and more effectively now. We wanted to take the good work from previous studies, but wanted to have a broader public process before deciding.

Todd Juhasz: One thing to keep in mind is that the solutions in the 2007 CH2MHILL report were in the $400-600M range.

Justin Zeulner: do any of these options work within that budget?

Todd Juhasz: yes; and we have to manage expectations in the charrette.

Justin Zeulner: have we looked at things such as taking away shoulders, and other, simpler fixes?

Todd Juhasz: yes. We want to hear from you first, and are open to all ideas.

Matt Arnold: in presentation, we saw some history, some refined concepts, and some pretty big interventions. He hears you describe it as a more surgical approach, "leaner and meaner." He thinks the fixes we are looking at will not be addressed by these ideas.

Todd Juhasz: perhaps, but some of the things you saw do a really good job of managing projected future levels of traffic.

Matt Arnold: offered some constructive criticism for Todd on his presentation, saying felt it was not fully accurate to say they are working toward "leaner and meaner" projects, when just a few miles up the road (I-5), we are looking at the biggest infrastructure project ever built in the region.

Chris Deffebach: you mentioned design, but not performance on some of the fixes.

Fred Eberle: we did focus on design, not performance. We know some things about performance we can assume, but the process was not thorough enough or intended to assess performance. It was a short, inexpensive process. None of these was designed to accommodate additional traffic with CRC.

Lloyd Lindley: said this segment might be trying to be all things to all audiences. Encourages all of the SAC members to think about priorities. Freight, commute, local services, build out capacity, etc. If we have a better idea of priorities, then can be more efficient in charrettes. In addition, it would be good to know about the monetary investment, how long will it last until we are back in the same place? He feels we need to focus on urban solutions, e.g., a big cloverleaf is more appropriate for a rural area.

Sam Imperati: brought the attention of the group to the four-page handout Draft Freeway and Local Street Interface Charrette. The document summarizes much of what has been heard thus far in a Problem Definition Summary, Framework Elements, Project Goals, and Concept Screening Criteria.

This document will be sent out to the SAC, folks can redline edit, and it will be further developed in the charrette.

Pauline Bradford: wants to be sure that cultural and historical sites are protected and considered in this process.

Eric Lovell: would appreciate a primer on transportation information before the charrette. Feels his participation will be more effective if he has a better understanding of pros and cons.

Fred Eberle: referred the SAC to the 2007 CH2MHill report posted on web with pros and cons. This will be sent out in an email.

Brad Perkins: we are going to be pressuring the system; anything we propose will have to go through an EIS. It was not done for the CRC EIS. It is worth noting that for anything we do in this area, we need to know where drivers are coming from and going to. We need an alternative mode of high-speed rail system to bring people from Vancouver to Portland, and from the south. Lloyd mentioned congestion pricing, which is also an idea that needs to be explored.

Ed Abrahamson: following on Pauline's comment, he said staff needs to look at neighborhood systems and how they may be interrupted.

PROCESS TIMELINE AND NEXT STEPS

Steve reviewed the charrette schedule, which will be on April 11-13, 2011. Final details are being arranged and will be emailed to the SAC distribution list as soon as possible.

On March 30, there will be a LU/T Subcommittee meeting, in preparation for the freeway charrette.

Andy Johnson: made brief comments on the National Environmental Protection Act (NEPA), explaining that the basis of the law is regarding disclosure. Before anyone spends any federal money on large infrastructure projects, a thorough analysis of the environmental impacts must be done. This planning work helps narrow the range of work that goes into the NEPA process, in essence, truing up the planning and NEPA processes to address duplication of efforts and funds as much as possible.

PUBLIC COMMENT

Allan Rudnick: wondered if he can make his own design and have it included in this process?

Staff: yes. All input is welcome.

Justin Zeulner: has basketball tickets for this weekend for anyone interested!

Sam announced a transportation equity event with numerous speakers and participating organizations on April 6, at noon, at SEIU Local 49 Hall, 3526 SE 26th Avenue at Powell. The contact person is Heidi Guenin, who is a member of the SAC, but not here this evening.

ODOT staff will be in the hall for further Q&A regarding any of the previous freeway planning projects discussed tonight.

Sam thanked everyone for a good meeting and adjourned at 7:50 pm.

ADJOURN

Notes respectfully submitted by the Institute for Conflict Management facilitation team.

SAC #5 Meeting Evaluation Summary
March 10, 2011

14 Evaluations returned

	Poor	Fair	Good	Very Good	Excellent
Overall Meeting Quality:		1	4	3	4
Pacing:			Just Right - 11		
Clarity of Presentations:		1	7	4	2
Documents:		1	5	5	3
Discussion:		1	6	6	1

Most Useful?

- Concepts of land use
- Re: Documents, confusing when some figures are north up and some are north left.
- Good history on I-5/I-84 plans
- Overall conceptual "thoughts" on land-use designs
- PPT

Least Useful?

- Could use more description of the differences between the options and implications
- Higher speed rail presentation. Very useless.
- Planning terminology tough to understand
- Redundancy of high-speed rail study – still very "pie in the sky" concept – best use of our time?
- Wayne's comments (from Wayne!)

Comments, Suggestions, or Questions?

- Bulleted list of pros/cons of 4 proposed freeway options – easier to digest
- Having trouble hearing some folks on committee
- It appears there was editing of the charrette documents as prepared – presented to public committees and then tonight.
- Vegetarian dinner options would be appreciated



N/NE Quadrant and I-5 Broadway/Weidler Plans

Project Goals Statement

This planning effort will result in integrated land use, urban design, and transportation strategies, policies and plans for the N/NE Quadrant, (Lower Albina, the Lloyd District, and portions of Eliot, Irvington, and Sullivan's Gulch) and the I-5 Broadway/Weidler interchange that balance, complement, enhance, protect, respect, revitalize, support, and sustain economic, environmental, and social interests. The implementable plans will be consistent with the overall goals and policies of the city, region, and state.

Our recommendations will be guided by our desire for:

- A diverse mix of commercial, cultural, entertainment, industrial, recreational, and residential uses, including affordable housing;
- A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system;
- Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages;
- Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment;
- Equitable access to community amenities and economic opportunities;
- Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods;
- Protection and enhancement of the cultural heritage of the area and its sub-districts; and
- Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses.

N/NE Quadrant Project Scope and Topics of Other Studies

This document lists general topic areas that are within the scope of the N/NE Quadrant and I-5 Broadway/Weidler Plans and those that will be addressed by other projects or studies. More specific topics to be addressed by the N/NE Quadrant Project are identified in the Preliminary Issues, Opportunities, and Constraints report.

Topic		N/NE Quadrant Project Scope	Topics of Other Projects or Studies
Land Use & Urban Design			
LU 1	Land Use & Urban Design	Identify land use and urban design/urban form issues in Lloyd and Lower Albina subdistricts, and the two study areas - Vancouver/Williams and NE Multnomah. Develop quadrant-specific land use and urban design policies and implementation tools consistent with direction from CC2035 and the Portland Plan. The planning effort will respond to opportunities related to light rail and street car facilities within the quadrant.	Portland Plan will develop the strategic framework for the City of Portland. CC2035 will develop the overall policy framework for the Central City, addressing economic development, housing, transportation, open space, and arts/civic/cultural policy issues.
LU 2	Growth	Seek to accommodate 2035 growth projections for population and employment in the study area.	Metro Region 2040 established high-growth expectations for the Central City. Conversations on this topic will need to happen at the regional level.
LU 3	Housing	Develop detailed housing goals and policies within the study area.	
LU 4	Zoning	Revisit, and as necessary, recommend changes to comprehensive plan and zoning designations, development standards, and design guidelines.	The broader CC2035 project will evaluate the need for structural code changes regarding how zoning and development review works in the Central City.
LU 5	Rose Quarter	Coordinate with the Rose Quarter Development Project and integrate the resulting development strategy with the rest of the N/NE Quadrant Project to support success in both the Rose Quarter and the surrounding areas.	The Rose Quarter Development Project is currently developing a detailed development strategy for the Rose Quarter.
LU 6	Willamette River	Coordinate with River Plan / Central Reach to identify land use/urban design issues and develop regulatory guidance for the Willamette Riverfront in the N/NE Quadrant within the Central Reach.	River Plan / Central Reach will be developed as part of the CC2035 Plan. The River Plan will contribute policy guidance for the Willamette River. The policies and regulations adopted through the River Plan / North Reach (April, 2010) that apply to the riverfront in Lower Albina will not be revised through the N/NE Quadrant Plan or CC2035.
LU 7	EcoDistricts	Coordinate with the Portland Oregon Sustainability Institute (POSI) and Lloyd Green on the policy framework for EcoDistricts.	EcoDistricts study is led by POSI, which has identified the Lloyd District as a pilot project. Lloyd Green is the active association in the Lloyd District pursuing EcoDistrict formation.

N/NE Quadrant Project Scope and Topics of Other Studies

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Topic		N/NE Quadrant Project Scope	Topics of Other Projects or Studies
LOCAL TRANSPORTATION			
LT 1	Purpose	Identify multi-modal transportation issues in the Lloyd and Lower Albina subdistricts, and the two study areas-Vancouver/Williams and NE Multnomah. Consider strategies to reduce single occupancy vehicle trips in the district.	The Central City Transportation Management Plan (CCTMP) will be updated as part of CC2035. Recommendations from the N/NE Quadrant Plan may lead to amendments to the City's Transportation System Plan (TSP).
		The Regional Transportation Plan 2035 forecast will be the basis for the transportation analysis for the N/NE Quadrant Project.	The CCTMP will revise and, if needed, recommend changes to Central City wide transportation policies.
LT 2	Regional Trails (Sullivan's Gulch Trail & The Willamette River Greenway Trail)	The N/NE Quadrant Plan will coordinate with and recognize the future general alignment for the Sullivan's Gulch Trail and will coordinate with Parks to update the alignment of the Willamette River Greenway Trail as necessary.	This Plan will not determine the specific location for the Sullivan's Gulch Trail, which is a separate project led by the PBOT and Parks.
			The North Portland Greenway Trail Alignment Project is a Parks project that will determine the alignment for segments of the North Portland Greenway Trail.
LT 3	Transit	Identify transit needs in the Quadrant, including potential transit "hubs", and conceptual long-term improvements to the Rose Quarter Transit Center.	This plan will not result in a resolution on the Rose Quarter Transit Center. The project will study some of the major transportation issues in the area and identify some overall direction for long term improvements, but will not recommend a solution.
		The N/NE Quadrant Plan may influence, but will not determine, the alignment of the next streetcar line.	The Streetcar System Concept Plan calls for potential streetcar routes through the quadrant. To determine feasibility and choose a route, a separate alternatives analysis is needed.
LT 4	Local Transportation System	Consider street hierarchy and conceptual level design approaches to different streets in the study area.	No major expansion in local auto capacity. Central City policy calls for prioritizing non auto improvements to meet Central City economic development and livability goals.

N/NE Quadrant Project Scope and Topics of Other Studies

This document lists general topic areas that are within the scope of the N/NE Quadrant and I-5 Broadway/Weidler Plans and those that will be addressed by other projects or studies. More specific topics to be addressed by the N/NE Quadrant Project are identified in the Preliminary Issues, Opportunities, and Constraints report.

Topic		N/NE Quadrant Project Scope	Topics of Other Projects or Studies
FREEWAY TRANSPORTATION			
F1	Improvements to I-5	Consider improvements to address capacity, operations, and safety issues on I-5 from I-84 to I-405. Improvements will be developed based on the current fiscally constrained Regional Transportation Plan (RTP) forecast for the Region.	Planning Beyond the 2035 Horizon is not a part of this Plan.
		Acceptable parameters on which alternative improvement proposals will be evaluated will include: engineering, safety, operations and whether the state can fund the proposals during the current process. Promising proposals that may be beyond the scope of this process will be considered when discussing a more comprehensive solution.	More comprehensive solution for freeway issues will be determined at a later date. No timeframe for a comprehensive study has been determined. Moving the Eastbank Freeway is not feasible during 2035 time frame.
		Focus on safety improvements to reduce the number of crashes. Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterials.	
		Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need. Particular attention will be paid to the urban context of the area and avoiding impacts on key historic/cultural sites.	
		Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway	The N/NE Quadrant Plan will be prepared pursuant to the RTP. The Columbia River Crossing Study is a long-term, comprehensive plan to address safety and congestion between Marine Drive and SR 500. CRC will replace the I-5 bridge (with tolling) over the Columbia River and extend light rail to Vancouver. I-5 improvement are needed in our study area with or without the CRC. Traffic volumes on I-5 in this section are not substantially different with or without the CRC, as defined in the EIS.

N/NE Quadrant Project Scope and Topics of Other Studies

This document lists general topic areas that are within the scope of the N/NE Quadrant and I-5 Broadway/Weidler Plans and those that will be addressed by other projects or studies. More specific topics to be addressed by the N/NE Quadrant Project are identified in the Preliminary Issues, Opportunities, and Constraints report.

Topic		N/NE Quadrant Project Scope	Topics of Other Projects or Studies
F1	Improvements to I-5 (continued)		This Plan will not determine tolling. The 2007 Oregon legislature directed the Oregon Transportation Commission (OTC) to develop tolling policy recommendations for a consistent framework and foundation on which to develop, implement and evaluate potential projects.
F2	High Speed Rail	The N/NE Quadrant Plan will monitor the Oregon High Speed Rail Study for potential action items for the N/NE Quadrant. The rail study will also be monitored for potential action items for CC2035, Portland TSP, and other related plans.	The N/NE Quadrant Plan will not determine High Speed Rail. The ODOT Rail Division is developing a High Speed Rail Plan for service improvements including one-way travel time under two hours, six round trips per day and increasing on-time performance to 95% between Eugene and Portland.
INTERFACE TOPICS (Between Local Transportation and Freeway or Transportation and Land Use)			
INT 1	Bicycle and Pedestrian Routes	Enhance pedestrian and bicycle routes and access to trails. Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway. Help implement the City's Bicycle Master Plan.	Plan recommendations may lead to amendments to the City's TSP and Pedestrian Master Plan and Bicycle Plan for 2030.
		The N/NE Quadrant Plan will coordinate with the PBOT Bikeway Development project.	Some bicycle improvements in the study area will be addressed as part of the PBOT Bikeway Project Development project.
INT 2	Freight Movement	Improve freight movement. Focus on improving the truck reliability (low frequency of incidents), and the improvement of turning, stopping and other movements for freight vehicles on key freight routes and freight districts.	Plan recommendations may lead to amendments to the City's TSP and Freight Master Plan.
		Improve freight access to the freeway and industrial areas.	The improvement of freight rail is beyond the scope of this project as the infrastructure is privately held.

N/NE Quadrant Project Scope and Topics of Other Studies

This document lists general topic areas that are within the scope of the N/NE Quadrant and I-5 Broadway/Weidler Plans and those that will be addressed by other projects or studies. More specific topics to be addressed by the N/NE Quadrant Project are identified in the Preliminary Issues, Opportunities, and Constraints report.

Topic		N/NE Quadrant Project Scope	Topics of Other Projects or Studies
INT 3	Climate change and air quality	Analyze plan proposals for potential climate and greenhouse gas (GHG) impacts. This Plan will not directly address regional climate change and GHG issues.	Other efforts will develop regional and statewide climate change and greenhouse gas (GHG) strategies. The 2010 Oregon Legislature passed a statewide, comprehensive bill aimed at reducing GHG emissions from transportation. That effort will involve coordinating and consulting with stakeholders, local governments, Metropolitan Planning Organizations (MPOs) and other state agencies to develop a state-level strategy to reduce GHG from transportation.
		Transportation alternatives analysis for the Quadrant will include modeling of alternative land use and transportation concepts on vehicle miles traveled, greenhouse gas emissions, air quality, and impacts on Central City land use and transportation. The modeling will be coordinated with that done for the broader CC2035 process.	CC2035 will include GHG and air quality modeling in the policy analysis of land use and transportation relationships.
INT 4	Parking	Examine parking strategies for the N/NE Quadrant planning area that support existing land uses and new development, while encouraging the use of alternative transportation modes, including proximity to transit, demand management strategies, bicycling, and proximity to housing. Identify parking issues to be addressed as part of the CC2035/CCTMP process.	The CCTMP will be updated as part of CC2035, and will revise and, if needed, recommend changes to Central City wide transportation policies, including parking.

N/NE Quadrant and I-5 Broadway/Weidler Plans
DRAFT Refinement and Screening Process

A. Land Use/Urban Design/Local Transportation Screening

The following describes the approach to convert the wide range of ideas from SAC, Subcommittee, Charrettes, and public inputs into a smaller number of alternative concepts for further study. The screening factors were based on the following:

- Step One Land Use/Urban Design/Local Transportation screening factors are based on adopted SAC Project Goals and are indicated by number and **bold** type.
- Issues, Opportunities, and Constraints complied by Project Staff, which are the lower case letters, provide additional screening factors.
- Factors common to the Land Use/Urban Design/Local Transportation screening and the I-5 screening are underlined.

Step One: Land Use/Urban Design/Local Transportation Screening

3 Quadrant-wide concepts; subarea choices and issues

Screening Steps/Goals:

A. Staff reviews results of Land Use, Urban Design, and Local Transportation Charrette, public comments, SAC and Subcommittee inputs.
B. Staff organizes ideas into alternative, quadrant-wide concepts and subarea choices and issues.
C. SAC reviews and approves Step One screening factors.

Land Use/Urban Design/Local Transportation Refinement Factors (Adapted from Project Scope and Goals)

1. A diverse mix of commercial, cultural, entertainment, industrial, recreational, and residential uses, including affordable housing:
a. Foster distinct and complementary subareas identities within the quadrant.
b. Encourage uses that complement regional facilities including the Rose Garden, Memorial Coliseum, Convention Center and Lloyd Center, while seeking to balance the episodic nature of these attractions with additional activities.
c. Foster increased residential density and improve jobs to housing ratio in the quadrant by 2035.

2. Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages:
a. Create opportunities for new employment and a variety of employment types and levels.
b. Foster increase in future high density commercial development while supporting and encouraging industrial activities in current industrial areas.

3. Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment:
a. Create opportunities for new parks and open spaces.
b. Maintain and create new access points to the river.
c. Enhance and create new fish, tree canopy, and wildlife habitat.
d. Support sustainable development goals and practices, including creation of the Lloyd Eco-District.

4. Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods:
a. Create sensitive transitions between the more highly urban Central City and adjacent residential neighborhoods.
b. Foster concepts that support high-density development in the Lloyd District and minimize their impacts on adjacent neighborhoods-Eliot, Irvington, and Sullivan's Gulch.

5. A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system;
a. Accommodate present and future access needs of the quadrant.
b. Improve multi-modal transportation accessibility and connectivity within and through the quadrant.
c. Increase safety for all modes.
d. Improve circulation for all modes in the Rose Quarter Transit Center.
e. Improve freight access from freeway to industrial areas and major destinations.

6. Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses.
a. Improve the local circulation system for safe access for all transportation modes within the quadrant and freeway interchange.
b. Provide affordable range of multimodal transportation solutions.
c. Connect regional trail system.

7. Equitable access to community amenities and economic opportunities:
a. Minimize involuntary displacement of quadrant residents and jobs.
b. Provide for a broad array of employment types and encourage living-wage jobs.
c. Provide for diversity of housing types that meets the needs of all income-levels and a variety of household types and lifestyles.
d. Provide for amenities and services at a level appropriate to support the type and intensity of development proposed.

8. Protection and enhancement of the cultural heritage of the area and its sub-districts:
a. Preserve, enhance and celebrate historic and cultural resources.
b. Avoid/minimize/mitigate demolition of historic and cultural resources.

Step Two: Land Use/Urban Design/Local Transportation Screening

- **Continue refinement of quadrant-wide concepts and subarea choices and issues using the refinement factors listed above and input from the 5/26/11 SAC meeting, open house and other outreach.**
- **SAC review and approval of refined alternative quadrant-wide concepts and subarea choices and issues for additional analyses through summer.**

Step Three: Evaluation of the Combined Packages of Land Use/Urban Design/Local Transportation and I-5 Freeway Alternatives.

- **SAC and public review of evaluation criteria.**
- **Full integration of Land Use/Urban Design/Local Transportation and I-5 Broadway/Weidler Concepts.**
- **Evaluation of integrated alternatives.**
- **Selection of preferred alternative.**

B. I-5 Broadway/Weidler Interchange Area Screening

The following describes the approach to convert the wide range of ideas from SAC, Subcommittee, Charrettes, and public inputs into a smaller number of alternative concepts for further study. The screening factors were based on the following:

- Step One I-5 Screening is based on staff evaluation.
- Step Two I-5 Screening is based on adopted SAC Project Goals and indicated by number and **bold** type.
- Issues, Opportunities, and Constraints complied by Project Staff, which are the lower case letters, provide additional screening factors.
- Factors common to the Land Use/Urban Design/Local Transportation screening and the I-5 screening are underlined.

Step One: I-5 Broadway/Weidler Interchange Area Grouping and Screening

70 - 80 ideas

Screening Steps/Goals:

A. Review results of Transportation and Freeway Charrette, public comments, SAC and Subcommittee Inputs
B. Organize ideas into alternative concepts
C. SAC review of Step One Grouping and Screening

Grouping and Screening Factors

I. Group ideas into like concepts based on the following:
   A. Improving freeway options
   B. Interchange ideas
   C. Local transportation connections

II. Eliminate ideas based on the following:
   A. Out-of-Scope
   B. Infeasible due to engineering impractically and/or excessive costs

Step Two: I-5 Broadway/Weidler Interchange Area Screening

Identify Range of Concept Alternatives for Detailed Evaluation - HIGH LEVEL QUALITATIVE SCREENING REVIEW

Screening Goals:

A. Narrow Step One alternative concepts to smaller handful for additional analyses
B. SAC and public review of Step Two Screening of recommended alternative concepts
C. SAC Approval of Step Two Screening and alternatives for additional analyses through the summer

Screening Factors

1. A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system;
   a. Accommodate present and future access needs of the quadrant.
   b. Improve multi-modal transportation accessibility and connectivity within and through the quadrant.
   c. Increase safety for all modes.
   d. Improve circulation for all modes in the Rose Quarter Transit Center.
   e. Improve freight access from freeway to industrial areas and major destinations.

2. Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses.
   a. Improve freeway operations for freight and auto.
   b. Improve freeway safety.
   c. Improve the local circulation system for safe access for all transportation modes within the quadrant and freeway interchange.

3. Equitable access to community amenities and economic opportunities;
   a. Minimize involuntary displacement of quadrant residents and jobs
   b. Provide for a broad array of employment types and encourage living-wage jobs.
   c. Provide for amenities and services at a level appropriate to support the type and intensity of development proposed

4. Protection and enhancement of the cultural heritage of the area and its sub-districts
   a. Preserve, enhance and celebrate historic and cultural resources.
   b. Avoid/minimize/mitigate demolition of historic and cultural resources.

Step Three: Evaluation of Integrated Land Use/Urban Design/Local Transportation and I-5 Broadway/Weidler Interchange Area Alternatives

- **SAC and public review of evaluation criteria.**
- **Full integration of Land Use/Urban Design/Local Transportation and I-5 Broadway/Weidler Concepts.**
- **Evaluation of integrated alternatives.**
- **Selection of preferred alternative.**

N/NE Quadrant and I-5 Broadway/Weidler Plans

Timeline

Fall/Winter 2010

SAC #1-4: Sept – Jan
Community Walks: Sept
Public Open House: Nov
Subcommittee Meetings: Dec

Spring/Summer 2011

Subcommittee Meeting: 2/9
Local Issues Charrette: 2/22 – 2/23
SAC #5: 3/10
Subcommittee Meeting: 3/2
Subcommittee Meeting: 3/30
Freeway/Local Transportation Charrette: 4/11 – 4/13
SAC #6: 5/26 **We are here**
SAC #7: 6/16
Public Open House: Late June/Early July
SAC #8: 7/28 (tentative)

Fall/Winter 2011

SAC Meetings: Sept – Dec
Public Workshop: Nov

Winter/Spring 2012

SAC Meetings: To be determined
Public Open House: March

Spring 2012

Hearings to be determined

Process Overview

PHASE I
Background and Existing Conditions
Project Goals and Scope
Issues, Opportunities and Constraints

PHASE II
Develop Concept Alternatives

N/NE Quadrant

Quadrant-Wide Land Use, Urban Design and Local Transportation (LU/UD/LT) Ideas

Generate Ideas

I-5 Broadway/Weidler Interchange Area

Freeway & Related Local Transportation Ideas

Organize and Screen Ideas
Assemble Concepts
(Step 1 Screening)
- Sort and group ideas
- Screen based on project goals, scope, engineering

- 3 Quadrant-Wide LU/UD/LT Concept Alternatives
- Subarea Planning Choices

12 to 14 Freeway & Related Local Transportation Concepts

Public Review

Refine and Narrow Choices
(Step 2 Refinement and Screening)
Based on:
- SAC and public input
- Refinement factors and screening criteria

- Refined LU/UD/LT Quadrant Concepts
- Refined Subarea Choices

3 to 4 Freeway & Related Local Transportation Concepts

Crosswalk
How do the Quadrant & Freeway Concepts work together?

SAC approves Quadrant & Freeway Concepts for Phase III Analysis and Evaluation

PHASE III
Further Develop, Analyze, and Evaluate Concepts

Detailed Analysis and Evaluation
Public Review
Select Preferred Concept

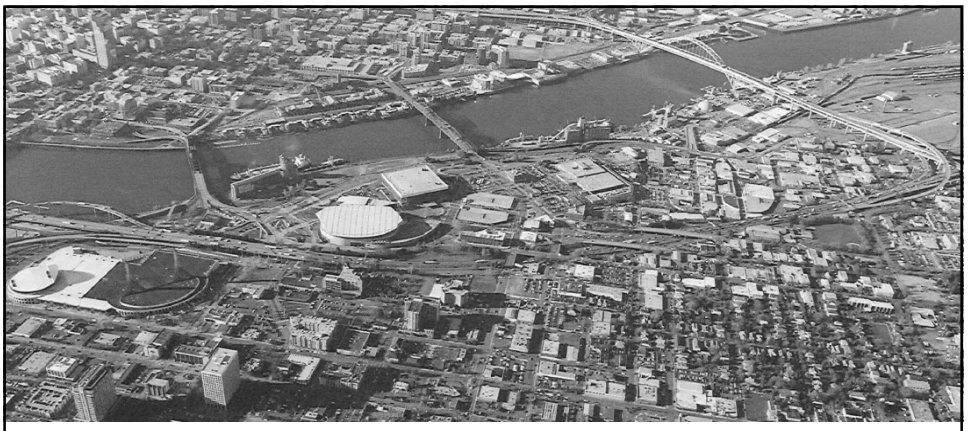
PHASE IV
Plan Development

Policy and Action Items, Zoning Amendments, I-5 Improvement Plan
Public Review of Draft Plan Elements
SAC Endorsement

PHASE V
Legislative Process

Portland Planning and Sustainability Commission
Portland City Council
Oregon Transportation Commission

May 26, 2011



N/NE Quadrant & I-5 Broadway/Weidler Plan

SAC Meeting #6 May 26, 2011
Overall Study Process
Land Use Update
Transportation Charrette Process

Oregon Department of Transportation

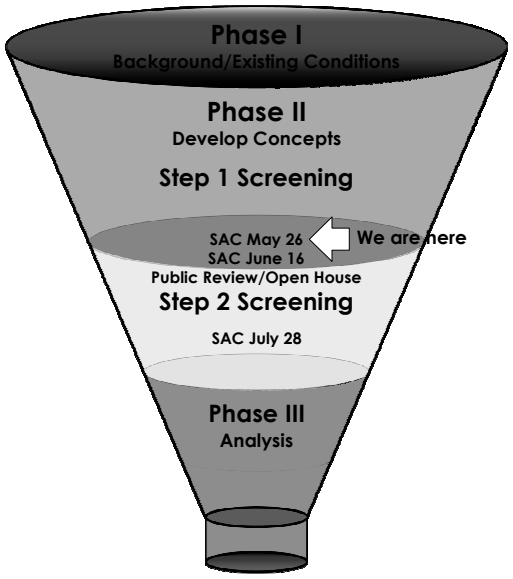
Presentation Overview

- SAC decision-making process
- Land use charrette
  - Charrette outcomes
  - Organizing the concepts
- Transportation findings
  - Existing conditions
  - 2035 forecast
- Transportation charrette
  - Charrette outcomes
  - Organizing the concepts

Develop and Analyze Concept Alternatives

North/Northeast Quadrant

I-5 Broadway/Weidler Interchange Area



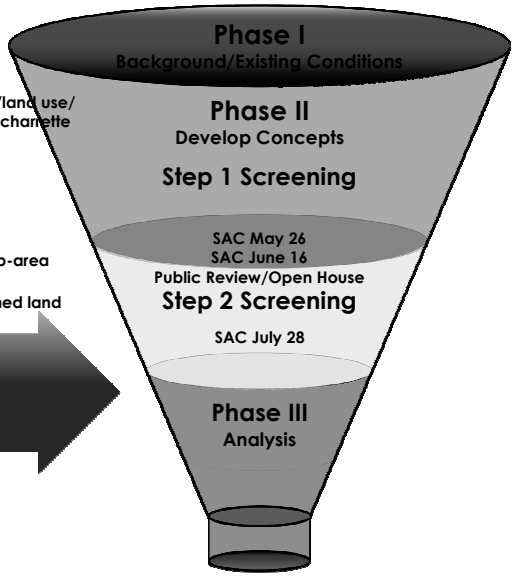


Develop and Analyze Concept Alternatives

North/Northeast Quadrant

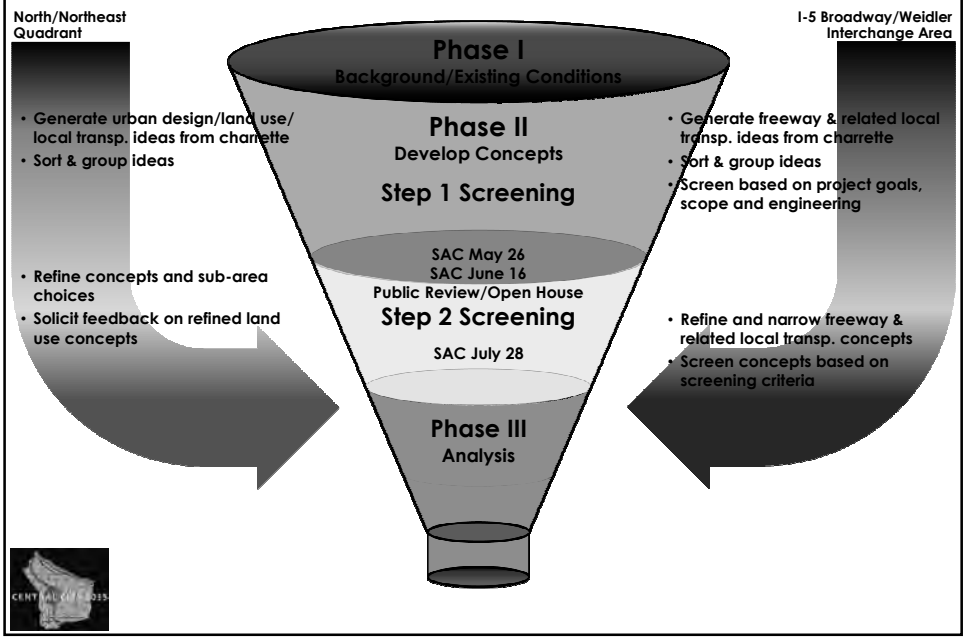
I-5 Broadway/Weidler Interchange Area

- Generate urban design/land use/ local transp. ideas from charrette
- Sort & group ideas
- Refine concepts and sub-area choices
- Solicit feedback on refined land use concepts

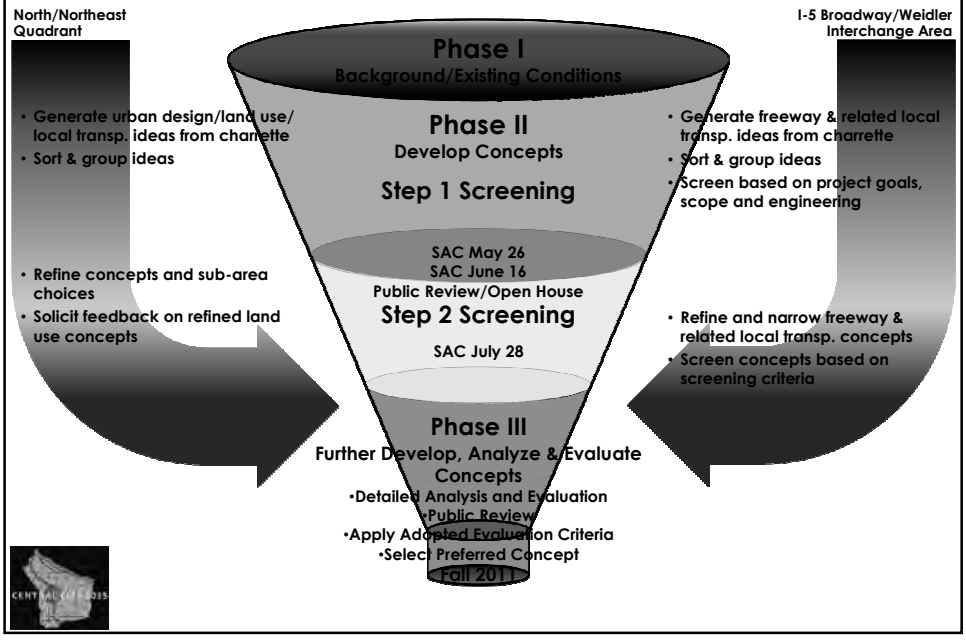




Develop and Analyze Concept Alternatives



Develop and Analyze Concept Alternatives



Land Use, Urban Design and Local Transportation Concepts

See N/NE Quadrant Plan: Concept Alternatives Handout



Transportation Background Policies and Conditions



At the crossroads of major regional transportation network





Transportation Policy



City
- *Balanced transportation system*
- *Encourage non auto modes*

Central City
- *Growth with livability*
- *Pinch the parking supply*
- *Mode split commute goals* (2010)

	Auto	Transit	Bike/Ped
Lloyd District Goal:	50%	40%	10%
Lower Albina Goal:	80%	10%	10%



Area Statistics

- Mode Split: percentage of commute trips
  (2009 Source Lloyd TMA, Portland Business Alliance, City Auditor)

	CBD (Downtown, River)	Lloyd	City
Auto	41%	63%	75%
Transit	45%	27% (40% Lloyd TMA)	13%
Bike	10%	5%	7%
Walk	4%	2.5%	5%

- Parking: stalls per 1,000 sf of office (off street)
  Lloyd District 2.2 (1.2 in Downtown)
  Lower Albina 1.4



State and Regional Transportation Policies

- State
  - Provide a balanced, efficient, cost-effective system
  - Optimize existing infrastructure with improved operations
  - Promote economic diversification and expansion through effective movement of people, goods, services & information
  - Operate and maintain a safe system

- Regional
  - Improve local street connectivity
  - Reduce delay and increase reliability for freight
  - Throughways accommodate longer distance travel and provide access to major activity centers



Transportation Findings Based on 2008 Data and 2035 Forecast



What is included in the 2035 transportation forecast?

The adopted regional growth forecast and a set of planned projects



Future Year Forecast 2035

- Based on adopted regional growth forecast
  +1.3 million in the region – 72% increase
- NNE Quadrant forecast
  Over 400% increase in households
- New Metro forecast - end of 2011
- Includes TDM measures
  –Transit pass programs
  –Expanded parking cost areas
- Includes major highway and transit projects
  –Milwaukie LRT
  –LO Streetcar
  -Light rail to Vancouver
  -CRC
  -Phase 2 I-5 Delta Park



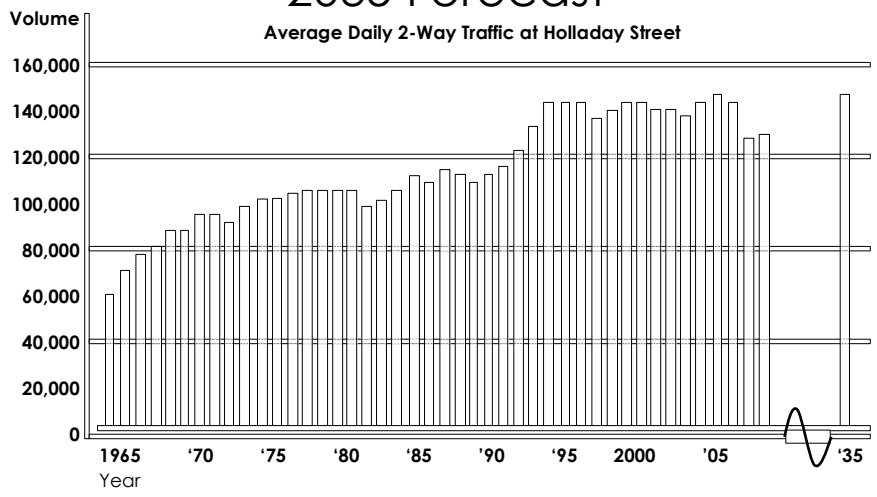
Historic Growth Patterns for Traffic on I-5

Rapid traffic growth in the 80's and 90's flattening out in recent years

Forecast for slow, but continued growth in traffic volumes



Historical I-5 Traffic Growth & 2035 Forecast



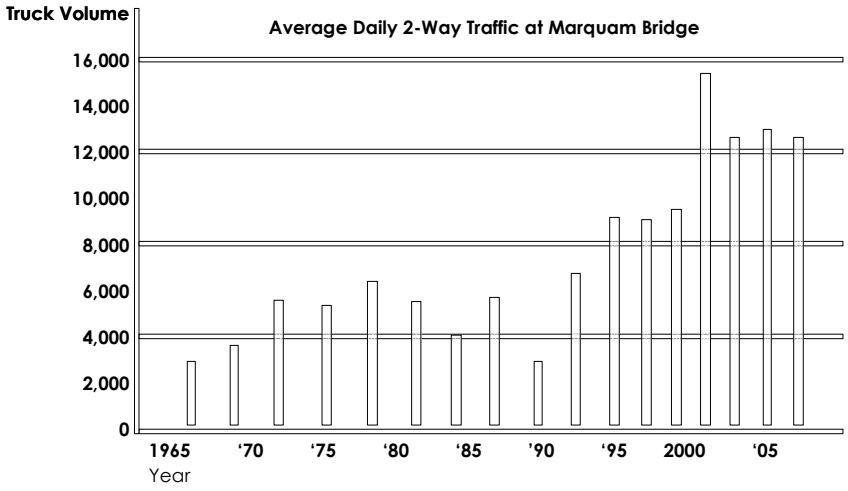


Traffic Growth on I-5

- Freeway at capacity during peak hours
- By 2035 the hours of congestion on I-5 in the Quadrant are forecast to more than double



Historical I-5 Truck Traffic Growth



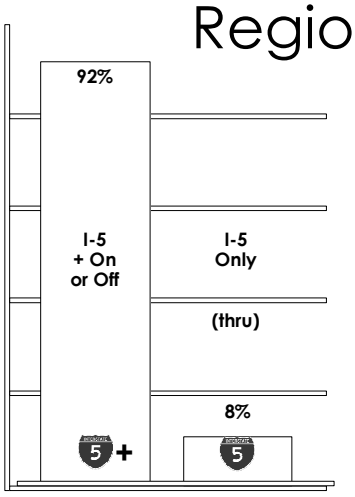


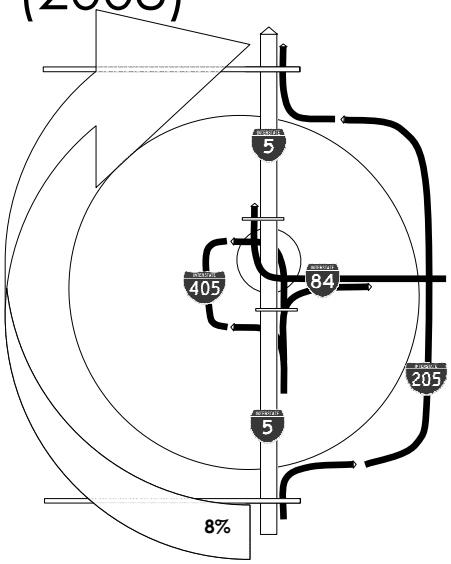
Who is Using I-5 to, from and through the NNE Quadrant?

- Most trips on I-5 in the Quadrant stay within the Portland region
- Most trips on I-5 in the Quadrant require a weave between ramps and freeway mainline



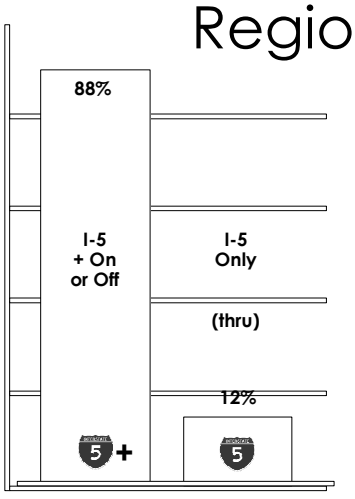
I-5 Movement Through the Region (2008)

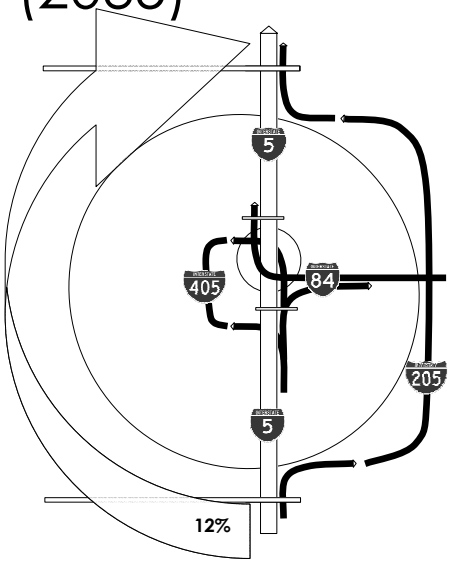






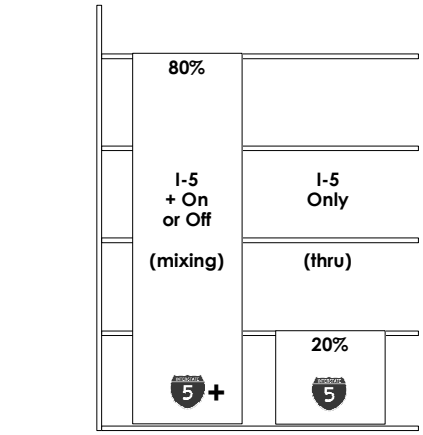
I-5 Movement Through the Region (2035)

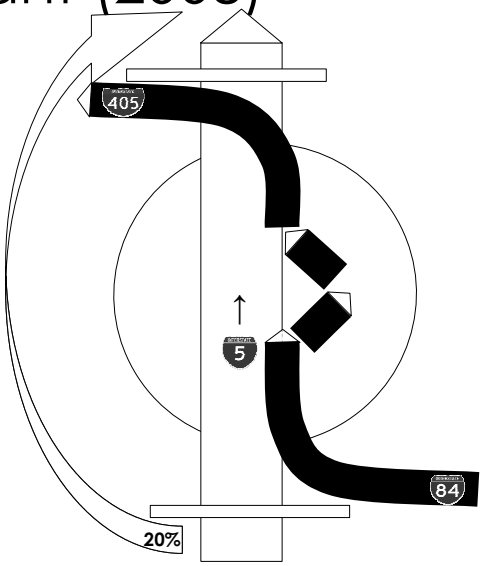






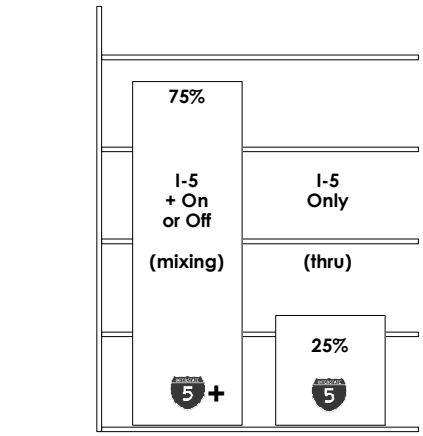
I-5 Trips Through the N/NE Quadrant (2008)

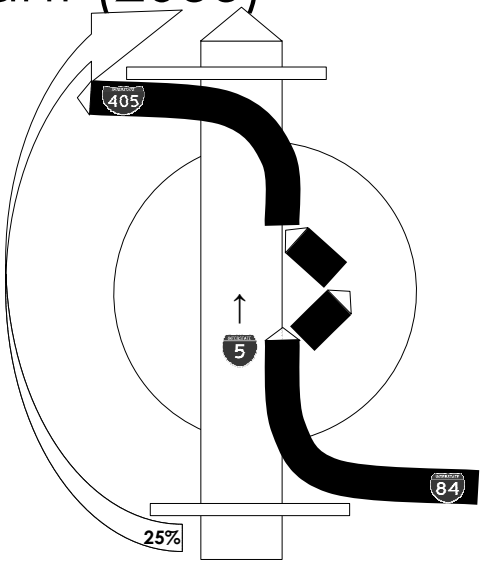






I-5 Trips Through the N/NE Quadrant (2035)







Who is using the Broadway/Weidler Interchange in Evening Rush Hour?

- On-Ramps - Workers from Lloyd District, Lower Albina, Central Eastside – heading home
- Off-Ramps - Residents from Eliot, Irvington, Sullivans Gulch – coming home from work



Northbound Off-Ramp to Weidler





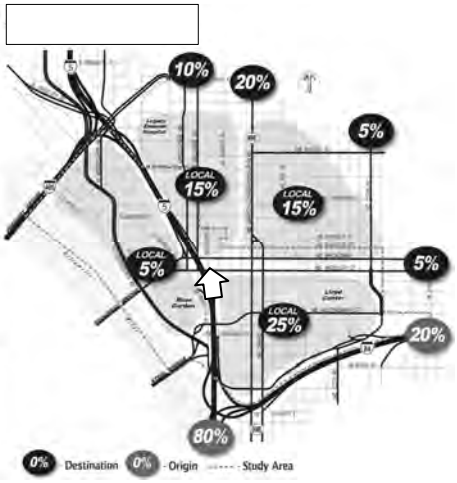


Northbound
Off-Ramp to Weidler

Off-ramp traffic
PM Peak

20% from I-84
80% from I-5

25% to Lloyd District
30% to Eliot/Irvington
5% to Albina/Rose Qtr
30% to north of Knott



Northbound
On-Ramp from Broadway



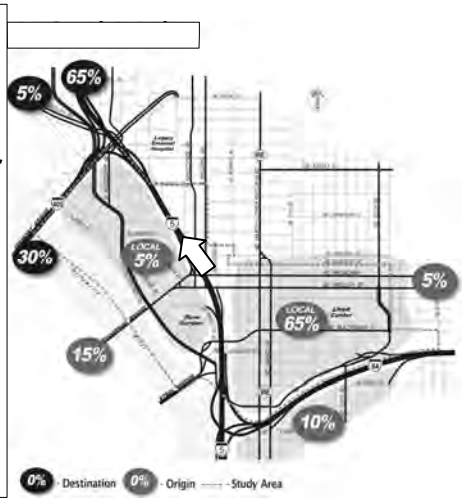


Northbound
On-Ramp from Broadway

On-ramp traffic
PM Peak

5% from Albina/Rose Qtr
65% from Lloyd District
15% from Broadway Br.
5% from east of 16th
10% from south of I-84

65% north on I-5
30% west on I-405
5% north on Greeley



Southbound
Off-Ramp to Broadway



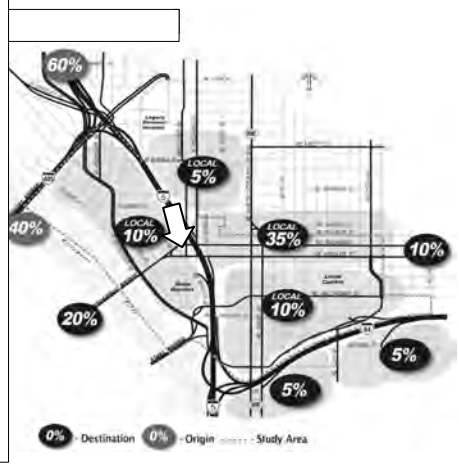


Southbound Off-Ramp to Broadway

Off-ramp traffic
PM Peak

40% from I-405
60% from I-5

10% to Lloyd District
40% to Eliot/Irvington
10% to Albina/Rose Qtr
20% to Broadway Br.
10% to east of 16th
10% to south of I-84



Southbound On-Ramp from Wheeler/Winning/Williams



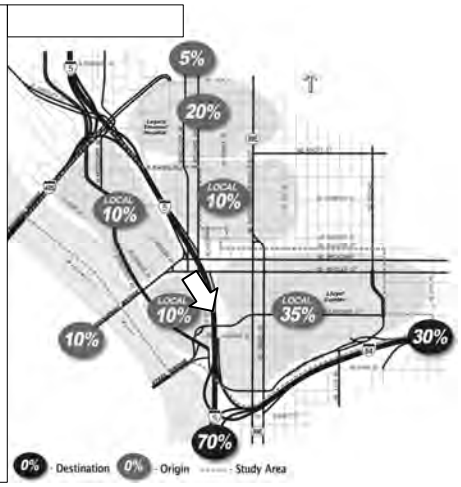


Southbound On-Ramp from Wheeler/Winning/Williams

On-ramp traffic
PM Peak

20% from Albina/Rose Qtr
35% from Lloyd Dist
10% from Eliot/Irvington
25% from North of Knott
10% from Broadway Br.

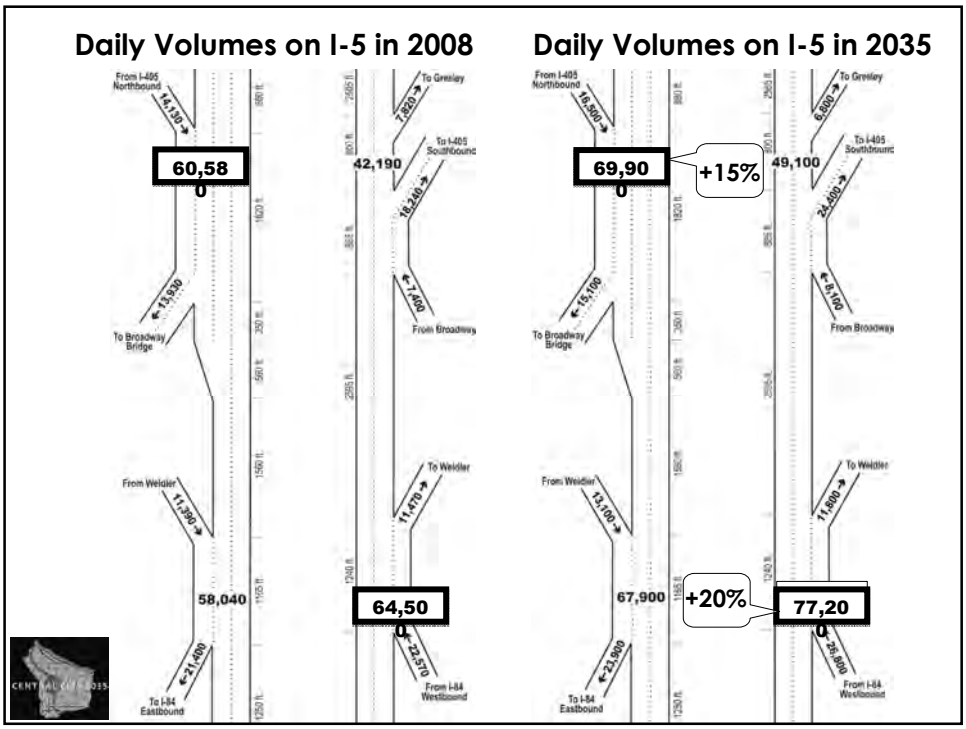
70% south on I-5
30% east on I-84



What does traffic growth and ramp usage mean to how I-5 functions?

Short weave distances contribute to safety and operational problems

High crash rates create frequent safety and traffic problems

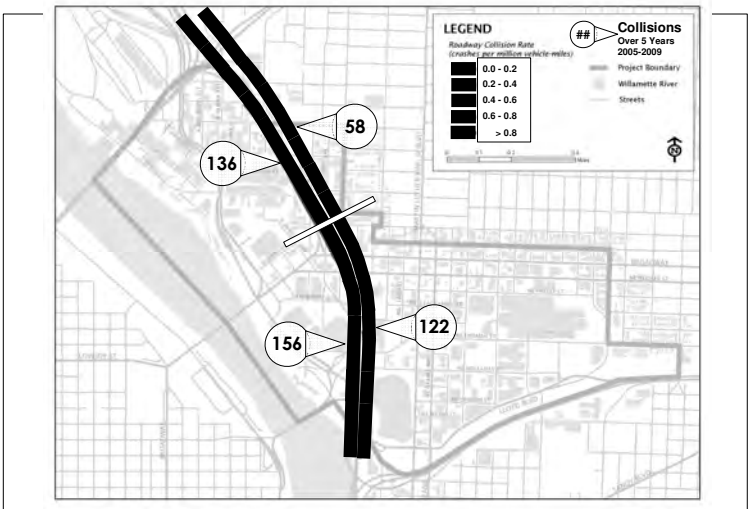


Weaving Analysis

- Weaving analysis based on level of service (LOS)
- Analysis considers speeds, weaving distance, traffic volumes, etc.

- Findings:
  - I-84 to B/W interchange weaves are very bad today (rated F) and forecast to worsen
  - B/W interchange to I-405 weaves are marginal today (rated C) and forecast to worsen (rated D)
- Poor weaving conditions result in:
  - High crash rates
  - Slow speeds
  - Congestion

I-5 Crashes within the Study Area



Ideas to Address Freeway and Interchange Circulation, Safety and Operational Problems

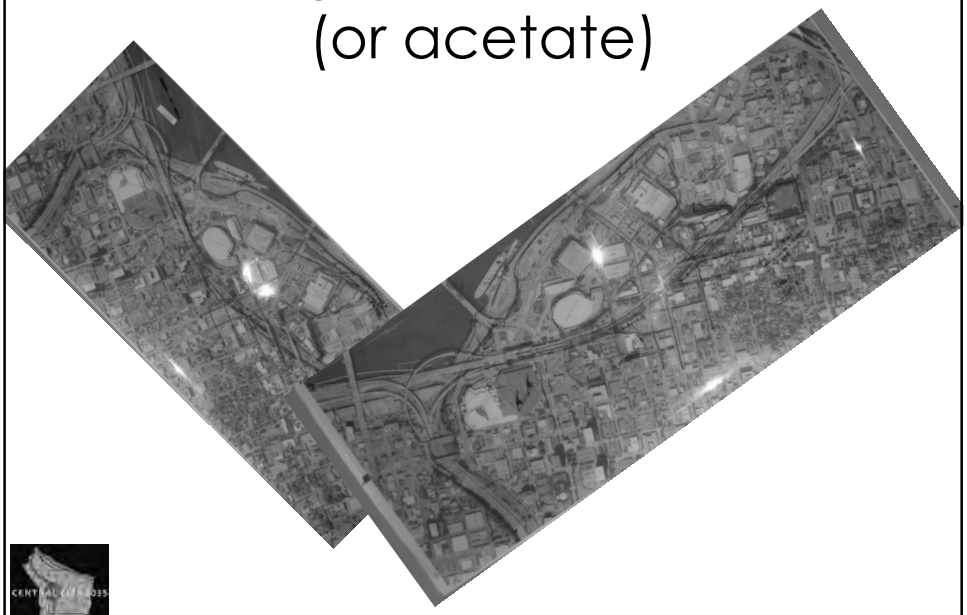
Transportation Improvement Charrette

- SAC Subcommittee worksession on 3/30
- Public worksession on 4/11
- Technical worksessions 4/12 & 4/13
- Public report evening of 4/13
- SAC Subcommittee review on 4/20

Over 70 Ideas Generated



Getting Ideas onto Paper (or acetate)



What We Heard

Ideas fell into the following general interchange form categories:

- 8% of Ideas: Diagonally Folded Diamond
- 18% of Ideas: Standard Diamond
- 27% of Ideas: Split Diamond
- 20% of Ideas: Folded Diamond

What We Heard

Several other ideas included:

- Move the interchange
- Separate the weaves
- More crossing locations
  - **Hancock**
  - **Clackamas**
- Improve bike/ped connections

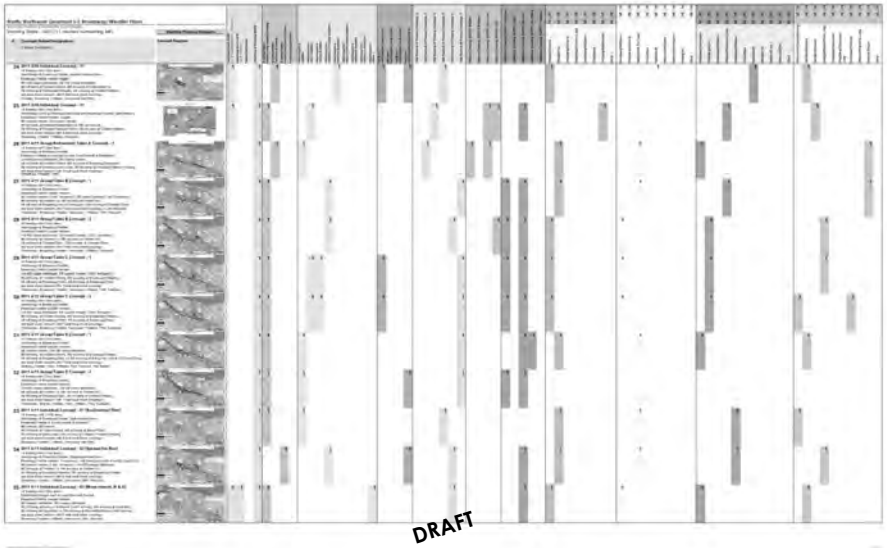
Organizing the Work

Elements and Concepts

- "Elements" are individual pieces
  - Examples:
    - Clackamas overcrossing
    - Northbound braided ramp from I-84
- "Concepts" are a combination of "elements"



Concept Tracking Matrix



Freeway/Local Transportation Interface Charrette Summary

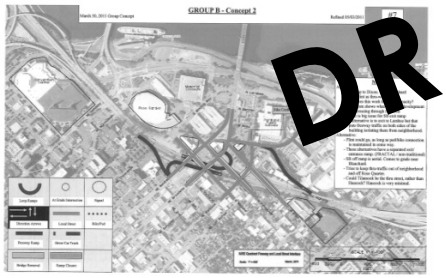
- Preliminary draft summary report
- One-page description and disposition

7

Freeway/Local Transportation Interface Charrette Screening

2011 3/30 SAC-Group B Concept 2

Description:
I-5 freeway with 3rd auxiliary lane,
Interchange at Broadway/Weidler, Diagonally-folded diamond,
Broadway/Weidler couplet remains,
NB exit ramp at Weidler/1st, NB on-ramp at Weidler/1st,
SB exit ramp at Wheeler/Hancock, SB entrance ramp loop at Broadway/Wheeler/Flint,
and local street network with 6 total local street crossings
(Weidler, Broadway, Hancock, Williams, Vancouver and Flint)



N/NE Quadrant Project Scope Screening Criteria

I-5	Improvements to I-5			
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.			
	Focus on safety improvements to reduce the number of crashes			
	[illegible] on the Broadway/Weidler [illegible] and off ramps, ramp spacing and connections [illegible] local arterials.			
	[illegible] ability [illegible] standards to accept more than [illegible] hours of Lan[illegible] congestion, if improvements will [illegible] safety [illegible] operations on the freeway			
	[illegible] major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.			
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.			
INT 1	Bicycle and Pedestrian Routes			
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway			
INT 2	Freight Movement			

DRAFT

Preliminary Engineering Assessment

Advantages:
- Improves weaving distance for NB entrance ramp
- Improves weaving distance for SB entrance ramp

Disadvantages/Fatal Flaws:
- Wheeler/Hancock Southbound exit ramp grades
- Southbound exit weave length decreases

Recommendation:

Elements for Further Study:
- Diagonally folded diamond at Broadway/Weidler
- Broadway/Weidler couplet at freeway
- New crossing at Hancock

Elements for No Further Study at this Time
- Ramp connection at Wheeler/Hancock

How we are moving forward with transportation improvement concepts

- 5 categories of concepts to develop – Table 1
- A range of potential elements to examine – Table 2
- Elements recommended to not study further at this time – Table 3

From Table 1:

1. No-Build

- Serves as a baseline for comparison



From Table 1:

2. Mainline Operational Improvements

- Provides a minimal cost/impact comparison
- Develop with:
  - Ramp modifications (but no loops)
  - Braided ramps
  - New overcrossings



From Table 1:

3. Rebuild Bridges

- Implied in some charrette concepts
- Develop with:
  - Ramps remain in current locations
  - Ramp modifications (but no loops)
  - Braided ramps
  - New overcrossings



From Table 1:

4. Enhance B/W Interchange

- Included in 47 concepts
- Includes concepts with:
  - Split diamond (23 concepts)
  - Folded diamond (24 concepts)



From Table 1:

5. New Concepts for the B/W Interchange

- Included in 23 concepts
- Includes concepts with:
  - Standard Diamond (15 concepts)
  - Single Point Interchange (3 concepts)
  - Diverging diamond (2 concepts)
  - Roundabout (3 concepts)



From Table 2:

Elements to be Studied Further

- Loop ramps (34)
- Collector/Distributor (CD) Roads (7)
- Braided ramps (25)
- Extra ramp concepts – partial cloverleaf (3)
- Additional crossings (26)
- Other (remove crossings, bike/ped imps, local street changes, etc)



From Table 3:

Elements Recommended for No Further Study at this Time

- Move interchange north or south (scope)
- Remove I-5 on the eastbank (scope)
- Double-deck I-5 (scope)
- Water ferry (scope)
- New Willamette River bridge (scope)
- Braided ramps north of B/W (eng)
- Widen I-405(scope)
- I-5/I-405 Loop (scope)



SAC Action Items

- Endorse 5 categories of concepts to develop further – Table 1
- Endorse elements to be considered for concept development – Table 2
- Endorse elements to not study further at this time – Table 3



N/NE Quadrant Plan: Concept Alternatives
DRAFT 5/24/11

This packet contains draft quadrant-wide concepts for land use, urban design and local transportation ideas in the N/NE Quadrant study area.

Staff developed three quadrant-wide concept alternatives, intended to describe different development characters and identify key choices, by grouping ideas generated from the following sources:

- Issues, opportunities and constraints,
- Stakeholder Advisory Committee (SAC) meetings,
- SAC Subcommittee meetings, and
- The Local Issues Charrette, held in February, 2011 (charrette summary on web: http://www.portlandonline.com/bps/index.cfm?c=53634&a=345474)

Each concept alternative has a different land use emphasis: Residential (1), Employment (2) and Blend (3). Each land use concept is supported by three related infrastructure system diagrams: Mobility, Open space and Green Systems. It should be noted that the individual concept ideas are not mutually exclusive and will likely be mixed and matched to form the preferred concept, with accompanying local system frameworks, for the quadrant area.

Many ideas generated during SAC or subcommittee meetings and/or the Local Issues Charrette are specific to quadrant subareas, such as the Lower Albina Industrial Area. These more specific questions and/or localized ideas are under development and will be available for public discussion in June. The draft quadrant-wide concepts and subarea choices will be refined with input from the SAC, other stakeholders and the general public.

For event dates and relevant project materials, please visit the project website: www.portlandonline.com/bps/cc2035/nneq.

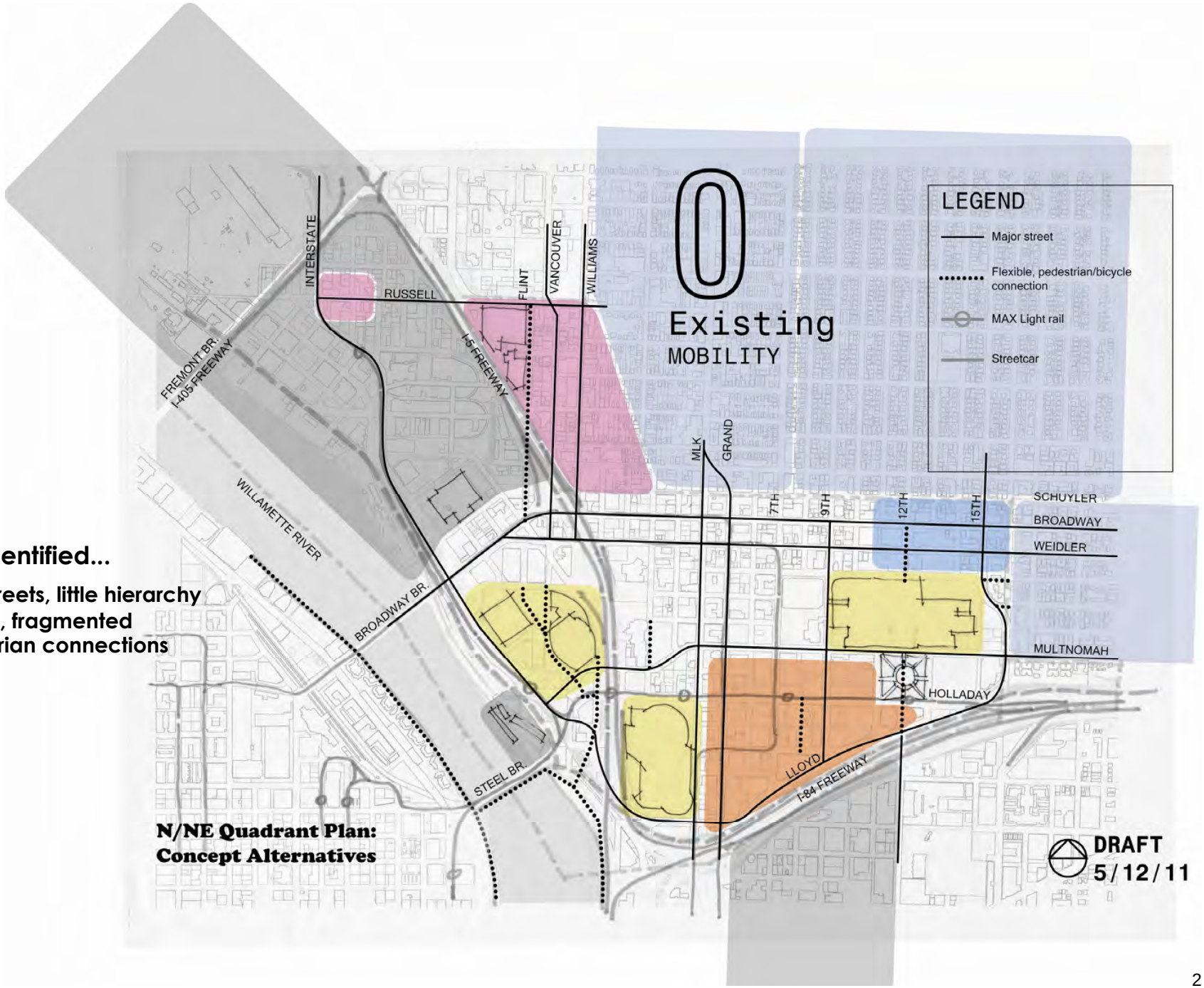
Existing Conditions...

- Several areas with established identities:
  - office district
  - regional attractions
  - Lower Albina industrial area
  - NE Broadway business/ residential district

Issues identified...

- Central core lacks identity
- Very little residential; lack of vibrancy



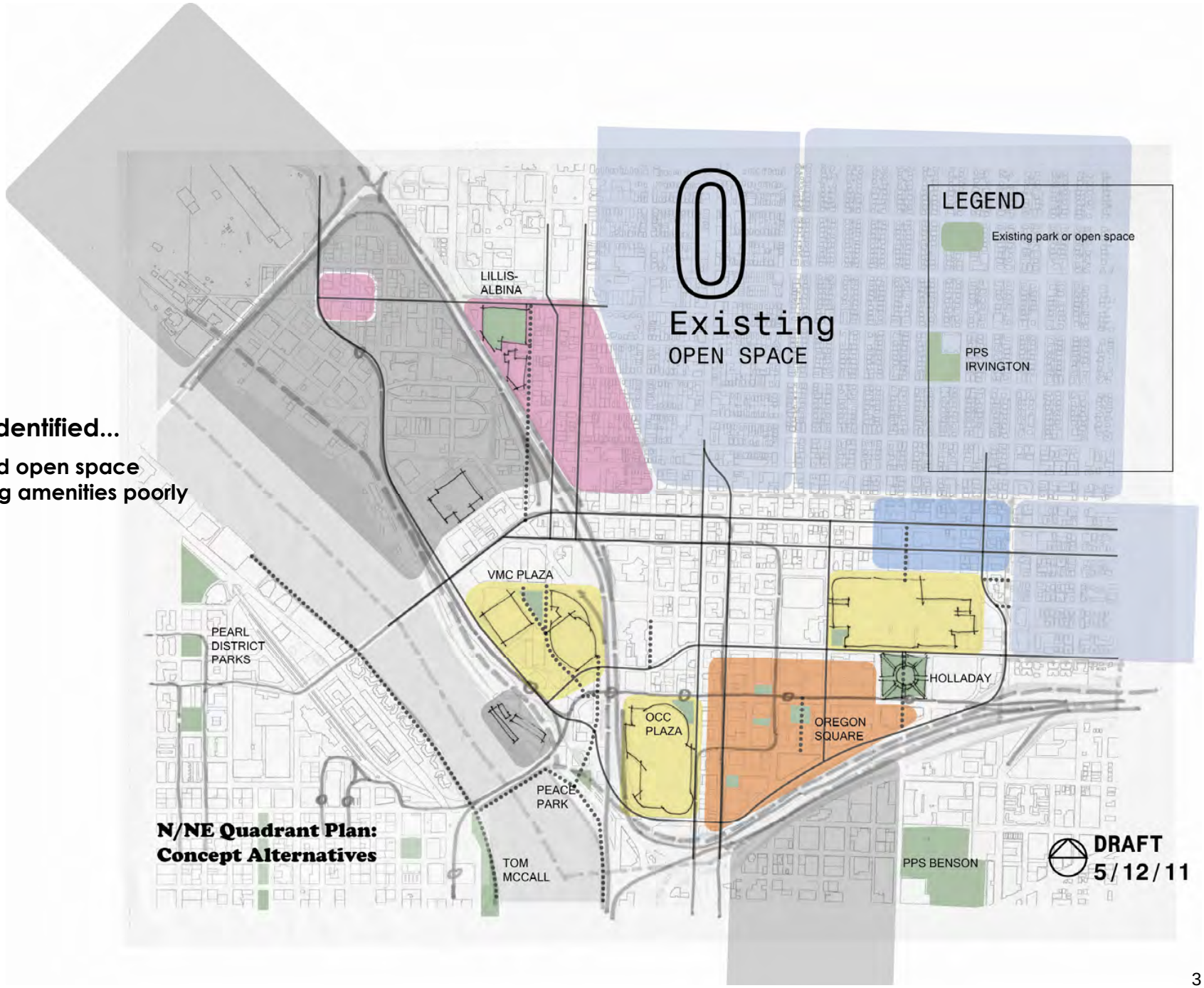


Issues identified...

- **Busy streets, little hierarchy**
- **Limited, fragmented pedestrian connections**

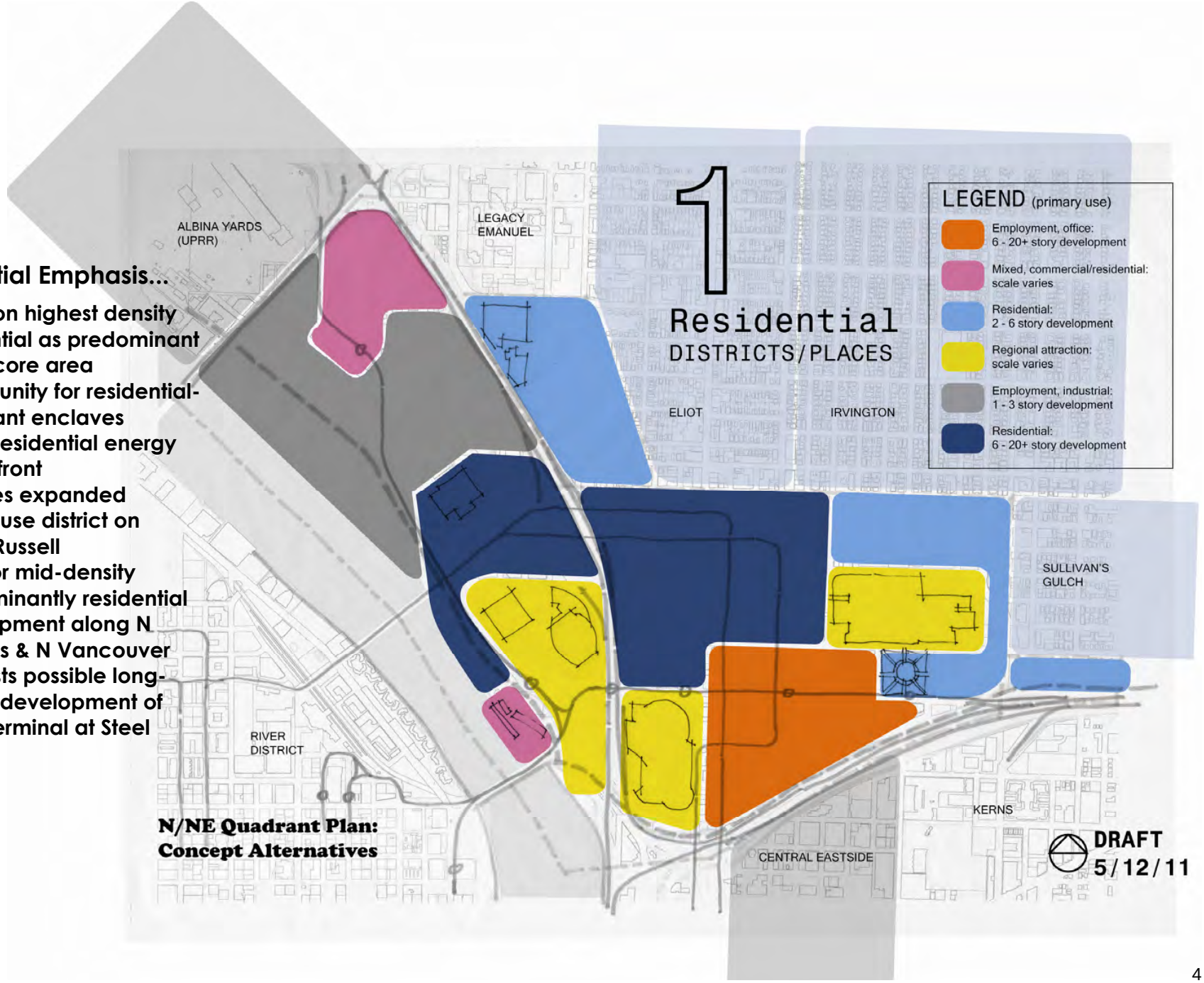
Issues identified...

- **Limited open space**
- **Existing amenities poorly linked**



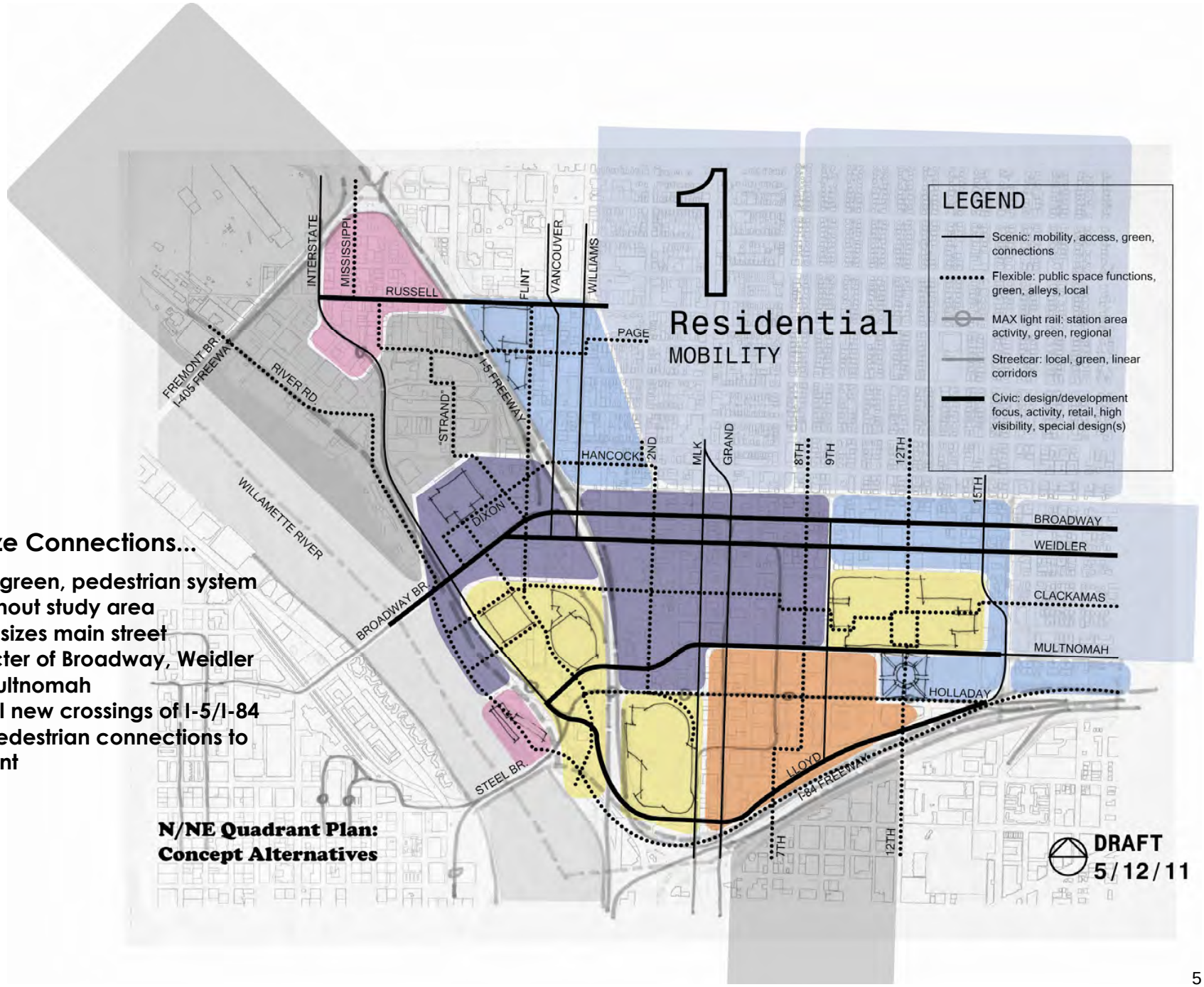
Residential Emphasis...

- Focus on highest density residential as predominant use in core area
- Opportunity for residential-dominant enclaves
- Brings residential energy to riverfront
- Features expanded mixed-use district on Lower Russell
- Calls for mid-density predominantly residential development along N Williams & N Vancouver
- Suggests possible long-term redevelopment of grain terminal at Steel Bridge



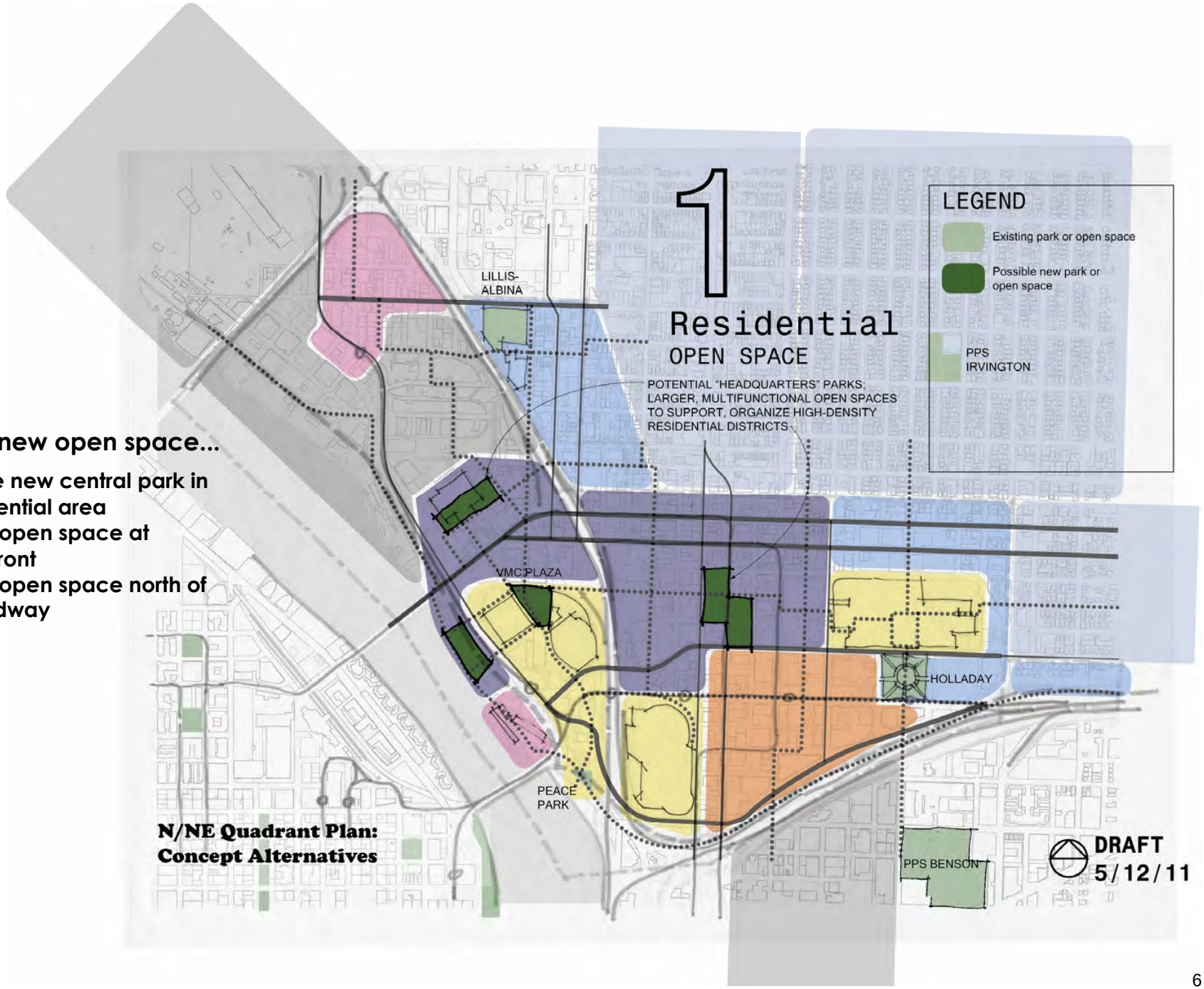
Maximize Connections...

- Strong green, pedestrian system throughout study area
- Emphasizes main street character of Broadway, Weidler and Multnomah
- Several new crossings of I-5/I-84
- New pedestrian connections to riverfront



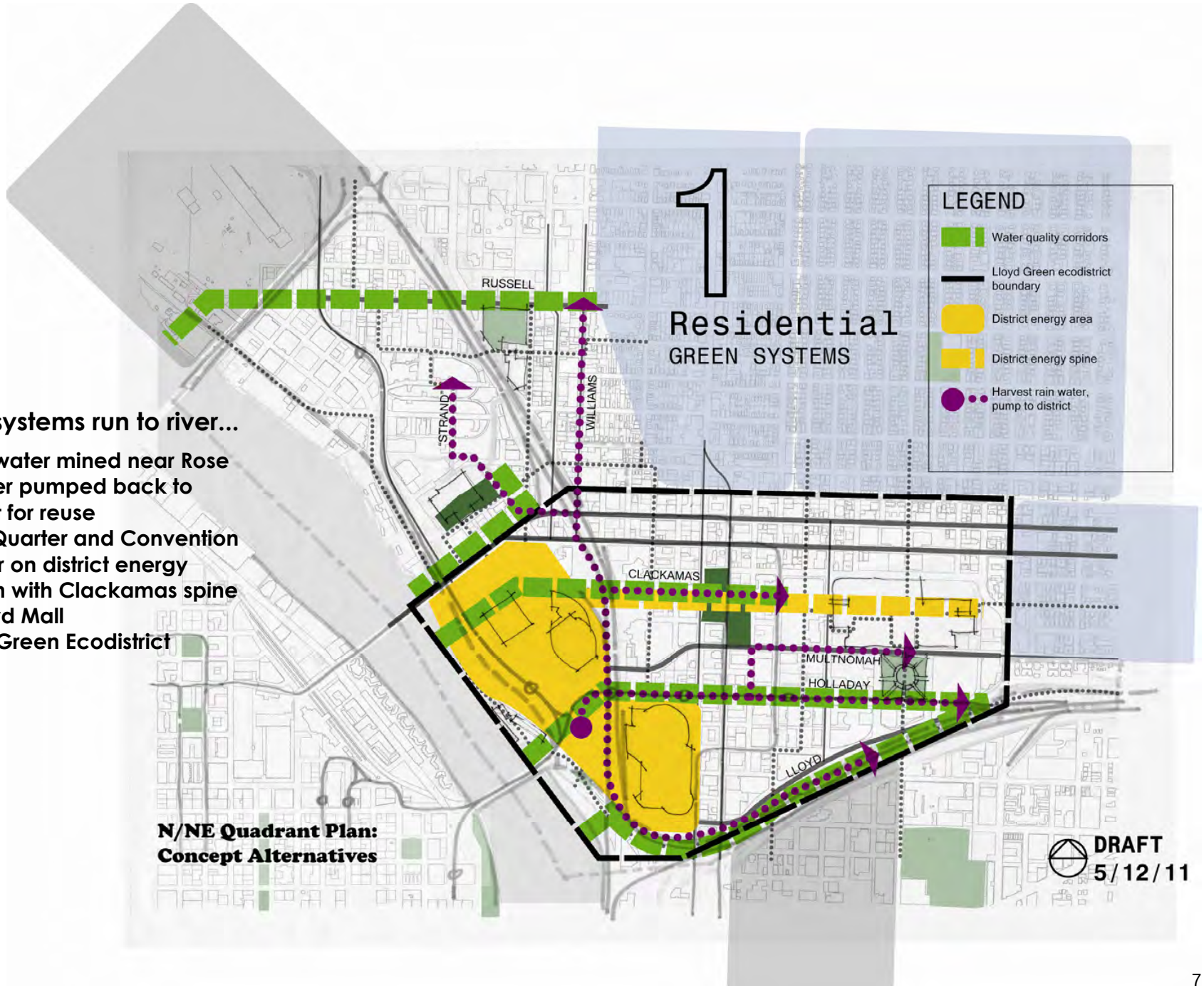
Major new open space...

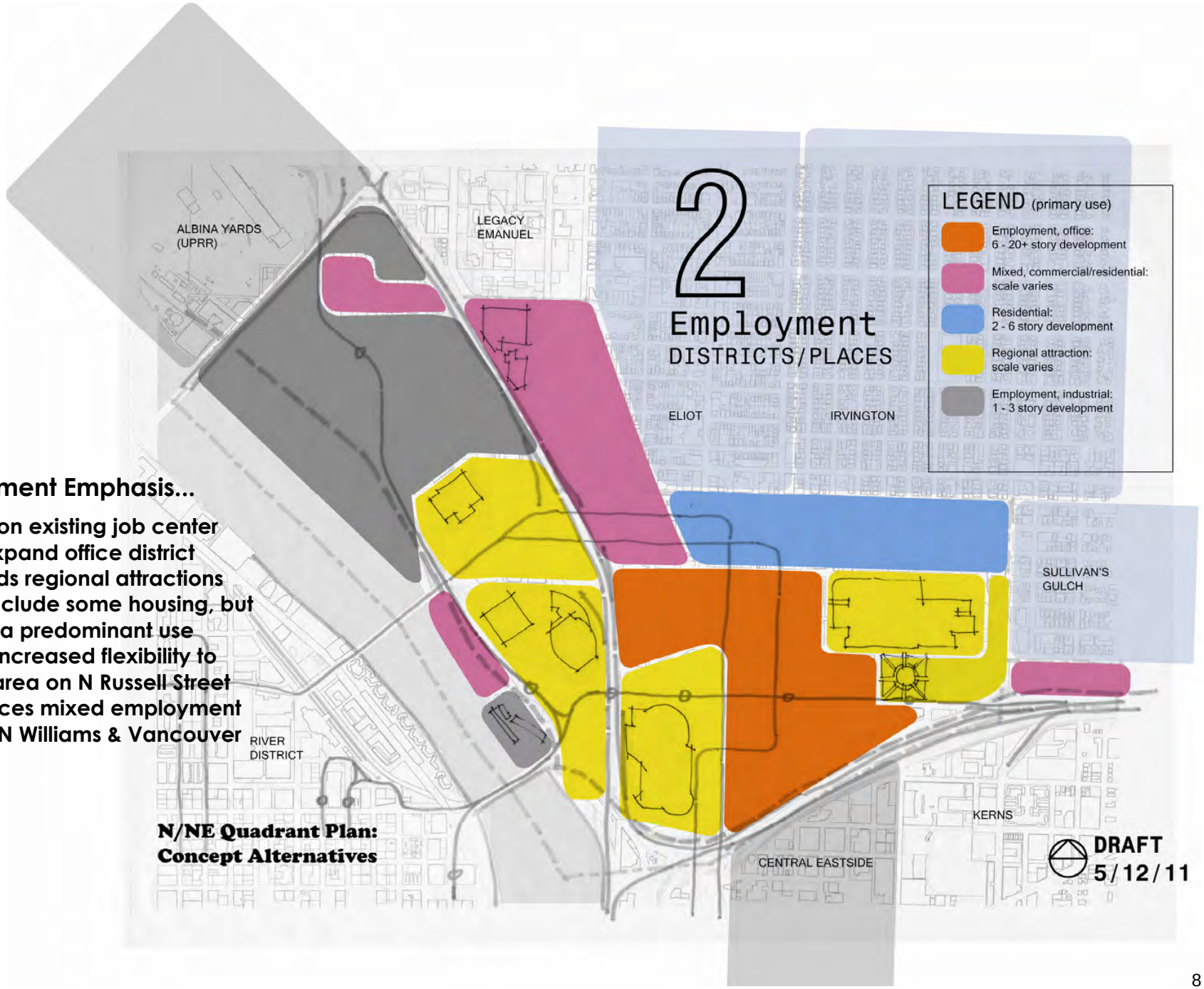
- Large new central park in residential area
- New open space at riverfront
- New open space north of Broadway



Green systems run to river...

- Stormwater mined near Rose Quarter pumped back to district for reuse
- Rose Quarter and Convention Center on district energy system with Clackamas spine to Lloyd Mall
- Lloyd Green Ecodistrict



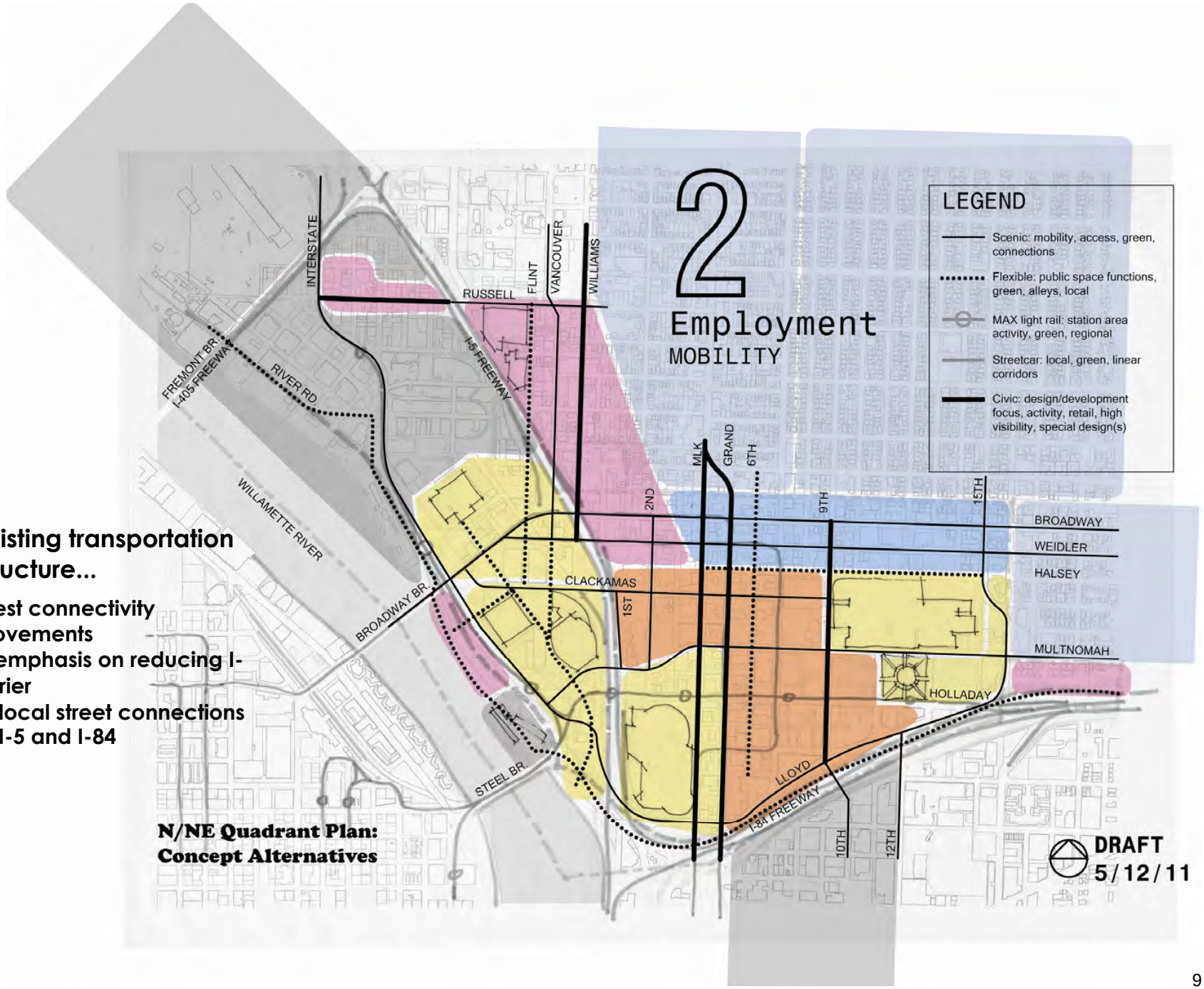


Employment Emphasis...

- **Builds on existing job center and expand office district**
- **Expands regional attractions**
- **May include some housing, but not as a predominant use**
- **Limits increased flexibility to small area on N Russell Street**
- **Embraces mixed employment along N Williams & Vancouver**

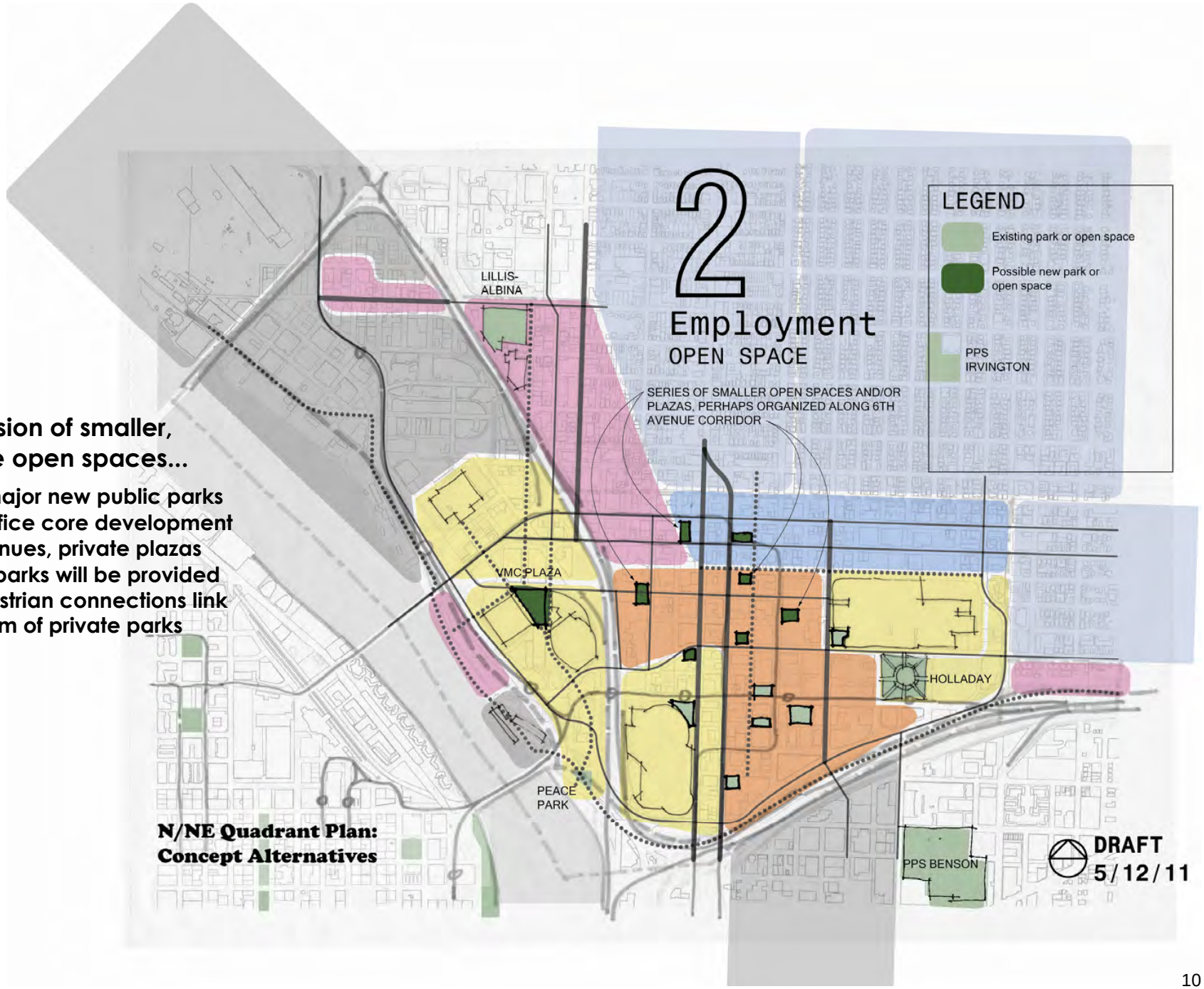
Use existing transportation infrastructure...

- **Modest connectivity improvements**
- **Less emphasis on reducing I-5 barrier**
- **New local street connections over I-5 and I-84**



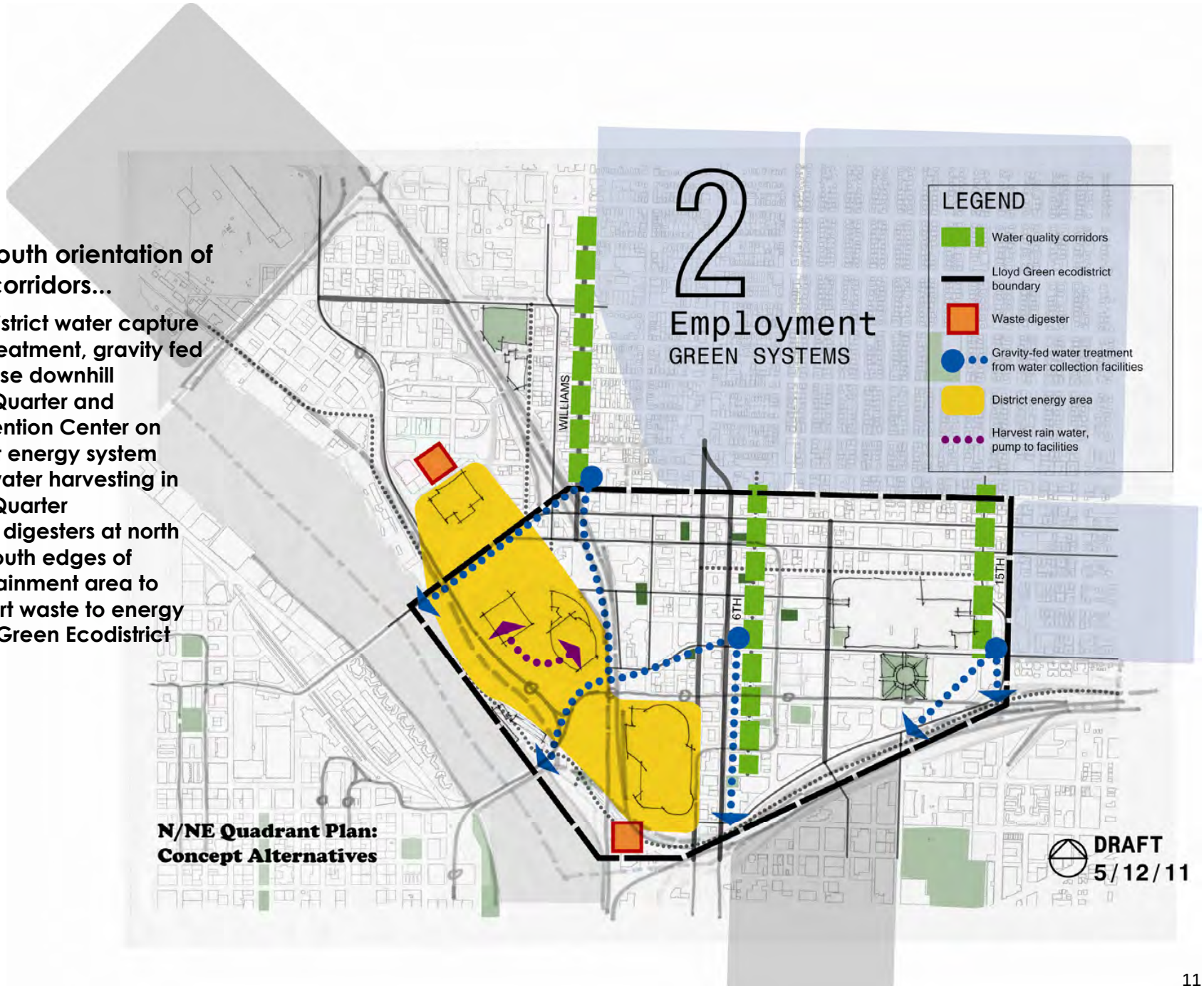
Expansion of smaller, private open spaces...

- **No major new public parks**
- **As office core development continues, private plazas and parks will be provided**
- **Pedestrian connections link system of private parks**



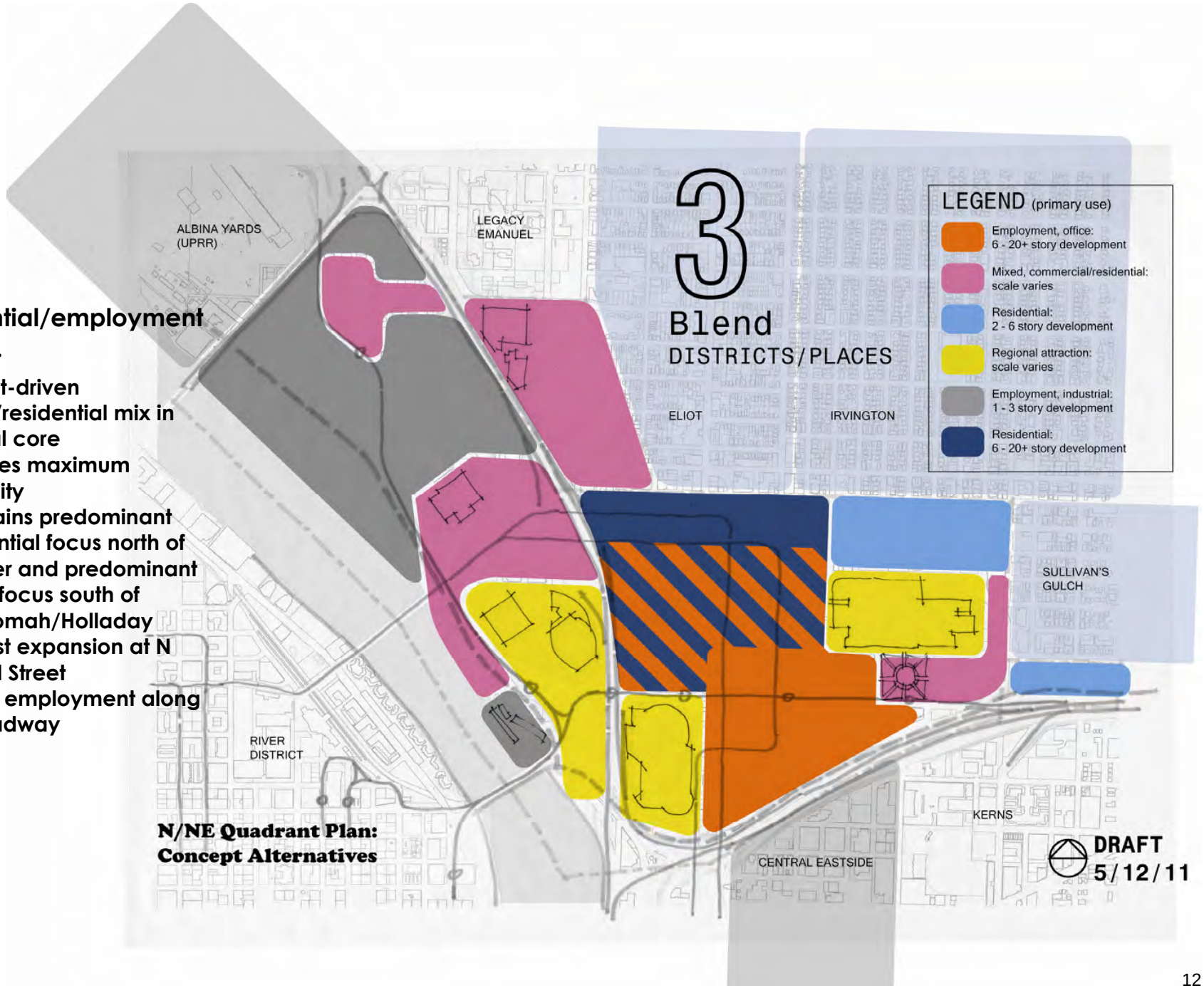
North-south orientation of green corridors...

- Mid-district water capture and treatment, gravity fed for reuse downhill
- Rose Quarter and Convention Center on district energy system
- Rain water harvesting in Rose Quarter
- Waste digesters at north and south edges of entertainment area to convert waste to energy
- Lloyd Green Ecodistrict



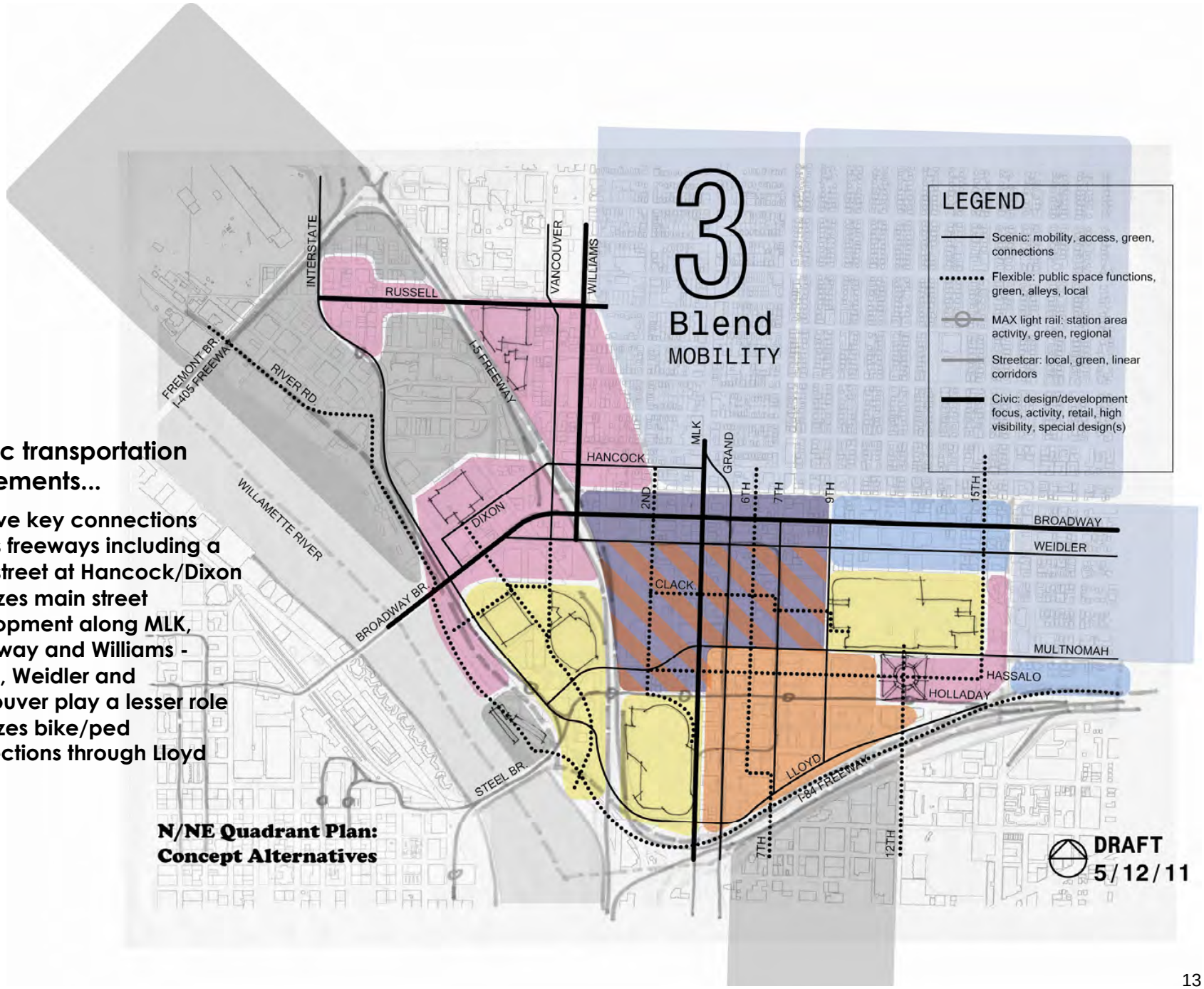
Residential/employment blend…

- **Market-driven office/residential mix in central core**
- **Provides maximum flexibility**
- **Maintains predominant residential focus north of Weidler and predominant office focus south of Multnomah/Holladay**
- **Modest expansion at N Russell Street**
- **Mixed employment along N Broadway**



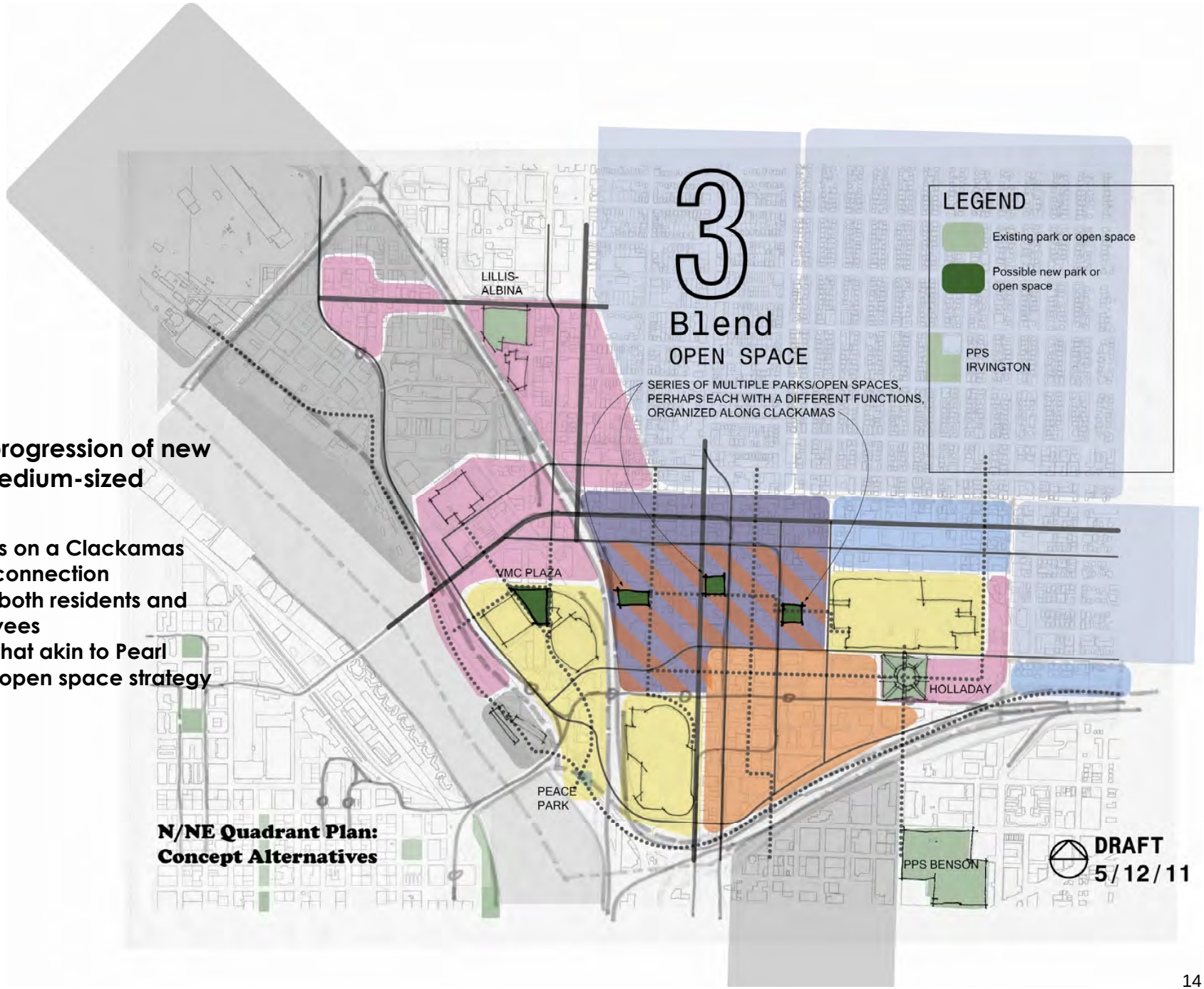
Strategic transportation improvements...

- Improve key connections across freeways including a local street at Hancock/Dixon
- Prioritizes main street development along MLK, Broadway and Williams - Grand, Weidler and Vancouver play a lesser role
- Prioritizes bike/ped connections through Lloyd



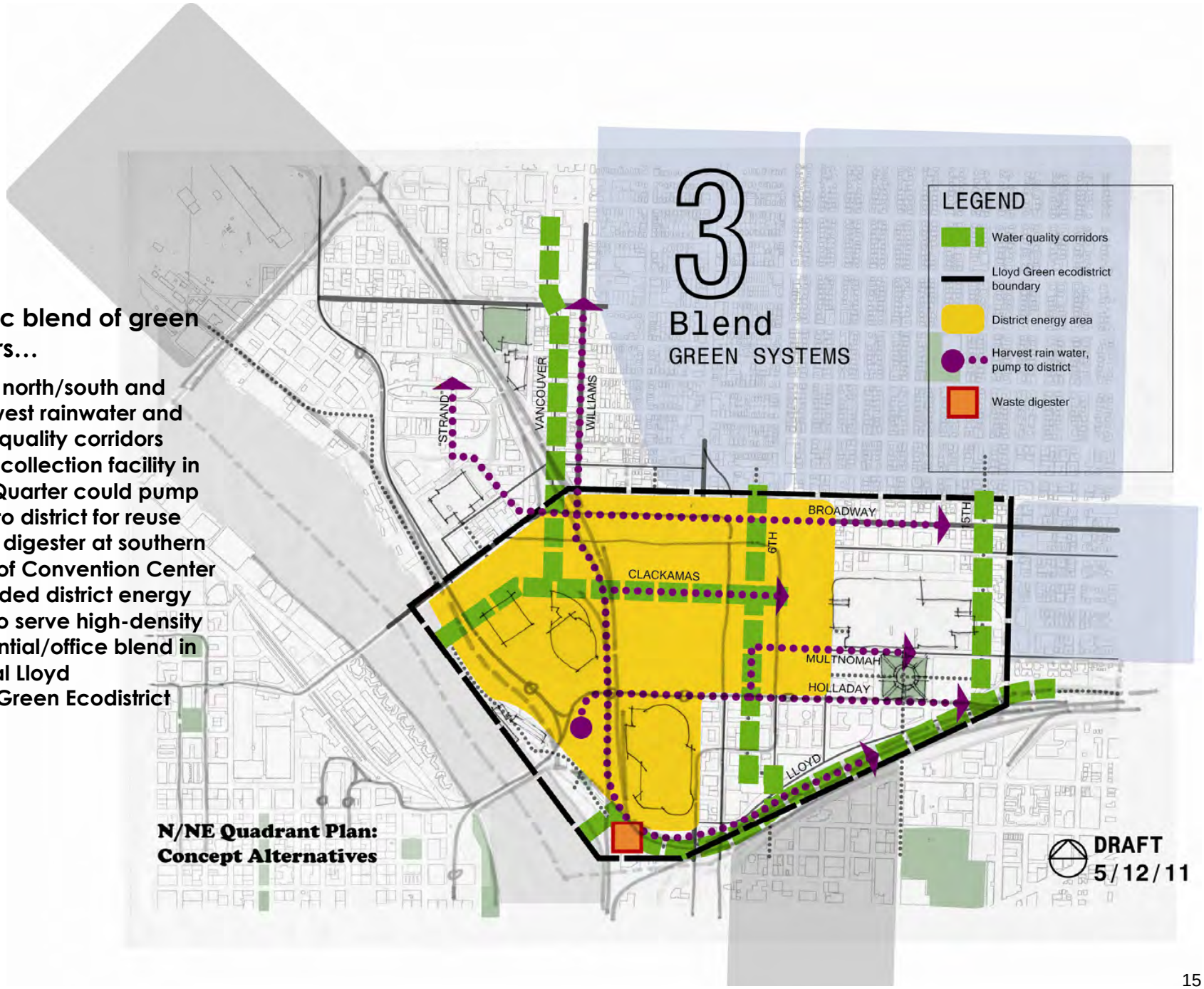
Linked progression of new small/medium-sized parks...

- **Perhaps on a Clackamas green connection**
- **Serves both residents and employees**
- **Somewhat akin to Pearl District open space strategy**



Strategic blend of green corridors…

- Mix of north/south and east/west rainwater and water quality corridors
- Water collection facility in Rose Quarter could pump back to district for reuse
- Waste digester at southern edge of Convention Center
- Expanded district energy area to serve high-density residential/office blend in Central Lloyd
- Lloyd Green Ecodistrict



Freeway/Local Transportation Interface Charrette Summary

N/NE Quadrant and I-5 Broadway/Weidler Plans



May 24, 2011

The Central N/NE Quadrant and I-5 Broadway/Weidler Plans are collaborative efforts by the City of Portland and the Oregon Department of Transportation to integrate land use and urban design planning with freeway planning and concept-level engineering in the N/NE portion of the Central City, which includes Lower Albina and the Lloyd District.

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Introduction

The NNE Quadrant and I-5 Broadway/Weidler Plans Project is a joint project among the Oregon Department of Transportation (ODOT), the City of Portland Bureau of Transportation (PBOT) and the City of Portland Bureau of Planning and Sustainability (BPS). This unique collaborative effort will result in an update of the Central City Plan for the NNE Quadrant and in transportation improvements that are consistent with and support the land use, local transportation and urban design vision included in that plan. The transportation improvements developed through this planning effort will address multi-modal improvements on the local street system and improvements to I-5 that address existing operational and safety problems.

In conjunction with the project's Stakeholder Advisory Committee (SAC), the city hosted a land use, local transportation and urban design charrette in February 2011. This charrette process resulted in ideas for an evolving land use, urban design vision for the NNE Quadrant.

In April 2011, ODOT hosted a charrette that focused on transportation improvements to I-5 and the surrounding local transportation system. Since this charrette was focused on specific ideas for improving freeway operations and safety, it had a more technical tone than the earlier charrette which resulted in ideas for a broad vision. Similar to the earlier charrette, the transportation charrette was implemented in conjunction with the SAC and included the following steps:

- March 30, 2011 – SAC worksession that provided context and elicited ideas on freeway operations, ramp locations, interchange function, overcrossings and a range of other local and freeway transportation improvements.

- April 11, 2011 – Public worksession, similar to the March 30th SAC worksession, which generated additional ideas on a range of improvements.

- April 12, 2011 – Staff worksession which processed ideas received from the earlier sessions. Included a midday public check-in period.

- April 13, 2011 – Additional staff worksession which developed 6 general concepts for freeway improvements and reported to a public open house that evening.

A total of 73 unique concepts were received from the SAC and the public during the transportation charrette process. This draft report currently includes a summary of the outcomes of the charrette and a one-page description of the 24 proposed concepts that include elements that are recommended not to be studied further at this time. Each one-page sheet includes a description and map of the concept, pros and cons and the recommended disposition of the concept and its elements.

Concepts and Elements

In order to manage and describe the various components included in the wide range of ideas received during the transportation charrette, certain terminology has been developed to provide consistency. Two key terms are Concepts and Elements. *Concepts* refer to ideas that include a group of ideas that define all of the key elements that are needed to make an idea work for the freeway and local transportation system. *Elements* refer to the individual building block ideas that comprise the complete concepts. Elements include things such as specific ramp and crossing locations, interchange location, interchange type, braided ramps, etc. One concept could include several different elements.

Concepts for Further Study

The next step for the study is to refine the concepts received through the charrette process and evaluate their performance, costs, impacts, etc. The following describes the general categories of concepts that will be developed using elements that were embodied in charrette concepts. The concepts range from doing nothing (No Build) to minimal operational improvements to new interchange types that would be new to the Portland area (such as a roundabout-controlled diamond or a diverging diamond).

Table 1: Concepts for Further Study

1. No Build
2. Mainline Operational Improvements
Ramp modifications (No loop ramps)
Ramp braids
New overcrossings
3. Rebuild Bridges
Ramps remain as is
Ramp modifications (No loop ramps)
Ramp braids
New overcrossings
Auxiliary lane extension
4. Enhance the B/W Interchange
4a. Split diamond
4b. Folded diamond
4c. Collector/distributor road
Auxiliary lane extension with all interchanges
5. New Concepts for the B/W Interchange
5a. Standard diamond (de-couple Broadway/Weidler)
5b. Single point urban interchange (diamond) (SPUI / SPUD)
5c. Diverging diamond interchange
5d. Roundabout-controlled diamond interchange
5e. 3-point interchange
Auxiliary lane extension with all interchanges

Major Elements for Further Study

There were many consistent elements included in the submitted transportation improvement concepts. The following table summarizes the major elements recommended to be considered for inclusion in the complete concepts.

Table 2: Major Elements for Further Study

Loop Ramps
SE Quadrant
NW Quadrant
NE Quadrant
CD Roads
Northbound
Southbound
Braids
Northbound - I-84 to Weidler
Southbound - Weidler to I-84
Extra Ramp (Partial Cloverleaf)
Extra Freeway Crossings
Bike/Pedestrian Only
Multi-Modal
De-Couple
Broadway/Weidler
Vancouver/Williams
Remove Freeway Crossing(s)
Local Street Changes
Bicycle/Pedestrian Changes

Elements Recommended for No Further Analysis at this Time

Certain elements that were included in the submitted concepts are not recommended to be studied further because they were either out of the adopted project scope, would reduce the lengths of the weaving sections on I-5 or they required heroic engineering that would not be feasible or would be very costly. The following table provides a summary of the elements recommend to not be studied further. The table is followed by one page descriptions of each charrette idea that includes elements recommended to not be studied further. These one page summaries provide additional detail on the rationale for the recommendation.

The ideas included in the one-page descriptions in this report are considered to be concepts, most of which include several different elements. Each sheet describes the concept and the major elements and includes a recommendation on which elements should not be forwarded for further study at this time. If an element is not removed from further study, it will be considered and developed as the technical team formulates a set of promising concepts to be considered.

The recommendation on screening out certain elements at this stage in the study is based on:

- ***Out-of-Scope*** – This evaluation uses the NNE Quadrant and I-5 Broadway/Weidler Plans Project Scope document adopted by the SAC on January 20th, 2011.

- ***Engineering Feasibility*** – This evaluation uses engineering judgment based on the concept sketches to determine if an element could be physically possible, if heroic (and costly) measures would be required or improved the weaving sections of I-5.

Table 3: Elements Recommended for No Further Analysis at this Time

Elements Recommended for No Further Analysis at This Time	Charrette Idea Number(s)	Rationale for Dropping at this Time	Possible Future Discussion
Remove I-5	73	Out of Scope for N/NE Quadrant Project	RTP Refinement Plan Loop Study
Move Interchange Location			
North			
Hancock Interchange (Wheeler)	7, 8, 16, 19, 23		
Dixon Interchange	25, 65		
Tillamook Interchange	52	Out of Scope for N/NE Quadrant Project	
Russell/Borthwick Interchange	35		
Mississippi/Interstate Interchange	66	Moving the location of the interchange would significantly reduce the lengths of the weaving sections on I-5	
Fremont Bridge Ramps	22		
South			
Multnomah Interchange	9, 16, 24, 25, 65, 66		
Clackamas Interchange	11, 12, 21, 65		
MLK/Grand Interchange	35		
Lloyd/1st Interchange	66, 67		
Lloyd/7th Interchange	66		
Double Deck I-5	71	Out of Scope for N/NE Quadrant Project	RTP Refinement Plan Loop Study
Water Taxi/Ferry	68	Out of Scope for N/NE Quadrant Project	CC2035 Concept Plan to consider water taxi
New Willamette River Bridge	73	Out of Scope for N/NE Quadrant Project	
Braids North of Weidler	None	Not Suggested in Charrette	Possible Future Improvement
Widen I-405	72, 73	Out of Scope for N/NE Quadrant Project	RTP Refinement Plan Loop Study
I-5/I-405 Loop	69	Out of Scope for N/NE Quadrant Project	RTP Refinement Plan Loop Study

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Freeway/Local Transportation Interface Charrette Screening
2011 3/30 SAC-Group B Concept 2

Description: Move Interchange Location North or South
I-5 freeway with aux lane,
Interchange at Broadway/Weidler, Diagonally-folded diamond form,
Broadway/Weidler couplet remains,
NB exit ramp at Weidler/1st, NB on-ramp at Weidler/1st,
SB exit ramp at Wheeler/Hancock, SB entrance ramp loop at Broadway/Wheeler/Flint,
and local street network with 6 total local street crossings
(Weidler, Broadway, Hancock, Williams, Vancouver and Flint)



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Preliminary Engineering Assessment

Advantages:

- Improves weaving distance for northbound entrance ramp
- Improves weaving distance for southbound entrance ramp

Disadvantages/Fatal Flaws:

- **Wheeler/Hancock southbound exit ramp would be well above the contour of the land and would require extensive structure**
- **Wheeler/Hancock southbound exit ramp would significantly decrease the weaving section**
- **Wheeler/Hancock southbound exit ramp would significantly degrade safety and operations on I-5**

N/NE Quadrant Project Scope Screening

		Major Elements			
		Diagonally Folded Diamond at B/W	B/W Couplet	Ramp connection at Wheeler/Hancock	New crossing at Hancock
F 1	Improvements to I-5				
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	Y	NA	**N**	NA
	Focus on safety improvements to reduce the number of crashes.	Y	NA	**N**	NA
	Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterials.	Y	Y	**N**	NA
	Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway	NA	NA	NA	NA
	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.	Y	Y	NA	NA
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	Y	Y	Y	Y
INT 1	Bicycle and Pedestrian Routes				
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway	Y	Y	Y	Y
INT 2	Freight Movement				
	Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Y	Y	Y	NA

Recommendation:

Elements for No Further Study at this Time

•Ramp connection at Wheeler/Hancock

Elements for Further Study:

- Diagonally folded diamond at Broadway/Weidler
- Broadway/Weidler couplet at freeway
- New crossing at Hancock

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Freeway/Local Transportation Interface Charrette Screening
2011 3/30 SAC-Group B Concept 3

Description: Move Interchange Location North or South
I-5 freeway with aux lane,
Interchange at Broadway/Weidler, Diagonally-folded diamond form,
Broadway/Weidler couplet remains,
NB braided ramps,
NB exit ramp at Weidler/1st, NB entrance loop ramp at Weidler/1st,
SB exit ramp at Wheeler/Hancock, SB entrance loop ramp at Wheeler/Hancock and local street network with 5 total local street crossings (Weidler, Broadway, Hancock, Vancouver and Flint)



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Preliminary Engineering Assessment

Advantages:

- Improves weaving distance for northbound entrance ramp
- Improves weaving distance for southbound entrance ramp

Disadvantages/Fatal Flaws:

- **Wheeler/Hancock southbound exit ramp would be well above the contour of the land and would require extensive structure**
- **Wheeler/Hancock southbound exit ramp would significantly decrease the weaving section**
- **Wheeler/Hancock southbound exit ramp would significantly degrade safety and operations on I-5**

N/NE Quadrant Project Scope Screening

		Major Elements: Diagonally Folded Diamond at B/W	B/W Couplet	NB braided ramps south of Weidler	Ramp connection at Wheeler/Hancock	New crossing at Hancock
F 1	Improvements to I-5					
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	Y	NA	Y	**N**	NA
	Focus on safety improvements to reduce the number of crashes.	Y	NA	Y	**N**	NA
	Focus improvements on the Broadway/Weidler Interchange on nd off ramps, ramp spacing and connections to the local erials.	Y	Y	Y	**N**	NA
	Us lexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway	NA	NA	NA	NA	NA
	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.	Y	Y	UNK	NA	NA
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	Y	Y	Y	Y	Y
INT 1	Bicycle and Pedestrian Routes					
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway	Y	Y	NA	Y	Y
INT 2	Freight Movement					
	Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Y	Y	Y	Y	NA

Recommendation:

Elements for No Further Study at this Time

•Ramp connection at Wheeler/Hancock

Elements for Further Study:

- Diagonally folded diamond at Broadway/Weidler
- NB braided ramps south of Weidler
- New crossing at Hancock

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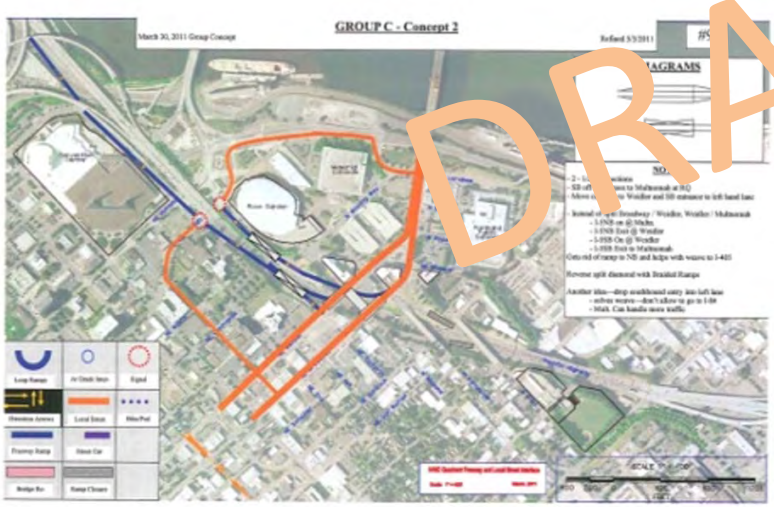
Freeway/Local Transportation Interface Charrette Screening
2011 3/30 SAC-Group C Concept 2

Description: Move Interchange Location North or South
Interchange at Multnomah and Weidler, Inverted diamond form, Broadway/Weidler couplet remains,
NB exit ramp at Weidler/Victoria, NB entrance ramp at Multnomah,
SB exit ramp at Multnomah, SB entrance ramp at Weidler/Williams,
and local street network with 5 total local street crossings
(Weidler, Broadway, Williams, Vancouver and Flint)



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N/NE Quadrant Project Scope Screening

		Major Elements: Inverted daimond w/ramps at Multnomah and B/W	Major Elements: B/W Couplet
F 1	Improvements to I-5		
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	**N**	NA
	Focus on safety improvements to reduce the number of crashes.	UNK	NA
	Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterials.	**N**	Y
	Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway	NA	NA
	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.	Y	Y
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	UNK	Y
INT 1	Bicycle and Pedestrian Routes		
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway	Y	Y
INT 2	Freight Movement		
	Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Y	Y

Preliminary Engineering Assessment

Advantages:

- Improves weaving distance for southbound exit ramp
- Improves weaving distance for northbound entrance ramp

Disadvantages/Fatal Flaws:

- **Reduces weaving at southbound entrance ramp**
- **Moves freeway traffic over to Multnomah**
- **Inverted diamond interchange would significantly degrade safety and operations on I-5**

Recommendation:

Elements for No Further Study at this Time

- **Inverted diamond with ramps at Multnomah and Broadway/Weidler**

Elements for Further Study:

- Broadway/Weidler couplet at freeway

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Freeway/Local Transportation Interface Charrette Screening
2011 3/30 SAC-Group D Concept 1

Description: Move Interchange Location North or South
I-5 freeway with aux lane,
Interchange at Clackamas/Broadway/Weidler, Diamond form,
Broadway/Weidler de-coupled (combined into 2-way arterial),
NB exit ramp at shifted Weidler/1st,
NB entrance ramp at shifted Clackamas,
SB exit ramps at shifted Broadway/Vancouver and at Clackamas,
SB entrance ramp at Clackamas,
and local street network with 4 total local street crossings
(Clackamas, Broadway, Vancouver and Flint)



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Preliminary Engineering Assessment

Advantages:

- Improves bike/ped environment on Broadway/Weidler
- Improves local connectivity across I-5
- Increases options for distributing Rose Quarter event traffic.

Disadvantages/Fatal Flaws:

- **Decreases weaving distances south of Weidler**
- **Adds arterial-level traffic to Clackamas/Winning Way**
- **Complex ramp connections may cause driver confusion**

N/NE Quadrant Project Scope Screening

		Major Elements: Partial interchange ¾ diamond at Clackamas w/ connections to B/W	B/W decouple	New Crossing at Clackamas
F 1	Improvements to I-5			
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	**N**	NA	NA
	Focus on safety improvements to reduce the number of crashes.	**N**	NA	NA
	Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterials.	**N**	NA	NA
	Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway	NA	NA	NA
	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.	UNK	NA	NA
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	Y	NA	NA
INT 1	Bicycle and Pedestrian Routes			
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway	Y	Y	Y
INT 2	Freight Movement			
	Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Y	Y	NA

Recommendation:

Elements for No Further Study at this Time

•Partial interchange ¾ diamond at Clackamas with connections to Broadway/Weidler

Elements for Further Study:

- Broadway/Weidler decouple
- New crossing at Clackamas

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Freeway/Local Transportation Interface Charrette Screening
2011 3/30 SAC-Group D Concept 2

Description: Move Interchange Location North or South

I-5 freeway with aux lane,
Interchange at Clackamas/Weidler, Inverted Diamond form (w/ scissor ramps),
Broadway/Weidler de-coupled (combined into 2-way arterial),
NB exit ramp at shifted Weidler/Victoria, NB entrance ramp at Clackamas,
SB exit ramp at Clackamas, SB entrance ramp at Weidler/Vancouver,
and local street network with 6 total local street crossings
(Clackamas, Broadway/Weidler, shifted Williams, Hancock, Vancouver and Flint)



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Preliminary Engineering Assessment

Advantages:

- Increases NB and SB weave distances between Broadway/Weidler and I-405
- Improves bike/ped environment on Broadway/Weidler

Disadvantages/Fatal Flaws:

- **No improvement to weave south of Broadway/Weidler**
- **Adds arterial-level traffic to Clackamas/Winning Way**
- **Complex ramp connections may cause driver confusion**
- **Interchange at Clackamas/Weidler and inverted diamond would significantly degrade safety and operations on I-5.**

N/NE Quadrant Project Scope Screening

		Major Elements: Inverted diamond at Clackamas/Weidler	B/W decouplet	Vancouver/Williams decouple	New Crossing at Hancock	New Crossing at Clackamas
F 1	Improvements to I-5					
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	**N**	NA	NA	NA	NA
	Focus on safety improvements to reduce the number of crashes.	UNK	NA	NA	NA	NA
	cus improvements on the Broadway/Weidler Interchange on off ramps, ramp spacing and connections to the local ials.	**N**	NA	NA	NA	NA
	Use ibility in design standards to accept more than two hours of Le F congestion, if improvements will improve safety and operat s on the freeway	NA	NA	NA	NA	NA
	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.	Y	NA	NA	NA	NA
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	UNK	NA	NA	Y	Y
INT 1	Bicycle and Pedestrian Routes					
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway	Y	Y	Y	Y	Y
INT 2	Freight Movement					
	Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Y	Y	Y	NA	NA

Recommendation:

Elements for No Further Study at this Time

•Inverted diamond at Clackamas/Weidler

Elements for Further Study:

- Broadway/Weidler decouple
- Vancouver/Williams decouple
- New crossing at Hancock
- New crossing at Clackamas

16

Freeway/Local Transportation Interface Charrette Screening
2011 3/30 Individual Concept - 03

Description: Move Interchange Location North or South
Interchange at Wheeler/Broadway/Weidler, ½ Diamond form, Broadway/Weidler couplet remains,
NB exit ramp at Multnomah, NB entrance ramp at Hancock/Williams,
SB exit ramp at Broadway/Wheeler, SB entrance ramp at Broadway,
and local street network with 3 total local street crossings
(Broadway, Weidler and Williams)



DRAFT

Preliminary Engineering Assessment

Advantages:

- Spreads out congestion in the box.
- Improves northbound weave south of Broadway/Weidler

Disadvantages/Fatal Flaws:

- **Weaves north of Broadway/Weidler become shorter**
- **Reduces connectivity across I-5**
- **The ½ diamond and interchange at Holladay/Multnomah would significantly degrade safety and operations on I-5**
- **Wheeler/Hancock southbound exit ramp would be well above the contour of the land and would require extensive structure**
- **SB exit ramp at Wheeler/Broadway would significantly decrease the weaving section**
- **SB ramp connection at Wheeler/Broadway would significantly degrade safety and operations on I-5**

N/NE Quadrant Project Scope Screening

		Major Elements: ½ diamond at Broadway/Wheeler	SB exit ramp at Wheeler/Broadway	NB exit-ramps to Holladay/Multnomah	NB entrance ramp at Hancock/Williams
F 1	Improvements to I-5				
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	**N**	**N**	Y	**N**
	Focus on safety improvements to reduce the number of crashes.	**N**	**N**	Y	**N**
	Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterials.	**N**	**N**	**N**	**N**
	Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway	NA	NA	NA	NA
	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.	NA	NA	UNK	Y
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	**N**	N	UNK	Y
INT 1	Bicycle and Pedestrian Routes				
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway	Y	Y	Y	Y
INT 2	Freight Movement				
	Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Y	Y	Y	Y

Recommendation:

Elements for No Further Study at this Time

- **½ diamond SB at Wheeler/Broadway**
- **NB exit ramp to Holladay/Multnomah**
- **NB entrance ramp at Hancock/Williams**
- **SB ramp connection at Wheeler/Broadway**

Elements for Further Study:
None

19

Freeway/Local Transportation Interface Charrette Screening
2011 3/30 Individual Concept – 06 Element #2

Description: Move Interchange Location North or South
I-5 freeway with aux lane,
Northbound Interchange at Broadway/Weidler, southbound interchange at Wheeler/Dixon, Folded diamond form,
Broadway/Weidler remains couplet,
SB exit ramp at Dixon/Wheeler, SB entrance ramp at Wheeler/Dixon, and local street network with 6 total local street crossings
(Weidler, Broadway, Williams, Vancouver, Dixon and Flint)



DRAFT

Preliminary Engineering Assessment

Advantages:

- Lengthens SB weave south of Broadway/Weidler
- Removes SB exit ramp from the Vancouver/Broadway five-legged intersection
- Improves connectivity across I-5

Disadvantages/Fatal Flaws:

- **Shortens southbound weave north of Broadway**
- **Traffic on neighborhood streets**
- **Could increase driver confusion in interchange area**
- **Diamond at Wheeler/Dixon would significantly decrease the SB exit ramp weaving section and degrade safety and operations on I-5**

N/NE Quadrant Project Scope Screening

		Major Elements: Diamond form at Wheeler/Dixon	Major Elements: New connection at Dixon and San Rafeal
F 1	Improvements to I-5		
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	**N**	NA
	Focus on safety improvements to reduce the number of crashes.	**N**	NA
	Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterials.	Y	NA
	Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway	NA	NA
	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.	Y	NA
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	Y	NA
INT 1	Bicycle and Pedestrian Routes		
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway	Y	Y
INT 2	Freight Movement		
	Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Y	NA

Recommendation:

Elements for No Further Study at this Time

•Diamond at Wheeler/Dixon

Elements for Further Study:

• New connection at Dixon and San Rafael

21

Freeway/Local Transportation Interface Charrette Screening
2011 3/30 Individual Concept - 08

Description: Move Interchange Location North or South
I-5 freeway with aux lane,
Interchange at Clackamas, Diamond form,
Broadway/Weidler remains couplet,
NB exit ramp at Clackamas/Winning, NB entrance ramp at Halsey/1st,
SB exit ramp at Clackamas/Williams, SB entrance ramp at Clackamas/Williams,
and local street network with 6 total local street crossings
(Clackamas, Weidler, Broadway, Williams, Vancouver and Flint)



DRAFT

Preliminary Engineering Assessment

Advantages:

- Eliminates freeway ramp from the "Box"
- Improves safety for east/west bike and ped movements
- Lengthens weaves north of Broadway/Weidler

Disadvantages/Fatal Flaws:

- **Significantly shortens worst weave sections south of Broadway/Weidler**
- **Introduces arterial level traffic to Clackamas and Winning Way**
- **Significant grades present challenges for the Clackamas interchange**
- **Clackamas interchange would significantly degrade safety and operations of the NB I-5 weaves**

N/NE Quadrant Project Scope Screening

		Major Elements: Diamond form at Clackamas	New street connection via 1st Ave.	Clackamas overcrossing
F 1	Improvements to I-5			
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	**N**	NA	NA
	Focus on safety improvements to reduce the number of crashes.	**N**	NA	NA
	Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterials.	**N**	NA	NA
	Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway	NA	NA	NA
	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.	UNK	NA	NA
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	Y	NA	NA
INT 1	Bicycle and Pedestrian Routes			
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway	Y	Y	Y
INT 2	Freight Movement			
	Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Y	Y	NA

Recommendation:

Elements for No Further Study at this Time

•Diamond at Clackamas

Elements for Further Study:

- New street connection at 1st Ave
- Overcrossing at Clackamas

22

Freeway/Local Transportation Interface Charrette Screening
2011 3/30 Individual Concept - 09 (partial concept)

Description: Move Interchange Location North or South
Existing interchange would remain at Broadway/Weidler,
New ramps near Emanual/Lower Albina,
Broadway/Weidler remain couplet,
NB exit ramp at Weidler/Victoria, NB entrance ramp at Broadway/Williams,
SB exit ramp at Broadway/Vancouver, SB entrance ramp at Winning/Wheeler/Williams,
and local street network with 5 total local street crossings
(Weidler, Broadway, Williams, Vancouver and Flint)



DRAFT

Preliminary Engineering Assessment

Advantages:

- Improved access for hospital and freight
- Would reduce traffic volumes at Broadway/Weidler interchange area

Disadvantages/Fatal Flaws:

- **Does not address freeway weaving problems**
- **Not a full interchange**
- **Introduces additional traffic in Boise neighborhood**

N/NE Quadrant Project Scope Screening

		Major Elements: NB exit-ramp near Emanuel Hospital	Major Elements: SB entrance-ramp in Lower Albina
F 1	Improvements to I-5		
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	**N**	**N**
	Focus on safety improvements to reduce the number of crashes.	**N**	**N**
	Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterials.	**N**	**N**
	Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway	NA	NA
	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.	UNK	UNK
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	Y	Y
INT 1	Bicycle and Pedestrian Routes		
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway	Y	Y
INT 2	Freight Movement		
	Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Y	Y

Recommendation:

Elements for No Further Study at this Time

•NB exit ramp near Emanuel Hospital

•SB entrance ramp in Lower Albina

Elements for Further Study:
None

23

Freeway/Local Transportation Interface Charrette Screening
2011 3/30 Individual Concept - 10

Description: Move Interchange Location North or South
Interchange at Broadway/Weidler, Split diamond form,
Hancock overcrossing included in split diiamond,
Broadway/Weidler remain couplet,
NB exit ramp at Weidler/Victoria, NB entrance ramp at Hancock/Vancouver,
SB exit ramp Hancock/Flint, SB entrance ramp at Weidler/Williams,
and local street network with 3 total local street crossings
(Weidler, Broadway and Hancock)



DRAFT

Preliminary Engineering Assessment

Advantages:

- Increase connections and access via Hancock
- Logical patterns meet driver expectations

Disadvantages/Fatal Flaws:

- **Shortens NB weave north of Broadway/Weidler**
- **Degrades bike/ped access through the area**
- **NB exit and entrance ramps at Hancock would significantly degrade safety and operations on I-5**

N/NE Quadrant Project Scope Screening

		Major Elements			
		Split diamond	Entrance and exist ramps at Hancock	CD roads	Hancock overcrossing
F 1	Improvements to I-5				
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	**N**	**N**	Y	NA
	[illegible]on safety improvements to reduce the number of crashes.	**N**	**N**	NA	NA
	[illegible]s improvements on the Broadway/Weidler Interchange on and off ra[illegible], ramp spacing and connections to the local arterials.	**N**	**N**	NA	NA
	Use f[illegible]bility in design standards to accept more than two hours of Level F conge[illegible]n, if improvements will improve safety and operations on the freeway	NA	NA	NA	NA
	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.	Y	Y	NA	NA
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	Y	Y	NA	NA
INT 1	Bicycle and Pedestrian Routes				
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway	**N**	**N**	Y	Y
INT 2	Freight Movement				
	Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Y	Y	Y	NA

Recommendation:

Elements for No Further Study at this Time

- **Split diamond form**
- **Entrance and exit ramps at Hancock**

Elements for Further Study:

- Hancock overcrossing
- CD roads

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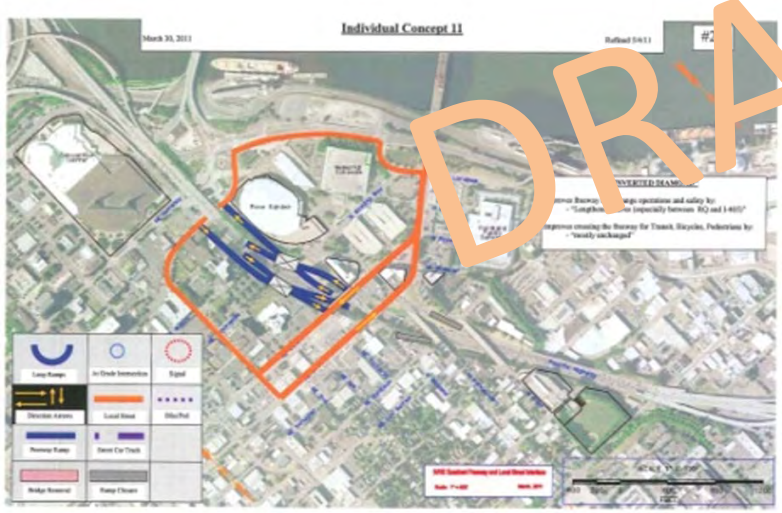
Freeway/Local Transportation Interface Charrette Screening
2011 3/30 Individual Concept - 11

Description: Move Interchange Location North or South
Interchange at Broadway/Weidler, Inverted diamond form,
Broadway/Weidler remain couplet,
NB I-84 weave eliminated, SB I-84 weave eliminated,
NB off-ramp at Weidler/Victoria, NB on-ramp at Multnomah/1st,
SB off-ramp at Multnomah/Wheeler, SB on-ramp at Weidler/Williams,
and local street network with 5 total local street crossings
(Weidler, Broadway, Williams, Vancouver and Flint)



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Preliminary Engineering Assessment

Advantages:

- Improves weaving distance for southbound exit ramp
- Improves weaving distance for northbound entrance ramp

Disadvantages/Fatal Flaws:

- **Reduces weaving southbound entrance ramp**
- **Moves freeway traffic over to Multnomah**
- **Inverted diamond with ramps at Multnomah and Broadway/Weidler would significantly degrade safety and operations on I-5**

N/NE Quadrant Project Scope Screening

		Major Elements: Inverted diamond at B/W and Multnomah	Major Elements: B/W couplet
F 1	Improvements to I-5		
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	**N**	NA
	Focus on safety improvements to reduce the number of crashes.	UNK	NA
	Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterials.	**N**	Y
	Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway	NA	NA
	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.	Y	Y
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	UNK	Y
INT 1	Bicycle and Pedestrian Routes		
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway	Y	Y
INT 2	Freight Movement		
	Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Y	Y

Recommendation:

Elements for No Further Study at this Time

- **Inverted diamond with ramps at Multnomah and Broadway/Weidler**

Elements for Further Study:

- Broadway/Weidler couplet at freeway

25

Freeway/Local Transportation Interface Charrette Screening
2011 3/30 Individual Concept - 12

Description: Move Interchange Location North or South
NB exit to Multnomah,
NB braid south of Weidler,
SB exit to Interstate, SB entrance from Weidler,
Broadway/Weidler remains couplet,
and local street network with 4 total local street crossings
(Broadway, Weidler, Williams, Hancock)



DRAFT

Preliminary Engineering Assessment

Advantages:

- Moves traffic away from Broadway/Weidler
- Eliminates NB weave south of Weidler
- Eliminates NB weave north of Broadway

Disadvantages/Fatal Flaws:

- **Shorter SB weave distance north of Broadway**
- **Out of direction travel from Interstate**
- **No NB entrance ramp shown**
- **May be confusing for drivers**
- **SB exit ramp connection to Interstate would significantly degrade safety and operations on I-5**

N/NE Quadrant Project Scope Screening

		Major Elements					
		NB braids south of Weidler	B/W couplet	NB exit-ramp to Multnomah	SB exit-ramp to Interstate	SB entrance-ramp at Weidler	Over crossing at Hancock
F 1	Improvements to I-5						
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	Y	NA	Y	**N**	**N**	NA
	safety improvements to reduce the number of crashes.	Y	NA	Y	**N**	**N**	NA
	Focus i ovements on the Broadway/Weidler Interchange on and off ps, ramp spacing and connections to the local arterials.	NA	Y	**N**	NA	**N**	NA
	Use flexibil n design standards to accept more than two hours of Level F co gestion, if improvements will improve safety and operations on the freeway	NA	NA	NA	NA	NA	NA
	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.	UNK	Y	UNK	UNK	**N**	NA
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	UNK	Y	UNK	**N**	**N**	NA
INT 1	Bicycle and Pedestrian Routes						
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway	Y	Y	Y	Y	Y	Y
INT 2	Freight Movement						
	Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Y	Y	Y	Y	Y	Y

Recommendation:

Elements for No Further Study at this Time

- **NB braids south of Weidler**
- **NB exit ramp to Multnomah**
- **SB exit ramp to Interstate**
- **SB entrance ramp at Weidler**

Elements for Further Study:

- Broadway/Weidler couplet at freeway
- Overcrossing at Hancock

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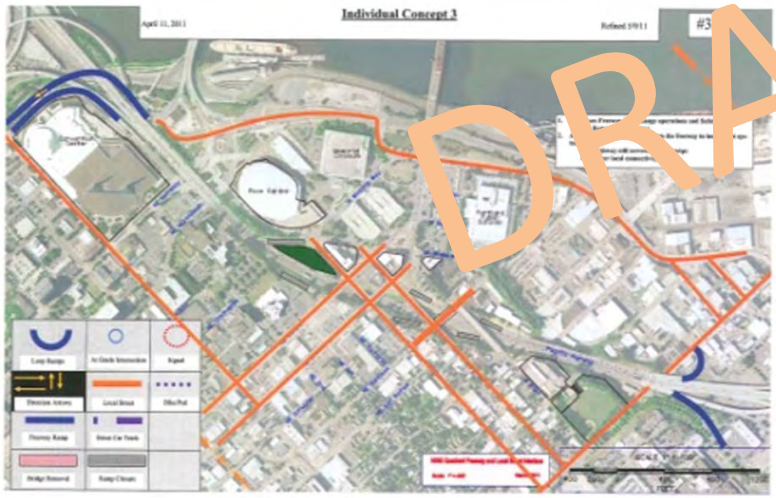
Freeway/Local Transportation Interface Charrette Screening

2011 4/11 Individual Concept - 03 (Move interchange N & S)

Description:

I-5 freeway with 3 thru lanes,
Partial interchanges each at Lloyd Blvd and Russell/Emmanuel,
Broadway/Weidler couplet remains,
Overcrossing at Hancock,
NB exit ramp at Kerby or Borthwick (I-405 off-ramp), NB entrance ramp at Lloyd Blvd,
SB exit ramp at Lloyd/MLK Jr, SB entrance ramp at Russell/Borthwick (I-405 on-ramp),
and local street network with 6 total local street crossings (Broadway, Weidler, Williams, Vancouver, Flint, Hancock)



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Preliminary Engineering Assessment

Advantages:

- Removes weaving sections
- Local connection at Hancock
- Bike/ped improved

Disadvantages/Fatal Flaws:

- **Point loading traffic at SB exit, SB entrance**
- **Out of direction travel**
- **May be confusing to drivers**

N/NE Quadrant Project Scope Screening

		Major Elements: ½ interchange at Lloyd	½ interchange at Russell/Emanuel Hospital	B/W couplet	Hancock overcrossing
F 1	Improvements to I-5				
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	Y	Y	NA	NA
	Focus on safety improvements to reduce the number of crashes.	Y	Y	NA	NA
	Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterials.	Y	Y	Y	NA
	Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway	NA	NA	NA	NA
	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.	UNK	UNK	Y	NA
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	Y	Y	Y	Y
INT 1	Bicycle and Pedestrian Routes				
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway	Y	Y	Y	Y
INT 2	Freight Movement				
	Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Y	Y	Y	NA

Recommendation:

Elements for Further Study:

- Hancock overcrossing

Elements for No Further Study at this Time

- **½ interchange at Lloyd**
- **½ interchange at Russell/Emanuel Hospital**

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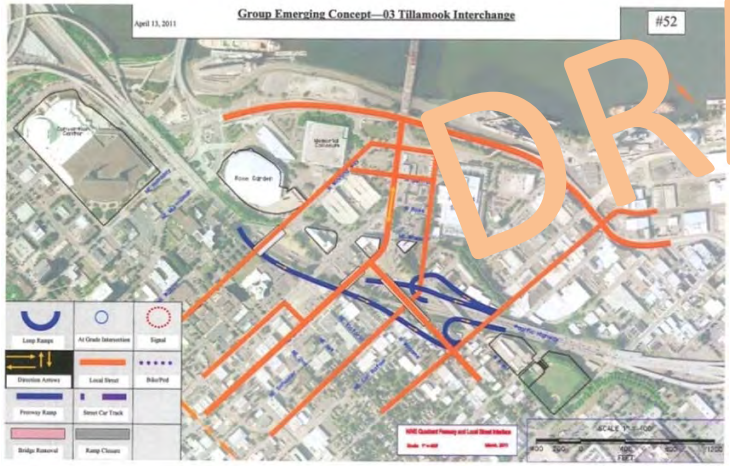
Freeway/Local Transportation Interface Charrette Screening

2011 4/12 Group Emerging Concept - 03 (Tillamook Interchange)

Description:

I-5 freeway with 3 thru lanes,
Interchange at Tillamook,
Broadway/Weidler de-coupled (to one 2-way arterial at Broadway),
Overcrossing at Hancock, overcrossing at Clackamas,
NB exit ramp at Tillamook/~Williams, NB entrance ramp at Tillamook/~Williams,
SB exit ramp at Tillamook/~Wheeler, SB entrance ramp at Tillamook/~Wheeler,
and local street network with 5 total local street crossings (Clackamas, Broadway, Hancock, Vancouver, and Tillamook)



DRAFT

Preliminary Engineering Assessment

Advantages:

- Lengthens NB weave south of Weidler
- Lengthens SB weave south of Weidler
- Bike/ped connectivity
- Reduces traffic on Broadway/Weidler

Disadvantages/Fatal Flaws:

- **Decreases weave distance north of Broadway**
- **Reasonable grades not achievable on Tillamook**
- **Interchange at Tillamook would significantly degrade safety and operations on I-5**

N/NE Quadrant Project Scope Screening

		Major Elements: Interchange at Tillamook	B/W decouple	New overcrossings at Hancock	New overcrossings at Clackamas
F 1	Improvements to I-5				
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	**N**	NA	NA	NA
	Focus on safety improvements to reduce the number of crashes.	**N**	NA	NA	NA
	Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterials.	Y	NA	NA	NA
	Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway	NA	NA	NA	NA
	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.	**N**	UNK	NA	NA
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	**N**	Y	NA	NA
INT 1	Bicycle and Pedestrian Routes				
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway	Y	Y	Y	Y
INT 2	Freight Movement				
	Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Y	Y	NA	NA

Recommendation:

Elements for Further Study:

- Overcrossing at Clackamas
- Overcrossing at Hancock

Elements for No Further Study at this Time

- **Interchange at Tillamook**

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Freeway/Local Transportation Interface Charrette Screening
2011 Charrette Allan Rudwick #1

Description: Move Interchange Location North or South
¾ interchange to Clackamas,
SB exit to Dixon/Benton,
SB braid south of Weidler,
Overcrossing at Clackamas,
Local street network with 5 crossings
(Flint, Williams, Broadway, Weidler, Clackamas)



DRAFT

Preliminary Engineering Assessment

Advantages:

- Braids SB entrance/I-84 exit
- Lid for commercial/park
- Improves NB entrance weave
- Moves traffic off of Broadway/Weidler

Disadvantages/Fatal Flaws:

- **Decreases weave distance at SB exit**
- **Out of direction travel at SB exit**
- **Moves traffic onto Clackamas**
- **Significant grades present challenges at the Clackamas interchange**
- **Clackamas interchange would significantly degrade safety and operations of NB I-5 weaves**

N/NE Quadrant Project Scope Screening

		Major Elements				
		¾ Interchange at Clackamas	B/W decouplet remains	SB braid south of Weidler	SB exit ramp at Dixon/Benton	New overcrossings at Clackamas
F 1	Improvements to I-5					
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	**N**	NA	Y	**N**	NA
	Focus on safety improvements to reduce the number of crashes.	**N**	NA	Y	**N**	NA
	Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterials	**N**	Y	Y	**N**	NA
	Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway	NA	NA	NA	NA	NA
	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.	UNK	Y	Y	NA	NA
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	Y	Y	Y	**N**	NA
INT 1	Bicycle and Pedestrian Routes					
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway	Y	Y	Y	Y	Y
INT 2	Freight Movement					
	Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Y	Y	Y	Y	NA

Recommendation:

Elements for No Further Study at this Time

- **¾ Interchange at Clackamas**
- **SB exit ramp to Dixon/Benton**

Elements for Further Study:

- Overcrossing at Clackamas
- SB braid south of Weidler
- Lid

66

Freeway/Local Transportation Interface Charrette Screening
2011 Charrette Allan Rudwick #41

Description: Move Interchange Location North or South

I-5 freeway with aux lane,
½ diamond interchange NB with Multnomah,
SB loop entrance from Broadway,
½ diamond interchange ramps north of I-405 (Mississippi/Interstate),
WB I-84 exit to Lloyd,
Clackamas overcrossing,
New bike/ped overcrossing at 7th or 9th



DRAFT

Preliminary Engineering Assessment

Advantages:

- Removes NB weave south of Weidler
- Lengthens SB weave south of Weidler
- Removes SB weave north of Broadway
- Lengthens NB weave north of Broadway
- Clackamas overcrossing

Disadvantages/Fatal Flaws:

- **Point loading SB exit and NB entrance at Mississippi/Interstate**
- **Out of direction travel**
- **Confusing to drivers**
- **Moves traffic into neighborhoods**

N/NE Quadrant Project Scope Screening

		Major Elements: ½ Interchange at Multnomah	SB loop entrance from Broadway	½ Interchange ramps north of I-405	WB I-84 exist to Lloyd	New overcrossings at Clackamas	I-84 crossing at 7th/9th (Bike/ped)
F 1	Improvements to I-5						
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	Y	Y	NA	Y	NA	NA
	Focus on safety improvements to reduce the number of crashes.	Y	Y	**N**	UNK	NA	NA
	Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterial	**N**	Y	NA	NA	NA	NA
	Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations of the freeway	NA	NA	NA	NA	NA	NA
	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.	UNK	UNK	UNK	UNK	NA	NA
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	UNK	Y	**N**	NA	NA	NA
INT 1	Bicycle and Pedestrian Routes						
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway	Y	Y	NA	UNK	Y	Y
INT 2	Freight Movement						
	Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Y	Y	Y	Y	NA	NA

Recommendation:

Elements for No Further Study at this Time

- **½ interchange at Multnomah**
- **½ interchange at Mississippi/Interstate**
- **WB I-84 exit to Lloyd**

Elements for Further Study:

- Clackamas Overcrossing
- SB loop entrance from Broadway
- Bike/ped overcrossing over I-84 at 7th or 9th

67

Freeway/Local Transportation Interface Charrette Screening
2011 Charrette Campbell w/1-5 Ideas E-mail

Description: Move Interchange Location North or South
Partial interchange at Lloyd Rd.,
¾ interchange at Broadway/Weidler,
Clackamas overcrossing,
Couplet (1st Ave. & Wheeler) between Lloyd Rd. and Weidler



DRAFT

N/NE Quadrant Project Scope Screening

		Major Elements: Partial Interchange at Lloyd	¾ interchange at Broadway/Weidler	New overcrossings at Clackamas	1st and Weeler couplet
F 1	Improvements to I-5				
	Improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	Y	Y	NA	NA
	Focus on safety improvements to reduce the number of crashes.	Y	Y	NA	NA
	Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterials.	**N**	Y	NA	NA
	Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway	NA	NA	NA	NA
	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.	UNK	Y	NA	NA
	Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	UNK	Y	NA	NA
INT 1	Bicycle and Pedestrian Routes				
	Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway	Y	Y	Y	Y
INT 2	Freight Movement				
	Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Y	Y	NA	Y

Preliminary Engineering Assessment

Advantages:

- Eliminates weave NB south of Broadway/Weidler

Disadvantages/Fatal Flaws:

- **Out of direction travel (NB)**
- **Confusing to drivers**

Recommendation:

Elements for No Further Study at this Time

- **Partial interchange at Lloyd**

Elements for Further Study:

- Clackamas Overcrossing

68

Freeway/Local Transportation Interface Charrette Screening
2011 Charrette Water Taxi/Ferry

Description:
Water Taxi/Ferry

Major Elements:
Water taxi/ferry

DRAFT

No Drawing

No Table

Preliminary Engineering Assessment

Advantages:

- N/A

Disadvantages:

- N/A

Recommendation:

Elements for Further Study:

•Element recommended for the CC2035 Concept Plan (water taxi only)

Elements for No Further Study at this Time

•Water taxi/ferry

Rationale

•Out of scope

69

Freeway/Local Transportation Interface Charrette Screening

2011 Charrette I-5/I-405 One-Way Loop

Description:

I-5/I-405 One-Way Loop

Major Elements:

I-5/I-405 one-way loop

DRAFT

No Drawing

No Table

Preliminary Engineering Assessment

Advantages:

- N/A

Disadvantages:

- N/A

Recommendation:

Elements for Further Study:

- None

Elements for No Further Study at this Time

- **One-way loop**

Rationale

- **Out of scope**
- **Conflicts with Loop Study**
- **Too expensive**

71

Freeway/Local Transportation Interface Charrette Screening

2011 Charrette Double Deck I-5: I-84 to I-405

Description:

Double Deck I-5: I-84 to I-405

Major Elements:

Double deck I-5

DRAFT

No Drawing

No Table

Preliminary Engineering Assessment

Advantages:

- N/A

Disadvantages:

- N/A

Recommendation:

Elements for Further Study:

- None

Elements for No Further Study at this Time

- **Double deck I-5**

Rationale

- **Out of scope**
- **Conflicts with Loop Study**
- **Too expensive**

72

Freeway/Local Transportation Interface Charrette Screening
2011 Charrette Widen I-405

Description:
Widen I-405

Major Elements:
Widen I-405

DRAFT

No Drawing

No Table

Preliminary Engineering Assessment

Advantages:

- N/A

Disadvantages:

- N/A

Recommendation:

Elements for Further Study:

- None

Elements for No Further Study at this Time

- **Widen I-405**

Rationale

- **Out of scope**
- **Conflicts with Loop Studies**
- **Too expensive**

73

Freeway/Local Transportation Interface Charrette Screening

2011 Charrette Remove I-5 @ I-84; Widen I-405 Extend I-84 Across River to Downtown (New Bridge)

Description: **Remove I-5 @ I-84; Widen I-405**
Extend I-84 Across River to Downtown (New Bridge)

Major Elements:

- Widen I-405
- Remove I-5 between I-84 ramps
- Extend I-84 across river on new bridge to downtown

DRAFT

No Drawing

No Table

Preliminary Engineering Assessment

Advantages:

- N/A

Disadvantages:

- N/A

Recommendation:

Elements for Further Study:

- None

Elements for No Further Study at this Time

- **All**

Rationale

- **Out of scope**
- **Conflicts with Loop Studies**
- **Too expensive**



N/NE Quadrant and I-5 Broadway/Weidler Plans

March 10, 2010 SAC Meeting # 5 Draft Agenda

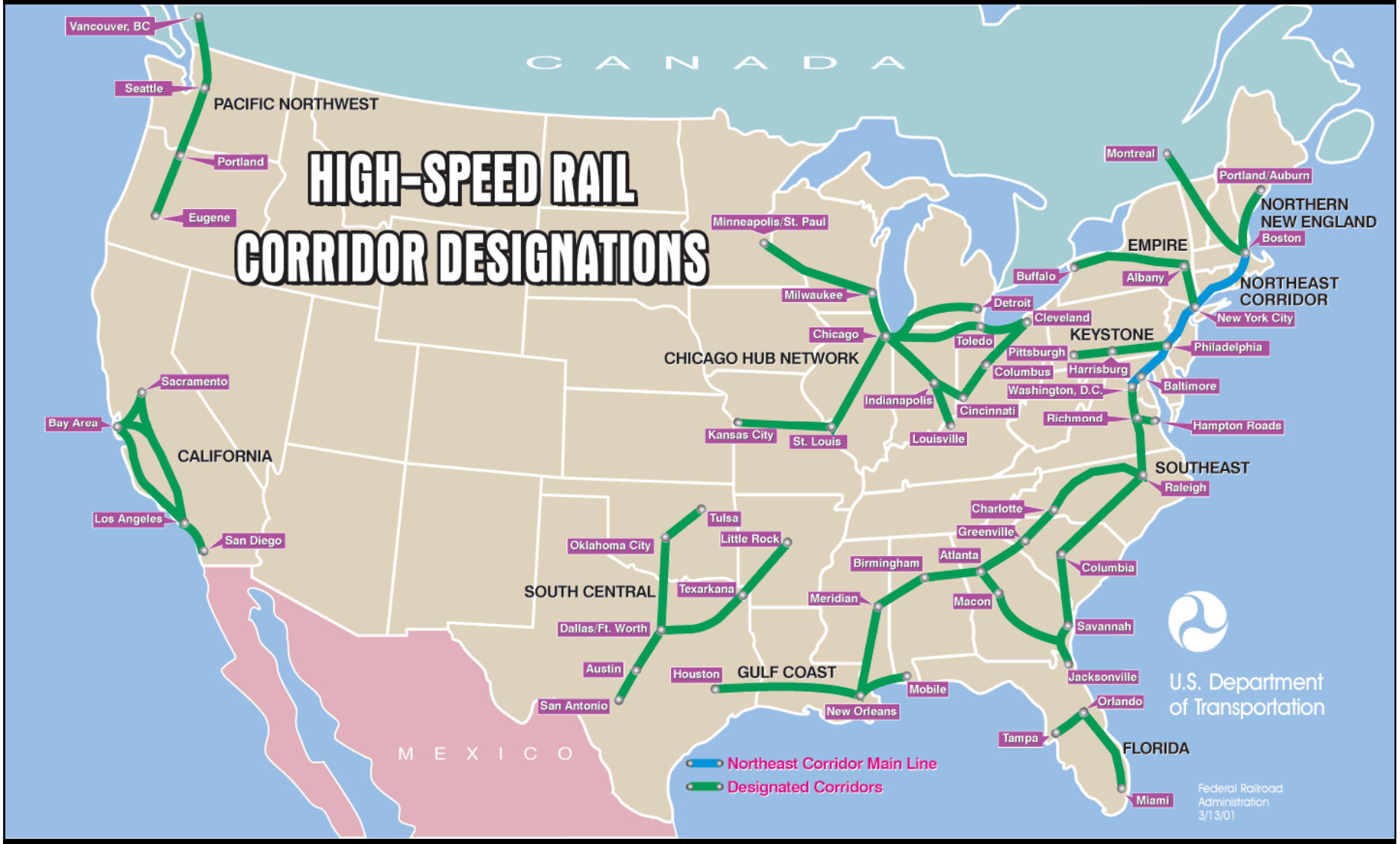
Calaroga Terrace
1400 NE Second Avenue
Portland, OR 97232
(503) 234-8271

Time	Min	Item	Lead(s)
5:00	30	Informal Discussion and Meal	All
5:30	30	Standing Items: A) Welcome B) Meeting Purpose C) Follow-up from Last Meeting 1) High Speed Rail D) Approval of Minutes E) Public Involvement Update - None F) Land Use Subcommittee Update - Below G) Transportation Subcommittee Update - Below	Chairs Staff Sam
6:00	60	Land Use Charrette Update Group Discussion	Staff
7:00	10	Break	All
7:10	60	Recent Local Freeway Planning History and NEPA	Staff
8:10	10	Process Timeline and Next Steps	Staff
8:20	10	Public Comment	Sam
8:30	0	Adjourn	All

Faster Trains in Oregon

Where are we?

Betsy Imholt
ODOT Rail Division


HIGH-SPEED RAIL
CORRIDOR DESIGNATIONS
CANADA
MEXICO
Vancouver, BC
Seattle
PACIFIC NORTHWEST
Portland
Eugene
Sacramento
Bay Area
CALIFORNIA
Los Angeles
San Diego
Minneapolis/St. Paul
Milwaukee
Chicago
CHICAGO HUB NETWORK
Kansas City
St. Louis
Indianapolis
Louisville
Cincinnati
Detroit
Cleveland
Toledo
Columbus
Pittsburgh
Buffalo
Montreal
Portland/Auburn
NORTHERN NEW ENGLAND
Boston
EMPIRE
Albany
NORTHEAST CORRIDOR
New York City
KEYSTONE
Philadelphia
Harrisburg
Baltimore
Washington, D.C.
Richmond
Hampton Roads
SOUTHEAST
Raleigh
Charlotte
Greenville
Atlanta
Columbia
Birmingham
Meridian
Macon
Savannah
Jacksonville
Orlando
Tampa
FLORIDA
Miami
Tulsa
Little Rock
Oklahoma City
SOUTH CENTRAL
Texarkana
Dallas/Ft. Worth
Austin
San Antonio
Houston
GULF COAST
Mobile
New Orleans
U.S. Department of Transportation
Northeast Corridor Main Line
Designated Corridors
Federal Railroad Administration
3/13/01

Pacific Northwest Rail Corridor



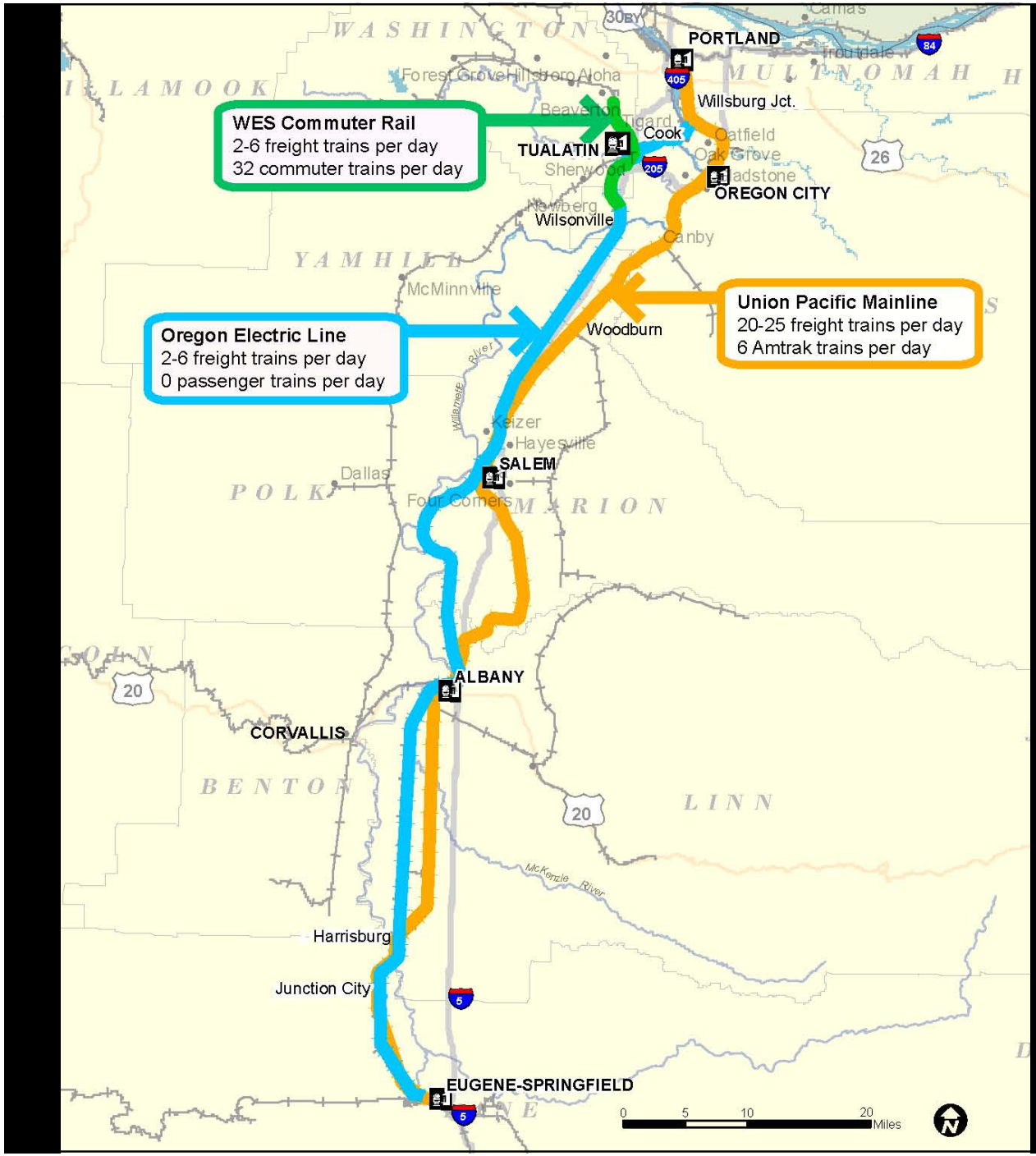


Goals

On-time performance from 68% to 95%

Roundtrips from two to six

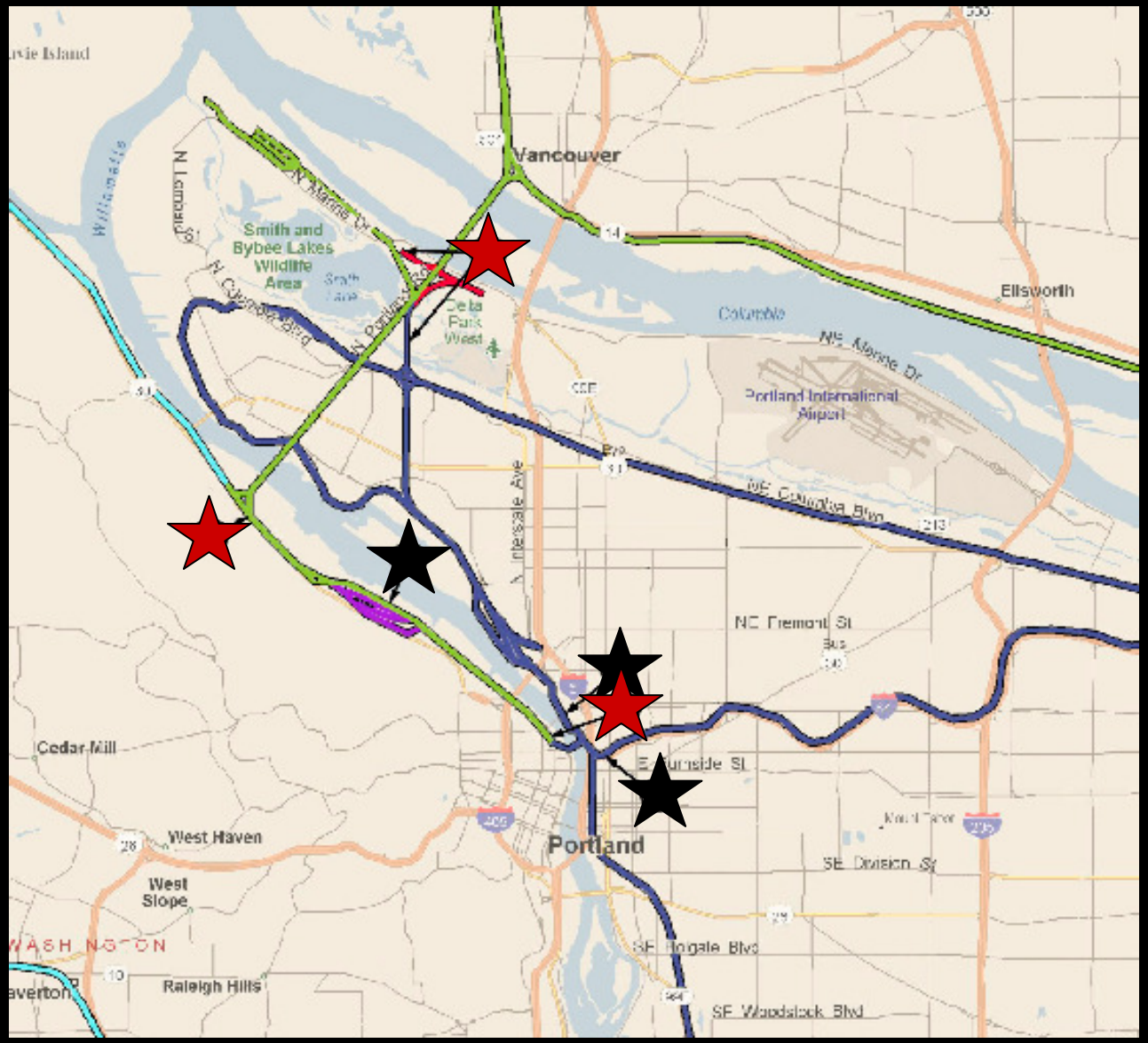
Trip time from two hours and 35 minutes to two hours



Where?

Existing rail line

New rail line



Portland Projects

Next Steps

AA/EIS

Oregon Rail Plan

Sign up to receive updates at:

Oregon.Gov/ODOT/Rail



N/NE Quadrant & I-5 Broadway/Weidler Plans
Stakeholder Advisory Committee Meeting #5, March 10, 2011

Local Issues Charrette Summary (February 22-23)

CENTRAL CITY 2035

N/NE QUADRANT

CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

Process, Purpose, Participants

Intensive two-day work session to generate preliminary land use, urban design and local transportation concepts

Set the stage for preliminary freeway concepts development and begin moving from issue identification to alternatives development

Participants: design consultants, project staff, other agencies, N/NE Quadrant SAC and subcommittee members (over 30 attendees)

Charrette Approach

Day 1: Reviewed project goals, issues, and opportunities

Reviewed subcommittee ideas

Quadrant-wide concepts

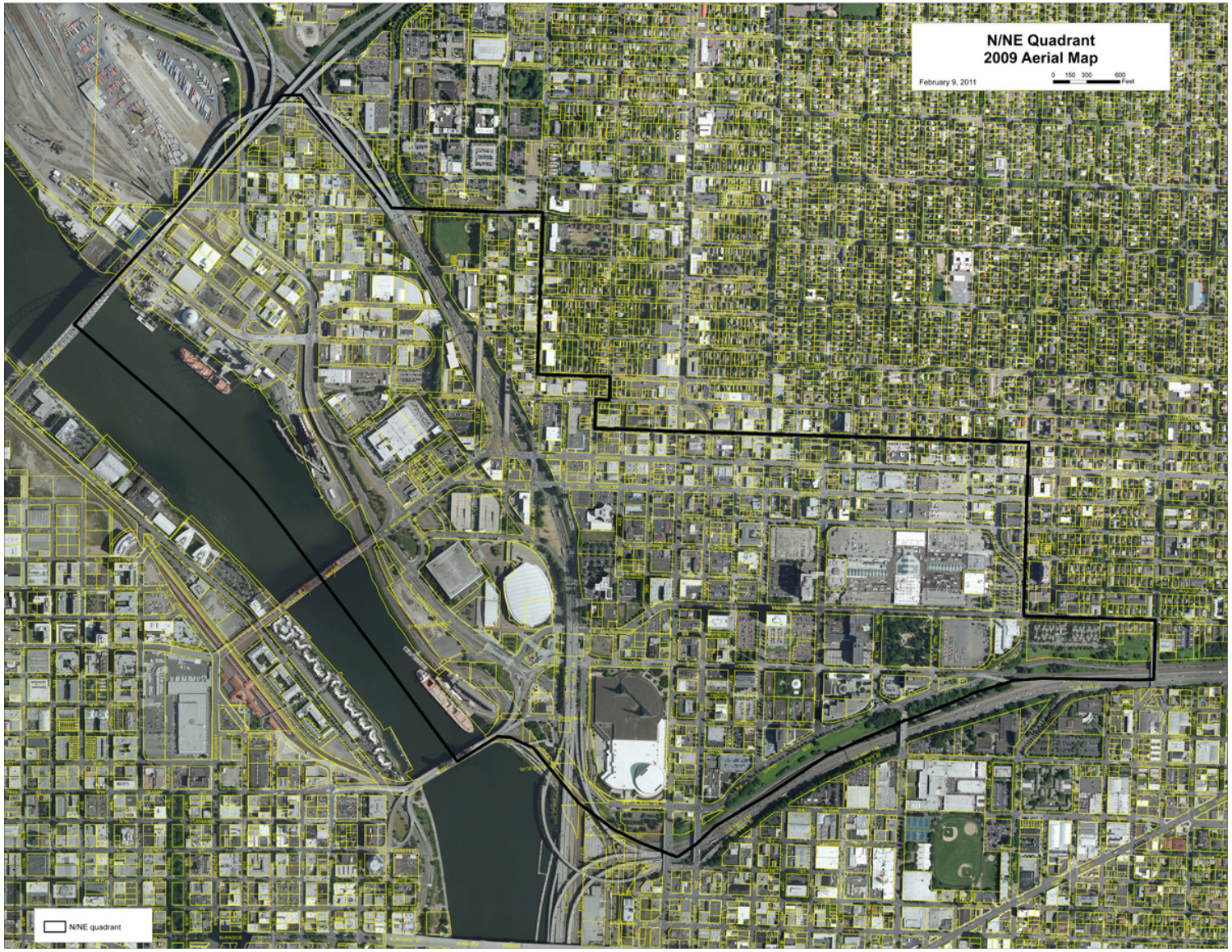
Day 2: Localized, subarea-specific concepts



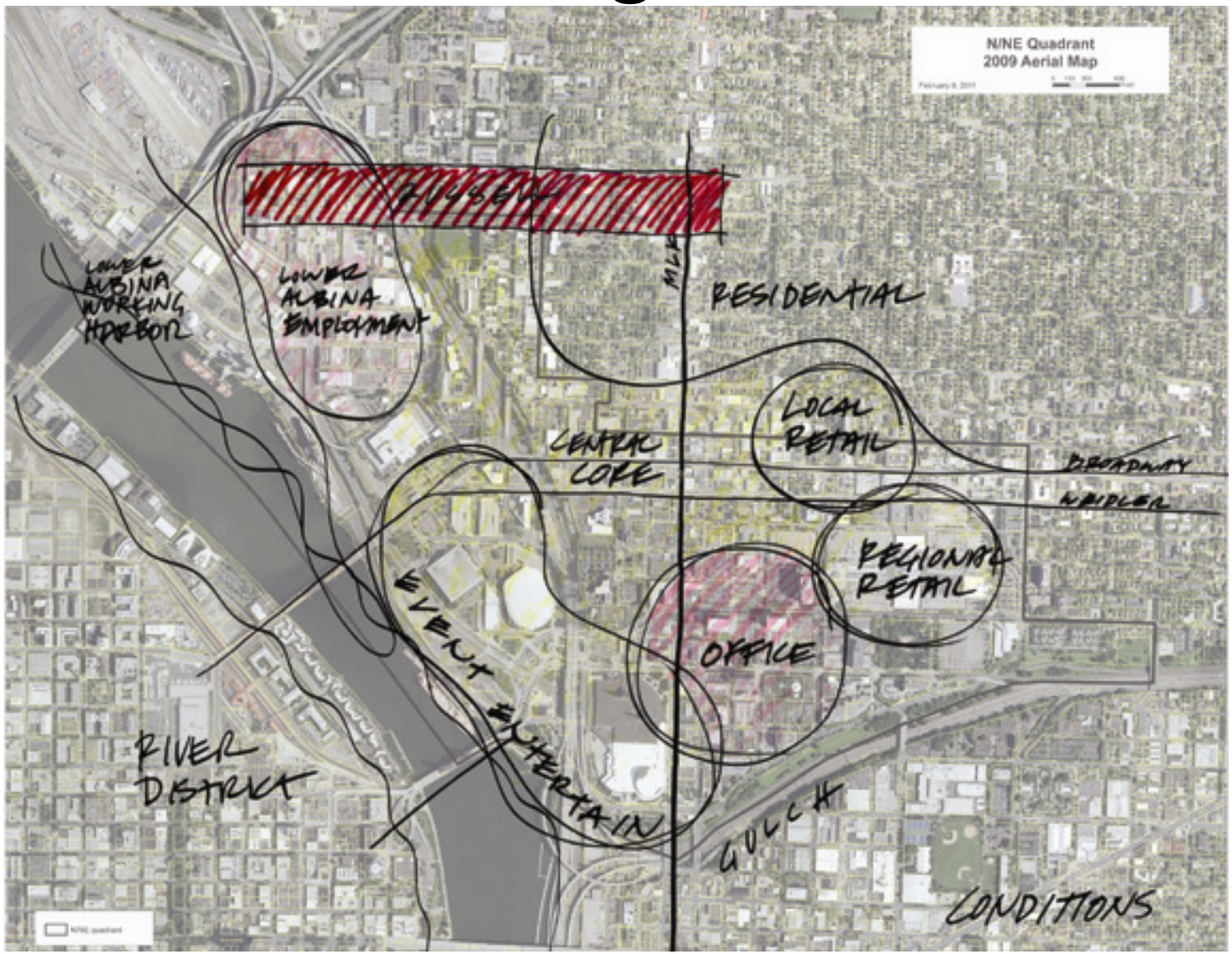




Context

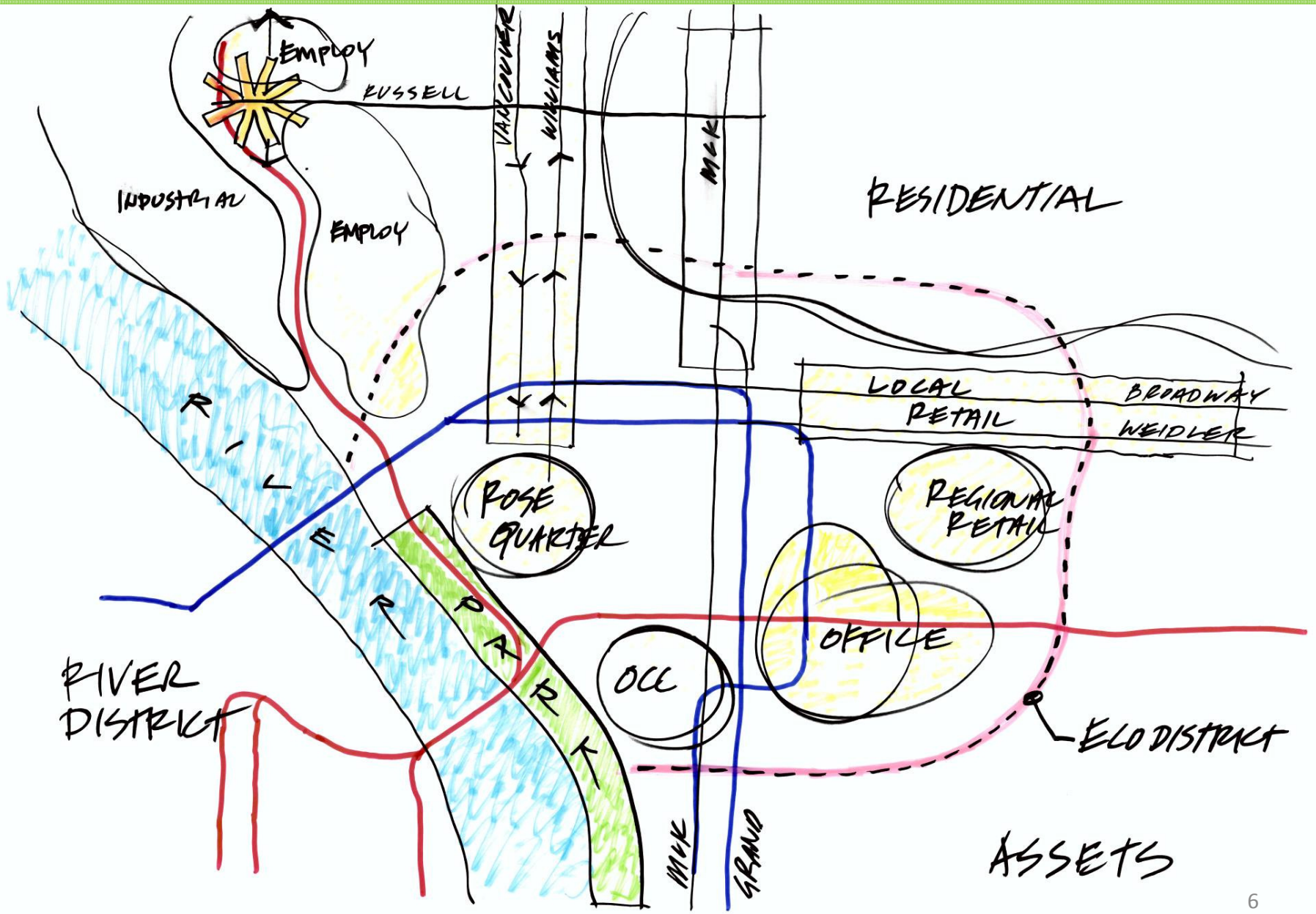

N/NE Quadrant
2009 Aerial Map
February 9, 2011
0 150 300 600
Feet
N/NE quadrant

Starting Place



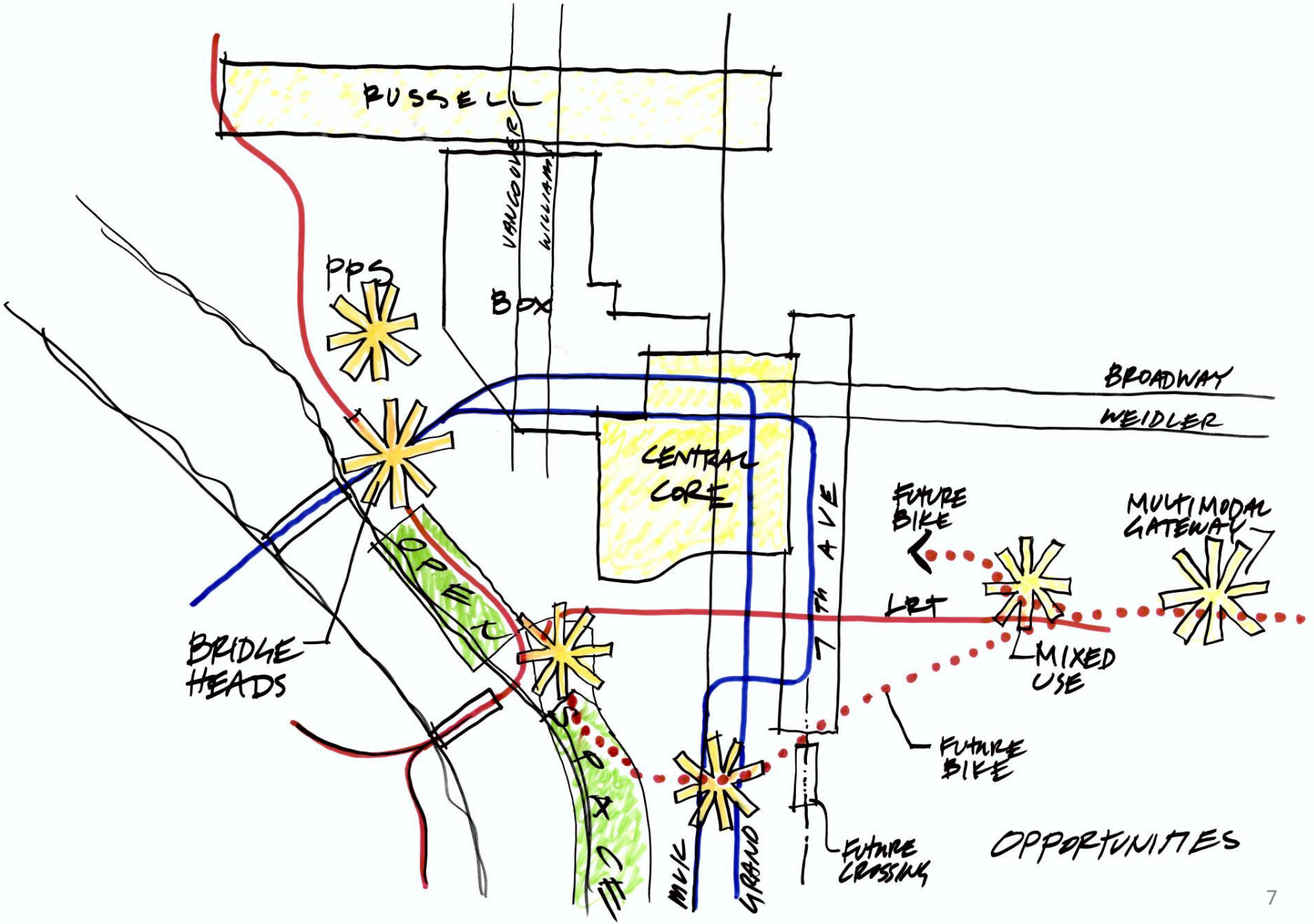
N/NE Quadrant Charrette

Assets



N/NE Quadrant Charrette

Opportunities

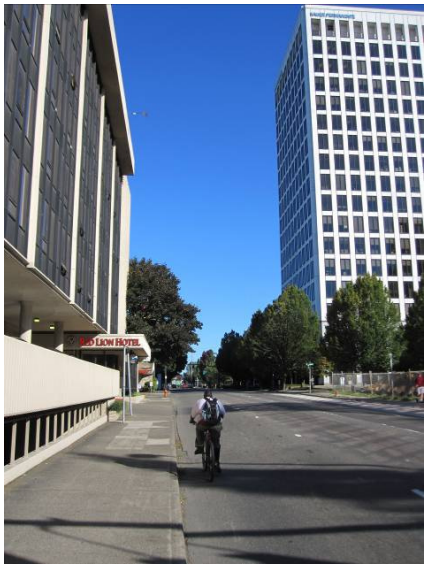


Overarching themes

Residential development in central core area

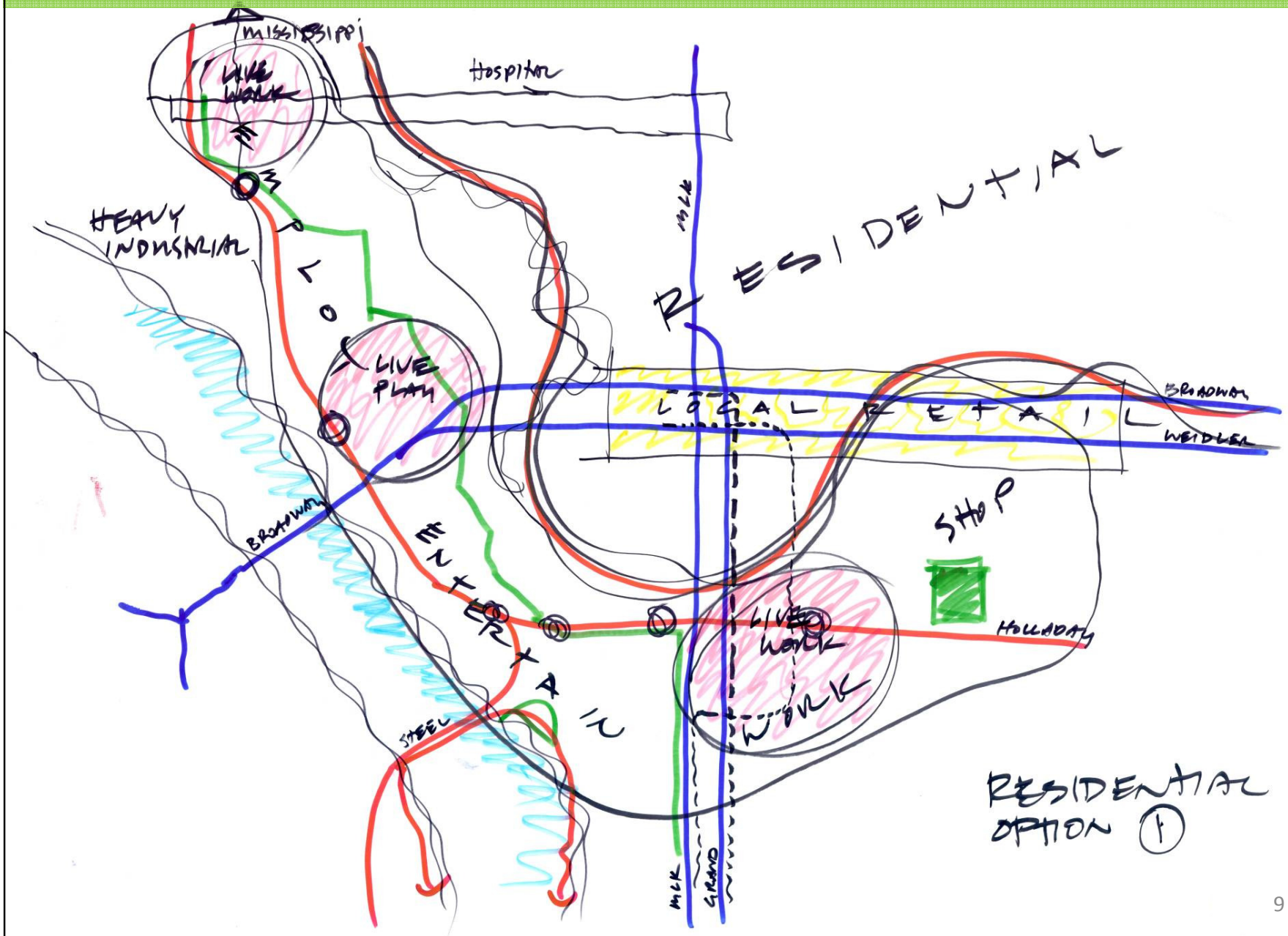
Tying the quadrant together





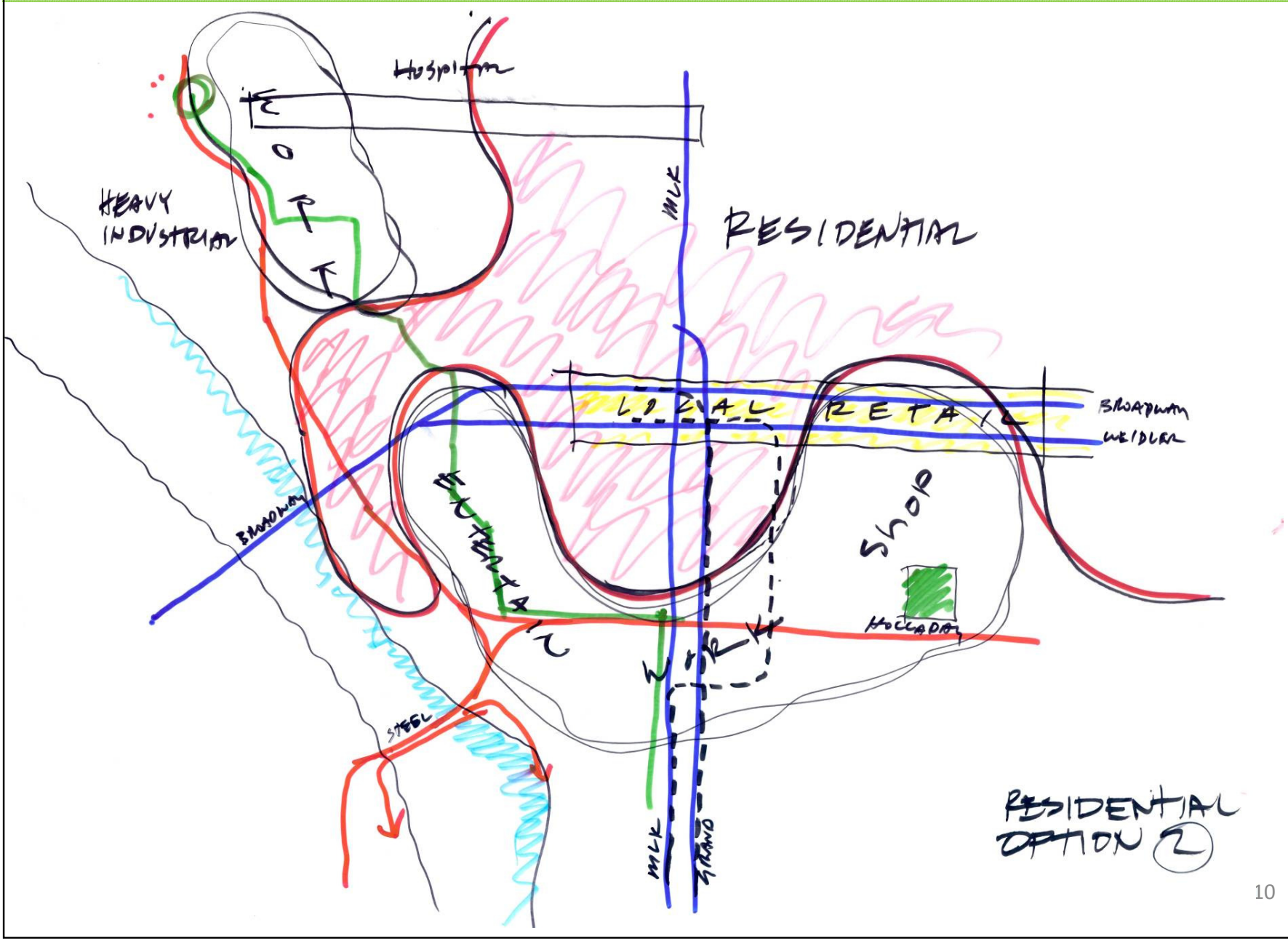
N/NE Quadrant Charrette

North South Concept 1: Residential



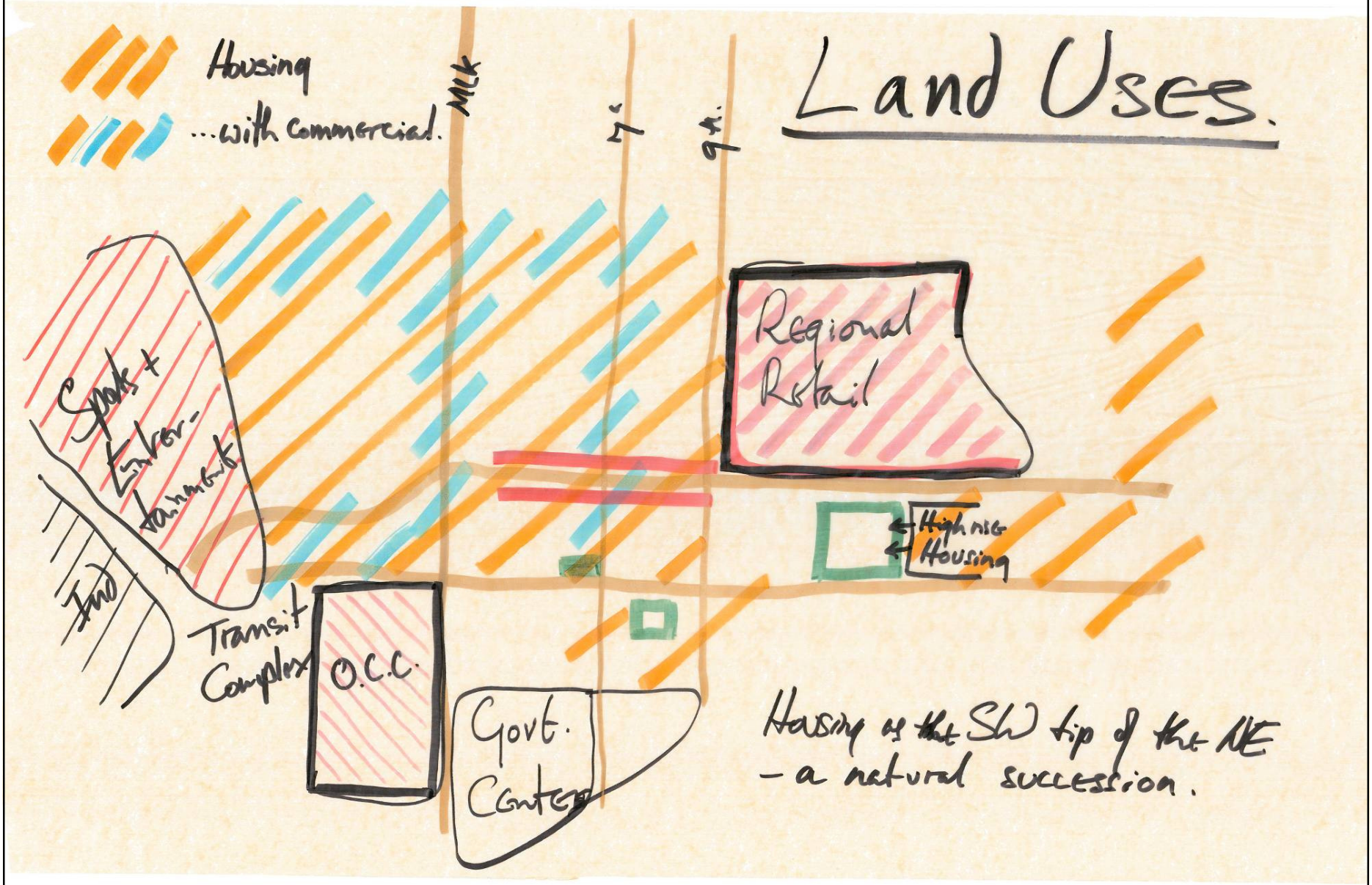
N/NE Quadrant Charrette

East West Concept 2: Residential



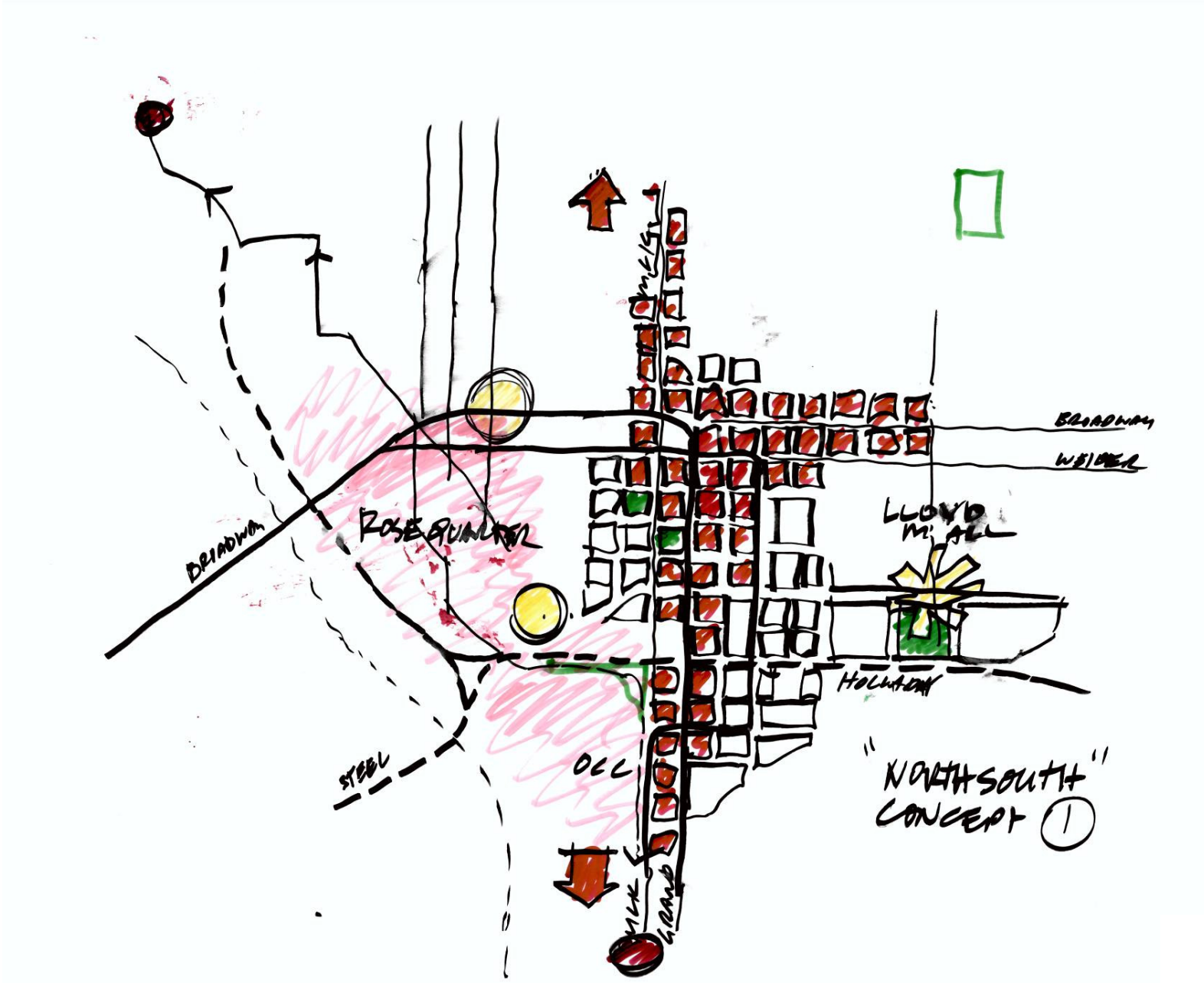
N/NE Quadrant Charrette

Residential



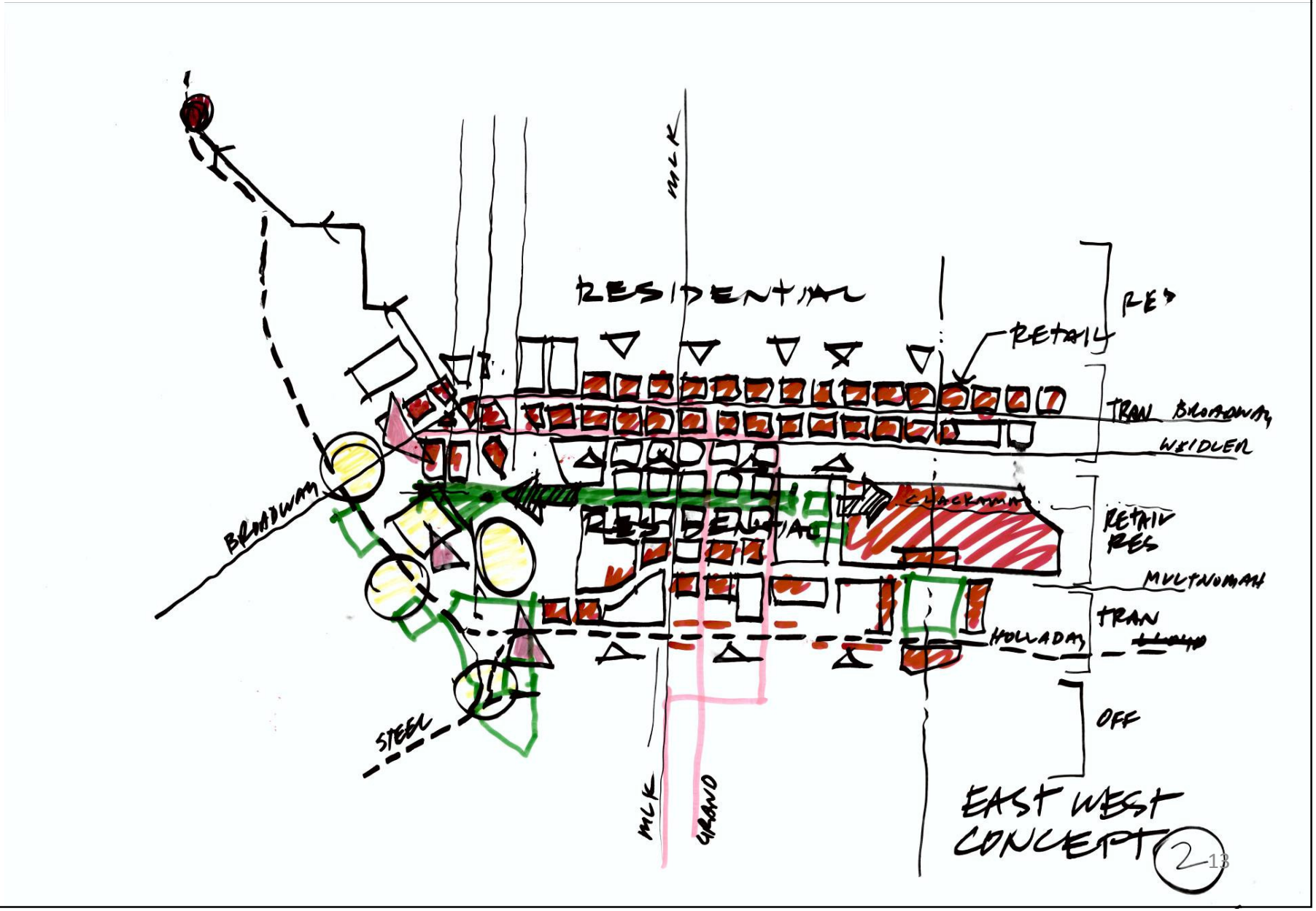
N/NE Quadrant Charrette

North South Concept 1



N/NE Quadrant Charrette

East West Concept 2



System Concepts

Local connectivity, diversity

Parks and open spaces

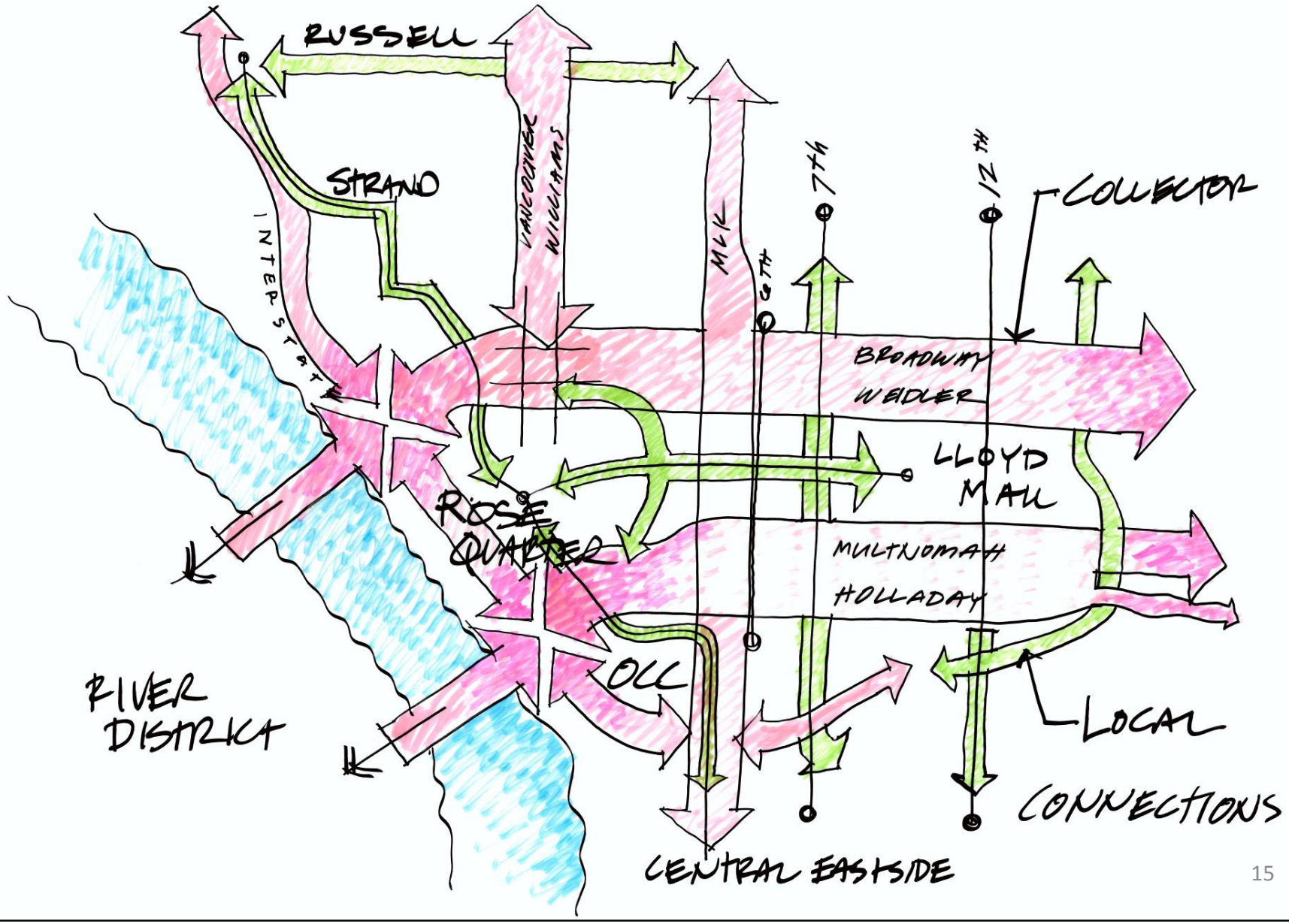
Sustainability



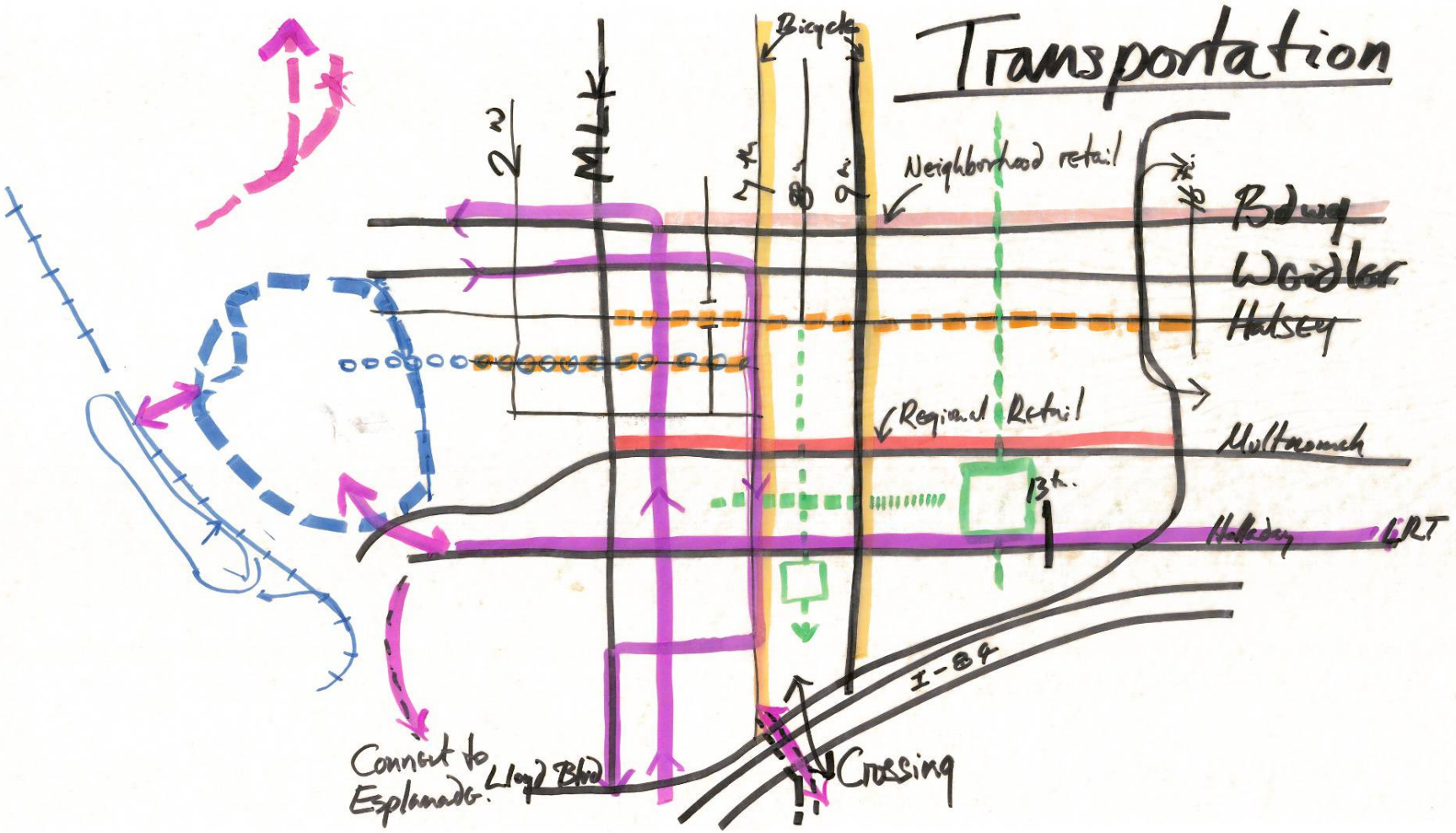


N/NE Quadrant Charrette

Connections

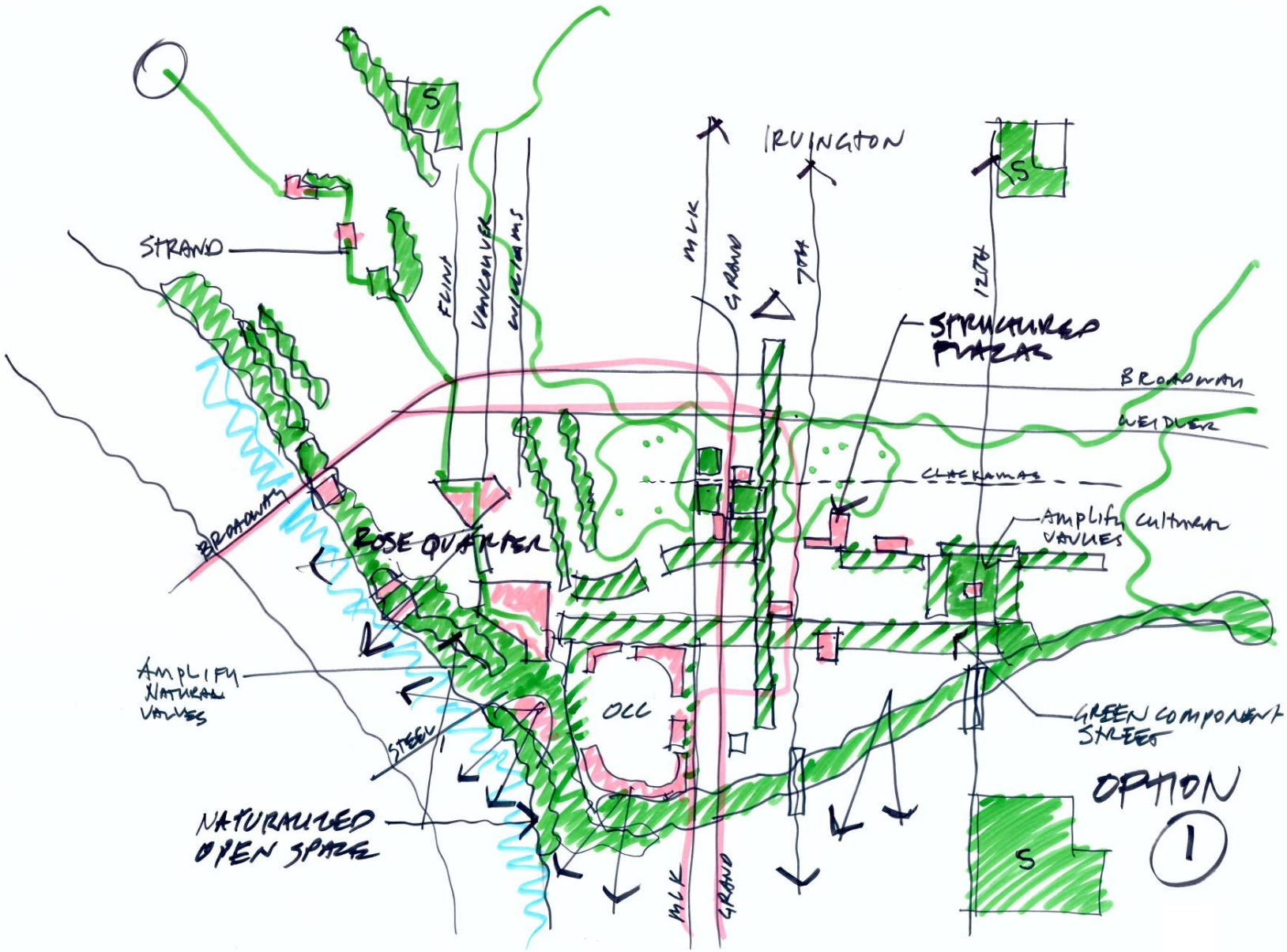


Street Diversity

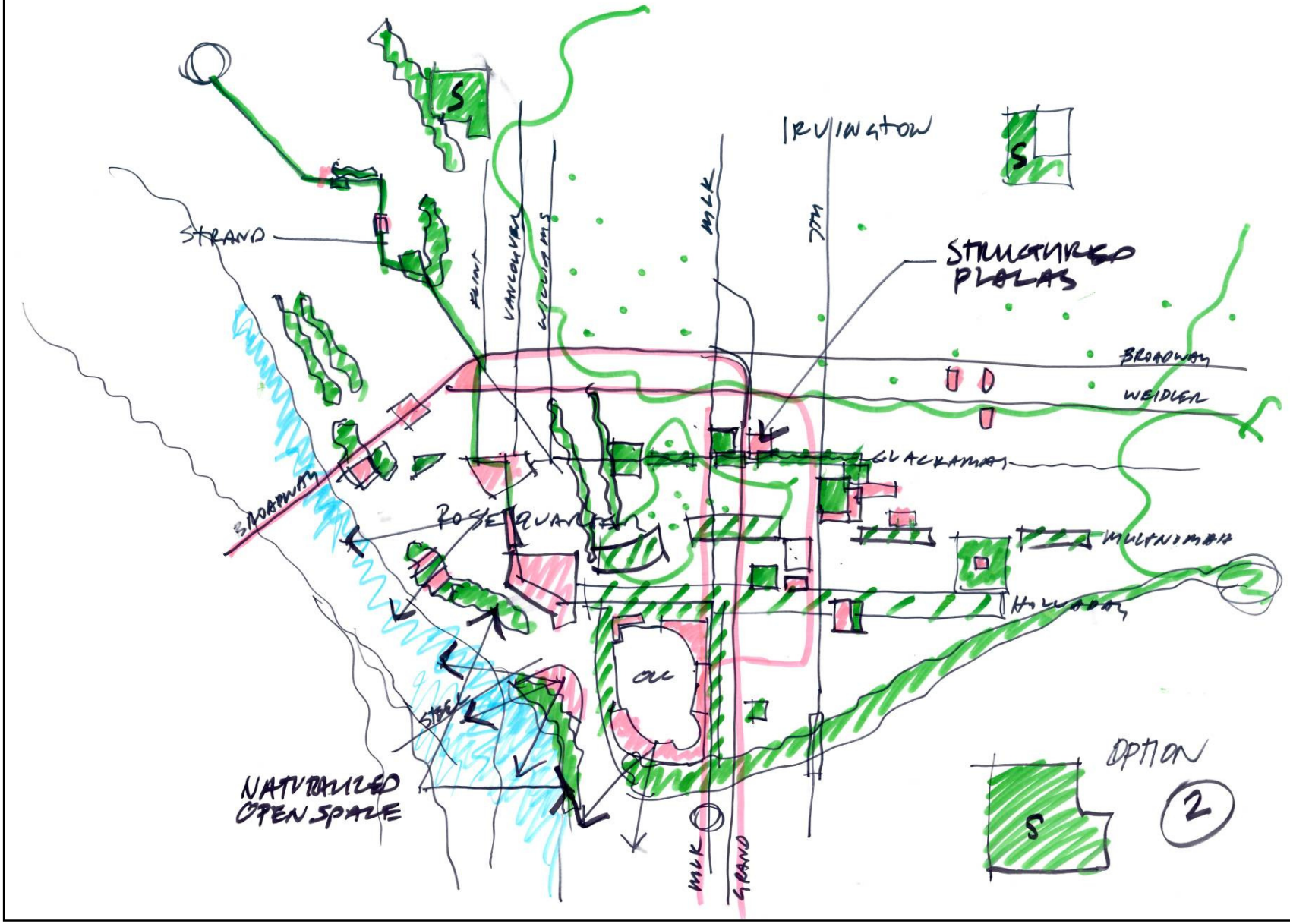


N/NE Quadrant Charrette

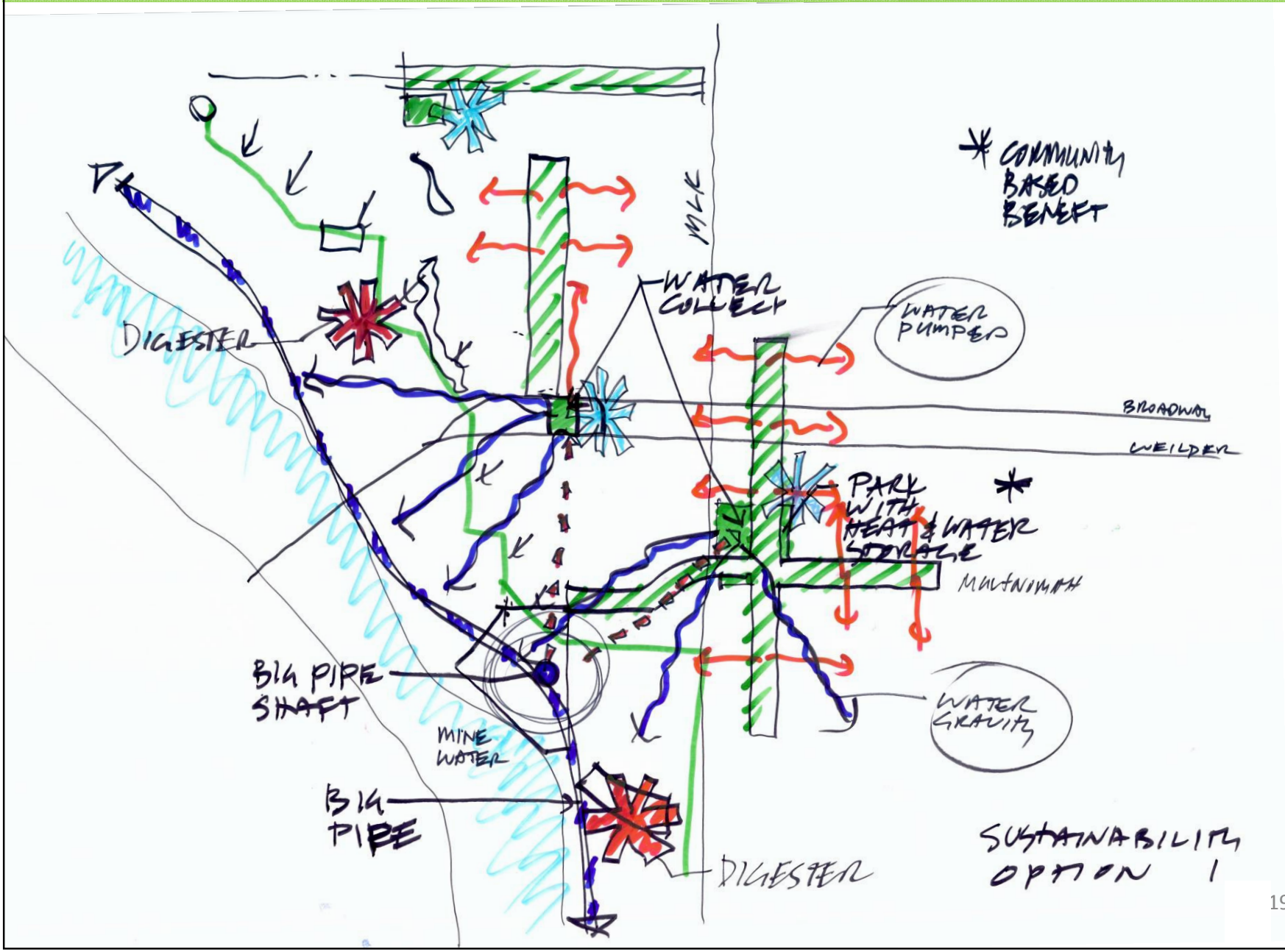
North South Concept 1: Opens Space



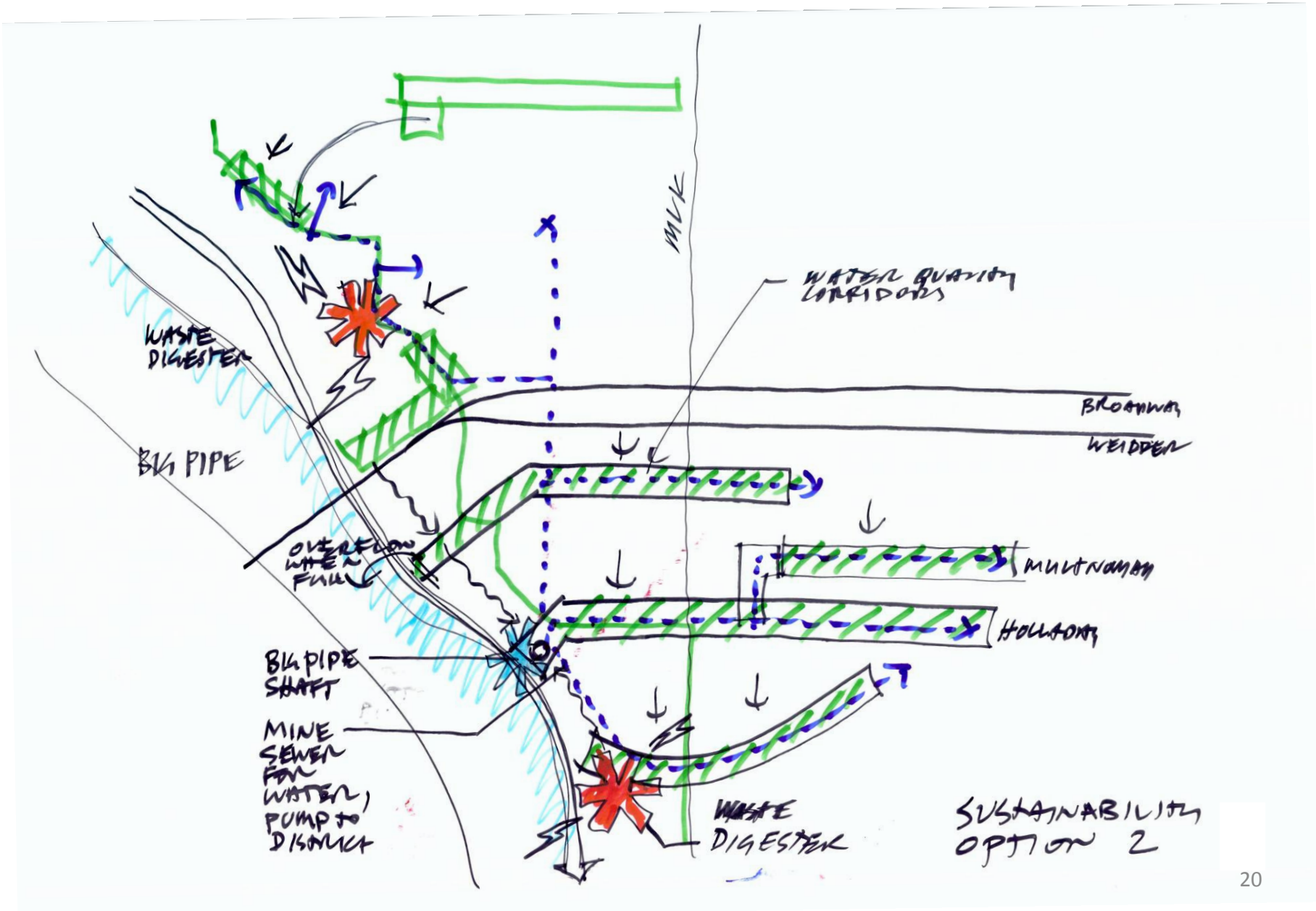
East West Concept 2: Open Space



N/NE Quadrant Charrette North South Concept 1: Sustainability



East West Concept 2: Sustainability



More Detail

Lloyd infill strategies

Urban form, Neighborhood transitions

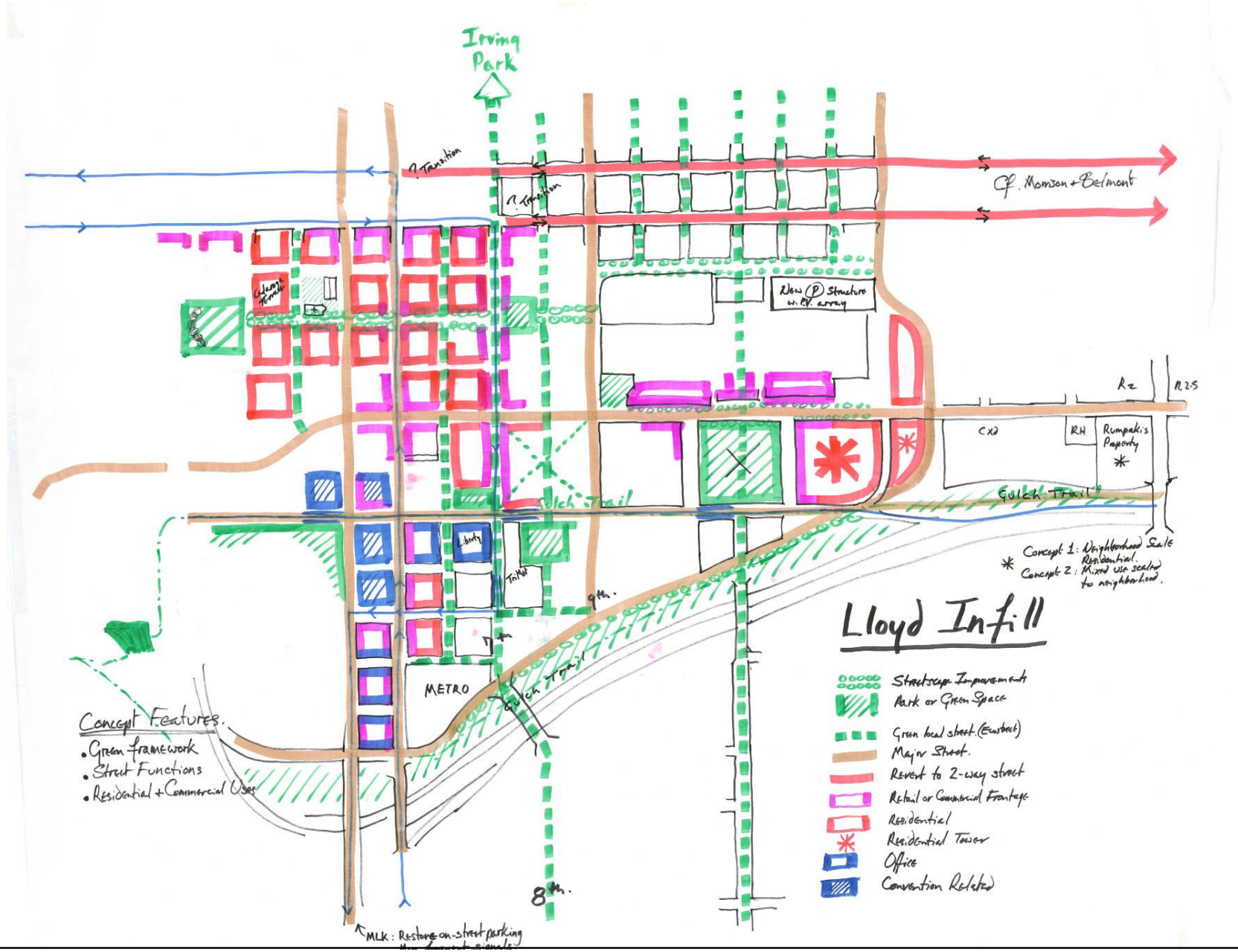
Lower Albina alternatives





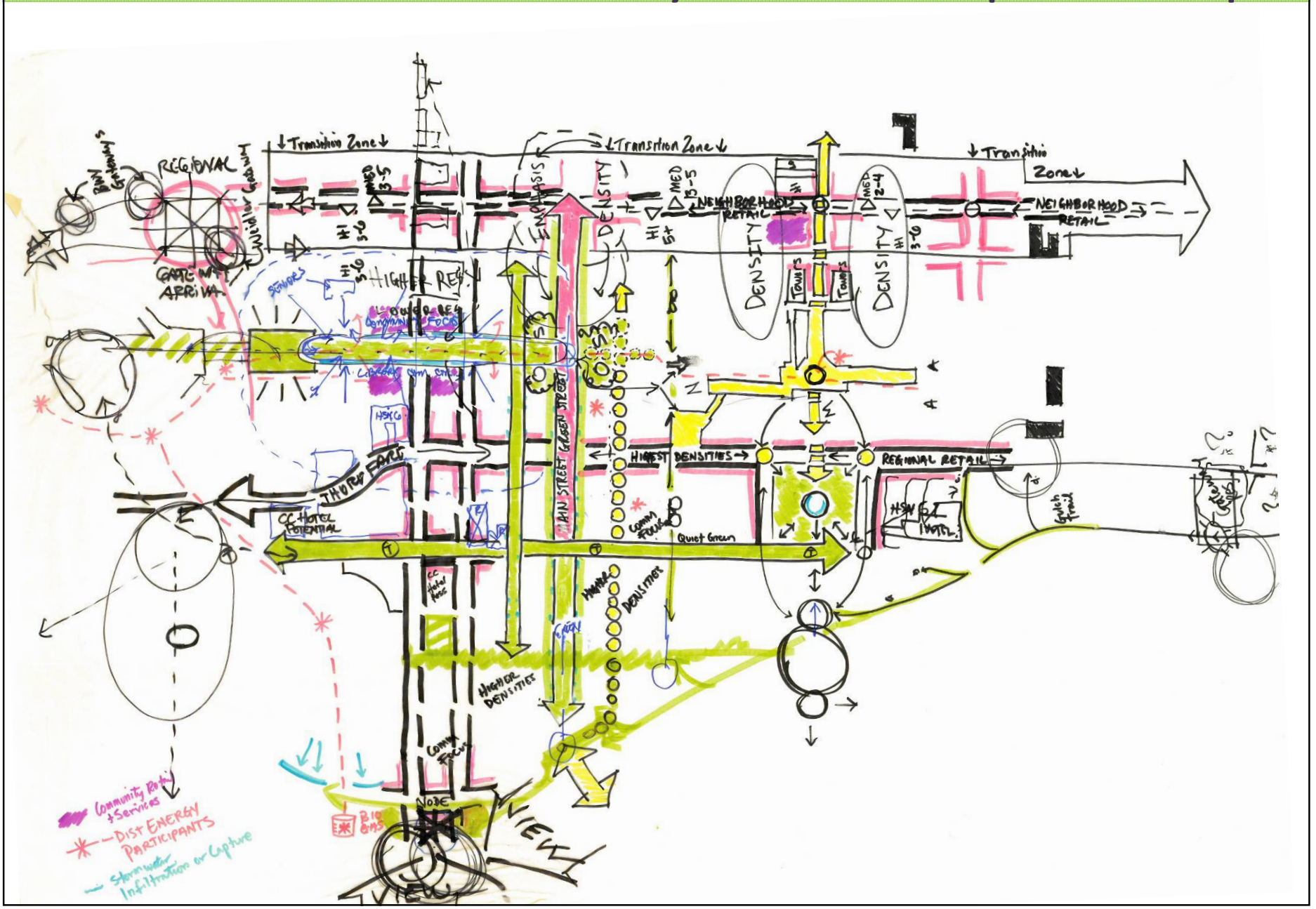
N/NE Quadrant Charrette

Lloyd District Development Concept



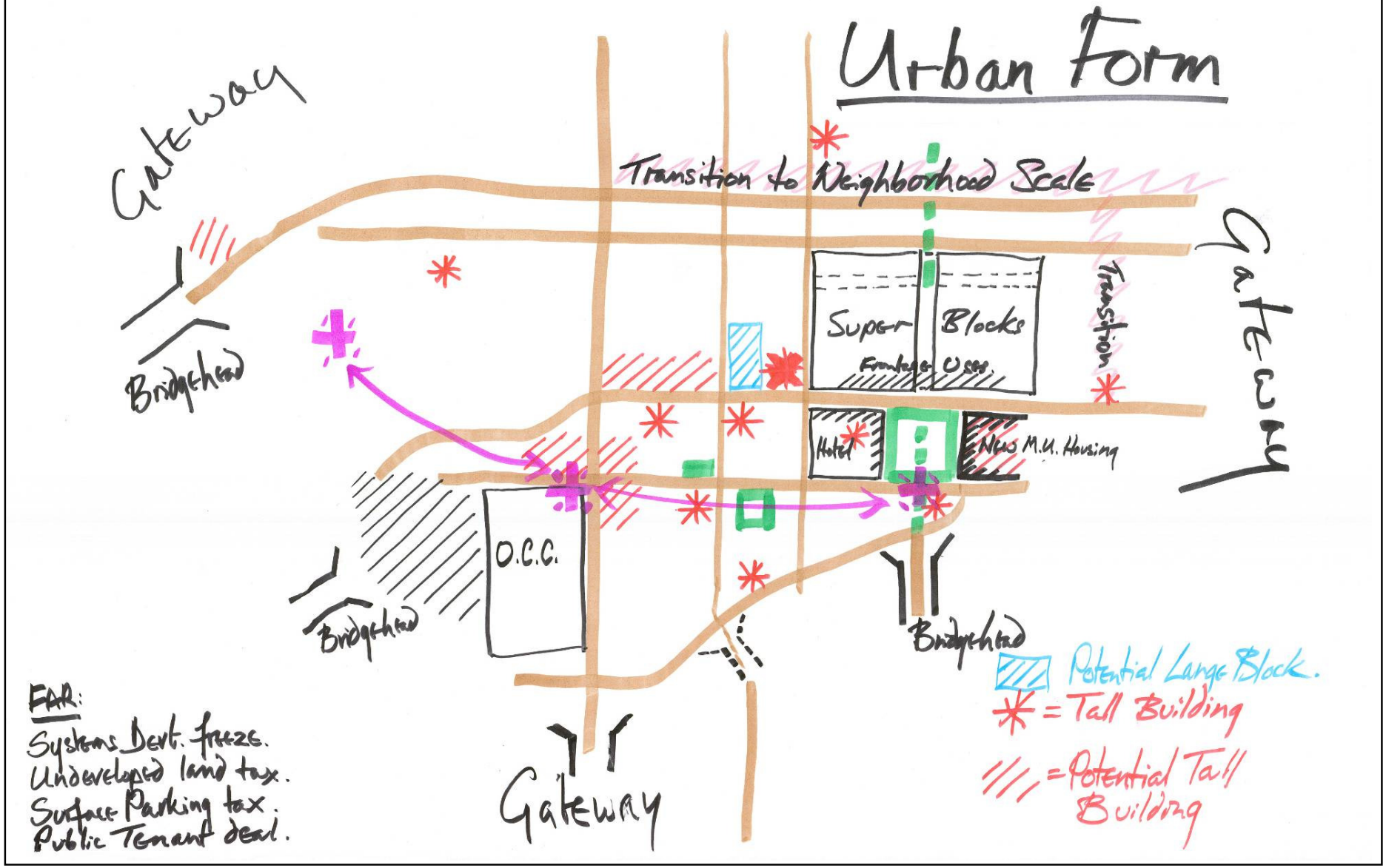
N/NE Quadrant Charrette

Lloyd District Development Concept



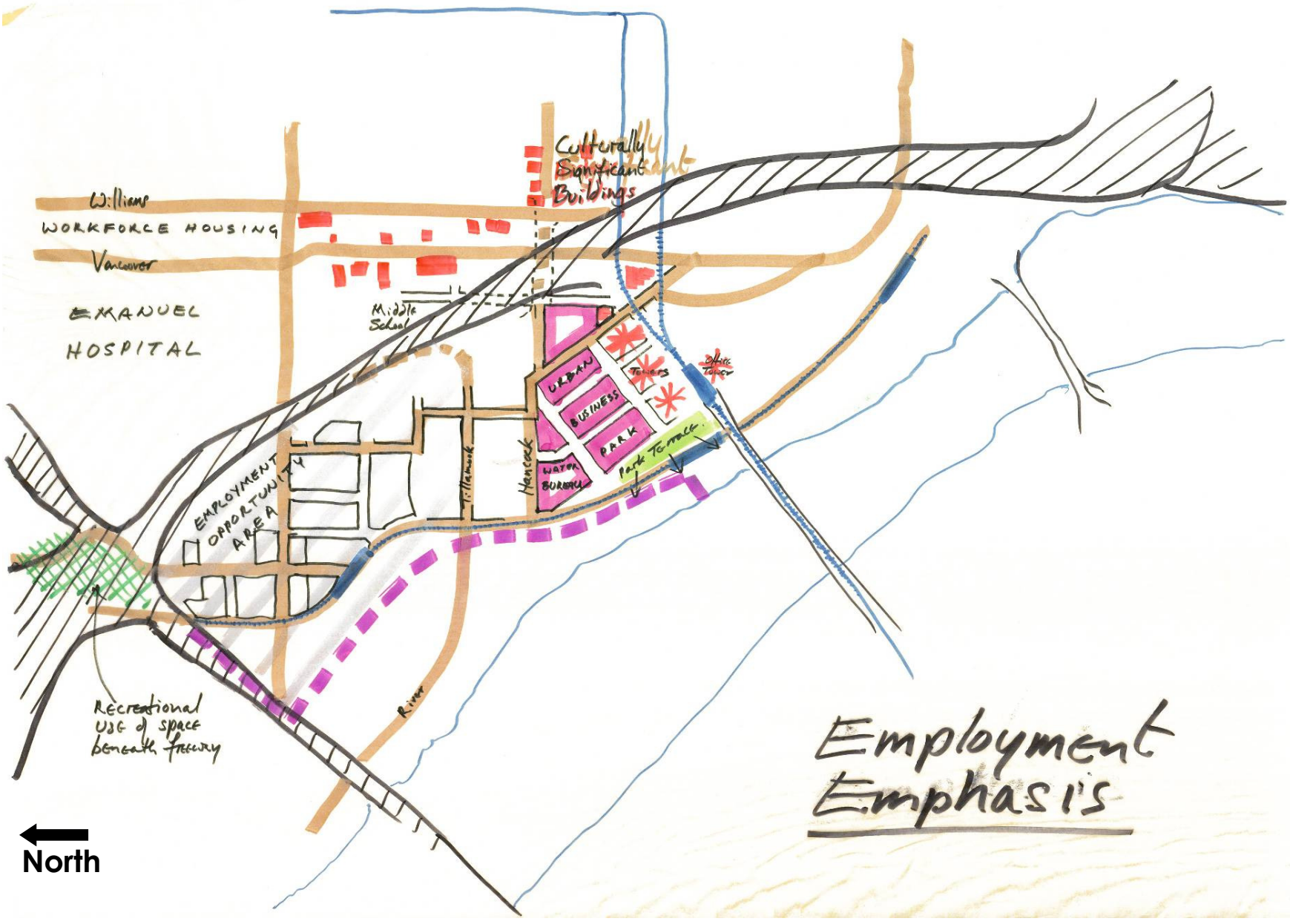
N/NE Quadrant Charrette

Lloyd District Urban Form Concept



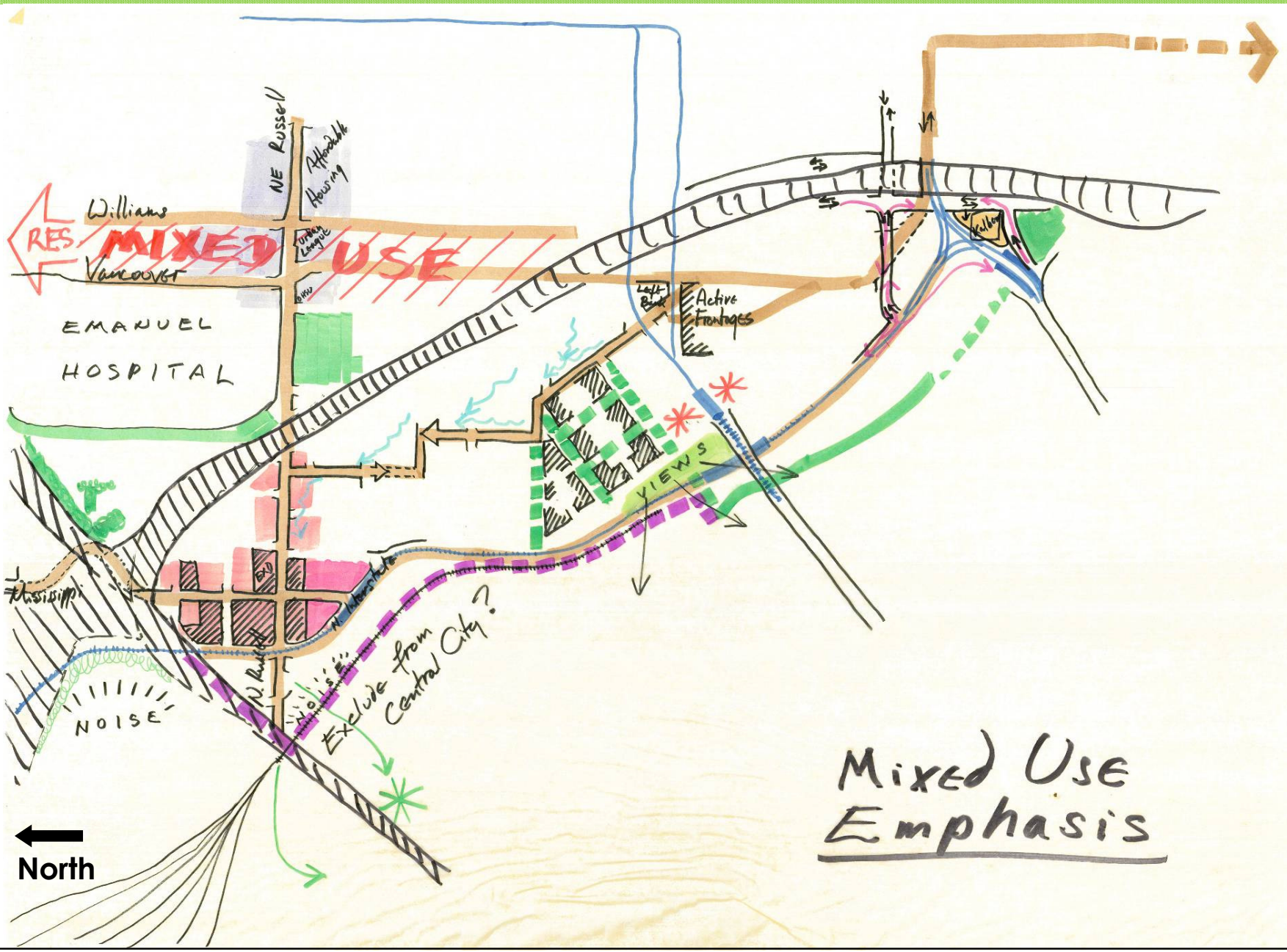
N/NE Quadrant Charrette

Lower Albina & Vancouver/Williams

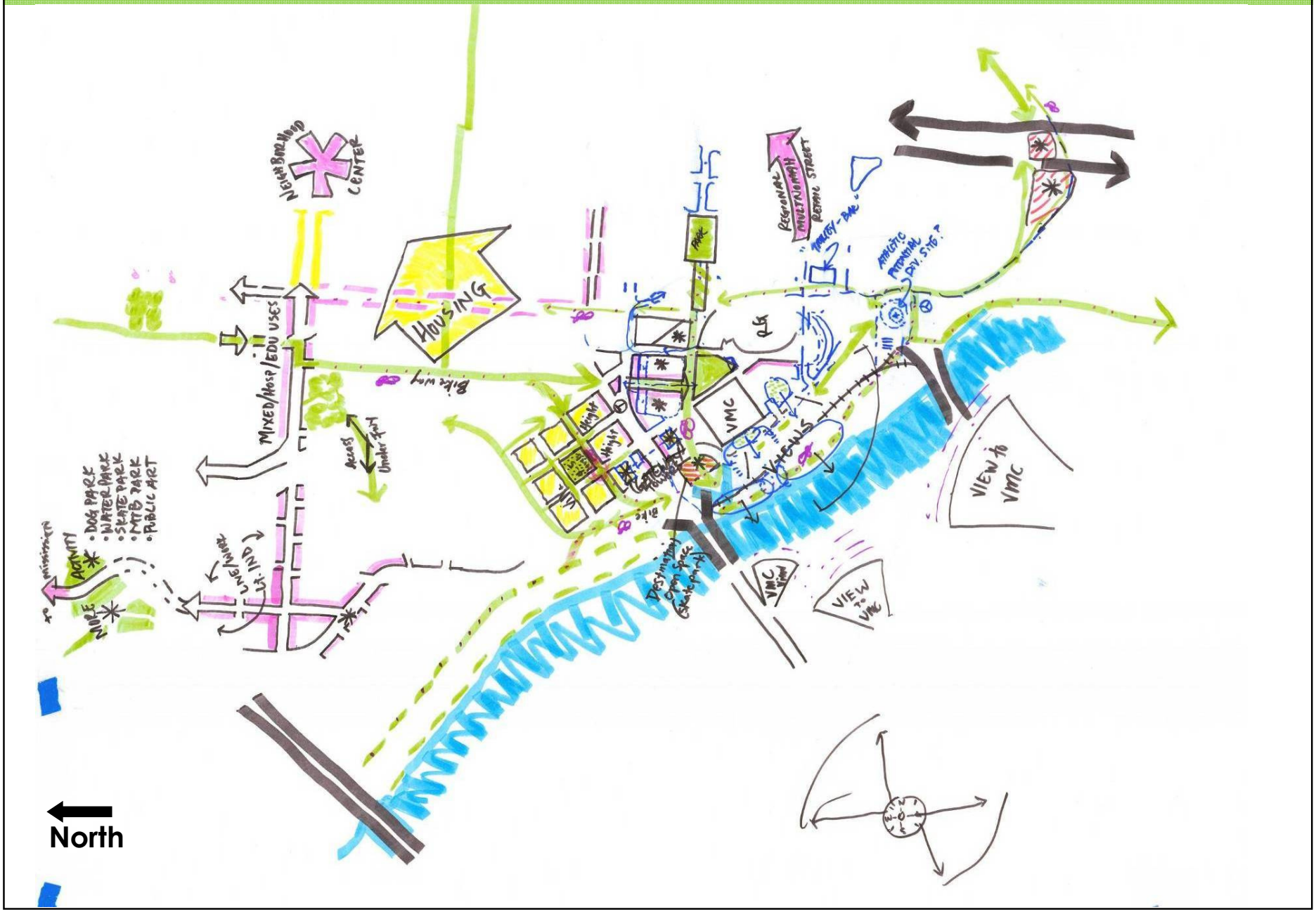


N/NE Quadrant Charrette

Lower Albina & Vancouver/Williams



Lower Albina & Vancouver/Williams to Lloyd



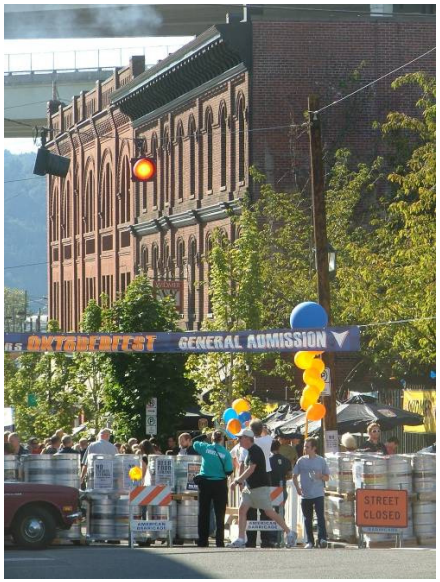
Next Steps

Charrette summary

Freeway alternatives workshop

Land use, local transportation, urban design and freeway concepts integration

Rose Quarter Transit Center



Next Steps

We Are Here

Dates	**Sept-Nov 2010**		**Nov 2010-Jan 2011**		**Feb-May 2011**					**May-Aug 2011**			**Sept-Dec 2011**	
Phase	Existing Conditions		Goals, Scope, Issues		Developing Preliminary Concepts					Proposed Concept			Quadrant & Freeway Plans	
SAC Meetings	#1 9/16	#2 10/11	#3 12/9	#4 1/20	#5 3/10			#6 ***4/28***	#7 May	#8 June	#9 July	#10 Aug	#11 Sept	#12 Nov
Sub-Committees	-		Tran #1 12/1	LU #1 12/2	LU/Tran #2 2/9	LU/Tran #3 3/2	LU/Tran #4 ***3/30***	LU/Tran #5 ***4/20***	LU & Trans	As needed			As needed	
Events	Walks 9/25 & 9/29		Open House #1 11/15		LU/UD/LT Charrette Feb. 22-23			Freeway Integration Workshop April 11-13	Public Event #2 May	Public Event #3 July			Public Event #4 Nov	

Tentative dates in ***red italics***



N/NE Quadrant & I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #5 March 10, 2011

History of Freeway Improvement Plans

Presentation Objectives

- Review I-5 studies to the present
- The size of proposed improvements have become smaller and less costly
- The City and State have looked at various proposals and have disagreed on the best use of land adjacent to I-5 (development vs. roadway)
- With the City and State working together, now is the best opportunity to see improvements realized



Introduction to the History of I-5





- Before I-5:
  - the State highway route was Harbor Freeway, across Steel Bridge to Interstate Ave.
- I-5 opened in 1966, when:
  - the population of the metro area was less than 1 million
  - average daily traffic on I-5 was 66,000 vehicles per day (VPD) in both directions
- By mid 1990s:
  - the population of the metro area was approx. 1.5 million
  - the average daily traffic volume was 140,000 VPD despite heavy investment in transit
- I-5 has not been widened:
  - still two lanes in each direction

I-5 Freight Volumes



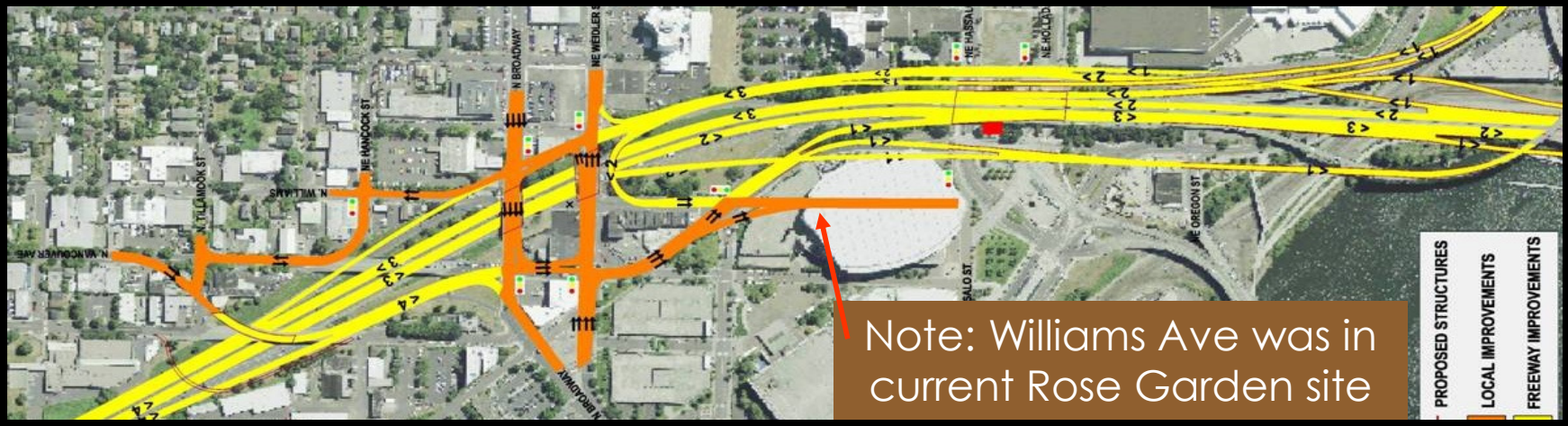
- Truck traffic on I-5 has increased at a higher rate than overall traffic
- Late 1960s to mid 1970s daily truck volumes on I-5 at the Marquam Bridge less than 6,000 per day
- In 2000s average daily truck volumes grew to over 12,000 per day

Past Studies

- Past studies and projects have included:
  - Greeley-North Banfield Concepts (1980s to 1990s)
  - Portland/Vancouver I-5 Trade Corridor Study (1999-2002)
  - I-5/405 Freeway Loop Study (2005)
  - City/State workshop to look at potential improvements between I-84 and I-405 (2007)

Greeley-North Banfield (1987)

Purpose: Concept to improve the system connection between I-84 and I-405



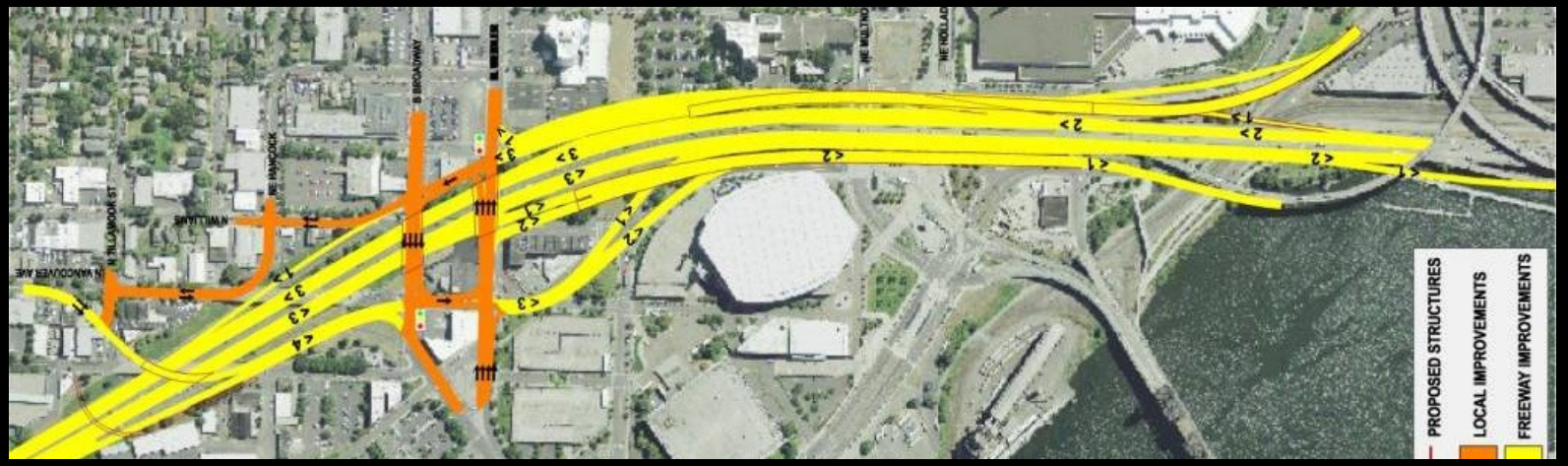
Note: Williams Ave was in current Rose Garden site

Concept would have:

- 3 lanes on I-5 between I-84 and Greeley
- Collector-Distributor (C-D) roads parallel to I-5 NB and SB
- Braided ramps to eliminate traffic weaving between exit and entrance ramps

Greeley-North Banfield (1990s)

Purpose: Concept modified to accommodate arena



Concept would have:

- 3 lanes on I-5 between I-84 and Greeley and braided ramps
- Collector-Distributor (C-D) roads allow arena footprint
- Removed Williams Avenue impacting arena site

Portland/Vancouver I-5 Transportation and Trade Corridor/Partnership (1999-2002)

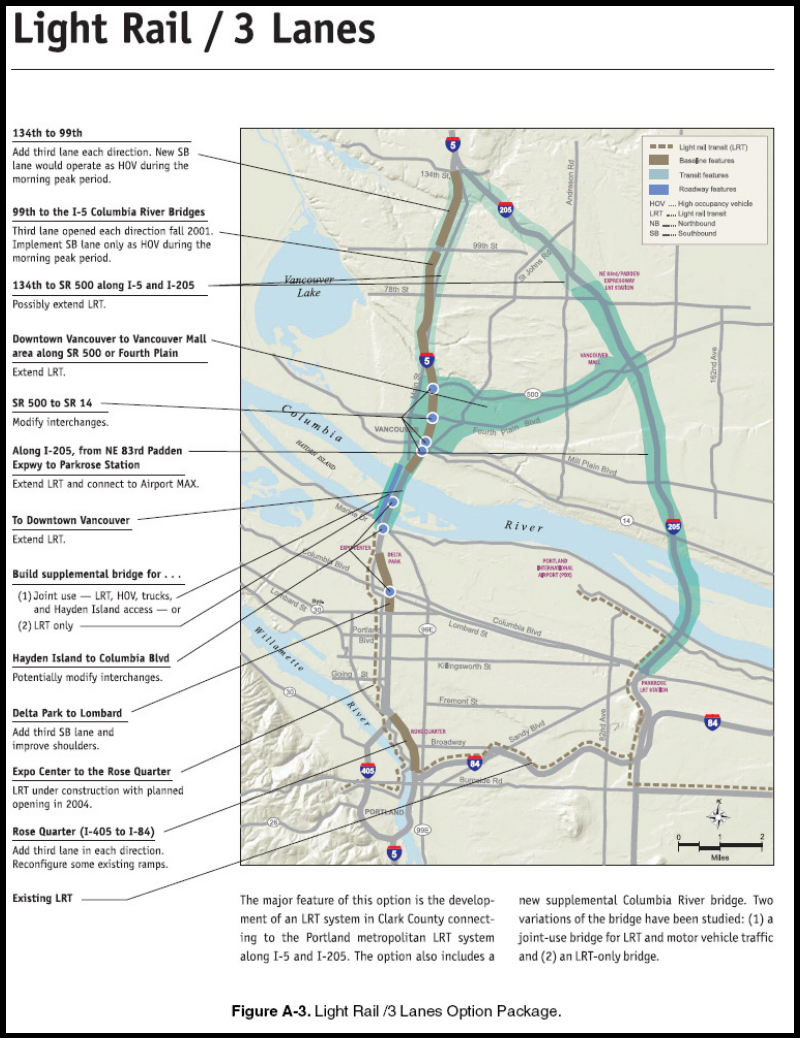
Study originally included I-5 from I-84 to I-205 in WA

Study Included:

- Widening I-5 to 3 lanes from Fremont Bridge/I-405 to I-84 interchanges

Study Recommended:

- To study I-5, from I-84 to I-405, in context of the Freeway Loop Study

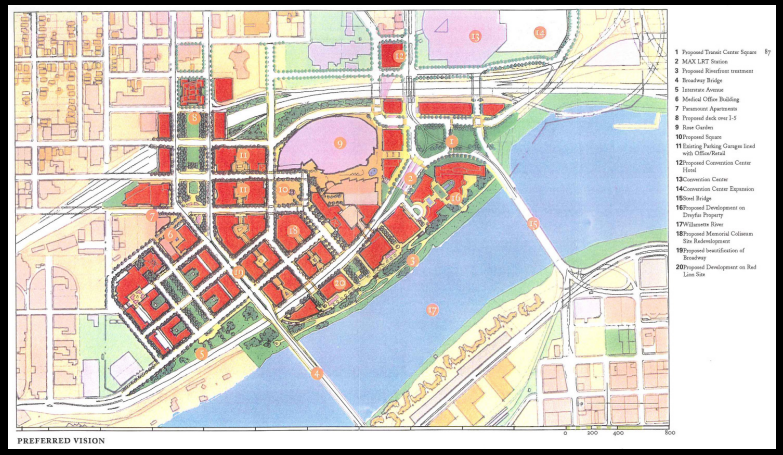


CENTRAL CITY 2035 N/NE Quadrant and I-5 Broadway/Weidler Plans

PDC's Rose Quarter and Lloyd District Studies (2001)

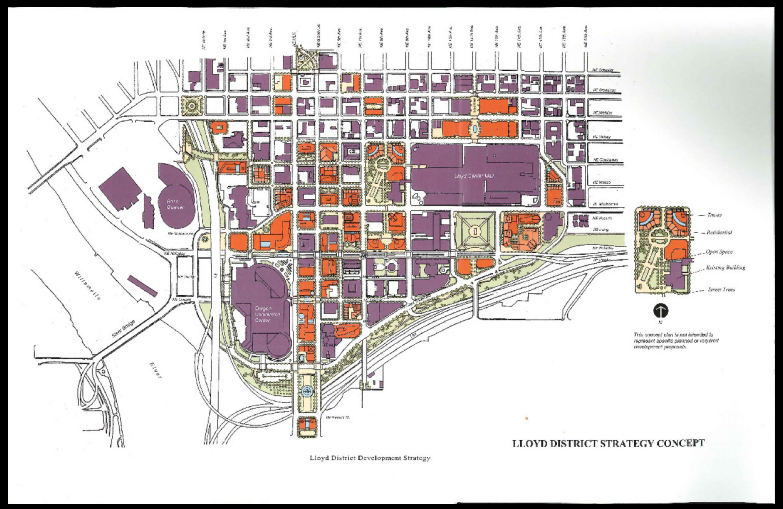
Rose Quarter:

- Addressed vitality in Lloyd District's Rose Quarter sub-area
- Potential ped. bridge at Clackamas St.
- Proposed changes to Broadway-Weidler "box"

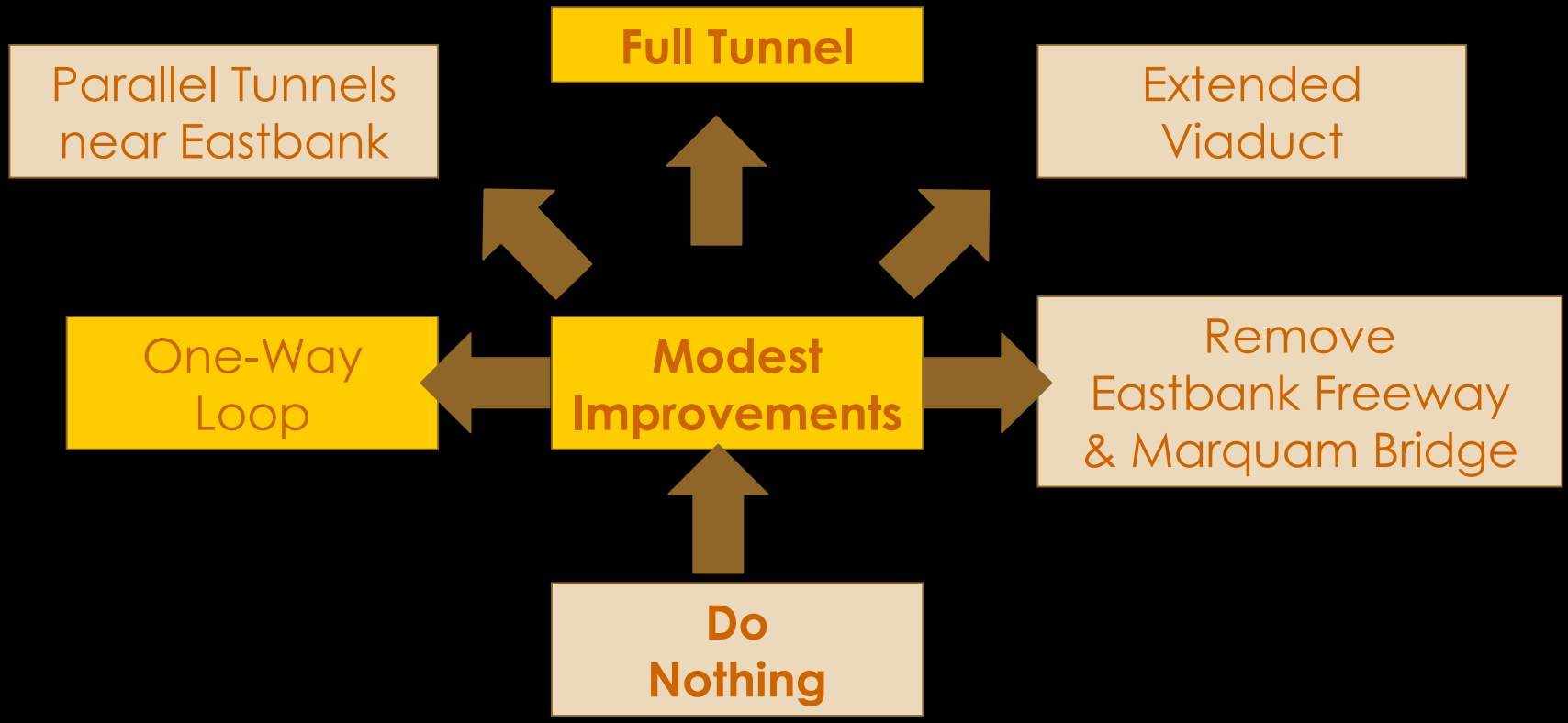


Lloyd District:

- Focused on a portion of district
- Recommendations included:
  - New bridge at Clackamas St.
  - Improve pedestrian crossings at NE Broadway/Weidler



I-5/I-405 Freeway Loop Study (2005)



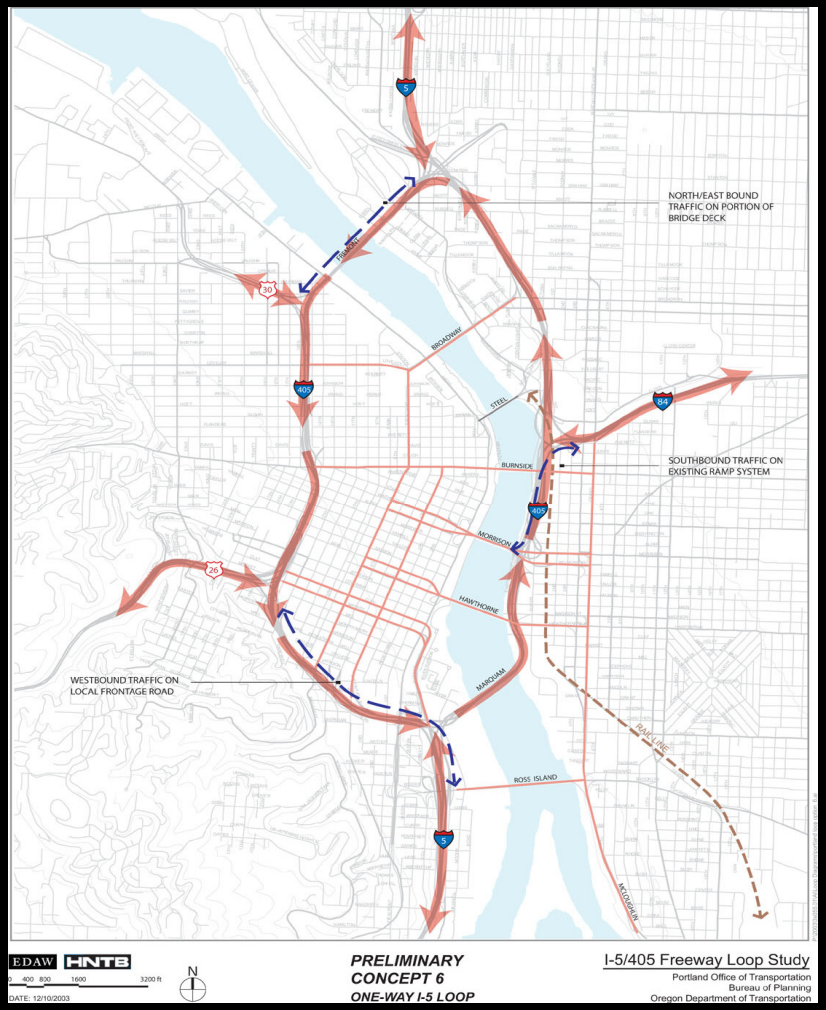
I-5/405 Freeway Loop Study (2005)

- Remove Eastbank Freeway
  - System would be overloaded
- Extended Viaduct Concept and Parallel Tunnels near Eastbank
  - Would be included in the three studies that were advanced
- Three Studies to be Advanced
  - One Way Loop
  - Full Tunnel
  - Modest Improvements



I-5/405 Freeway Loop Study (2005)
One-Way Loop

- I-5 Would Travel NB
- I-405 SB
- Major Increase in Out of Direction Travel
- Would Remove Nearly 1/2 of the On- and Off-Ramps

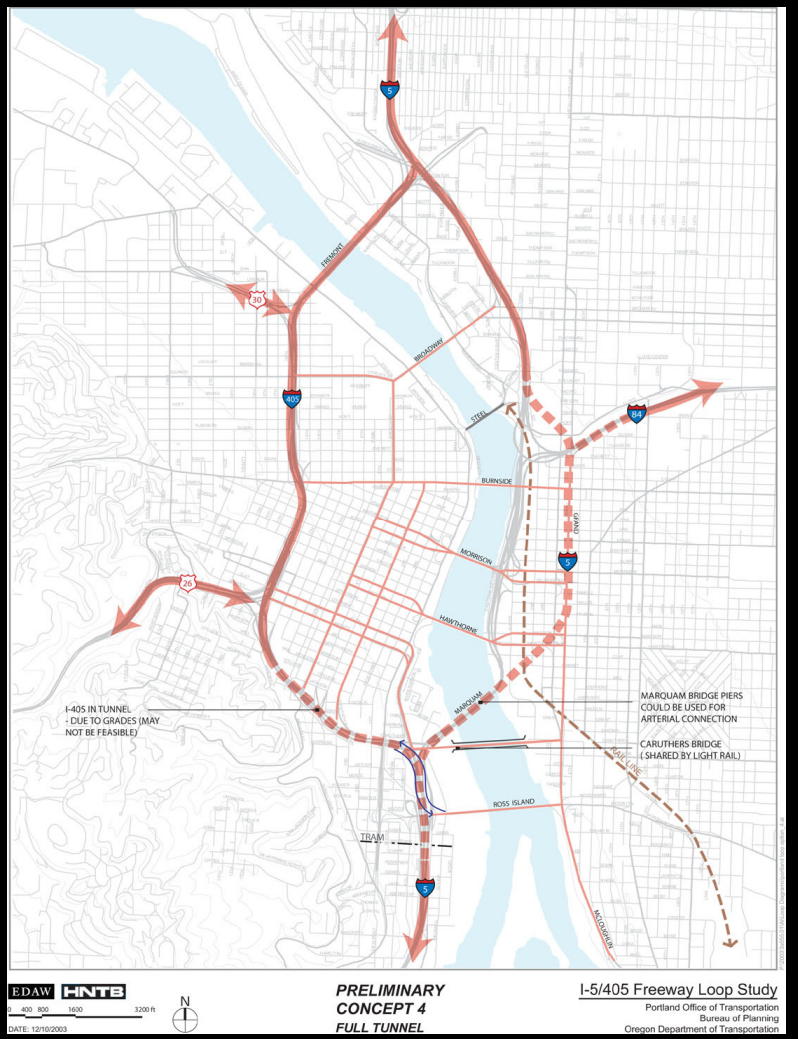


CENTRAL CITY 2035

N/NE Quadrant and I-5 Broadway/Weidler Plans

I-5/405 Freeway Loop Study (2005)
Full Tunnel

- Tunnel would Begin North of Corbett, Surfacing at Rose Quarter
- Solution Likely to Cost Tens of Billions of Dollars
- Tabled for Potential for Long-Term Fix (50 Years Plus)

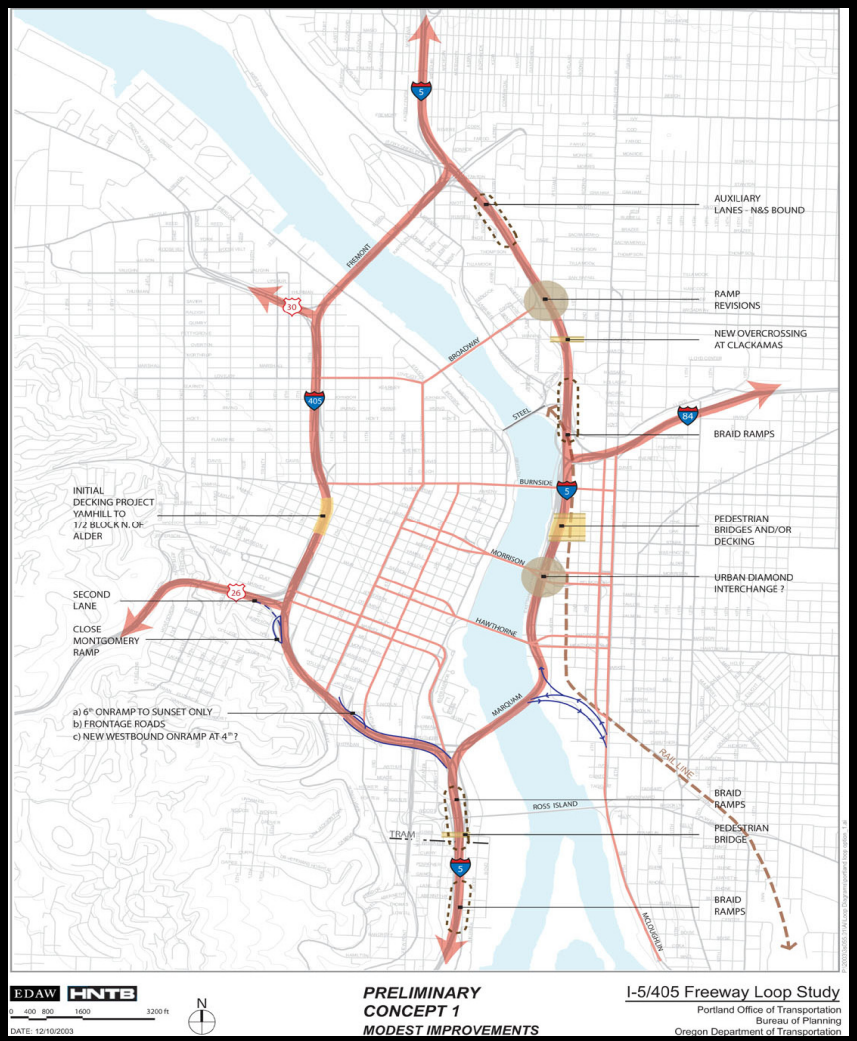


CENTRAL CITY 2035

N/NE Quadrant and I-5 Broadway/Weidler Plans

I-5/405 Freeway Loop Study (2005)
Modest Improvements

- New Braided Ramps On I-5 and I-84
- New Connection Between I-5 and OR-99E
- Improve Connections to and From SWF District

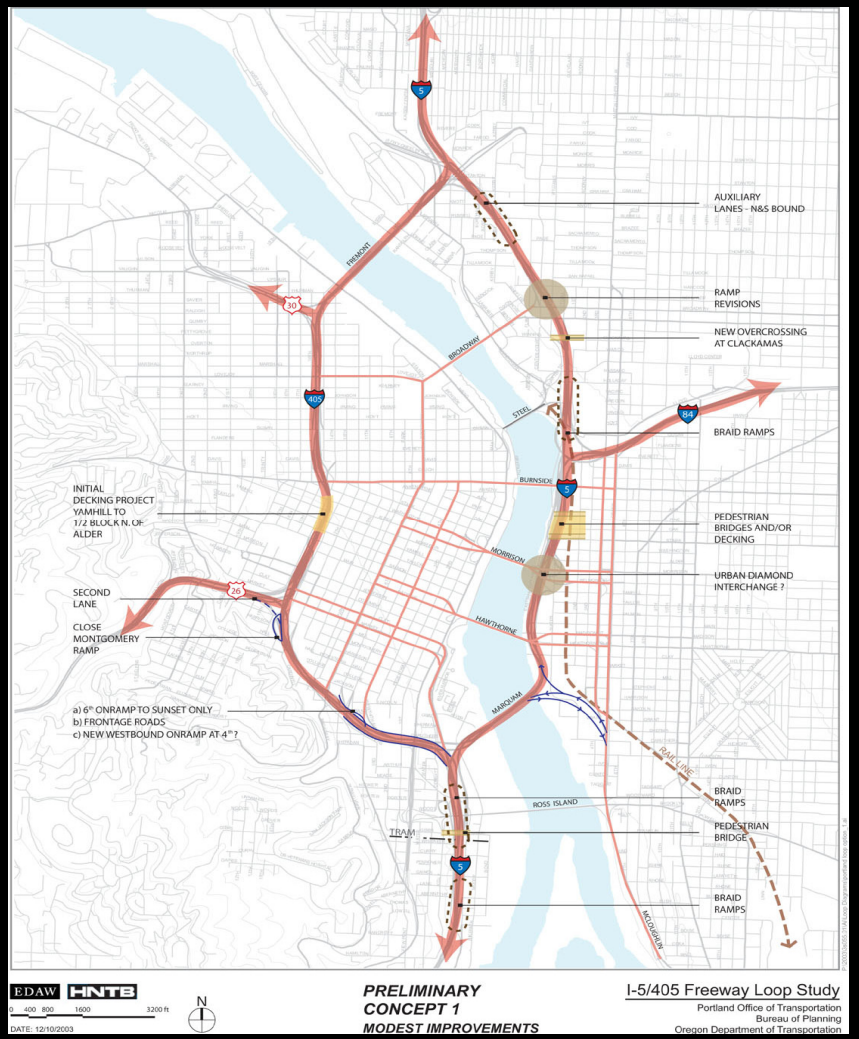


CENTRAL CITY 2035

N/NE Quadrant and I-5 Broadway/Weidler Plans

I-5/405 Freeway Loop Study (2005)
Modest Improvements

- Does not improve travel delay or the projected increase in congestion
- Reinforces need to fix bottleneck on I-5 between I-84 and I-405 now



CENTRAL CITY 2035

N/NE Quadrant and I-5 Broadway/Weidler Plans

I-5: I-84 to I-405 Design Workshop Concept Report (2007)

As a result of Loop Study, the City and ODOT looked at ways to reach agreement on RQ area improvements

- Ways to improve the bottleneck on I-5 between I-84 and I-405
- No decisions were made
- Agreed to hold State/City/public process to seek consensus on improvements
- The workshop considered a beginning, not an end

I-5: I-84 to I-405 Concepts Design

Diamond Interchange



- Weidler/Broadway would merge to create more-conventional intersection
- Would eliminate 5-leg intersection at ramp terminals

I-5: I-84 to I-405 Concepts Design

Partial Cloverleaf



- Two loop ramps would eliminate left turns
- Would create ramp storage space for queuing vehicles
- Would require large foot print and ROW acquisition

CENTRAL CITY 2035

N/NE Quadrant and I-5 Broadway/Weidler Plans

I-5: I-84 to I-405 Concepts Design

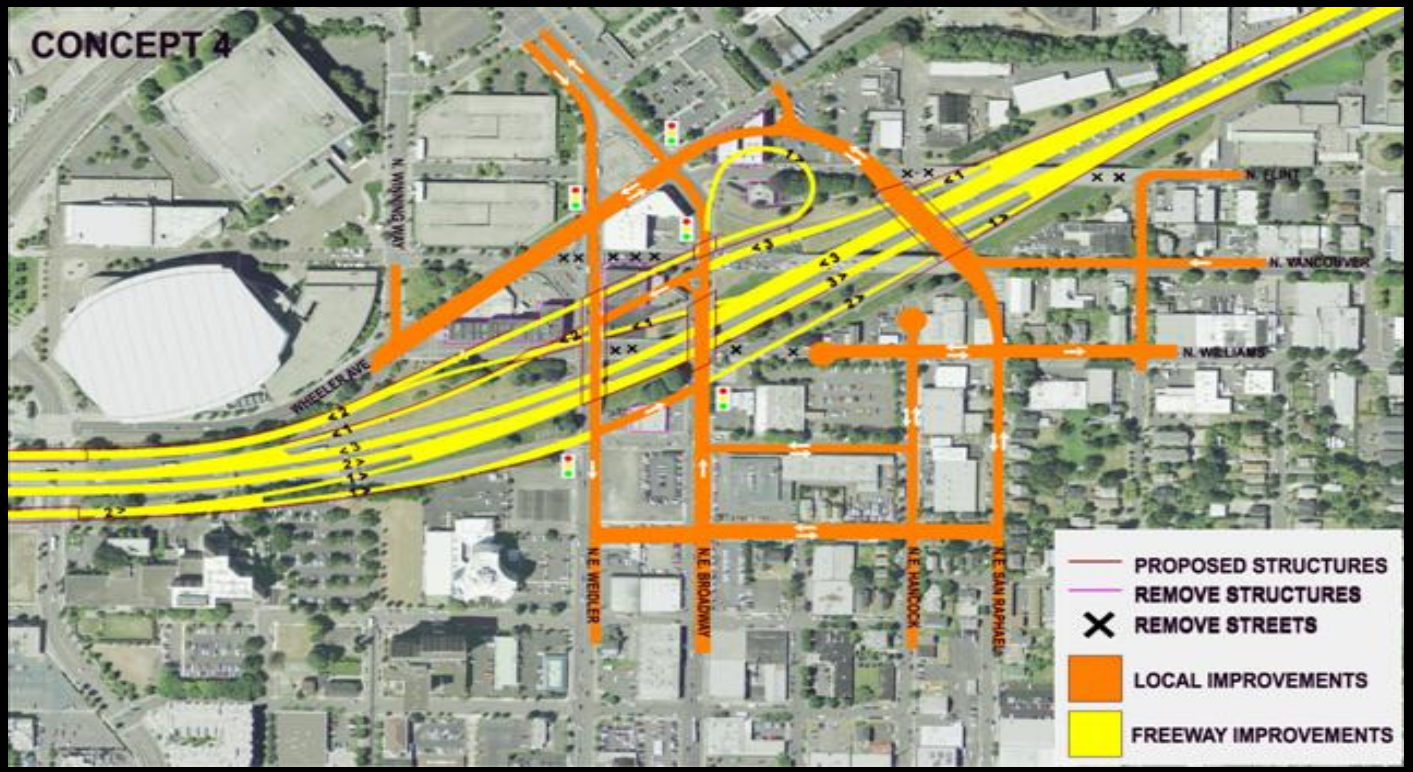
Partial Cloverleaf (Parclo-A)



- Would create loop ramps in opposite quadrants
- Would require large foot print and ROW acquisitions

I-5: I-84 to I-405 Concepts Design

Split Diamond with Loop Interchange



- Would include a small loop, and consolidation or closing of specific streets
- Would include braided ramps

CENTRAL CITY 2035

N/NE Quadrant and I-5 Broadway/Weidler Plans

Next Steps: Freeway and Local Transportation Interface Charrette

The Charrette will focus on developing workable ramp and freeway improvements resulting from public input as guided by staff and professional consultants

Public Charrette Dates:

- Day One: Evening Charrette
  April 11th, 5:00-8:30 PM at ODOT
- Day Two: Noon Session
  April 12th, 12:00 -1:00 PM at URS
- Day Three: Evening Session
  April 13th, 4:00 - 6:00 PM at ODOT

N/NE Quadrant and I-5 Broadway/Weidler Plans
Freeway/Local Transportation Interface Charrette Schedule

The Freeway/Local Interface charrette will be a focused effort by project staff, urban design and engineering consultants to review and guide participants in designing freeway and ramp interfaces with local streets. Much of the decision on ramp and bridge design will be driven by city and stakeholder suggestions for proposed circulation patterns. The sessions will be guided by planners, urban designers and engineers to facilitate creative thinking. During and after each public charrette session, charrette staff will do some analysis to determine the operations, safety and potential "fatal flaws" in particular concepts. After initial screening, we will refine remaining proposals with charrette staff and offer suggestions on operable solutions and preliminary evaluation of concepts.

Participants: Members of the N/NE Quadrant SAC, Transportation and Land Use Sub-Committees and other stakeholders are welcome to participate in the public work sessions. Charrette products will also be presented at the April 20th Sub-Committee meeting and April 28th SAC meeting.

Day One of the Charrette - April 11	**5pm to 8:30pm at ODOT (123 NW Flanders, Conference Rooms A & B)**		
	Evening Charrette Session - **stakeholders/interest groups and public**		
	Introduction of Charrette and Process		30 minutes
	Expectations / Freeway and interchange design "101"		30 minutes
	Discussion on Screening of Concepts		30 minutes
	Participants break into groups to develop concepts		2 hours
Day Two of the Charrette - April 12	8am to 5pm at URS (1100 SW Columbia St., Suite 1500)		
AM Session	Technical Work Groups - Consultants and Staff Refine and Develop concepts form evening workshop Screening and consolidation of concepts		4 hours
NOON Session	**Stakeholders / Public Presentation / Review / Check-in** Review / Feedback on Draft Concepts Review / Feedback on Draft Screening of Concepts		1 hour
PM Session	Technical Work Groups - Consultants and Staff Refinement of concepts Further screening and evaluation of concepts		4 hours
Day Three of the Charrette - April 13	8am to 10am at URS; 4pm to 6pm at ODOT (123 NW Flanders, Conference Rooms A & B)		
AM Session	Technical Work Groups - Consultants and Staff Refinement of concepts Further screening and evaluation of concepts		2 hours
PM Session	Technical Work Groups - Consultants and Staff Clean up presentation materials Move and set up at ODOT		3 hours
PM Session	**Public Presentation - 4pm to 6pm at ODOT** Review / Feedback on Draft Concepts Review / Feedback on Draft Screening of Concepts Review / Feedback on Draft Evaluation of Concepts		2 hours

Key Public and Stakeholder input opportunities

Oregon Department of Transportation

3/10/2011

N/NE Quadrant and I-5 Broadway/Weidler Plans

Freeway and Local Street Interface Charrette

3-10-11 SAC Meeting Discussion Draft

A. Problem Definition Summary

How can we develop a transportation system that meets the needs for efficient movement, strong urban form, vibrant waterfront districts, livable neighborhoods, and a healthy economy?

1) There is insufficient mainline capacity to meet travel demand. Hours of delay are increasing and expanding into the non-peak hours that serve freight needs. The drop from three to two lanes in southbound direction adds to the problem. The current design does not handle the existing and projected volumes.
2) The proximity of on and off ramps creates weaving distances that are too short.
3) Rear end crashes are high in both northbound and southbound directions.
4) I-84 traffic backs up onto I-5.
5) Ramps off I-5 lead to congested local cross streets and intersections.
6) There is a dangerous speed differential on the freeway between lanes on the mainline in some locations.

B. Framework Elements

1) Study area boundaries:
   a) North: I-405 exit and entrance ramps
   b) South: I5 to I-84 exit ramp, and I-84 to Holladay St exit ramp
   c) East: NE 2nd Avenue
   d) West: N. Ross Avenue
2) Focus for improvements: Broadway/Weidler Interchange
3) Use year 2035 traffic model (City of Portland and Metro Regional Models)

C. Project Goals

The Project Goals have been developed and approved by the Stakeholder Advisory Committee after review by the public and the project subcommittees. The following goal statements are the two, transportation-related, Project Goals with additional details:

1) ***A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system.***

   a) Desired Transportation Objectives

   These are the desired transportation objectives that will be used to test concepts developed in the charrette. The objectives are from the preliminary issues, opportunities,

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and constraints gathered during public open houses, one-on-one interviews with the project SAC members, and brainstorming sessions with the projects subcommittees. The Desired Transportation Objectives address the issues, opportunities, and constraints that relate to the freeway and interchange area.

b) Improve Bicycle and Pedestrian Connections

- Consider separate Bicycle and Pedestrian crossing(s) of the freeway
- Consider a 'Clackamas Street' Bicycle and Pedestrian Crossing of the freeway

c) Improve Transit Movements and Connections

- Maintain or enhance streetcar operations
- Maintain or enhance bus routes operating across I-5

2) ***Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses.***

a) Provide Affordable and Cost-effective range of multimodal transportation solutions

- Minimize the need to purchase property for right-of-way

b) Improve Freeway Operations for Freight and Auto

- Improve freeway operations using practical engineering and safety guidance to provide good reliability, and good geometrics for turning, stopping, and other movements.
- Improve traffic movement and safety for all modes on the freeway.
- Consider adding a third lane to I-5 in the existing two-lane section between I-405 exit and entrance ramps and I-84 exit and entrance ramp to improve traffic flow and eliminate the bottleneck.
- Consider improving the weaving distance and ramp spacing within the two-lane section of I-5.

c) Improve the local circulation system

- Provide an adequate system of local street connections to provide access and circulation within the interchange area.
- Improve the functioning of the street grid where possible to improve the local circulation and separate modes.

d) Improve Freeway Safety

- Consider widening shoulders
- Seek to reduce accident potential

e) Avoid or minimize adverse impacts on cultural or high priority community sites.

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D. Concept Screening Criteria

The Concept Screening Criteria will be used during the charrette process to eliminate proposed concepts that do not meet the exercise objectives and retain concepts that do address the desired transportation objectives for further refinement and evaluation. Examples include:

1) Interchange ramp geometry and safety

2) Right of Way impacts to be avoided:

    a) Rose Garden
    b) Convention Center
    c) Harriet Tubman School and Albina Park
    d) "Big Pipe" access points
    e) Central City Concern building near Rose Garden (former Ramada Inn)
    f) The Left Bank Building
    g) The Paramount Apartments building on Flint Avenue

3) Maintain or enhance bicycle/pedestrian access both east/west and north/south across I-5

4) Maintain or enhance streetcar operations across I-5

5) Maintain or enhance bus routes operating both east/west and north/south across I-5

6) Improve freeway operations by providing good geometrics for turning, stopping, and other movements.

7) Maintain or improve the weaving distance and ramp spacing on I-5.

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E. Preliminary Evaluation Elements

The Preliminary Evaluation Elements will be used during the charrette process to measure how proposed concepts address the desired transportation objectives. They are not the final evaluation elements of the N/NE Quadrant and I-5 Broadway/Weidler Plans.

The project team will provide qualitative/quantitative evaluations, as appropriate, on these elements for each of the proposed concepts. Examples include:

1) The Preliminary Evaluation Elements will address the following:

   a) Improve I-5 geometry and safety
      - Improved conditions at high crash locations (e.g. shoulders, etc.)
      - Eliminated weaving sections
      - Eliminated a significant number of weaving vehicles (loop ramps or braided ramps?)
      - Eliminated lane drops
   b) Reduce system delay / Improve operations
      - I-5 traffic
      - I-5 Freight traffic
      - Local Street traffic (in "the box", as well as around and across the freeway)
   c) Enable long term interchange and freeway solutions (potential for implementation of Loop Study findings/possibility for lower profile)
   d) Retain parcels for future development (maximize opportunities)
      - Retain/provide access to potential development sites
   e) Capital costs
   f) Minimize project development time (i.e. NEPA process time line)
   g) Maintain traffic during construction
   h) Provide improved access
      - Freight movements
      - Special events
      - To central city
      - Within the "box" (Broadway/Weidler)
   i) Enhance aesthetics and livability
      - Footprint of freeway
      - Barrier effect (freeway crossings, visual)
   j) Provide opportunities for stormwater retention
   k) Bicycle Circulation / safety
   l) Pedestrian circulation / safety
   m) Bus route circulation

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N/NE Quadrant and I-5 Broadway/Weidler Plans

Simplified Project Timeline

3/2/2011

We Are Here

Dates	**Sept-Nov 2010**		**Nov 2010-Jan 2011**		**Feb-May 2011**					**May-Aug 2011**			**Sept-Dec 2011**	
Phase	Existing Conditions		Goals, Scope, Issues		Developing Preliminary Concepts					Proposed Concept			Quadrant & Freeway Plans	
SAC Meetings	#1 9/16	#2 10/11	#3 12/9	#4 1/20	#5 3/10			#6 *4/28*	#7 May	#8 June	#9 July	#10 Aug	#11 Sept	#12 Nov
Sub-Committees	-		Tran #1 12/1	LU #1 12/2	LU/Tran #2 2/9	LU/Tran #3 3/2	LU/Tran #4 *3/30*	LU/Tran #5 *4/20*	LU & Trans	As needed			As needed	
Events	Walks 9/25 & 9/29		Open House #1 11/15		LU/UD/LT Charrette Feb. 22-23			Freeway Integration Workshop April 11-13	Public Event #2 May	Public Event #3 July			Public Event #4 Nov	

Tentative dates in ***red italics***

CENTRAL CITY 2035

N/NE QUADRANT

CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

N/NE Quadrant and I-5 Broadway/Weidler Plans

January 20, 2010 SAC Meeting # 4 Draft Agenda

Calaroga Terrace
1400 NE Second Avenue
Portland, OR 97232
(503) 234-8271

Time	Min	Item	Lead(s)
5:00	30	Informal Discussion and Meal	All
5:30	15	Standing Items: A) Welcome B) Meeting Purpose C) Follow-up from Last Meeting D) Approval of Minutes E) Public Involvement Update (None) F) Land Use Subcommittee Update (None) G) Transportation Subcommittee Update (none)	 Lloyd and Gary Sam Staff Sam Stephanie Lloyd, Steve and Karl Todd and Mauricio
5:45	30	Finalize Goals – Group Discussion	TBD
6:15	30	Finalize Scope – Group Discussion	TBD
6:45	10	Break	All
6:55	15	Finalize Collaboration Principles – Group Discussion	Sam
7:10	10	Public Comment	Sam
7:20	40	Discuss Issues, Opportunities and Constraints – Group Discussion	TBD
8:00	30	Process Timeline and Next Steps (Developing Concept Alternatives) – Group Discussion	TBD
8:30	0	Adjourn	~

SAC #3 Meeting Evaluation Summary
December 9, 2010

15 Evaluations returned

Overall Meeting Quality:			Good – 8	Very Good – 5	
Pacing:		A little slow - 4	Just Right -9	A little fast - 2	
Clarity of Presentations:			Good - 7	Very Good - 6	Excellent - 1
Documents:		Fair - 1	Good - 7	Very Good - 5	Excellent - 2
Discussion:		Fair - 1	Good - 5	Very Good - 8	

Most Useful?

- All
- Condensing of goals/scope of SAC work
- Review of public comments for goal statements
- Sam's humor, levity, patience

Least Useful?

- "Writing" text as a committee - good thing we weren't writing a book!
- Cookies (or is it my willpower?)
- Debate re: I-5 funding $$ inclusion
- Parking - Blazer game and payment
- Perhaps too much staff discussion as opposed to response to questions
- Slogging through the requisite scaling issues before the policy part
- Spent too much time discussing ODOT's $200 million budget for improvements

Comments, Suggestions, or Questions?

- It's necessary but not as interesting
- More pointed reminders about location in email subject line, and let ODOT guard know where the meetings are in case people show up there
- Presentations too fast
- Re: documents: they were good, though a lot of paper (which is both good and bad)
- well paced and responsive



N/NE Quadrant and I-5 Broadway/Weidler Plans

Facilitator 1-13-2011 Draft Proposed "Project Goals Statement"

This planning effort will result in integrated land use, urban design, and transportation strategies, policies and plans for the N/NE Quadrant, (Lower Albina, the Lloyd District, and portions of Eliot, Irvington, and Sullivan's Gulch) and the I-5 Broadway/Weidler interchange that balance, complement, enhance, protect, respect, revitalize, support, and sustain economic, environmental, and social interests. The implementable plans will be consistent with the overall goals and policies of the city, region, and state.

Our recommendations will be guided by our desire for:

- A diverse mix of commercial, cultural, entertainment, industrial, recreational, and residential uses, including affordable housing;
- A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system.
- Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages;
- Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment;
- Equitable access to community amenities and economic opportunities;
- Necessary infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods;
- Protection and enhancement of the cultural heritage of the area and its sub-districts; and
- Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses.

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N/NE Quadrant Project Scope and Topics of Other Studies

DRAFT - January 13, 2011

Topic		N/NE Quadrant Project Scope	Topics of Other Projects or Studies	Comments From SAC and Subcommittee Meetings	Staff Response/Notes
Land Use & Urban Design					
LU 1	Land Use & Urban Design	Identify land use and urban design/urban form issues in Lloyd and Lower Albina subdistricts, and the two study areas - Vancouver/Williams and NE Multnomah. Develop quadrant-specific land use and urban design policies and implementation tools consistent with direction from CC2035 and the Portland Plan.	Portland Plan will develop the strategic framework for the City of Portland. CC2035 will develop the overall policy framework for the Central City, addressing economic development, housing, transportation, open space, and arts/civic/cultural policy issues.	Could we talk about developing a strategy to address the episodic nature of the district? Until there is a vast amount of development here, how can we create consistent vibrancy?	Agree - Will be included in District-Wide Land Use/Urban Design Issues.
				We need to make sure that we don't negatively affect other areas by changes we make in this quadrant. Any major changes of transportation thoroughfares may change/reshape subdistricts/neighborhoods – we need to be really cognizant of the ramifications of changes we make.	Agree - Will be included in District-Wide Land Use/Urban Design Issues. The role of the Central City and it's relationship to adjacent areas are also key considerations and tasks of the broader Central City 2035 Advisory Group.
				Streetcar development should be pulled out into it's own section because it crosses several areas and issues (and that shouldn't get missed).	Agree - Will be included in the discussion of issues and opportunity in the next phase of work. Encouraging development around new streetcar stations is a key issue in the Lloyd District. This plan effort will work with PDC to develop policies and actions to support it.
				There are four key points to this plan: housing, employment, retail, and events. Where do we really key in on those priorities?	These land uses are included as a component of both LU1, Land Use and Urban Design and LU3, Zoning. Identifying issues and setting priorities for the quadrant around these land uses will be a big part of the planning process.
				What about topics that are in the goals but not in the scope - like greenspace?	Green/open space is a component of the broad scope of identifying "land use and urban design/urban form issues." Access to open space has also been included in the list of issues being developed for the quadrant.
LU 2	Growth	Seek to accommodate 2035 growth projections for population and employment in the study area.	Metro Region 2040 established high-growth expectations for the Central City. Conversations on this topic will need to happen at the regional level.	Tax abatement is going to be sunsetted, and it's an issue that has potential to impact the barriers to greater density and development (the FAR is there, but the market isn't – how can we build out to our potential)	The future of tax abatement is a larger Central City-wide discussion currently under consideration by the Central City 2035 Advisory Group.
LU 3	Housing	Develop detailed housing goals and policies within the study area.		Housing is big enough and important enough that it should have it's own scope section.	Agree. See revised project scope.
				We should talk about urban renewal, which sunsets in 2013.	The future of urban renewal is an important plan implementation issue. However, if changes were to be made to the current URAs in the study area, they will have to be developed through separate processes led by the PDC.
LU 4	Zoning	Revisit, and as necessary, recommend changes to comprehensive plan and zoning designations, development standards, and design guidelines	The broader CC2035 project will evaluate the need for structural code changes regarding how zoning and development review works in the Central City.	This is maybe already in zoning, but there should be something about freight movement and distribution areas (like in lower albina, etc.). Industrial sanctuary zoning is important for us to pay attention to.	Agree - Will be included in Lower Albina Issues.

Topic		N/NE Quadrant Project Scope	Topics of Other Projects or Studies	Comments From SAC and Subcommittee Meetings	Staff Response/Notes
LU 5	Rose Quarter	Coordinate with the Rose Quarter Development Project and integrate the resulting development strategy with the rest of the N/NE Quadrant Project to support success in both the Rose Quarter and the surrounding areas.	The Rose Quarter Development Project is currently developing a detailed development strategy for the Rose Quarter.	We should say we're preserving *and* also enhancing the large event institutions (3 out of 4 of Portland's large event institutions - all but PGE park - are in this area).	Agree - Will be included in Rose Quarter and Lloyd District issues. Also, see revised project scope.
				Encourage more language about coordinating the various efforts that are going on (including the possibility of eliminating the S-curve in the rail system in this area, etc.)	Agree - Will be included in Rose Quarter issues. This is also under consideration in Rose Quarter Development Project.
LU 6	Willamette River	Coordinate with River Plan / Central Reach to identify land use/urban design issues and develop regulatory guidance for the Willamette Riverfront in the N/NE Quadrant within the Central Reach.	River Plan / Central Reach will be developed as part of the CC2035 Plan. The River Plan will contribute policy guidance for the Willamette River. The policies and regulations adopted through the River Plan / North Reach (April, 2010) that apply to the riverfront in Lower Albina will not be revised through the N/NE Quadrant Plan or CC2035.	Should we have people here that let us know what is going on with other plans, such as the River Plan. How are we actually coordinating?	River Plan staff are integrated with the Central City team and are participating in planning and outreach efforts related to the N/NE Quadrant Project.
LU 7	EcoDistricts	Coordinate with the Portland Oregon Sustainability Institute (POSI) and Lloyd Green on the policy framework for EcoDistricts.	EcoDistricts study is led by POSI, which has identified the Lloyd District as a pilot project. Lloyd Green is the active association in the Lloyd District pursuing EcoDistrict formation.	There should also be something about stormwater in the interface section.	Agree - Stormwater will be added to Quadrant-wide issues, as well as in freight transportation, public realm and eco-district areas.
LOCAL TRANSPORTATION					
LT 1	Purpose	Identify multi-modal transportation issues in the Lloyd and Lower Albina subdistricts, and the two study areas-Vancouver/Williams and NE Multnomah.	The Central City Transportation Management Plan (CCTMP) will be updated as part of CC2035.	Will what we do here update the CCTMP? Will we get a chance to weigh in on some of the larger goals in the CCTMP as they relate to this area?	There will be an opportunity for a feedback loop between the broader CC2035 process and the more detailed quadrant planning. That will allow quadrant plans to inform the broader framework set for transportation, as well as other topics.
				Motorized 2 wheeled vehicles should be called out/encouraged.	Agree - will be included in the multi-modal transportation issues.
		The Regional Transportation Plan 2035 forecast will be the basis for the transportation analysis for the N/NE Quadrant Project.	The CCTMP will revise and, if needed, recommend changes to Central City wide transportation policies.		No comments received
			Plan recommendations may lead to amendments to the City's Transportation System Plan (TSP).		No comments received
		Consider strategies to reduce single occupancy vehicle trips in the district.		Add language about how to remove short auto trips on the freeway to improve the freeway system through this area (particularly with regard to focusing on freight, and multiple-occupancy or bike transportation).	Agree -see revised project scope.
				We should consider reducing/eliminating single-occupancy vehicle trips as a companion to improving freight movement – make the freeway for freight and for higher-occupancy transport and bike options.	Agree - see revised project scope.
LT 2	Regional Trails (Sullivan's Gulch Trail & The Willamette River Greenway Trail)	The N/NE Quadrant Plan will coordinate with and recognize the future general alignment for the Sullivan's Gulch Trail and will coordinate with Parks to update the alignment of the Willamette River Greenway Trail as necessary.	This Plan will not determine the specific location for the Sullivan's Gulch Trail. This is a separate project led by the PBOT and Parks.	Include language about connectivity to the trails.	Agree - See INT 1 for trail connectivity language.

Topic		N/NE Quadrant Project Scope	Topics of Other Projects or Studies	Comments From SAC and Subcommittee Meetings	Staff Response/Notes
LT2	Regional Trails (continued)			Should we have people here that let us know what is going on with other projects, such as the Sullivan's Gulch Trail? How are we actually coordinating?	Coordination on the Sullivan's Gulch Trail will be included as part of the scope of work for developing Concept Alternatives.
			The North Portland Greenway Trail Alignment Project is a Parks project that will determine the alignment for segments of the North Portland Greenway Trail.		No comments received
LT 3	Transit	Identify transit needs in the Quadrant and conceptual long-term improvements to the Rose Quarter Transit Center.	This plan will not result in a resolution on the Rose Quarter Transit Center. The project will study some of the major transportation issues in the area and identify some overall direction for long term improvements, but will not recommend a solution.		No comments received
		The N/NE Quadrant Plan may influence, but will not determine, the alignment of the next streetcar line.	The Streetcar System Concept Plan calls for potential streetcar routes through the quadrant. To determine feasibility and choose a route, a separate alternatives analysis is needed.		No comments received
LT 4	Local Transportation System	Consider street hierarchy and conceptual level design approaches to different streets in the study area.	No major expansion in local auto capacity. Central City policy calls for prioritizing non auto improvements to meet Central City economic development and livability goals.		No comments received
FREEWAY TRANSPORTATION					
F1	Improvements to I-5	Consider improvements to address capacity, operations, and safety issues on I-5 from I-84 to I-405. Improvements will be developed based on the current fiscally constrained Regional Transportation Plan (RTP) forecast for the Region.	Planning Beyond the 2035 Horizon is not a part of this Plan.	Several comments were made requesting that the specific $200 million dollar amount in the scope be removed. The specific dollar amount was considered too limiting and participants noted that the appropriate level of improvements could be discussed without having a dollar cap written into the scope.	Agree - see revised project scope.
				I like that there is a number attached because that helps me understand what can be done.	Improvements will be based on funding available within the RTP.
				Consider improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	Agree - see revised project scope.
				Add language about project phasing.	Once preferred alternatives are agreed upon, SAC members and staff will discuss the proposed phasing of individual plan elements that fit within the available project budget.
				We could revise to focus on scale, being visionary, and cost-prudent (not cost-constrained). We need to be ready with a plan in case funding becomes available.	ODOT will look at proposed solutions that fit within our current project scope and welcome proposals that can inform a future process where larger improvements will be assessed.

Topic		N/NE Quadrant Project Scope	Topics of Other Projects or Studies	Comments From SAC and Subcommittee Meetings	Staff Response/Notes
F1	Improvements to I-5 (continued)	Acceptable parameters on which alternative improvement proposals will be evaluated will include: engineering, safety, operations and whether the state can fund the proposals during the current process. Promising proposals that may be beyond the scope of this process will be considered when discussing a more comprehensive solution.		I don't want our ideas cast aside because they are outside of the scope.	See revised project scope.
			This Plan will not determine tolling. The 2007 Oregon legislature directed the Oregon Transportation Commission (OTC) to develop tolling policy recommendations for a consistent framework and foundation on which to develop, implement and evaluate potential projects.		OR HB 2001 directs ODOT to implement a congestion pricing pilot within three years of passage. While the pilot(s) will not be within the study area, the desire is to evaluate opportunities for the development of congestion pricing strategies to be applied more broadly.
		Focus on safety improvements to reduce the number of crashes.	More comprehensive solution for freeway issues will be determined at a later date. No timeframe for a comprehensive study has been determined.	No consideration is being given to a comprehensive solution. When will this be considered?	The development of new freeway configurations within the district should support fixes that improve safety, capacity and operational issues on I-5 between I-84 and the Fremont Bridge. This does not preclude discussions regarding future desired improvements for consideration beyond the scope of this project time frame. No time frame for a more comprehensive study has been determined. See revised topic of other studies.
		Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterials.	Moving the Eastbank Freeway is not feasible during 2035 time frame (does not preclude planning for later date).		No comments received
		Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway	The N/NE Quadrant Plan will be prepared pursuant to the RTP. The Columbia River Crossing Study is a long-term, comprehensive plan to address safety and congestion between Marine Drive and SR 500. CRC will replace the I-5 bridge (with tolling) over the Columbia River and extend light rail to Vancouver. I-5 improvement are needed in our study area with or without the CRC. Traffic volumes on I-5 in this section are not substantially different with or without the CRC, as defined in the EIS.		Plans for operational, and capacity upgrades should be viewed as specific to the study area, and not designed to match the proposed CRC expansion.
		Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need. Particular attention will be paid to the urban context of the area and avoiding impacts on key historic/cultural sites.			Excepting the location of potential new on and off ramps, any freeway operational improvements should be designed to stay within the confines of the existing freeway envelope as much as feasibly possible. Should the SAC recommend improvements that deviate from the existing freeway envelope, care should be taken to weigh: cost, safety, environmental impacts, impacts on adjacent land uses, and equity impacts on local neighborhoods.

Topic		N/NE Quadrant Project Scope	Topics of Other Projects or Studies	Comments From SAC and Subcommittee Meetings	Staff Response/Notes
F2	High Speed Rail	The N/NE Quadrant Plan will not determine High Speed Rail. Oregon High Speed Rail Study will be monitored for potential action items for CC2035, Portland TSP, and other related plans.	The ODOT Rail Division is developing a High Speed Rail Plan for service improvements including one-way travel time under two hours, six round trips per day and increasing on-time performance to 95% between Eugene and Portland.	To what extent, if any, will high-speed rail be included in this process?	This planning process will defer to the State's High Speed Rail process. More information can be found about that process on the State Rail Division's website: http://www.oregon.gov/ODOT/RAIL/Passenger_Rail.shtml#High_Speed_Rail
				We should discuss how we can best address long-term issues given our short time horizon (for example, we could include things like "our planning for 2035 will not preclude the possibility of a station here, or expanded rail tracks here")	See above.
				The rail transportation that serves/interacts with this area should be discussed (the number of trains that travel on the tracks, and the shortcomings of the Steel Bridge, etc)	The Quadrant Plan will coordinate with private rail providers to determine needs and issues within the planning horizon of 2035.
INTERFACE TOPICS (Between Local Transportation and Freeway or Transportation and Land Use)					
INT 1	Bicycle and Pedestrian Routes	Enhance pedestrian and bicycle routes and access to trails. Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway. Help implement the City's Bicycle Master Plan.	Plan recommendations may lead to amendments to the City's TSP and Pedestrian Master Plan and Bicycle Plan for 2030.	Include language about connectivity to the trails.	Agree. See revised project scope
		The N/NE Quadrant Plan will coordinate with the PBOT Bikeway Development project.	Some bicycle improvements in the study area will be addressed as part of the PBOT Bikeway Project Development project.	In bike/ped, maybe we could talk about pulling bikeways off of large high-vehicle traffic areas, and give them separate lanes/trails/streets (for cyclists' safety and for larger space for cars in big streets – like Broadway/Weidler)	Agree, will include in sub-district issues.
INT 2	Freight Movement	Improve truck freight movement. Focus on improving the truck reliability (low frequency of incidents), and the improvement of turning, stopping and other movements for freight vehicles on key freight routes and freight districts.	Plan recommendations may lead to amendments to the City's TSP and Freight Master Plan.	This is maybe already in zoning, but there should be something about freight movement and distribution areas (like in Lower Albina, etc.). Industrial sanctuary zoning is important for us to pay attention to.	Agree, will include in Lower Albina issues.
		Improve freight access to the freeway and industrial areas.	The improvement of freight rail is beyond the scope of this project as the infrastructure is privately held.	Encourage more language about coordinating the various efforts that are going on (including the possibility of eliminating the S-curve in the rail system in this area, etc.)	The Quadrant Plan will coordinate with private rail providers to determine needs and issues within the planning horizon, however implementation of specific freight rail improvements is beyond the scope of this project as the infrastructure is privately held. See revised topics of other studies.
INT 3	Climate change	Analyze plan proposals for potential climate and greenhouse gas (GHG) impacts. This Plan will not directly address regional climate change and GHG issues.	Other efforts will develop regional and statewide climate change and greenhouse gas (GHG) strategies. The 2010 Oregon Legislature passed a statewide, comprehensive bill aimed at reducing GHG emissions from transportation. That effort will involve coordinating and consulting with stakeholders, local governments, Metropolitan Planning Organizations (MPOs) and other state agencies to develop a state-level strategy to reduce GHG from transportation.	Include something about the type of fuels/energy used.	The Quadrant Plan will defer to regional and statewide greenhouse gas (GHG) strategies. Emissions monitoring will continue within the N/NE Quadrant as part of *one* input to Metro's regional climate change model to be used in determining progress in meeting regional GHG goals.

Topic		N/NE Quadrant Project Scope	Topics of Other Projects or Studies	Comments From SAC and Subcommittee Meetings	Staff Response/Notes
INT 3	Climate change (continued)			Climate change isn't entirely about greenhouse gas. We should be mindful about how our decisions impact the region's climate change goals. Let's use it as a filter for how we look at things. We can contribute to the solution.	Agree. See revised project scope.
		Transportation alternatives analysis for the Quadrant will include modeling of alternative land use and transportation concepts on vehicle miles traveled, greenhouse gas emissions, and impacts on Central City land use and transportation. The modeling will be coordinated with that done for the broader CC2035 process.	CC2035 will include GHG modeling in the policy analysis of land use and transportation relationships.	GHG modeling and analysis is an important issue to deal with.	Agree. See scope of work.
INT 4	Parking	Examine parking strategies for the N/NE Quadrant planning area that support existing land uses and new development, while encouraging the use of alternative transportation modes, including proximity to transit, demand management strategies, bicycling, and proximity to housing. Identify parking issues to be addressed as part of the CC2035/CCTMP process.	The CCTMP will be updated as part of CC2035, and will revise and, if needed, recommend changes to Central City wide transportation policies, including parking.	Change from "may" identify parking issues for the CC2035/CCTMP process, to "will" identify issues.	Agree. See revised project scope.
				There should be something about parking and transit in the Interface section - Land use development and opportunities are greatly impacted by parking and transit (their existence or lack thereof).	Agree. See revised project scope.
				We need to incorporate discussion about parking issues for existing uses, as well as new development.	Agree. See revised project scope.



N/NE Quadrant and I-5 Broadway/Weidler Plans

N/NE Quadrant & I-5 Broadway/Weidler Planning Process
Stakeholder Advisory Committee (SAC)
Collaboration Principles
1-13-11 Draft

For any complex collaborative process, the participants should establish procedures to govern the process. Such agreement increases success and decreases meeting time by assuring a good faith process that explores competing needs and fashions equitable, practical, and durable solutions. This document contains the agreements of the participants in this "N/NE Quadrant & I-5 Broadway/Weidler Planning Process."

I. Process Background

The City of Portland and the Oregon Department of Transportation (ODOT) have a unique opportunity to collaborate on land use and transportation problems in the north/northeast quadrant of the central city. This opportunity has surfaced due to concurrent interest on the part of both entities to develop a plan to address long-standing issues and new opportunities in this area.

The City of Portland will be updating its 1980 Comprehensive Plan and 1988 Central City Plan. The first phase of this process is the Portland Plan, which will be a strategic plan to guide the city for the next 25-years. The update of Comprehensive Plan will follow the completion of the Portland Plan. The Central City 2035 Plan (CC2035) will update the 1988 Central City Plan. The vitality of the Central City is key to state and regional policies for growth management and economic development and for addressing new policy directives such as those for peak oil and climate change. The CC2035 plan will produce new guiding policies, updated land use and urban design plans, and more detailed sub-area plans for specific Central City districts. Additionally, the Portland Bureau of Transportation (PBOT) will update the Central City Transportation Management Plan (CCTMP), which is part of the Portland Transportation System Plan (TSP), as part of this planning effort. The first phase of CC2035 will produce a Concept Plan that will define the desired overall direction for development for the entire Central City. The Concept Plan will be the foundation for more detailed planning and implementation work at the sub-district level.

The N/NE Quadrant & I-5 Broadway/Weidler Plans will be the first of these more focused plans, covering Lower Albina and the Lloyd District. Although this area contains significant facilities and functions of state-wide and regional significance, including the Rose Garden, Oregon Convention Center, federal, state and regional government offices, and Lloyd Center Shopping Mall, this area has not met Central City Plan economic development goals and jobs and housing targets. The N/NE Quadrant & I-5 Broadway/Weidler Plans will address land use, urban design, transportation, public infrastructure and investment, and development entitlements. It will be coordinated with and incorporate ongoing related efforts, such as the Rose Quarter Development Project.





The Oregon Department of Transportation (ODOT) has long identified the need to make improvements to the I-5 Corridor. In the late 1980's, ODOT developed for the Rose Quarter area freeway-design recommendations to address capacity, operational, and safety issues. However, these recommendations have not received sufficient funding or public consensus to advance planning and engineering studies for this freeway segment. As part of the I-5 Partnership Plan, ODOT with the Washington Department of Transportation (DOT) examined longer-term I-5 needs from the Rose Quarter to SR500 in Clark County. The segment south of the Fremont Bridge was separated from the I-5 Partnership because of issues related to the I-5/405 Freeway Loop. ODOT with the City of Portland completed the I-5/405 Freeway Loop Study in 2005. This study recognized both near-term and long-term issues for this facility. Near-term issues included addressing the bottleneck at the I-5/I-84 interchange.

The City of Portland and ODOT will collaborate on combining the Portland Central N/NE Quadrant Plan with the ODOT I-5 Broadway/Weidler Interchange Plan to seek to identify both near-term and long-term land use, urban design, and transportation needs in the area. This unique opportunity will integrate land use and urban design planning with freeway planning and concept-level engineering.

The project area includes two existing Central City Plan (sub) Districts:

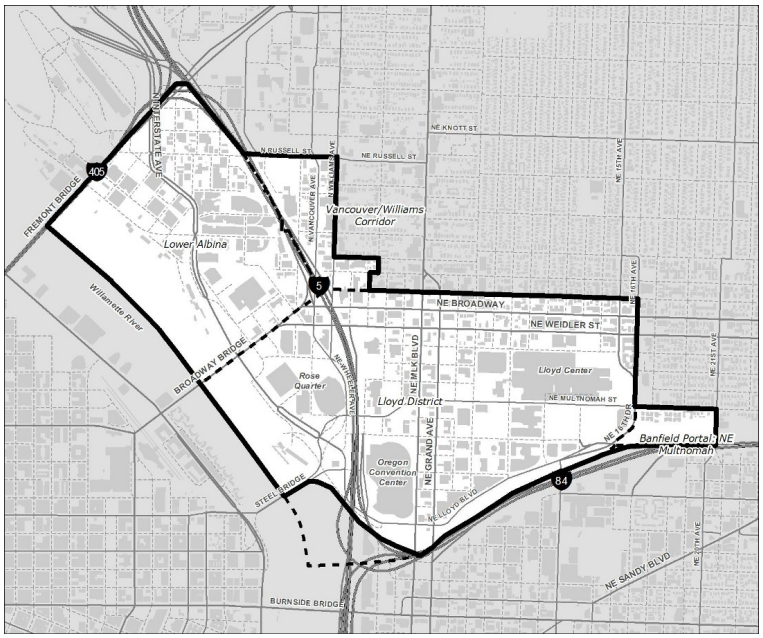
1) Lower Albina, and
2) Lloyd District.

Additionally, the planning study area will consider two adjacent areas likely to see significant change through redevelopment in the future and which could impact or be impacted by development in the Central City:

1) Vancouver-Williams, and
2) Area along NE Multnomah-between NE 16th and NE 21st. (see map).

Finally, the plan will consider the context of surrounding districts and neighborhoods.

A map of the project area follows:



II. Project Goals Statement

The Stakeholder Advisory Committee (SAC) adopted a Project Goals Statement that can be found at (Insert website link) (Pending)

III. Stakeholder Advisory Committee (SAC) Charge and Scope of Work

A. Charge

The SAC is advisory to the City and ODOT and it will help inform City and ODOT staff in the development of their recommendations to the respective decision-making entities. City and ODOT staff recommendations to their respective decision-makers will highlight areas of agreement and disagreement with the SAC and other stakeholder interests. The co-chairs of the SAC will represent the recommendations of the SAC to City and ODOT decision-makers in conjunction with City and ODOT staff reports. The City and ODOT will have ultimate responsibility for decision-making.

B. SAC Scope of Work and Timeline

The Stakeholder Advisory Committee (SAC) adopted a Scope of Work that can be found at (Insert website link) (Pending) The project timeline can be found at (Insert website line) (Pending)

While it is the intent of the City-ODOT project team to conclude this planning process within a one and one half year period, it is impossible to contemplate all eventualities. As a result, the dates shown in the attached work plan are projected, not fixed.

C. Public Involvement Overview

A detailed Public Involvement Program for this joint planning process can be found on the joint project website. (www.portlandonline.com/bps/cc2035/neq) As the City and ODOT staff involves the broader community in the issues that the SAC will be exploring, they will be providing summaries to the SAC for their consideration and comment.

IV. SAC Membership and Support

A. Members

The SAC has broad representation and is balanced to reflect many diverse interests and those who may be impacted by decisions made during the planning process. On behalf of Portland Mayor Sam Adams and ODOT Director Matt Garrett, the City's Director of Planning and Sustainability, Susan Anderson, the City's Director of Transportation, Susan Keil, and ODOT's Region I Manager, Jason Tell, made the SAC appointments noted in Section VIII, below.

B. Co-Chairs

There will be two co-chairs. Each co-chair will chair one of the major subcommittees, as proposed in section E below. The SAC co-chairs and City and ODOT project managers will meet regularly with the SAC facilitator to schedule the work of the SAC and subcommittees, and determine the timing of the information brought before the SAC. This Coordinating Committee will be available to make recommendations to the SAC on the logistics of the planning process, not to make substantive decisions on issues before the SAC.

C. SAC Alternates and Replacements

Due to the complexity of the process, it is best to have one person represent each interest throughout the planning process to maintain continuity of discussion and recommendations. If necessary, SAC members may identify an alternate to represent them in their absence, preferably at the outset of the process.

It will be the responsibility of the primary SAC member to keep the alternate informed so they can represent their group in case the primary SAC member is absent. Alternates may attend SAC meetings, but will not sit at the main table or vote, unless they are substituting for the primary SAC member. Notice of substitution must be submitted to the SAC facilitator in advance of SAC meetings.

SAC member resignations, changes, and replacements must be submitted in writing to the SAC co-chairs by the representative interest group/organization. As noted above, Susan Anderson, Sue Keil, and Jason Tell, or those holding their positions, will make all appointments to the SAC, including replacements of existing SAC members due to resignations or extended absences, based on nominations from the process interests.

D. SAC Subcommittees and Work Groups

The SAC co-chairs will determine subcommittees and their charges, time parameters, and deliverables. Subcommittees will help frame the issues for the full SAC, especially on specific subject areas requiring more analysis and input. They will be established in advance to allow adequate time for subcommittees to inform the planning process at key junctures. If broader issues are brought to a subcommittee, they will be noted in its meeting notes and not pursued without SAC approval.

Subcommittee memberships will be open to any interested SAC member once they are approved by the co-chairs. Each subcommittee should include representation from government, commercial/business, and community interests to ensure a balanced discussion. Staff will assist the subcommittee chairs in establishing agendas, making decisions on how to run the meetings, and reporting to the SAC on the subcommittee's work and recommendations within the established timeframe to keep the planning process on schedule. Subcommittees will be encouraged to invite non-SAC and Technical Advisory Committee (TAC) members to make presentations and participate in the discussion.

City and ODOT staff will assist subcommittees with meeting locations. There will be advance notice of all subcommittee meetings posted on the project website as soon as scheduled. These meetings will be open to the public and will include, at a minimum, one public comment period. Staff will assist subcommittees in preparing summary notes of meeting discussions and decisions for posting on the project website within one week of the meeting. The SAC facilitator will be available to assist subcommittees with meeting mechanics and decision-making guidance. This assistance may be requested by the subcommittee chair with the approval of the other SAC co-chair. The proposed subcommittees are:

1) Land Use, and
2) Transportation.

There also may be work groups under each subcommittee to explore more limited geographic and/or policy issues. These work groups will open to any interested person with approval of the co-chairs.

E. Technical Advisory Committee (TAC)

TAC is a resource pool of organizations and agencies with specialized expertise related to this planning process. The TAC will address specific questions raised by the SAC, staff, and SAC subcommittees. TAC members will serve as resources to SAC subcommittees related to their area of expertise. The City and Project staff will brief TAC and hold TAC meetings, as needed. Project staff will report to the SAC on TAC meetings. TAC meetings are open to the SAC and the public.

F. Retained Technical Consultants

ODOT retained URS to serve as technical consultants.

G. Project Staff

The City and ODOT will staff the SAC process. A list of project staff and their roles can be found at www.portlandonline.com/bps/cc2035/neq. Their goal is to provide a process that will be open, honest, and transparent with a special emphasis on early involvement in providing policy-setting input.

The project staff commits to:

1) Clearly define opportunities where the public can provide timely input so that there is an opportunity to affect change.
2) Be accessible, inclusive, meaningful, regular, timely, open, fair, and honest. This includes providing information in as much advance as practical.
3) Ensure a collaborative involvement process between the City, ODOT, and stakeholders, and meet the planning timelines of both the City and ODOT.
4) Provide an ongoing record of public input, questions and responses, as well as a mechanism to make this information available to the public.
5) Include periodic community-based meetings in Portland where the public will be updated on committee activities and have the opportunity to inform policy-making.
6) Provide the public with a way to stay involved and informed during the process.
7) Provide interactive meetings with small group breakouts, which distinguish between information and input opportunities in public meetings.
8) Wherever possible, design interactive formats for all meetings to ensure a balanced and fair discussion of issues, ensuring all perspectives are heard.
9) Provide the SAC with the relevant, objective information, in a timely fashion, necessary to make informed decisions. Presentations will provide the facts – pro and con – surrounding the issues in a readily understandable format.
10) Provide the big picture context and interconnections surrounding all issues, before asking the SAC to make a recommendation.
11) Be responsive to SAC requests for information and process support, be clear and transparent about staff positions, and be open to carefully considering SAC recommendations.

H. The Facilitator

An independent facilitator has been hired as a process manager by ODOT with the concurrence of the City, separately from the other consultants. He will assist the SAC co-chairs, the SAC, staff, and subcommittees. He will also facilitate SAC meetings, the Coordinating Committee,

and provide advice on the public involvement program. The facilitator's "client" is the SAC process, but neither SAC membership, nor process participation is a substitute for independent legal or other professional advice. That is the responsibility of the process participants. The facilitator will be responsible to ensure the SAC process is fair, well run, and productive. The facilitator will be available as a resource to the City and ODOT for minor conflict resolution and process improvement suggestions. As a neutral collaborative process provider, the facilitator will not act as an advocate for anyone on any substantive issue. However, the facilitator may propose substantive suggestions for SAC consideration, but will not make decisions on substantive issues.

The Institute *for* Conflict Management, Inc. (ICM, or the facilitator) has been hired for this process. ICM's Executive Director, Sam Imperati, will act as the facilitator. ICM, Sam Imperati, and any subcontractors are not employees of any participant. ICM's written contract is available for review. The facilitator will not be influenced by payment source. ODOT has agreed that his status of facilitator will not be changed without first consulting with the City and the SAC co-chairs.

The facilitator may have non-confidential, informal communications and perform facilitation activities with staff and SAC members, between and during meetings. The facilitator will address situations where it appears a participant is not acting according to these Collaboration Principles and will advise the co-chairs if it appears probable that the SAC will be unable to fulfill its Charge.

V. Collaboration Protocols

A. Quorum

A quorum is a simple majority of voting SAC members or their alternates. If there is no quorum, the co-chairs can cancel/reschedule or conduct the SAC meeting and send all meeting notes and materials to the members for voting at the next meeting.

B. Open Meetings

Meetings of the SAC, TAC, and SAC subcommittees are open to the public and will include an opportunity for public comment. Notice of SAC meetings will be posted in advance of meetings on the joint project website. Notice of subcommittee meetings will be posted in advance of meetings. SAC and SAC subcommittee meeting summaries will be posted on the website as soon as possible following each meeting.

C. Public Comment

The co-chairs or the facilitator will provide periodic public comment opportunities for non-SAC members during meetings before SAC makes a decision. Comments from the public will be limited in time to allow sufficient opportunity to conduct the other portions of the SAC agenda. Typically, comments will be limited to a maximum of three minutes per person. The public is encouraged to submit written comments to project staff for circulation to the full SAC.

D. Meeting Agendas and Meeting Materials

The Coordinating Committee will develop Working Agendas for SAC meetings. Meeting agendas and meeting materials will be mailed and sent electronically to SAC members one week in advance of the meetings, and will be posted on the project website. SAC meetings will begin and end as scheduled.

E. SAC Member Commitments to Each Other

The SAC members, project staff and participants will participate in good faith, which means:

1) Prepare for and set aside time for the meetings and the whole process,
2) Participate fully, honestly and fairly, commenting constructively and specifically,
3) Speak respectfully, briefly and non-repetitively; not speaking again on a subject until all other members desiring to speak have had the opportunity to speak,
4) Allow people to say what is true for them without fear of reprisal from SAC members, the City, or ODOT,
5) Avoid side conversations during meetings,
6) Provide information as much in advance as possible of the meeting in which such information is to be used and share all relevant information to the maximum extent possible,
7) Generate and explore all options on the merits with an open mind, listening to different points of view with a goal of understanding the underlying interests of other SAC members,
8) Consult regularly with their interest groups/organizations and provide their input in a clear and concise manner,
9) Agreeing to work toward fair, practical and durable recommendations that reflect the diverse interests of the entire SAC and the public,
10) When communicating with others, accurately summarize the SAC process, discussion and meetings, presenting a full, fair and balanced view of the issues and arguments out of respect for the process and other members,
11) Success depends on a full airing of the ideas and opinions of each committee member. Members should be forthcoming and honest during discussions and in the consensus process. When a consensus recommendation is reached, each member owes it to the others and to the process to not attempt to effect a different outcome outside of the SAC process once the SAC has reached a consensus recommendation,
12) Strive vigorously for consensus and closure on issues, and
13) Self-regulate and help other members abide by these commitments.

VI. Decision-Making Process

A. Developing Recommendations

The co-chairs and the facilitator will assist the SAC in identifying objectives, addressing the diversity of perspectives and developing substantive, practical recommendations to implement its Charge. The SAC will use a *Discussion Draft* process and a *Consensus Decision-Making* model to assist the process. The SAC will make draft recommendations on an “issue-by-issue”

basis, and then final recommendations as a "package" at each milestone, and again at the conclusion of the process.

B. Representative Voting

Each SAC member will have one vote except those non-voting members (Ex Officio members. Issue: and/or co-chairs?) A vote represents that the member will recommend to his or her organization or group that they should support or oppose the voted-upon proposal consistent with the member's vote. The names of those voting in favor and those voting against a proposal will be noted and included in the SAC's recommendations and the City and ODOT staff recommendations to their respective decision-makers.

C. Consensus

Consensus decision-making is a process that allows SAC members to distinguish underlying values, interests and concerns with a goal of developing widely accepted solutions. Consensus does not mean 100% agreement on each part of every issue, but rather support for a decision, *"taken as a whole."* This means that a member may vote to support a consensus proposal even though they would prefer to have it modified in some manner in order to give it their full support. Consensus is a process of *"give and take*," of finding common ground and developing creative solutions in a way that all interests can support. Consensus is reached if all members at the table support an idea or can say, *"I can live with that."*

C.1. "1-2-3" Consensus Voting Method

The co-chairs and facilitator will assist the SAC in articulating points of agreement, as well as articulating concerns that require further exploration. SAC will use a "**Consensus Voting**" procedure for testing the group's opinion and adjusting proposals. In "**Consensus Voting**," the co-chair or the facilitator will articulate the proposal. Each SAC member will then vote "one," "two," or "three," reflecting the following:

- **"One"** indicates **full support** for the proposal as stated.
- **"Two"** indicates that the participant **agrees with the proposal as stated, but would prefer to have it modified in some manner in order to give it unconditional support. Nevertheless, the member will fully support the consensus even if his/her suggested modifications are not supported by the rest of the group because the proposal, taken as a whole, is worthy of support, as written.**
- **"Three"** indicates **refusal to support** the proposal as stated.

The co-chairs or facilitator will repeat the consensus voting process, as reasonably necessary, to assist the group in achieving **consensus** regarding a particular recommendation, so that all members are voting "one" or "two."

C.2. Cooling-Off Period

If a consensus is not reasonably forthcoming, the co-chairs or the facilitator may table the issue for additional discussion with constituencies, the gathering of new information, or perhaps just sufficient time to consider options more carefully. The "cooling off" period recognizes we value getting as close to consensus as possible by way of dialogue, clarification, and consideration of alternatives. Absent an emerging consensus, the co-chairs or the facilitator may make a

recommendation for the SAC to consider taking into consideration all of the available information and views. The SAC may then revisit the issue.

C.3. No Consensus – Majority and Minority View

If a consensus on an issue is still not reasonably likely, as determined by the co-chair, the votes of those present at the meeting will be taken and recorded as a majority - minority vote. Majority is defined as at least 50% plus one of the SAC voting membership in attendance. The proposed language and reasoning supported by the majority will be noted along with their names in the SAC's recommendations. Members voting in the minority will have their names, proposed language, and reasoning noted in the Minority Report(s). The facilitator will document these issues, the differences of opinion involved, and submit the report to the City and ODOT staff for inclusion in the SAC recommendations along with other stakeholder comments.

VII. Additional Understandings

A. Communications Outside of SAC

SAC members and staff can refer press, public, and other inquiries to the SAC co-chairs, City/ODOT project managers, or the project website, if they desire. Additionally, project staff is available upon request.

B. Meeting Summaries

The facilitator will prepare SAC meeting summaries. They will be provided electronically in draft form to the SAC for proposed correction and comment. The final meeting summaries will be posted on the project website.

The chair of each SAC subcommittee or their designee is responsible for preparing, and submitting for posting, meeting summaries on the project website within one week of the subcommittee meeting.

C. Public Records and Confidentiality

SAC records, such as formal documents, discussion drafts, transcripts, meeting summaries, and exhibits are public records. This is not a mediation. It is a facilitation. As a result, SAC communications (oral, written, electronic, etc.) are not confidential and may be disclosed. However, the private documents of individual SAC members and the private documents of the facilitator that are not shared with the City or the ODOT are not considered public records and are not subject to disclosure under public records laws.

D. Process Conclusion

The SAC process will conclude with submission of its recommendations to the City and ODOT, when necessary funding and resources are no longer available, or when the City and ODOT determine it is unlikely the SAC will fulfill its Charge.

E. Amendment and Interpretation

Amendments to this document can be made by vote of the SAC. The co-chairs or facilitator shall lead a SAC discussion designed to reach a consensus on any process dispute or proposed amendment to these Collaboration Principles.

VIII. Signatures

We agree:

MEMBER	AFFILIATION	SIGNATURE
(?) Angelo Martin	UPS (Pending)	
Bob Russell	Oregon Trucking Association/Oregon Freight Advisory Committee	
Bob Sallinger	Audubon Society	
Brock A. Nelson	Union Pacific Railroad	
Carolyn Briggs	Pedestrian Advisory Committee	
Cynthia Carmina Gomez	Latino Network	
Damien Hall	At-large	
Daniel Deutsch	Alora Development	
Dean Gisvold	Irvington NA	
Eric Lovell	Uroboros Glass Studio	
Gary Eichman	Portland Freight Committee	
Gary Marschke	NNE Business Association	
Gary Warren	Lloyd District Community Association	

Heidi Guenin	Upstream Public Health	
J. Isaac	Trail Blazers/Portland Arena Management	
Jennifer Lyman	Ridership	
Lloyd Lindley	AIA Portland / ASLA Portland	
Matt Arnold	Bicycle Advisory Committee	
Midge Purcell	Urban League	
Mike Warwick	Elliot NA	
Owen Ronchelli	Lloyd TMA	
Paul Riggs	Building Trades/Columbia Pacific BCTC	
Pauline Bradford	Interstate URAC, NE Coalition of Neighborhoods	
Sean Hubert	Central City Concern	
Wade Lange	Ashforth-Pacific	
Wanda Rosenbarger	Lloyd Center Mall	
Wayne Kingsley	Central Eastside Industrial Council	
Will Elder	Sullivan's Gulch NA	
William Ruff	Lloyd Community Association (Also HD Residential)	
Wynn Avocette	At-large	

DRAFT

PRELIMINARY ISSUES, OPPORTUNITIES AND CONSTRAINTS

Over the past few months, N/NE Quadrant and I-5 Broadway/Weidler Plans (N/NE Quadrant Project) staff have gathered a wide range of issues and ideas from a broad spectrum of stakeholders. Major sources of input to date include one-on-one interviews with members of the Stakeholder Advisory Committee, verbal and written comments collected at public events (community walks held in September and public open house held in November), comments submitted during the brainstorming session with the two project subcommittees on December 1st and 2nd, and individuals contacting the project staff through the project website and/or email. In addition, project staff has identified some issues for discussion that are included here. This compilation of comments represents a good starting place for the next phase of the process - developing options or alternatives to guide future development and investments in the study area.

This document sorts the comments received so far by geography (see attached map), and groups similar comments together. It also begins to differentiate between general issues and specific opportunities, constraints or ideas that may lead to proposals in the upcoming alternatives development phase of work. Several issues suggested that are beyond the scope of this project are briefly listed at the end.

This is not a final product, but summarizes the issues identified thus far. **It is intended to move the discussion forward.** Additional issues can still be considered in the process as appropriate.

GENERAL QUADRANT-WIDE ISSUES

Staff received a great number of general comments that seem to apply to most or all of the N/NE Quadrant study area. These can generally be grouped into five main categories. These are increasing the area's **urban vibrancy and vitality**, increasing **economic prosperity** in the area, and **embracing environmental leadership**, seeking **balance and equity**, and improved **access and connectivity**.

1. Urban Vibrancy and Vitality

This category includes statements encouraging increased development (particularly on current surface parking lots) including retail, office and housing to provide better/more interesting pedestrian experiences, and new amenities like pocket parks and pedestrian routes. Introducing a diverse range of new uses was suggested to help overcome the highly episodic nature of activity in many parts of the district. It was suggested that an updated urban design strategy will help achieve these goals. A more robust and integrated open space system is seen as needed in parts of the study area. Public safety is seen by some as a major issue threatening livability and investment.

2. Economic Prosperity

This category includes numerous references to increasing employment and business growth in the quadrant – particularly by building on existing businesses and existing major attractors like the Oregon Convention Center, Rose Quarter, and Lloyd Center Mall. Several stakeholders voiced strong support for continuing efforts to locate a new major hotel near the convention center in the future. Several people suggested that districts within the study area would benefit from stronger identities – more "there there".

3. Environmental Leadership

Comments in this area primarily focused on supporting and embracing the Lloyd Green pilot EcoDistrict concept currently under development. Specific topics mentioned included continued progress on stormwater management, finding opportunities for urban gardens, and pioneering green building technologies including measures to improve migratory bird-friendliness in new and existing buildings. Specific opportunity sites mentioned for improving or creating new natural habitat areas include the banks of the Willamette River in the Rose Quarter and the northern slope of Sullivan's Gulch stretching the length of the study area's southern edge. Improving the jobs to housing ratio in the district by encouraging more housing at appropriate affordability levels along with job growth is also seen as a means to improve environmental performance in the study area through commute trip reduction.

4. Balance and Equity

Issues identified generally focused on finding room in the quadrant for new people, business, development, etc. while retaining existing people, businesses and culturally/historically significant buildings, etc. and minimizing or mitigating negative impacts on surrounding areas. Including local people and businesses in the economic growth of the area is desired. Specifically mentioned for preservation were buildings appearing in the *Bosco-Milligan Cornerstones of Community* inventory and existing affordable housing. Building new affordable and middle-income (often referred to as "workforce") housing is also seen as important to maintain a diverse and equitable community in the study area. A "concentric circles" model of economic development that prioritizes local sourcing of goods and talent was suggested. Finally, desire was expressed to see more multi-cultural gathering places in the study area - community centers and marketplaces were mentioned specifically.

5. Connectivity and Access

Issues applicable to the entire study area included maintaining and improving access to, within, and through the quadrant for all modes of transportation including pedestrian, bicycle, auto, transit (bus, light rail and streetcar), truck/freight. I-5 and I-84 are seen as significant pedestrian/bike barriers. Current and future trails should be included as part of the future transportation network. Improving safety across all transportation modes and reducing conflict between different modes is highly desirable. There is a general desire to increase the overall efficiency of our transportation system while adequately serving current and future facilities, businesses and residents and reducing emissions and climate impact. Specific measures to improve efficiency mentioned include: increasing trips by bicycle and walking, increasing transit use, reducing single-occupant vehicle travel, eliminating vehicles from

certain areas, promoting motor cycles and scooters, and increasing the use of alternative fuel vehicles. Increasing housing in the quadrant was suggested as an important opportunity to increase bike and walk commute trips. On parking, the general sentiment is that there are too many surface parking lots in the area, but there is acknowledgement that constrained parking supply may be discouraging new development and business growth. Regional traffic access to and parking available for the major regional event attractors in the quadrant (Rose Garden, convention center, etc.) remains extremely important both now and in the future.

SUBAREA ISSUES

1. Subarea 1 and 1a - Lower Albina and Russell Street

a. Most of the issues identified specific to this area focused on one of two themes: preserving and enhancing the viability of industrial nature of the district, and revitalizing and improving the historic Russell street main street.

b. Key issues related to preserving and enhancing the **industrial viability of Lower Albina** included:
   - Improving **freight access** and parking;
   - Continuing **industrial sanctuary** policies, though possibly with some increased flexibility with regards to allowed office uses

c. Improving pedestrian conditions and bicycle parking were also mentioned. While a few people expressed interest in allowing wide-spread redevelopment including tall residential towers, those voices seem to be a minority opinion.

d. On **Russell Street**, numerous opportunities for renovation and preservation of historic structures exist. These projects could increase retail and restaurant activity on Russell. Several stakeholders have commented that more mixed use development (possibly including housing) would improve the vitality of the main street. Others have noted that there are several vacant parcels adjacent to the **MAX light rail station** and that mixed-use, transit-oriented development might be appropriate in a limited area around the station - targeted zoning changes may be needed to facilitate mixed use development. Improving connections from Russell Street up to N. Mississippi Street and up Russell to Emanuel Hospital also were suggested.

e. This being a predominantly industrial area, **freight capacity and movement** is extremely important including truck-friendly street/intersection design and freeway access.

f. Additional issues raised specific to this area were:
   - Poor access to the **Willamette River** and potential future greenway trails; and
   - A potential opportunity to do more with the lands under the elevated I-5/I-405 freeway interchange.

2. Subarea 2 -Vancouver/Williams Corridor

a. Most comments specific to this area supported efforts for **gradual redevelopment** of the area, while preserving important historic and culturally-significant buildings. Some blocks within this area currently have a residential zoning designation, complicating mixed use redevelopment that includes significant non-residential uses. It has been suggested that **zoning should be more flexible**, however preserving existing housing and encouraging new residential construction in this area continues to be important to the Eliot Neighborhood. Generally, lower scale development seems to be the desired urban form in this area. It should help transition from the single family character in Eliot to the taller buildings allowed in the Rose Quarter and Lloyd District.
   - Should **incentives** be developed to encourage, but not require, residential construction?
   - Should the current high density residential zoning in parts of this area be relaxed to allow more non-residential development?

b. **Access** is an important issue in this area – particularly as potential reconfigurations of I-5 and the over-crossings at Flint, Broadway, Vancouver, and Williams are considered. Multiple, pedestrian- and bike-friendly access options are desirable - including access from this area to the Eastbank Esplanade and future greenway trail.
   - Could there be an additional bike/ped crossing at Hancock?

c. **Views** from the area across Lower Albina and the Rose Quarter to the west side were identified as a potential issue. In particular, the current public view mapped from the southwest corner of Lillis Albina Park is fully obstructed by trees and could be impacted by some development scenarios under consideration in the Rose Quarter / Blanchard Building area.
   - How important is this viewpoint?
   - Should it be improved or relocated?

3. Subarea 3 -Rose Quarter

a. The N/NE Quadrant Project will seek to support and coordinate with the results of the **Rose Quarter Development Project**. To this end, there appears to be substantial support for considering redevelopment at the **School District's Blanchard Building** site. This would likely require a zoning change from the current industrial to commercial/mixed use zoning. Other changes to development regulations might also be recommended by the Rose Quarter work. Additionally, the theme emerged of supporting and strengthening the current role of the Memorial Coliseum and Rose Garden arenas while encouraging new uses.

b. The **Willamette riverfront** is seen as a key opportunity in the Rose Quarter. Suggestions emphasize a desire for:
   - Better access to and along the river (both physical and visual);
   - Increasing water recreation and transportation opportunities; and
   - Creating riverfront habitat.

c. The **Dreyfus grain terminal** is generally assumed to remain for the foreseeable future and is seen as a challenge to redevelopment in the area. Some suggested that even if this facility were no longer in use as a grain terminal, it would be an interesting opportunity for historic preservation and repurposing.

d. **Safe, multi-modal access** to and through the Rose Quarter is an important issue – particularly to the riverbank, as well as across I-5. The current configuration of the I-5/Broadway/Weidler "Box" is viewed as dangerous and unpleasant for all modes (see also freeway/interchange-specific issues below). Specific transportation ideas to consider here include:
   - A new separate bike/ped bridge over I-5 (possibly at Clackamas);
   - Bringing N. Dixon Street across I-5 to connect to Flint; and
   - Reversing the direction on N Vancouver and N Williams Avenues to improve the flow in the "Box".

c. In the longer-term, improvements or reconfigurations to the **Rose Quarter Transit Center** could be an opportunity to reduce the distance between the MAX platforms, create more development opportunity and increase multi-modal access to the area. There is also some desire to consider eventual realignment of the **mainline railroad tracks** along the riverbank inland to reduce the Steel Bridge bottleneck caused by the current s-curve and also allow public access to the river, habitat restoration, and future development along the river.

4. Subarea 4 - Broadway/Weidler Corridor and transition to Irvington and Eliot neighborhoods

a. Most comments received specific to this area related to improving the **main street character** of the district and achieving a **respectful transition** from the Central City to the Irvington Historic District to the north. Specifically, it was suggested that the main street qualities present on the eastern portion of NE Broadway should continue through the entire study area to the Broadway Bridge.

b. Transportation issues have also been raised. Some stakeholders are interested in looking at changes to the current **one-way street traffic configuration on Broadway and Weidler**. Several stakeholders mentioned that there are several **difficult pedestrian crossings** (without signals) on NE Broadway and that improving bicycle safety along the length of the corridor is a priority.
   - Would there be benefits to de-coupling these streets and making them 2-way?

c. Other specific transportation issues mentioned for consideration include:
   - Looking at ways to improve multi-modal safety at the intersections of Broadway/Weidler at MLK/Grand and Broadway/Weidler at 15th/16th;
   - Reducing the number of driveways on Weidler; and
   - Untangling the situation at the "Box".

5. Subarea 5 -Central Lloyd

a. Many issues raised specific to this area focus on the opportunity to support both the development and continued success of the **Oregon Convention Center** and the established office district immediately to the east. Opportunities to help support the convention center include the headquarters hotel and entertainment-related development around the facility. **Opportunities in the office core** include unique potential for development with distinctive amenities on the superblocks in the area. Holladay Park Medical Center was also seen as a potential opportunity for growth. The need for a stronger district identity was also identified as something that would help the area thrive.

b. **Residential development** – and the general lack thereof – is frequently cited as a major issue in this part of the study area. Streetcar construction is seen as a major opportunity to help encourage more residential construction here, but questions remain about the market-readiness of the area for housing. There is clear desire for new housing at a wide range of affordability levels – ideally to roughly match the employment profile of the study area. Some questions to think about include:
   - Are the **limited parks and open space amenities** in the area sufficient to support large-scale residential construction?
   - Is the current zoning working to encourage housing?
   - What parking strategies are appropriate? Currently, parking in the area is challenging, discourages residential development, and is a burden to existing residents as new development makes use of the already limited supply.

c. Other issues raised specific to this area include:
   - A lack of clear **urban form and street hierarchy** and large blocks and buildings. What are the main streets? How can other streets in the area evolve to serve multiple purposes? The proposed Holladay green street improvements were cited as a positive example.
   - The many **large blocks** in the district are seen as a challenge to access and pedestrian connectivity, but are also seen as a unique opportunity in the Central City with typically much smaller blocks. Including pocket parks in new development was suggested as a way to achieve new green/open space amenities incrementally.

d. Regarding transportation and access, **improved pedestrian and bike access** on MLK and Grand and across/under I-5 was frequently suggested as was the importance of maintaining efficient truck access to the Rose Quarter and Convention Center. Specific ideas suggested included: considering new pedestrian crossings to the Rose Quarter at Clackamas, and to the Central Eastside at 7th Avenue (over I-84).

6. Subarea 6 and 6a -Lloyd Center Mall, Office Core, Holladay Park and Sullivan's Gulch transition

a. The poor quality of the **pedestrian experience** and limited street-level activity is cited as a challenge to be addressed in this plan. **Increasing vitality** through redevelopment and new development is a common desire. Some specific suggestions include:

- Improving the outside face of the Lloyd Mall with more windows and obvious entrances facing outward; and
- Developing the **Lloyd Cinema parking lot** with a mix of uses, including possibly residential, retail and other uses.

b. The predominance of **large property owners** and **large blocks** was noted as both a challenge and an opportunity in this area. Existing residential development in this area is limited and typically has little or no parking. Residents are interested in residential permit programs.

c. Public safety concerns in **Holladay Park** are widespread and a variety of measures to improve conditions there have been suggested. These range from near-term actions like increased tree trimming and more active programming of the park to longer-term ideas, such as improving surrounding development conditions with new buildings facing (embracing) the park and adding additional design features to the park to attract a wider variety of users.

d. Increasing **pedestrian connectivity and safety** both within this part of the study area and between this area and adjacent areas was cited as an important issue. Suggestions for improvements include:
- A new pedestrian bridge between this area (somewhere around NE 9th Ave) and the Central Eastside (across I-84),
- Adding bicycle lanes to the 12th Avenue bridge; and
- Continuing bike lanes on Multnomah all the way to NE 21st Ave.

e. The properties at the SW corner of **NE Multnomah and NE 21st** are seen as an interesting development opportunity. There is some concern about possible demolition of the existing older homes on part of the site, but generally there seems to be interest in looking at redevelopment scenarios for the corner. There appear to be differing opinions on what scale of building would be appropriate here. The site currently has split zoning, and may need to be rezoned to accommodate desired development. This area could also provide a convenient access point to the potential future Sullivan's Gulch Trail.
- What type of development at this site would be appropriate and desirable?

7. The Freeway and Interchanges

a. Freeway related issues mentioned by study participants have focused on three themes: **safety**, **operational issues** as related to the freeway and overpasses, as well as **improved freight movement**.

b. Expressed **safety** related issues have included a desire to reduce weaving and improve merge lengths on I-5 as a way to help reduce the incidence of rear end and sideswipe collisions. On overpasses and interfaces with the local street network, there is a desire to improve safety especially by clarifying vehicular patterns and/or to separate vehicular, bikes and pedestrian traffic at identified conflict areas. The Broadway/Weidler box and the intersection of Vancouver and Larrabee were singled out as particularly problematic areas, especially during major events in the Rose Quarter.

c. Comments related to freeway **operational issues** generally focused on:
   - Improvements related to the reliability of traffic flow;
   - Reducing delay;
   - Increasing levels of service; and
   - A desire to increase average freeway speeds through the district.

d. It was also suggested that the reconfiguration or removal of specific **on and off ramps** to limit the number of intersections that feed onto the local street grid is desirable. Spreading the ramps and reducing the number of lights in specific locations to improve traffic flow was also mentioned, as was a desire to lengthen specific on ramps to minimize traffic bound for the freeway from backing up on local streets. Finally, a strong desire was expressed to **avoid impacts on key cultural sites** when looking at proposed freeway improvements.

e. **Freight movement** in support of local and regional economies was highlighted as a desired outcome of this process. Maintaining and improving freight movement and distribution on the freeways, as well as to locally designated freight routes, such as Lower Albina, are needed to ensure the reliable flow of goods. Freight movement improvements may take the form of reconfigured freight geometries on local streets and at on ramps, especially inareas like the Broadway/Weidler "box".

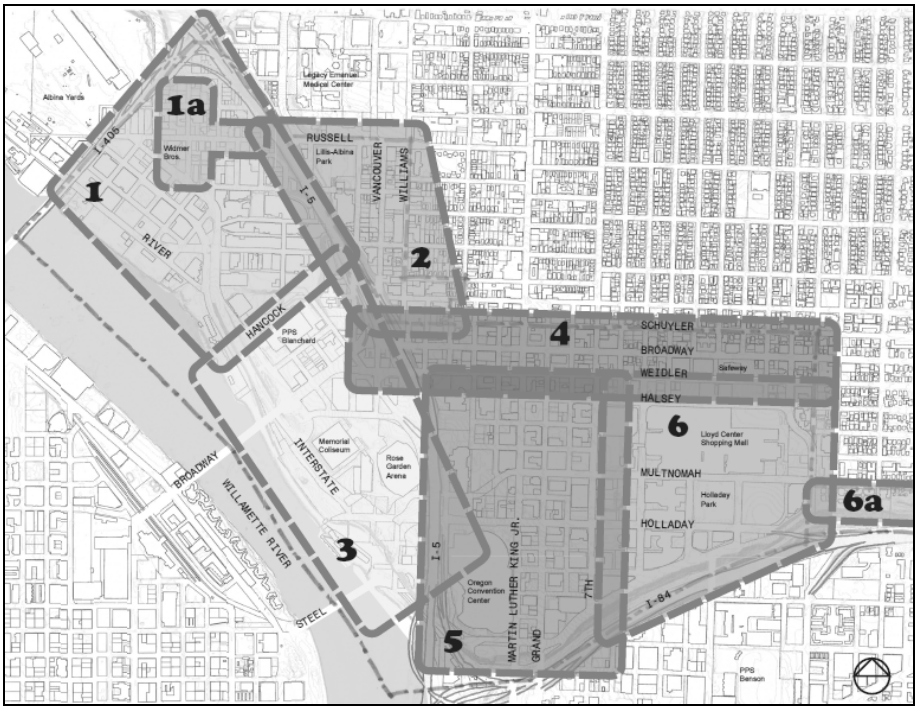
f. A desire to increase the **reliability of travel times** and to increase capacity for freight movements on the freeways was also expressed. It was suggested that this study should identify alternative freight access routes to and from Lower Albina, Swan Island and NW industrial areas.

ISSUES BEYOND THE SCOPE OF THIS PROJECT

Staff prepared a scope document to clarify the types of issues the N/NE Quadrant and I-5 Broadway/Weidler Plans will consider. The Stakeholder Advisory Committee reviewed the document at their December 9th meeting and is expected to approve a revised version at their meeting on January 20th. Using that document as guidance, a number of issues have been raised that are clearly not within the scope of this project. As a result they have not been included above in this document. Issues commonly raised in this category include but are not necessarily limited to:

- Questions about the future of the I-5 Eastbank Freeway in the Central Eastside.
- Issues pertaining to possible future high speed rail system needs in the quadrant.
- Determining future streetcar system priorities or alignments.
- Decisions on current or future Urban Renewal Areas.

N/NE QUADRANT SUB AREAS MAP
(Freeway – not shown – is area 7)



N/NE Quadrant Project- Issues and Opportunities List

Comments Collected from the project website, email correspondence, open house (11/15/10), SAC subcommittee meetings (12/1/10 and 12/2/10), SAC comments and interviews, project staff and the Lower Albina Business Survey.

N/NE QUADRANT-WIDE

#	Subarea	Topic Area	Issue Comment
1	Quad-Wide	Land Use	District Vibrancy/Vitality & Creating a Livable Community: Need more human-scale architecture
2	Quad-Wide	Land Use	District Vibrancy/Vitality & Creating a Livable Community: Develop Underutilized Land with "responsible" Density
3	Quad-Wide	Land Use	District Vibrancy/Vitality & Creating a Livable Community: Health Aspects of Plan
4	Quad-Wide	Land Use	Social/Environmental/Economic Balance Sustainability & Equity – respect Albina Plan and Increasing Diversity
5	Quad-Wide	Land Use	Increasing Employment: Business Vitality
6	Quad-Wide	Land Use	Increasing Employment: Risk of Displacing Existing Businesses
7	Quad-Wide	Land Use	Natural Areas & Natural Resources
8	Quad-Wide	Land Use	District Identity (multiple) lacking
9	Quad-Wide	Land Use	Lack of Resources for Implementation/ Need to see real changes – not just plans: Partnerships needed
10	Quad-Wide	Land Use	Bird friendly building design district wide
11	Quad-Wide	Land Use	Consider tax incentives or other carrots to push development off surface parking lots
12	Quad-Wide	Land Use	Centralized bike facilities (shared) with lockers
13	Quad-Wide	Land Use	Relook at development incentive programs and regulations
14	Quad-Wide	Land Use	Target development support: rose quarter, 7th/9th/Multnomah/Holladay, Blanchard, and Lloyd Mall properties
15	Quad-Wide	Land Use	Green metropolis David Owen
16	Quad-Wide	Land Use	Residential Development: New market involved strategies and workforce housing
17	Quad-Wide	Land Use	Concentric circle economic development opportunities: focus on engaging local skills and resources
18	Quad-Wide	Land Use	Asset based community development using existing human magnet nodes
19	Quad-Wide	Land Use	Approach major land holders: public and private partnerships and master planning
20	Quad-Wide	Land Use	River access near and distant. Obstacles: I-5, MLK/Grand, and Railroad
21	Quad-Wide	Land Use	Connect Clackamas to River
22	Quad-Wide	Land Use	Improve all pedestrian connections under I-5- create lively places
23	Quad-Wide	Land Use	Safety concern elsewhere as well as Holladay Park (ex. Homeless issue around Lloyd)
24	Quad-Wide	Land Use	Green infrastructure/sustainable storm water: green street trees, ecoroofs, bioswales, etc.
25	Quad-Wide	Land Use	Ensure all sides of any/every new development is pedestrian friendly not just a wall or a window- but doors and access
26	Quad-Wide	Land Use	Land value/timing economic strategy
27	Quad-Wide	Land Use	Identify/enhance commercial "main streets" business districts and new potential Business Districts
28	Quad-Wide	Land Use	Develop and preserve parks, trails, gardens, and open spaces. Encourage private pocket parks. Trade FAR for green available to public.
29	Quad-Wide	Land Use	View corridors evaluation and barriers to development
30	Quad-Wide	Land Use	Housing incentives, employer-supported housing, other incentive to achieve residential goals
31	Quad-Wide	Land Use	Preserve/enhance current attractors
32	Quad-Wide	Land Use	Urban farms and community gardens as health and healing green spot
33	Quad-Wide	Land Use	Isolation of various segments of the district by roadways, freeways, and soon streetcar lines. Need to bridge these with more controlled intersections from MLK and MLK/Grand from San Rafael on the north through to I-84. Streetcar stops need to include controlled intersections at least every 3 "regular" blocks for its entire length.

#	Subarea	Topic Area	Issue Comment
34	Quad-Wide	Land Use	Existing zoning codes need to be re-evaluated in light of experience with mixed-use developments. Higher density residential zones don't seem to be attracting new development. Consideration should be given to reverting back to the "commercial" zones they had before the last Plan BUT with a "mixed-use" overlay that allows residential above commercial on floors one and two and requires developers to pay into a housing fund if they do not develop housing on-site within 5 years.
35	Quad-Wide	Land Use	The district is lacking in parks and open space. The north side of Sullivan's Gulch should be designated for development into a linear park with terraces and a new ped/bike path.
36	Quad-Wide	Land Use	Reserve area above I-5 for high speed rail- already publicly owned- from north cross Willamette by the Fremont Bridge (or tunnel). Realign Union Pacific tracks to be adjacent to light rail. Build plaza above (from Larrabee to Steel Bridge) with development above. Build multipurpose Willamette River Greenway Trail adjacent to river in wide pullouts. Access in commercial- coffee shop(s), restaurants adjacent to trail.
37	Quad-Wide	Land Use	Re-align Union Pacific tracks across from Rose Garden (straighten out S curve) Move tracks east and bury/tunnel. Build terrace and development above light rail and UP- connect Rose Garden/Coliseum with River. Build multipurpose trail (16'-20' wide) along the river.
38	Quad-Wide	Land Use	Balanced policies which respect long time residential uses and need for more residential development in the area. Don't ignore the R zoned properties on parking issues.
39	Quad-Wide	Land Use	Freeze renewals to expired PDC URA's
40	Quad-Wide	Land Use	Public funds 20% of structure the public expects 20% of net profit e.g. medal on NFL Green bay
41	Quad-Wide	Land Use	Concern about traffic impacts/congestion generated by light rail infrastructure and now
42	Quad-Wide	Land Use	Concerns about URA expenditures to property owners who may not need it, and not getting enough public benefit in return
43	Quad-Wide	Land Use	The walkable character must include and link from the Lloyd center to the convention center an on to the Rose Quarter. MAX and trolley must feel like they fit the local surroundings so that they are an easy option for short hops. Day tickets for tourists and regional visitors should include use of both without multiple tickets.
44	Quad-Wide	Land Use	the plan needs to include development of the Sullivan's Gulch bike path and the North Willamette Greenway. In addition to being major daily links to the area these would develop into significant tourist amenities with development of Gateway Green and easy access to Kelly Point Park.
45	Quad-Wide	Land Use	Water Recreation
46	Quad-Wide	Land Use	Create better connections between Albina and Lloyd/Rose Quarter
47	Quad-Wide	Land Use	Parking for residential uses is a problem- we need permits! Yes!
48	Quad-Wide	Land Use	I hope we can plan for: short term safety concerns (closing Broadway on/off ramp) and long term- do we really want a highway on our waterfront? Please analyze what we can do in 30,40,50 years. It severely disrupts walkability in an area we want to activate and all areas near off/on ramps consume significant amount of traffic and parking lots that could be developed.
49	Quad-Wide	Land Use	can you address the usual freeway damage> Splitting neighborhoods, limiting access from local street to otherwise nearby local street cries to be remedied. Figure out how.
50	Quad-Wide	Land Use	Linear commercial corridor along N. Broadway featuring restaurants that will be popular pre- and post- Rose Quarter events but also outside of and independent of Rose Quarter events that also rely on traffic going by on Broadway. Tame "the box", de couple Broadway and Weidler, traffic calm streets, move I-5 on/off ramps at Broadway/Weidler. Excessive auto traffic. The box, I-5 ramps. Wide streets. One-way streets. Single/isolated uses. Lack of vibrancy.
51	Quad-Wide	Land Use	Move residential influence- encourage the need for essential public service needs such as parks and schools. Parking- the existing policies and planned development are in conflict with each other. Want more residential but restrictions on existing users.
52	Quad-Wide	Land Use	Restore fine grain grid. More sidewalk connectivity. Emphasis always seems to be on automobile throughput. This must be revisited. 1st priority should be bike/pedestrian.
53	Quad-Wide	Land Use	Need to develop a strategy to address the episodic nature of the vibrancy in the Quadrant.
54	Quad-Wide	Land Use	Need to be cognizant of the effects of our work on other areas in the city.

#	Subarea	Topic Area	Issue Comment
55	Quad-Wide	Land Use	Connections to the River! Easier to walk and bike. Easy connection between neighborhood and Rose Quarter. Traffic calmed on Broadway/Weidler. Right now the SOV is the priority not people. Make people the priority.
56	Quad-Wide	Transportation	Just wanted to say how much I agree with those who went to the meeting: bike and pedestrian improvements should be top priority. Moreover, I frankly think that only two options should be considered vis-a-vis freeway congestion: 1. leave it as it is and let the congestion limit driving and push more freight to go by train rather than truck, since trucks on the freeway are dangerous and undesirable. 2. add highway tolls that will discourage freeway driving and push Vancouverites to finally extend the MAX into Vancouver. Under no circumstances should ODOT widen the freeway, as the best peer-reviewed research suggests that this will only allow greater pollution without actually lessening congestion. Thank you Portland for taking citizen comment seriously! This is our town, and planning processes in it should not be dominated either by Salem or by trucking companies not even based in our state!
57	Quad-Wide	Transportation	The pollution created by I-5 acceleration/deceleration and general traffic is causing higher than average asthma rates and this is just being imposed on the residents of N/NE Portland with minimal benefits to them. Electric vehicles will be part of the solution, as well as tolling for congestion management, etc.
58	Quad-Wide	Transportation	Freeway entrances clog local traffic at prime commute times- slowing commuter and local traffic. Is there a way to address this?
59	Quad-Wide	Transportation	Bicycling can be scary
60	Quad-Wide	Transportation	Further development of the freeways must be done in a minimalist way with priority given to the through movement of traffic. Priority needs to be given to the through movement of traffic. This could involve creation of separate through lanes, or timed closure of certain ramps when their use would impede the general flow of traffic. This plan needs to be linked in a realistic way to the effects that the development of the CRC will have on flow through the area. without building monolithic roadways we need to make realistic plans for the movement of commerce. Specific attention must be directed to the flow from the north onto Broadway and Weidler. the volume and speed of this flow has a major negative impact on the human scale of the area, and is a specific block to comfortable ingress into the Rose Quarter area.
61	Quad-Wide	Transportation	Consider lowering the posted speed to 35 mph for those merging onto I-5
62	Quad-Wide	Transportation	When is ODOT going to remove I-5?
63	Quad-Wide	Transportation	Traffic on I-5 has forced me to avoid the interstate as much as possible and use local streets. If traffic in the area continues to increase, I may consider moving business
64	Quad-Wide	Transportation	Tolling/congestion pricing should be considered
65	Quad-Wide	Transportation	Vision: to deliver local freight and visitors only- not for through travel. Dislike: Places where vehicles leaving or entering the freeway conflict with pedestrians and bicyclists.
66	Quad-Wide	Transportation	Vision: 1. Primary use freight. 2. Limited access to surface grid. 3. Much better bike/pedestrians accessibility. Dislike: Conflicts between surface traffic and those entering/exiting freeway reduce access to/from surface grid.
67	Quad-Wide	Transportation	50 mph speed limit is too high. Lower it to 30 or 35 mph and you'll achieve: a more even flow of traffic, fewer accidents due to short merge/weave distances, and lower severity of accidents= less property damage and fewer serious injuries. Add a bike/pedestrians path to the 405 bridge upper deck. use the left side of the Kirby St on ramp from Cook St. to the bridge structure. Use the left shoulder across the entire bridge and south towards the Glisan overpass (on the median at turn point). Build a connecting ramp from the median to Glisan Street.
68	Quad-Wide	Transportation	See this by 2011!: Reduce vehicle lanes on city streets to 12 feet and allocate the extra space to bike lanes. See example on rear for Williams Ave between Weidler/Broadway.
69	Quad-Wide	Transportation	Freeway access works well right now from a local standpoint. Noise from freeway has not been mitigated like other portions of town.

#	Subarea	Topic Area	Issue Comment
70	Quad-Wide	Transportation	I like that I-5 is only 2 lanes in each direction. Please keep it that way. Dislike: The Box and especially the ramps at Broadway/Weidler. Barrier qualities of I-5. Excessive traffic, fast traffic on streets leading to I-5. Max station under I-5. Noise of I-5. I see more potential in Broadway then the Rose Quarter superblock. Would prefer improving N. Broadway at the expense of Winning Way (as far as traffic is concerned). Consider moving ramps to Winning Way and Clackamas to free up Broadway (I-5 southbound on ramp already exists).
71	Quad-Wide	Transportation	There's an over abundance of parking- both surface and structured. The interstates (I-5, I-405, I-405, I-84) negatively impact quality of life. They are unpleasant to be around.
72	Quad-Wide	Transportation	No highway widening that tears out buildings. "Tinkering" ok. Hope that Broadway Bridge can handle all the uses- like streetcar.
73	Quad-Wide	Transportation	Increase the number of bikes, pedestrians, public transportation, commuters and visitors- reduce the number of drivers! Improved residential development will only be possible with improved parking for residents! Lack of street parking for residents in the district. I would like a permit program for residents.
74	Quad-Wide	Transportation	Vision: Be able to get from point A to point B on my commuter vehicle- bicycle- without fearing for my life or resorting to riding on sidewalks.
75	Quad-Wide	Transportation	Use small size buses operating on alternative fuels or solar. Maintain charge stations for electric cars. Make ticket sales easy and close to the platforms of stations. Put parking areas in the neighborhood, not huge lots (Gateway) ripe for crime. I know people who will not use the parking for fear of crime.
76	Quad-Wide	Transportation	More pedestrian oriented and friendly. Less dominated by auto traffic. Separated cycle tracks and multi-use paths. More LRT and Streetcars down NE Broadway to Hollywood and up MLK to Alberta and down Alberta. Better bus system. Keep passenger rail on the west side and at Union Station including high speed rail.
77	Quad-Wide	Transportation	Decouple and traffic calm MLK/Grand and Broadway/Weidler. Max speed over Steel Bridge- fix bottleneck on bridge. MAX station under I-5. Consider consolidating MAX stations between Rose Quarter and Lloyd Center to speedride. The box- dangerous and avoided by peds and bikes.
78	Quad-Wide	Transportation	Maintain key linkages to downtown
79	Quad-Wide	Transportation	Bicycle and Pedestrian safety
80	Quad-Wide	Transportation	Improve access to the Willamette River
81	Quad-Wide	Transportation	Greenhouse gas/air quality improvement - pollution is causing higher asthma rates
82	Quad-Wide	Transportation	Conflict among modes of travel
83	Quad-Wide	Transportation	Ensure adequate turning radii for freight
84	Quad-Wide	Transportation	Too much surface parking
85	Quad-Wide	Transportation	How much is too much surface parking>
86	Quad-Wide	Transportation	Pedestrian access and adequate infrastructure
87	Quad-Wide	Transportation	Promote motorcycles (motorized 2 wheeled vehicles) to reduce congestion
88	Quad-Wide	Transportation	Maintain or improve traffic capacity to major attractions
89	Quad-Wide	Transportation	Disconnected destinations and commercial corridors discourage walking
90	Quad-Wide	Transportation	Protect and improve transportation access for existing industrial and port jobs
91	Quad-Wide	Transportation	Identify alternative freight access routes to and from Lower Albina, Swan Island, and NW Industrial areas other than I-5, such as a new bridge between NW Industrial area and Swan Island
92	Quad-Wide	Transportation	Remove short auto trips from the freeway to improve the freeway system through this area (particularly with regard to focusing on freight, and multiple-occupancy or bike transportation).
93	Quad-Wide	Transportation	Reduce/eliminate single-occupancy vehicle trips as a companion to improving freight movement- make the freeway for freight and for higher occupancy or bike options
94	Quad-Wide	Transportation	connectivity to trails should be planned
95	Quad-Wide	Transportation	Identify parking issues to be addressed as part of the CC2035/CCTMP process
96	Quad-Wide	Transportation	Land use development and opportunities are greatly impacted by parking and transit (their existence or lack thereof)
97	Quad-Wide	Transportation	Improve geometrics for turning, stopping and other movements for freight routes to the district
98	Quad-Wide	Transportation	Improve geometrics for turning, stopping and other movements for freight vehicles in key freight routes to the district

#	Subarea	Topic Area	Issue Comment
99	Quad-Wide	Transportation	Rail freight- include the possibility of eliminating the S-curve in the rail system in this area
100	Quad-Wide	Transportation	Include something about the type of fuels/energy used.
101	Quad-Wide	Transportation	Examine the relationship between parking strategies to support land use development strategies while encouraging the use of alternative transportation modes, including proximity to transit, demand management strategies, bicycling, and proximity to housing
100	Quad-Wide	Transportation	Stormwater needs to be analyzed/planned
101	Quad-Wide	Transportation	Consider pulling bikeways off of large high-vehicle traffic areas, and give them separate lanes/trails/streets (for cyclists' safety and for larger space for cars in big streets- like Broadway/Weidler)

LOWER ALBINA (MAP AREAS 1&2)

#	Subarea	Topic Area	Issue Comment
1	Lower Albina	Land Use	Revitalizing Russell Street
2	Lower Albina	Land Use	Opportunity for Mixed-Use development around MAX Station?
3	Lower Albina	Land Use	Best long-term use of industrial land?: Increase business growth and employment density?
4	Lower Albina	Land Use	Best long-term use of industrial land?: Need thoughtful transition from Rose Quarter/Broadway to industrial land to the north
5	Lower Albina	Land Use	Best long-term use of industrial land?: Continue policy to limit housing?
6	Lower Albina	Land Use	Best long-term use of industrial land?: Make alleyways people-friendly?
7	Lower Albina	Land Use	Advantage/disadvantages of slope
8	Lower Albina	Land Use	Protection and restoration of riverbanks. Fish and wildlife habitat along River/Rose Quarter.
9	Lower Albina	Land Use	MAX stop also close to hospital- increases potential for visitors and staff to use MAX by making that eight blocks vibrant interesting and safe (including under I-5)
10	Lower Albina	Land Use	Improve connectivity of historic Russell St/ Widmer Brothers both north to Mississippi and east to Russell/Vancouver
11	Lower Albina	Land Use	Area below elevated I-5 and 405 interchange where city equipment is kept- best location for city- alternative uses
12	Lower Albina	Land Use	Industrial Area west of Interstate: This is a 25 year plan. The UP yards and cement and grain silos are unlikely to be economic for that much longer. The plan should anticipate what should come after. Since the current landowners will oppose any zone change that threatens their current operations, this should be a "conditional zone" that would only be implemented if current uses change significantly. Note that a change in use at each of these sites WILL provide an opportunity for riverside access. Also should work with PDC to "vision" current industrial uses in this area and prospects for their survival for 25 years and what kinds of industries of the "future" may benefit from location in this district.
13	Lower Albina	Land Use	Area east of Interstate: This area is significantly under-developed. The predominate use is either "mixed" or warehousing, including City uses by the Water Bureau and for the Albina Yards. The entire area should be rezoned for mixed use that allows light industrial but facilitates residential development. Also, it appears this is an area where "point towers" so popular in Vancouver BC should be facilitated. Taller, narrower towers can tack advantage of the views that are blocked by the bluff and freeway, increase density, and yet avoid the "wind tunnel" and "urban canyon" effects of the Pearl.
14	Lower Albina	Land Use	Russell Street favorable zoning for mixed use/housing/etc.
15	Lower Albina	Land Use	Need better business funding
16	Lower Albina	Land Use	Government regulations
17	Lower Albina	Land Use	Parking
18	Lower Albina	Land Use	Vandalism/graffiti
19	Lower Albina	Land Use	Increase area of residential zoning
20	Lower Albina	Land Use	Lack of business association activity
21	Lower Albina	Land Use	Lack of expansion space
22	Lower Albina	Land Use	Need 24 hour activity
23	Lower Albina	Transportation	I-5 Barrier for pedestrian/bike connections to Eliot
24	Lower Albina	Transportation	Limited east/west transit connectivity
25	Lower Albina	Transportation	Need better wayfinding from Russell St to N Mississippi MAX Station

#	Subarea	Topic Area	Issue Comment
26	Lower Albina	Transportation	N Russell/Interstate intersection - confusing operations
27	Lower Albina	Transportation	Lack of sidewalks west of Interstate
28	Lower Albina	Transportation	Constrained freight rail capacity
29	Lower Albina	Transportation	Locate North Portland Greenway Trail north-south through Lower Albina connecting to Swan Island at the north end
30	Lower Albina	Transportation	Maintain freight movement and distribution areas (like in Lower Albina, etc.)

NE BROADWAY MAIN ST. & VANCOUVER/WILLIAMS TRIANGLE (MAP AREAS 3&5)

#	Subarea	Topic Area	Issue Comment
1	Broadway & Vancouver/Williams	Land Use	Revitalize entire length of Broadway from River through the study area: Historic Preservation
2	Broadway & Vancouver/Williams	Land Use	Revitalize entire length of Broadway from River through the study area: Need sensitive transitions to neighborhoods at Central City edges (Irvington, Elliott, Sullivan's Gulch)
3	Broadway & Vancouver/Williams	Land Use	Consider changing high-density residential zoning to allow more commercial uses
4	Broadway & Vancouver/Williams	Land Use	Criss-Cross Lloyd to connect SE and NE on 124th and Grand (Streetcar)
5	Broadway & Vancouver/Williams	Land Use	Include sensitive cultural historic buildings in this area
6	Broadway & Vancouver/Williams	Land Use	Revitalize both Broadway and Weidler Streets
7	Broadway & Vancouver/Williams	Land Use	"Affordable" housing will not (usually) be "new" development but restoration and preservation of existing residential units. Ensure affordable parking for residents.
8	Broadway & Vancouver/Williams	Land Use	City and community with Emanuel Hospital work together in developing hospital vacant land
9	Broadway & Vancouver/Williams	Land Use	NE Broadway: Remove bikeways on Broadway/Weidler when other bike corridors are enhanced. Enhance Broadway as a Main Street.
10	Broadway & Vancouver/Williams	Land Use	DO NOT remove Flint or the overpass unless it is replaced (don't simply redirect traffic to Williams and Vancouver). This route is needed to access businesses and for bike and pedestrian passage to/from the District and bridges. Facilitate development along streetcar route based on passenger traffic (shift away from current auto-oriented businesses)
11	Broadway & Vancouver/Williams	Land Use	This is an area where "point towers" so popular in Vancouver BC should be facilitated. Taller, narrower towers can tack advantage of the views that are blocked by the bluff and freeway, increase density, and yet avoid the "wind tunnel" and "urban canyon" effects of the Pearl.
12	Broadway & Vancouver/Williams	Land Use	The box area is such a problem that my company will no longer deliver using company trucks
13	Broadway & Vancouver/Williams	Transportation	frequent driveway placement on Weidler is hazardous to bicyclists and pedestrians. Minimize driveways especially for drive thus.
14	Broadway & Vancouver/Williams	Transportation	Move freeway ramps away from Broadway/Weidler. Move to new bridge connection at Clackamas St/Winning Way
15	Broadway & Vancouver/Williams	Transportation	Decouple Broadway/Weidler- major bike and vehicular flows eases traffic and increases bike safety
16	Broadway & Vancouver/Williams	Transportation	Interest in more transportation mode clarity in the system: add more ped/bike corridors through the area, but then also remove them from the busier corridors like Broadway/Weidler
17	Broadway & Vancouver/Williams	Transportation	Sherwin Williams Paint store - corporate won't deliver because of traffic queues - don't own property if ROW is needed, owner gets money - like location - get certain amount of pass-by/drop-in customers
18	Broadway & Vancouver/Williams	Transportation	Tough to get bikes through Wheeler/Williams intersection
19	Broadway & Vancouver/Williams	Transportation	Weaves on both NB I-84 to Weidler and SB Wheeler to I-84 are difficult
20	Broadway & Vancouver/Williams	Transportation	Broadway Weidler intersection is a nightmare with traffic backing up on through streets

#	Subarea	Topic Area	Issue Comment
21	Broadway & Vancouver/Williams	Transportation	Conflict between off ramp traffic and bikes/peds at the convergence of Vancouver and Broadway ramp
22	Broadway & Vancouver/Williams	Transportation	Limited pedestrian/bike connection to Lower Albina District and the proposed North Willamette Greenway Trail
23	Broadway & Vancouver/Williams	Transportation	Bike connection to/from Eastbank Esplanade
24	Broadway & Vancouver/Williams	Transportation	No east/west transit connections (across I-5) between Broadway and Fremont
25	Broadway & Vancouver/Williams	Transportation	Improve bike/ped safety on Vancouver/Williams
26	Broadway & Vancouver/Williams	Transportation	Difficult ped connections to Rose Quarter
27	Broadway & Vancouver/Williams	Transportation	Limited ped connections to Broadway Bridge and downtown
28	Broadway & Vancouver/Williams	Transportation	Need another ped/bike connection across I-5 at Hancock
29	Broadway & Vancouver/Williams	Transportation	The Box: High Collisions- westbound Broadway to northbound I-5
30	Broadway & Vancouver/Williams	Transportation	The Box: Bike safety at Broadway/I-5 ramp
31	Broadway & Vancouver/Williams	Transportation	The Box: Weidler/Victoria/I-5 ramp- bike,ped,safety
32	Broadway & Vancouver/Williams	Transportation	Weaving on Weidler east of "the box"
33	Broadway & Vancouver/Williams	Transportation	The smaller Box: High collisions at Broadway/Weidler at MLK Jr./Grand
34	Broadway & Vancouver/Williams	Transportation	Another Box: High ped collisions at Broadway/Weidler at 15th and 16th avenues
35	Broadway & Vancouver/Williams	Transportation	Lane imbalances- Grand approaching Broadway & Broadway approaching I-5
36	Broadway & Vancouver/Williams	Transportation	Improve bike/ped safety on Broadway/Weidler
37	Broadway & Vancouver/Williams	Transportation	Too many driveways on Weidler
38	Broadway & Vancouver/Williams	Transportation	Move traffic from Vancouver to Flint overpass
39	Broadway & Vancouver/Williams	Transportation	Improve bike crossing of Broadway/Weidler on 7th and 9th
40	Broadway & Vancouver/Williams	Transportation	Need more traffic lights to slow traffic on Broadway/Weidler. Treat like downtown
41	Broadway & Vancouver/Williams	Transportation	Recent lane revisions on Broadway constrain easy auto access between I-5 and the bridge
42	Broadway & Vancouver/Williams	Transportation	Improve access for peds along MLK at San Rafael
43	Broadway & Vancouver/Williams	Transportation	It would be easy to extend streetcar to the east along Broadway/Weidler

ROSE QUARTER & N BROADWAY (MAP AREA 4)

#	Subarea	Topic Area	Issue Comment
1	Rose Quarter	Land Use	Redeveloping PPS Blanchard Site: Reserve PPS site for AAA Baseball Stadium?
2	Rose Quarter	Land Use	Access to River & Public spaces on the riverbank: Realign UP Rail line to make river bank accessible with new development and greenway trail.
3	Rose Quarter	Land Use	Access to River & Public spaces on the riverbank: Future of Louis-Dreyfus Grain Terminal? Public attraction?
4	Rose Quarter	Land Use	Access to River & Public spaces on the riverbank: River attraction? Yachts? Amphitheater?
5	Rose Quarter	Land Use	Support Rose Quarter Redevelopment: Capitalize on Streetcar

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#	Subarea	Topic Area	Issue Comment
6	Rose Quarter	Land Use	Support Rose Quarter Redevelopment: Long-term development opportunities around redesigned Rose Quarter Transit Center
7	Rose Quarter	Land Use	Support Rose Quarter Redevelopment: Create more developable lots at east end of Broadway Bridge?
8	Rose Quarter	Land Use	Buildings too large and blocks too long for pedestrian comfort
9	Rose Quarter	Land Use	PPS Blanchard site: multicultural gathering and community center, world market incubator
10	Rose Quarter	Land Use	Riverplace development: accessible housing for aging population
11	Rose Quarter	Land Use	New bike/pedestrian bridge over I-5 from Clackamas to Winning Way
12	Rose Quarter	Land Use	Redevelop east side transit center to provide a viable train station and stimulate development
13	Rose Quarter	Land Use	Preserve station site for future high-speed commuter rail west of Coliseum
14	Rose Quarter	Land Use	Provide for eastside LRT connection between Rose Quarter and OMSI
15	Rose Quarter	Land Use	PPS cannot endorse a reservation of property to a specific use at this point
16	Rose Quarter	Land Use	Protection and restoration of riverbanks. Fish and wildlife habitat along River/Rose Quarter.
17	Rose Quarter	Land Use	Reserve PPS site for AAA or pro baseball stadium (capable of future second level seating)
18	Rose Quarter	Land Use	Blanchard/ Water Bureau and redevelopment for employment uses
19	Rose Quarter	Land Use	Keep option to remove Coliseum for another more viable use
20	Rose Quarter	Land Use	Develop discovery zoning map on urban edge with arts and non-profit for bikes and health
21	Rose Quarter	Land Use	Enhance views or view corridors on eastbank
22	Rose Quarter	Land Use	Food carts: in Rose Quarter and Memorial Coliseum plazas
23	Rose Quarter	Land Use	Keep the grain elevators by the steel bridge
24	Rose Quarter	Land Use	Amphitheater
25	Rose Quarter	Land Use	Constructed wetlands along the river
26	Rose Quarter	Land Use	Create habitat under bridges/esplanade
27	Rose Quarter	Land Use	Make the parcels around the East side of the Broadway Bridge developable
28	Rose Quarter	Land Use	Why would the city consider eliminating these historic grain elevators? They reflect the bounty of the whole Willamette Valley and Portland's agricultural and port history. And seeing huge grain ships practically downtown is simply amazing. How many other cities can say they have this? Please don't remove the grain elevators! (Even if they are not economically viable as working grain elevators, maybe they could be repurposed?) There is a lot of other riverside parkland already in place.
29	Rose Quarter	Land Use	Need to coordinate various planning efforts going on
30	Rose Quarter	Land Use	Need to preserve and enhance large event institutions
31	Rose Quarter	Land Use	Vision: Lively pedestrian-oriented waterfront thronged with people. So much of the waterfront near downtown Portland is empty and underutilized even including Waterfront Park. Dock space for boats. Mixed use neighborhood directly on the water- something like a greatly improved River Place would be great in this area. Moving the railroad tracks toward Interstate Ave to free up waterfront. Steep topography between Interstate Ave and river. Dock Space for boats- big to small.
32	Rose Quarter	Transportation	The signal lights are timed against the pedestrian deboarding the MAX at Rose Quarter, and therefore hundreds of pedestrians jay-walk across four streets: Interstate, Multnomah Blvd, and then across the tracks of NE Holladay and/or Rose Quarter Terrace/Transit Center. Pedestrians in these intersections dodge light rail trains, buses, bicyclists, other pedestrians, cars, and trucks coming off Interstate/Greeley from Swan Island. The transit center has a great walkway from the RQ to the transit center west-bound, but there are chains and bollards across the street preventing pedestrian movement to the east side of the street.
33	Rose Quarter	Transportation	1st Avenue requires pedestrians to navigate train tracks, a lane of fast-moving traffic off the highway and 1st avenue traffic. The signals and walkways are not convenient, time-sensitive, and not safe for pedestrians/transit-users. Yet thousands of pedestrians and transit users navigate these streets everyday for work and for games/events. Please improve the pedestrian condition for able bodied people and those with disabilities, including wheelcars, and those with different abilities, like parents with strollers. Take the engineers/planner/politician on a walking tour.
34	Rose Quarter	Transportation	Should we be looking at moving the freeway away from the riverfront?

#	Subarea	Topic Area	Issue Comment
35	Rose Quarter	Transportation	Bike lanes from Rose Quarter MAX to Vancouver/Williams need to be wider and better timed signals. Two "bike lanes" wide where possible
36	Rose Quarter	Transportation	Steel Bridge: Close Steel Bridge to car traffic? High congestion pricing?
37	Rose Quarter	Transportation	West side of Steel Bridge: Stockholm style inner city toll charge
38	Rose Quarter	Transportation	Rose Quarter Transit Center: Move/reconfigure MAX tracks to create new developable parcel
39	Rose Quarter	Transportation	Remove parking meters from NE 1st Ave north of Multnomah and make it permit only. Issue parking permits to residents.
40	Rose Quarter	Transportation	There is too much traffic on Broadway - need to make bike / ped environment
41	Rose Quarter	Transportation	Pedestrians trying to get to Rose Garden for events park east of I-5 (free) and then have trouble walking over Broadway/Weidler with all the traffic also trying to get to Rose Garden
42	Rose Quarter	Transportation	1. Either decouple Williams/Vancouver or consider reversing direction on Williams/Vancouver. It would make access to I-5/I-84 much safer as well as enhance bike/pedestrian access. 2. Decouple Broadway/Weidler- It would make the neighborhood businesses much more accessible to all modes as well as slow down traffic.
43	Rose Quarter	Transportation	The Box: High traffic volume from I-5 southbound off-ramp to Weidler
44	Rose Quarter	Transportation	The Box: Ped crossing conflicts - especially during events
45	Rose Quarter	Transportation	The Box: Vancouver/I-5 ramp/Broadway intersections - high volumes
46	Rose Quarter	Transportation	The Box: Rose Quarter event access/egress
47	Rose Quarter	Transportation	High accidental locations: Broadway & Weidler at Vancouver, Broadway at Larrabee
48	Rose Quarter	Transportation	Queuing at east end of Steel Bridge back from Multnomah Street
49	Rose Quarter	Transportation	Rose Quarter Transit Center: transit functions are too spread out
50	Rose Quarter	Transportation	Pedestrian management and safety at Rose Quarter TC
51	Rose Quarter	Transportation	Bike/pedestrian: I-5 barrier- limited crossings between Weidler and Lloyd
52	Rose Quarter	Transportation	Freight access to freeway ramps
53	Rose Quarter	Transportation	Improve freight rail speeds through quadrant
54	Rose Quarter	Transportation	Improve future passenger rail speeds through quadrant
55	Rose Quarter	Transportation	Future high speed rail or commuter rail station at Rose Quarter?
56	Rose Quarter	Transportation	Light-rail and Amtrak capacity over Steel Bridge is constrained
57	Rose Quarter	Transportation	Constrained freight rail capacity
58	Rose Quarter	Transportation	Straighten rail "S" curve
59	Rose Quarter	Transportation	Redesign off-ramps from I-5 and I-84 that serve the Rose Quarter and Lloyd District so they feed into the street grid (simplify the intersections with the ramp terminals)
60	Rose Quarter	Transportation	Restore street grid for peds and bikes across I-5 with ped overpasses
61	Rose Quarter	Transportation	Improve ped and bike connections to the river from the Rose Quarter. Current ped and bike connection to Eastbank Esplanade is indirect
62	Rose Quarter	Transportation	Connection between North Portland Willamette Greenway Trail and Sullivan Gulch Trail
63	Rose Quarter	Transportation	The Box: Bike access is challenging and intimidating, especially for inexperienced riders
64	Rose Quarter	Transportation	Need better bike access from Broadway to Flint
65	Rose Quarter	Transportation	Connect Dixon St past Wheeler to Flint
66	Rose Quarter	Transportation	Need to improve transit capacity, safety, and operations at Rose Quarter TC, including consideration of both auto and transit operations
67	Rose Quarter	Transportation	Prep Rose Quarter TC area for more active development
68	Rose Quarter	Transportation	Rail and street access to Dreyfus Storage is an impediment to development
69	Rose Quarter	Transportation	Consider reversing the flow of Vancouver and Williams, with southbound traffic on Williams and northbound traffic on Vancouver
70	Rose Quarter	Transportation	Parking capacity at Rose Quarter
71	Rose Quarter	Transportation	Ensure truck access to Rose Quarter venues

LLOYD DISTRICT (MAP AREAS 6&7)

#	Subarea	Topic Area	Issue Comment
1	Lloyd District	Land Use	Unlock Development Potential in Lloyd: Too many surface parking lots
2	Lloyd District	Land Use	Unlock Development Potential in Lloyd: Urban Design Strategy w/Emphasis Areas Needed

#	Subarea	Topic Area	Issue Comment
3	Lloyd District	Land Use	Unlock Development Potential in Lloyd: Street hierarchy needed to organize development?
4	Lloyd District	Land Use	Unlock Development Potential in Lloyd: Open Space is Deficient, Existing OS is
5	Lloyd District	Land Use	Unlock Development Potential in Lloyd: Food carts? (arguments both for and against)
6	Lloyd District	Land Use	Unlock Development Potential in Lloyd: Land use and development to support Lloyd Green (EcoDistrict Initiative)
7	Lloyd District	Land Use	Unlock Development Potential in Lloyd: Large Property Owners& Large Block Dimensions
8	Lloyd District	Land Use	Unlock Development Potential in Lloyd: Support the Oregon Convention Center with New Adjacent Development
9	Lloyd District	Land Use	Unlock Development Potential in Lloyd: Improve street-level development (Mall and others)
10	Lloyd District	Land Use	More Housing: Jobs Housing Imbalance
11	Lloyd District	Land Use	More Housing: Broader Diversity of Housing
12	Lloyd District	Land Use	More Housing: More Affordable Housing (Concentration of Retail-Wage Jobs)
13	Lloyd District	Land Use	More Housing: Capitalize on Streetcar
14	Lloyd District	Land Use	Public safety & crime concern around Holladay Park
15	Lloyd District	Land Use	NE 21st & Multnomah redevelopment opportunity (Map area 6A)
16	Lloyd District	Land Use	Lloyd Mall is as vibrant as it is because it is not just the mall, including outlying shops- maintain it's vibrancy and health, including their outlying low FAR properties
17	Lloyd District	Land Use	Higher density residential development
18	Lloyd District	Land Use	Maintain opportunity site(s) for HQ Hotel
19	Lloyd District	Land Use	Urban design needs to address sad look of area between Rose Garden and Lloyd Center
20	Lloyd District	Land Use	Preserve portal site for future east/west MAX subway from Lloyd center to Goose Hollow (parking lot between Holladay Park and Lloyd Cinema)
21	Lloyd District	Land Use	Parking issues with new and existing housing. Preserve rights, existing standards for new.
22	Lloyd District	Land Use	Facilitate multi-site permitting/planning for eco-district
23	Lloyd District	Land Use	Holladay Street development = green street approach (Sullivan's Gulch to Lloyd to Rose Quarter)
24	Lloyd District	Land Use	Incorporate Holiday Park hospital planning
25	Lloyd District	Land Use	7th Ave crossing over I-84 for multi-modal
26	Lloyd District	Land Use	Specify: Headquarters Hotel developed for OCC. Support OCC.
27	Lloyd District	Land Use	Consider support services (i.e.. Schools) when looking at restricted development
28	Lloyd District	Land Use	Increased pedestrian (and bike) access across I-5 may relieve parking problem during MC/Rose Quarter events
29	Lloyd District	Land Use	It was suggested to have more food vendors at the parking lot of the Lloyd Theater across the street from Holladay Park. I am very much against food handlers. I think it makes the city cheap looking and takes away from the restaurant people who have to provide seats/tables/ restrooms/ADA etc. I think parking lots full of vendors is terrible- there are so many vacant storefronts and closed restaurants because some of them cannot compete with the street food vendors. I don't see vendors in the Pearl District! So why downtown Portland?
30	Lloyd District	Land Use	Slowly move South to North with zoning to encourage breweries, pubs, dining, hostels and hotels, residential. Make Lower Albina with alleyways (very British or Victoria like) people friendly. Plan for high speed rail after I-5 is moved to an underground configuration after 30 years (I-5 curves to the east to line up with 8th/10th). High speed rail could possibly use the former I-5 land (maybe trains below a eastside park corridor). Plan the subway station now.
31	Lloyd District	Land Use	Food carts: at NE corner of convention center near MAX station
32	Lloyd District	Land Use	No 'there there' in the Lloyd, why would anyone want to build residential development there or even live there?
33	Lloyd District	Land Use	Need to preserve and enhance large event institutions
34	Lloyd District	Land Use	Encourage green streets and shops under I-5, on Multnomah. Create pedestrian friendly environment
35	Lloyd District	Transportation	Bike Boulevard/Cycle Tracks would be good to connect neighborhoods and Lloyd District
36	Lloyd District	Transportation	I-84 traffic is often backed up onto I-5
37	Lloyd District	Transportation	Close Wheeler to I-84 and force those vehicles to MLK / Grand on ramp

#	Subarea	Topic Area	Issue Comment
38	Lloyd District	Transportation	Add an extra lane from I-405 to I-84 Southbound
35	Lloyd District	Transportation	Decouple Broadway/Weidler- it would greatly enhance business as well as make it more accessible for neighbors
36	Lloyd District	Transportation	Northbound queuing on Grand back from Broadway
37	Lloyd District	Transportation	Northbound queuing on Grand in left lanes at Multnomah
38	Lloyd District	Transportation	Accommodating bikes on Lloyd Blvd. at MLK Jr. and Grand
39	Lloyd District	Transportation	Convention center as a bike/ped barrier
40	Lloyd District	Transportation	Queuing at Everett & Grand/MLK at I-84 on ramp
41	Lloyd District	Transportation	Streetcar on MLK/Grand; future TriMet line 6
42	Lloyd District	Transportation	High collision locations on Grand @ Multnomah, Holladay, Wasco
43	Lloyd District	Transportation	Potential 7th Avenue overcrossing - bike/ped/motor vehicle
44	Lloyd District	Transportation	Ensure truck access to convention center
45	Lloyd District	Transportation	Build a full interchange with I-84 at 7th Ave overcrossing to replace ramps at Grand Avenue
46	Lloyd District	Transportation	Improve bike connections to Southeast Portland
47	Lloyd District	Transportation	Unsafe and uncomfortable bike crossing of I-84 along MLK and Grand
48	Lloyd District	Transportation	Too many ramps from I-84 to I-5 and the Rose Quarter. Eliminate Steel Bridge off ramp
49	Lloyd District	Transportation	High ped collisions on Multnomah
50	Lloyd District	Transportation	Improve overcrossing at 12th for bikes - no bike lanes on overcrossing make it unsafe and uncomfortable for bikes
51	Lloyd District	Transportation	Southbound left onto NE Irving at 12th - backups
52	Lloyd District	Transportation	I-84 off-ramp queuing at Lloyd Blvd
53	Lloyd District	Transportation	Lloyd Center is a barrier for bikes and peds
54	Lloyd District	Transportation	Eastbound bike lane on Multnomah ends to early prior to 21st Ave
55	Lloyd District	Transportation	Lloyd Blvd intersections unsafe for peds and bikes, particularly bike connection between Lloyd and 12th
56	Lloyd District	Transportation	Protect parking permit programs
57	Lloyd District	Transportation	Too much surface parking
58	Lloyd District	Transportation	Would like a bike/ped path along I-84 on north side of Sullivan's Gulch
59	Lloyd District	Transportation	Recognize historical residential uses and protect parking

FREEWAYS (I-84 and I-5)

#	Subarea	Topic Area	Issue Comment
1	Freeways	Transportation	I-5: Closely spaces ramps- consider removing some I-5 ramps to reduce access
2	Freeways	Transportation	I-5: Weaving from I-84 to Weidler northbound
3	Freeways	Transportation	I-5: Weaving from Wheeler to I-84 southbound
4	Freeways	Transportation	I-5: South of Weidler (I-84 to Weidler NB) worst weave due to high volume
5	Freeways	Transportation	I-5: High collisions due to weaving
6	Freeways	Transportation	I-5: Event access via Broadway/Weidler ramps
7	Freeways	Transportation	I-5: High incidence of rear end crashes
8	Freeways	Transportation	I-5: Southbound at I-84 eastbound ramp- backs up onto I-5 mainline
9	Freeways	Transportation	I-5: Freight impacts from lack of reliable travel times
10	Freeways	Transportation	I-5: Address 2 lane section on I-5 southbound, consider adding a lane up to I-84 exit
11	Freeways	Transportation	I-5: Decouple Broadway and Weidler
12	Freeways	Transportation	I-5: Reconfigure northbound off-ramp to Weidler - dangerous to peds and bikes
13	Freeways	Transportation	I-84: Highest collisions westbound east of Lloyd center off-ramp
14	Freeways	Transportation	I-84: Westbound weaving and queuing
15	Freeways	Transportation	I-84: Westbound off-ramp at Lloyd Blvd - seasonal queuing back onto freeway
16	Freeways	Transportation	I-84: Freight impacts from lack of reliable travel times
17	Freeways	Transportation	I-84: No safe and comfortable bike crossings of I-84

Simplified "We Are Here" Timeline for SAC#4 Meeting

We Are Here

Dates	**Sept-Nov 2010**		**Nov 2010-Jan 2011**				**Feb-May 2011**			**May-Aug 2011**			**Sept-Dec 2011**	
Phase	Existing Conditions		Goals, Scope, Issues				Developing Preliminary Concepts			Preferred Concept			Quadrant & Freeway Plans	
SAC Meetings	#1 9/16	#2 10/11	#3 12/9		**#4 1/20**		**#5 3/10**	#6 April	#7 May	#8 June	#9 July	#10 Aug	#11 Sept	#12 Nov
Sub-Committees	-		Tran #1 12/1	LU #1 12/2	~~Tran #2 1/5~~	~~LU #2 1/6~~	**LU/UD/LT Charrette & SC Mtgs Feb**	Freeway Integration Workshop March/April	LU & Trans	As needed			As needed	
Events	Walks 9/25 & 9/29		Open House #1 11/15				Public Event #2 May			Public Event #3 July			Public Event #4 Nov	

FEBRUARY AND MARCH DATES TENTATIVE

Subcommittee Meetings	**LU/Tran #2 (Joint) Feb 9**	**LU/Tran #3 (Joint) Mar 2**
Charrette/ Workshop	**Feb. 22-23**	

N/NE Quadrant Project

Proposed Concept Development Process Overview and Phase I Scope

Purpose and Overview

The N/NE Quadrant and I-5 Broadway/Weidler Plans process just completed the review of existing conditions and will establish goals to guide the planning process shortly. The project team has also collected input from a variety of sources to identify issues, opportunities, and constraints within the planning area. The next phase will be to translate these into preliminary alternative concepts for public review and discussion. Following public review and refinement, a recommended preferred concept will be developed.

This document outlines the proposed phased and iterative process for generating concept alternatives. The work will take place in four phases:

- Phase I will generate preliminary land use, urban design, and local transportation concepts.
- Phase II will generate preliminary freeway improvement concepts and integrate them with the land use, urban design, and local transportation concepts developed in Phase I.
- Phase III will allow for broad public review and refinement of the preliminary concepts.
- Phase IV will evaluate the concept alternatives and determine a preferred concept that will ultimately guide the development of recommended policy changes and actions for consideration by decision-makers.

Summary of Proposed Process to Develop Concept Alternatives

Phase	Description	Events	Timeline
I	Develop Preliminary Land Use/Urban Design/Local Transportation Concepts	Subcommittee Mtgs; Charrette	Jan – March 2011
II	Develop Preliminary Freeway Concepts and integrate with Land Use/Urban Design/Local Transportation Concepts	Subcommittee Mtgs; Charrette	March – May 2011
III	Public review & refinement of Preliminary N/NE Quadrant and I-5 Concept Alternatives	Public Workshop	May – June 2011
IV	Evaluate Preliminary Concept Alternatives and develop a recommended Preferred Concept	TBD	June – Oct. 2011

Phase I: Develop Preliminary Land Use, Urban Design, and Local Transportation Concepts

Process and Structure

Phase I will create preliminary land use, urban design, and local transportation (LU/UD/LT) concepts. The products generated in this phase will address project goals and issues identified in the planning process to-date and will inform the work that will occur in Phase II.

The process of generating land use, urban design and local transportation concept alternatives will consist of three primary steps: 1) assembling information and input; 2) generating preliminary concept alternatives (charrette); and 3) review and comment on preliminary concepts. These steps are outlined below.

Step 1: Assemble Information and Gather Additional Input (January - Mid-February)

In this stage, staff and the consultant will assemble a **Workbook** containing background documents, policies, maps and data, and information generated by the SAC and subcommittees, such as the Project Goals and Issues, Opportunities and Constraints Report. The workbook will be used to inform the development of concept alternatives during the charrette. In addition, project staff will solicit additional input through the following:

Subcommittee Meeting: Staff will meet with the land use and transportation subcommittees in a joint meeting to review existing information and the Workbook, gather ideas and elicit input that will assist in the development of the System Concept Maps (see the "Work Products" section, below).

Property Owner/Stakeholder Interviews: In preparation for the charrette, staff will hold a series of focused interviews with a representative cross-section of property owners and stakeholders to discuss their needs, concerns and potential development plans that could inform concept development. This will include interests/stakeholders that do not have representation on the SAC and/or have not participated directly in the process so far. Please let the project team know if you would like to be interviewed or if you have ideas about specific stakeholders that should be contacted.

Step 2: Generate Preliminary Concept Alternatives - 2-Day "Charrette" (Late February)

This stage will consist of a focused intensive 2-Day effort by project staff and consultants resulting in Preliminary North/Northeast Quadrant System Concept Maps (see "Work Products" section below):

Day One:

- Morning Session: Project staff and consultants review and synthesize information gathered to-date. Community comment period at end.
- Afternoon Session: Project staff and consultants work to generate concept alternatives. Community comment period at end.
- SAC, subcommittee members, and other stakeholders will be invited to observe the charrette activities and comment during designated times.

Day Two:

- Morning Session: Project staff and consultants refine concept alternatives.
- Afternoon Session: Project staff and consultants present charrette products. SAC, subcommittee members and other stakeholders are encouraged to attend the presentation and participate in the discussion.

Step 3: Review and Comment on Preliminary Concepts (Early March)

Following the charrette, additional input will be solicited from the subcommittees and SAC on the preliminary concept alternatives. Those meeting will also set the stage for the development of freeway alternatives and the land use-transportation integration that will occur in Phase II.

Phase I Work Products

A Series of **N/NE Quadrant System Concept Maps** will be developed. Below is a preliminary list:

A. Local Transportation System: street hierarchy/diversity**,** modes**,** transit

B. Open Space and Parks: types and function, trails, habitat, riverfront

C. Sustainability/Eco-Districts: storm and waste water, district energy, solar orientation

D. Use Clusters: employment/industrial, residential, event/entertainment, retail

E. Urban Form: height, bulk, views

Phase II: Develop Freeway Concepts and integrate with Phase I Land Use/Urban Design/Local Transportation Concepts

A proposed schedule and scope for Phase II will be presented at the March SAC meeting. The scope of the Phase II charrette will be to develop preliminary freeway concept alternatives for possible reconfigurations of the Broadway/Weidler Interchange and other freeway overcrossings and integrate them with the LU/UD/LT concepts developed during Phase I.

N/NE Quadrant and I-5 Broadway/Weidler Plans

December 9, 2010 SAC Meeting # 3 Draft Agenda
NEW LOCATION: Calaroga Terrace
1400 NE Second Avenue, Portland, OR 97232, (503) 234-8271

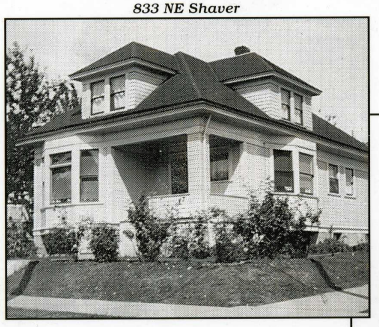
Time	Min	Item	Lead(s)
5:00	30	Informal Discussion and Meal	Staff
5:30	40	A) Welcome (2) B) First Time Attending, Member Introduction: Name, Affiliation, Hopes for Process (2) C) Process Overview and Meeting Purpose (Draft Project Goals) (2) D) Follow-up from last meeting: 1) Staff (5) 2) History Preservation Follow-Up: (10) 3) Posting of Prior Studies (2) E) Approval of Minutes (2) F) Public Involvement Update (5) G) Land Use Subcommittee Update (5) H) Transportation Subcommittee Update (5)	Lloyd and Gary Sam Sam Staff Nicholas Starin and Cathy Galbraith Sam Stephanie Lloyd, Steve and Karl Gary, Todd and Mauricio
6:10	50	Group Discussion: Work Scope and Assumptions	Sam
7:00	10	Break	Staff
7:10	50	Group Discussion: Project Goals	Sam
8:00	10	Public Comment	Sam
8:10	20	Next Steps ○ Status of Subcommittee Structure (10) ○ Finalize Collaboration Principles (5) ○ Issues, Opportunities, Constraints (5)	Sam
8:30	0	Adjourn	

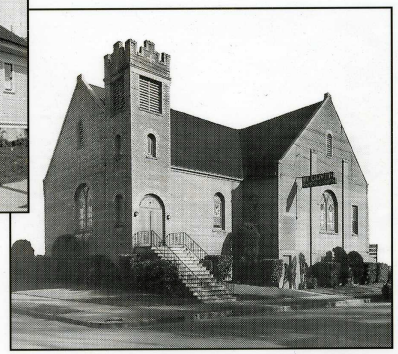
CORNERSTONES OF COMMUNITY:

BUILDINGS OF PORTLAND'S AFRICAN AMERICAN HISTORY

Revised & Expanded

Rutherford Home - 1920
833 NE Shaver





Mt Olivet Baptist Church - 1961
NE 1st & Schuyler St

Bosco-Milligan Foundation
Architectural Heritage Center
1997

Bosco-Milligan Foundation

Architectural Heritage Center

701 SE Grand Avenue

Portland, OR 97214

503.231.7264

Info@VisitAHC.org

www.VisitAHC.org

Architectural HERITAGE CENTER

Resources & Inspiration for Historic Preservation

Buildings of Portland's African American History

1997 Index – (Revised December 2010)

Key:

Year: Address verified in Portland City Directories for listed years (not necessarily the only years of residency)
Old Address: City address system changed in 1933, no new address available if building no longer there in 1933

FC: Field check ✔ **Building Standing**
✘ **Building Gone**

Ref: Specific source of information
Oral: Information provided by interviews with community residents and by program participants, 1995-97

Reference:

Dir:	*Portland City Directories*
KM:	*The History of Portland's African American Community*, Kimberly Moreland
PP:	*A Peculiar Paradise*, Elizabeth McLagan
Adv:	*The Advocate Newspaper*
Oj:	*The Oregon Journal*
Or:	*The Oregonian*
Obs:	*The Portland Observer*
PO:	*The People's Observer*
R.Esq66:	*Royal Esquire Blue Book*, 1966
NAACP:	*NAACP Program 1953*
NW Clar:	*NW Clarion Newspaper*
Urb.Lg.:	*Urban League Literature*
ConRev:	*Consumer Review*, 1958
And:	*Black Pioneers of the Northwest*, Martha Anderson
Sk:	*Skanner Newspaper*
WW:	*Willamette Week*
Misc Pub:	*All other references, such as Railroad & Church Directories, Event Brochures, etc.*

1919

REALTY MEN INTEND TO STOP SALES TO NEGROES, ORIENTALS

Property Values Said to Drop With Influx of Any but White Residents.

Members of the Portland Realty board will not be permitted to sell property in white residence districts of this city to colored people or orientals if a proposed amendment to the code of ethics governing the board carries at the regular meeting Friday noon. The meeting will be held in the Crystal room of the Benson hotel at 12:15 p. m.

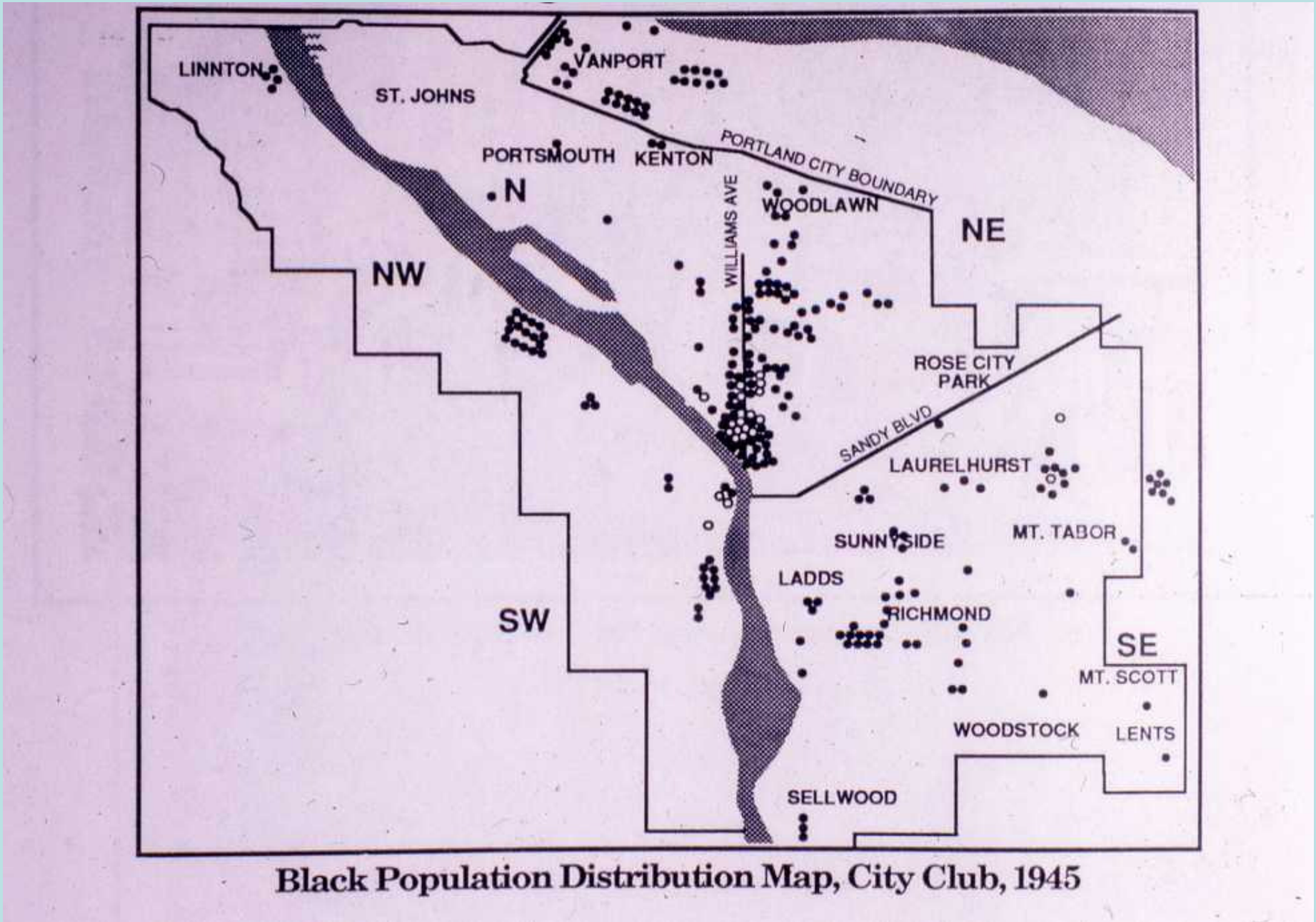
The proposed amendment was recommended by the executive committee of the board and was read at the last meeting. Realty men are adopting this rule because of the depreciation in property values which they say follows an influx of 'colored' or oriental population to any residence district, and not because of any prejudice against members of these races.

Frederick Coan, D. D., a missionary from Armenia, will be the principal speaker. Dr. Coan was born in Asia Minor and has lived until recently in Armenia. He was an eye witness to many atrocities perpetrated by the Turks on the native population.

W. B. Shively, chairman of the legal committee, will explain: "Where a tenant vacates and abandons leased premises, may the landlord take possession thereof and still hold the tenant to the terms of the written lease; and under the same circumstances, may the landlord re-let the premises to another and not thereby release the tenant from further obligation to pay rent?"

Harry G. Beckwith will be chairman

57247



Black Population Distribution Map, City Club, 1945



1926



I-5 Construction near Broadway-Weidler ("The Box"), 1962

Bosco-Milligan Foundation

Cornerstones of Community
Portland's African American History
Extant Buildings in the Central N/NE Quadrant

CENTRAL CITY 2035

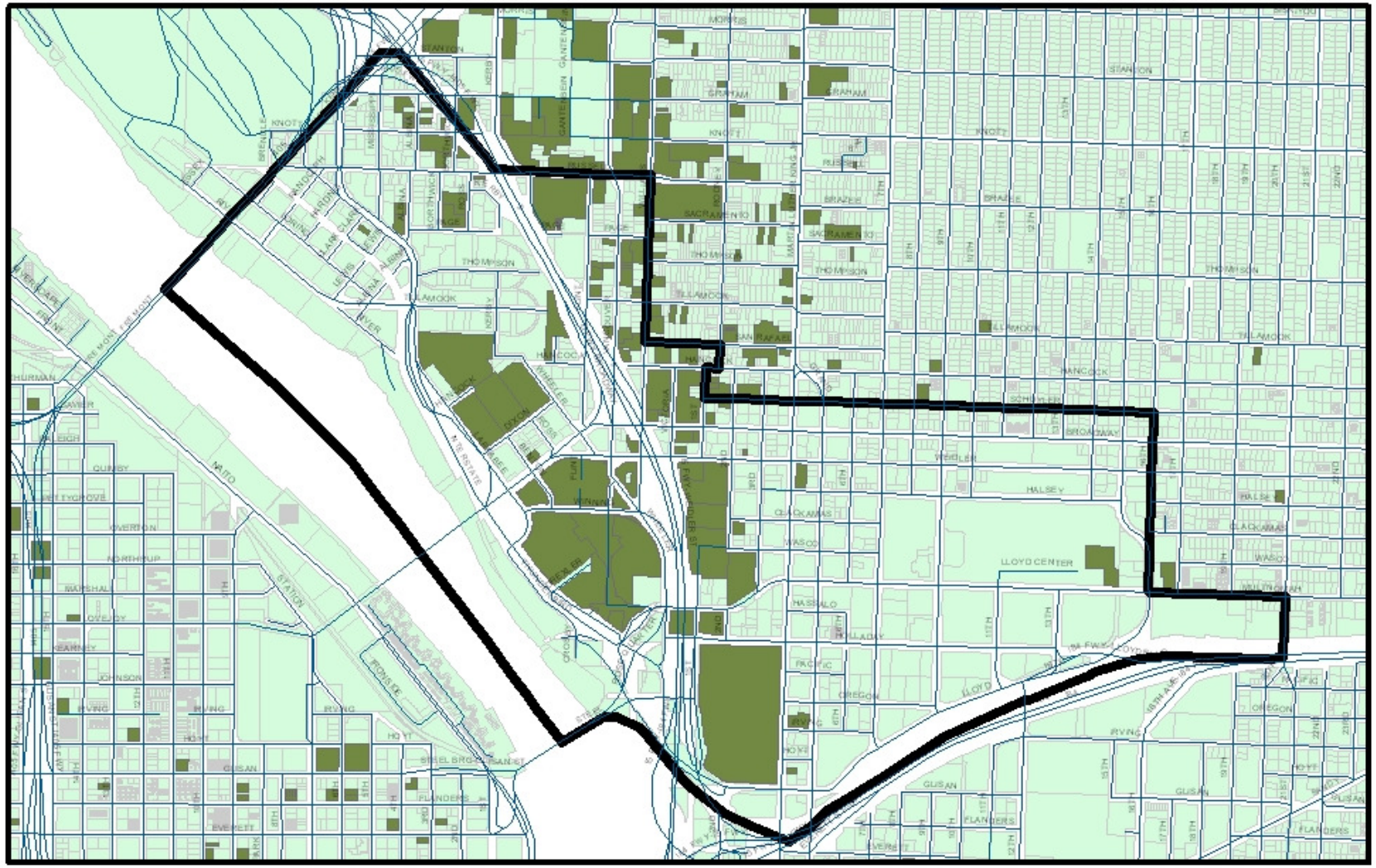
N/NE QUADRANT

Cornerstones Demo Pre-1998

Portland Taxlots

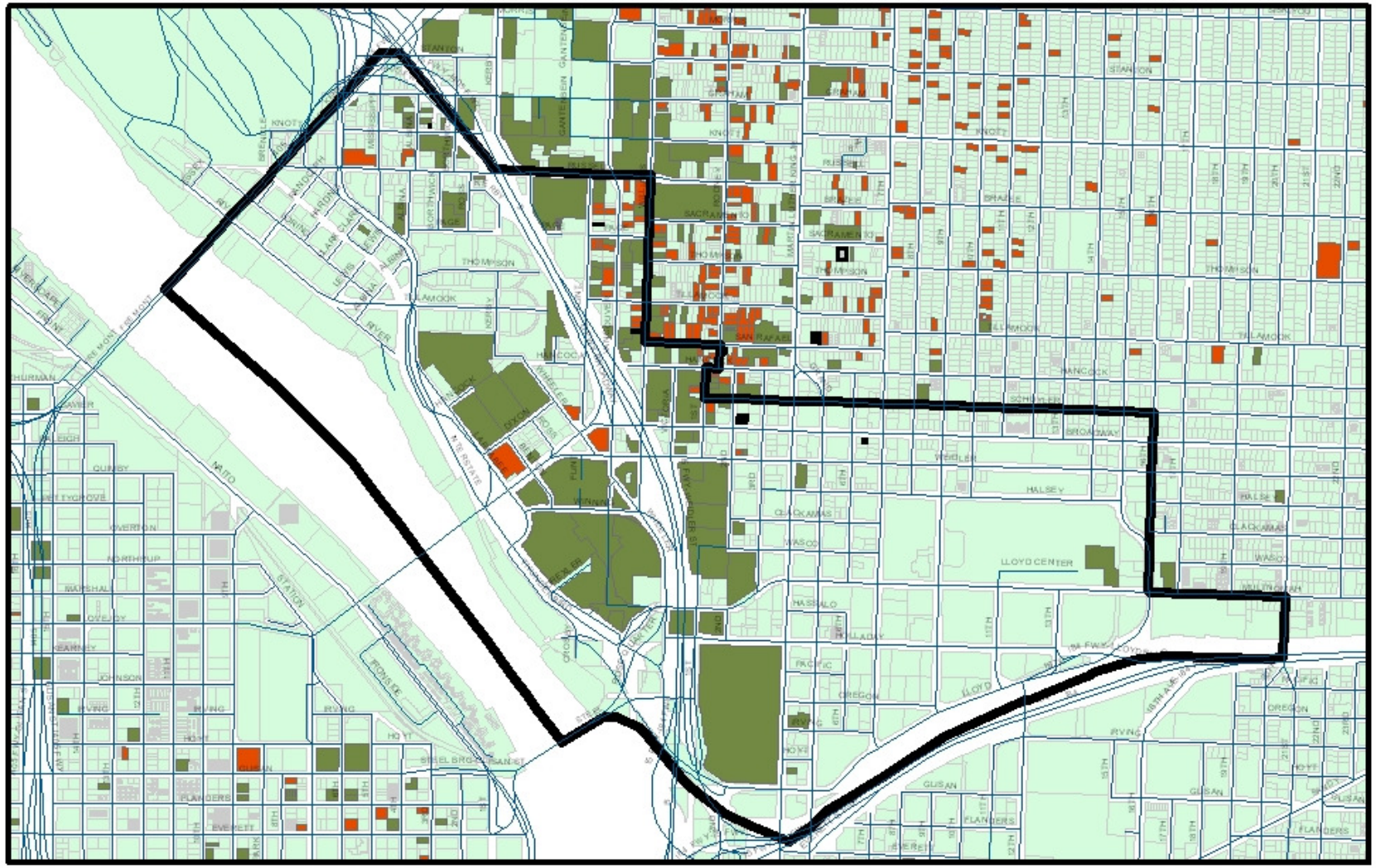
December 2010

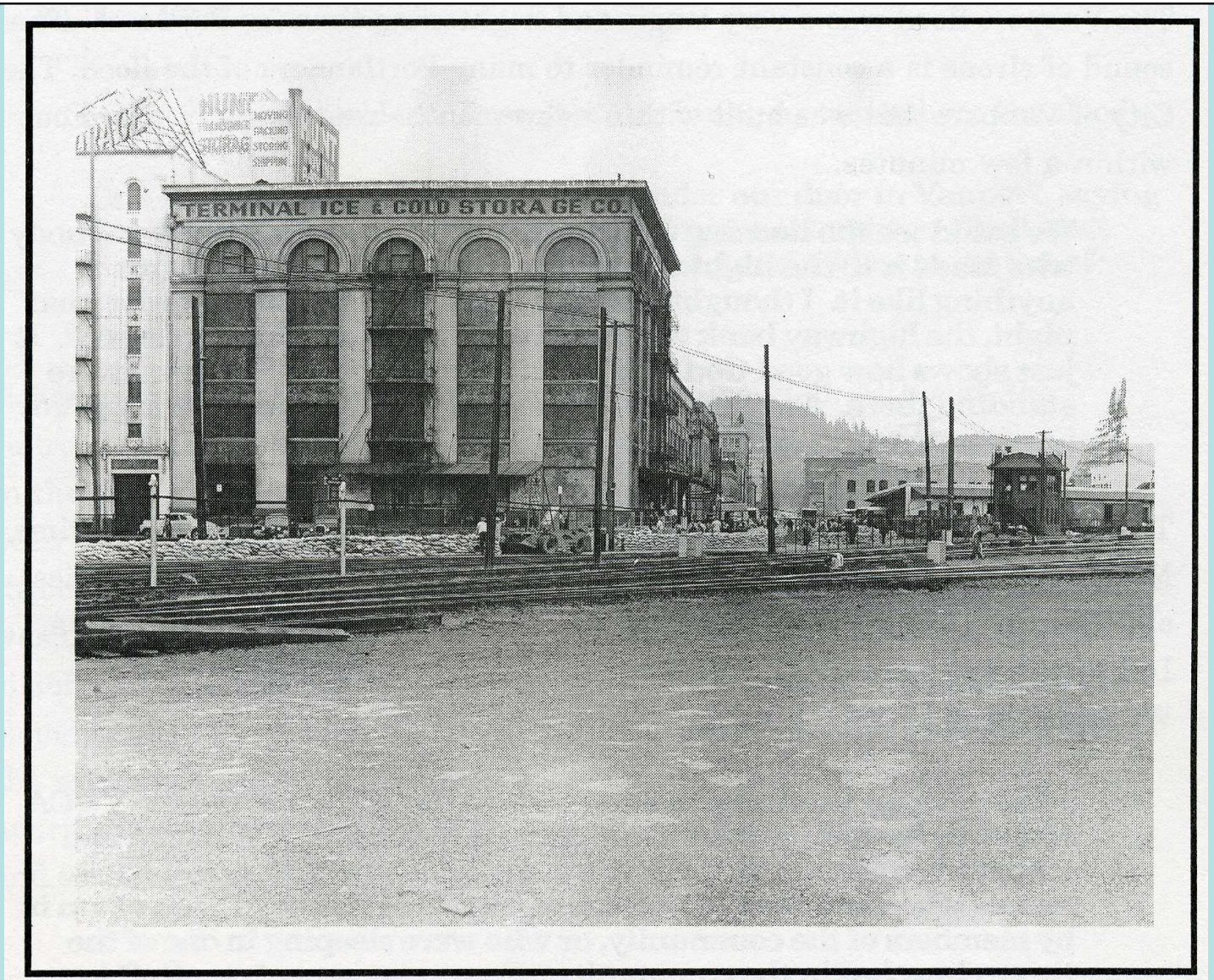
0 500 1,000 2,000 Feet



Bosco-Milligan Foundation

Cornerstones of Community
Portland's African American History
Extant Buildings in the Central N/NE Quadrant



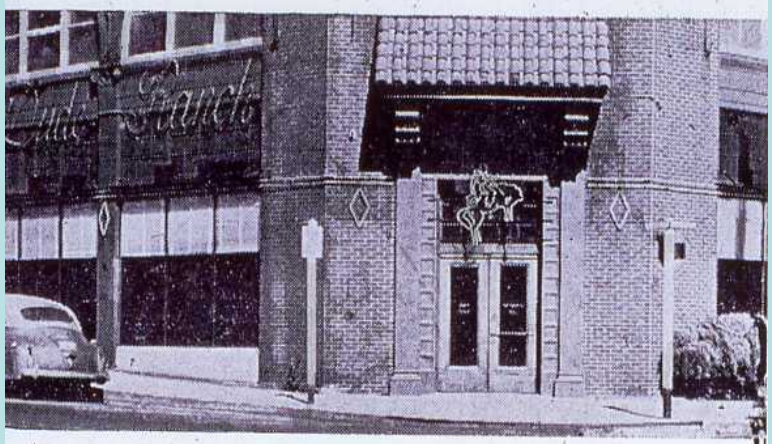


Portland Cold Storage – N Broadway



The Dude Ranch now The Left Bank - 240 N Broadway

"Every Day is a Holiday" . . . at



The DUDE RANCH

"Pleasure Spot of the West"

Dining — Dancing — Entertainment

BAR SERVICE

SPECIAL FEATURE NIGHTLY

The Red Callender Trio

Dance Music by BANJOSKI and His Sextet

Open 8 p. m. until 2:30. Closed Every Wednesday

240 N. BROADWAY

PORTLAND 12, OREGON



Pat Patterson (right)



Demolished – 2310 N Flint – Otis Cain



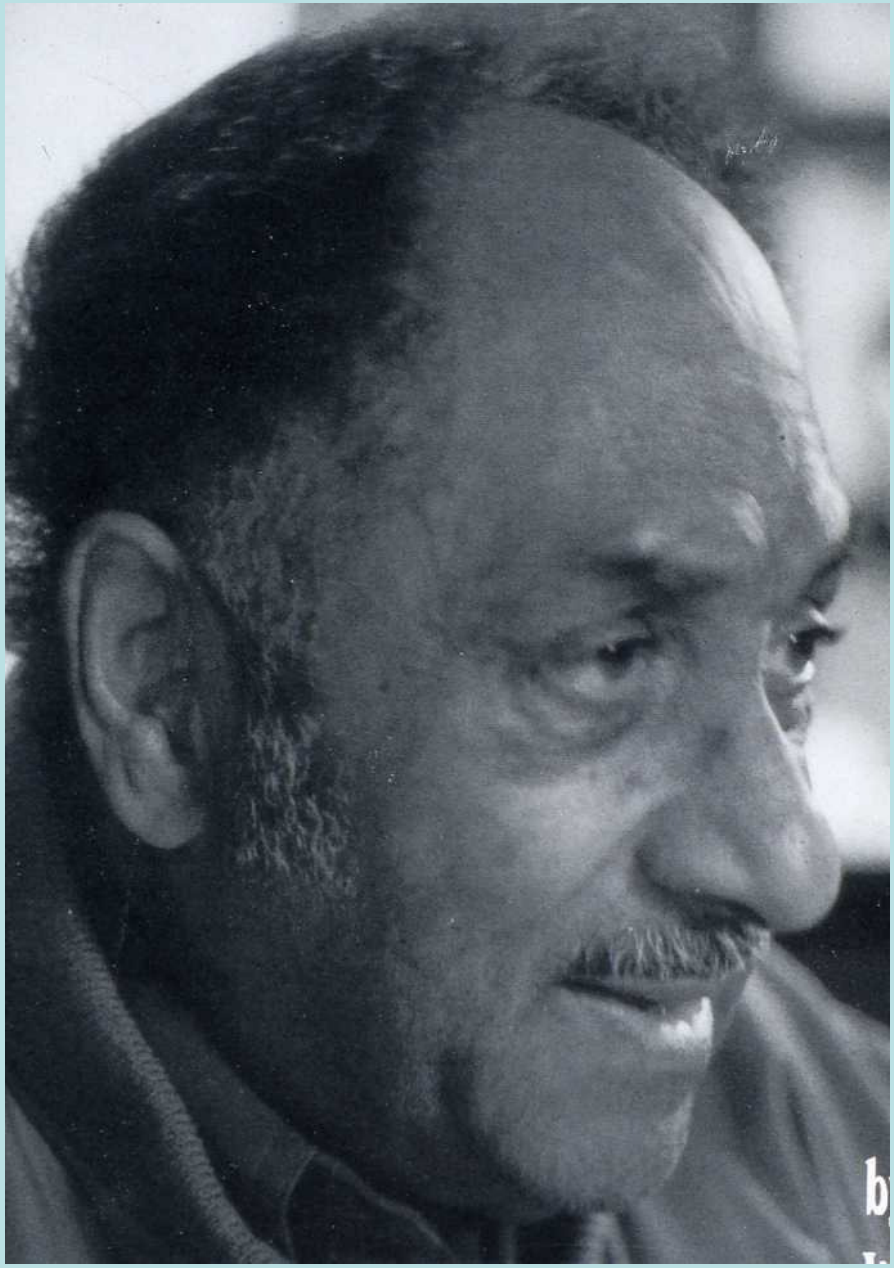
Demolished – 2017 N Williams – Blue Ribbon Café – Bill McClendon, McKinley Burt

Robert & Mary Bird

Blue Ribbon Café

2017 N Williams (Demolished)





Bill McClendon

2017 N Williams - Demolished

1803 NE 1st



Demolished – 1712 NE 2nd – Charlie Garrett



2404 N Flint – Worthy Bridges & Walter Callison



2107 N Vancouver – Beatrice Mott Reed & Mott Sisters Style Salon



Beatrice Mott Reed

2107 N Vancouver



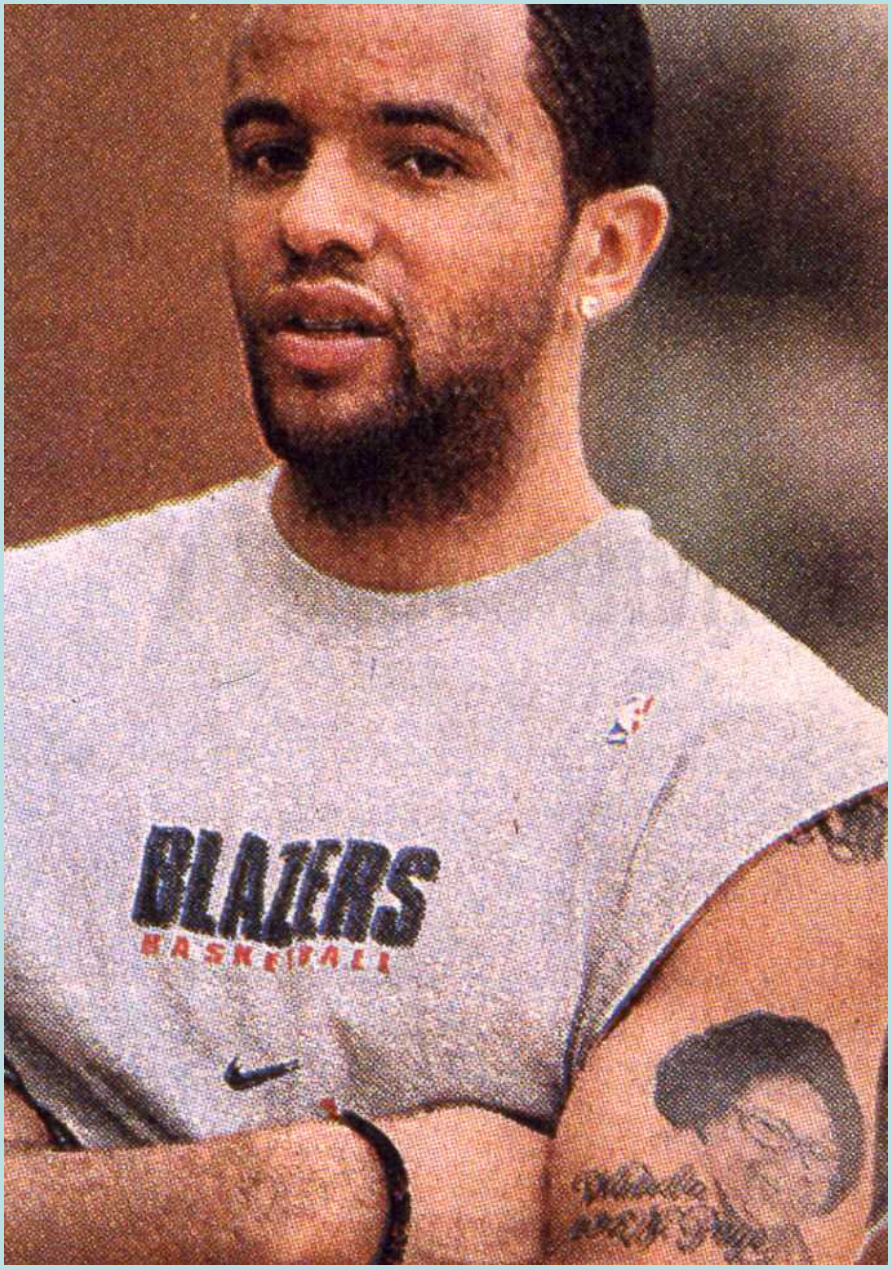
2316 N Vancouver – Otha & Della Warren



2405 N Vancouver – L.C. and Gladys Mickles



236 N Page - Mrs. Wanda Matthews Stoudamire Family



Damon Stoudamire

236 N Page



201-203 NE Weidler

Triplett, Jackson, Brown Families

Edgar & Clara Triplett

201-203 NE Weidler



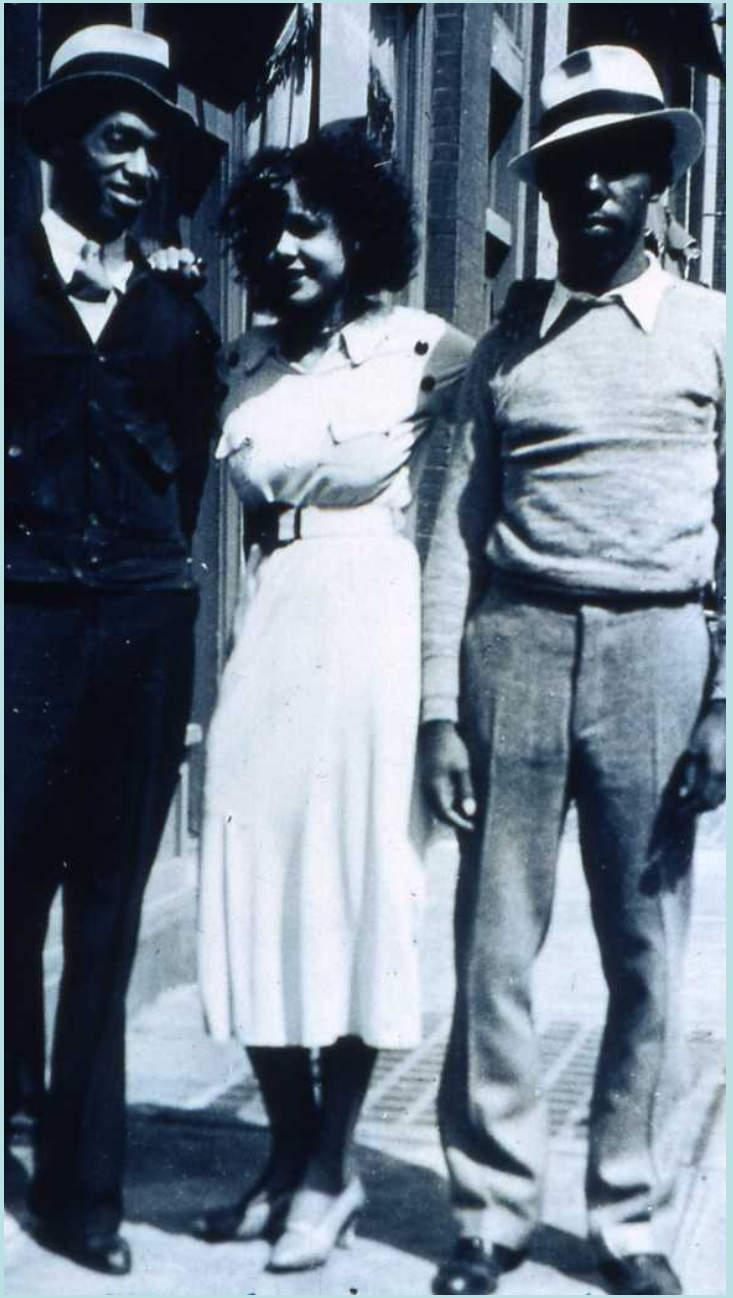


211- 213 NE Weidler

Webb, Raiford, Harrison, Wilson Families

Olandus Webb (right)

211-213 NE Weidler





YWCA/Billy Webb Elks Lodge – 6 N Tillamook

IN LOVING MEMORY OF

THE LATE

BILLY WEBB

A gentleman, master of music, respected and loved by a



Crossing The Bar

Sunset and evening star

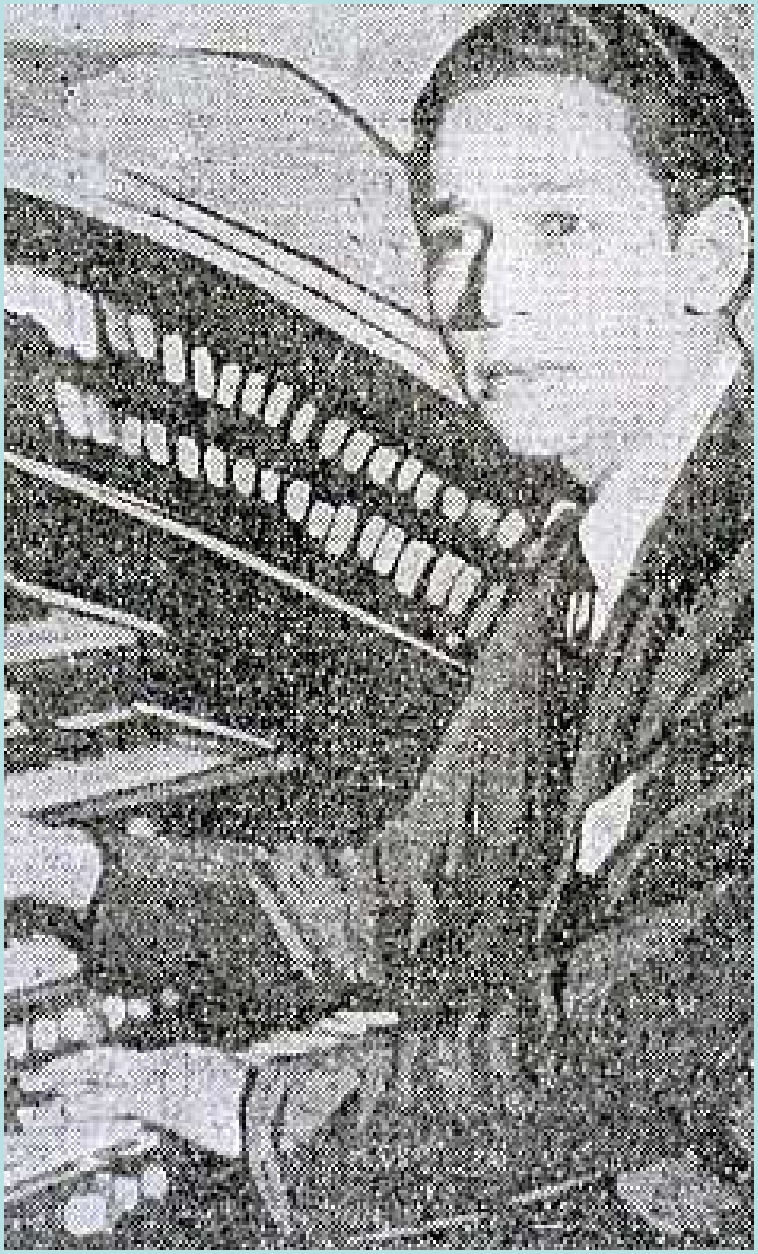


2008 N Williams – Clara (Bell) & Sherman Pickett, Dr. Hugh Bell, Henri Le Bel



Dr. Hugh Bell

2008 N Williams



Henri Le Bel

2008 N Williams

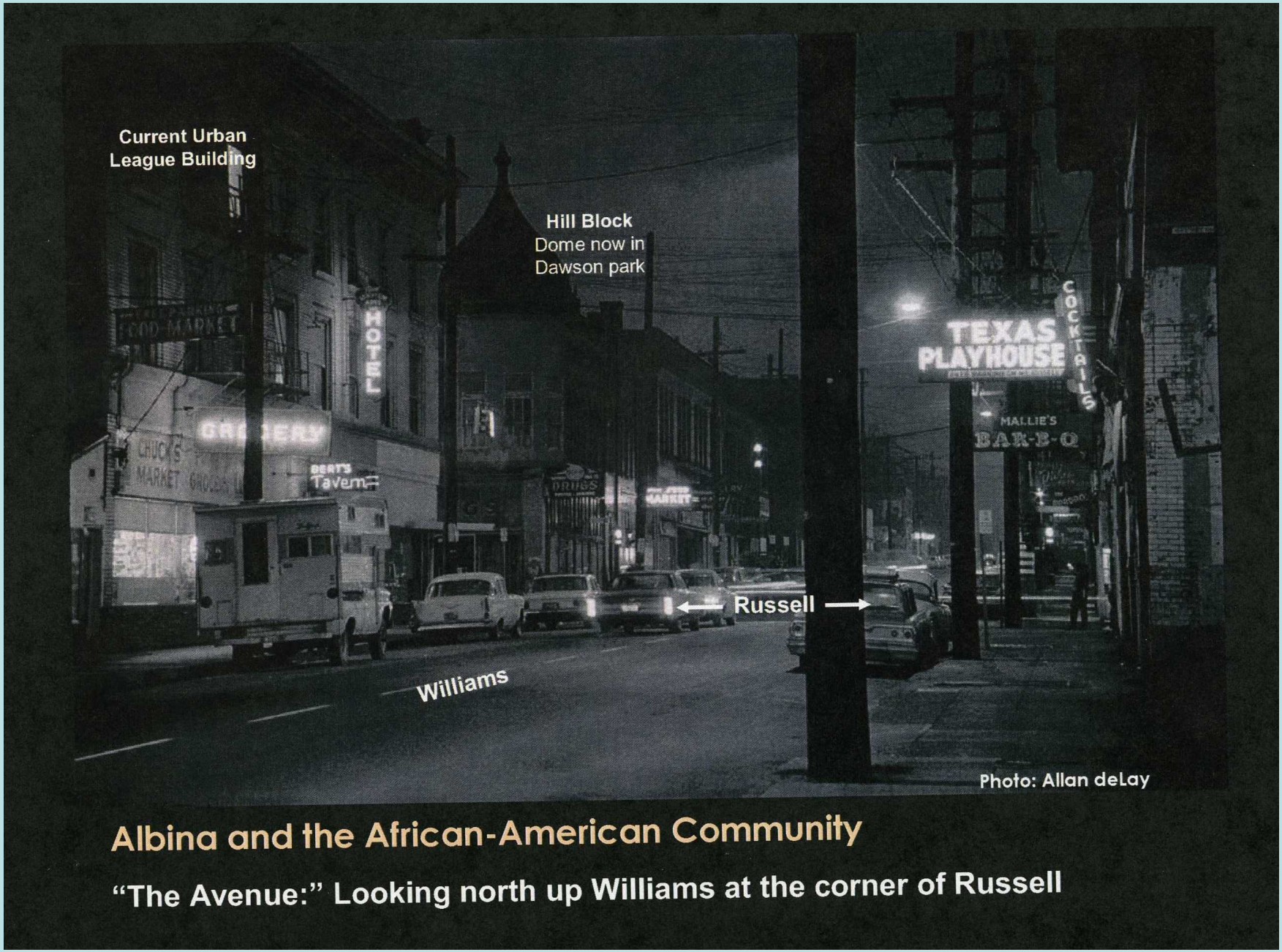


2027 N Williams – Wasson & Banister Families

James Wasson

2027 N Williams





Albina and the African-American Community

"The Avenue:" Looking north up Williams at the corner of Russell



Urban League & site of Hill Block – N Williams & Russell



Citizens Fountain Lunch



103 NE Sacramento

James & Carrie Ingersoll

Henry Myles Family

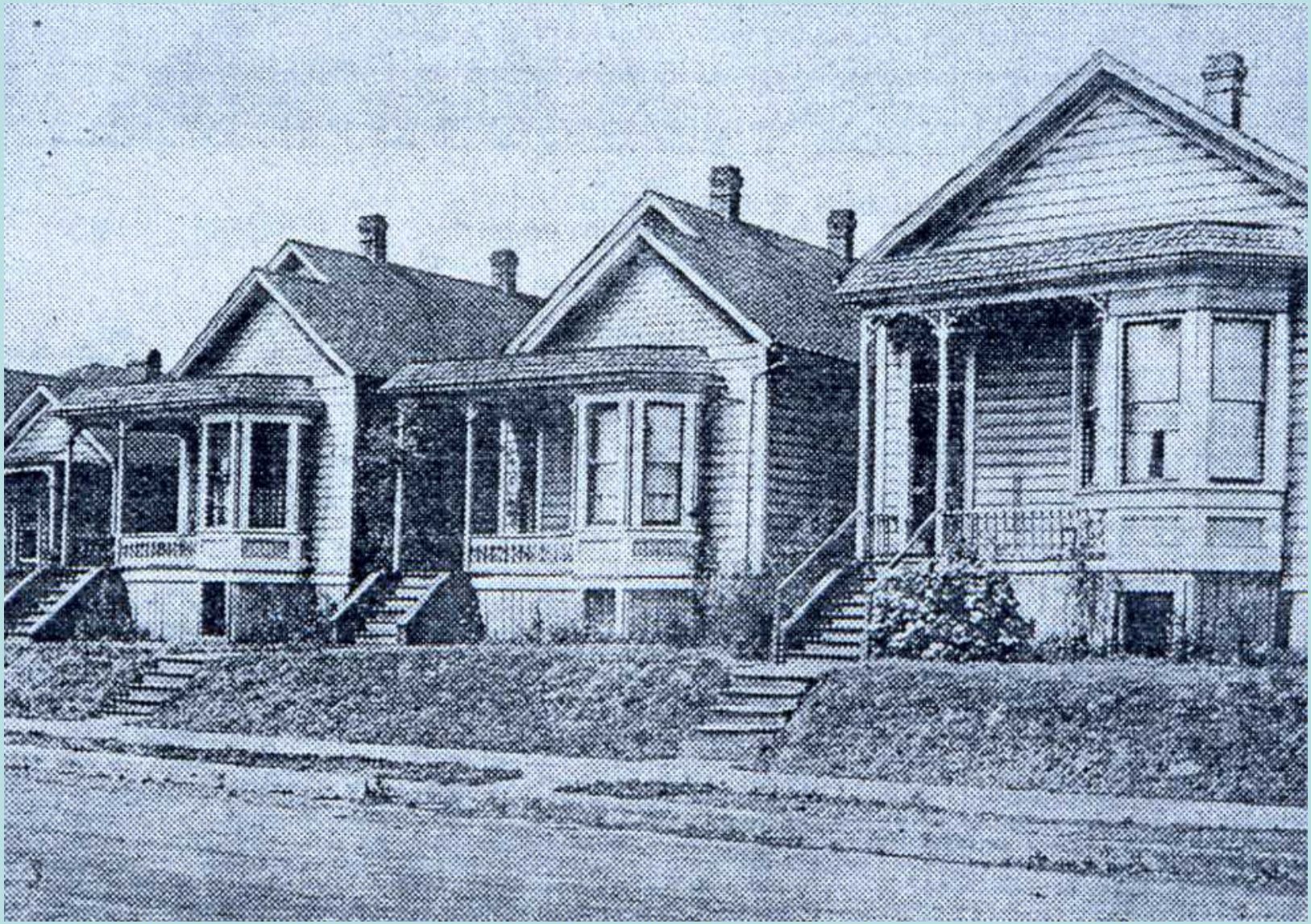


Jessie & Carrie Ingersoll

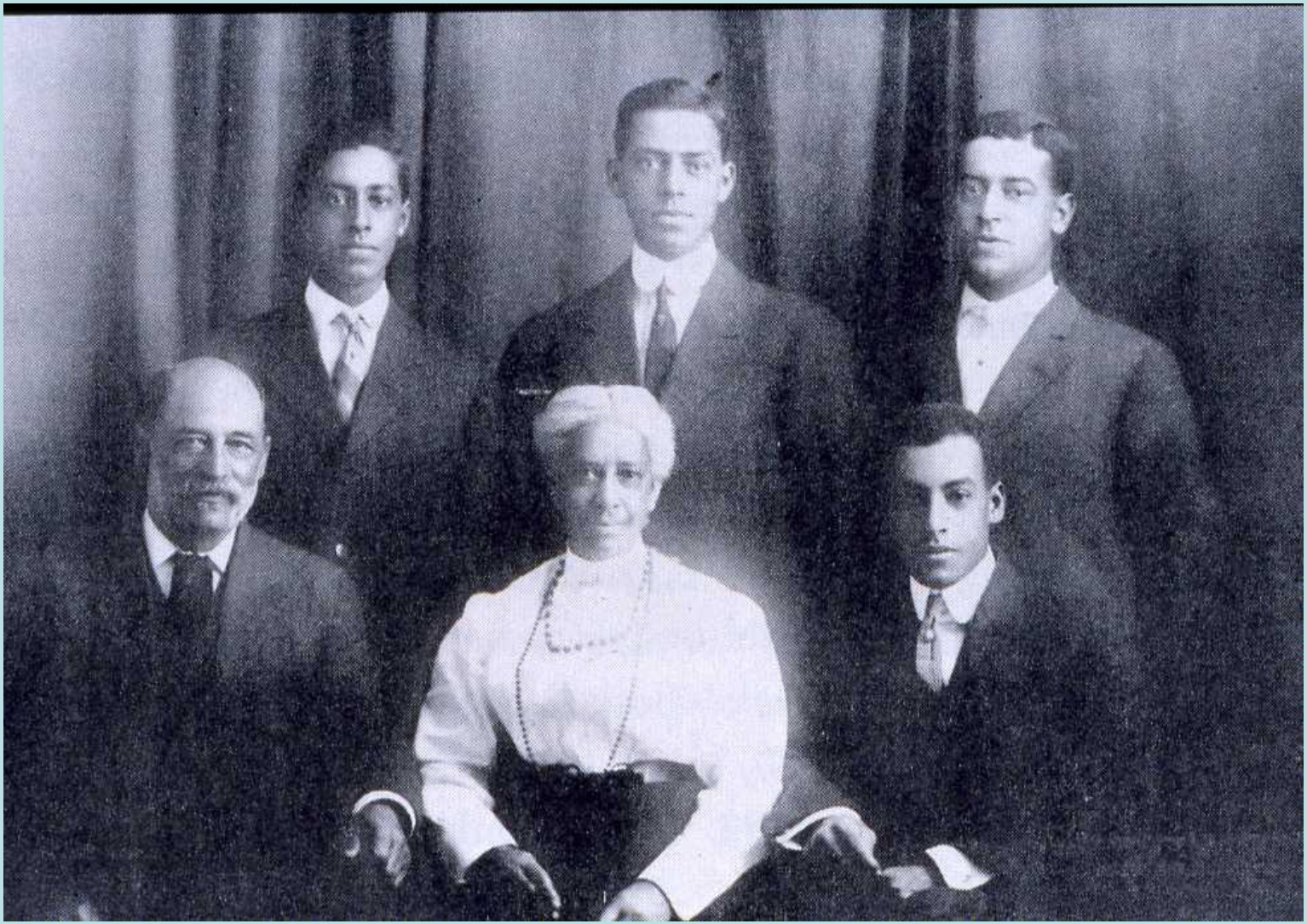
“Up-to-Date” Cleaners – Union Avenue

(Demolished)

103 NE Sacramento - Home



Flowers Family Houses – 1745-1815 NE 1st



Allen & Louisa Flowers – 1745-1815 NE 1st



Josephine Powers

Powers Grocery Store

Flowers & Bland Families

1803 NE 1st



John and Pauline Bradford – Flowers Family – 1745 NE 1st



1803 NE 1st – Flowers Family, Bill McClendon, Powers Family

First Street Inn (Walter Brooks)



1811 NE 1st – Flowers, Porter, Holmes Families



Mt. Olivet Baptist Church – NE 1st & Schuyler



Rev. James Anderson

Mt. Olivet Baptist Church



Rev. John Jackson

Mt. Olivet Baptist Church



77 NE Hancock – Walter Brooks

Walter Brooks

77 NE Hancock

First Street Inn – 1803 NE 1st



110 NE Hancock

Booker and Sarah Cason





Booker & Sarah Cason - 110 NE Hancock



116 NE Hancock

Shine, Sims, Lacey Families

207 NE Hancock

Robert & Jean Dillard





121 NE Hancock

Benjamin & Rosemary Dean

Dale Smith



213-215 NE Hancock – Dean's Barber Shop & Beauty Salon

Rosemary & Benjamin Dean

121 & 213-215 NE Hancock



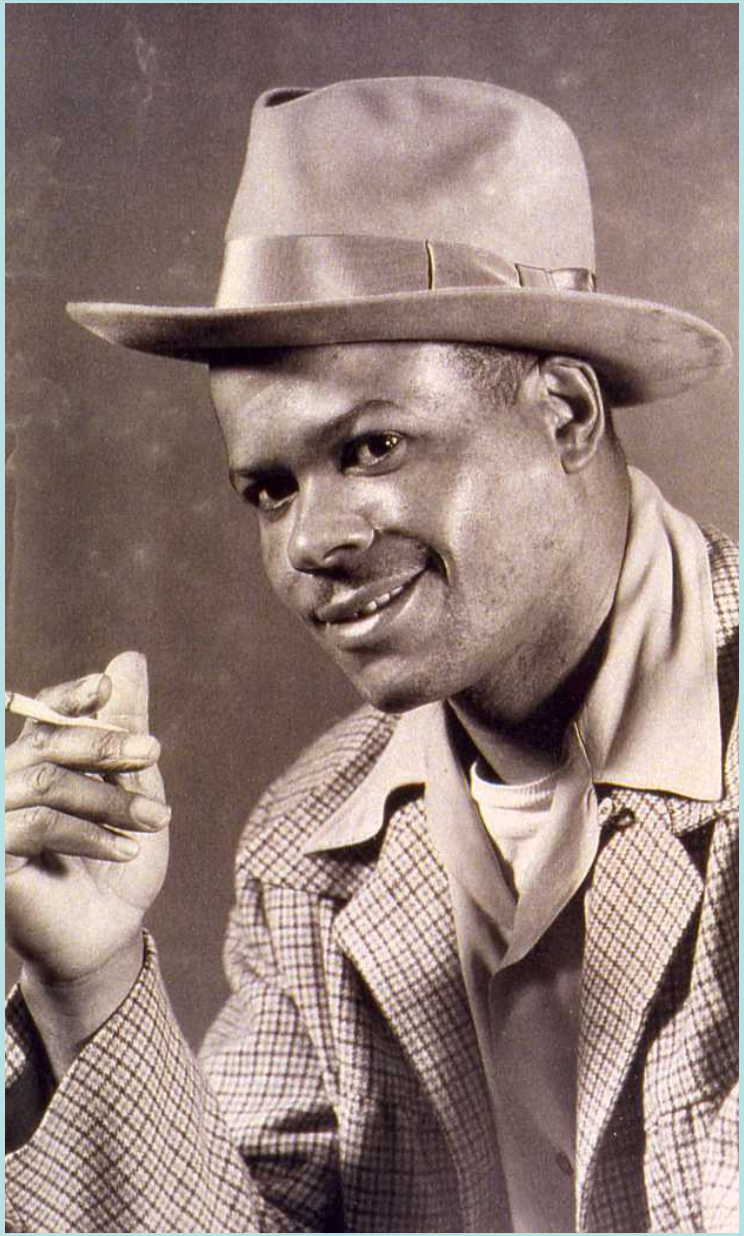


31 NE San Rafael

Andrew Johnson

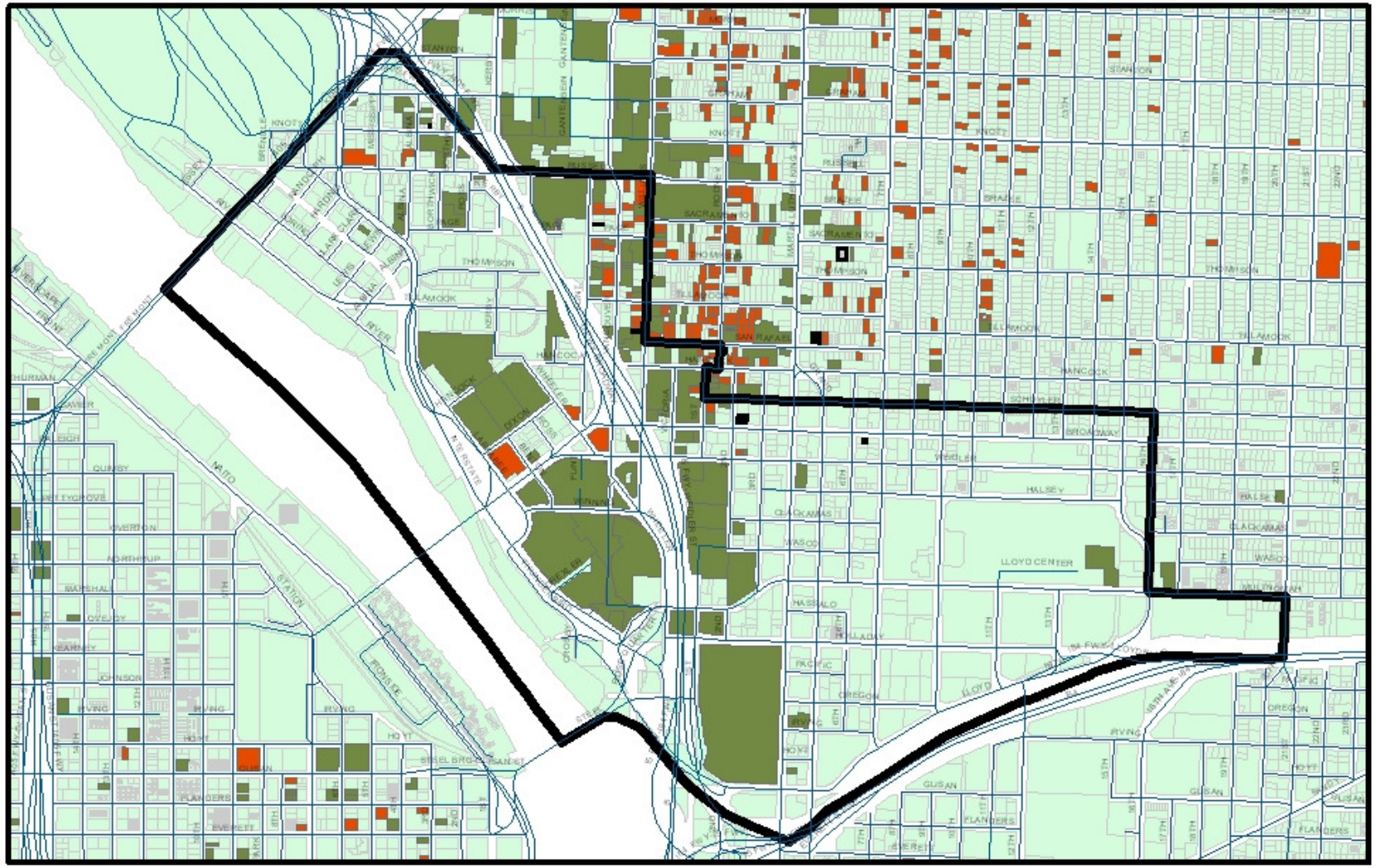
Andrew Johnson

31 NE San Rafael



Bosco-Milligan Foundation

Cornerstones of Community
Portland's African American History
Extant Buildings in the Central N/NE Quadrant



N/NE Quadrant and I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting # 2 Minutes
October 14th, 2010 5:00-8:30pm
ODOT Region 1, 123 NW Flanders, Conf Room A&B, 1st Floor

ATTENDANCE

Voting Members

Representative	Interest	Organization	Present
Matt Arnold	Trans: Bicycle	Bicycle Advisory Committee	**Y**
Wynn Avocette	At-large		**Y**
Bernie Bottomly	Business Org: Regional Access	PBA Transportation Committee	**N**
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	**Y**
Carolyn Briggs	Trans: Pedestrian	Pedestrian Advisory Committee	**Y**
Daniel Deutsch	Small Developer	Alora Development	**Y**
Marie Dodds	Trans: Auto	AAA	**N**
Gary Eichman	Trans: Freight	Portland Freight Committee	**Y**
Will Elder	Neighborhood Assoc.	Sullivan's Gulch NA	**Y**
Dean Gisvold	Neighborhood Assoc.	Irvington NA	**N**
Cynthia Carmina Gomez	Environmental Justice / Economic Equity	Latino Network	**N**
Heidi Guenin	Community Health	Upstream Public Health	**Y**
Damien Hall	At-large		**Y**
Sean Hubert	Affordable Housing	Central City Concern	**Y**
J. Isaac	Prop/Bus/Dev: Rose Quarter	Trail Blazers/Portland Arena Management	**Y**
Wayne Kingsley	Business Org: Adjacent	Central Eastside Industrial Council	**Y**
Wade Lange	Prop/Bus/Dev: Lloyd District	Ashforth-Pacific	**Y**
Lloyd Lindley	Urban Design	AIA Portland / ASLA Portland	**Y**
Eric Lovell	Business Org: Lower Albina	Uroboros Glass Studio	**Y**
Gary Marschke	Business org: NNE business association	NNE Business Association	**Y**
Brock A. Nelson	Trans: Rail	Union Pacific Railroad	**Y**
Midge Purcell	Community / Civic Org	Urban League	**N**
Paul Riggs	Labor Organization	Building Trades/Columbia Pacific BCTC	**Y**
Owen Ronchelli	Trans: Local TMA	Lloyd TMA	**Y**

Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	**Y**
William Ruff	High-Density Residential	Multiple property owners/developers	**Y**
Bob Russell	Trans: Trucking	OR Trucking Association/OR Freight Advisory Committee	**Y**
Bob Sallinger	Environment	Audobon	**N**
Mike Warwick	Neighborhood Assoc.	Elliot NA	**Y**

Alternate Members

Ed Abrahamson	Neighborhood Association	Irvington Community Association Land Use Committee	**N**
Mike Bernatz	Prop/Bus/Dev: Lloyd District	Ashforth Pacific	**N**
Debra Dunn	Trans: Trucking	Oregon Trucking Associations	**N**
Dennis Henderson	Major Retailer	Lloyd Center	**N**
Erin L Kelley	Trans: Pedestrian	Portland Pedestrian Advisory Committee	**N**
Andrea Marquez-Horna	Environmental Justice / Economic Equity	Latino Network	**Y**
Carly Riter	Business Org: Regional Access	Portland Business Alliance	**N**
Kelly Rodgers	Environment	Coalition for a Livable Future	**N**
Laurie Simpson	Neighborhood Assoc.	Elliot NA	**Y**
Martin Soloway	Affordable Housing	Central City Concern	**N**
Joice Taylor	Business org: NNE business association	N/NE Business Assoc. President	**N**
Tracy Whalen	Trans: Freight	ESCO Corportation	**Y**
Justin Zeulner	Prop/Bus/Dev: Rose Quarter	Portland Arena Management	**Y**

Non-Voting Members

Jeff Blosser	OCC	OCC	**N**
Lew Bowers	PDC	PDC	**N**
Chris Deffebach	Metro	Metro	**N**
Byron Estes	PDC	PDC	**Y**
Sara King	PDC	PDC	**N**
Susie Lahsene	Port	Port	**N**
Alan Lehto	TriMet	TriMet	**Y**
Denyse McGriff	PDC	PDC	**N**
Kia Selley	PDC	PDC	**N**
Paul Smith	PBOT	PBOT	**N**
John Williams	Metro	Metro	**Y**
Rian Windsheimer	ODOT	ODOT	**N**
Joe Zehnder	BPS	BPS	**N**
Amy Ruiz	Mayor's Office	Mayor's Office	**N**

Project Team/Staff

Stephanie Beckman	Staff	BPS	**Y**
John Cullerton	Consultant	URS	**Y**
Fred Eberle	Staff	ODOT	**Y**
John Gillam	Staff	PBOT	**Y**
Diane Hale	Staff	BPS	**Y**
Sam Imperati	Facilitator	Institute for Conflict Management	**Y**
Steve Iwata	Staff	BPS	**Y**
Andy Johnson	Staff	ODOT	**Y**
Todd Juhasz	Staff	ODOT	**Y**
Mauricio Leclerc	Staff	PBOT	**Y**
Karl Lisle	Staff	BPS	**Y**
Nicholas Starin	Staff	BPS	**Y**
Abbey Tennis	Facilitator Assistant	Institute for Conflict Management	**Y**
Tim Wilson Vinh Mason	Staff Staff	ODOT BPS, Green Building Program	**Y** **Y**

Public

Lee Pearlman
Britt Conroy
Michelle Poyourow
Gary Campbell
Angela Kremer
Gary Warren
Cathy Galbraith

Informal Discussion and Meal

Welcome, Meeting Purpose, Approval of Minutes, and SAC Input Forms

Sam welcomed the group and went over the purpose of the meeting - primarily focus on the area history and the existing conditions of the Central City's N/NE Quadrant & I-5 area.

Approval of Minutes:

The SAC affirmed that the general tenor of the Meeting #1 minutes was appropriate (length, breadth, and depth).

Wayne Kingsley clarified that, in his opening statement at the last meeting, he said he was interested in the I-5 corridor as well as the intersection between I-5 and I-84. His statement in the Meeting #1 Minutes will be revised to say: "I'm primarily concerned with the I-5 corridor and the I-84/I-5 intersection, and the jobs that come about from having good highways."

The Meeting #1 Minutes were approved unanimously, with changes noted.

SAC Member Introduction

The SAC members went around the table, stating their name, their organizational interest or affiliation, and their hopes for the process.

Lloyd Lindley – AIA Portland / ASLA Portland

Lloyd apologized for missing the first meeting due to a previous engagement. I'm a landscape architect and urban designer, and I came here in 1980. I have worked on lots of public policy plans and projects in north and northeast Portland. I sat on the urban forestry commission and urban design commission, and hope to bring my history and expertise to help you through this process. This area is near and dear to my heart. I'm honored to be here and part of this group. If I were a land use, I would be parks and recreation.

Gary Eichman – President of Oregon Transfer Company, member of Portland Freight Committee

My company literally grew up with the state (it's 142 years old), and has been involved with all kinds of important work here. Our current focus is warehousing, mostly with fortune 100 companies. We're a regional company, with some locations in Montana, some northern California, etc. I'm also chair of the Oregon Draymen & Warehousemen's Association, and member of, Oregon Trucking Association, International Warehouse Logistics Association, etc. I'm not right-wing, though; I drive a biodiesel automobile and a Vespa, and sustainability is important to me. I come from the existentialist school of zoning!

Damien Hall – At large member

I am a land use attorney with a background in urban planning and development. My hope is that this process will lay the groundwork for future plans that will eliminate congestion and the lack of connectivity that can serve as an impediment to the development of this area.

Matt Arnold – Chair of City's Bicycle Advisory Committee

I'm interested in bike connectivity throughout the district and more robust bike access and safety.

Daniel Deutch – Principal of the Left Bank Project

I hope we can explore reasonable solutions for something that is very complex. I'm interested in observing the process as it unfolds.

Eric Lovell – Owns a small art glass manufacturing business in Lower Albina

I'm interested in the human, as well as, built aspects of the area. Transportation is also important to me, but my top priorities are diversity, small businesses, and working class families.

Gary Marschke- Vice chair of the North/Northeast Business Association

My hope is for a process that, rather than exclude or result in the displacement of indigenous businesses and residents, invites them to enjoy the fruits of the development.

Mike Warwick – Elliot Neighborhood Association Land Use Committee Chair

The historic significance of this area is rich and it is important to me to maintain it.

Paul Riggs – Columbia Pacific Building Trades

My hope is that this process elegantly removes the bottleneck on I-5.

Will Elder – Sullivan's Gulch Neighborhood Association

My hope is that this plan can enhance the district for current residents and make it into a unique destination for visitors.

Heidi Guinin – Upstream Public Health

Our organization is located in this area. My work is focused on transportation health equity.

Brock Nelson - Union Pacific Railroad

We have a main line that runs through this area, as well as Albina yard. I'm interested in answering any questions this group has about us and playing a role in moving this process forward.

Wayne Kingsley – Central Eastside Industrial Council

I'm primarily concerned with the congestion on the I-5 corridor and the I-84/I-5 intersection, and the jobs that come about from having good highways

Bob Russell – Oregon Trucking Association & Oregon Freight Advisory Committee

I served on the Columbia River Crossing Task Force, which unfortunately moved the bottleneck down to the Rose Quarter. Now, I'm excited to work on the rose quarter bottleneck.

John Williams – Metro

My organization works on land use and transportation, and it's a good fit for us to be involved in this process. We also own property in this area.

Justin Zeulner – Portland Arena Management

Besides working for Portland Arena Management, I'm also the chair of the Alliance of Portland Neighborhood Business Associations, and I want to bring that hat to this work too. This is such an interesting area; there are a lot of opportunities for us.

J. Isaac – Trailblazers

I am pretty active in various business associations, including serving as vice chair of the Lloyd Business Improvement District, and Chair of the Portland Business Alliance. I'm interested in economic development in this area. If I were a zoning regulation, I would be a height limitation!

Wade Lange – Ashforth Pacific

I seem to have a fetish for volunteering and committee service. I'm very interested in this quadrant, and want to be a voice for economic development.

Pauline Bradford – Resident in this area for the past 65 years

I am convinced that this is the best area in Portland. I want to see something buildable, fair, equitable, and something that respects all of the work that has been done already, and all of the people who have occupied this area.

Wanda Rosenbarger – General Manager at the Lloyd Center

Ditto to everything that has been said thus far.

Owen Ronchelli – Lloyd Transportation Management Association and chair of Portland Streetcar Citizens' Advisory Committee

My hope is that this will be a plan that people look to, to inform good decision-making for land and transportation development here and in the future. I don't want to plan just to plan.

Sean Hubert – Central City Concern, Housing

I'm interested in the overall vitality of this area.

Wynn Avocette – At-large, live and work in this area

I'm looking for practical, common-sense solutions to transportation problems in the area and along the interstate.

Byron Estes – Portland Development Commission

I'm excited about a vision to revitalize Russell street, paying attention to history, supporting small businesses in that area, and redeveloping the Blanchard public school site. If I were a zoning code, I would be a form-based code.

Bill Ruff – Lloyd Community Association

I'm interested in planning, connectivity, and responsible density in the Lloyd district.

Alan Lehto – TriMet

We have a lot of facilities in the Lloyd district, and I'm a former resident of this area. I want to add to the vibrancy of the Lloyd district. I'm also interested in exploring what the best thing is that we can do with the rose quarter in the long term.

Andrea Marquez-Horna – Latino network

I want to find a balance between environmental, economic, and social sustainability.

Carolyn Briggs – Involved with a variety of work on pedestrian access/issues

I live and work within/nearby this general area. I don't own a car, making me a pedestrian or public transit user everywhere I go. I want to work on how vehicles (cars, freight, etc.) impact pedestrians.

Area History Presentation with Q&A

Nicholas Starin from the Portland Bureau of Planning and Sustainability (BPS) presented on the history of this area, from before Europeans arrived through today. There was particular attention given to the change in demographics and land use over time, and the impact that large city and regional planning and infrastructure projects has had on the residents of the area - particularly the African American community. The PowerPoint presentation is posted on the project website: N/NE Quadrant History Presentation. (http://www.portlandonline.com/bps/index.cfm?a=322714&c=53257)

Nicholas also drew the SAC's attention to the draft "Cornerstones of Community - Portland's African American History – Extant Buildings in the Central N/NE Quadrant" map created by the Bosco-Milligan Foundation. The SAC will talk more about that work later.

Questions/Comments on Presentation:

Great presentation.

Existing Conditions Presentation: District Profiles & Urban Design Context with Q&A

Karl Lisle and Mark Raggett from BPS presented on the existing conditions for this area's land use, including demographic breakdowns, employment data, land use data, and urban design context. The PowerPoint presentation can be found on the project website: Land Use, Urban Design and Demographics Presentation. (http://www.portlandonline.com/bps/index.cfm?a=324401&c=53257)

Questions/Comments on Presentation:

Wade Lange asked if there is a similar slide to the "Major Development projects" slide (Slide # 11 in the presentation) but with dollars of investment rather than square footage?

Staff: Not right here, but we'll look into it and get back to you.

A SAC Member asked whether the Metro employment forecasts used in the presentation came from pre-recession data. Do we have any similar data available that takes the recession into account?

Staff: Yes, the data we have is from Metro's model, and their data is still in pre-recession numbers. Unfortunately, there is not new data yet.

Wayne Kingsley asked where BPS's Central City total employment numbers came from, and the geographic area that those numbers were derived from. His understanding, based partially on a different BPS presentation from two or three years ago, was that the central city included around 80,000 jobs, and showed a recent job loss.

Staff: We're not quite sure which presentation you are referring to, but these are the best numbers we have at the moment for this particular area.

John Williams from Metro commented that the presentations have all been great so far. He further explained that Metro's employment forecasting uses a market-based model, which includes looking at land and construction costs. Metro's forecasts are based on what we know

about current zoning and planned public investment in the areas in question. If public investment rises (a new streetcar line is put in, for example), the projections could also rise.

Wayne Kingsley asked if the Lloyd Crossing redevelopment plan is included in the models and data presented. He also asked whether BPS was suggesting, in their presentations, that the quadrant be built out to the full envelope.

Staff: The models and data are complex, and take into account many factors. The models are based on development that would be allowed under current zoning. They wouldn't specifically incorporate the Lloyd Crossing plan, but do anticipate a more densely built out Lloyd District. . As to building out to the full envelope allowed, we don't have a recommendation on that, but we wanted to show the SAC what the full potential for building could be for the area.

Wynn Avocette asked whether staff saw potential for something like the South Waterfront high rises going into the Lloyd district.

Staff: That's a possibility. The area could be built up in several ways, and that's one of the options. The Lloyd District's zoning actually allows for greater density than the South Waterfront, so there is potential for it to be even denser. However, the South Waterfront development's circumstances were different; particularly having a large employer (OHSU) located at the top of the hill. That gave opportunity for a connection from the waterfront to OHSU through the tram. This area has different circumstances and opportunities that will play into it's development. This question about how the area should build out is one of the issues the group will discuss and make recommendations on in this process.

Sean Hubert asked what kind of open space currently exists or is planned for the riverfront.

Staff: Peace Park is the only open space in close proximity to the river in the quadrant. We can think more aggressively about riverside open space in this process.

Lloyd Lindley asked for more information on how the staff arrived at a "retail" designation for the arena, coliseum, convention center, etc. Those buildings being considered retail may skew our understanding of the mix of uses in this area. Also, there are pedestrian streets in the Lloyd district. Those could form the bones of a framework when we look at connectivity down the road. There is also light rail and will soon be a streetcar. In some ways, it feels like the Lloyd district is waiting for other districts to "fill up" (the pearl, south waterfront, etc.). Is that accurate/good? Are there other ways to approach this area?

Staff: We can certainly pull the "special uses" (convention center, Rose Garden, etc.) out of the retail category easily if we want a more detailed look. Your observations about the Lloyd District offer a good starting point for discussions on issues, opportunities and constraints.

Carolyn Briggs commented that the staff didn't mention high speed rail opportunities in their presentation.

Staff: That's true. Rail discussion will likely take place in the SAC meeting where we discuss "opportunities and constraints."

Owen Ronchelli commented on the zoning and the amount of commercial development in the area, and the perceived assumption about how much housing will be increased in the area (particularly the Lloyd district). First, how would it be possible to increase housing in the way

the staff has described, and second, if you put residential development in a commercial area, is that it's highest and best use?

Staff: We have two sources of data – Metro's modeling and our agency's analysis of capacity. To answer the first question, commercial zoning in this area is mostly flexible and allows housing. To answer the second question, we looked at other examples of development patterns in similar situations, and the way we have described our projections is largely in keeping with what we've seen historically.

Break

Existing Conditions: Freeway & Local Transportation System with Q&A

Mauricio Leclerc from the Portland Bureau of Transportation (PBOT) and Todd Juhasz from the Oregon Department of Transportation (ODOT) presented on the existing conditions for this area's transportation systems, including freight and auto movement, bicycling, pedestrian, and public transit. The PowerPoint presentation can be found on the project website: Transportation Existing Conditions Presentation. (http://www.portlandonline.com/bps/index.cfm?a=324407&c=53257)

Questions/Comments on Presentation:

Several SAC Members asked for greater detail about parking as a resource in the Central City as well as the North/Northeast Quadrant.

Staff: We have a lot more detailed information, but not with us right now. Please feel free to contact us with specific detailed data questions and we can get answers to you.

Will Elder asked staff about the slide that showed 7% of people getting off the freeway to go to the northeast. He is curious how we will discuss the intersection of the different modes. For example, are those 7% getting off the freeway to bypass traffic and taking MLK instead, etc.

Staff: A main focus of this process will be to talk about those kinds of issues. We'll also be using some models which will help us identify potential results depending on how we alter the current system.

Will Elder asked how many of the crashes on the highways in the area were fatal.

Staff: Over a five year period, there were three fatalities on I-5, and one on I-84. Most of the crashes are side-swipes and rear end collisions.

Matt Arnold commented that, though getting across MLK and Grand are indeed big difficulties for bikes and pedestrians, tonight's presentations focused closely on a few intersections and missed some larger general problem areas.

Staff: That's true; there are many issues besides the few we pointed out in the slides. We will look at more detailed maps in the future, especially in sub-committee work, to address additional problem areas.

Gary Marschke asked how many of the highway crashes involve trucks, and how many involve "through traffic" versus traffic that is moving on and off the highway within this area. His hunch is that most of the "through traffic" is also commercial, even if it's just auto.

Staff: We can probably tease out how many crashes involve trucks, using percentages involving trucks.

Carolyn Briggs asked ODOT if they have counts of the number of freight vehicles using the on/off ramps (such as at 12th and I-84, etc.).

Staff: There are a few places where we specifically count the number of trucks passing through, but mostly we just have tubes on the road that give us traffic counts. We could try combining our actual traffic counts and average truck percentages to get an estimate.

Justin Zeulner reiterated comments from the first meeting that the separation of the committee into 2 subcommittees might complicate the overall process. Justin also commented that, according to the project timeline, we'll be spending the next four months trying to determine whether the system needs improvement. We all know the system needs improvement, so let's jump ahead 4 months!

Staff: Subcommittees are up next on the agenda.

Justin Zeulner also commented that we should also be looking at sustainability and the carbon impact of the transportation in this area, and thinking about what our goals will be in 20 years.

Staff: Agreed, and this will be part of the SAC's work. Greenhouse gas impacts of planning are difficult to measure, but we're working on some models to help us.

Paul Riggs commented that the SAC's work will have to strike a delicate balance. For example, to remove the bottleneck on the freeway, it's possible that it will have to be expanded, and some current buildings may need to be torn down. But you obviously can't bulldoze the real estate that you're trying to serve. But I'm assuming we're going to lose some real estate somehow to solve the problems. If ODOT had a free hand here, what would they do?

Staff: We are clear that there is a problem with the freeway, but we don't have a clear idea of how to solve it. That's a big reason why the SAC is here; to advise ODOT and the City on how best to balance competing demands.

Wynn Avocette asked a general question about potentially using "temporal control" measures to reduce congestion. For example, if we only allowed large boats under the bridges at certain times, we could avoid huge traffic jams on the bridges at rush hour. Could we do anything about that with trucks on the highways?

Staff: That is a really sticky area, and a really difficult issue to work through. Solutions like that are probably beyond the scope of the problems we'll be addressing, but it's good to bring it up. Also, most truck traffic is already trying to avoid driving through bottleneck areas at rush hours, simply because its bad for business to get stuck in traffic if you could avoid it.

Bob Russell: The local traffic is also an issue, because some of the city streets aren't big enough to accommodate the traffic for the interstate on/offs. For example, the trucking industry used to use Interstate Avenue to make deliveries, but now that there is light rail along Interstate, there isn't a big enough turning radius for many trucks, and they are forced to use I-5 for local deliveries.

Eric Lovell asked if the city has had bike count data/robust information about bike travel the way it does for auto travel.

Staff: We have some bike counts, but we don't have a robust model yet like we have for autos (though we'd like to develop one in the future). We do, however, have some data from PSU where they gave cyclists GPS trackers and allowed them to bike around their normal routes which gave us a general feel for how cyclists move through the area (that data was used in the Bicycle Master Plan).

Public Involvement Update

Stephanie Beckman from BPS presented an update on the public involvement plan.

To date, we have hosted two **community walks**, with about 20 members of the public participating. This number is fairly low, but we had good discussions during the walks. The handouts from those walks are up on the website, and we welcome your comments on them. We also hope to post video footage from the walks on the website soon.

Next up, we will be co-hosting an **open house** on Monday, November 15, 2010, from 4:30 – 7:00pm at Memorial Coliseum concourse with the Portland Development Commission, who will be getting input on their Rose Quarter Development Plan. Our goal for that open house will be to get the public to help us identify the most important issues for this process, so that this group can work together to find solutions. An email will go out to the SAC and to the public about this open house, and we hope some of the SAC will be able to be there.

Stephanie also thanked the SAC members who provided comments and input on the draft public involvement plan since the last meeting. The staff welcomes comments and thoughts about the plan going forward, and will revise the plan and strategy as necessary. Since the last meeting, we've been in conversations with a member of the community about how to better engage communities of color in this process, and we will continue to work on it and update the plan. We want to reiterate that, in addition to hosting events and asking for public participation to "come to us," we want to come out into the community and solicit feedback. The SAC members were encouraged to let staff know if there is a group meeting or event that staff could attend.

Questions/Comments on Presentation:

What was the racial breakdown of the members of the public at the community walks?

Staff: We don't have a firm answer to that, as we didn't ask for the public to self-identify their racial/ethnic background at the event. Our hunch is that they weren't hugely diverse, though.

At this point, we'd like SAC approval of the Public Involvement Plan, with the understanding that it will continue to evolve over time.

The Public Involvement Plan was approved unanimously.

Collaboration Principles: Scope (Defer)and Process Elements (Explore)

Sam Imperati thanked the SAC for submitting their comments on the Collaboration Principles since the last meeting. The comments received basically fell into two categories: 1) substantive, and 2) process-oriented. Sam suggested that we defer discussing the substantive comments

(which were mostly around the SAC's Vision and Values, Scope, and Operating Assumptions) until the next SAC meeting, when we'll be talking about issues, opportunities, and constraints.

The process-oriented comments were more about how the SAC will do its work.

The first set of comments came on page 6, under IV. G) Project staff commitments:

> 2) Be accessible, inclusive, meaningful, regular, ~~and~~ timely~~, in addition to~~ open, fair and honest. This includes providing information in as much advance as practical.

The staff realizes we need to do a better job so far with providing materials far in advance, but promises to do better.

The second set of comments came on page 8, under V. E) SAC Member Commitments to Each Other:

> 11) Success depends on a full airing of the ideas and opinions of each committee member. Members should be forthcoming and honest during discussions and in the consensus process. When a consensus recommendation is reached, each member owes it to the others and to the process to ~~N~~not attempt to effect a different outcome outside of the SAC process once the SAC has reached a consensus recommendation,

This change is intended to make sure there is no constraint on SAC member's free speech. This language helps to clarify that, if we agree on X, we will not change our minds or go back on our agreement (barring some huge unforeseen need for change.) This point emphasizes that this group will deal transparently with each other, and if we have issues, we will deal with them at the table rather than doing a run-around at the end of the process. See also the changes under VII. A, Communications Outside of SAC, on page 10.

Questions/Comments on Collaboration Principles:

Wynn Avocette asked what the chances are of the SAC actually reaching consensus at the end of this process.

Sam's Answer: I have had a lot of experience with these processes, and believe it is very possible for us to reach consensus.

Gary Marschke asked what SAC members would do it they did want to affect change individually outside of the room?

Sam's Answer: Based on these Principles, if a SAC member votes a 1 or 2, they are essentially saying they can live with the group's recommendations, and that they won't work against the group. If you can't live with the group's recommendations and want to work for change outside of this process, the you should vote a 3 at the table, and the whole group will discuss the issues.

Wade Lange commented that there is some potentially conflicting language before about a quorum versus a majority. How will those interact?

Sam's Answer: We will need a quorum to take any votes (with a quorum being "half plus one" of members or their alternates) . If we don't achieve full consensus amongst the quorum, we move to the majority/minority report process. That said, our sense is that, if we achieve a

consensus set of recommendations out of a diverse group like the SAC, elected officials are much more likely to adopt our recommendations. If we only achieve a 55-45% majority, we will have a majority-minority report.

A question was asked about how subcommittees will interact with the committee as a whole.

Sam's Answer: Assuming we choose to move forward with the two subcommittees, there will be a standing agenda item for subcommittee report-out to the full SAC with discussion following the report-out.

Sam Imperati asked for a vote on adopting the process-oriented sections of the Collaboration Principles (as edited), reiterating that the SAC will discuss the more substantive issues at the next meeting.

Adopted unanimously

Subcommittees

Sam Imperati described the likely process for how subcommittees will work with the committee. Staff will often do a test run of their full-committee presentations with the subcommittees, looking for subcommittee comments to help them refine the presentations for relevancy/appropriate detail for the full committee. The staff will then make the refined presentations to the full committee. There won't be any secrets at the subcommittee level, and there will be a lot of cross-fertilization amongst/between subcommittees and the full committee. No decisions will be made at the subcommittee level.

Staff needs a working group that can meet between meetings to vet ideas, issues, and presentations and can help to develop preliminary recommendations. This could be done by one smaller group, two subcommittees divided on content, or some other breakdown. The benefit of having two subcommittees is that SAC members have the opportunity to pick and choose the detailed issues they become involved with, while also having the opportunity to be involved in both subcommittees. A concern with having two subcommittees is that they might not be balanced across the interest groups, but the staff believes the current lists of SAC members who have signed up for subcommittees are fairly balanced.

Sam suggested that the SAC try the "two subcommittee" option for a couple of months, and see how it goes. We can change our approach in the future if it doesn't work well.

Questions/Comments on Subcommittees:

Lloyd Lindley requested that there be a mix of staff serving each subcommittee (i.e. land use staff work with the transportation subcommittee and vice versa).

Staff: Yes, we can do that.

Matt Arnold commented that there has been some back-and-forth about whether local transportation issues will go in the Transportation subcommittee or the Land Use subcommittee. Which subcommittee should a SAC member join if s/he is interested in bicycle/pedestrian issues?

Staff: Again, the subcommittees will cross-pollinate, so those issues will come up in both groups, but the general subcommittee responsible for bike/ped issues will be the transportation

subcommittee. Also, all SAC members will receive notice about subcommittee meeting dates/times and agendas in advance, and members are welcome to attend a meeting if the agenda is of interest to them.

Meeting Days and Times: W or TH, 4:00 or 5:00 start times (Final Survey Form)

SAC Members received a survey to fill out and return to the facilitation team on their availability for future meetings.

Public Comment

Angela Kremer, a member of the Eliot Neighborhood Board, and Good Neighbor Agreement (GNA) Chair spoke about her concerns. Angela's comments were as follows (compiled from her spoken words and comment card):

1) Please think about the people who live and use this area. I'm disappointed there isn't a "neighborhood" subcommittee, or something similar, that addresses the human element of this planning process.
2) Please look at the impact the Esplanade has had in revitalizing the area - how it has drawn walkers and bikers from neighborhoods along the central city to river, even through difficult areas like the Rose Quarter and MLK crossing.
3) Please look at successfully revitalized neighborhoods such as the Mississippi area as an example for how we could revitalize the Lloyd district.
4) Look at attractive cross district walkways like 12th Avenue that connect schools (like Benson High School) to Lloyd offices and to housing in Lloyd.
5) Consider the big blocks being held by large, conservative developers as a barrier; some blocks have been sitting there forever, when we would like to see development moving forward.
6) Consider a vision of neighborhoods within and near the Central City. Creating a neighborhood feel would make high density housing in Lloyd more attractive.

Meeting Evaluation

SAC Members filled out meeting evaluation forms and submitted them to the facilitation team.

Meeting Adjourned at 8:30pm

Post-meeting Follow-up Information:

The following information was compiled by the staff of BPS, PBOT, and ODOT in response to questions asked by SAC members at the 10/14/10 meeting (where specific answers weren't readily available at the actual meeting):

Q: How many crashes within the I5/84/405, N/NE Quad area involve trucks vs. other vehicles over the last five years?

A: Between 2005 and 2009, there have been 83 crashes within the study area on I-5, out of 578 (14%). Within the study area on I-405, 15 out of 141 have involved trucks (or 11%). On I-84 there were 17 out of 331 (or 5%).

Q: Percent of freight trucks vs other vehicles during a typical two hour pm peak?

A: Truck % for I-5, I-405 and I-84 mainlines within the study area.
Weekday 2-hr pm peak
I-5: 6-7%
I-84: 3%
I-405: 5%

Q: Where do the employment numbers come from?

A: The jobs figures presented are drawn from the Economic Opportunities Analysis conducted by E.D. Hovee and Company in 2009 for the Portland Plan. The below link leads the Portland Plan Background Reports page. The three Economic Opportunities Analysis reports are on the right side. These reports are an analysis of economic conditions across the entire city, but the numbers are broken down by sub areas, and include numbers for the Central City as well as the subdistricts within the Central City.
http://www.portlandonline.com/portlandplan/index.cfm?c=51427

Q: Is it possible to get a more detailed breakdown of the retail uses that doesn't group the convention center into the retail category?

A: Yes. The spreadsheet (next page) includes estimated square footages by use in the NNE Quadrant study area broken down by sub category. Of the estimated 4.1 million square feet of retail in the Quadrant, 1.8 million are "major event entertainment" uses (this include the Convention Center and the Arenas at the Rose Quarter). 1.7 million is in "shopping" (the majority of this space is in the Lloyd Center Mall). Please keep in mind that these numbers are estimates based on visual observations of uses and linked up to the City's 3D building model.

bureau of planning & sustainability | 3d land use model
ne quadrant -- summary of estimated building square footages by use

industrial uses

building use	*square footage*	*percent of total*	*percent of industrial*
manufacturing	441,248	3.0%	32.0%
warehouse	606,038	4.1%	43.9%
wholesale sales	225,500	1.5%	16.4%
other	106,287	0.7%	7.7%
total square footage	**1,379,073**	**9.2%**	

institutional uses

building use	*square footage*	*percent of total*	*percent of institutional*
college	66,451	0.4%	8.2%
daycare	19,265	0.1%	2.4%
medical center	281,099	1.9%	34.6%
school	411,923	2.8%	50.7%
utilities	21,141	0.1%	2.6%
other	12,741	0.1%	1.6%
total square footage	**812,621**	**5.4%**	

office use

building use	*square footage*	*percent of total*
office	3,562,323	23.9%
total square footage	**3,562,323**	**23.9%**

residential uses

building use	*square footage*	*percent of total*	*percent of residential*
multi-family	1,098,174	7.4%	91.5%
single-family	102,573	0.7%	8.5%
total square footage	**1,200,747**	**8.1%**	

retail uses

building use	*square footage*	*percent of total*	*percent of retail*
art gallery	0	0.0%	0.0%
convenience store	11,456	0.1%	0.3%
gas station	17,313	0.1%	0.4%
grocery store	32,529	0.2%	0.8%
major event entertainment	1,830,089	12.3%	44.3%
self storage	73,769	0.5%	1.8%
shopping	1,723,560	11.6%	41.7%
vehicle repair	27,121	0.2%	0.7%
other	417,277	2.8%	10.1%
total square footage	**4,133,114**	**27.7%**	

restaurant uses

building use	*square footage*	*percent of total*	*percent of restaurant*
bar	88,055	0.6%	11.8%
coffee shop	95,306	0.6%	12.8%
fast food	317,541	2.1%	42.6%
other restaurant	245,314	1.6%	32.9%
total square footage	**746,217**	**5.0%**	

Q: Do we have data on the value of past/recent development projects in the Central City and NNE Quadrant respectively?

A: Unfortunately, the database we've assembled of major Central City development projects built during the past 20 years doesn't include the information on the value of projects. We could come up with an estimate by assuming average costs per s.f. of residential and commercial buildings, because we do have square footage estimates, but the accuracy likely wouldn't be that great. We can also research the permit values of specific major projects if that's of interest.

Comment: It would be good to have some background information on the River Plan.

A: The *River Plan* is a comprehensive multi-objective plan for the Willamette riverfront. It is an update of the Willamette Greenway Plan, zoning code and design guidelines, which were last adopted in 1987. The River Plan is being carried out in three phases, each focusing on a different stretch of the Willamette River. The first phase of the River Plan focused on the North Reach, which includes Lower Albina. City Council adopted the River Plan / North Reach in April, 2010. Key highlights of the River Plan / North Reach regulations related to Lower Albina include strengthening the industrial zoning along the riverfront and removing the greenway setback requirement from sites in the river industrial overlay zone; realigning the greenway trail alignment through Lower Albina along River St. and Interstate Avenue; and applying river environmental overlay zoning to most of the Lower Albina riverbank to conserve resources identified in the Natural Resources Inventory and establishing a vegetation enhancement requirement.

The second phase of the River Plan focuses on the Central Reach, which includes the Lloyd District. The River Plan / Central Reach will be completed as part of CC2035. River Team staff are working with the Central City team to coordinate efforts and will convene river-specific committees, meetings and public events as needed. River-related existing conditions can be found in the subdistrict profiles included in the Stakeholder Advisory Committee (SAC) background materials distributed the first meeting. General River Plan / Central Reach topics include riverfront vitality - creating vibrant waterfront districts through good urban design and lively, interesting places; portland's front yard - providing visual and physical access to the water and drawing people to the riverfront to play; and watershed health - improving conditions for fish, wildlife and people.

Helpful links:

- River Plan study boundary map
- River Plan / North Reach Volume 1A: Policies, Objectives, and Recommendations
    - Part 1 (policies, objectives and recommendations)
    - Part 2 (maps)
- River Plan / North Reach Volume 1B: Code Amendments and Zoning Maps
    - Part 1 (zoning code)
    - Part 2A (maps)
    - Part 2B (maps)

For more information, please visit the River Plan website at: http://www.portlandonline.com/bps/index.cfm?c=42540 or contact Diane Hale at (503) 823-2281 or diane.hale@portlandoregon.gov.

Q: Can you provide more detail about parking as a resource in the Central City s well as the North/Northeast Quadrant?

A: Below is a table summarizing parking in subdistricts of the Central City in relation to the number of people in the districts. These numbers are in some cases approximations, as comparable data is difficult to find. South Waterfront is not included given that its rapid transformation makes the number of employees in the district difficult to estimate. The parking figures for Central Eastside were estimated via a number of methodologies; a more accurate count is being developed by the City.

In general, the table shows that when all parking (on and off street) is counted in relation to the number of people in each subdistrict, the Lloyd District has the highest number of stalls per person, at 1.1 spaces per person. The ratio is more than twice the number for downtown Portland. In Lower Albina the number is .77 spaces per person, similar to the other industrial district in the Central City, the Central Eastside.

Subdistrict	Employees	Residents	Total People	All Parking	Parking/people
Central Eastside	15,733	1,400	17,133	13,900	0.81
Downtown	69,586	10,400	79,986	38,800	0.49
Goose Hollow	4,844	4,400	9,244	5,950	0.64
Lloyd District	18,977	1,700	20,677	23,050	1.11
Lower Albina	2,712	130	2,842	2,200	0.77
River District	17,187	12,200	29,387	18,400	0.63
University District (PSU area)	5,831	2,200	8,031	4,650	0.58

N/NE Quadrant and I-5 Broadway/Weidler Plans

November 2010 Open House Summary

Overview of the Event

The November Open House was the first large public outreach event on the N/NE Quadrant and I-5 Broadway/Weidler Plans (N/NE Quadrant Project), a collaboration by the City of Portland and Oregon Department of Transportation. The N/NE Quadrant Project will update the policy framework and land use plan for the Lower Albina and Lloyd District areas of the Central City, as well as evaluate improvement options for the I-5 corridor within the area. The Open House was co-hosted with the Portland Development Commission, who presented the Draft Rose Quarter District Plan. Outcomes of the Rose Quarter process are expected to feed into and inform the N/NE Quadrant Project and the two projects share many of the same stakeholders. The co-hosted event allowed the community to provide input on both of these related projects at one venue.

All members of the community, especially those who live, work, visit or travel through the N/NE Quadrant area, were encouraged to attend. A postcard mailing went to over 2,000 addresses, including all property owners and site addresses within the N/NE Quadrant boundary and two study areas. Flyers were posted announcing the event at locations within the quadrant, and the event was posted online on the city website, as well as on several community calendars. The event was also announced via media news releases and emails to the project mailing list.

Event Details

- **Location:** Memorial Coliseum, 300 N Winning Way (located in the Lloyd District)
- **Participants:** General public (over 127 attendees)
- **When:** November 15, 2010, from 4:30pm to 7pm
- **Format:** Open house, with a rolling PowerPoint presentation and informational display boards. There was opportunity to discuss topics with staff and other community members, and opportunity to provide comments in several different ways.
- **Intent:** To provide an interactive opportunity for attendees to learn about the N/NE Quadrant Project and provide input on the desired future of the area and issues that should be addressed in the planning process.

Materials

There were large display boards prepared by project staff throughout the space covering the following topics: Project Overview, History of the Area, Existing Development and Growth Potential, Identifying Distinct Places and Issues, The Willamette River, The Local Transportation System, and The I-5 Freeway. A group of high school students from Catlin Gable's PLACE program (Planning and Leadership Across City Environments**)** also presented information about a recent study they conducted of Holladay Park, located in the Lloyd District.

Questions Asked

Topic specific questionnaires on Land Use and Urban Design, the Riverfront, Local Transportation, and the I-5 Freeway, posed the following discussion questions:

- What Vision or goals do you have for the area?
- What do you like? Tell us what should be preserved or enhanced.
- What do you dislike? Tell us what issues should be addressed in the planning process?

Flip charts located throughout the room also gave people the chance to offer comments and ideas.

A large aerial map of the area laid out on a table, gave people the chance to offer location specific comments and ideas. These comments were recorded on sticky notes that were placed on the map. ODOT also had a comment board that asked attendees, "What issues are the most important to address as we consider improvements to the I-5 Freeway within the N/NE Quadrant?" The board listed eight issues and attendees were given four dots to "vote" on the issues they felt were the most important.

General response cards were also available for attendees to fill out and return at the open house or mail in after the event.

Summary of Comments

Participants completed topic specific comment forms and general response forms, as well as wrote comments on flip charts, made notes on an aerial map and did sticker voting, generating more than 140 separate comments or ideas. Transportation specific comments were the most common, followed by Land Use and Urban Design and then Riverfront.

Local Transportation

Within the local transportation comments, there was a high level of interest in making the quadrant more pedestrian and bicyclist friendly and making public transit (bus, MAX, streetcar) move available to and from the quadrant. Specific concerns about the Broadway/Weidler Couplet were brought up. Some people recommended that Broadway/Weidler be decoupled or showed interest in traffic calming. The MAX and bus system in the area was praised, while parking for residents was raised as a concern. Several comments emphasized the need for trail connections.

I-5 Freeway

Comments on the freeway expressed significant concerns about the on/off ramp conflicts with pedestrians, bicyclists and local vehicular transportation. Many people commented that they see the freeway as a throughway, primarily for freight and other long-distance travelers, and think that use of the freeway by local traffic should be discouraged. Other suggestions included lower speed limits of the freeway, removing on/off ramps and use of tolling or congestion pricing. Noise mitigation was also raised as a need for the quadrant.

Twenty-two people participated in ODOT's sticker exercise, which asked: "What issues are the most important to address as we consider improvements to the I-5 Freeway?" Below is

a list of the eight issues and the percentage of responses that issue received, in order from highest importance to lowest importance.

- Pedestrian and bike travel improvements: 31%
- Impacts on quality of life: 22%
- Impacts of improvements on adjacent properties: 15%
- Economic impact on local business: 13%
- Regional economic impact: 7%
- Freeway traffic safety: 5%
- Local and street access to freeway: 5%
- Freeway congestion: 3%

Land Use and Urban Design

Land Use and Urban Design comments discussed the desire for pedestrian-oriented neighborhoods built at a human scale. Several comments suggested smaller scale buildings within the Lloyd District that would provide for a variety of activities and foster a sense of community. The need for more residential development was also raised. The abundance of parking lots in Lloyd District was raised as a concern and some people provided suggestions of implementing food carts as an interim solution. Others were opposed to food carts. Russell Street in Lower Albina was mentioned as a favorable street for mixed-use and residential development.

The Willamette Riverfront

The riverfront comments highlighted the public's interest in getting better access to and along the river, including ideas to relocate the railroad tracks, construct trails, create a terraced green space and encourage residential development along the riverfront. Water recreation was also highlighted with suggestions for boat docks, a marina and water taxi. The need for enhancing riverfront habitat was noted, including ideas to create habitat under bridges and to construct wetlands along the river. There was a lot of interest in the future of the grain elevators, with mixed opinions on whether they should be retained.

PLACE Program Study of Holladay Park

High school students from the PLACE program received feedback on their study of Holladay Park. Attendees had a positive response to hearing youth representatives give unique perspectives about what specific improvements could be made in the park. The project was well received, with some critical feedback regarding a few specific improvement recommendations. Several people commented that the project highlighted the key role the park plays in the Lloyd District, a fact they had not thought of before.

This summary provides a rough snapshot of people’s ideas at the November 2010 Open House for the N/NE Quadrant Project. For more information about comments provided on the N/NE Quadrant Project, see the attached detailed list of comments.

Topic Specific Comments

These comments were generated from the topic specific comments forms. The 3 questions asked on each form are listed at the top of this chart.

Commenter	Topic	What Vision or goals do you have for the area?	What do you like?	What do you Dislike?
1	Freeway	I hope we can plan for: short term safety concerns (closing Broadway on/off ramp) and long term- do we really want a highway on our waterfront? Please analyze what we can do in 30,40,50 years.	Compared to almost any major city, we have much less traffic.	It severely disrupts walkability in an area we want to activate and all areas near off/on ramps consume significant amount of traffic and parking lots that could be developed.
2	Freeway	To deliver local freight and visitors only- not for through travel.	That the freeway is "below ground" is nice. I think that having the slow-down may encourage non-commercial drivers to select an alternative route or choose to not drive.	Places where vehicles leaving or entering the freeway conflict with pedestrians and bicyclists.
3	Freeway	1. Primary use freight. 2. Limited access to surface grid. 3. Much better bike/pedestrians accessibility.	Not much. Adding lanes is the solution.	Conflicts between surface traffic and those entering/exiting freeway reduce access to/from surface grid.
4	Freeway	Less traffic, slower traffic, less stop and go traffic.	2 lanes each way is very good. A wider freeway will only draw more traffic.	50 mph speed limit is too high. Lower it to 30 or 35 mph and you'll achieve: a more even flow of traffic, fewer accidents due to short merge/weave distances, and lower severity of accidents= less property damage and fewer serious injuries. Add a bike/pedestrians path to the 405 bridge upper deck. use the left side of the Kirby St on ramp from Cook St. to the bridge structure. Use the left shoulder across the entire bridge and south towards the Glisan overpass (on the median at turn point). Build a connecting ramp from the median to Glisan Street.

Commenter	Topic	What Vision or goals do you have for the area?	What do you like?	What do you Dislike?
5	Freeway	See this by 2011!: Reduce vehicle lanes on city streets to 12 feet and allocate the extra space to bike lanes. See example on rear for Williams Ave between Weidler/Broadway.		
6	Freeway	You'll hate me for this, but I want fuel costs so high that the freeway gets very little use.	I drive it occasionally and haven't gotten killed yet. I have no problem with slow freeway speeds.	can you address the usual freeway damage> Splitting neighborhoods, limiting access from local street to otherwise nearby local street cries to be remedied. Figure out how.
7	Freeway	As a benefit to the local Neighborhood and the region	Freeway access works well right now from a local standpoint.	Noise from freeway has not been mitigated like other portions of town.
8	Freeway	Preferably for I-5 not to exist in 2035. But if not, then to have as minimal impact as possible on both adjacent land and streets feeding it. Make Broadway pedestrian friendly and focus energy here for Rose Quarter area.	I like that I-5 is only 2 lanes in each direction. Please keep it that way.	The Box and especially the ramps at Broadway/Weidler. Barrier qualities of I-5. Excessive traffic, fast traffic on streets leading to I-5. Max station under I-5. Noise of I-5. I see more potential in Broadway then the Rose Quarter superblock. Would prefer improving N. Broadway at the expense of Winning Way (as far as traffic is concerned). Consider moving ramps to Winning Way and Clackamas to free up Broadway (I-5 southbound on ramp already exists).
9	Land Use and Urban Design	Linear commercial corridor along N. Broadway featuring restaurants that will be popular pre-and post- Rose Quarter events but also outside of and independent of Rose Quarter events that also rely on traffic going by on Broadway. Tame "the box", de couple Broadway and Weidler, traffic calm streets, move I-5 on/off ramps at Broadway/Weidler.	Fine grain historic buildings. Pedestrian- oriented neighborhoods. Mixed-use buildings. Tree-lined streets.	Excessive auto traffic. The box, I-5 ramps. Wide streets. One-way streets. Single/isolated uses. Lack of vibrancy. **Do these Preliminary subarea boundaries make sense?** Extend #5 down Broadway to Broadway Bridge to include all of the Broadway corridor. Have #1 and #4 end at Broadway (#1 north of Broadway and #4 south of Broadway).

Commenter	Topic	What Vision or goals do you have for the area?	What do you like?	What do you Dislike?
10	Local Transportation	(In 2035) A majority of all trips are made by non-SOV modes. The area is known as a bike and pedestrian friendly district. It's easy to get around without being on loud, fast moving streets.	MAX and bus service is great. The Vancouver/Williams corridor is fast and safe for biking.	There's an over abundance of parking- both surface and structured. The interstates (I-5, I-405, I-405, I-84) negatively impact quality of life. They are unpleasant to be around.
11	Local Transportation	No highway widening that tears out buildings. "Tinkering" ok.	I-5 will always be too busy!	Hope that Broadway Bridge can handle all the uses- like streetcar.
12	Local Transportation	Move residential influence- encourage the need for essential public service needs such as parks and schools	Increase mass transit/regional hub	Parking- the existing policies and planned development are in conflict with each other. Want more residential but restrictions on existing users.
13	Local Transportation	Increase the number of bikes, pedestrians, public transportation, commuters and visitors- reduce the number of drivers! Improved residential development will only be possible with improved parking for residents!	MAX and bus great, strengthen and improve public transportation, pedestrian and bike access. Ask freight to use Interstate/Greely to access I-5 and I-84.	Lack of street parking for residents in the district. I would like a permit program for residents.
14	Local Transportation	1. Either decouple Williams/Vancouver or consider reversing direction on Williams/Vancouver. It would make access to I-5/I-84 much safer as well as enhance bike/pedestrian access. 2. Decouple Broadway/Weidler- It would make the neighborhood businesses much more accessible to all modes as well as slow down traffic.		
15	Local Transportation	Be able to get from point A to point B on my commuter vehicle- bicycle- without fearing for my life or resorting to riding on sidewalks.	Vancouver/Williams north or Broadway	Getting here from Portland State Office Building. Miserable. And no bike racks here for open house. Are we actually being considered?
16	Local Transportation	Restore fine grain grid. More sidewalk connectivity.	Not much	Emphasis always seems to be on automobile throughput. This must be revisited. 1st priority should be bike/pedestrian.

Commenter	Topic	What Vision or goals do you have for the area?	What do you like?	What do you Dislike?
17	Local Transportation	Connections to the River! Easier to walk and bike. Easy connection between neighborhood and Rose Quarter. Traffic calmed on Broadway/Weidler.	Not much	Right now the SOV is the priority not people. Make people the priority.
18	Local Transportation	Use small size buses operating on alternative fuels or solar. Maintain charge stations for electric cars. Make ticket sales easy and close to the platforms of stations.	Clean electric energy used by light rail. Improve-Maintain neighborhood parking lots in the city to access light rail without walking more than a mile. I would use the Hollywood station much more if I could park near.	See #1. Put parking areas in the neighborhood, not huge lots (Gateway) ripe for crime. I know people who will not use the parking for fear of crime. Credit the inventor of 3rd rail, monorail and trolley at the coliseum/convention center area- Granville T. Woods.
19	Local Transportation	More pedestrian oriented and friendly. Less dominated by auto traffic. Separated cycle tracks and multi-use paths. More LRT and Streetcars down NE Broadway to Hollywood and up MLK to Alberta and down Alberta. Better bus system. Keep passenger rail on the west side and at Union Station including high speed rail.	Streetcar and MAX. Local buses.	Decouple and traffic calm MLK/Grand and Broadway/Weidler. Max speed over Steel Bridge-fix bottleneck on bridge. MAX station under I-5. Consider consolidating MAX stations between Rose Quarter and Lloyd Center to speedride. The box- dangerous and avoided by peds and bikes.
20	Riverfront		If the grain elevator and ship dock did not already exist by steel bridge, I think the concept of a terraced park from the Rose Garden/VMC down to the river sounds great. I can understand that the grain elevator blocks the view of the city from VMC. But Portland has done a fabulous job of saving historic structures.	Downtown. Why would the city consider eliminating these historic grain elevators? They reflect the bounty of the whole Willamette Valley and Portland's agricultural and port history. And seeing huge grain ships practically downtown is simply amazing. How many other cities can say they have this? Please don't remove the grain elevators! (Even if they are not economically viable as working grain elevators, maybe they could be repurposed?) There is a lot of other riverside parkland already in place.

Commenter	Topic	What Vision or goals do you have for the area?	What do you like?	What do you Dislike?
21	Riverfront	Lively pedestrian-oriented waterfront thronged with people. So much of the waterfront near downtown Portland is empty and underutilized even including Waterfront Park. Dock space for boats. Mixed use neighborhood directly on the water- something like a greatly improved River Place would be great in this area.	Grain silo- vestige of working waterfront. I also like seeing industry on the water and industrial traffic traveling by river- ships and barges.	Moving the railroad tracks toward Interstate Ave to free up waterfront. Steep topography between Interstate Ave and river. Dock Space for boats- big to small.

General Comments

These comments were generated from the yellow general comment forms, the 3 flipcharts, and sticky notes on maps.

Commenter	Topic	Open Comment about the N/NE Quadrant Project
1	Freeway, Land Use, and Riverfront	Reserve area above I-5 for high speed rail- already publicly owned- from north cross Willamette by the Fremont Bridge (or tunnel). Realign Union Pacific tracks to be adjacent to light rail. Build plaza above (from Larrabee to Steel Bridge) with development above. Build multipurpose Willamette River Greenway Trail adjacent to river in wide pullouts. Access in commercial- coffee shop(s), restaurants adjacent to trail.
2	Land Use	It was suggested to have more food vendors at the parking lot of the Lloyd Theater across the street from Holladay Park. I am very much against food handlers. I think it makes the city cheap looking and takes away from the restaurant people who have to provide seats/tables/ restrooms/ADA etc. I think parking lots full of vendors is terrible- there are so many vacant storefronts and closed restaurants because some of them cannot compete with the street food vendors. I don't see vendors in the Pearl District! So why downtown Portland?
3	Land Use and Freeway	Reserve the Blanchard site plus enough land (zoned) for an expandable AAA baseball stadium/outdoor concert venue. Only spend enough for the land set aside (make it a temp. park for now with baseball diamond field where the permanent diamond will be (think ahead). Slowly move South to North with zoning to encourage breweries, pubs, dining, hostels and hotels, residential. Make Lower Albina with alleyways (very British or Victoria like) people friendly. Plan for high speed rail after I-5 is moved to an underground configuration after 30 years (I-5 curves to the east to line up with 8th/10th). High speed rail could then possibly use the former I-5 land (maybe trains below a eastside park corridor). Plan the subway station now.
4	Land Use and Urban Design	Should we be looking at moving the freeway away from the riverfront?
5	Land Use and Urban Design	Too many surface parking lots in Lloyd
6	Land Use and Urban Design	Re-align Union Pacific tracks across from Rose Garden (straighten out S curve) Move tracks east and bury/tunnel. Build terrace and development above light rail and UP- connect Rose Garden/Coliseum with River. Build multipurpose trail (16'-20' wide) along the river.
7	Land Use and Urban Design	Balanced policies which respect long time residential uses and need for more residential development in the area. Don't ignore the R zoned properties on parking issues.
8	Land Use and Urban Design	Freeze renewals to expired PDC URA's (5) fives!
9	Land Use and Urban Design	Public funds 20% of structure the public expects 20% of net profit e.g. medal on NFL Green bay
10	Land Use and Urban Design	Land use and urban design and all public/private partnerships including parks
11	Land Use and Urban Design	Convention Center and Lloyd center: mixed use development and human scale!

Commenter	Topic	Open Comment about the N/NE Quadrant Project
12	Land Use and Urban Design	Food carts: at NE corner of convention center near MAX station
13	Land Use and Urban Design	Food carts: in Rose Quarter and Memorial Coliseum plazas
14	Land Use and Urban Design	Russell Street favorable zoning for mixed use/housing/etc.
15	Land Use and Urban Design	Concern about traffic impacts/congestion generated by light rail infrastructure and now streetcar. Just making it harder to get around.
16	Land Use and Urban Design	Concerns about URA expenditures to property owners who may not need it, and not getting enough public benefit in return
17	Land Use and Urban Design	No 'there there' in the Lloyd, why would anyone want to build residential development there or even live there?
18	Land Use and Urban Design	Interest in lower, mid-rise development or building types in the Lloyd, maybe taking a break from the high rise stuff
19	Land Use and Urban Design	The overriding goal must be human scale and community. The streets (all of them) must feel good for walking and have adequate and safe cycle ways. Mixed development of a local community feel for the area. This would allow people to choose to live near their job and contribute to the development of a local community feel for the area. On the surface use of the automobile should be discouraged. This would cause visitors to the area to arrive, park and use other means of mobility in the neighborhood.
20	Land Use and Urban Design	The walk able character must include and link from the Lloyd center to the convention center an on to the Rose Quarter. MAX and trolley must feel like they fit the local surroundings so that they are an easy option for short hops. Day tickets for tourists and regional visitors should include use of both without multiple tickets.
21	Land Use and Urban Design	Finally the plan needs to include development of the Sullivan's Gulch bike path and the North Willamette Greenway. In addition to being major daily links to the area these would develop into significant tourist amenities with development of Gateway Green and easy access to Kelly Point Park.
22	Local Transportation	Freeway entrances clog local traffic at prime commute times- slowing commuter and local traffic. Is there a way to address this?
23	Riverfront	Keep the grain elevators by the steel bridge
24	Riverfront	What is the future of the grain silos? Is the city going to buy it?
25	Riverfront	Access to the river
26	Riverfront	Water recreation
27	Riverfront	Greenways/trails/paths
28	Riverfront	Amphitheater
29	Riverfront	Constructed wetlands along the river
30	Riverfront	Create habitat under bridges/esplanade
31	Riverfront	Create better connections between Albina and Lloyd/Rose Quarter

Commenter	Topic	Open Comment about the N/NE Quadrant Project
32	Riverfront	Paul Allen should display his yacht collection along the riverfront at Thunderbird site. The public could pay to see the yachts.
33	Riverfront	Let's make the grain elevators an interesting focus of this working neighborhood- how about developing a walking tour with plaques with info about the shipping, the steel and Broadway bridges, the rail and water industry. Have it be something folks want to go and see- with viewpoints from bridges and from the memorial coliseum.
34	Riverfront	Please "no" Jumptown (it's the Lloyd District) It could change into junk town
35	Riverfront	Bury the railroad track to get rid of the curve and free up land
36	Riverfront	What can we learn from Pittsburgh?
37	Riverfront	Access and transportation and paths/greenways (marinas, water taxis)
38	Transportation	Is there space for a potential high speed rail line (through this space)?
39	Transportation	Decouple Broadway/Weidler- it would greatly enhance business as well as make it more accessible for neighbors
40	Transportation	Reverse directions on Vancouver/Williams couplet
41	Transportation	Parking for residential uses is a problem- we need permits! Yes!
42	Transportation	The box area is such a problem that my company will no longer deliver using company trucks
43	Transportation	Bike lanes from Rose Quarter MAX to Vancouver/Williams need to be wider and better timed signals. Two "bike lanes" wide where possible
44	Transportation	Williams from Weidler to Hancock needs to be 2 bike lanes wide, same with Wheeler from Multnomah to Winning Way
45	Transportation	Better signal timing- now you need to stop at every light from Broadway to Oregon (on Vancouver/Wheeler)
46	Transportation	Turn for bike lanes from East Broadway to Flint (its silly to add bikes into the I-5/Broadway interchange when you can reroute them around it).
47	Transportation	Bike traffic has quadrupled since 2000- you need to add capacity throughout and at the next open house can you add bicycle traffic growth to the display board?
48	Transportation	Reduce I-5 speed limit to 30 mph from 405 to Marquam Bridge- reduce number of collisions and severity
49	Transportation	Bicycling can be scary
50	Transportation	Bike Boulevard/Cycle Tracks would be good to connect neighborhoods and Lloyd District
51	Transportation	Steel Bridge: Close Steel Bridge to car traffic? High congestion pricing?
52	Transportation	West side of Steel Bridge: Stockholm style inner city toll charge
53	Transportation	Rose Quarter Transit Center: Move/reconfigure MAX tracks to create new developable parcel
54	Transportation	Remove parking meters from NE 1st Ave north of Multnomah and make it permit only. Issue parking permits to residents.
55	Transportation	Make the parcels around the East side of the Broadway Bridge developable
56	Transportation	frequent driveway placement on Weidler is hazardous to bicyclists and pedestrians. Minimize driveways especially for drive thus.
57	Transportation	Move freeway ramps away from Broadway/Weidler. Move to new bridge connection at Clackamas St/Winning Way

Commenter	Topic	Open Comment about the N/NE Quadrant Project
58	Transportation	Decouple Broadway/Weidler- major bike and vehicular flows eases traffic and increases bike safety
59	Transportation	Interest in more transportation mode clarity in the system: add more ped/bike corridors through the area, but then also remove them from the busier corridors like Broadway/Weidler
60	Transportation	Further development of the freeways must be done in a minimalist way with priority given to the through movement of traffic. Priority needs to be given to the through movement of traffic. This could involve creation of separate through lanes, or timed closure of certain ramps when their use would impede the general flow of traffic. This plan needs to be linked in a realistic way to the effects that the development of the CRC will have on flow through the area. without building monolithic roadways we need to make realistic plans for the movement of commerce. Specific attention must be directed to the flow from the north onto Broadway and Weidler. the volume and speed of this flow has a major negative impact on the human scale of the area, and is a specific block to comfortable ingress into the Rose Quarter area.
61	Urban Design and Local Transportation	1. Consider a car-free zone in the Lloyd District. 2. There is a lot of large scale architecture in the N/NE Quadrant. More human scale design would vastly improve quality of life here. 3. Minimize drive through. 4. The highways are noisy, stinky, ugly and hard to get over/under. Mitigating this would be a true success for the plan.
62	Transportation	Sherwin Williams Paint store - corporate won't deliver because of traffic queues - don't own property if ROW is needed, owner gets money - like location - get certain amount of pass-by/drop-in customers
63	Transportation	Tough to get bikes through Wheeler/Williams intersection
64	Transportation	Weaves on both NB I-84 to Weidler and SB Wheeler to I-84 are difficult
65	Transportation	I-84 traffic is often backed up onto I-5
66	Transportation	Close Wheeler to I-84 and force those vehicles to MLK / Grand on ramp
67	Transportation	Add an extra lane from I-405 to I-84 Southbound
68	Transportation	There is too much traffic on Broadway - need to make bike / ped environment
69	Transportation	Pedestrians trying to get to Rose Garden for events park east of I-5 (free) and then have trouble walking over Broadway/Weidler with all the traffic also trying to get to Rose Garden
70	Transportation	Broadway Weidler intersection is a nightmare with traffic backing up on through streets
71	Transportation	Encourage green streets and shops under I-5, on Multnomah. Create pedestrian friendly environment
72	Transportation	Consider lowering the posted speed to 35 mph for those merging onto I-5
73	Transportation	When is ODOT going to remove I-5?
74	Transportation	Conflict between off ramp traffic and bikes/peds at the convergence of Vancouver and Broadway ramp
75	Transportation	Traffic on I-5 has forced me to avoid the interstate as much as possible and use local streets. If traffic in the area continues to increase, I may consider moving business
76	Transportation	Tolling/congestion pricing should be considered

N/NE Quadrant Project Scope and Topics of Other Studies

Topic		N/NE Quadrant Project Scope	Topics of Other Studies	Comments From Subcommittee Meetings	Staff Reponse/Notes
Land Use & Urban Design					
LU 1	Land Use & Urban Design	Identify land use and urban design/urban form issues in Lloyd and Lower Albina subdistricts, and the two study areas - Vancouver/Williams and NE Multnomah.	Portland Plan will develop the strategic framework for the City of Portland. CC2035 will develop the overall policy framework for the North/Northeast Quadrant Plan. CC2035 will provide the framework for economic development, housing, transportation, open space, and arts/civic/cultural policy issues.	Could we talk about developing a strategy to address the episodic nature of the district? Until there is a vast amount of development here, how can we create consistent vibrancy?	Agree - Will be included in District-Wide Land Use/Urban Design Issues.
				We need to make sure that we don't negatively affect other areas by changes we make in this quadrant. Any major changes of transportation thoroughfares may change/reshape subdistricts/neighborhoods – we need to be really cognizant of the ramifications of changes we make.	Agree - Will be included in District-Wide Land Use/Urban Design Issues and evaluation critieria. The role of the Central City and it's relationship to adjacent areas are also key considerations and tasks of the broader Central City 2035 Advisory Group.
				Streetcar development should be pulled out into it's own section because it crosses several areas and issues (and that shouldn't get missed).	Agree - Encouraging development around new streetcar stations is a key issue in the Lloyd District. This plan effort will work with PDC to develop policies and actions to support it.
LU 2	Growth	Seek to accommodate 2035 growth projections for population and employment in the study area.	Metro Region 2040 established high-growth expectations for the Central City. Conversations on this topic will need to happen at the regional level.	Tax abatement is going to be sunsetted, and it's an issue that has potential to impact the barriers to greater density and development (the FAR is there, but the market isn't – how can we build out to our potential)	The future of tax abatement is a larger Central City-wide discussion currently under consideration by the Central City 2035 Advisory Group.
				Housing is big enough and important enough that it should have it's own scope section.	Agree. Revised Project Scope - *Develop detailed housing goals and policies within the study area.*
				We should talk about urban renewal, which sunsets in 2013.	The future of urban renewal is an important plan implementation issue. However, if changes were to be made to the current URAs in the study area, they will have to be developed through separate processes led by the PDC.
LU 3	Zoning	Revisit, and as necessary, recommend changes to comprehensive plan and zoning designations, development standards, and design guidelines	The broader CC2035 project may propose some structural code changes regarding how zoning and development review works in the Central City.	This is maybe already in zoning, but there should be something about freight movement and distribution areas (like in lower albina, etc.). Industrial sanctuary zoning is important for us to pay attention to.	Agree - Will be included in Lower Albina Issues.

N/NE Quadrant Project Scope and Topics of Other Studies

Topic		N/NE Quadrant Project Scope	Topics of Other Studies	Comments From Subcommittee Meetings	Staff Reponse/Notes
LU 4	Rose Quarter	Coordinate results of the Rose Quarter Development Study and help implement the development strategy.	Rose Quarter Development Project is currently developing a detailed development strategy for the Rose Quarter.	We should say we're preserving *and* also enhancing the large event institutions (3 out of 4 of Portland's large event institutions - all but PGE park - are in this area).	Agree - Will be included in Rose Quarter and Lloyd Issue. Revised Project Scope - *Coordinate results of the Rose Quarter Development Study and help implement the development strategy in the Rose Quarter and by inte3rating the strategy with the rest of the study to support both Rose Quarter success and development in surrounding areas.*
				Encourage more language about coordinating the various efforts that are going on (including the possibility of eliminating the S-curve in the rail system in this area, etc.)	Agree - Will be included in Rose Quarter issues. Also under consideration in Rose Quarter Development Project.
LU 5	Willamette River	Coordinate to identify land use/urban design issues and develop regulatory guidance for the Willamette Riverfront in the N/NE Quadrant.	River Plan / Central Reach will be developed as part of the CC2035 Plan. The River Plan will contribute policy guidance for the Willamette River. The policies and regulations adopted through the River Plan / North Reach (April, 2010) that apply to the riverfront in Lower Albina will not be revised through the N/NE Quadrant Plan or CC 2035.		No comments received
LU 6	EcoDistricts	Coordinate with Portland Oregon Sustainability Institute-POSI/Lloyd Green on the policy framework for EcoDistricts.	EcoDistricts study is led by POSI; has identified the Lloyd District as a pilot project. Lloyd Green is the active association in Lloyd pursuing EcoDistrict formation.	There should also be something about stormwater in the interface section.	Stormwater issue will be included in Quadrant-wide issues as well as in freight transportation, public realm and eco district areas.
LOCAL TRANSPORTATION					
LT 1	Purpose	Identify multi-modal transportation issues in the Lloyd and Lower Albina subdistricts, and the two study areas-Vancouver/Williams and NE Multnomah.	The Central City Transportation Management Plan (CCTMP) will be updated as part of CC2035.		No comments received
		The Regional Transportation Plan 2035 forecast will be the basis for the transportation analysis	The CCTMP will revise and, if needed, recommend changes to Central City wide transportation policies.		No comments received
			Plan recommendations may lead to amendments to the City's Transportation System Plan (TSP).		No comments received
				Motorized 2 wheeled vehicles should be called out/encouraged	Agree - will be included in the multi-modal transportation issues

N/NE Quadrant Project Scope and Topics of Other Studies

Topic		N/NE Quadrant Project Scope	Topics of Other Studies	Comments From Subcommittee Meetings	Staff Reponse/Notes
				Add language about how to remove short auto trips on the freeway to improve the freeway system through this area (particularly with regard to focusing on freight, and multiple-occupancy or bike transportation).	Agree -see below
				We should consider reducing/eliminating single-occupancy vehicle trips as a companion to improving freight movement – make the freeway for freight and for higher-occupancy transport and bike options	Revised Project Scope - *Consider strategies to reduce single occupancy vehicle trips in the district.*
LT 2	Regional Trails (Sullivan's Gulch Trail & The Willamette River Greenway Trail)	The N/NE Quadrant Plan will coordinate and recognize the future general trail alignment for the Sullivan's Gulch and will coordinate with Parks to update the alignment of the Willamette River Greenway Trail as necessary.	This Plan will not determine the specific location for the Sullivan's Gulch Trail. This is a separate project led by the PBOT and Parks.	Include language about connectivity to the trails. Connectivity to trails should be called out	Agree - See INT 1
			The North Portland Greenway Trail Alignment Project is a Parks project that will determine the alignment for segments of the North Portland Greenway Trail.		No comments received
LT 3	Parking	The N/NE Quadrant Plan may identify parking issues to be addressed as part of the CC2035/CCTMP process.	The CCTMP will be updated as part of CC2035, and will revise and, if needed, recommend changes to Central City wide transportation policies, including parking.	The N/NE Quadrant Plan ***will*** identify parking issues to be addressed as part of the CC2035/CCTMP process.	Accept comment and combine with INT 4
				There should be something about parking and transit in the Interface section - Land use development and opportunities are greatly impacted by parking and transit (their existence or lack thereof)	Agree - will be included in the parking issues
LT 4	Transit	Identify transit needs and conceptual long-term improvements to the Rose Quarter Transit Center.	No resolution on the Rose Quarter Transit Center. The project will study some of the major transportation issues in the area and identify some overall direction for long term improvements, but will not recommend a solution.		No comments received
		This Plan may influence but will not determine the next streetcar line	The Streetcar System Concept Plan calls for potential streetcar routes through the corridor. To determine feasibility and choose a route, a separate alternatives analysis is needed.		No comments received
LT 5	Local Transportation System	Consider street hierarchy and conceptual level design approaches to different streets in the study area.	No major expansion in local auto capacity. Central City policy calls for prioritizing non auto improvements to meet Central City economic development and livability goals.		No comments received

FREEWAY TRANSPORTATION

N/NE Quadrant Project Scope and Topics of Other Studies

Topic		N/NE Quadrant Project Scope	Topics of Other Studies	Comments From Subcommittee Meetings	Staff Reponse/Notes
F1	Improvements to I-5	Modest improvement less than $200 million. Consider improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	Planning Beyond the 2035 Horizon is not a part of this Plan.	Modest improvement ß or maybe eliminate the language that is overly limiting in this box.	Revised Project Scope - *Consider improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405. Modest improvements in the range of $200 million will be developed (based on the current Financial Constrained RTP forecast for the Region).*
				Some of the statements here limit us unnecessarily ($ amount on the improvements to I-5, etc.). We can discuss the appropriate level of improvements without having a dollar cap written into the scope.	Refer to Revised Project Scope
				Consider improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.	The study will focus on developing modest improvements that address capacity, operations and safety issues on I-5 between the I-84 ramps and the Fremont Bridge (I-405) ramps. These modest, shorter-term improvements will be developed to be compatible with a longer range vision for the Quadrant.
			This Plan will not determine tolling. The 2007 Oregon legislature directed the Oregon Transportation Commission (OTC) to develop tolling policy recommendations for a consistent framework and foundation on which to develop, implement and evaluate potential projects.		No comments received
		Focus on safety improvements to reduce the number of crashes.	The Freeway Loop Study will be undertaken in future (~5 years?) to try to determine the long-term (50+ year horizon) design for I-5 through the Central City. I-5 tunnel not feasible during 2035 time frame (does not preclude planning for later date)		No comments received
		Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterials.	Moving the Eastbank Freeway is not feasible during 2035 time frame (does not preclude planning for later date)		No comments received

N/NE Quadrant Project Scope and Topics of Other Studies

Topic		N/NE Quadrant Project Scope	Topics of Other Studies	Comments From Subcommittee Meetings	Staff Reponse/Notes
		Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway	The N/NE Quadrant Plan will be prepared pursuant to the RTP. The Columbia River Crossing Study is a long-term, comprehensive plan to address safety and congestion between Marine Drive and SR 500. CRC will replace the I-5 bridge (with tolling) over the Columbia River and extend light rail to Vancouver. I-5 improvement are needed in our study area with or without the CRC. Traffic volumes on I-5 in this section are not substantially different with or without the CRC, as defined in the EIS.		No comments received
		Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.	No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.		No comments received
F2	High Speed Rail	The N/NE Quadrant Plan will not determine High Speed Rail. Oregon High Speed Rail Study will be monitored for potential action items for CC2035, Portland TSP, and other related plans.	The ODOT Rail Division is developing a High Speed Rail Plan for service improvements including one-way travel time under two hours, six round trips per day and increasing on-time performance to 95% between Eugene and Portland.	To what extent, if any, will high-speed rail be included in this process?	This planning process will defer to the State's High Speed Rail study.
				We should discuss how we can best address long-term issues given our short time horizon (for example, we could include things like “our planning for 2035 will not preclude the possibility of a station here, or expanded rail tracks here”)	This planning process cannot determine if High Speed Rail is needed in the district or where it might be located. Refer to State's process.
				The rail transportation that serves/interacts with this area should be discussed (the number of trains that travel on the tracks, and the shortcomings of the Steel Bridge, etc)	The Quadrant Plan will coordinate with private rail providers to determine needs and issues within the planning horizon of 2035.
INTERFACE TOPICS (Between local and freeway or Transportation and Land Use)					
INT 1	Bicycle and Pedestrian Routes	Enhance pedestrian and bicycle routes. Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway. Will help implement the City’s Bicycle Master Plan.	Plan recommendations may lead to amendments to the City’s TSP and Pedestrian Master Plan and Bicycle Plan for 2030.		Revised Project Scope - *Enhance pedestrian and bicycle routes and access to trails. Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway. Will help implement the City’s Bicycle Master Plan.*
		The N/NE Quadrant Plan will coordinate with the PBOT Bikeway Development project.	Some bicycle improvements in the study area will be addressed as part of the PBOT Bikeway Project Development project.		No comments received

N/NE Quadrant Project Scope and Topics of Other Studies

Topic		N/NE Quadrant Project Scope	Topics of Other Studies	Comments From Subcommittee Meetings	Staff Reponse/Notes
				In bike/ped, maybe we could talk about pulling bikeways off of large high-vehicle traffic areas, and give them separate lanes/trails/streets (for cyclists' safety and for larger space for cars in big streets – like Broadway/Weidler)	Agree will incorporate
INT 2	Freight Movement	Improve freight movement. Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.	Plan recommendations may lead to amendments to the City's TSP and Freight Master Plan.		Revised Project Scope - I*mprove truck freight movement. Focus on improving the truck reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes and freight district.*
				Encourage more language about coordinating the various efforts that are going on (including the possibility of eliminating the S-curve in the rail system in this area, etc.)	Revised Project Scope - *Rail freight to coordinate the various efforts that are going on (including the possibility of eliminating the S-curve in the rail system in this area, etc.)*
		Improve freight access to the freeway and industrial areas.		This is maybe already in zoning, but there should be something about freight movement and distribution areas (like in lower albina, etc.). Industrial sanctuary zoning is important for us to pay attention to.	Agree will incorporate
INT 3	Climate change	This Plan will not directly address regional GHG issues.	Other efforts will develop regional and statewide GHG strategies. The 2010 Oregon Legislature passed a statewide, comprehensive bill aimed at reducing greenhouse gas (GHG) emissions from transportation. That effort will involve coordinating and consulting with stakeholders, local governments, Metropolitan Planning Organizations (MPOs) and other state agencies to develop a state-level strategy to reduce GHG from transportation.	Include something about the type of fuels/energy used.	The Quadrant Plan will defer to regional and statewide GHG strategies.
		Transportation alternatives analysis will include modeling of alternative land use and transportation concepts on vehicle miles traveled, greenhouse emissions, and impacts on Central City land use and transportation. Project will coordinate with the CC2035 process.	CC2035 will include GHG modeling in the policy analysis of land use and transportation relationships.		No comments received
INT 4	Parking			There should be something about parking and transit in the Interface section - Land use development and opportunities are greatly impacted by parking and transit (their existence or lack thereof).	Revised Project Scope - *Examine the relationship between parking strategies to support land use development strategies while encouraging the use of alternative transportation modes, including proximity to transit, demand management strategies, bicycling, and proximity to housing.*

N/NE Quadrant and I-5 Broadway/Weidler Plans

12/9/10 Draft Project Goals with Subcommittee Comments and Facilitator Proposal

I. Original Draft

The following is provided to promote discussion – not end it. It will evolve over time. The goals are listed in alphabetical order, not in order of importance.

1. **Adopt a N/NE Quadrant Plan.** This planning effort will result in integrated land use, urban design and transportation policies and plans that balance and sustain economic, environmental, and social interests.
2. **Balanced transportation system**. Develop a safe, efficient and convenient multimodal transportation system (pedestrian, bicycle, transit, freight, vehicle) that addresses present and future transportation needs and encourages the use of non-automobile modes of transportation.
3. **Connectivity**. Mitigate physical barriers within the district and enhance connections to adjacent areas and to the Willamette River.
4. **Culture and heritage**. Honor and build on the rich historical and cultural heritage of the district.
5. **Economic development**. Promote economic development and opportunity, support the development goals of the district and protects, enhance and complement the district's diverse uses.
6. **I-5 in the N/NE Quadrant area.** Improve traffic operations, safety, and regional and local freight movement on I-5 as well as in the interface between the freeway and the local street system.
7. **Livability**. Enhance livability, support the unique assets of the district and respect and complement adjacent neighborhoods.
8. **Parks and open space**. Provide additional and improved public open spaces to enhance and complement the district and connect it to the Willamette River and the regional trail system.
9. **Policy context**. Develop a plan that is consistent with the overall goals and policies of the City's Comprehensive and Central City plans, and meets regional and state land use and transportation policies.
10. **Sustainability**. Support the City's goals of reducing carbon emissions and enhancing the natural environment.
11. **Vibrant and distinct district**. Support the creation of a healthy and vibrant district that includes a mix of residential, commercial, industrial, recreational, cultural, and historic areas.

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II. Comments Received at December Transportation and Land use Subcommittee Meetings:

Under 2: Balanced Transportation System:

- Perhaps rename “Complete transportation system?”
- In list of modes, perhaps add bus, light-rail, high-speed rail, and heavy rail, and water transportation - both for freight, and commuting (river taxi).
- Alternately, remove list of modes entirely and instead say “transportation that moves people and goods” or something similar.
- Perhaps specify that the project should also reduce the use of single-occupancy vehicles ←there is some disagreement about whether to do this.
- Sustainability of development along streetcar.
- Use this plan to identify potential sites for large transportation infrastructure.
- Add a goal of reducing single-occupancy vehicle usage.

Under 3: Connectivity:

- Currently there is no freight access to railroad, grain elevators, etc. on the river – it’s technically “not allowed” – should the reference to Willamette be removed?
- Perhaps call out the river further – have a specific goal that is connectivity to the river, or add more language about the river in other bullets.
- Add to the end of this goal: “and interconnecting transportation systems” (streetcar, Max, etc. – those connections should be enhanced)
- More specificity in what type of connectivity is needed? Bike and Ped?
- Figure out how the waterfront is going to work – the different uses needed along the waterfront (and maybe separate out)
- This district is unique in terms of transit options – calling out the increase of public and sustainable transit and reducing single-occupancy vehicles here is important in connectivity.

Under 4: Culture and Heritage:

- Add in better language about equity here or somewhere else.

Under 7: Livibility:

- Call out Eliot and Lloyd neighborhoods.
- Specify increased residential development.

Under 9: Policy context:

- Or identify key policy or legislative changes needed in order to implement this plan (incorporate this idea either in #9 or in #1 above).

Under 10: Sustainability:

- Separate out carbon emissions and natural environment

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- Add a green infrastructure goal (greenroofs, green building, sustainable storm water, etc.)

Under 11: Vibrant and distinct district:

- Add at the end of this goal something like “and complements the surrounding historical context.”
- Maybe focus more on the individual subdistricts and address connectivity between them.

Other Thoughts:

- Perhaps rename as “Strategies” or “Objectives” or “Things we’ll have to make trade-offs around” (i.e. are there too many for them to really be “goals”?)
- Perhaps dial down the focus on transportation stuff and dial up the focus on housing, employment, and livability.
- Maybe consolidate #9 and # 1 (#9 is a helper to #1)
- Maybe consolidate 4, 7, and 11
- Maybe consolidate the “through movement” themed ones – water, I-5, etc.
- **Add #**: Preserve Industrial jobs (or family-wage jobs, or focusing on job equity) in Lower Albina.
- **Add #**: Transportation from, to, and through study area (paying attention to whether/how much more traffic and congestion is optimal through this area).
- **Add #**: Possibly call out the ways in which this area has big “draws” – Lloyd district, rose quarter, convention center, etc.
- **Add #**: a goal about the diverse industrial land uses
- Add more language around balancing types of development (housing, types of housing, commercial, etc.)
- Somewhere, encourage density in development
- Somewhere, address the Job to Housing Ratio and type of housing
- Somewhere, add idea about “Empowering and enhancing economic opportunities in this area” (engage talents in this area first before looking outside - the “concentric circles” idea).
- Somewhere, address High Speed Rail
- Somewhere, address Trail systems – can they be better connected with other transportation systems
- Somewhere, address Homelessness – issues with fears around homelessness should be called out (fears around crime, safety, etc.)
- Somewhere, address the additional support systems needed to support additional housing (schools, grocery stores, increase in parking for residential purposes, etc.)

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III. Facilitator's Proposal Based Upon Above Comments

Project Statement

This planning effort will result in integrated land use, urban design and transportation policies and plans for the N/NE Quadrant and I-5 Broadway / Weidler that balance and sustain economic, environmental, and social interests. The plans will be consistent with the overall goals and policies of the City's Comprehensive, the Central City plans, and will meet regional and state land use and transportation policies.

Our recommendations will be guided by the following:

A) Promote economic development and opportunity, support the job goals of the district, and protect, enhance, balance the district's diverse mix of residential, commercial, industrial, recreational, cultural, and historic uses.

B) Honor and build on the rich historical and cultural heritage of the district, enhance livability and safety, support the unique assets and necessary infrastructure, and respect and complement adjacent neighborhoods.

C) Develop a safe, efficient, and convenient full multimodal transportation system, address present and future transportation needs and facilities, encourage the use of non-automobile modes, mitigate physical barriers within the district, and enhance multimodal connections to adjacent areas and resources.

D) Improve traffic operations, safety, and regional and local freight movement on I-5 as well as in the interface between the freeway and the local street system.

E) Provide additional, improved, and accessible public open spaces to enhance and complement the district.

F) Support the City and Regional sustainability, environmental, housing, social equity goals.

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Preliminary Land Use and Urban Design Issues for N/NE Quadrant

N/NE QUADRANT-WIDE:

- District Vibrancy/Vitality & Creating a Livable Community
  - Need more human-scale architecture
  - Develop Underutilized Land with "responsible" Density
  - Health Aspects of Plan
- Social/Environmental/Economic Balance Sustainability & Equity – respect Albina Plan
  - Increasing Diversity
- Increasing Employment
  - Business Vitality
  - Risk of Displacing Existing Businesses
- Natural Areas & Natural Resources
- District Identity (multiple) lacking
- Lack of Resources for Implementation/ Need to see real changes – not just plans
  - Partnerships needed

#	***LU & UD Subcommittee Additions & Comments from 12/2*** **N/NE Quadrant-Wide**
1	Bird friendly building design district wide
2	Consider tax incentives or other carrots to push development off surface parking lots
3	Centralized bike facilities (shared) with lockers
4	Relook at development incentive programs and regulations
5	Target development support: rose quarter, 7th/9th/Multnomah/Holladay, Blanchard, and Lloyd Mall properties
6	Green metropolis David Owen
7	Residential Development: New market involved strategies and workforce housing
8	Concentric circle economic development opportunities: focus on engaging local skills and resources
9	Asset based community development using existing human magnet nodes
10	Approach major land holders: public and private partnerships and master planning
11	River access near and distant. Obstacles: I-5, MLK/Grand, and Railroad
12	Connect Clackamas to River
13	Improve all pedestrian connections under I-5- create lively places
14	Safety concern elsewhere as well as Holladay Park (ex. Homeless issue around Lloyd)
15	Green infrastructure/sustainable storm water: green street trees, ecoroofs, bioswales, etc.
16	Ensure all sides of any/every new development is pedestrian friendly not just a wall or a window- but doors and access
17	Land value/timing economic strategy
18	Identify/enhance commercial "main streets" business districts and new potential Business Districts
19	Develop and preserve parks, trails, gardens, and open spaces. Encourage private pocket parks. Trade FAR for green available to public.
20	View corridors evaluation and barriers to development
21	Housing incentives, employer-supported housing, other incentive to achieve residential goals
22	Preserve/enhance current attractors

#	*LU & UD Subcommittee Additions & Comments from 12/2* **N/NE Quadrant-Wide**
23	Urban farms and community gardens as health and healing green spot
24	Isolation of various segments of the district by roadways, freeways, and soon streetcar lines. Need to bridge these with more controlled intersections from MLK and MLK/Grand from San Rafael on the north through to I-84. Steetcar stops need to include controlled intersections at least every 3 "regular" blocks for its entire length.
25	Existing zoning codes need to be re-evaluated in light of experience with mixed-use developments. Higher density residential zones don't seem to be attracting new development. Consideration should be given to reverting back to the "commercial" zones they had before the last Plan BUT with a "mixed-use" overlay that allows residential above commercial on floors one and two and requires developers to pay into a housing fund if they do not develop housing on-site within 5 years.
26	The district is lacking in parks and open space. The north side of Sullivan's Gulch should be designated for development into a linear park with terraces and a new ped/bike path.

LOWER ALBINA (MAP AREAS 1&1a)

- Revitalizing Russell Street
- Opportunity for Mixed-Use development around MAX Station?
- Best long-term use of industrial land?
    - Increase business growth and employment density?
    - Need thoughtful transition from Rose Quarter/Broadway to industrial land to the north
    - Continue policy to limit housing?
    - Make alleyways people-friendly?
- Advantage/disadvantages of slope

#	*LU & UD Subcommittee Additions & Comments from 12/2* **Lower Albina**
1	Protection and restoration of riverbanks. Fish and wildlife habitat along River/Rose Quarter.
2	MAX stop also close to hospital- increases potential for visitors and staff to use MAX by making that eight blocks vibrant interesting and safe (including under I-5)
3	Improve connectivity of historic Russell St/ Widmer Brothers both north to Mississippi and east to Russell/Vancouver
4	Area below elevated I-5 and 405 interchange where city equipment is kept- best location for city-alternative uses
5	Industrial Area west of Interstate: This is a 25 year plan. The UP yards and cement and grain silos are unlikely to be economic for that much longer. The plan should anticipate what should come after. Since the current landowners will oppose any zone change that threatens their current operations, this should be a "conditional zone" that would only be implemented if current uses change significantly. Note that a change in use at each of these sites WILL provide an opportunity for riverside access. Also should work with PDC to "vision" current industrial uses in this area and prospects for their survival for 25 years and what kinds of industries of the "future" may benefit from location in this district.
6	Area east of Interstate: This area is significantly under-developed. The predominate use is either "mixed" or warehousing, including City uses by the Water Bureau and for the Albina Yards. The entire area should be rezoned for mixed use that allows light industrial but facilitates residential development. Also, it appears this is an area where "point towers" so popular in Vancouver BC should be facilitated. Taller, narrower towers can tack advantage of the views that are blocked by the bluff and freeway, increase density, and yet avoid the "wind tunnel" and "urban canyon" effects of the Pearl.

NE BROADWAY MAIN ST. & VANCOUVER/WILLIAMS TRIANGLE (MAP AREAS 2&4)

- Revitalize entire length of Broadway from River through the study area
  - Historic Preservation
  - Need sensitive transitions to neighborhoods at Central City edges (Irvington, Elliott, Sullivan's Gulch)
- Consider changing high-density residential zoning to allow more commercial uses

#	***LU & UD Subcommittee Additions & Comments from 12/2*** **NE Broadway & Vancouver/Williams**
1	Criss-Cross Lloyd to connect SE and NE on 124th and Grand (Streetcar)
2	Include sensitive cultural historic buildings in this area
3	Revitalize both Broadway and Weidler Streets
4	"Affordable" housing will not (usually) be "new" development but restoration and preservation of existing residential units. Ensure affordable parking for residents.
5	City and community with Emanuel Hospital work together in developing hospital vacant land
6	NE Broadway: Remove bikeways on Broadway/Weidler when other bike corridors are enhanced. Enhance Broadway as a Main Street.
7	DO NOT remove Flint or the overpass unless it is replaced (don't simply redirect traffic to Williams and Vancouver). This route is needed to access businesses and for bike and pedestrian passage to/from the District and bridges.Facilitate development along streetcar route based on passenger traffic (shift away from current auto-oriented businesses)
8	This is an area where "point towers" so popular in Vancouver BC should be facilitated. Taller, narrower towers can tack advantage of the views that are blocked by the bluff and freeway, increase density, and yet avoid the "wind tunnel" and "urban canyon" effects of the Pearl.

ROSE QUARTER & N BROADWAY (MAP AREA 3)

- Redeveloping PPS Blanchard Site
  - Reserve PPS site for AAA Baseball Stadium?
- Access to River & Public spaces on the riverbank
  - Realign UP Rail line to make river bank accessible with new development and greenway trail.
  - Future of Louis-Dreyfus Grain Terminal? Public attraction?
  - River attraction? Yachts? Amphitheater?
- Support Rose Quarter Redevelopment
  - Capitalize on Streetcar
  - Long-term development opportunities around redesigned Rose Quarter Transit Center
  - Create more developable lots at east end of Broadway Bridge?

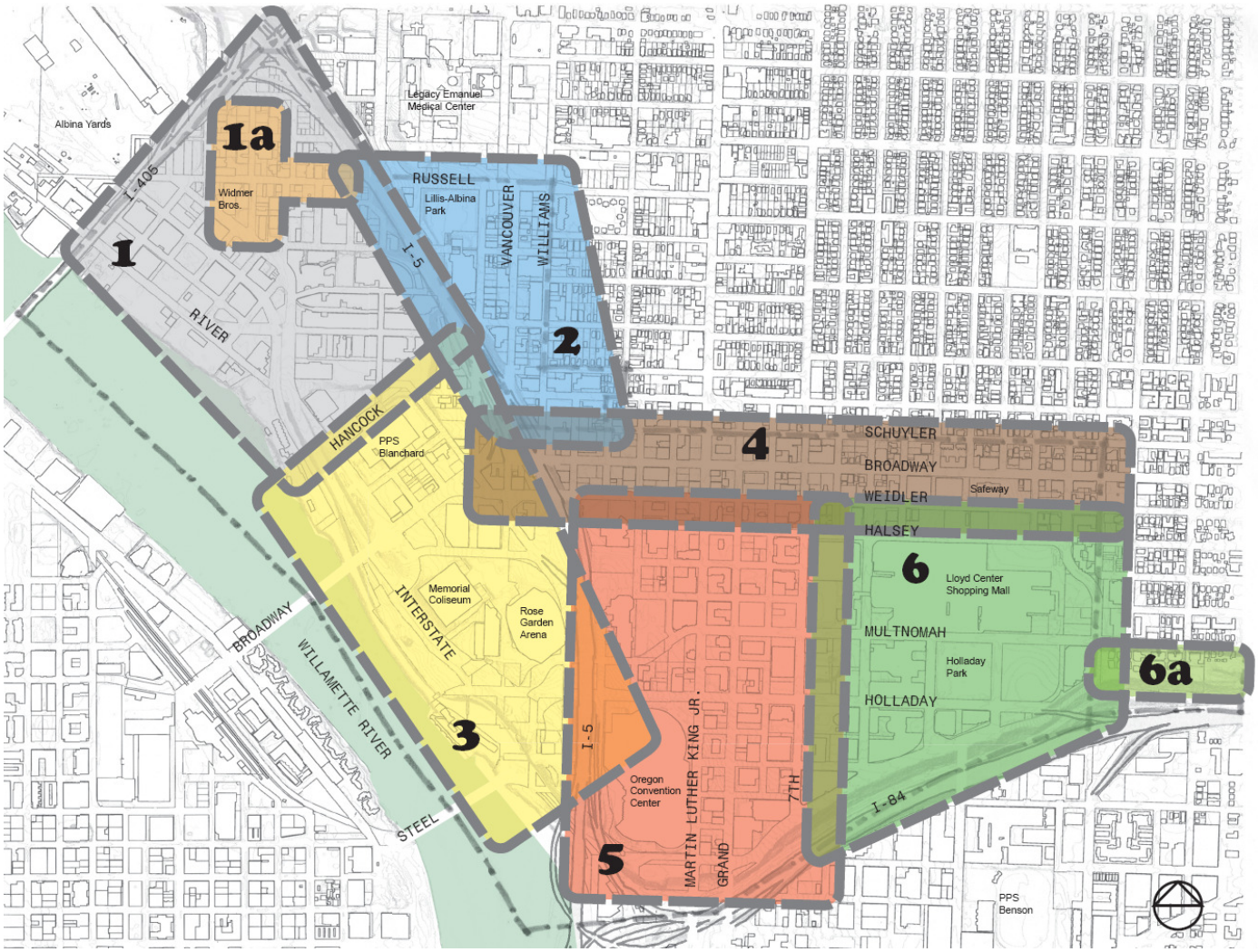
#	***LU & UD Subcommittee Additions & Comments from 12/2*** **Rose Quarter & N Broadway**
1	Buildings too large and blocks too long for pedestrian comfort
2	PPS Blanchard site: multicultural gathering and community center, world market incubator
3	Riverplace development: accessible housing for aging population
4	New bike/pedestrian bridge over I-5 from Clackamas to Winning Way
5	Redevelop east side transit center to provide a viable train station and stimulate development
6	Preserve station site for future high-speed commuter rail west of Coliseum
7	Provide for eastside LRT connection between Rose Quarter and OMSI
8	PPS cannot endorse a reservation of property to a specific use at this point

#	*LU & UD Subcommittee Additions & Comments from 12/2* **Rose Quarter & N Broadway**
9	Protection and restoration of riverbanks. Fish and wildlife habitat along River/Rose Quarter.
10	Reserve PPS site for AAA or pro baseball stadium (capable of future second level seating)
11	Blanchard/ Water Bureau and redevelopment for employment uses
12	Keep option to remove Coliseum for another more viable use
13	Develop discovery zoning map on urban edge with arts and non-profit for bikes and health
14	Enhance views or view corridors on eastbank

LLOYD DISTRICT (MAP AREAS 5&6)

- Unlock Development Potential in Lloyd
  - Too many surface parking lots
  - Urban Design Strategy w/Emphasis Areas Needed
  - Street hierarchy needed to organize development?
  - Open Space is Deficient, Existing OS is underutilized
  - Food carts? (arguments both for and against)
  - Land use and development to support Lloyd Green (EcoDistrict Initiative)
  - Large Property Owners& Large Block Dimensions
  - Support the Oregon Convention Center with New Adjacent Development
  - Improve street-level development (Mall and others)
- More Housing
  - Jobs Housing Imbalance
  - Broader Diversity of Housing
  - More Affordable Housing (Concentration of Retail-Wage Jobs)
  - Capitalize on Streetcar
- Public safety & crime concern around Holladay Park
- NE 21st & Multnomah redevelopment opportunity (Map area 6A)

#	*LU & UD Subcommittee Additions & Comments from 12/2* **Lloyd District**
1	Lloyd Mall is as vibrant as it is because it is not just the mall, including outlying shops- maintain it's vibrancy and health, including their outlying low FAR properties
2	Higher density residential development
3	Maintain opportunity site(s) for HQ Hotel
4	Urban design needs to address sad look of area between Rose Garden and Lloyd Center
5	Preserve portal site for future east/west MAX subway from Lloyd center to Goose Hollow (parking lot between Holladay Park and Lloyd Cinema)
6	Parking issues with new and existing housing. Preserve rights, existing standards for new.
7	Facilitate multi-site permitting/planning for eco-district
8	Holladay Street development = green street approach (Sullivan's Gulch to Lloyd to Rose Quarter)
9	Incorporate Holiday Park hospital planning
10	7th Ave crossing over I-84 for multi-modal
11	Specify: Headquarters Hotel developed for OCC. Support OCC.
12	Consider support services (i.e.. Schools) when looking at restricted development
13	Increased pedestrian (and bike) access across I-5 may relieve parking problem during MC/Rose Quarter events


Albina Yards
Legacy Emanuel Medical Center
1a
I-405
Widmer Bros.
RUSSELL
Lillis-Albina Park
VANCOUVER
WILLIAMS
1
I-5
RIVER
2
HANCOCK
PPS Blanchard
4
SCHUYLER
BROADWAY
WEIDLER
Safeway
HALSEY
6
Lloyd Center Shopping Mall
MULTNOMAH
Holladay Park
6a
HOLLADAY
Memorial Coliseum
Rose Garden Arena
INTERSTATE
BROADWAY
WILLAMETTE RIVER
3
I-5
Oregon Convention Center
MARTIN LUTHER KING JR.
GRAND
7TH
I-84
STEEL
5
PPS Benson

N/NE Quadrant and I-5 Broadway/Weidler Plans – Transportation Issues List 12-3-10

The following is a list of N/NE Quadrant transportation issues by sub-district that has been compiled from a variety of sources including:

- SAC Committee survey feedback
- Public comments from the 11/15 Open House
- SAC Transportation Subcommittee input
- Transportation Existing Conditions Report
- Input from ODOT, City and consultant staff

Sub-District 1: Lower Albina

1. I-5 barrier for pedestrian/bike connections to Eliot
2. Limited east/west transit connectivity
3. Need better wayfinding from Russell St to N Mississippi MAX station
4. N Russell/Interstate intersection – confusing operations
5. Lack of sidewalks west of Interstate
6. Freight access to regional freeways
7. *Constrained freight rail capacity*
8. *Locate North Portland Greenway Trail north-south through Lower Albina connecting to Swan Island at the north end*
9. *Maintain freight movement and distribution areas (like in Lower Albina, etc.)*

Sub-District 2: Eliot

1. Limited pedestrian/bike connection to Lower Albina District *and the proposed North Willamette Greenway Trail*
2. Bike connection to/from Eastbank Esplanade
3. No east/west transit connections (across I-5) between Broadway and Fremont
4. Improve bike/ped safety on Vancouver/Williams
5. *Difficult ped connections to Rose Quarter*
6. *Limited ped connections to Broadway Bridge and downtown*
7. *Need another ped/bike connection across I-5 at Hancock*

DRAFT

Sub-District 3: Rose Quarter

1. The Box: High traffic volume from I-5 southbound off-ramp to Weidler
2. The Box: Ped crossing conflicts – especially during events
3. The Box: Vancouver/I-5 ramp/Broadway intersections - high volumes
4. The Box: Rose Quarter event access/egress
5. High accident locations: Broadway & Weidler at Vancouver, Broadway at Larrabee
6. Queuing at east end of Steel Bridge back from Multnomah Street
7. Rose Quarter Transit Center - transit functions are too spread out
8. Pedestrian management and safety at Rose Quarter TC
9. Bike/pedestrian: I-5 barrier – limited crossings between Weidler and Lloyd
10. Freight access to freeway ramps
11. Improve freight rail speeds through quadrant
12. *Improve future passenger rail speeds through quadrant*
13. *Future high-speed rail or commuter rail station at Rose Quarter?*
14. *Light-rail and Amtrak capacity over Steel Bridge is constrained*
15. *Constrained freight rail capacity*
16. *Straighten rail "S" curve*
17. *Redesign off-ramps from I-5 and I-84 that serve the Rose Quarter and Lloyd District so they feed into the street grid (simplify the intersections with the ramp terminals)*
18. *What is the issue with queuing at the east side of the Steel Bridge?*
19. *Restore street grid for peds and bikes across I-5 with ped overpasses*
20. *Improve ped and bike connections to the river from the Rose Quarter. Current ped and bike connection to Eastbank Esplanade is indirect*
21. *Connection between North Portland Willamette Greenway Trail and Sullivan Gulch Trail*
22. *The Box: Bike access is challenging and intimidating, especially for inexperienced riders*
23. *Need better bike access from Broadway to Flint*
24. *Connect Dixon Street past Wheeler to Flint*
25. *Need to improve transit capacity, safety, and operations at Rose Quarter TC, including consideration of both auto and transit operations*

DRAFT

26. *Prep Rose Quarter TC area for more active development*
27. *Rail and street access to Dreyfus Storage is an impediment to development*
28. *Consider reversing the flow of Vancouver and Williams, with southbound traffic on Williams and northbound traffic on Vancouver*
29. *Parking capacity at Rose Quarter*
30. *Ensure truck access to Rose Quarter venues*

Sub-District 4: Broadway/Weidler Corridor

1. The Box: High collisions – westbound Broadway to northbound I-5
2. The Box: Bike safety at Broadway/I-5 ramp
3. The Box: Weidler/Victoria/I-5 ramp – bike, ped, safety
4. Weaving on Weidler east of "The Box"
5. The smaller Box: High collisions @ Broadway/Weidler at MLK Jr./Grand
6. Another Box: High ped collisions @ Broadway/Weidler at 15th/16th avenues
7. Lane imbalances - Grand approaching Broadway & Broadway approaching I-5
8. Improve bike/ped safety on Broadway/Weidler
9. Too many driveways on Weidler
10. *Move traffic from Vancouver to Flint overpass*
11. *Improve bike crossing of Braodway/Weidler on 7th or 9th*
12. *Need more traffic lights to slow traffic on Broadway/Weidler. Treat like downtown*
13. *Recent lane revisions on Broadway constrain easy auto access between I-5 and the bridge*
14. *Improve access for peds along MLK at San Rafael*
15. *It would be easy to extend streetcar to the east along Broadway/Weidler*

Sub-District 5: MLK/Grand Corridor

1. Northbound queuing on Grand back from Broadway
2. Northbound queuing on Grand in left lanes at Multnomah
3. Accommodating bikes on Lloyd Blvd. at MLK Jr. and Grand

4. Convention center as a bike/ped barrier
5. Queuing at Everett & Grand/MLK at I-84 on-ramp
6. Streetcar on MLK Jr./Grand; future of TriMet Line 6
7. High collision locations on Grand @ Multnomah, Holladay, Wasco
8. Potential 7th Avenue overcrossing – bike/ped/motor vehicle
9. *Ensure truck access to convention center*
10. *Build a full interchange with I-84 at 7th Avenue overcrossing to replace ramps at Grand Avenue*
11. *Improve bike connections to Southeast Portland*
12. *Unsafe and uncomfortable bike crossing of I-84 along MLK and Grand*
13. *Too many ramps from I-84 to I-5 and the Rose Quarter. Eliminate Steel Bridge off ramp*

Sub-District 6: Lloyd Center

1. High ped collisions on Multnomah
2. Improve overcrossing at 12th for bikes *– no bike lanes on overcrossing make it unsafe and uncomfortable for bikes*
3. Southbound left onto NE Irving at 12th - backups
4. I-84 off-ramp queuing at Lloyd Blvd
5. Lloyd Center is a barrier for bikes and peds
6. *Eastbound bike lane on Multnomah ends to early prior to 21st Ave*
7. *Lloyd Blvd intersections unsafe for peds and bikes, particularly bike connection between Lloyd and 12th*
8. *Protect parking permit programs*
9. *Too much surface parking*
10. *Would like a bike/ped path along I-84 on north side of Sullivan's Gulch*
11. *Recognize historical residential uses and protect parking*

DRAFT

Sub-District 7: I-5

1. Closely spaced ramps *– consider removing some I-5 ramps to reduce access*
2. Weaving from I-84 to Weidler northbound
3. Weaving from Wheeler to I-84 southbound
4. South of Weidler (I-84 to Weidler NB) worst weave due to high volume
5. High collisions due to weaving
6. Event access via Broadway/Weidler ramps
7. High incidence of rear end crashes
8. Southbound at I-84 eastbound ramp – backs up onto I-5 mainline
9. Freight impacts from lack of reliable travel times
10. *Address 2-lane section on I-5 southbound, consider adding a lane up to I-84 exit*
11. *Decouple Broadway and Weidler*
12. *Reconfigure northbound off ramp to Weidler – dangerous to peds and bikes*

Sub-District 8: I-84

1. Highest collisions westbound east of Lloyd Center off-ramp
2. Westbound weaving and queuing
3. Westbound off-ramp at Lloyd Blvd – seasonal queuing back onto freeway
4. Freight impacts from lack of reliable travel times
5. *No safe and comfortable bike crossings of I-84*

Overall N/NE Quadrant Issues

1. Maintain key linkages to downtown
2. Bicycle and Pedestrian Safety
3. Improve access to the Willamette River
4. Greenhouse gas/air quality improvement *– pollution is causing higher asthma rates*
5. Conflicts among modes of travel
6. Ensure adequate turning radii for freight

DRAFT

7. Too much surface parking
8. *How much is too much surface parking?*
9. *Pedestrian access and adequate infrastructure*
10. *Promote motorcycles (motorized 2 wheeled vehicles) to reduce congestion*
11. *Maintain or improve traffic capacity to major attractions*
12. *Disconnected destinations and commercial corridors discourage walking*
13. *Protect and improve transportation access for existing industrial and port jobs*
14. *Identify alternative freight access routes to and from Lower Albina, Swan Island, and NW Industrial areas other than I-5, such as a new bridge between NW Industrial area and Swan Island*
15. *Remove short auto trips from the freeway to improve the freeway system through this area (particularly with regard to focusing on freight, and multiple-occupancy or bike transportation).*
16. *Reduce/eliminate single-occupancy vehicle trips as a companion to improving freight movement – make the freeway for freight and for higher-occupancy transport and bike* options
17. *Connectivity to trails should be planned*
18. *Identify parking issues to be addressed as part of the CC2035/CCTMP process*
19. *Land use development and opportunities are greatly impacted by parking and transit (their existence or lack thereof)*
20. *Improve truck reliability (low frequency of incidents) in key freight routes to the district.*
21. *Improve geometrics for turning, stopping and other movements for freight vehicles in key freight routes to the district.*
22. *Rail freight - include the possibility of eliminating the S-curve in the rail system in this area*
23. *Include something about the type of fuels/energy used.*
24. *Examine the relationship between parking strategies to support land use development strategies while encouraging the use of alternative transportation modes, including proximity to transit, demand management strategies, bicycling, and proximity to housing.*
25. *Stormwater needs to be analyzed/planned*

DRAFT

26. *Consider pulling bikeways off of large high-vehicle traffic areas, and give them separate lanes/trails/streets (for cyclists' safety and for larger space for cars in big streets – like Broadway/Weidler)*

DRAFT

To: North-Northeast Quadrant Study Stakeholders Committee
Care of: Steve Iwata
From: Lee Perlman
Subject: Background on Eliot neighborhood housing
To whom it may concern,

On the basis of "better late than never," I wish to provide you with some historic background on land use in the Eliot neighborhood. I do not currently hold any position in the Eliot Neighborhood Association, but I was a member of and did help to formulate the Eliot Neighborhood Plan of 1994.

According to Bureau of Planning background reports compiled as part of the Albina Community Plan process, between 1960 and 1989 the Eliot neighborhood lost more than 50 percent of its housing stock. Much of this was due to clearing of the land for such projects as the creation of Memorial Coliseum and the Rose Quarter, the creation of the I-5 Freeway, and preparation of the planned expansion of Emanuel Hospital. However, much of it was due to what my neighbor and former Eliot chair Steve Rogers called "the nibble effect." Lot by lot throughout the neighborhood, housing was either demolished or converted to non-residential uses. On my block alone, three residential structures, one a potential landmark, were demolished to make way for a planned expansion of the Cintax Company parking lot which never in fact occurred.

Eliot in this period was viewed as a neighborhood in transition, with the existing housing stock a temporary use. Many owners, either owner-occupant or absentee, treated the structures as temporary, providing maintenance that was inadequate to non-existent. Zone changes from residential to non-residential were routinely granted, and on more than one occasion the Portland Development Commission was an advocate for such changes.

The objectives of the Eliot Plan Committee included preserving what was left of our housing stock, and restoring as much of our lost housing as we reasonably could to the point where we had a viable residential community. The two objectives initially seemed somewhat in conflict. The easiest way to provide more housing in quantity would have been to rezone everything to high density. However, we also wanted to do everything reasonable to retain what was left of the older, historic structures that gave the neighborhood its character. Simply putting everything back the way it was was not an option; even if a developer could be found to pursue such an option, the land much of our housing had been sitting on was no longer available.

We did the following:

The area between what is now Martin Luther King Boulevard and Seventh Avenue was rezoned from R1 to R2 – one of the few downzonings in the Albina Plan process – to avoid the wholesale destruction of single family homes to make way for apartment complexes.

Most of the area between MLK and Williams was rezoned from R2.5 to R2 to allow for a moderate increase in density.

Some areas, such as parts of MLK, the Williams-Vancouver Corridor and the land now occupied by the Knott Street Town Homes, was rezoned for high density housing. Critics would say that much of this land stands vacant because of this zoning. I would reply that, to the contrary, it was rezoned BECAUSE it had been vacant for so long. (In fact, which of the high-rise development on MLK occurred on property zoned EXD for mixed-use, and intended primarily for commercial development. Developers found the EXD zone easier to deal with than the high-rise residential zones.) The neighborhood also adopted a goal of adding at least 1,000 more housing units in the next 20 years.

A related issue was to not only create more housing, but a diversity of housing to meet a diversity of needs. To some extent, we anticipated an increase in the value of the single family houses (from the virtual zero they had at one time), and we knew we wanted an opportunity for people who could no longer afford these dwellings to nonetheless be able to live here.

As part of the planning process, language was inserted into the Eliot Plan to make any further residential to commercial zone changes difficult to do on a spot-zone basis; this succeeded in stabilizing the single family neighborhood to a large degree.

With this background in mind, I would urge those involved in examining Eliot's zoning to consider the following:

If residential to commercial zone changes are enacted, will it have a domino effect that would lead to a resumption of “the nibble effect” spoken of earlier?

What effect would this change have on the goal of increasing our housing stock, or at least reserving the land for residential development to take place at a more propitious time?

I might add that when the neighborhood referred to “housing,” we meant permanent residences that occupants would consider to be their homes, not treatment facilities occupied for 90 days at a time. There is a place for the latter, but it is not the same as the former in terms of creating and preserving a stable neighborhood, and when the latter occupies some of the finite amount of available residential land, it means less opportunity for the former to happen.

Very truly yours, Lee Perlman

N/NE Quadrant and I-5 Broadway/Weidler Plans

Project Schedule

We Are Here

	Sept-Nov 2010		Nov 2010-Jan 2011				Feb-May 2011			May-Aug 2011			Sept-Dec 2011	
Phase	Existing Conditions		Goals, Scope, Issues				Concept Alternatives			Preferred Concept			Quadrant & Freeway Plans	
SAC Meetings	#1 9/16	#2 10/11	#3 12/9		**#4 1/20**		**#5 3/10**	#6 April	#7 May	#8 June	#9 July	#10 Aug	#11 Sept	#12 Nov
Sub-Committees	-		Tran #1 12/1	LU #1 12/2	**Tran #2 1/5**	**LU #2 1/6**	Workshop(s) Feb	LU & Trans	LU & Trans	As needed			As needed	
Events	Walks 9/25 & 9/29		Open House #1 11/15				Public Event #2 May			Public Event #3 July			Public Event #4 Nov	

Proposed SAC and Subcommittee meeting dates in blue

CENTRAL CITY 2035

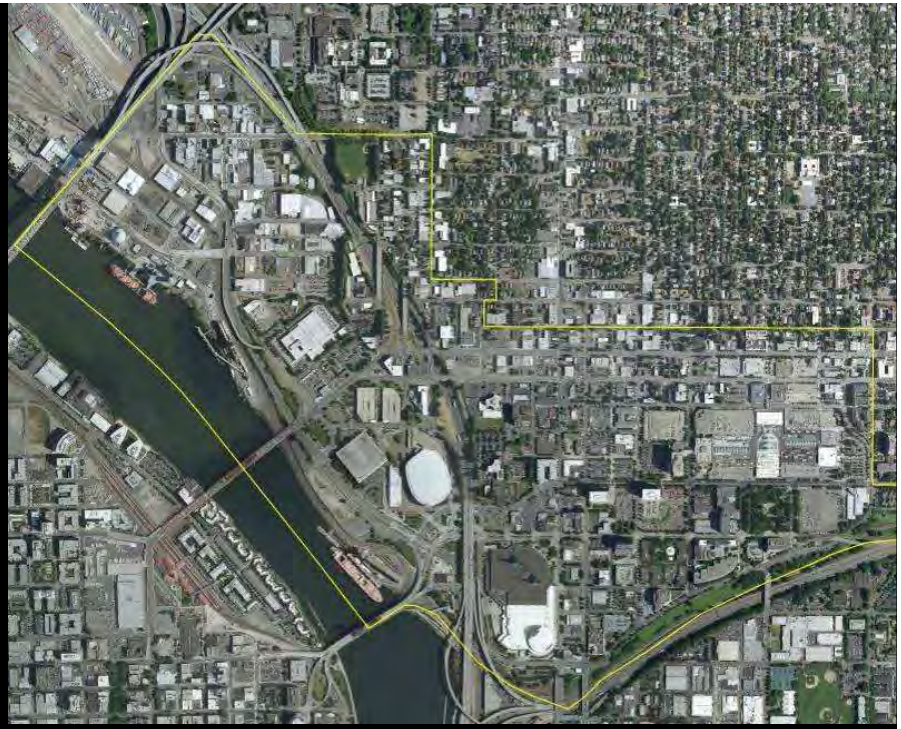
N/NE QUADRANT

N/NE Quadrant and I-5 Broadway/Weidler Plans

October 14, 2010 SAC Meeting # 2 Agenda
ODOT Region 1, 123 NW Flanders, Conf Room A&B, 1st Floor

Time	Min	Item	Lead(s)
5:00	30	Informal Discussion and Meal	
5:30	10	Welcome, Meeting Purpose, Approval of Minutes, and SAC Input Forms	Lloyd, Gary and Sam
5:40	10	First Time Attending, Member Introduction: Name, Affiliation and Hopes for Process	Sam
5:50	30	Area History with Q&A	Nicholas
6:20	45	Existing Conditions: District Profiles & Urban Design Context with Q&A	Karl, Mark
7:05	10	Break	
7:15	45	Existing Conditions: Freeway & Local Transportation System with Q&A	Mauricio, Todd
8:00	15	• Public Involvement Update • Community Walks, Open House and Overall Plan Adoption • Collaboration Principles: Scope (Defer)and Process Elements (Explore) • Subcommittee Sign-ups • Meeting Days and Times: W or TH, 4:00 or 5:00 start times (Final Survey Form)	Stephanie Sam Sam Sam
8:15	10	• Public Comment	Sam
8:25	5	• Meeting Evaluation • Next Steps	Sam
8:30		Adjourn	





N/NE Quadrant & I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #2 October 14, 2010

Area History

CENTRAL CITY 2035

N/NE QUADRANT

N/NE Quadrant and I-5 Broadway/Weidler Plans

CITY OF PORTLAND, OREGON 1851

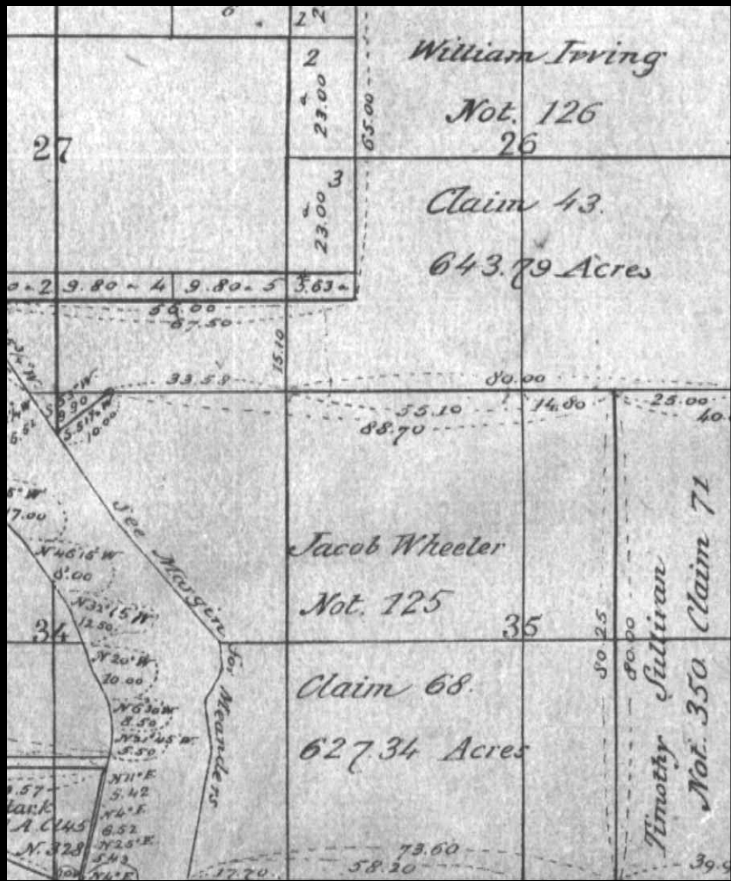
Oregon Department of Transportation

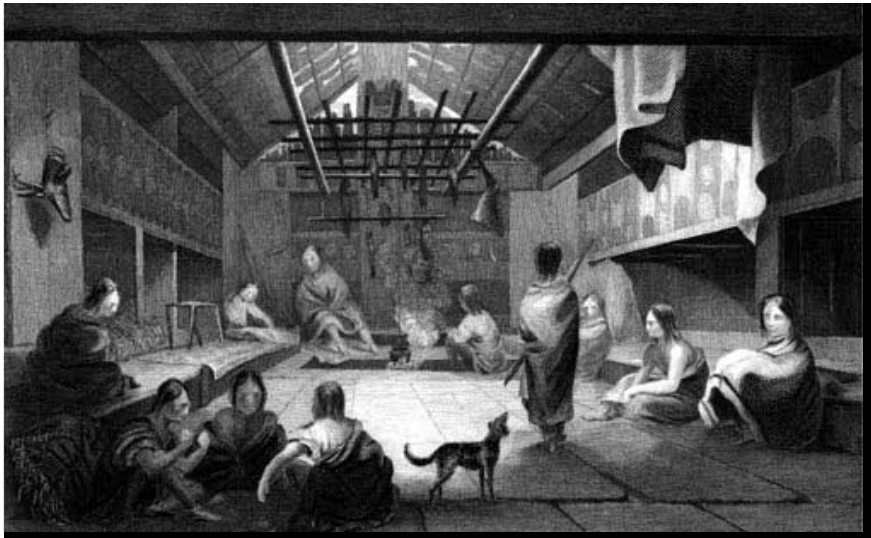
Themes:

- Distinct & Evolving Communities
- Importance of Transportation
- Big Plans, Big Projects, Big Impacts









Chinookan Plank House, ca. 1841







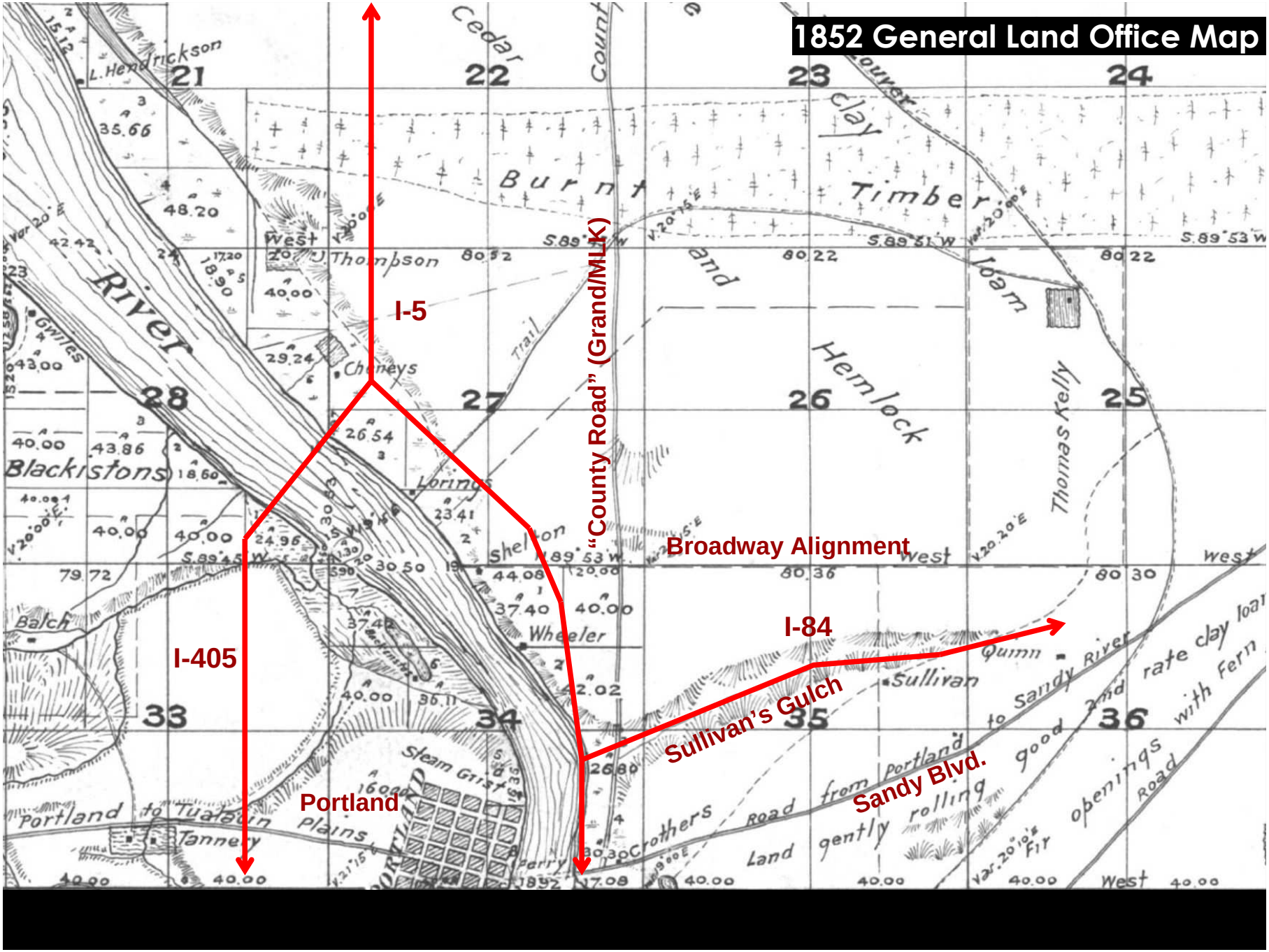
Old John (1800-1892)







Reconstructed Plank House


1852 General Land Office Map
I-5
I-405
I-84
"County Road" (Grand/MLK)
Broadway Alignment
Sullivan's Gulch
Sandy Blvd.
Portland
Burnt Timber
Hemlock
Thomas Kelly
Cedar
Clay
Loam
Trail
Cheneys
Lorings
Shelton
Wheeler
Sullivan
Quinn
Blackistons
Balch
Tannery
Steam Grist
Portland to Tualatin Plains
Crothers Road from Portland to Sandy River
Land gently rolling good and rate clay loam with Fern
Fir openings Road
River
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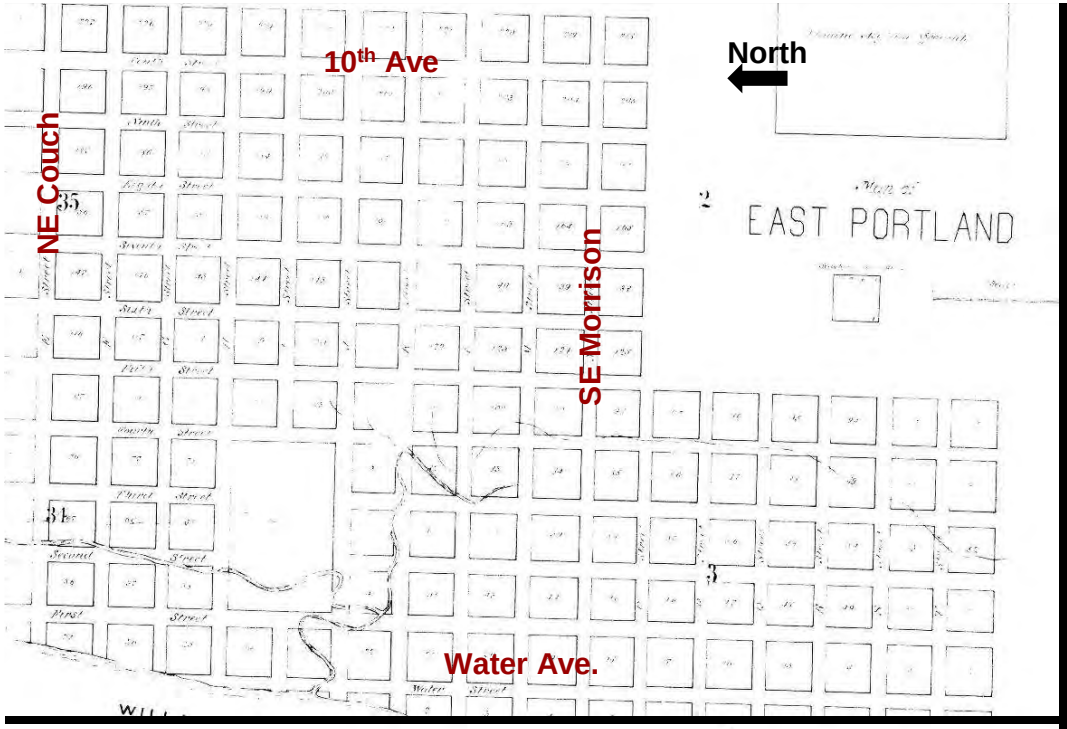
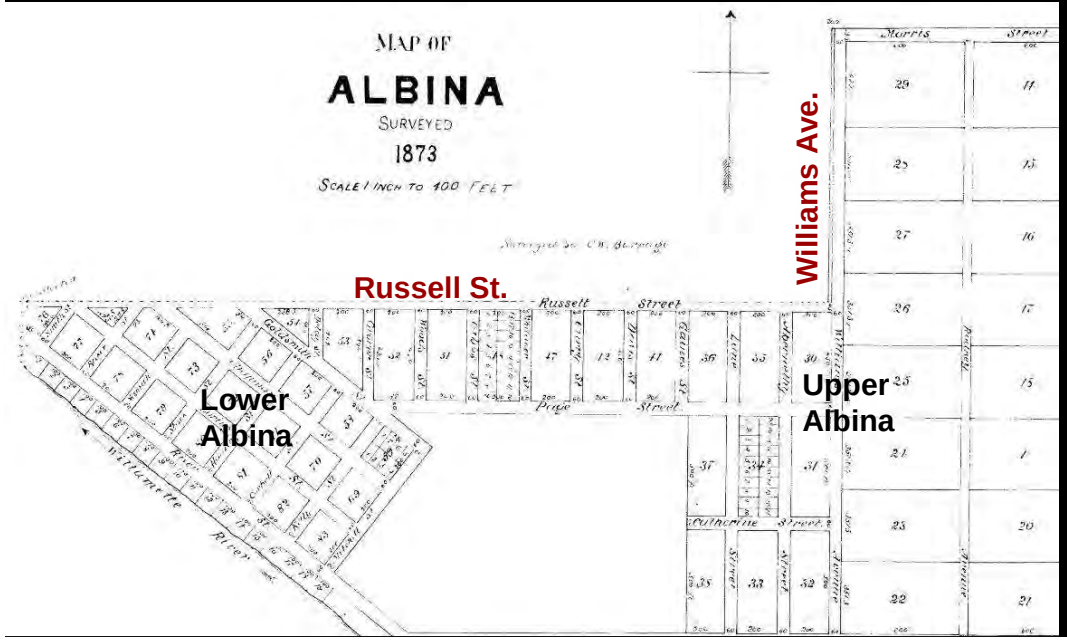




East Portland:

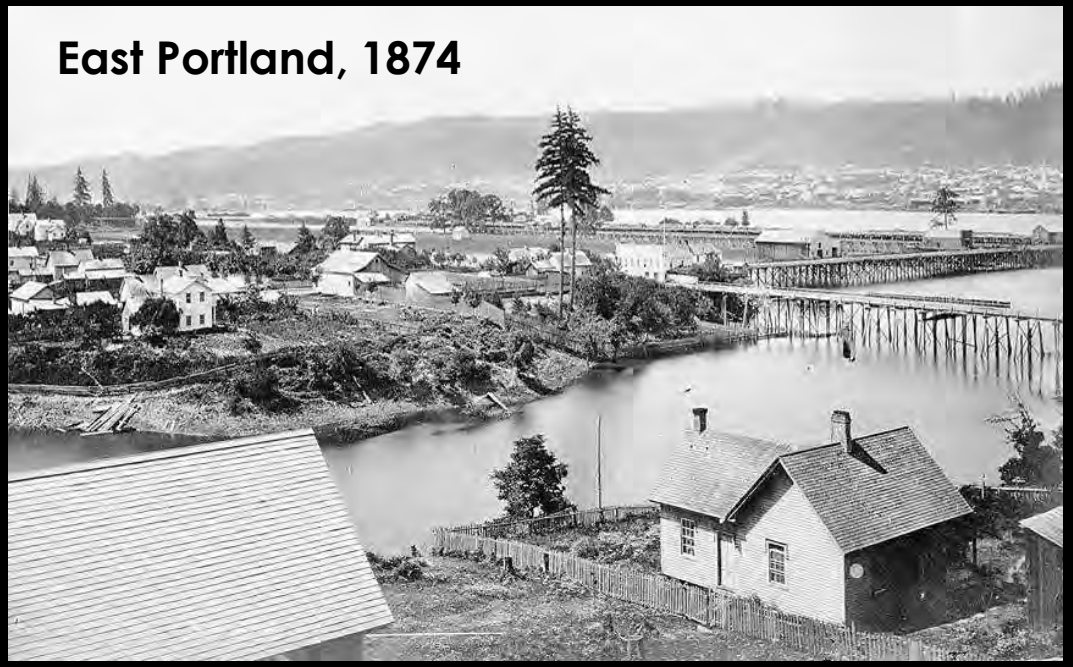
- First Plat 1865
- Incorporated 1870
- Consolidated w/ Portland 1891

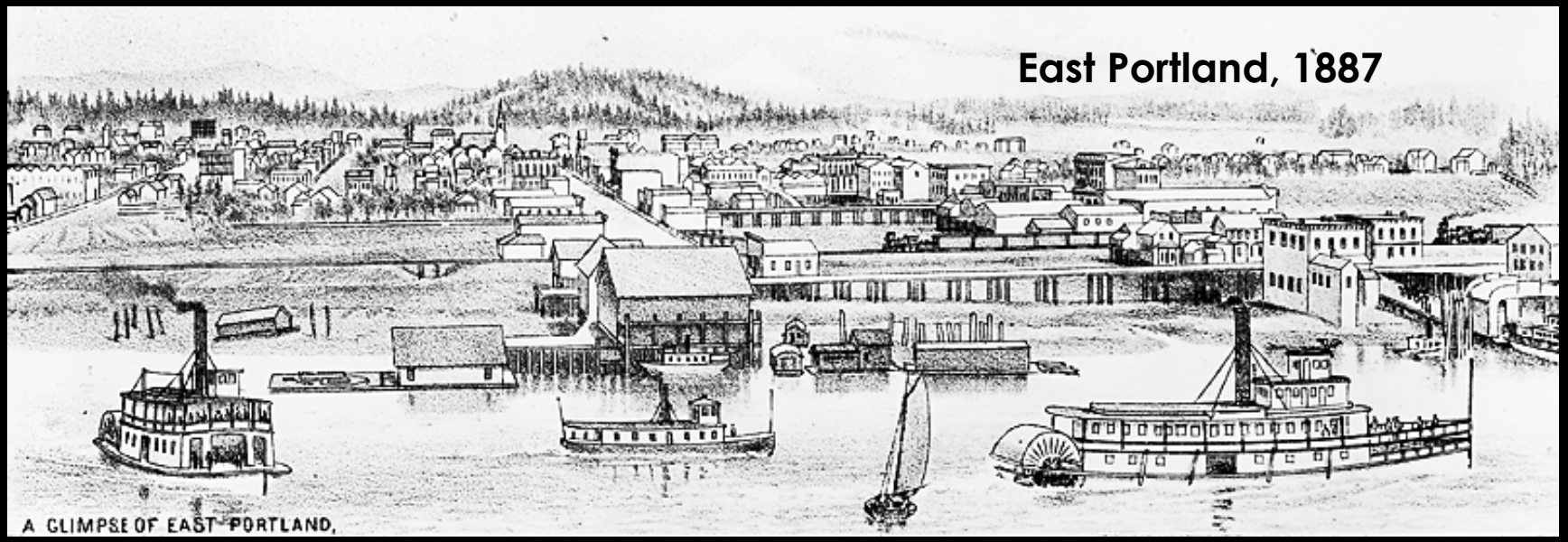
Albina:

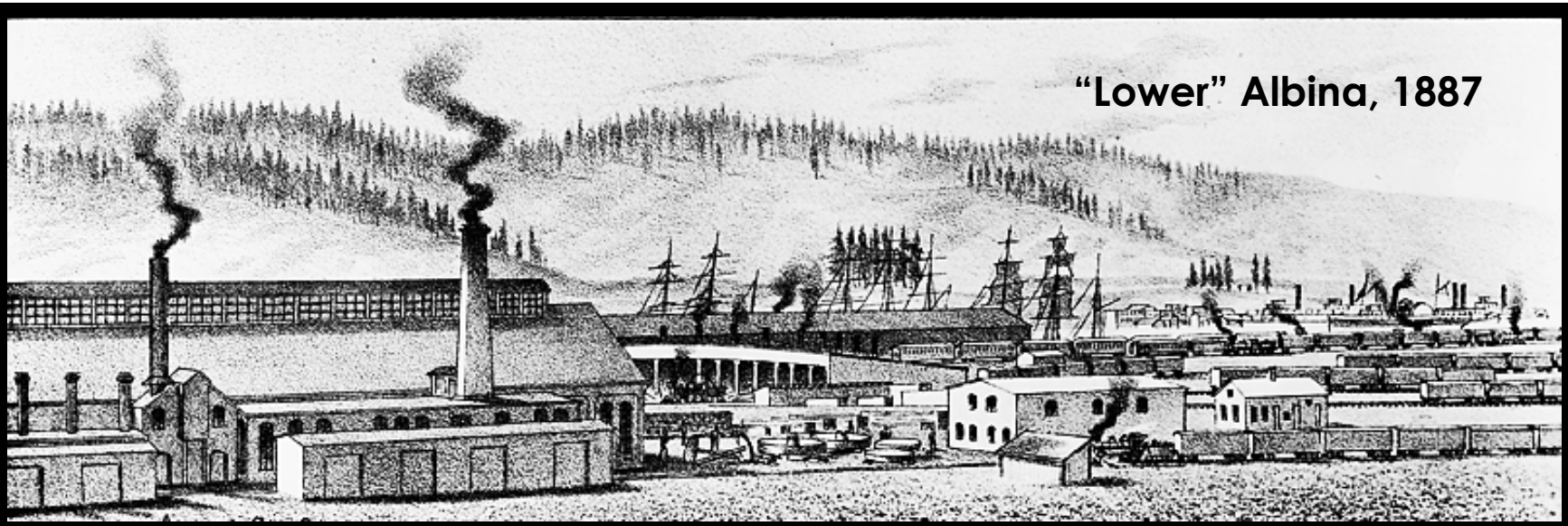
- First Plat 1873
- Incorporated 1887
- Consolidated w/ Portland 1891



House on N Clackamas, near Steel Bridge.



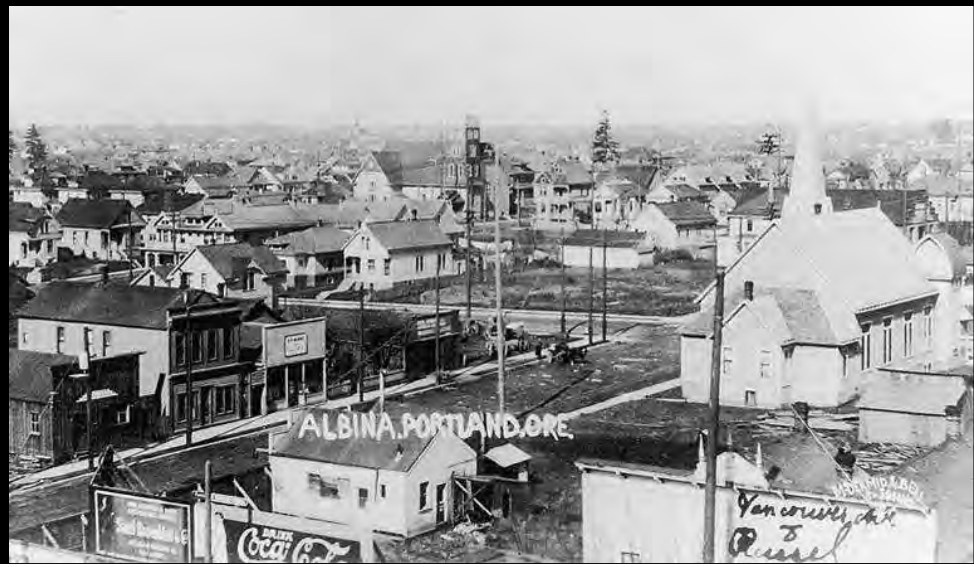


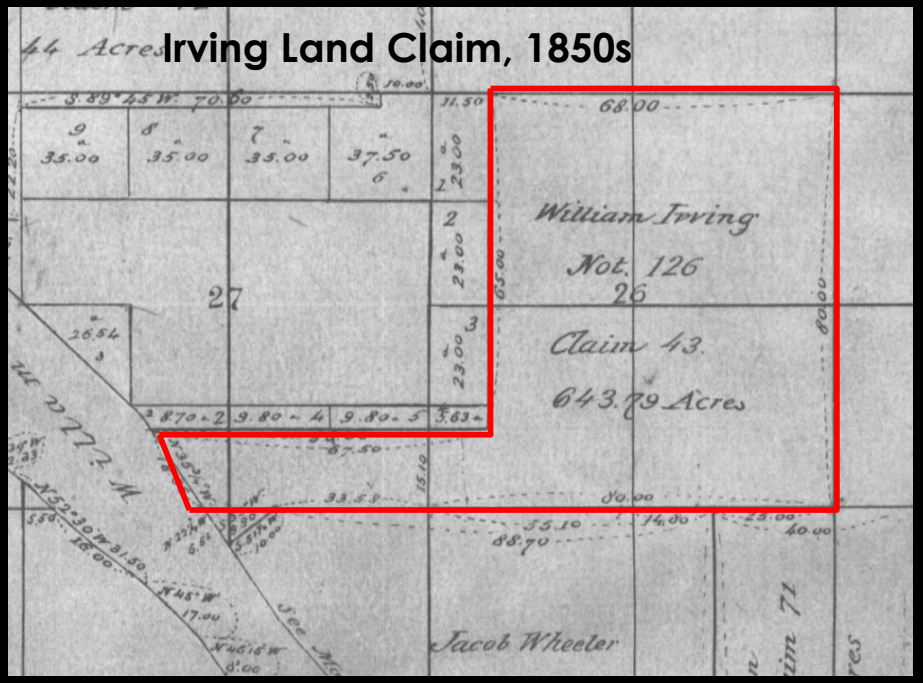


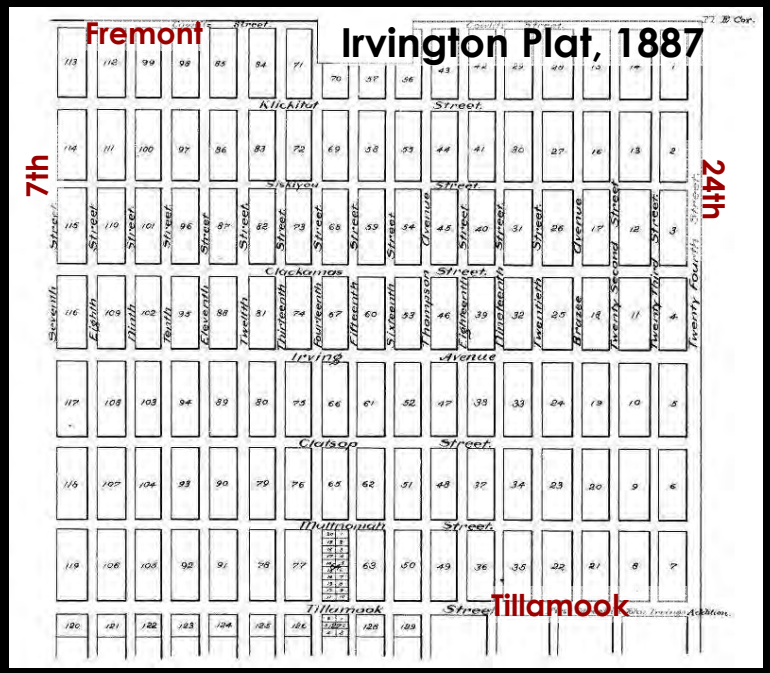


White Eagle Saloon, Lower Russell

"Upper" Albina, intersection of Vancouver & Russell



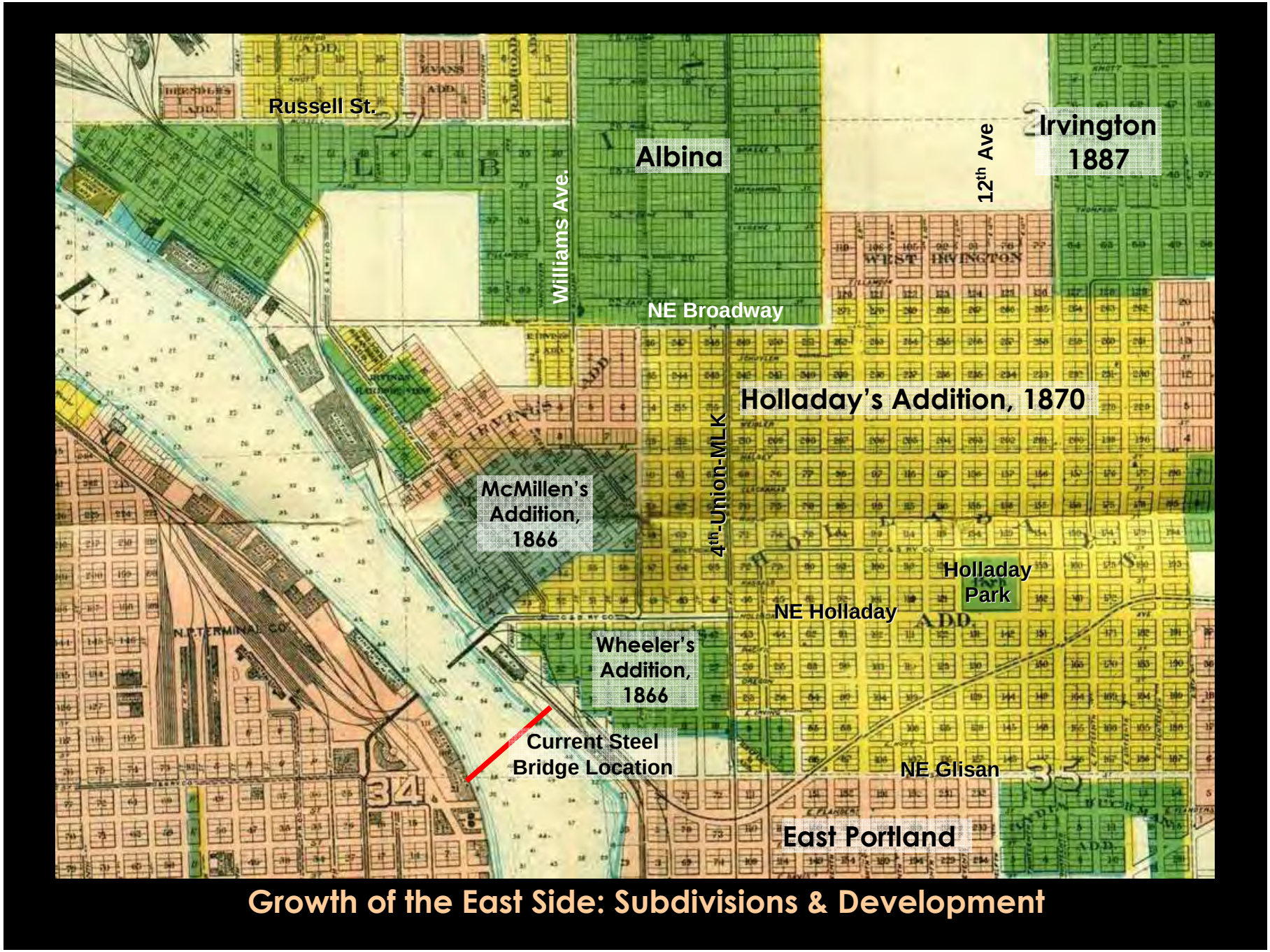

Irving Land Claim, 1850s
44 Acres
William Irving
Not. 126
26
Claim 43
643.79 Acres
27
Jacob Wheeler


Irvington Plat, 1887
Fremont
7th
24th
Klickitat
Clackamas
Irving
Avenue
Clatsop
Multnomah
Tillamook
Tillamook

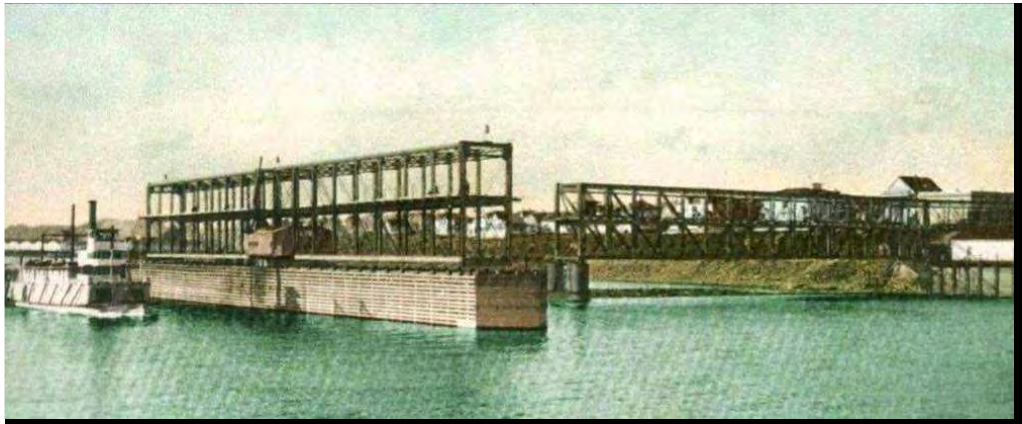
Irvington







Growth of the East Side: Subdivisions & Development



First Steel Bridge

Opened: 1888



2nd Steel Bridge

Opened: 1912





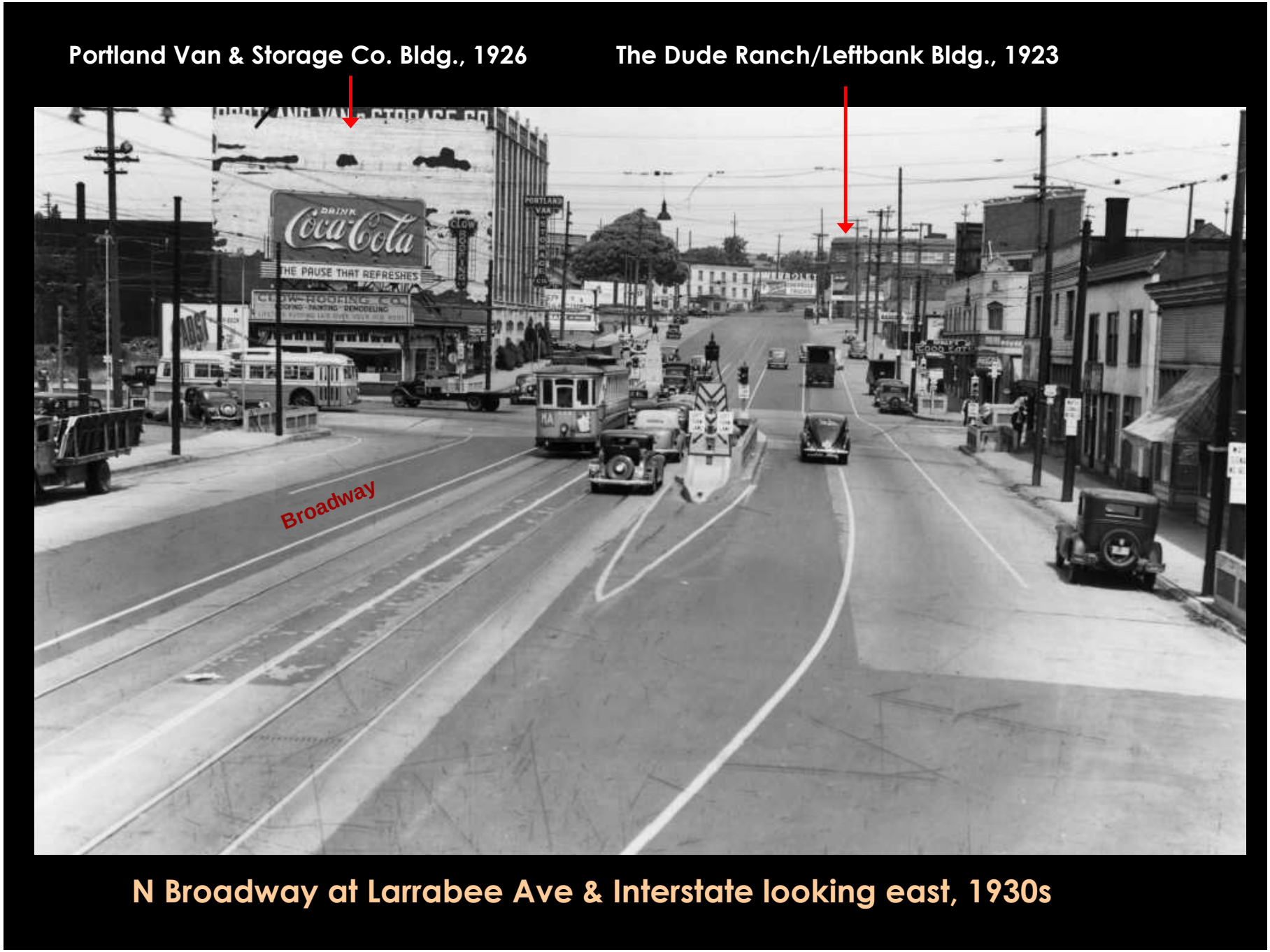
Broadway Bridge

Opened: 1913





Streetcar on E Union (now NE Martin Luther King Jr. Blvd.)



N Broadway at Larrabee Ave & Interstate looking east, 1930s

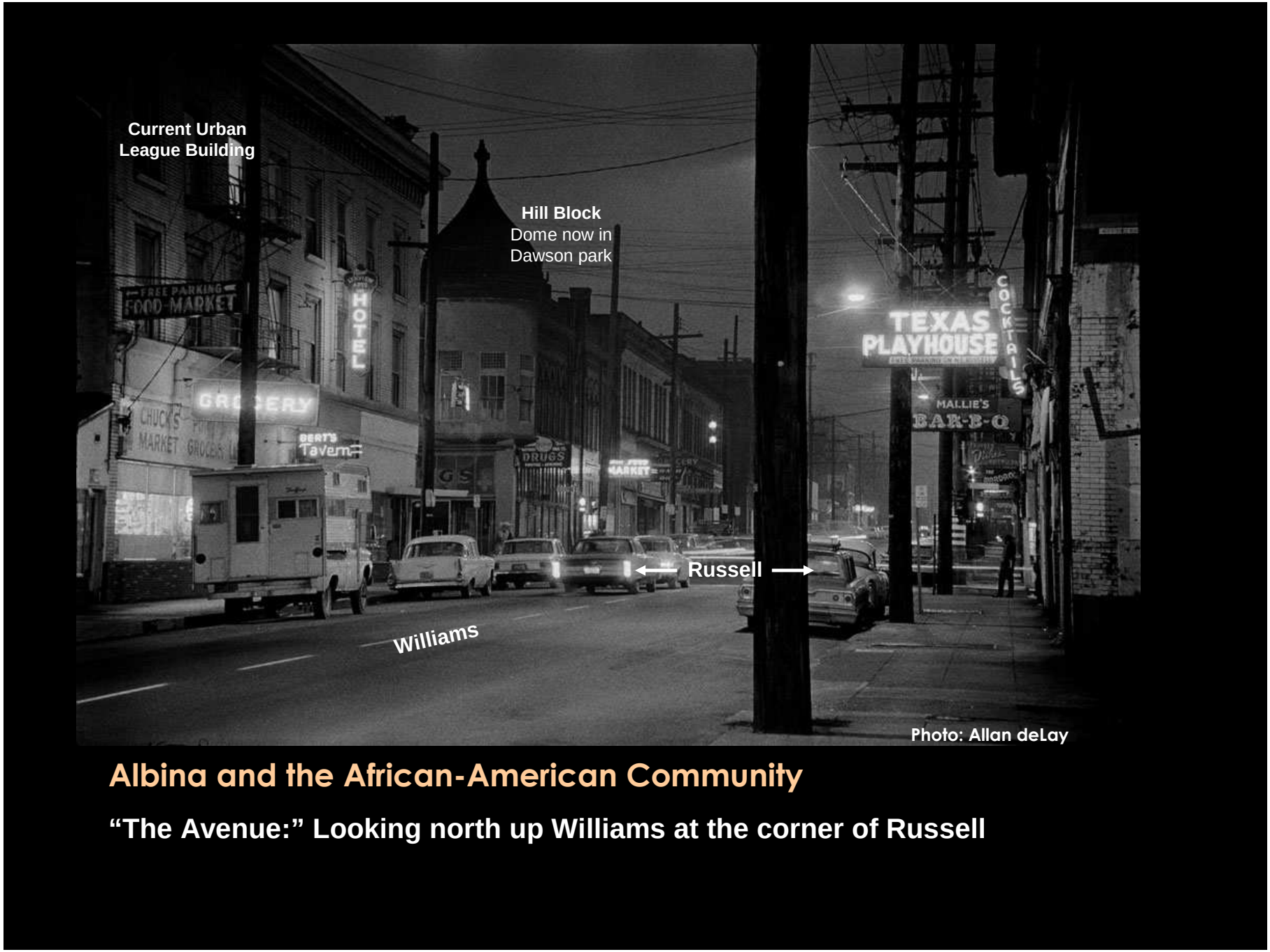


Big Dreams, Big Depression

Ralph Lloyd's Eastside Vision



"Hooverville" in Sullivan's Gulch

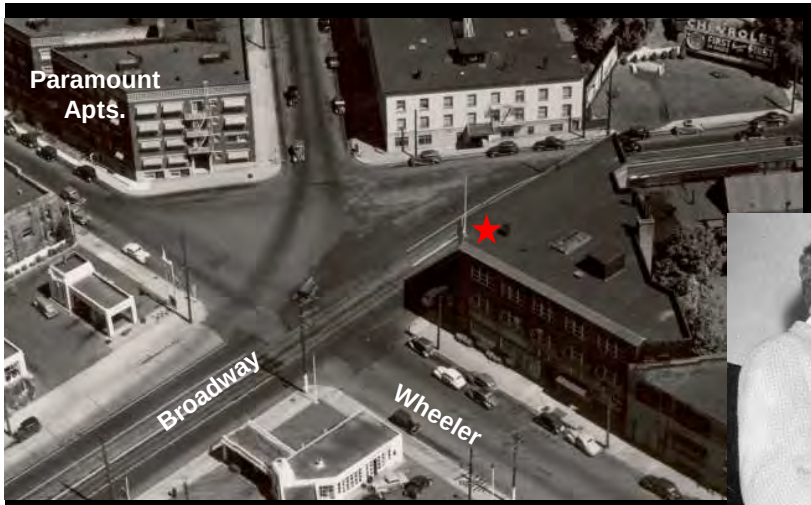


Albina and the African-American Community

“The Avenue:” Looking north up Williams at the corner of Russell

The Dude Ranch

Now the Leftbank Bldg.

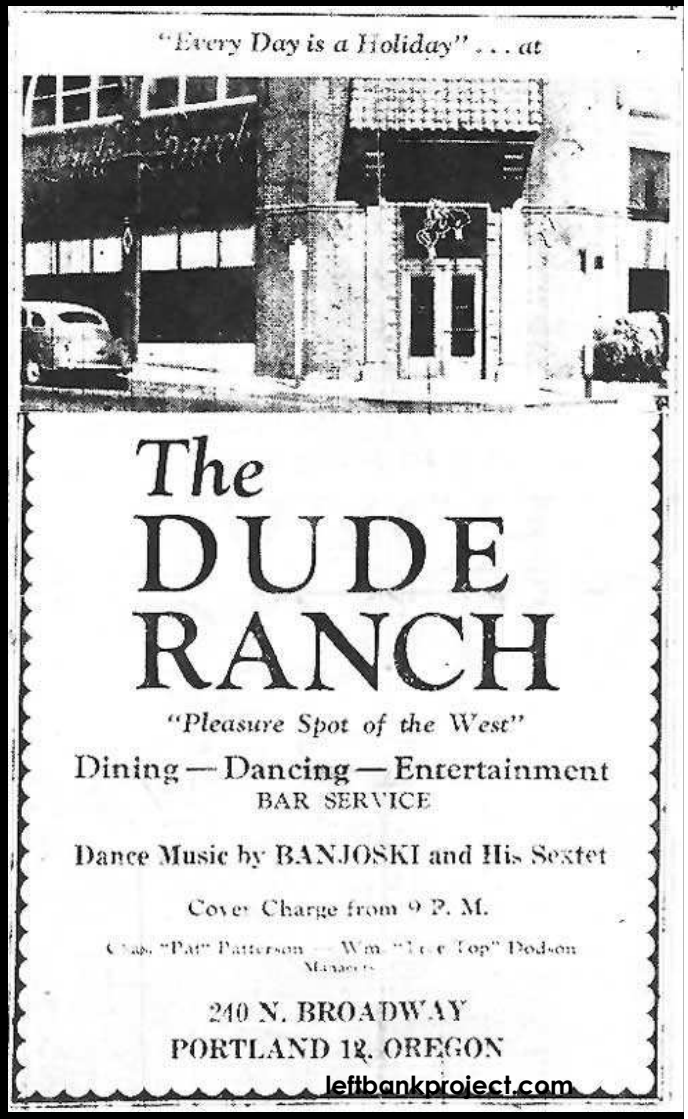




Charlie Barnet











US 99W Improvements, 1952

East Approaches to Steel & Broadway Bridges



Fraternal Hall

The End of "South Albina" Memorial Coliseum

Opened: 1960













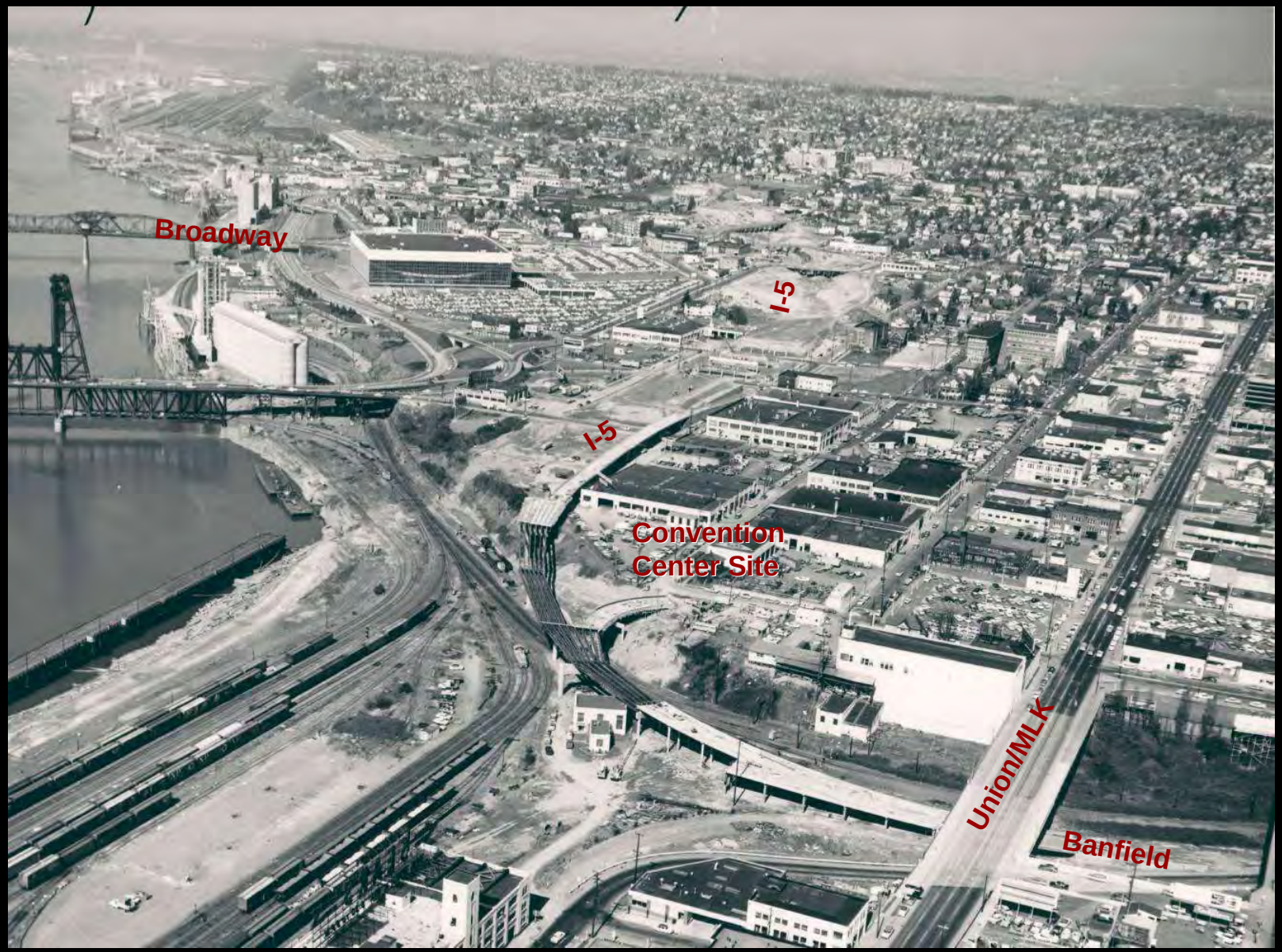
Lloyd Center

Opened: 1960

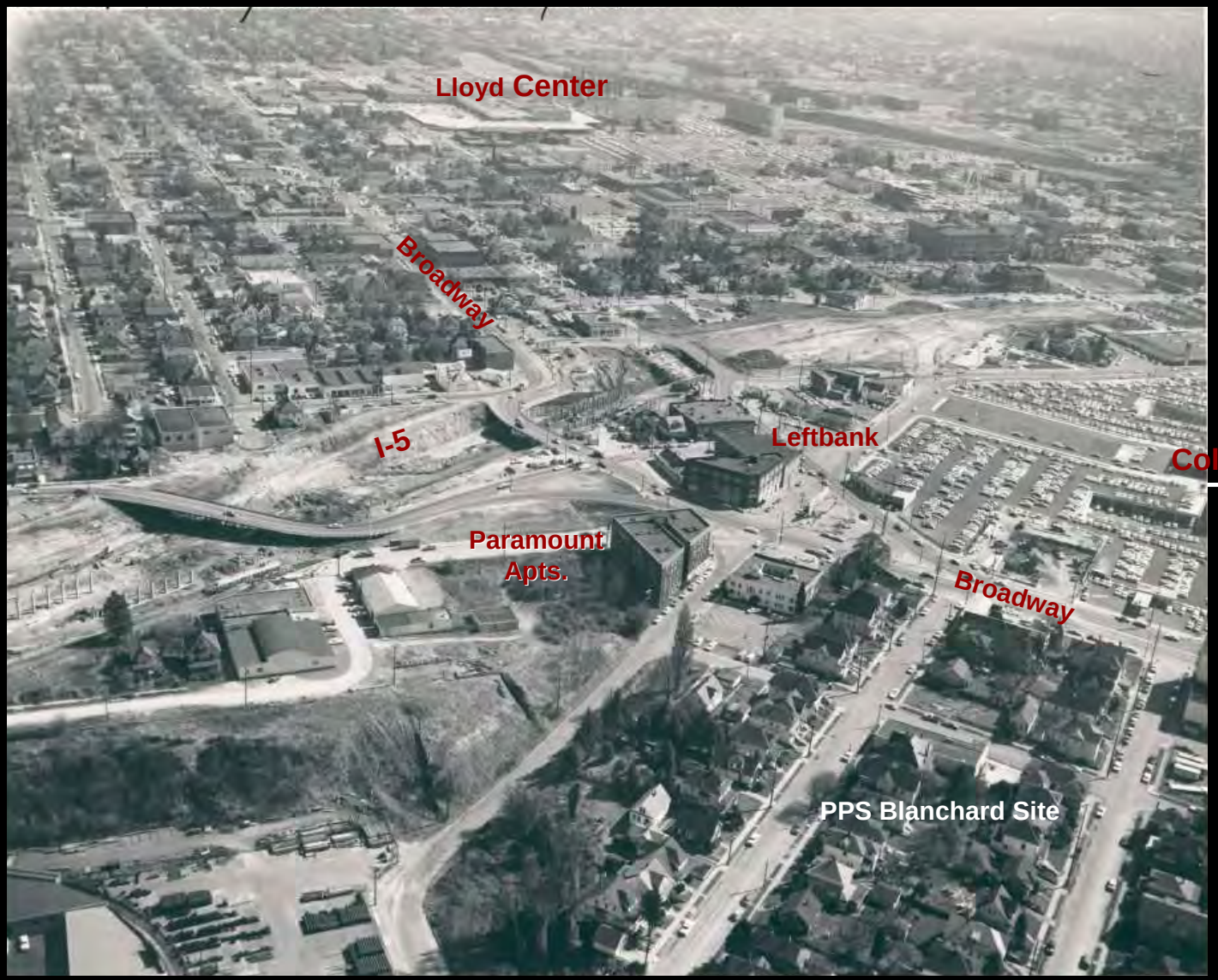








I-5 Construction at the I-84 Interchange, 1962



I-5 Construction near Broadway-Weidler ("The Box"), 1962



Emanuel Hospital after 1970-73 clearances, looking NE

Regional Facilities, Large Sites & Structures

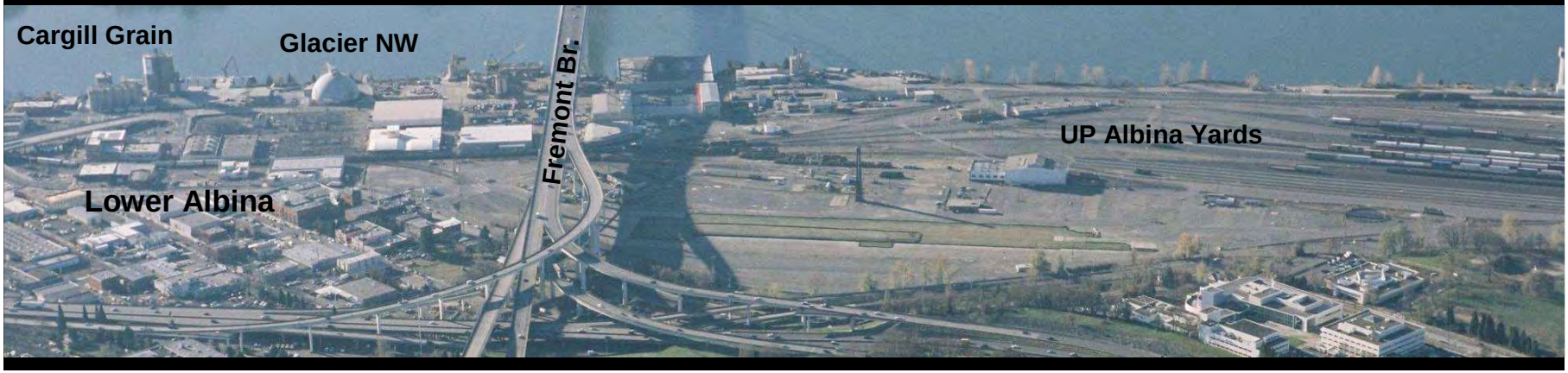














Eastside MAX: (Blue Line)
1986

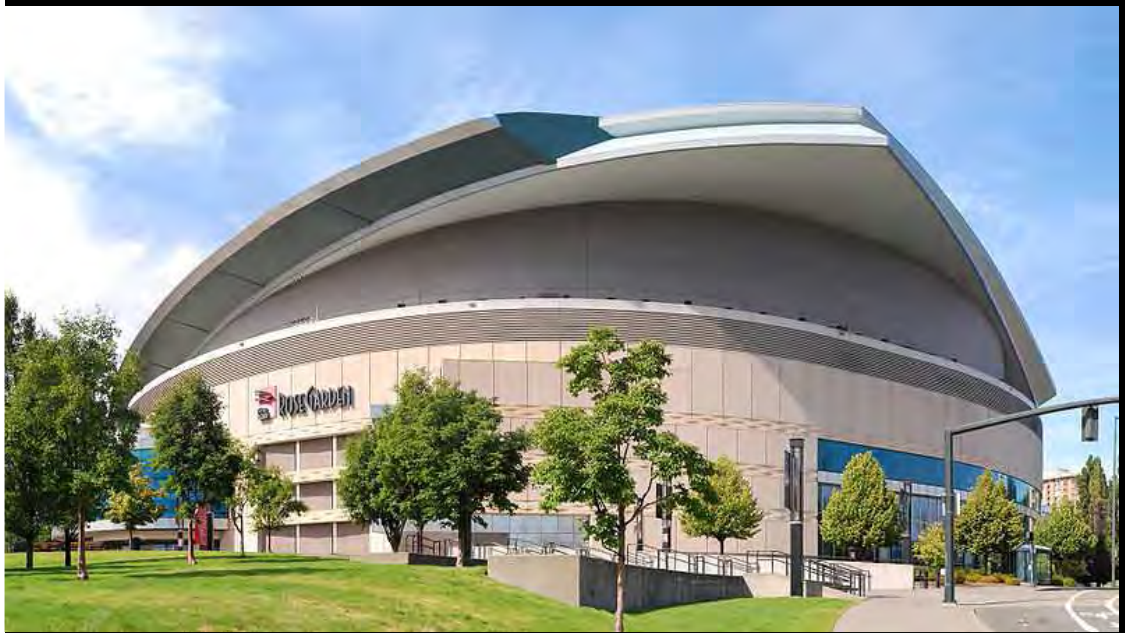


Interstate MAX (Yellow Line)
2004

Oregon Convention Center

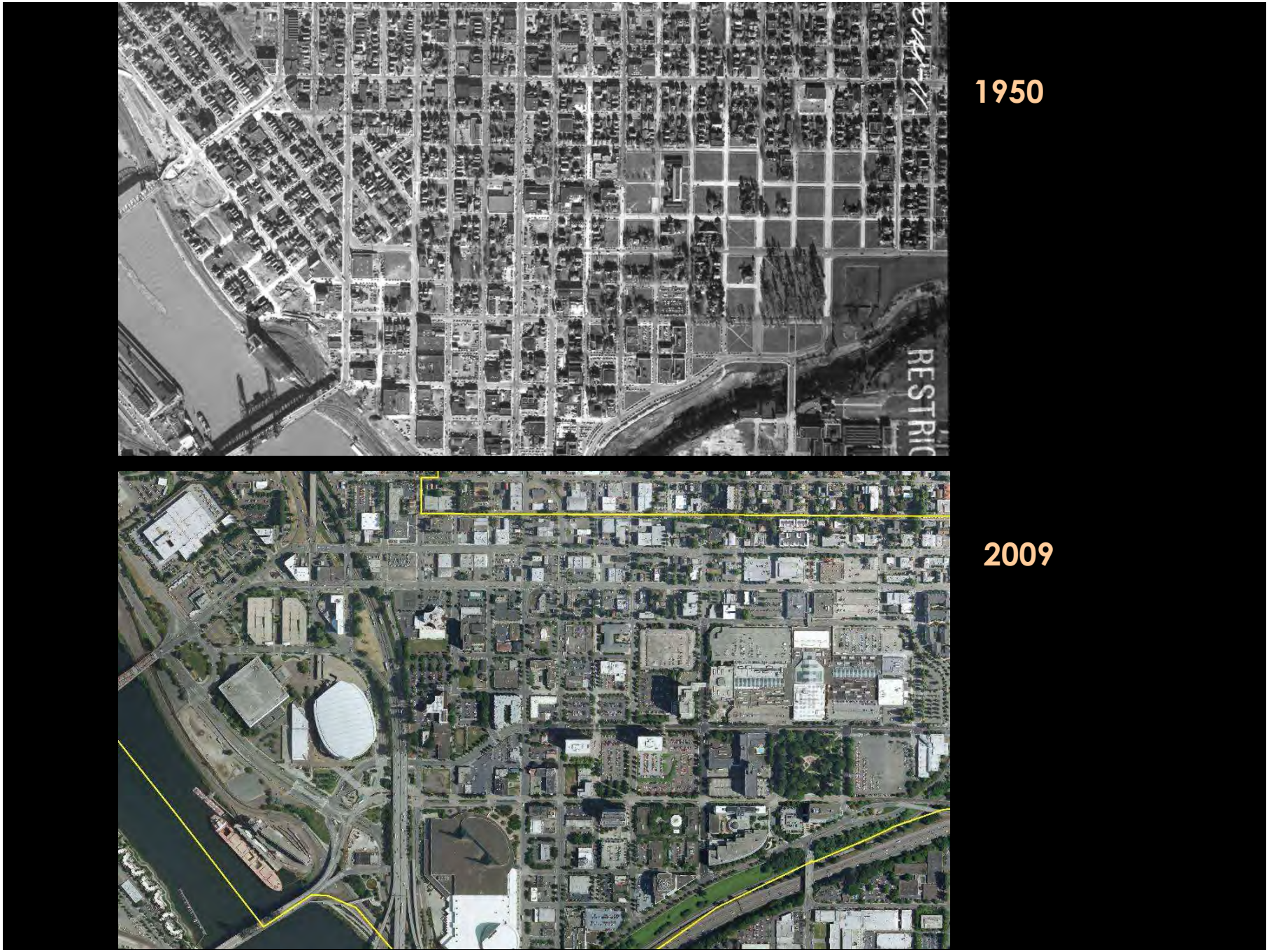
Opened:1990
Expanded: 2003
1,000,000 sq. ft.





Rose Garden Arena

Opened: 1995
Capacity: 20,630


1950
2009

Previous Plans: Central City Plan, 1988

Policy 19: LLOYD CENTER-COLISEUM

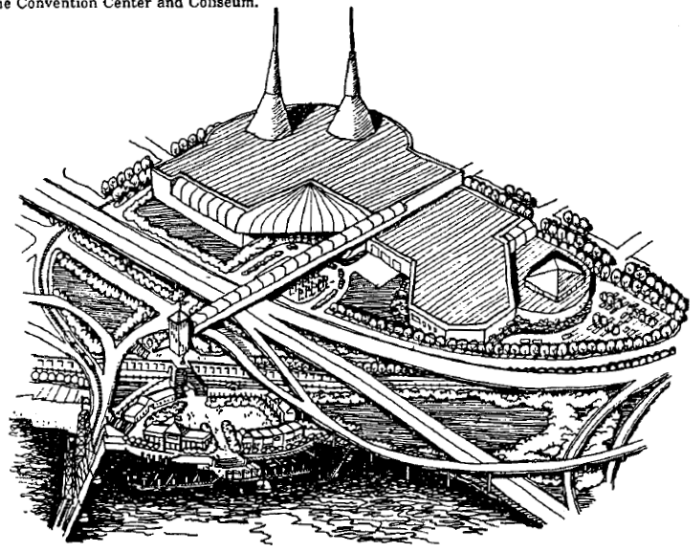
Reinforce the Lloyd Center as the eastern anchor of Central City retailing and locate the highest density new development in areas served by light rail.

FURTHER:

A. Recognize the Lloyd Center-Coliseum District's role as a major entrance to the Central City.

B. Improve the environment for pedestrians throughout the district and create a regional civic facilities campus which brings together the Convention Center and Coliseum.

C. Promote and encourage the development of uses supporting the Convention Center and Coliseum.



Subdistrict Policies

Policy 18: LOWER ALBINA

Strengthen the economic development of the district as an industrial employment area while preserving its historic buildings and providing a connection for pedestrians to the Willamette River.



FURTHER:

A. Preserve the riverbank for water-dependent industrial uses.

B. While preserving the cluster of historical buildings along Russell Street, allow a mix of uses which promote the economic health of the district.

C. Provide improvements which attract industry to the district, and remove barriers to the movement of industrial goods and equipment.

D. Provide a connection for the adjacent neighborhoods to the district and river.

Plan Concept

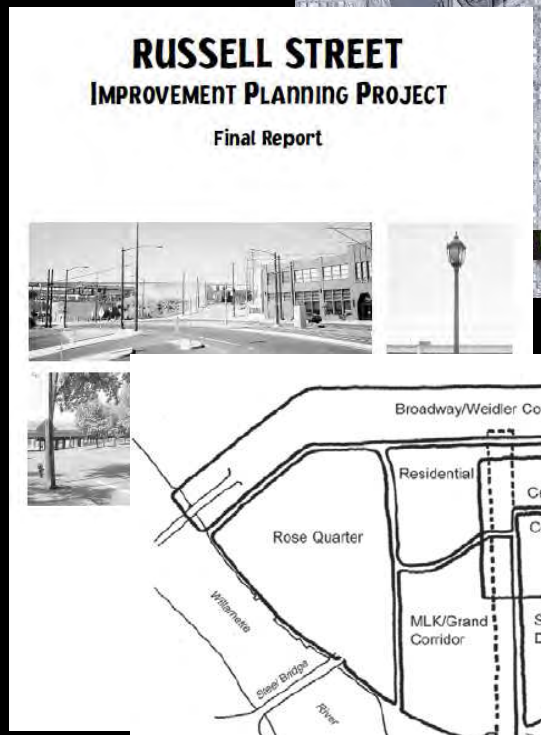
Previous Plans: Lloyd District/Rose Quarter

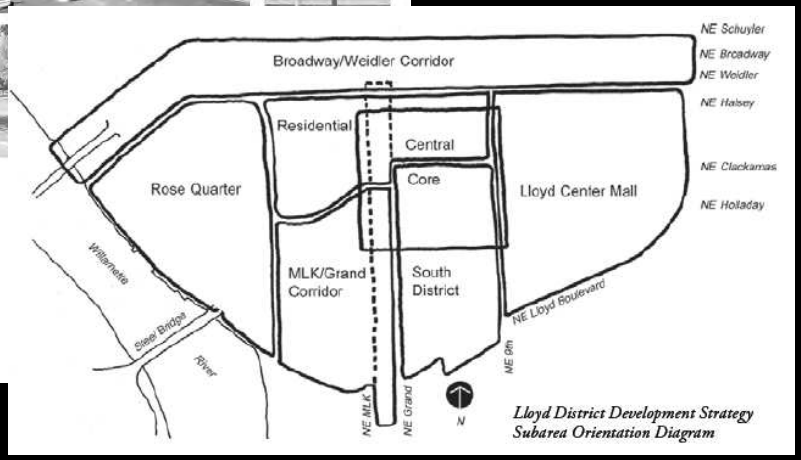
Oregon Convention Center Area Development Strategy, 1988
Oregon Convention Center Urban Renewal Plan, 1989
Rose Quarter Urban Design Plan & Development Strategy, 2001
Lloyd District Development Strategy, 2001
Lloyd Crossing Sustainable Urban Design Plan, 2004
Development Vision for the OCC Blocks, 2006

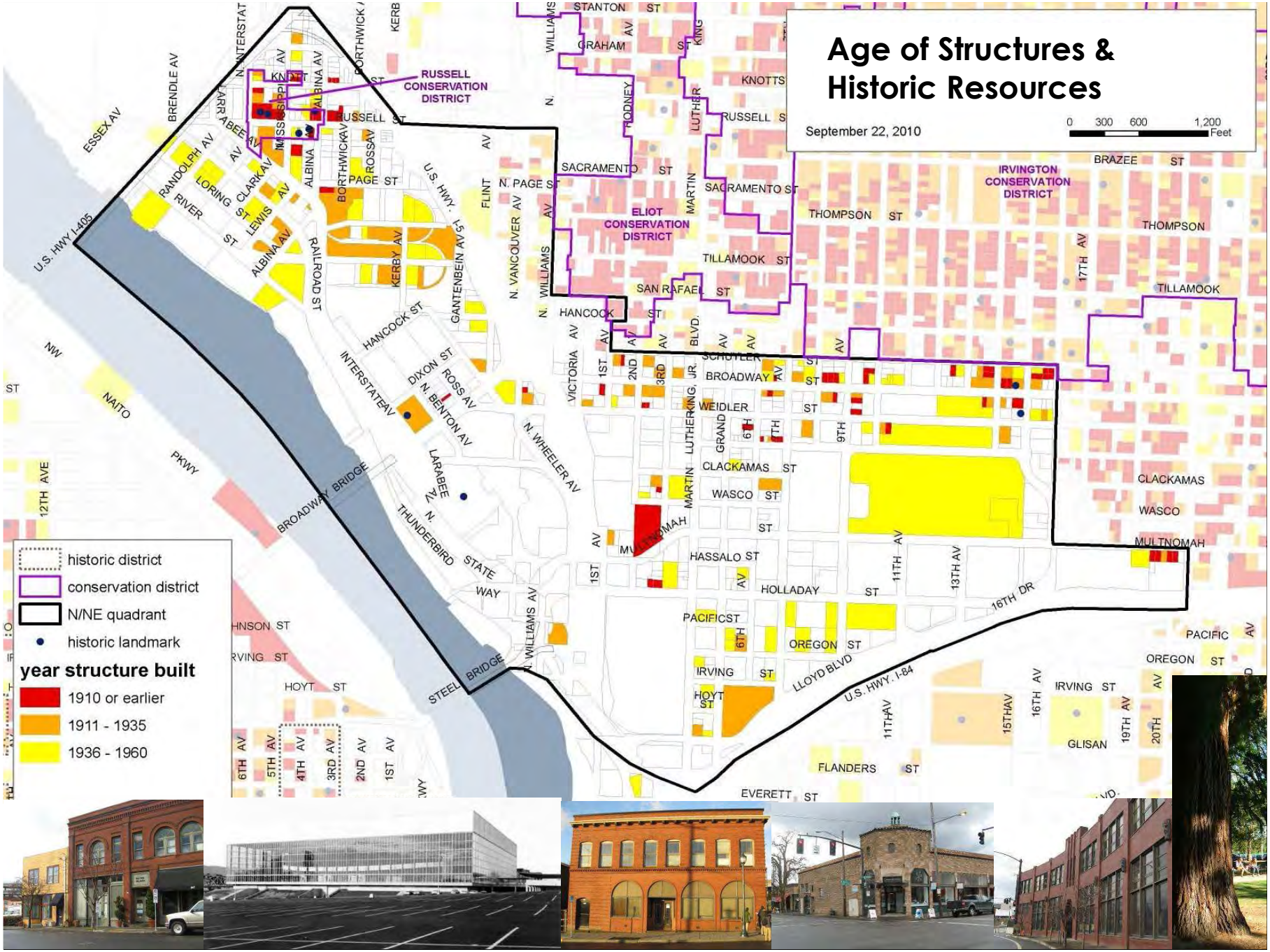


Previous Plans: Lower Albina

Albina Community Plan, 1993
Eliot Neighborhood Plan, 1993
Interstate Corridor URA Plan, 2000
Interstate Transp. Strategy, 2001
Russell St. Improvement Plan, 2003






Age of Structures & Historic Resources
September 22, 2010
0 300 600 1,200 Feet
RUSSELL CONSERVATION DISTRICT
ELIOT CONSERVATION DISTRICT
IRVINGTON CONSERVATION DISTRICT
historic district
conservation district
N/NE quadrant
historic landmark
year structure built
1910 or earlier
1911 - 1935
1936 - 1960
U.S. HWY I-405
U.S. HWY. I-84
BROADWAY BRIDGE
STEEL BRIDGE
LLOYD BLVD
STANTON ST
GRAHAM ST
KNOTTS
RUSSELL ST
SACRAMENTO ST
THOMPSON ST
TILLAMOOK ST
SAN RAFAEL ST
HANCOCK ST
BROADWAY ST
WEIDLER ST
CLACKAMAS ST
WASCO ST
MULTNOMAH
HASSALO ST
HOLLADAY ST
PACIFIC ST
OREGON ST
IRVING ST
HOYT ST
FLANDERS ST
EVERETT ST
GLISAN
BRAZEE ST
ESSEX AV
BRENDLE AV
RANDOLPH AV
LORING ST
CLARK AV
RIVER ST
LEWIS AV
ALBINA AV
RAILROAD ST
KERBY AV
GANTENBEIN AV
N. PAGE ST
FLINT AV
N. VANCOUVER AV
N. WILLIAMS AV
VICTORIA AV
N. WHEELER AV
N. BENTON AV
DIXON ST
ROSS AV
INTERSTATE AV
LARABEE AV
THUNDERBIRD STATE WAY
NAITO PKWY
12TH AVE
HOYT ST
IRVING ST
PACIFIC AV
16TH DR
17TH AV
11TH AV
13TH AV
15TH AV
16TH AV
19TH AV
20TH AV
6TH AV
5TH AV
4TH AV
3RD AV
2ND AV
1ST AV

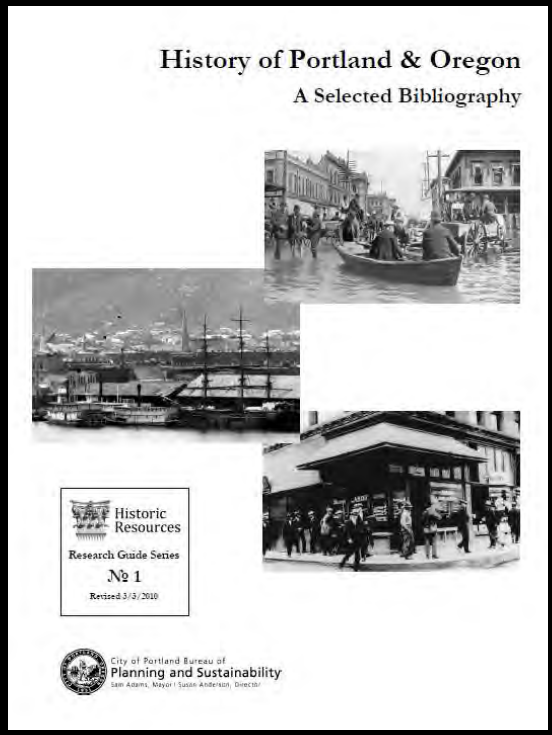
Thank You!

For More Information:

1) Subdistrict Profiles "Evolution of the Subdistrict" sections

2) BPS Research Bibliographies:

History of Portland and Oregon
Architecture & Preservation in Portland & Oregon
History of African-Americans in Portland & Oregon
Women's History of Portland & Oregon
Preservation & Restoration of Historic Structures
Native Peoples of Portland: Culture, History, Archaeology
Portland Chinese-American & Japanese-American History



Available: www.portlandonline.com/bps/historicresources

CENTRAL CITY 2035
N/NE QUADRANT

N/NE Quadrant and I-5 Broadway/Weidler Plans

CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation



N/NE Quadrant & I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #2, October 14, 2010

Existing Conditions - Land Use, Urban Design and Demographics

CENTRAL CITY 2035

N/NE QUADRANT

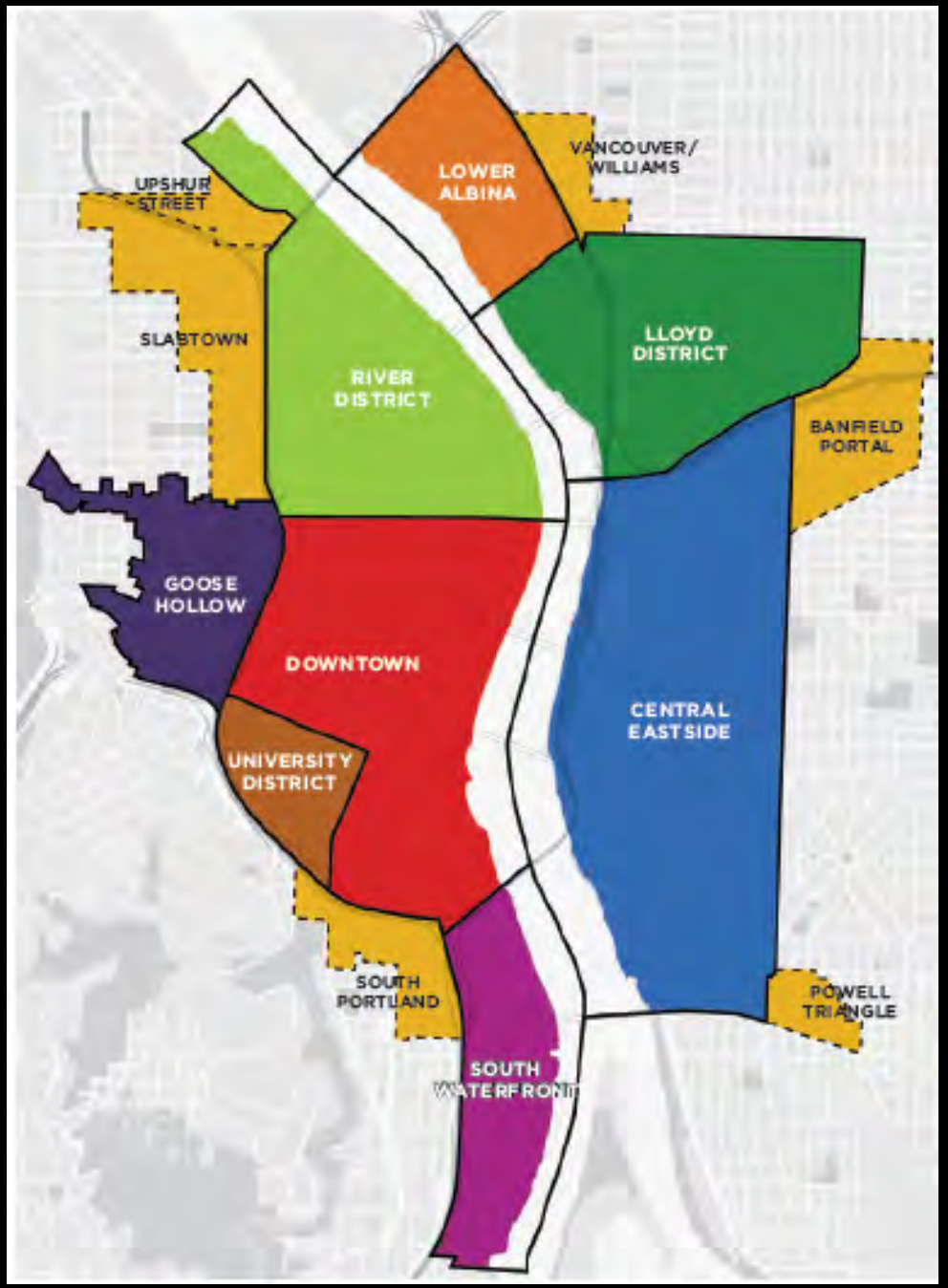
CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

CC2035 Plan Area Boundary

Boundaries of the 1988 Central City Plan with 8 subdistricts

Includes six expanded study areas



CENTRAL CITY 2035

N/NE QUADRANT


N/NE Quadrant Planning Area
Widmer Brothers Brewery
Russell Street Conservation District
Fremont Bridge
Light Rail Line
Union Pacific Rail Line
Portland Public School Site
Light Rail Line
Commercial Corridor
Future Street Car Line
Broadway/Weidler Commercial Corridor
Broadway Bridge
Memorial Coliseum
Rose Quarter
Hotel Area
Lloyd Center Mall
Holladay Park
Light Rail Line
Steel Bridge
Oregon Convention Center

Presentation Approach

- NNE Quadrant overview
- Zoning and Existing Development
- Housing & Demographics
- Jobs
- Physical Characteristics & Urban Design
- Projections & Development Capacity

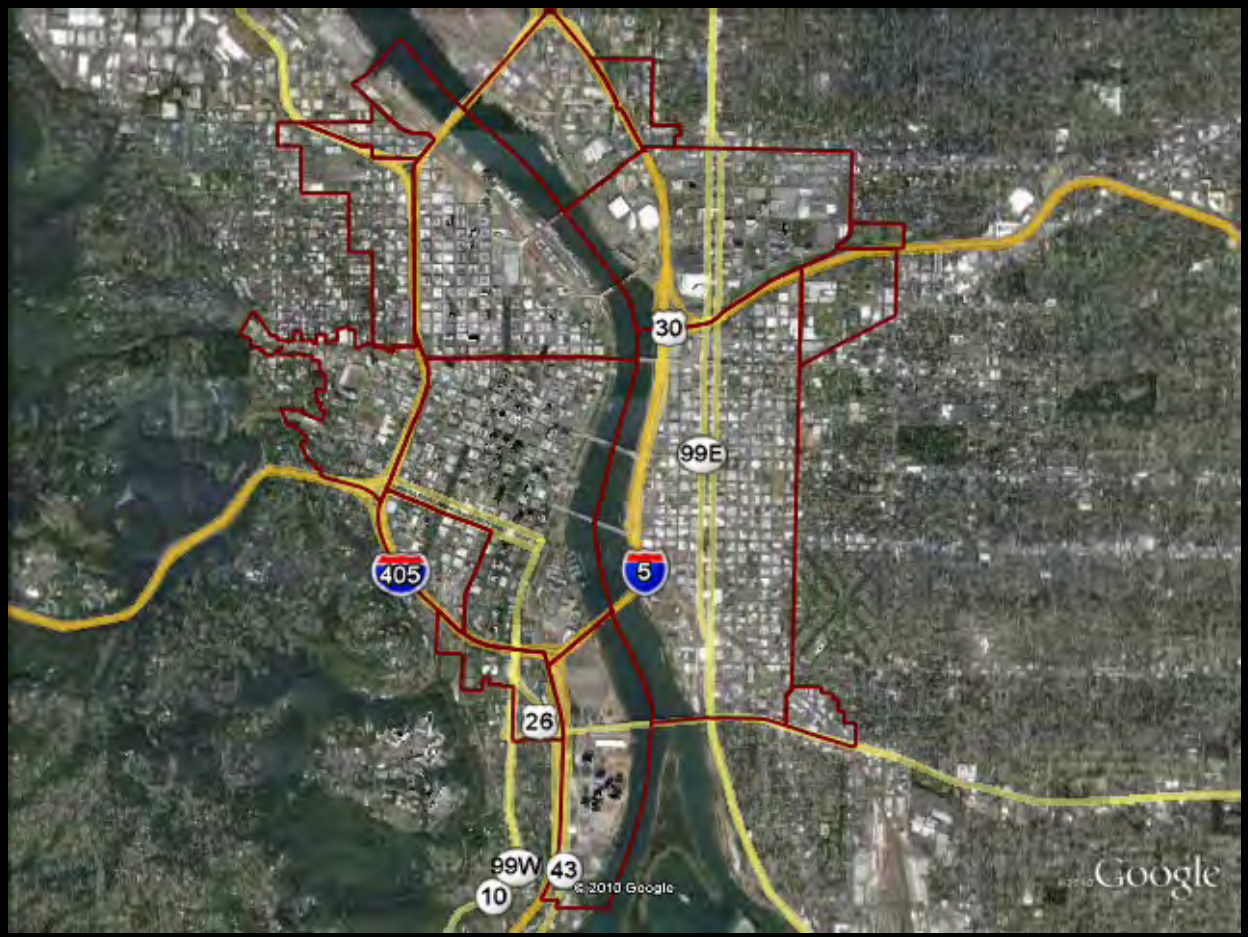


N/NE Quadrant - 2 Distinct Areas

- Lower Albina - Working Harbor/Industrial
  - Russell Main Street
  - Stable employment
  - Little housing
  - Little development potential
- Lloyd - Regional Attractions and Office
  - Very large buildings/facilities
  - Little housing
  - Lots of development potential

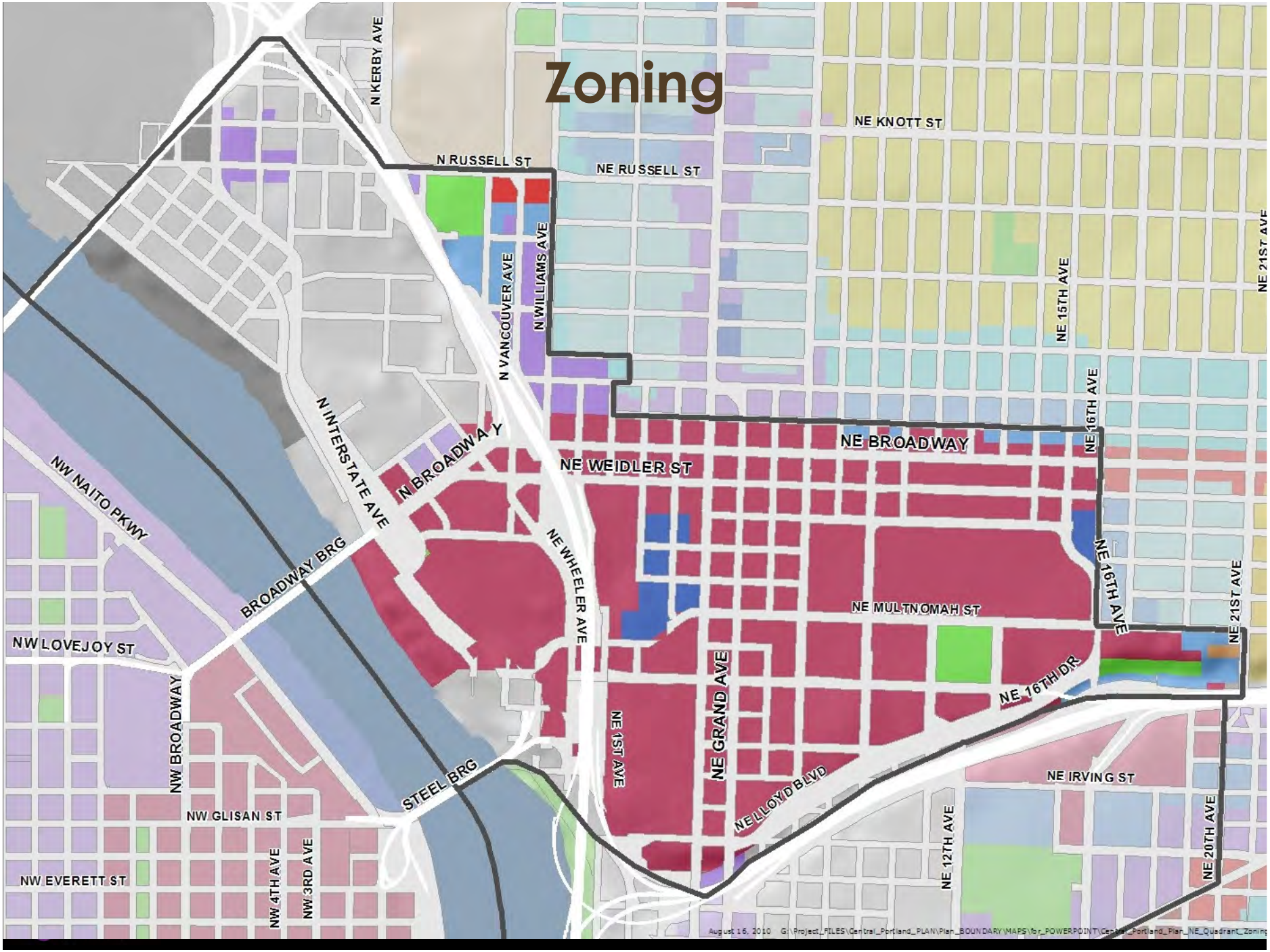


District Tour (quick)



CENTRAL CITY 2035

N/NE QUADRANT

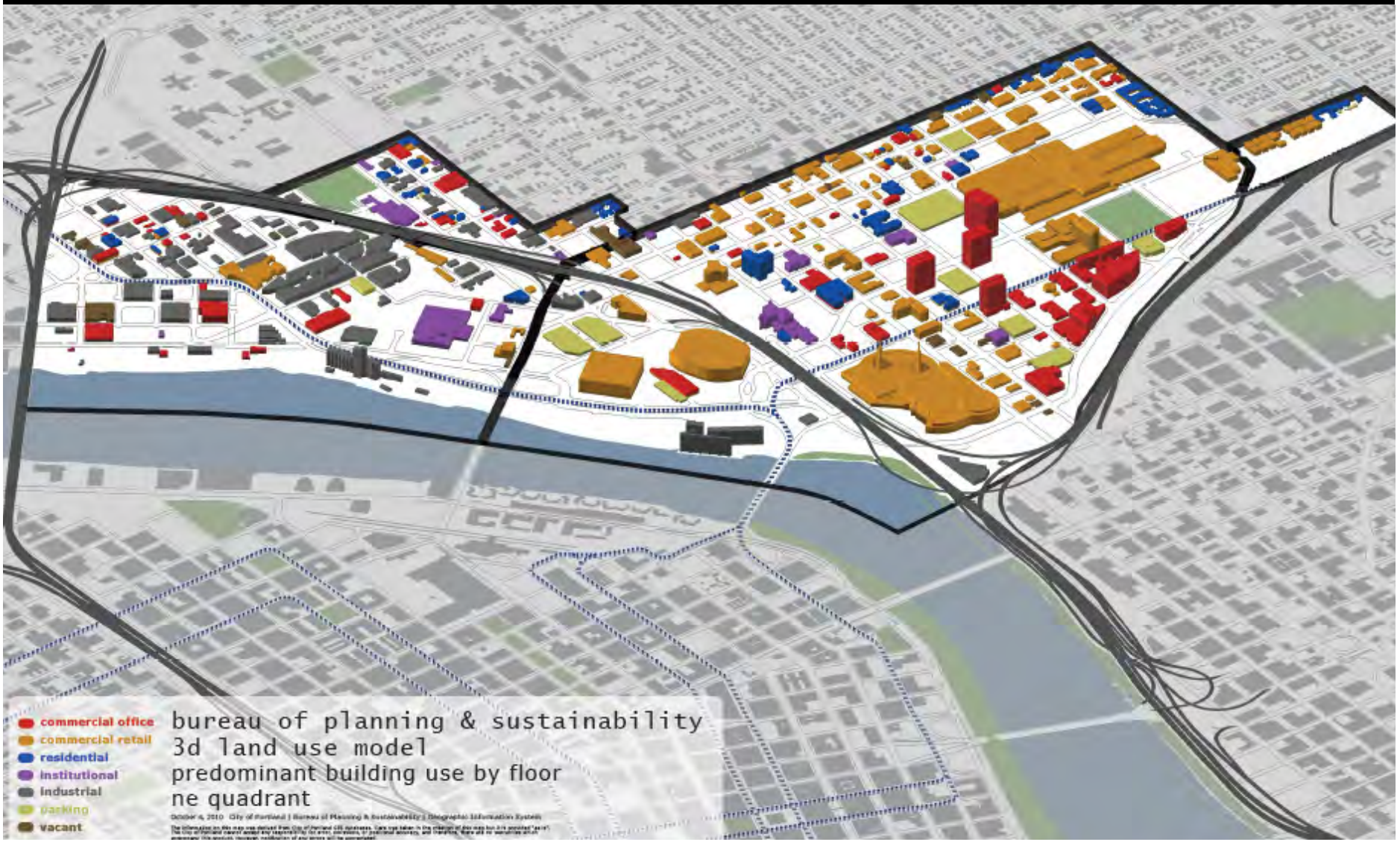

Zoning
N KERBY AVE
N RUSSELL ST
NE RUSSELL ST
NE KNOTT ST
N VANCOUVER AVE
N WILLIAMS AVE
NE 15TH AVE
NE 21ST AVE
N INTERSTATE AVE
N BROADWAY
NE BROADWAY
NE 16TH AVE
NE WEIDLER ST
NW NAITO PKWY
BROADWAY BRG
NE WHEELER AVE
NE MULTNOMAH ST
NE 16TH AVE
NE 21ST AVE
NW LOVEJOY ST
NW BROADWAY
NE 16TH DR
NE GRAND AVE
NE 1ST AVE
STEEL BRG
NE LLOYD BLVD
NE IRVING ST
NW GLISAN ST
NE 12TH AVE
NE 20TH AVE
NW 4TH AVE
NW 3RD AVE
NW EVERETT ST

Zoning

	Lower Albina Acres	Lower Albina Percent	Lloyd District Acres	Lloyd District Percent	Central City Acres	City Wide Acres
Central Commercial (CX)	2.5	2.5%	205.2	87.2%	669	1,036
Central Employment (EX)	3.9	3.9%	0.1	0.0%	229	780
General Employment (EG1)	1.8	1.8%			9	64.8
General Industrial 1(IG1)	75.2	75.2%	12.8	5.4%	336	731
Heavy Industrial (IH)	15.4	15.4%			42	7,881
Open Space (OS)			7	3.0%	66	15,186
High Density Residential (RH)			2.3	1.0%	28	490
Central Residential (RX)			8	3.4%	103	214
Total	99	100%	235	100.0%	1,482	26,384



Existing Building Use

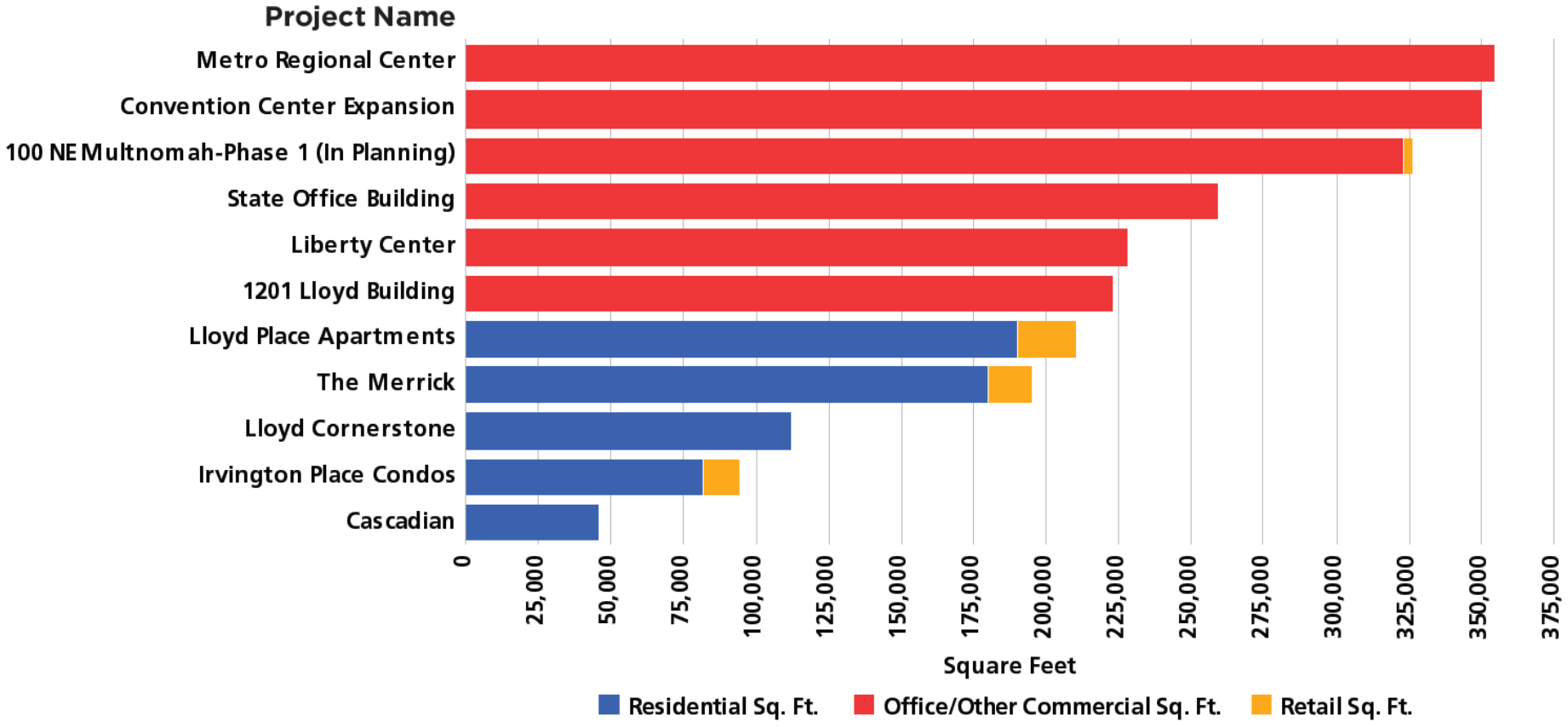


Existing Building Use

	Lower Albina Total SF	Lower Albina Percent of Total	Lloyd District Total SGF	Lloyd District Percent of Total
Industrial Use	1,013,256	47.2%	212,581	1.8%
Institutional Use	328,481	15.3%	357,017	3.0%
Office Use	414,565	19.3%	3,065,434	25.9%
Residential Use	87,727	4.1%	993,021	8.4%
Retail Use	87,829	4.1%	4,009,097	33.9%
Restaurant Use	74,749	3.5%	667,773	5.7%
Other Uses	143,821	6.7%	2,511,115	21.3%
Total Developed SF	2,150,428	100%	11,816,038	100.0%



Major Development Projects 1990-2009



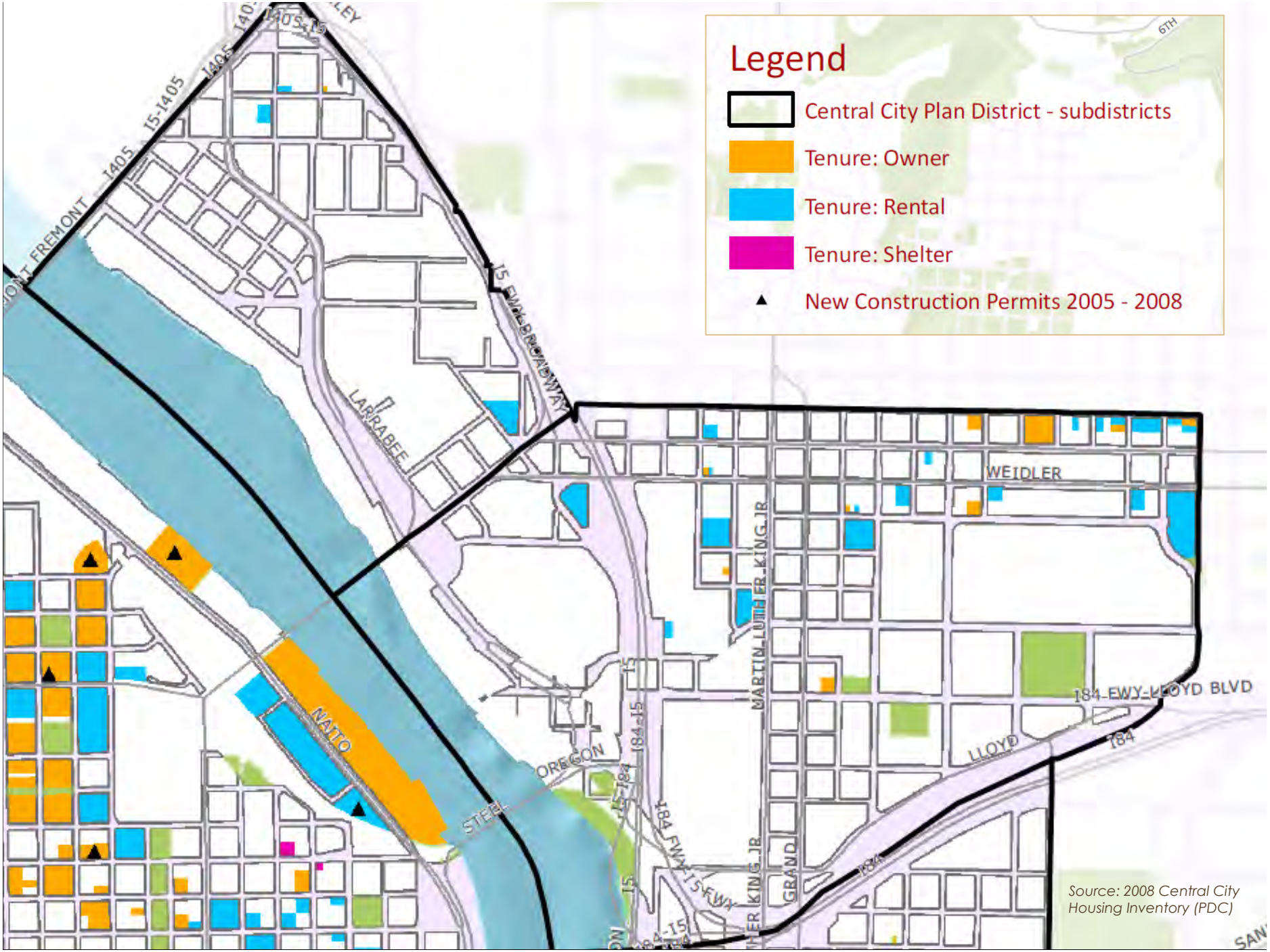
CENTRAL CITY 2035

N/NE QUADRANT

Housing Inventory

2008	Lower Albina	Lloyd District	Central City
Rental	86	1,017	15,601
Owner-Occupied	1	148	7,393
Total Housing Units	87	1,165	22,994




Legend
Central City Plan District - subdistricts
Tenure: Owner
Tenure: Rental
Tenure: Shelter
New Construction Permits 2005 - 2008
WEIDLER
LARRABEE
NAITO
OREGON
STEEL
MARTIN LUTHER KING JR
GRAND
LLOYD
184 FWY-LLOYD BLVD
I5 FWY-BROADWAY
I5-I405
I405
Source: 2008 Central City Housing Inventory (PDC)

Housing Affordability

2008 surveyed rental units median family income (MFI)	0-30%	31-50%	51-60%	61-80%	81-120%	120%+
Lower Albina			42 (64%)	24 (36%)		
Lloyd District			56 (16%)	72 (20%)	226 (64%)	
Central City	1,539 (13%)	2,725 (23%)	2,119 (18%)	2,139 (18%)	1,663 (14%)	1,573 (13%)



Unit Type

2008 – surveyed rental units	SRO	Studio	1 bed	2 bed	3 bed +
Lower Albina		42 (64%)	24 (36%)		
Lloyd District		19 (5%)	213 (60%)	120 (34%)	2 (1%)
Central City	2,134 (18%)	4,112 (35%)	4,158 (35%)	1,306 (11%)	40 (0%)

CENTRAL CITY 2035

N/NE QUADRANT

Demographics

	Lower Albina	Lloyd District	Central City
Residents (2008 estimate)	130	1,700	34,400
Median Age (2000)	32	40	36
Education -Bachelor's Degree or Higher (2000)	25%	43%	38%
Average Household Income (2000)	$24,802	$52,764	$35,624



Race & Gender

2000	Lower Albina	Lloyd District	Central City
White	50%	77%	79%
Black	33%	13%	7%
Asian	3%	3%	7%
Hispanic	9%	4%	5%

Male	55%	46%	60%
Female	45%	54%	40%



Employment

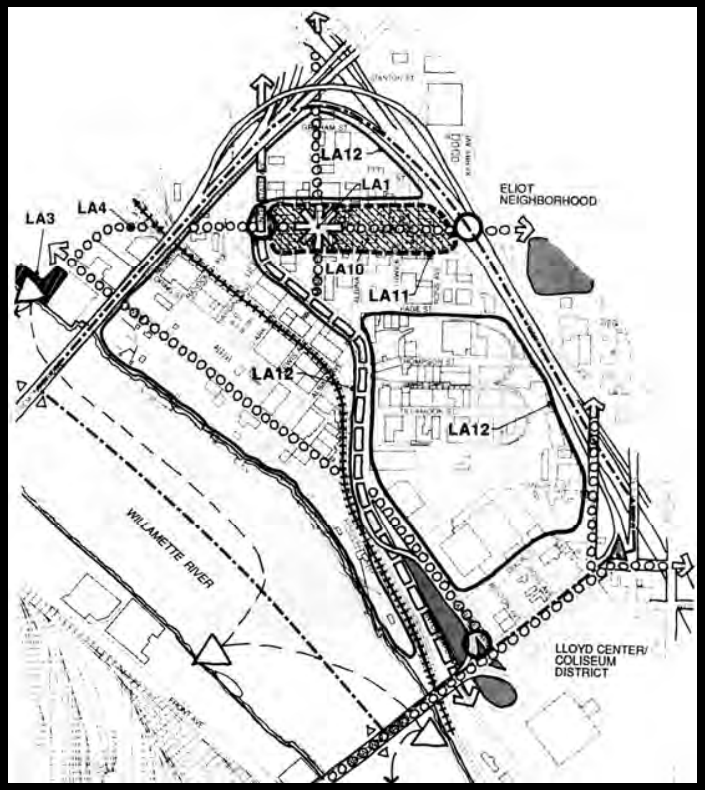
2006	Lower Albina	Lloyd District	Central City
Utilities		1,254	2,302
Construction	299	152	3,880
Manufacturing	355	23	3,702
Transportation, Warehouse, Wholesale	366	317	9,796
Retail, Arts, Accommodations	170	5,734	25,109
Services	59	6,520	46,356
Information, Design	60	888	15,858
Education, Health	1,403	1,798	13,694
Public		2,291	14,084
Other			21
Total	2,712	18,977	134,870



Employees and Residents

	Lower Albina	Lower Albina % of CC	Lloyd District	Lloyd District % of CC	Central City
Employees (2006)	2,712	2%	18,977	14%	134,870
Residential Pop (2008 estimate)	130	<1%	1,700	5%	34,400
Employee/Residential Population Ratio	21:1		11:1		4:1



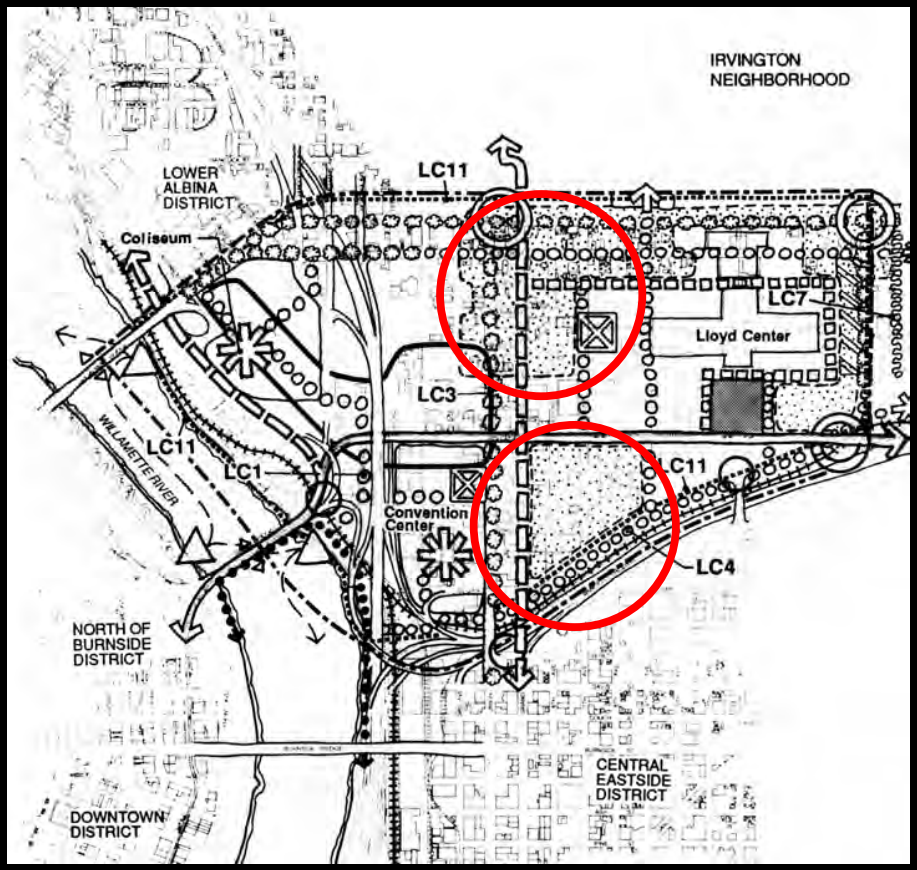


LOWER ALBINA

"strengthen the economic development of the area as an industrial employment area"

LLOYD DISTRICT

"eastern anchor of Central City retailing and locate highest density new development in areas served by light rail"



CENTRAL CITY 2035

N/NE QUADRANT

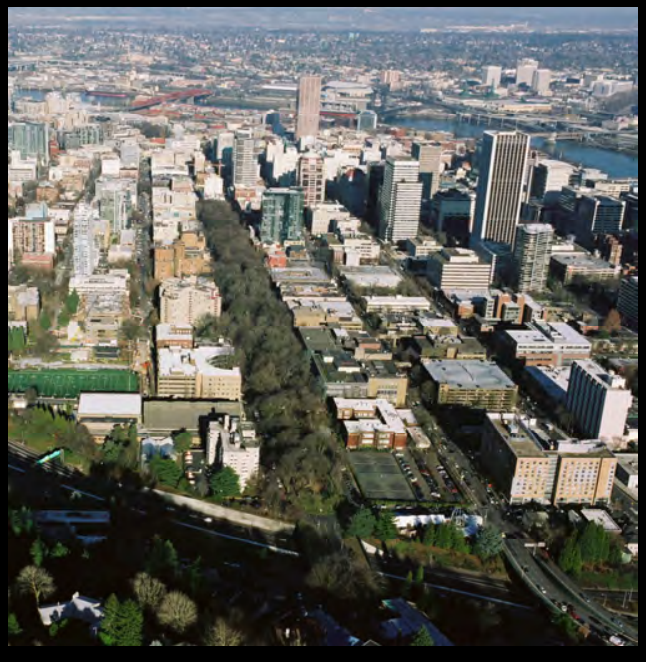


DESIGN CENTRAL CITY, Volume 1

1. The River
2. East and West
3. Public Realm



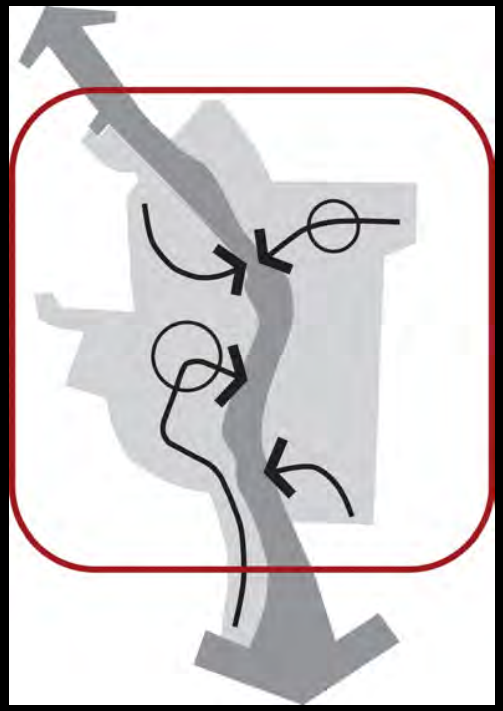


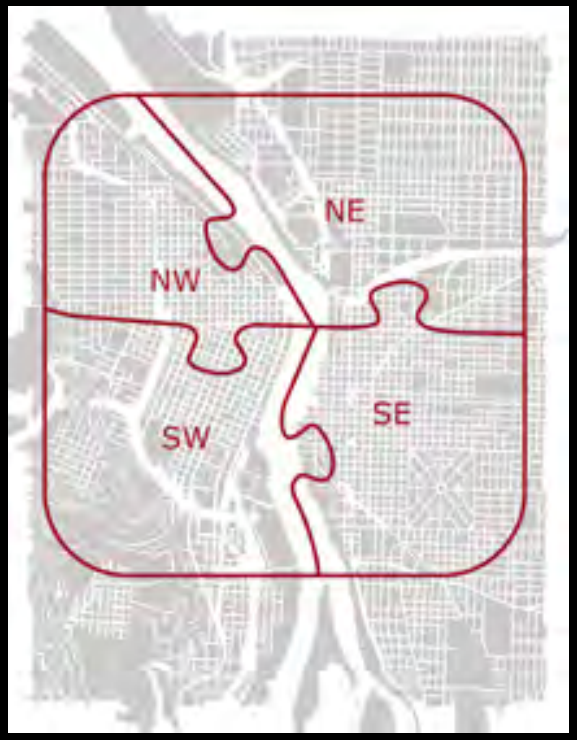






DESIGN CENTRAL CITY, Volume 1







1. Concept

2. Framework

3. Implementation

CENTRAL CITY 2035

N/NE QUADRANT

EAST and WEST

1. Distinct Places
2. Centers
3. Edges











CENTRAL CITY 2035

N/NE QUADRANT

EAST and WEST



CENTRAL CITY 2035

N/NE QUADRANT

N/NE URBAN DESIGN EXISTING CONDITIONS

1. Big blocks and buildings
2. Open Spaces
3. Transportation corridors
4. Edge transitions



CENTRAL CITY 2035

N/NE QUADRANT

1. Big Blocks and Buildings



CENTRAL CITY 2035

N/NE QUADRANT

1. Big Blocks and Buildings

- Biggest buildings in Central City
- Industrial big blocks have smaller buildings
- Challenges for connectivity, human scale
- Smaller blocks generally arrayed along busy corridors



CENTRAL CITY 2035

N/NE QUADRANT

2. Open Spaces



CENTRAL CITY 2035

N/NE QUADRANT

2. Open Spaces

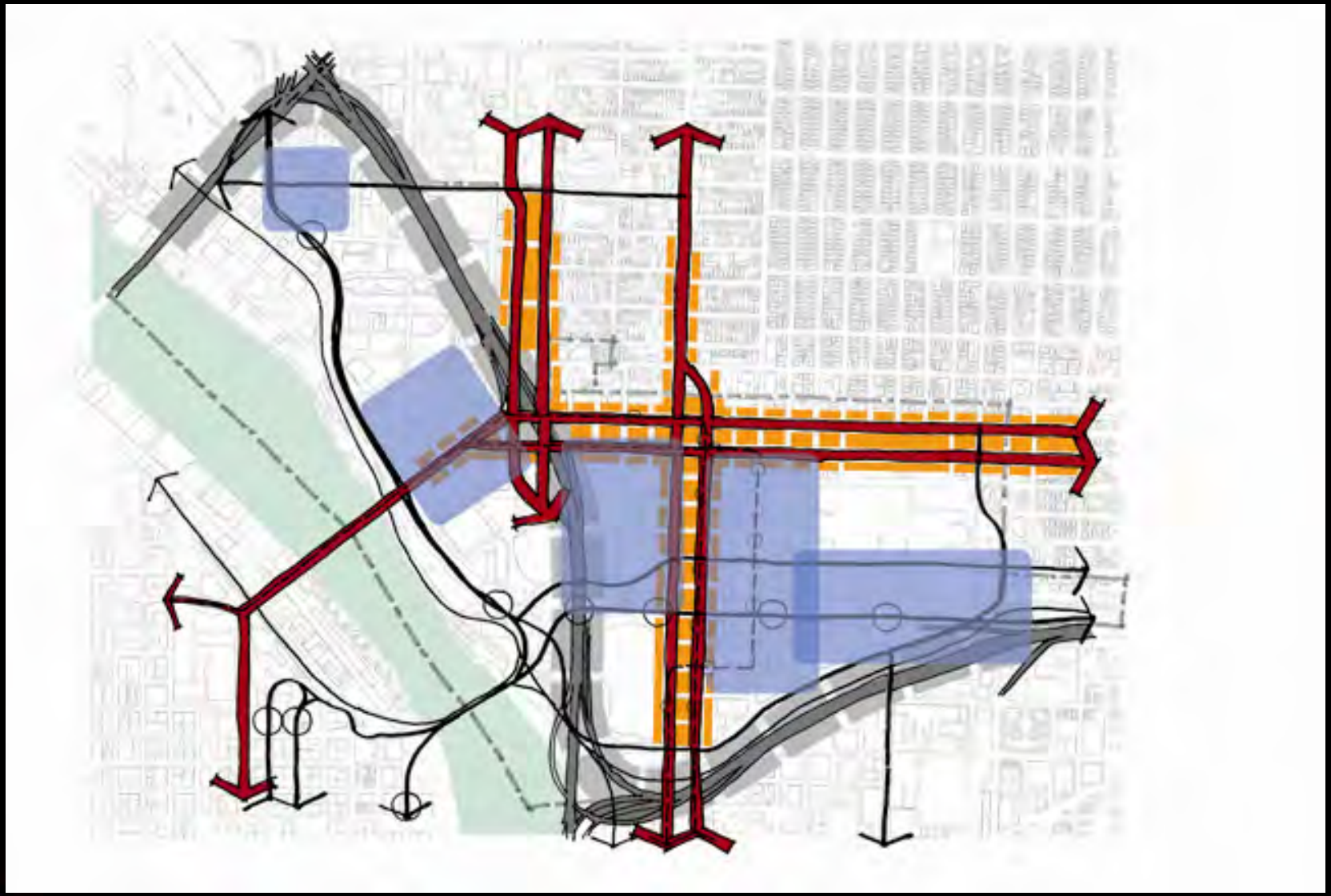
- Connectivity to the river limited
- Few public open spaces in quadrant, study area
- Series of private open spaces
- Previous reports and studies identified open space need



CENTRAL CITY 2035

N/NE QUADRANT

3. Transportation Corridors



CENTRAL CITY 2035

N/NE QUADRANT

3. Transportation Corridors

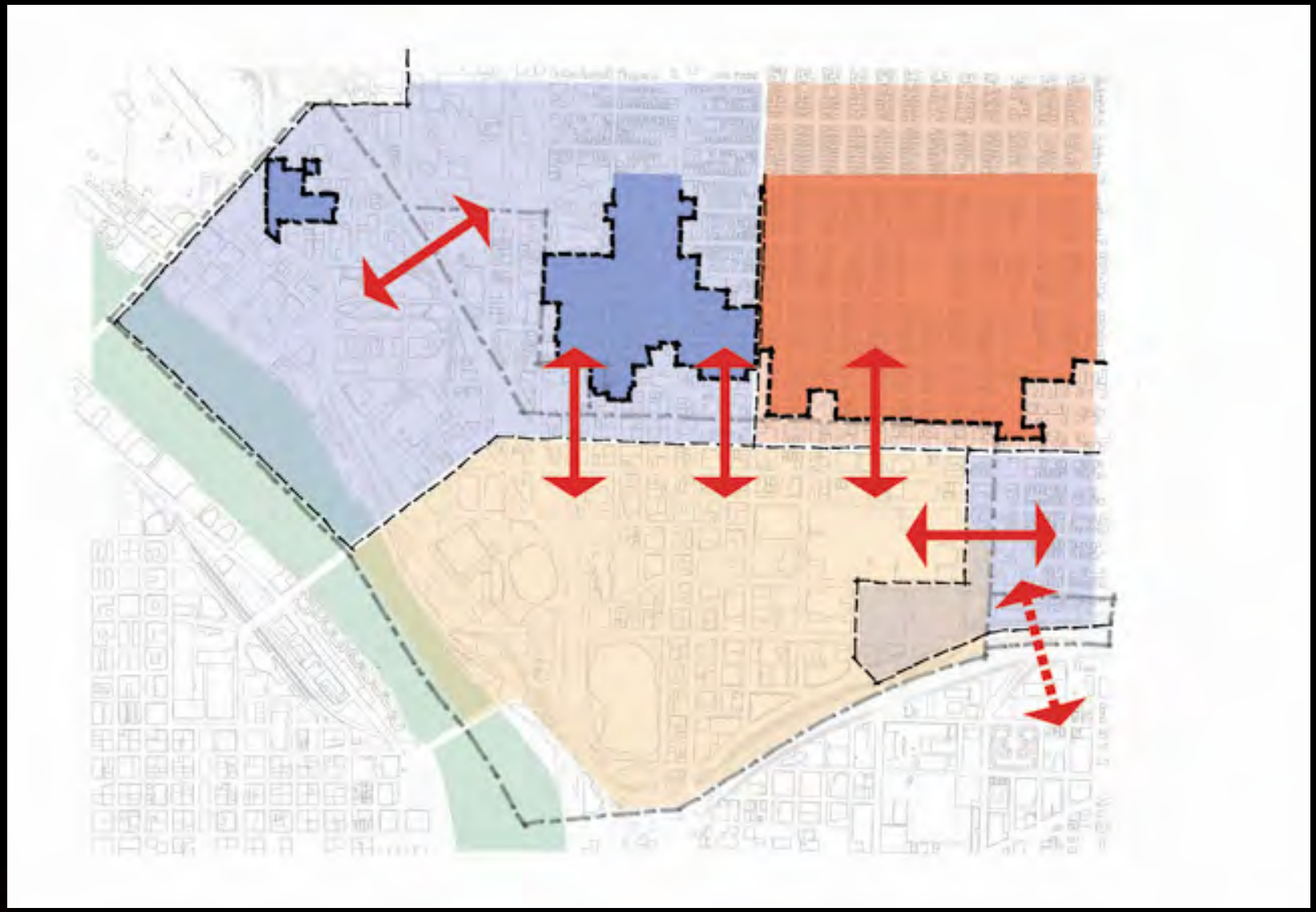
- Lots of busy arterial traffic in addition to freeway
- Corridors could create boundaries for new districts
- Some street hierarchy, lots to activate
- Opportunities for new connections



CENTRAL CITY 2035

N/NE QUADRANT

4. Edge Transitions



CENTRAL CITY 2035

N/NE QUADRANT

4. Edge Transitions

- Sensitive transitions to adjacent neighborhoods
- Central City "gateway" opportunities
- Buffers between mixed-use and industrial areas





CENTRAL CITY 2035

N/NE QUADRANT

Metro Forecast: Employment

	Lower Albina	Lloyd District	Central City
2005	2,474	17,123	150,479
2035	2,880	27,698	224,891
Growth	16%	62%	49%
Net Increase	406	10,575	74,412

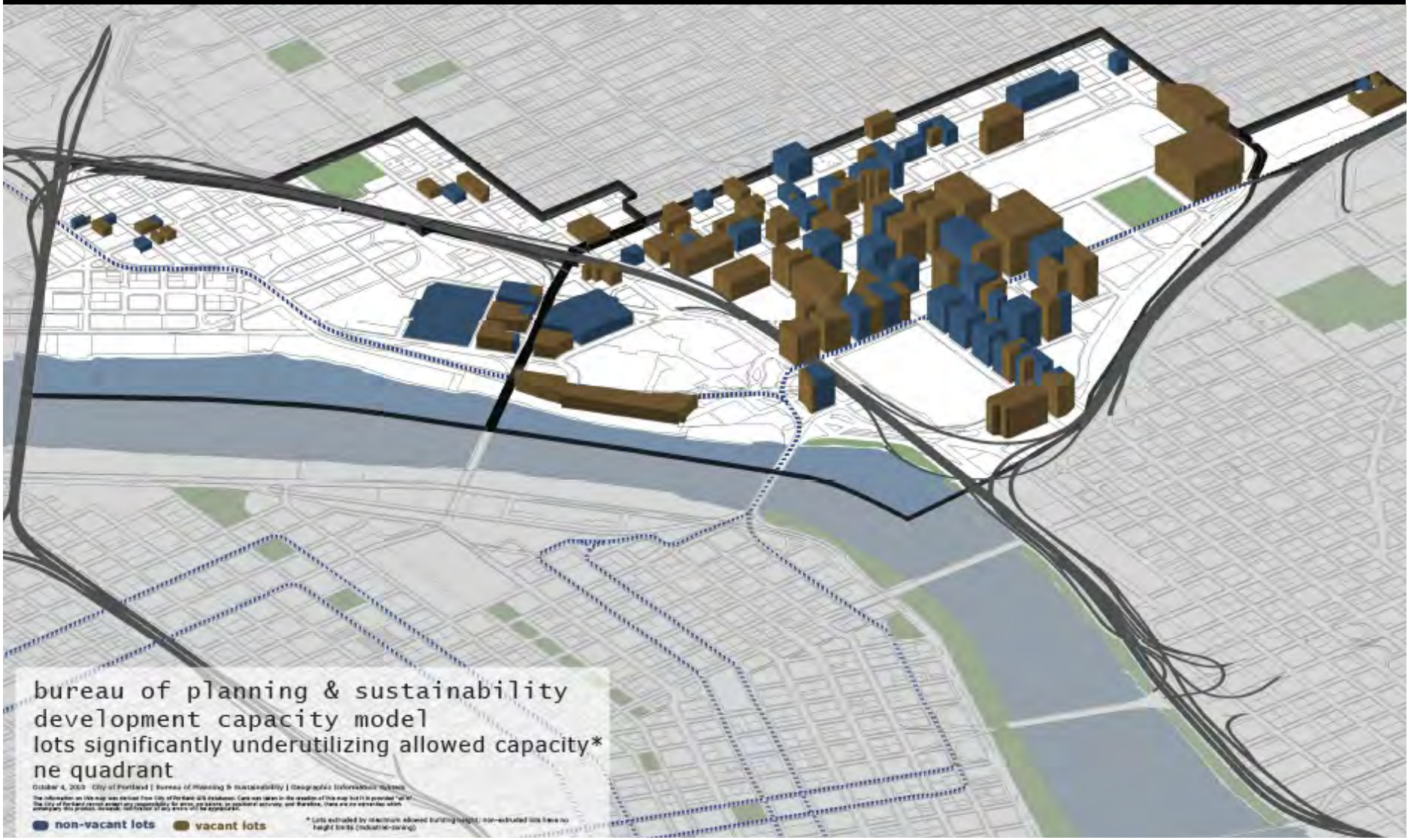


Metro Forecast: Households

	Lower Albina	Lloyd District	Central City
2005	71	668	17,766
2035	66	3,817	51,794
Growth	-7%	471%	192%
Net Increase	-5	3,149	34,028



N/NE Quadrant Development Potential



N/NE Quadrant Development Potential

Generalized Zoning	Total Acres	Existing SF (millions)	Redev.Acres	Potential Net SF Increase @ Base FAR (millions)	Potential Net SF Increase w/FAR Bonus (millions)
Commercial	208	13.5	69	22.6	31.6
Mixed Employment	110	2.8	12	0.6	1.2
Open Space	7				
Residential	10	0.7	5	1.4	2.1
River/Right of way	273				
Totals	608	17	86	24.6	34.9



N/NE Quadrant Development Potential

	"Projected" Net SF Increase (millions)	Possible Commercial SF (millions)	Possible Retail SF (millions)	Possible Residential SF (millions)	Possible New Residential Units
Total	21.9	9.1	1.5	8.8	8,840



Key points

- Two very different districts
- Very little housing
- Significant employment
- Major urban design hurdles & opportunities
- Lots of development potential



Thank you

www.portlandonline.com/bps/cc2035





N/NE Quadrant & I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #2 October 14, 2010

Existing Conditions - Transportation

CENTRAL CITY 2035

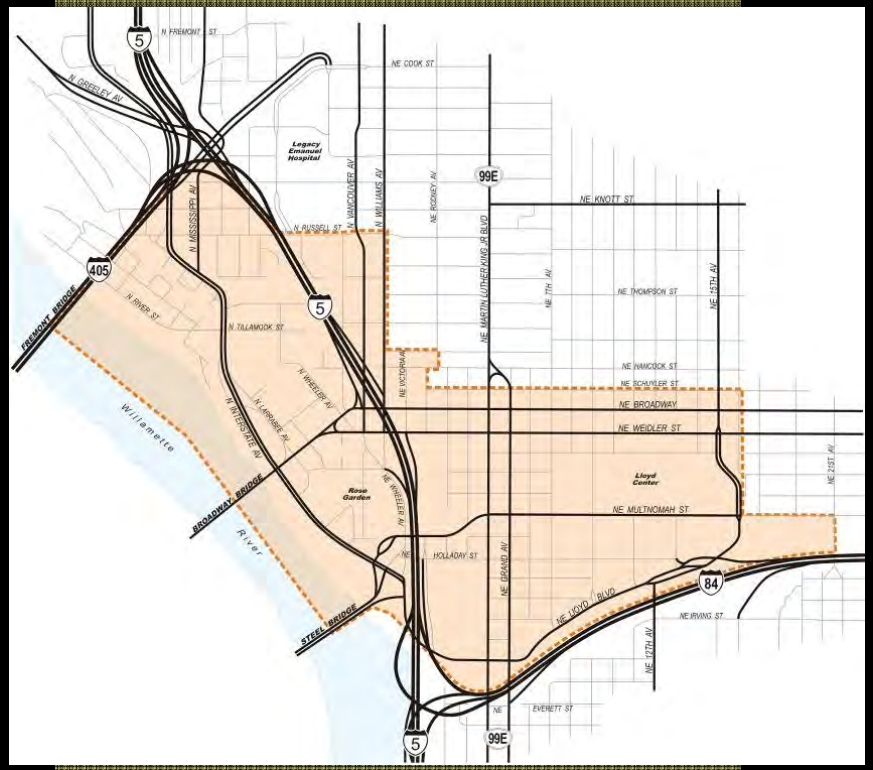
N/NE Quadrant and I-5 Broadway/Weidler Plans

CITY OF PORTLAND, OREGON 1851

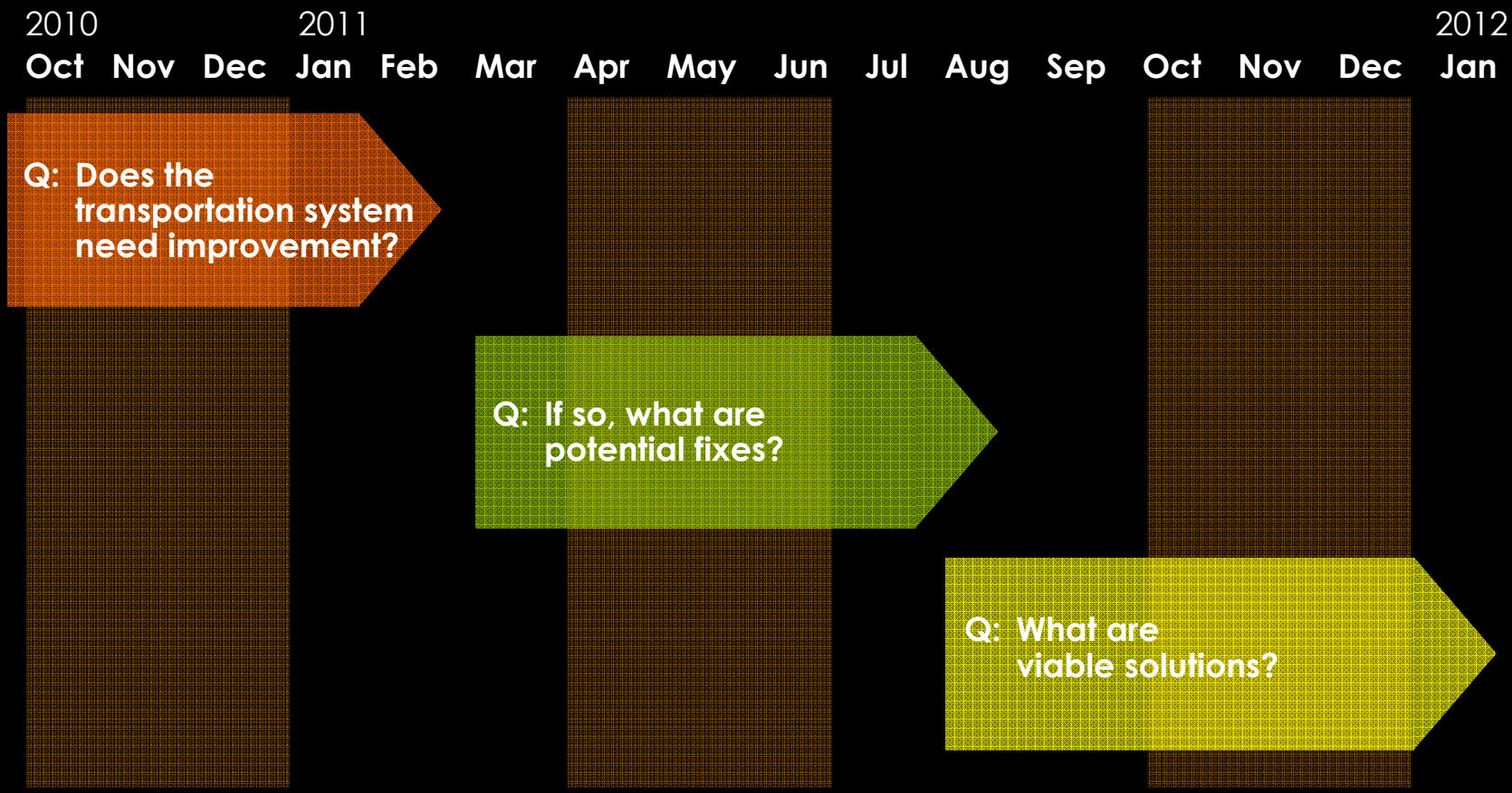
Oregon Department of Transportation

Transportation Existing Conditions

- How people travel to, from and within N/NE Quadrant
- How local transportation functions in N/NE Quadrant
- How I-5 functions in N/NE Quadrant



Transportation Subcommittee



At the crossroads of major regional transportation network



CENTRAL CITY 2035

Transportation Policy

City

Balanced transportation system

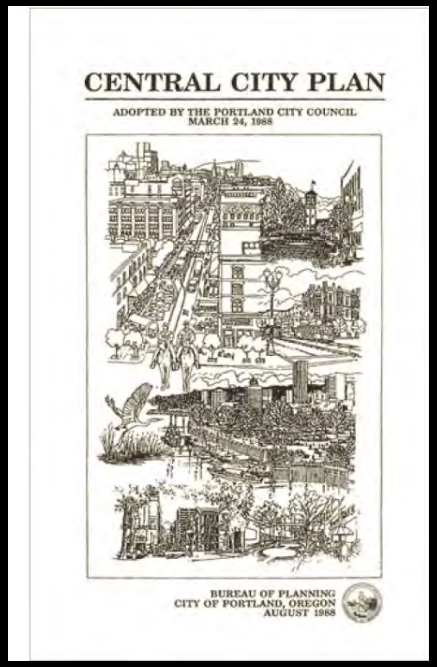
Encourage non auto modes

Central City

Growth with livability

Pinch the parking supply

Mode split commute goals (2010)



	Auto	Transit	Bike/Ped
Lloyd District Goal:	50%	40%	10%
Lower Albina Goal:	80%	10%	10%

Area Statistics

- **Mode Split:** percentage of **commute** trips
  (2009 Source Lloyd TMA, Portland Business Alliance, City Auditor)

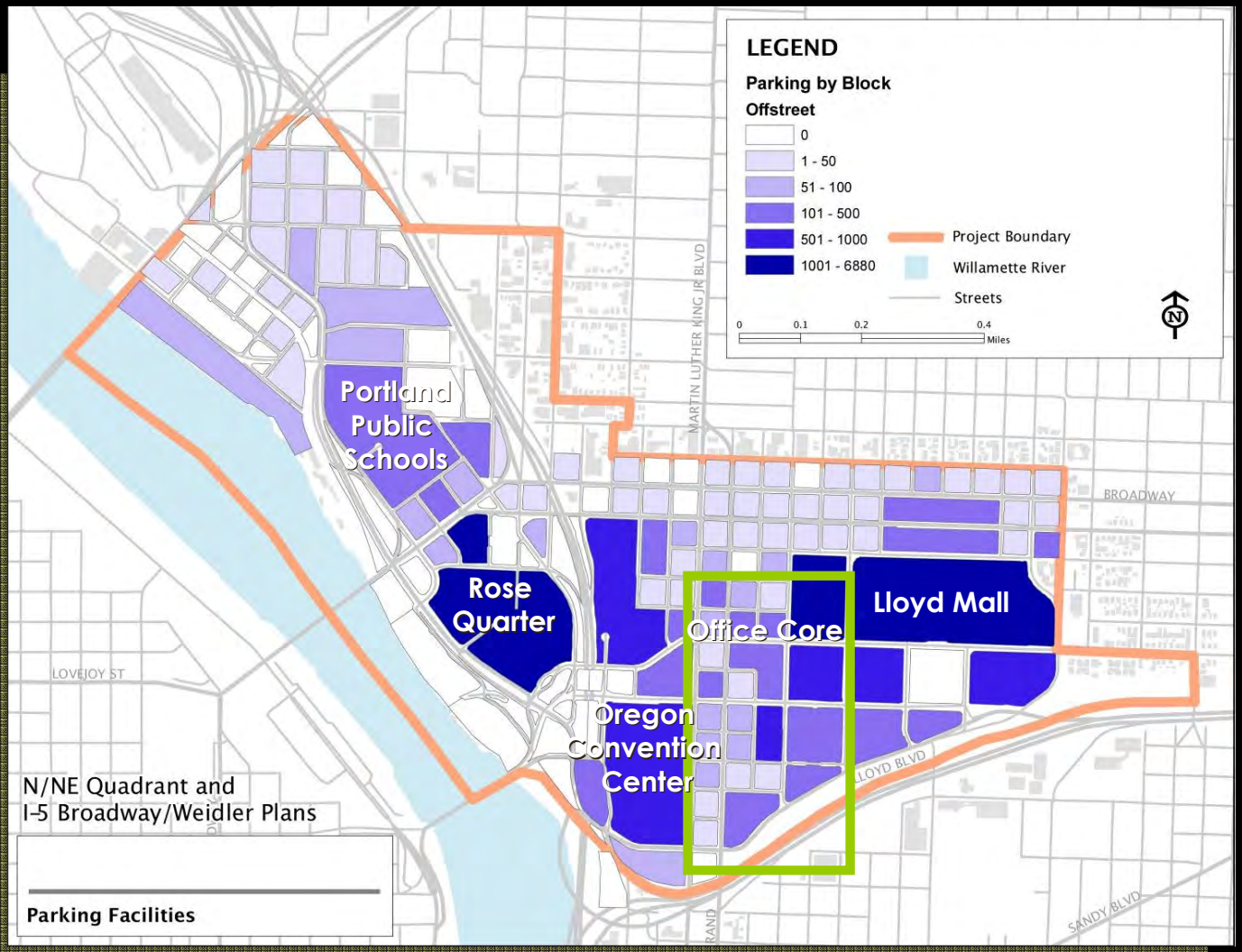
	CBD (Downtown, River)	Lloyd	City
Auto	41%	63%	75%
Transit	45%	27% (40% Lloyd TMA)	13%
Bike	10%	5%	7%
Walk	4%	2.5%	5%

- **Parking:** stalls per 1,000 sf of office (off street)

Lloyd District	2.2 (1.2 in Downtown)
Lower Albina	1.4



Parking & Major Destinations



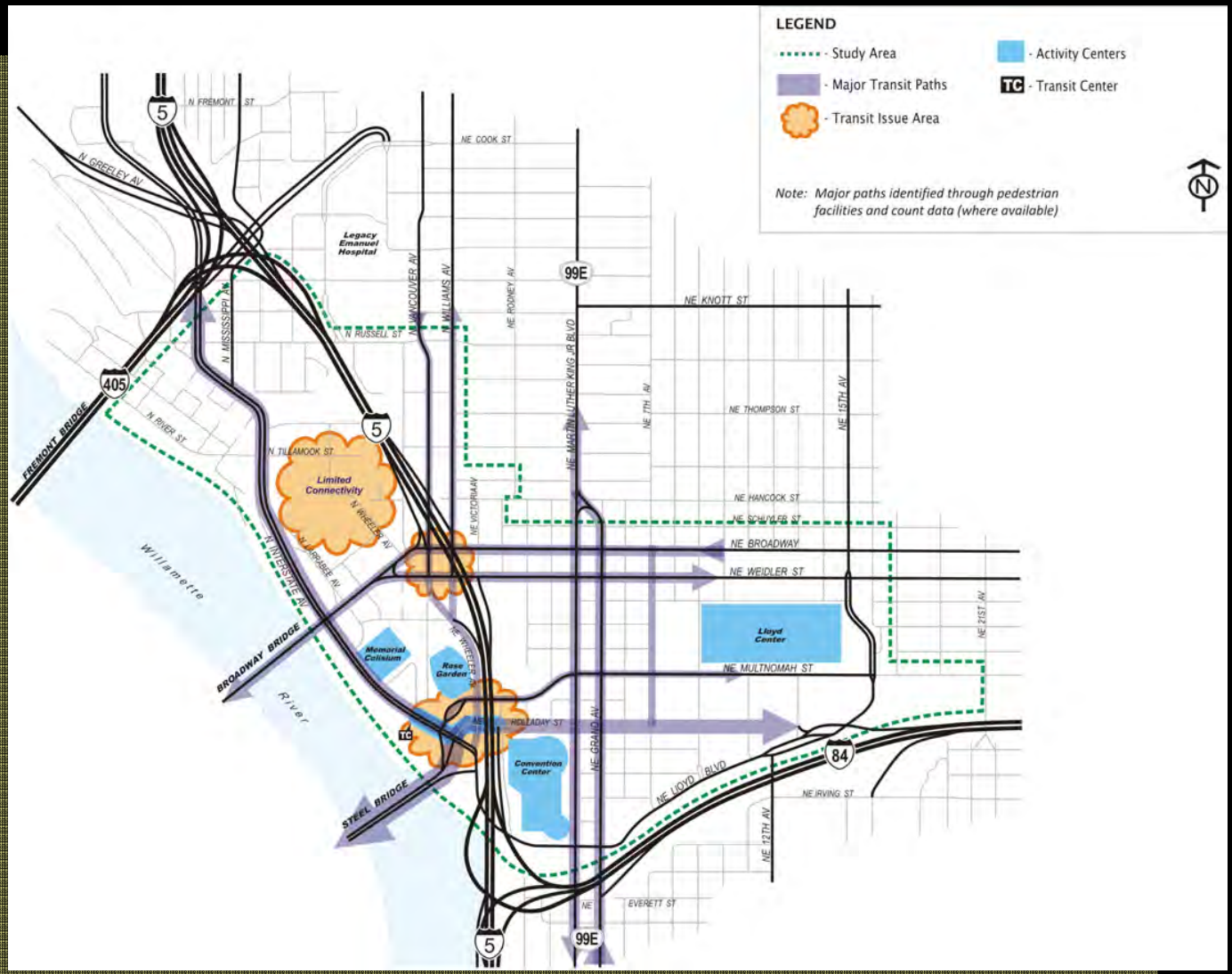
CENTRAL CITY 2035

N/NE Quadrant and I-5 Broadway/Weidler Plans

Motor vehicles

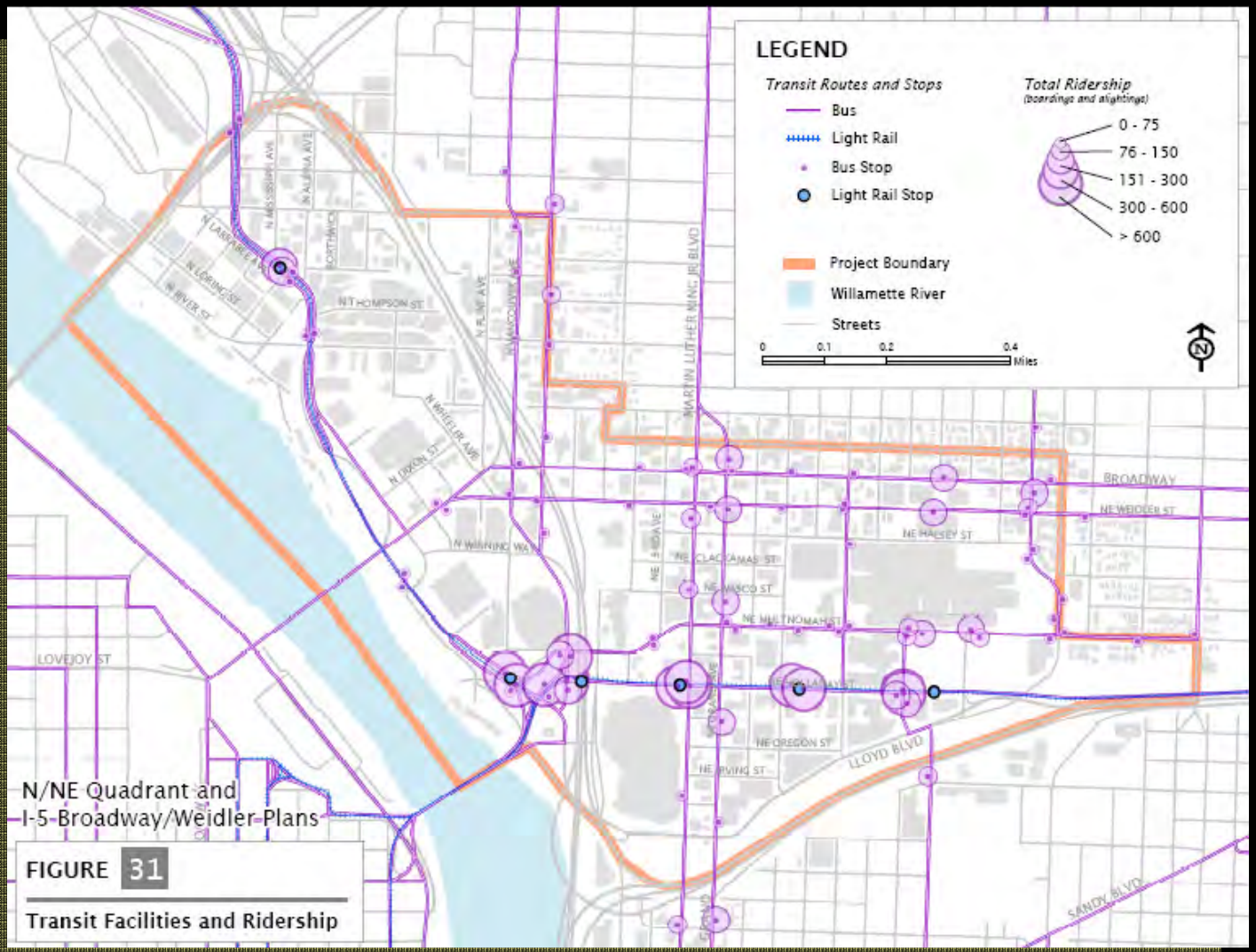


Transit



CENTRAL CITY 2035

Transit ridership

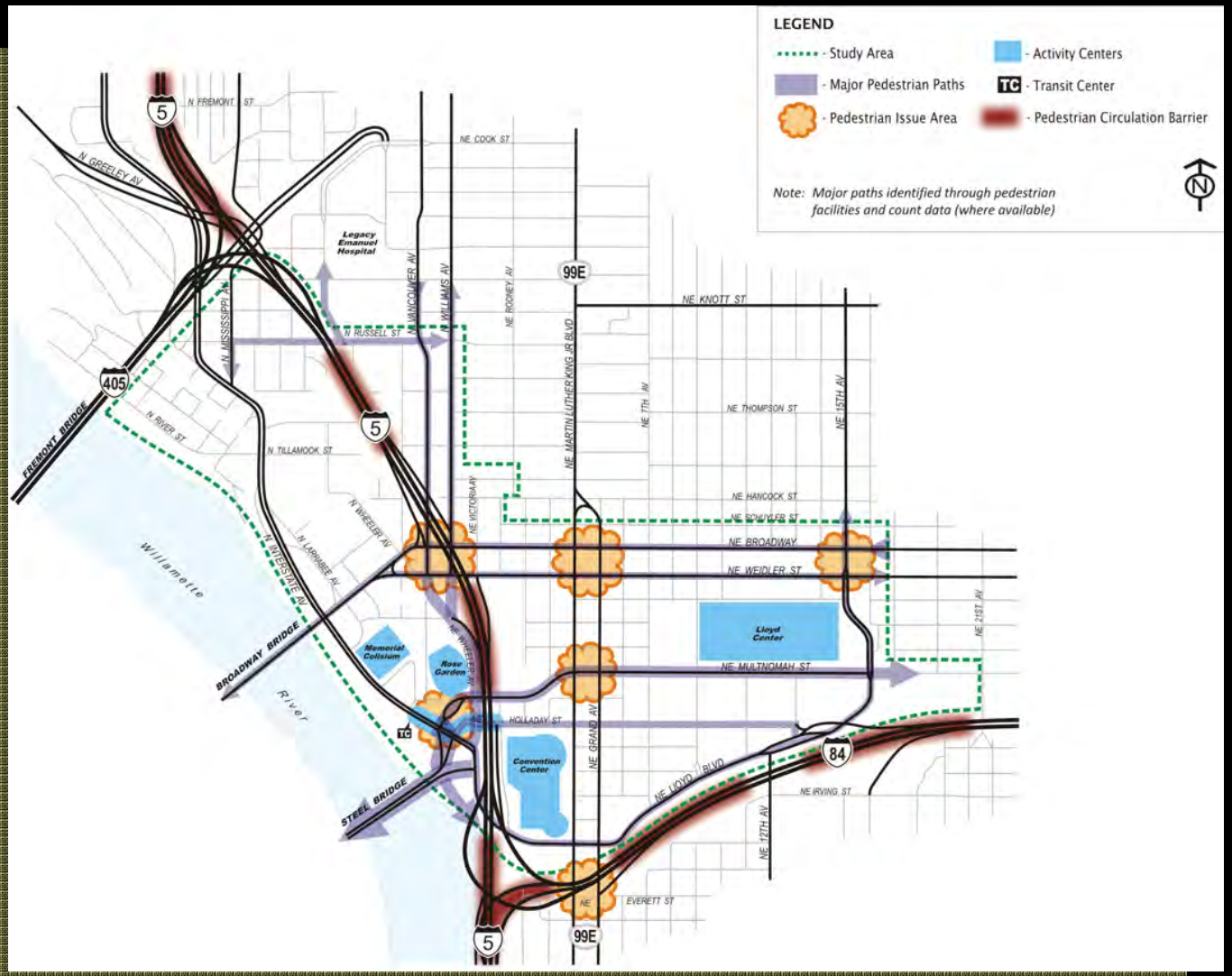


N/NE Quadrant and
I-5 Broadway/Weidler Plans

FIGURE 31

Transit Facilities and Ridership

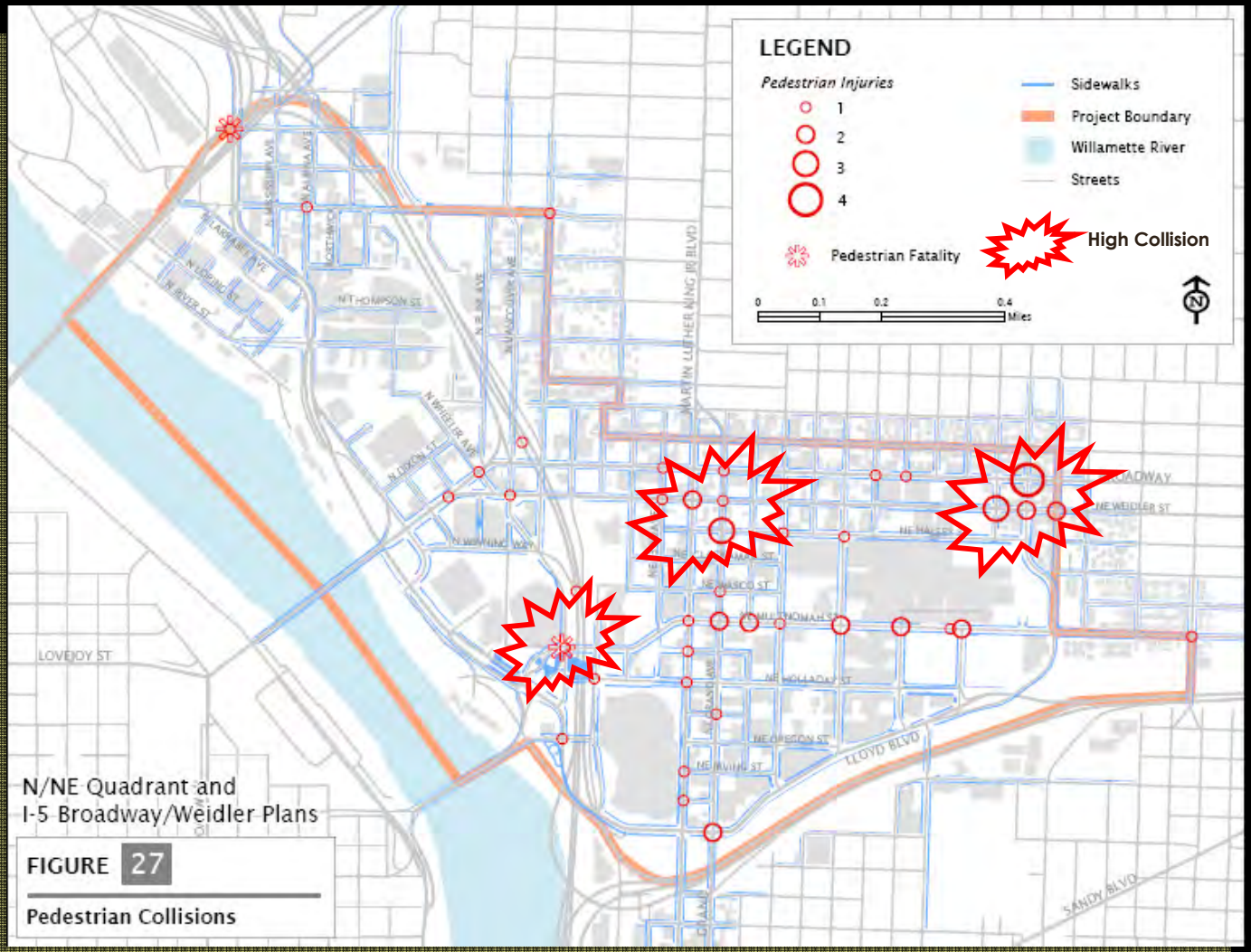
Pedestrian



CENTRAL CITY 2035

N/NE Quadrant and I-5 Broadway/Weidler Plans

Pedestrian-auto collisions



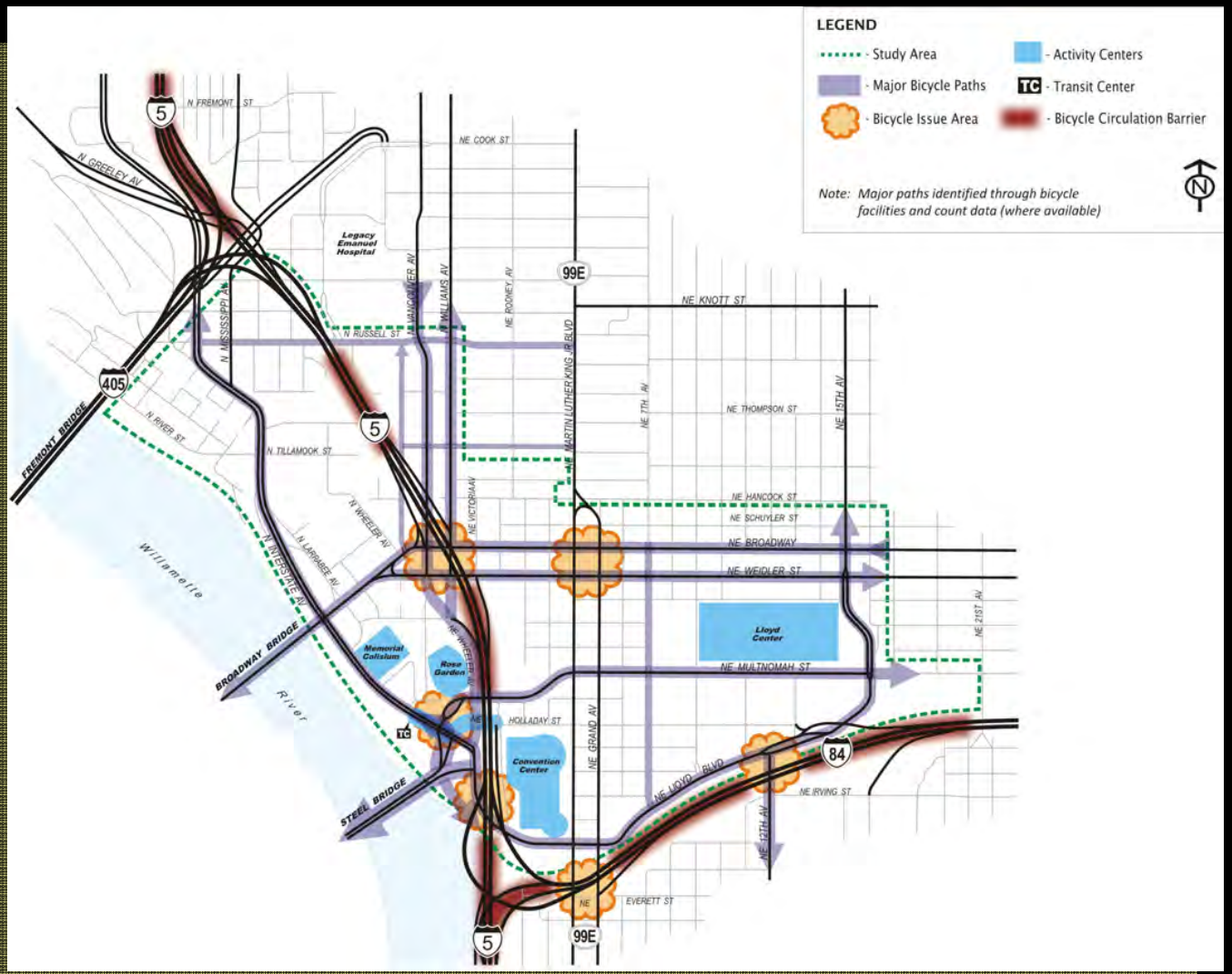
CENTRAL CITY 2035

N/NE Quadrant and I-5 Broadway/Weidler Plans

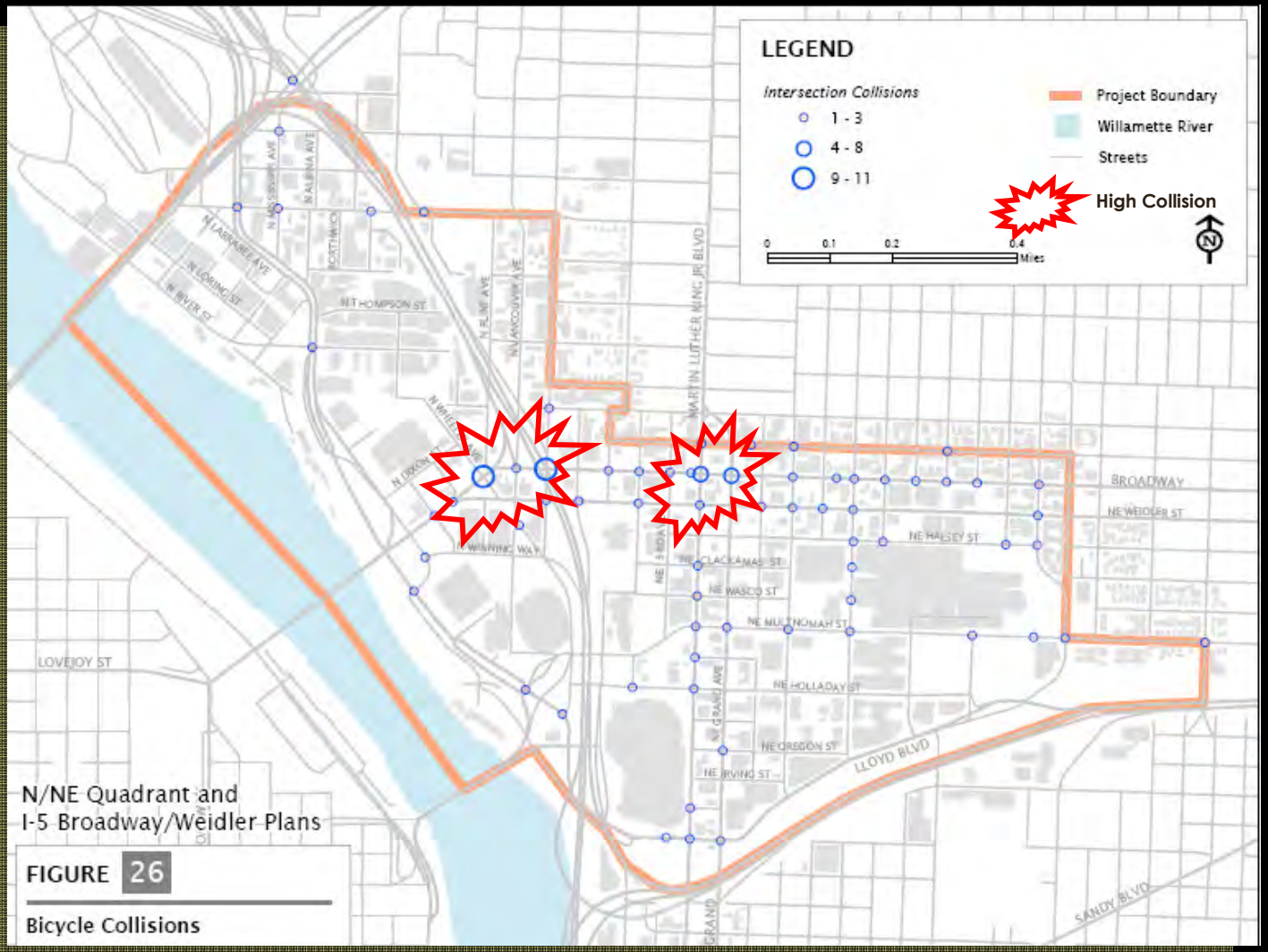
2006-2009 Pedestrian-Motor vehicle collisions

Bicycle

Increase in bicycle use across Broadway and Steel bridges
1990s to 2008: 1,000 to 7,000 a day

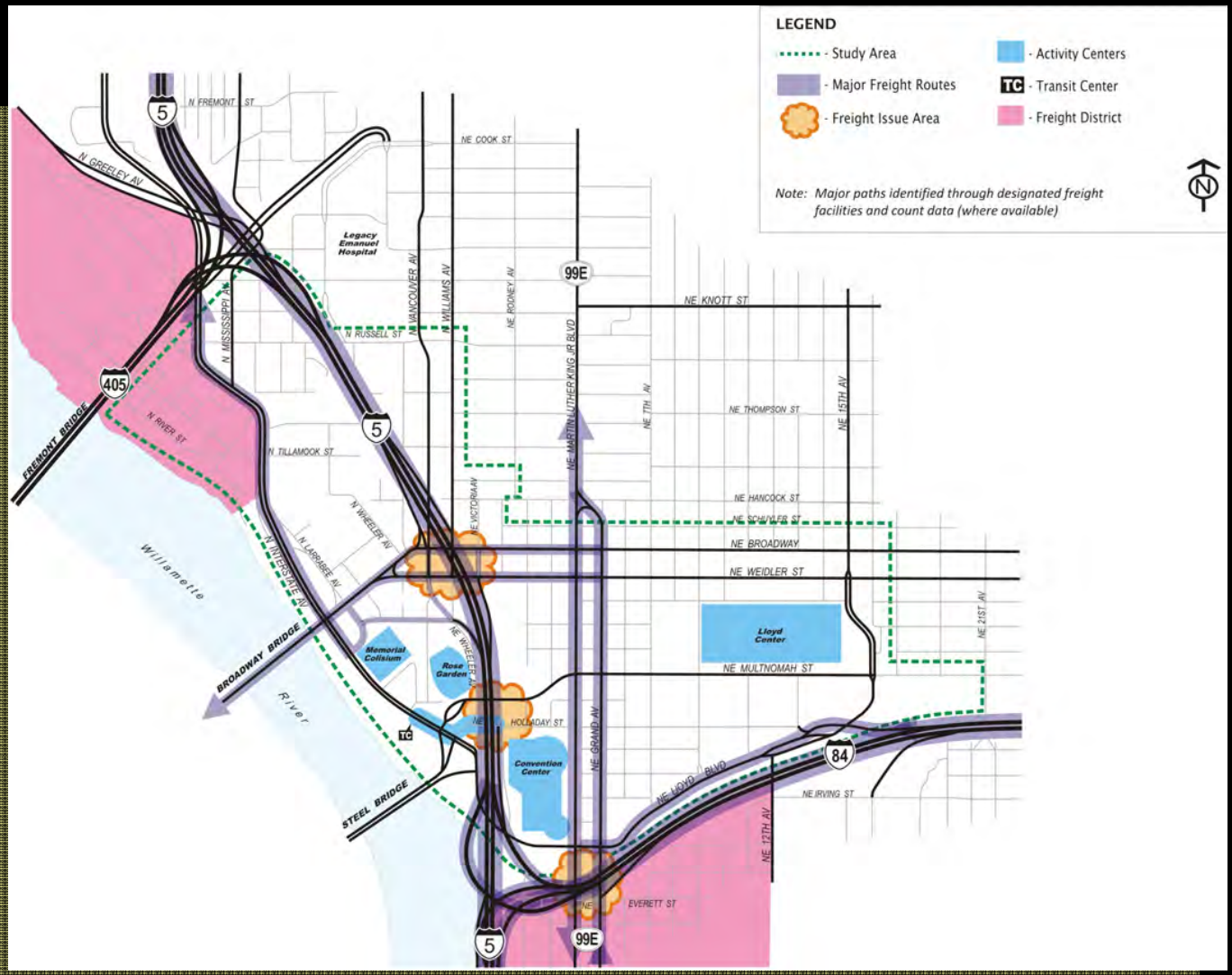


Bicycle-auto collisions



2006-2009 Bicycle-Motor vehicle collisions

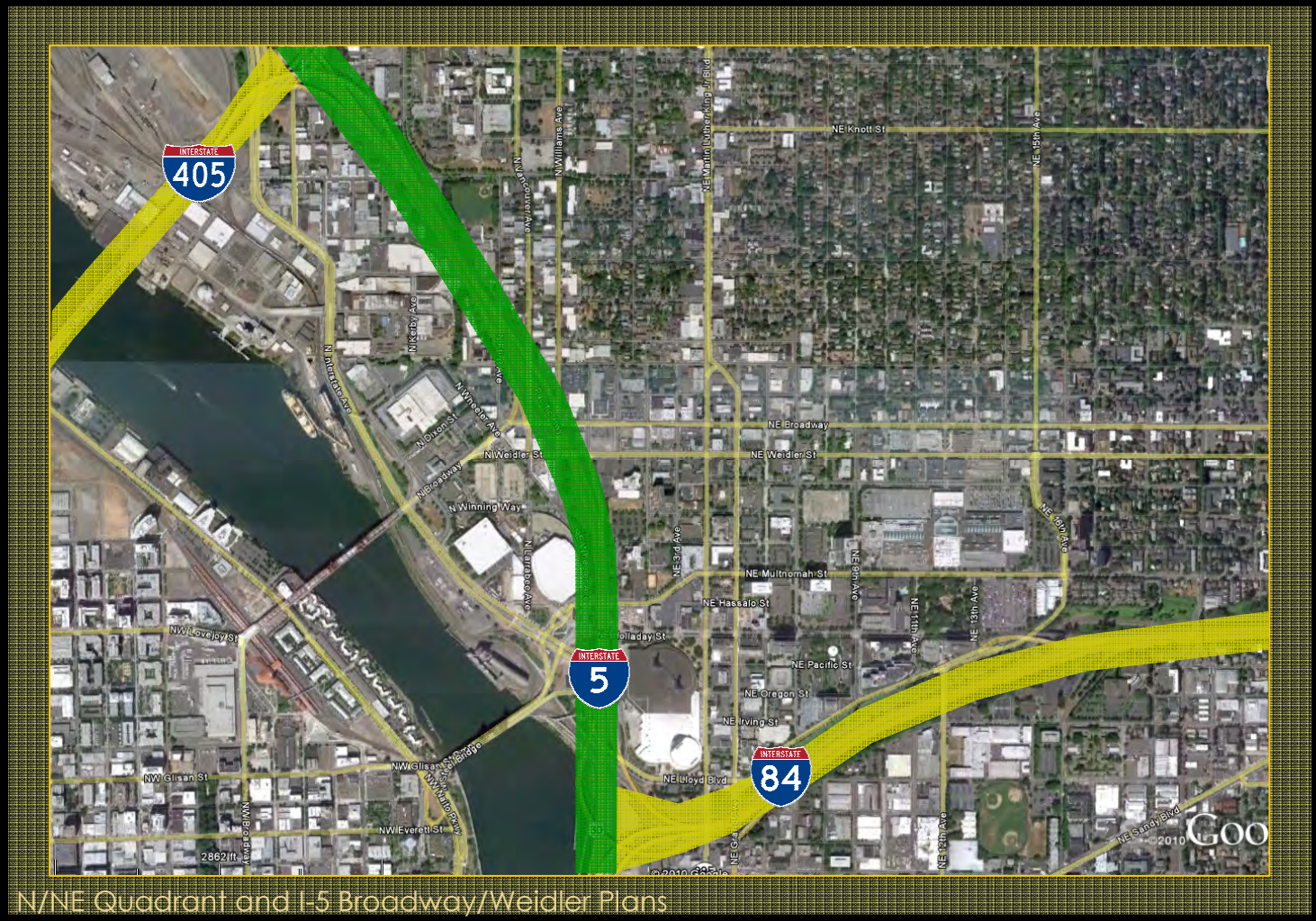
Freight Access



CENTRAL CITY 2035

N/NE Quadrant and I-5 Broadway/Weidler Plans

At the Crossroads of Major Regional Transportation Network



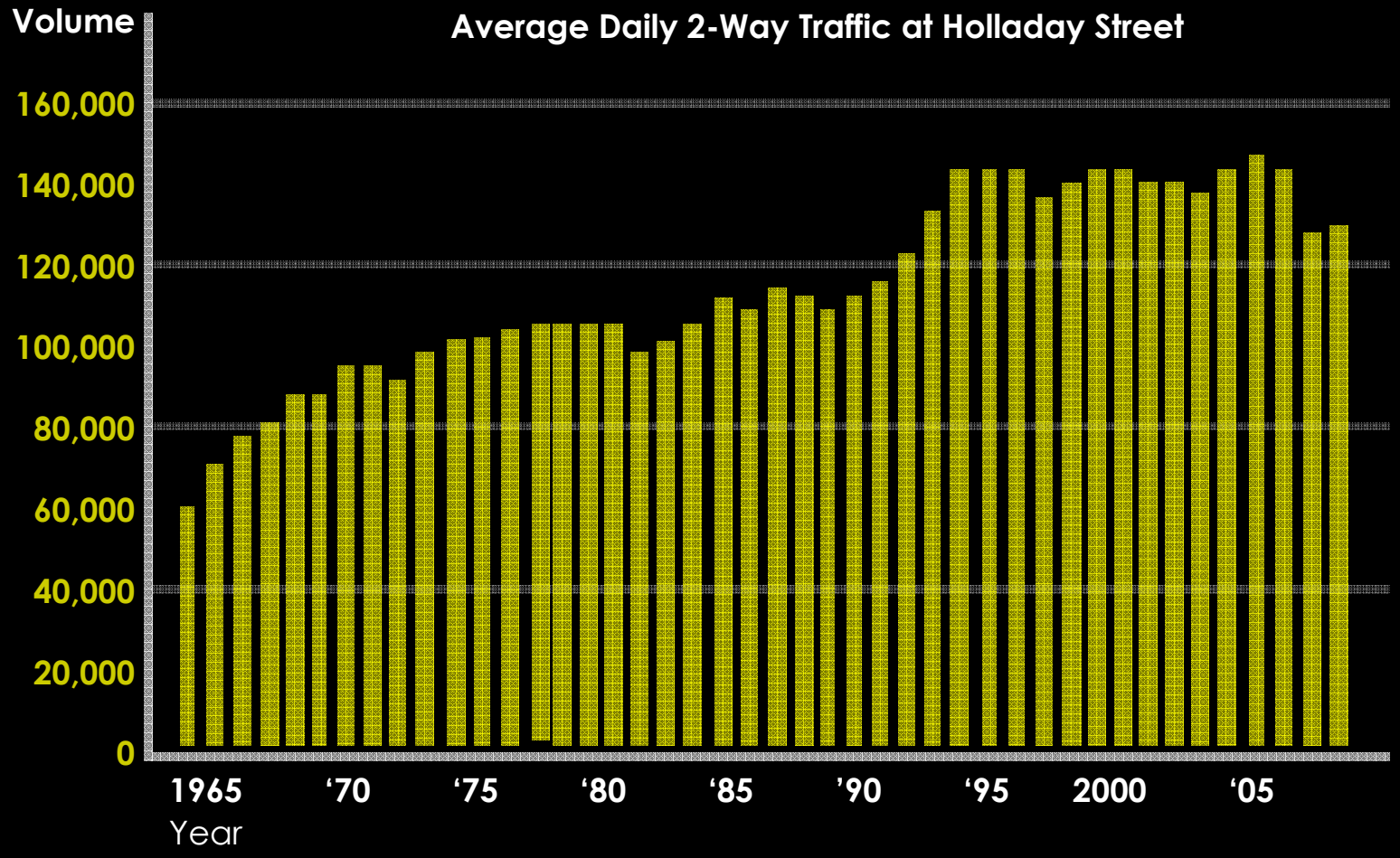
N/NE Quadrant and I-5 Broadway/Weidler Plans

CENTRAL CITY 2035

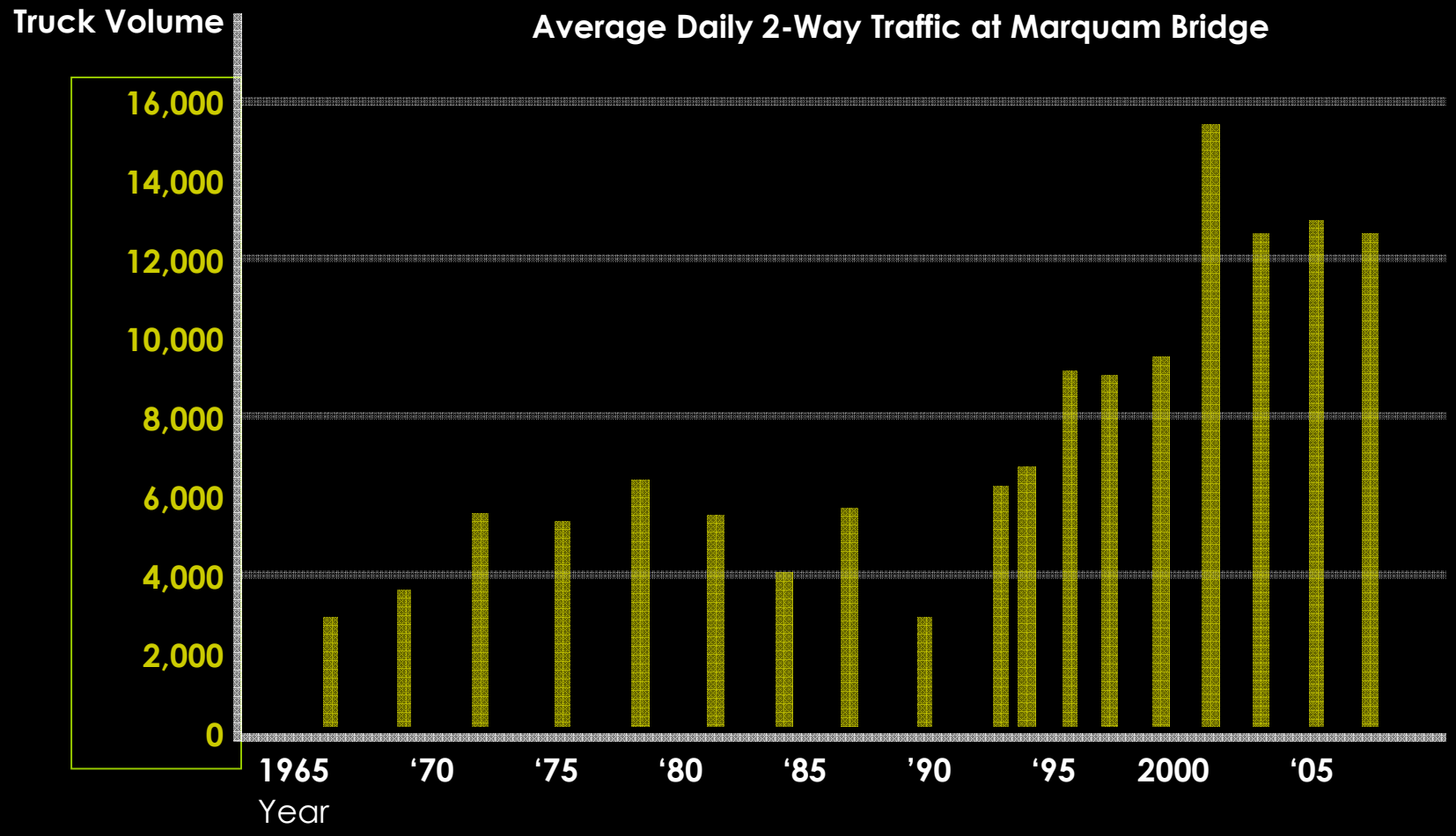
Overall Study Area & I-5

- Traffic Volume Trends
- Interstate Traffic
  - Through study area
  - Out of study area
- Safety/Crashes

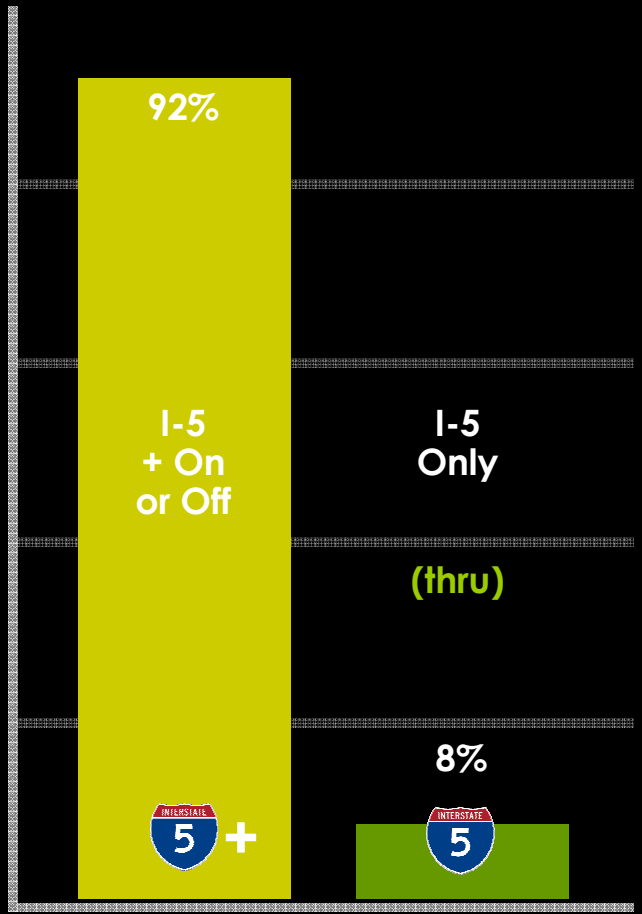
Historical I-5 Traffic Growth

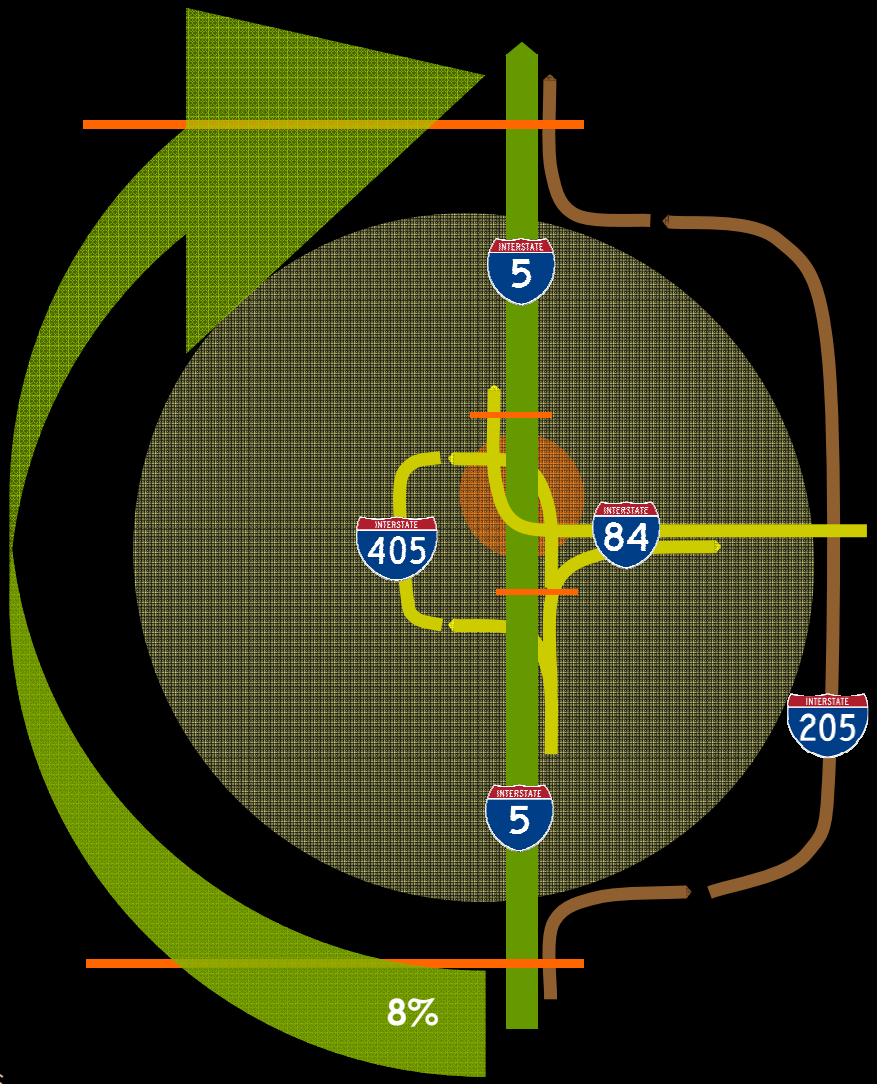


Historical I-5 Truck Traffic Growth



I-5 Movement Through the Region

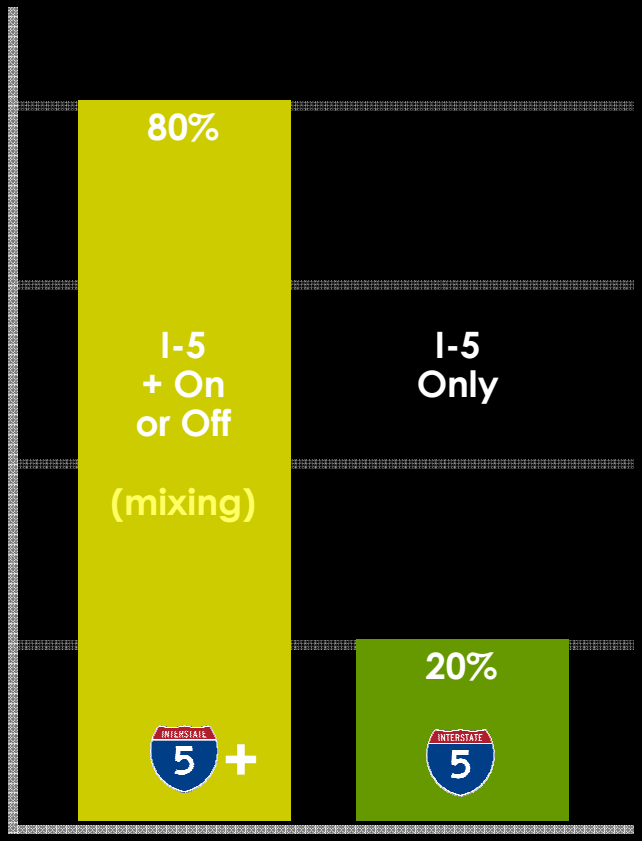


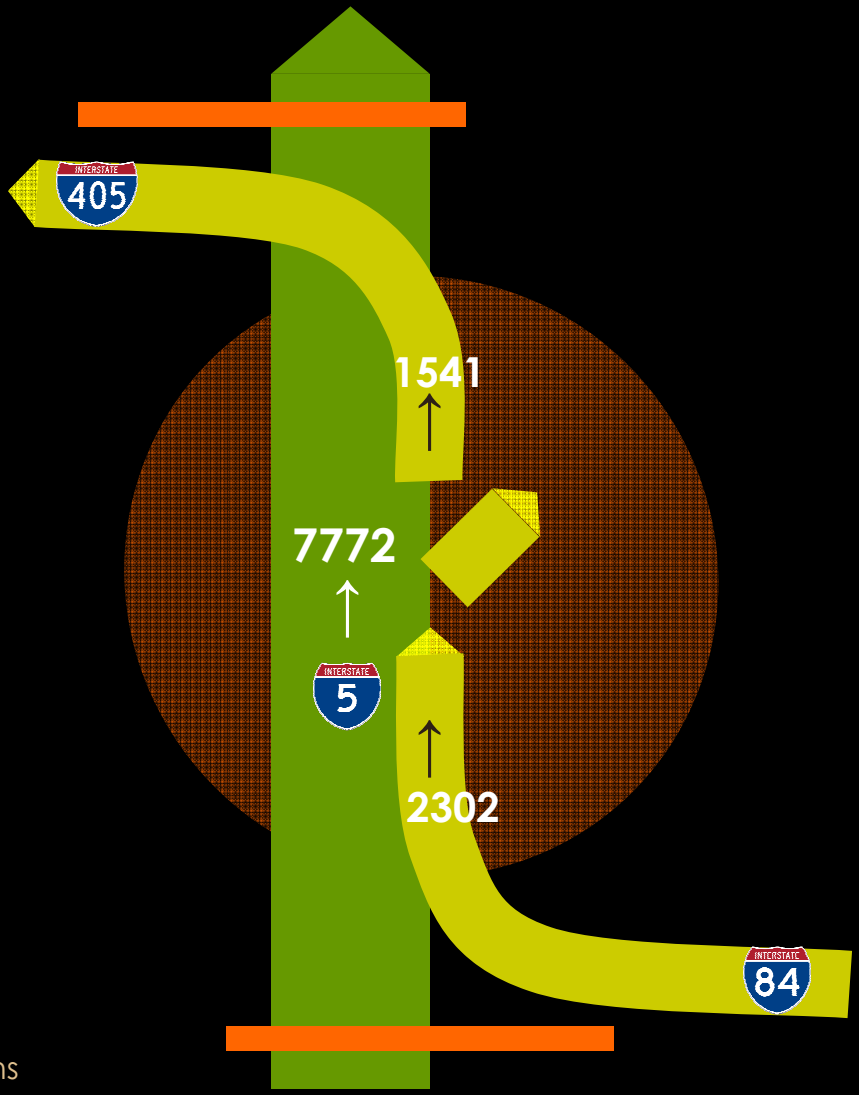


CENTRAL CITY 2035

N/NE Quadrant and I-5 Broadway/Weidler Plans

I-5 Trips Through the N/NE Quadrant

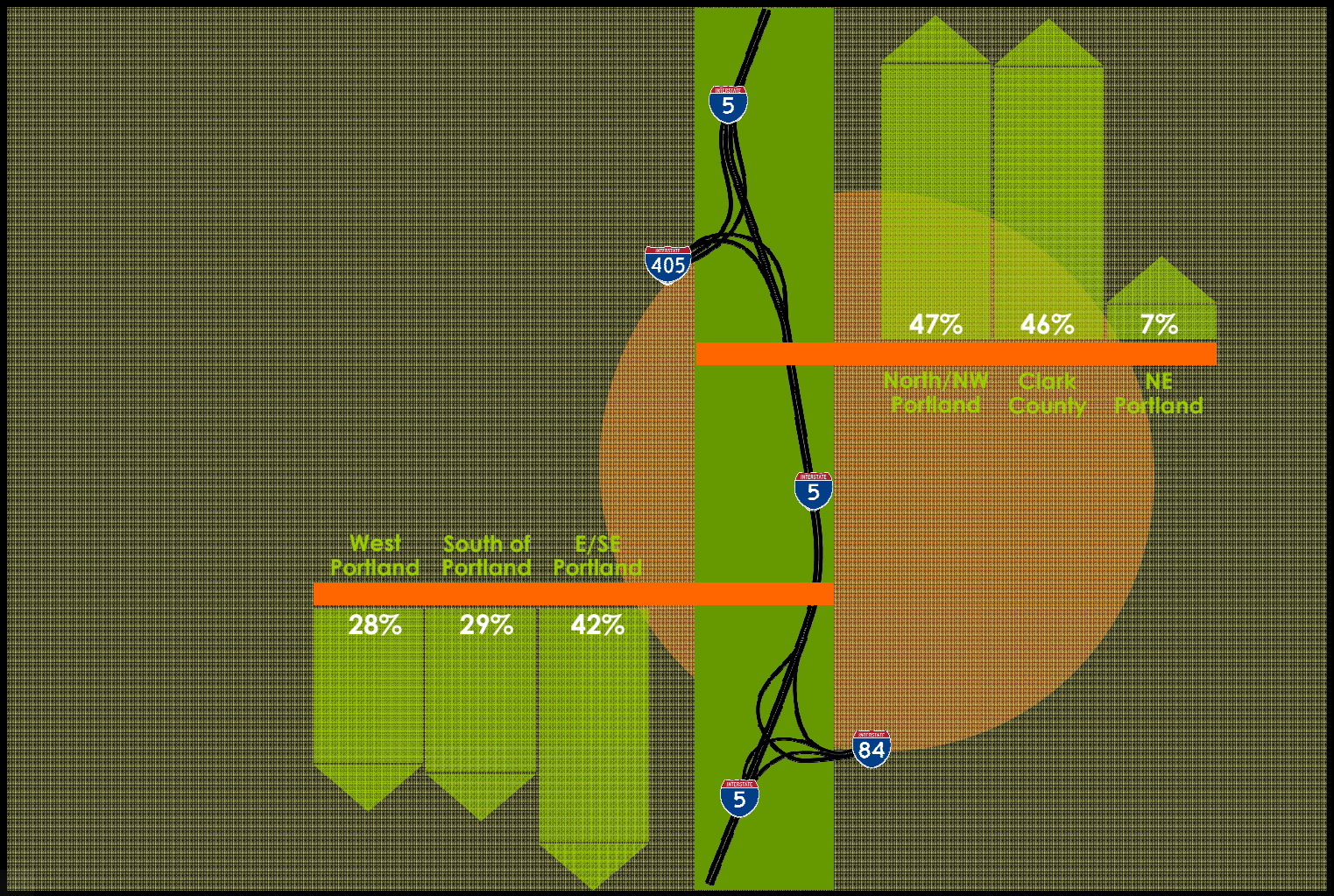




CENTRAL CITY 2035

N/NE Quadrant and I-5 Broadway/Weidler Plans

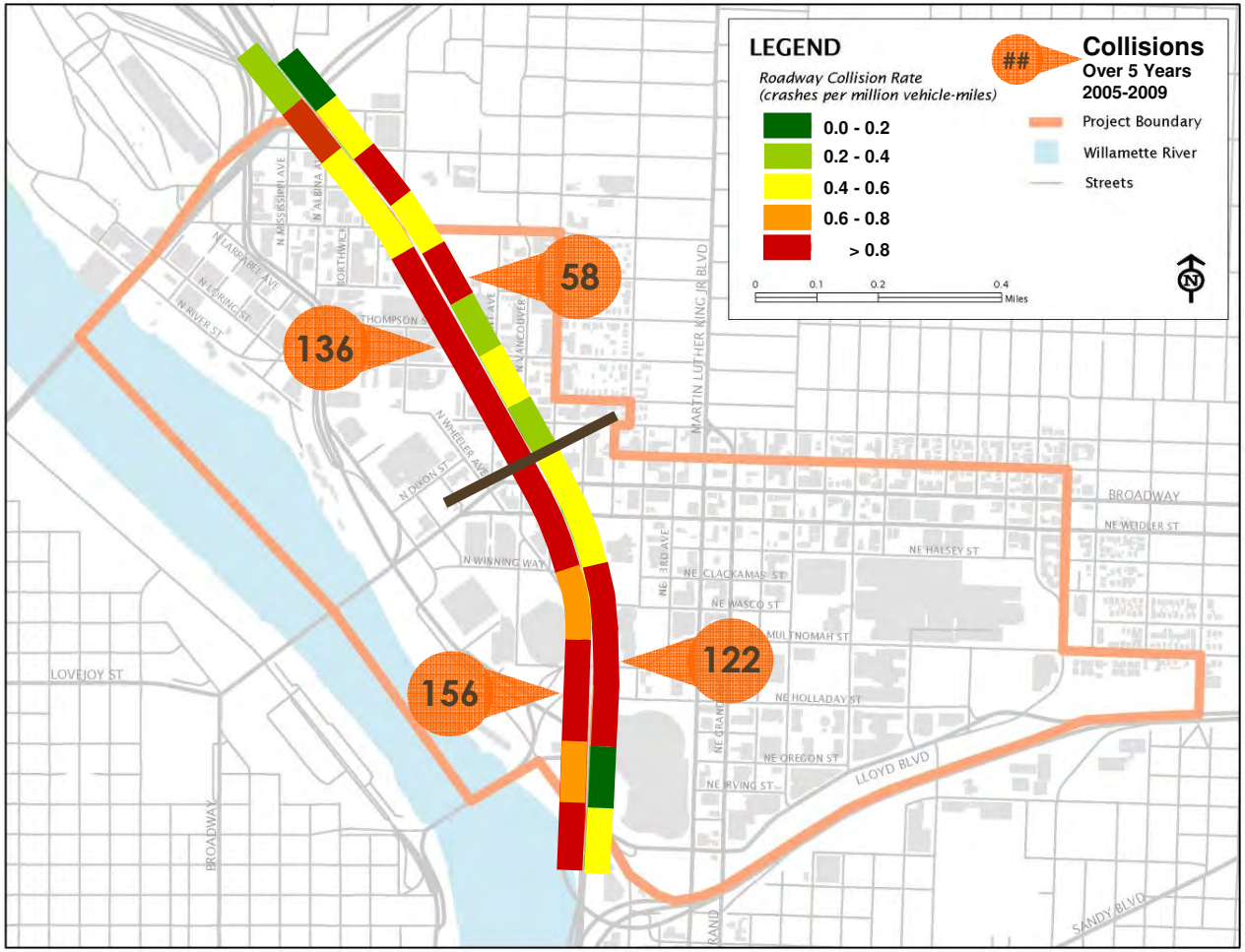
I-5 Movement in the Study Area



CENTRAL CITY 2035

N/NE Quadrant and I-5 Broadway/Weidler Plans

I-5 Crashes within the Study Area



CENTRAL CITY 2035

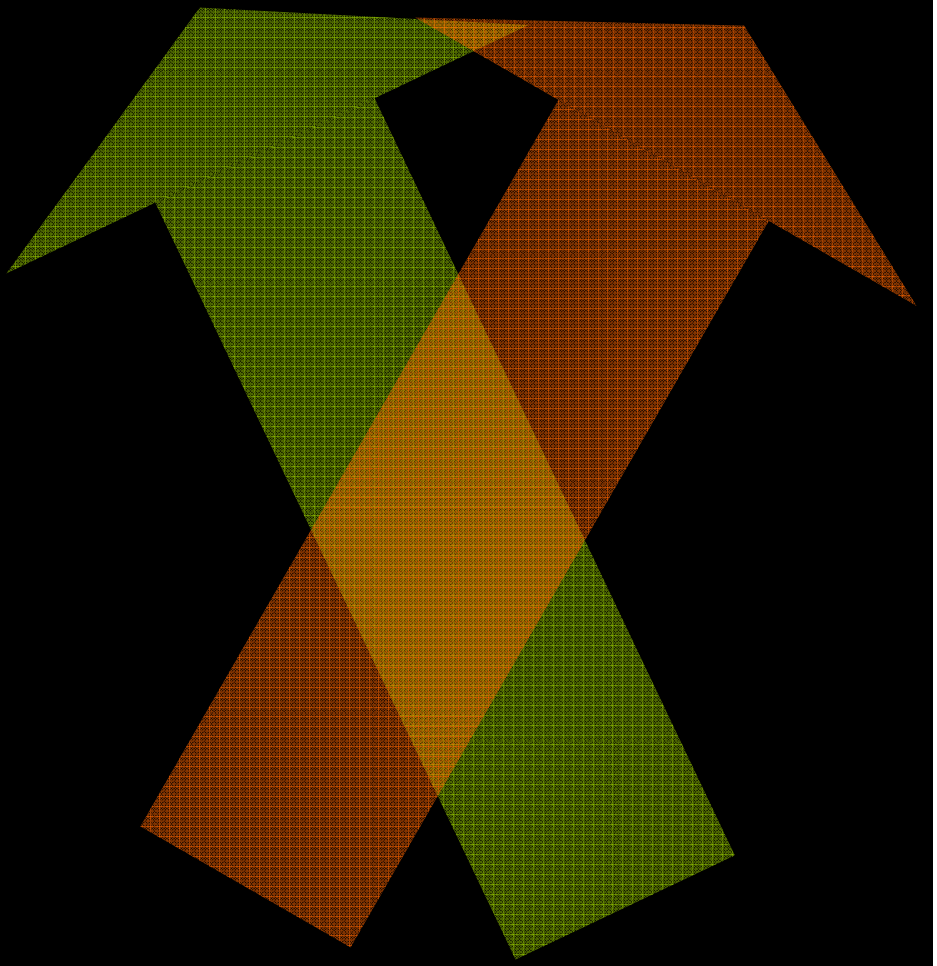
N/NE Quadrant and I-5 Broadway/Weidler Plans

I-5 Crash Rates

- I-5 within the study area has the highest crash rate within the entire state
- Three times the Crash Rates than at the Terwilliger Curves

Why are Crash Rates High?

- Short weaving sections
- Conflicting movements
- Friction for through movements
- 30,000 NB ons and 30,000 NB offs between I-84 & I-405

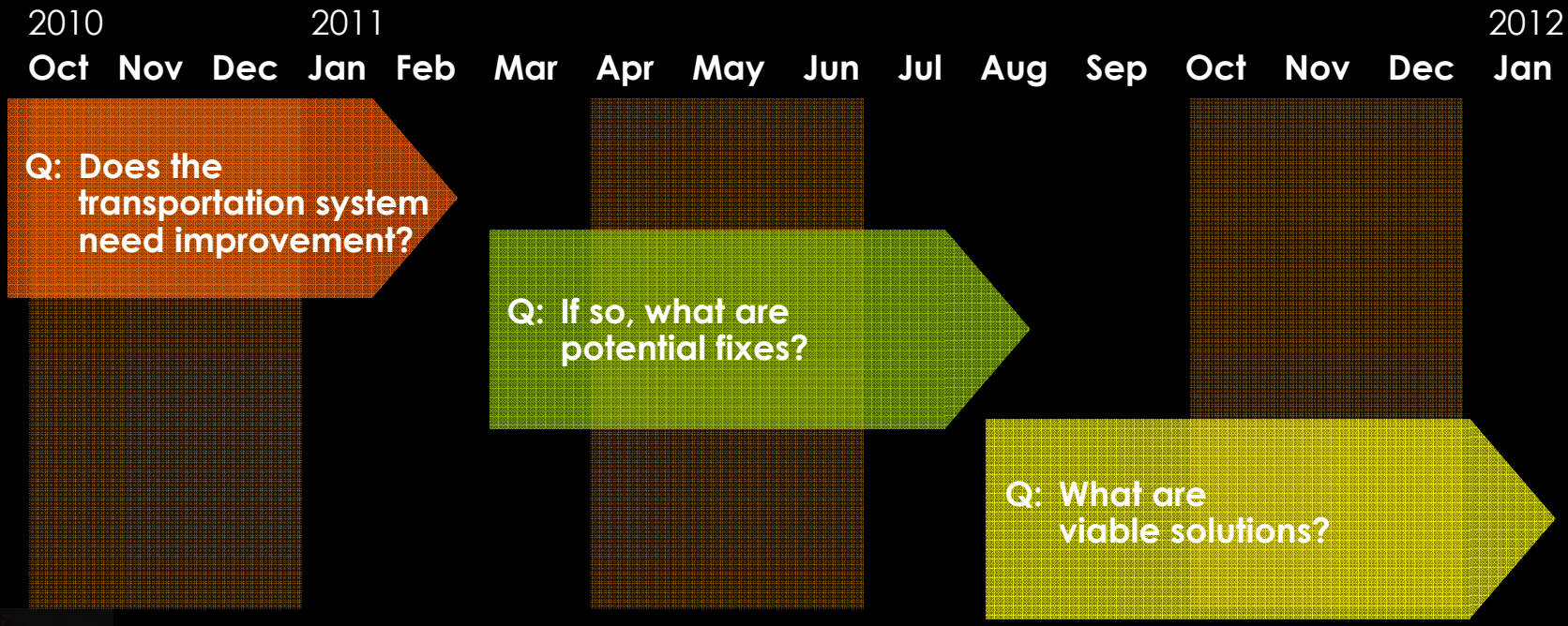


Preliminary Findings

- Local transportation system constrained by physical barriers
- Reliance on auto uses, but
  - Lloyd TMA making a big difference
  - Growth in bicycling and transit
  - Streetcar will add a transit circulation function
- Modes converge at busy crossings
  - Safety/comfort issues for pedestrians, bicyclists and transit users
- I-5
  - Volume trends
  - Safety as result of volumes and weaving

Transportation Subcommittee

- Finalize Existing Conditions
- Define opportunities and challenges
- Identify improvements



THANK YOU



N/NE Quadrant and I-5 Broadway/Weidler Plans

N/NE Quadrant & I-5 Broadway/Weidler Planning Process
Stakeholder Advisory Committee (SAC)
Collaboration Principles
10-12-10 DRAFT WITH SUGGESTED EDITS

For any complex collaborative process, the participants should establish procedures to govern the process. Such agreement increases success and decreases meeting time by assuring a good faith process that explores competing needs and fashions equitable, practical, and durable solutions. This document contains the agreements of the participants in this "N/NE Quadrant & I-5 Broadway/Weidler Planning Process."

I. Process Background

The City of Portland and the Oregon Department of Transportation (ODOT) have a unique opportunity to collaborate on land use and transportation problems in the north/northeast quadrant of the central city. This opportunity has surfaced due to concurrent interest on the part of both entities to develop a plan to address long-standing issues and new opportunities in this area.

The City of Portland will be updating its 1980 Comprehensive Plan and 1988 Central City Plan. The first phase of this process is the Portland Plan, which will be a strategic plan to guide the city for the next 25-years. The update of Comprehensive Plan will follow the completion of the Portland Plan. The Central City 2035 Plan (CC2035) will update the 1988 Central City Plan. The vitality of the Central City is key to state and regional policies for growth management and economic development and for addressing new policy directives such as those for peak oil and climate change. The CC2035 plan will produce new guiding policies, updated land use and urban design plans, and more detailed sub-area plans for specific Central City districts. Additionally, the Portland Bureau of Transportation (PBOT) will update the Central City Transportation Management Plan (CCTMP), which is part of the Portland Transportation System Plan (TSP), as part of this planning effort. The first phase of CC2035 will produce a Concept Plan that will define the desired overall direction for development for the entire Central City. The Concept Plan will be the foundation for more detailed planning and implementation work at the sub-district level.

The N/NE Quadrant & I-5 Broadway/Weidler Plans will be the first of these more focused plans, covering Lower Albina and the Lloyd District. Although this area contains significant facilities and functions of state-wide and regional significance, including the Rose Garden, Oregon Convention Center, federal, state and regional government offices, and Lloyd Center Shopping Mall, this area has not met Central City Plan economic development goals and jobs and housing targets. The N/NE Quadrant & I-5 Broadway/Weidler Plans will address land use, urban design, transportation, public infrastructure and investment, and development entitlements. It will be coordinated with and incorporate ongoing related efforts, such as the Rose Quarter Development Project.





The Oregon Department of Transportation (ODOT) has long identified the need to make improvements to the I-5 Corridor. In the late 1980's, ODOT developed for the Rose Quarter area freeway-design recommendations to address capacity, operational, and safety issues. However, these recommendations have not received sufficient funding or public consensus to advance planning and engineering studies for this freeway segment. As part of the I-5 Partnership Plan, ODOT with the Washington Department of Transportation (DOT) examined longer-term I-5 needs from the Rose Quarter to SR500 in Clark County. The segment south of the Fremont Bridge was separated from the I-5 Partnership because of issues related to the I-5/405 Freeway Loop. ODOT with the City of Portland completed the I-5/405 Freeway Loop Study in 2005. This study recognized both near-term and long-term issues for this facility. Near-term issues included addressing the bottleneck at the I-5/I-84 interchange.

The City of Portland and ODOT will collaborate on combining the Portland Central N/NE Quadrant Plan with the ODOT I-5 Broadway/Weidler Interchange Plan to seek to identify both near-term and long-term land use, urban design, and transportation needs in the area. This unique opportunity will integrate land use and urban design planning with freeway planning and concept-level engineering.

The project area includes two existing Central City Plan (sub) Districts:

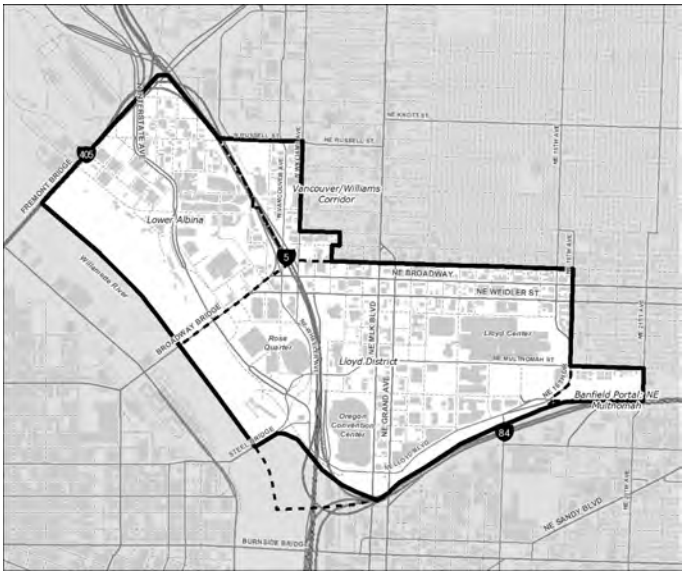
1) Lower Albina, and
2) Lloyd District.

Additionally, the planning study area will consider two adjacent areas likely to see significant change through redevelopment in the future and which could impact or be impacted by development in the Central City:

1) Vancouver-Williams, and
2) Area along NE Multnomah-between NE 16th and NE 21st. (see map).

Finally, the plan will consider the context of surrounding districts and neighborhoods.

A map of the project area follows:



II. Process Vision and Values

The Stakeholder Advisory Committee (SAC) adopted a Vision and Values statement, attached as **Attachment A**. (Pending) - Defer

III. Stakeholder Advisory Committee (SAC) Charge and Scope of Work

A. Charge

The SAC is advisory to the City and ODOT and it will help inform City and ODOT staff in the development of their recommendations to the respective decision-making entities. City and ODOT staff recommendations to their respective decision-makers will highlight areas of agreement and disagreement with the SAC and other stakeholder interests. The co-chairs of the SAC will represent the recommendations of the SAC to City and ODOT decision-makers in conjunction with City and ODOT staff reports. The City and ODOT will have ultimate responsibility for decision-making.

B. SAC Scope of Work - Defer

The scope of work for this planning process on the joint project website is at www.portlandonline.com/bps/cc2035. (Look for the N/NE Quadrant Plan tab on the Central City 2035.) The work plan is organized by key milestones and decision points. The current draft appears as **Attachment B**. While it is the intent of the City-ODOT project team to conclude this planning process within a one and one half year period, it is impossible to contemplate all eventualities. As a result, the dates shown in the attached work plan are projected, not fixed.

C. Public Involvement Overview

A detailed Public Involvement Program for this joint planning process can be found on the joint project website. (www.portlandonline.com/bps/cc2035/neq) As the City and ODOT staff involves the broader community in the issues that the SAC will be exploring, they will be providing summaries to the SAC for their consideration and comment.

D. Operating Assumptions - Defer

This section summarizes the process operating assumptions and those topics outside the scope of the project.

1. Portland's Central City currently plays a critical regional role in meeting statewide land use goals to support the State, Region, and City economy, manage urban growth, and manage transportation demand by increasing the use of alternative transportation modes. The role of the Central City is recognized in Metro's 2040 Plan. The results of City of Portland plans and policies have contributed significantly to creating jobs, minimizing urban sprawl, reinforcing 2040, and reducing VMT and greenhouse gas emissions.
2. The City of Portland has initiated the Central City 2035 Plan, a project to update the 1988 Central City Plan. The first phase of this project will develop a policy framework for the entire Central City that will guide more focused quadrant planning projects. The first of these efforts will be the N/NE Quadrant & I-5 Broadway/Weidler Plans, which will address land use, urban design, transportation, public investment, and development entitlements. It will be a joint effort between the City and ODOT, coordinating land use, transportation and urban design planning with freeway planning and concept-level

engineering. (TO DO: Add language about the role this process plays in the Central city Plan and the Portland Plan.)

3. Although the Central City Plan has been successful in implementing many of its goals and objectives, many remain unfulfilled and new challenges have arisen. Central City has not met its employment target and has not kept pace with overall growth in the region. Housing has been a key strategy for the Central City and has been successful in terms of increasing housing units in some areas, but others, including the Lloyd District, have lagged. Creating a diversity of housing types, particularly workforce and family housing units, are also key challenges. Planning efforts will focus on developing an integrated policy framework that connects land use, economic development, transportation and urban design to meet new challenges, including peak oil, climate change, and regional growth management.
4. As a conduit for people and goods, the Interstate freeway system is a vital component of the economy, now and for many decades. This economic role extends to local, regional, statewide, and national geographies. Through traffic mobility on I-5 in the project area is one of the primary needs for the economic well-being of the Portland region and the State of Oregon, along with access to Portland's Central City, industrial areas, to Portland International Airport, and other destinations in the Portland region.
5. I-5 and the local transportation facilities and services in the Rose Quarter need to function as an integrated system to provide for statewide, regional and city mobility needs and to enhance high-quality urban development.
6. Shorter-term needs will be addressed within the broader context of long-range planning. Implementation of the ultimate solution to the freeway loop question is most likely beyond this effort's planning horizon (2035).
7. The current freeway system is constrained and prudent and practical freeway improvements in this study area may require flexibility from mobility and access standards. There is a need to balance community aspirations and freeway performance when addressing the applicability of existing standards.
8. The planning effort will identify opportunities for safety, operations, and a marginal increase in capacity to I-5 to solve bottlenecks. The project is not designed to add through travel lanes on I-5 to address long-term projected capacity needs. However, adding a short, non-through lane for weaving and merging *within this section appears required to improve the operations and safety between the I-84 interchange and the Broadway/Weidler interchange.*
9. Among other issues, this planning effort will explore the advantages and disadvantages of requiring an Interchange Area Management Plan in an effort to achieve the project's purposes.
10. Potential property impacts (e.g. right-of-way needs) and redevelopment opportunities (e.g. PPS Blanchard building opportunity site) need to be identified and analyzed.

IV. SAC Membership and Support

A. Members

The SAC has broad representation and is balanced to reflect many diverse interests and those who may be impacted by decisions made during the planning process. On behalf of Portland Mayor Sam Adams and ODOT Director Matt Garrett, the City's Director of Planning and Sustainability, Susan Anderson, the City's Director of Transportation, Susan Keil, and ODOT's Region I Manager, Jason Tell, made the SAC appointments noted in Section VIII, below.

B. Co-Chairs

There will be two co-chairs. Each co-chair will chair one of the major subcommittees, as proposed in section E below. The SAC co-chairs and City and ODOT project managers will meet regularly with the SAC facilitator to schedule the work of the SAC and subcommittees, and determine the timing of the information brought before the SAC. This Coordinating Committee will be available to make recommendations to the SAC on the logistics of the planning process, not to make substantive decisions on issues before the SAC.

C. SAC Alternates and Replacements

Due to the complexity of the process, it is best to have one person represent each interest throughout the planning process to maintain continuity of discussion and recommendations. If necessary, SAC members may identify an alternate to represent them in their absence, preferably at the outset of the process.

It will be the responsibility of the primary SAC member to keep the alternate informed so they can represent their group in case the primary SAC member is absent. Alternates may attend SAC meetings, but will not sit at the main table or vote, unless they are substituting for the primary SAC member. Notice of substitution must be submitted to the SAC facilitator in advance of SAC meetings.

SAC member resignations, changes, and replacements must be submitted in writing to the SAC co-chairs by the representative interest group/organization. As noted above, Susan Anderson, Sue Keil, and Jason Tell, or those holding their positions, will make all appointments to the SAC, including replacements of existing SAC members due to resignations or extended absences, based on nominations from the process interests.

D. SAC Subcommittees and Work Groups

The SAC co-chairs will determine subcommittees and their charges, time parameters, and deliverables. Subcommittees will help frame the issues for the full SAC, especially on specific subject areas requiring more analysis and input. They will be established in advance to allow adequate time for subcommittees to inform the planning process at key junctures. If broader issues are brought to a subcommittee, they will be noted in its meeting notes and not pursued without SAC approval.

Subcommittee memberships will be open to any interested SAC member once they are approved by the co-chairs. Each subcommittee should include representation from government, commercial/business, and community interests to ensure a balanced discussion. Staff will assist the subcommittee chairs in establishing agendas, making decisions on how to run the meetings, and reporting to the SAC on the subcommittee's work and recommendations within the established timeframe to keep the planning process on schedule. Subcommittees will be encouraged to invite non-SAC and Technical Advisory Committee (TAC) members to make presentations and participate in the discussion.

City and ODOT staff will assist subcommittees with meeting locations. There will be advance notice of all subcommittee meetings posted on the project website as soon as scheduled. These meetings will be open to the public and will include, at a minimum, one public comment period. Staff will assist subcommittees in preparing summary notes of meeting discussions and decisions for posting on the project website within one week of the meeting. The SAC facilitator

will be available to assist subcommittees with meeting mechanics and decision-making guidance. This assistance may be requested by the subcommittee chair with the approval of the other SAC co-chair. The proposed subcommittees are:

1) Land Use, and
2) Transportation.

There also may be work groups under each subcommittee to explore more limited geographic and/or policy issues. These work groups will open to any interested person with approval of the co-chairs.

E. Technical Advisory Committee (TAC)

TAC is a resource pool of organizations and agencies with specialized expertise related to this planning process. The TAC will address specific questions raised by the SAC, staff, and SAC subcommittees. TAC members will serve as resources to SAC subcommittees related to their area of expertise. The City and Project staff will brief TAC and hold TAC meetings, as needed. Project staff will report to the SAC on TAC meetings. TAC meetings are open to the SAC and the public.

F. Retained Technical Consultants

ODOT retained URS to serve as technical consultants.

G. Project Staff

The City and ODOT will staff the SAC process. A list of project staff and their roles can be found at www.portlandonline.com/bps/cc2035/neq. Their goal is to provide a process that will be open, honest, and transparent with a special emphasis on early involvement in providing policy-setting input.

The project staff commits to:

1) Clearly define opportunities where the public can provide timely input so that there is an opportunity to affect change.
2) Be accessible, inclusive, meaningful, regular, timely, open, fair and honest. This includes providing information in as much advance as practical.
3) Ensure a collaborative involvement process between the City, ODOT, and stakeholders, and meet the planning timelines of both the City and ODOT.
4) Provide an ongoing record of public input, questions and responses, as well as a mechanism to make this information available to the public.
5) Include periodic community-based meetings in Portland where the public will be updated on committee activities and have the opportunity to inform policy-making.
6) Provide the public with a way to stay involved and informed during the process.
7) Provide interactive meetings with small group breakouts, which distinguish between information and input opportunities in public meetings.
8) Wherever possible, design interactive formats for all meetings to ensure a balanced and fair discussion of issues, ensuring all perspectives are heard.
9) Provide the SAC with the relevant, objective information, in a timely fashion, necessary to make informed decisions. Presentations will provide the facts – pro and con – surrounding the issues in a readily understandable format.

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10) Provide the big picture context and interconnections surrounding all issues, before asking the SAC to make a recommendation.
11) Be responsive to SAC requests for information and process support, be clear and transparent about staff positions, and be open to carefully considering SAC recommendations.

H. The Facilitator

An independent facilitator has been hired as a process manager by ODOT with the concurrence of the City, separately from the other consultants. He will assist the SAC co-chairs, the SAC, staff, and subcommittees. He will also facilitate SAC meetings, the Coordinating Committee, and provide advice on the public involvement program. The facilitator's "client" is the SAC process, but neither SAC membership, nor process participation is a substitute for independent legal or other professional advice. That is the responsibility of the process participants. The facilitator will be responsible to ensure the SAC process is fair, well run, and productive. The facilitator will be available as a resource to the City and ODOT for minor conflict resolution and process improvement suggestions. As a neutral collaborative process provider, the facilitator will not act as an advocate for anyone on any substantive issue. However, the facilitator may propose substantive suggestions for SAC consideration, but will not make decisions on substantive issues.

The Institute *for* Conflict Management, Inc. (ICM, or the facilitator) has been hired for this process. ICM's Executive Director, Sam Imperati, will act as the facilitator. ICM, Sam Imperati, and any subcontractors are not employees of any participant. ICM's written contract is available for review. The facilitator will not be influenced by payment source. ODOT has agreed that his status of facilitator will not be changed without first consulting with the City and the SAC co-chairs.

The facilitator may have non-confidential, informal communications and perform facilitation activities with staff and SAC members, between and during meetings. The facilitator will address situations where it appears a participant is not acting according to these Collaboration Principles and will advise the co-chairs if it appears probable that the SAC will be unable to fulfill its Charge.

V. Collaboration Protocols

A. Quorum

A quorum is a simple majority of voting SAC members or their alternates. If there is no quorum, the co-chairs can cancel/reschedule or conduct the SAC meeting and send all meeting notes and materials to the members for voting at the next meeting.

B. Open Meetings

Meetings of the SAC, TAC, and SAC subcommittees are open to the public and will include an opportunity for public comment. Notice of SAC meetings will be posted in advance of meetings on the joint project website. Notice of subcommittee meetings will be posted in advance of

meetings. SAC and SAC subcommittee meeting summaries will be posted on the website as soon as possible following each meeting.

C. Public Comment

The co-chairs or the facilitator will provide periodic public comment opportunities for non-SAC members during meetings before SAC makes a decision. Comments from the public will be limited in time to allow sufficient opportunity to conduct the other portions of the SAC agenda. Typically, comments will be limited to a maximum of three minutes per person. The public is encouraged to submit written comments to project staff for circulation to the full SAC.

D. Meeting Agendas and Meeting Materials

The Coordinating Committee will develop Working Agendas for SAC meetings. Meeting agendas and meeting materials will be mailed and sent electronically to SAC members one week in advance of the meetings, and will be posted on the project website. SAC meetings will begin and end as scheduled.

E. SAC Member Commitments to Each Other

The SAC members, project staff and participants will participate in good faith, which means:

1) Prepare for and set aside time for the meetings and the whole process,
2) Participate fully, honestly and fairly, commenting constructively and specifically,
3) Speak respectfully, briefly and non-repetitively; not speaking again on a subject until all other members desiring to speak have had the opportunity to speak,
4) Allow people to say what is true for them without fear of reprisal from SAC members, the City, or ODOT,
5) Avoid side conversations during meetings,
6) Provide information as much in advance as possible of the meeting in which such information is to be used and share all relevant information to the maximum extent possible,
7) Generate and explore all options on the merits with an open mind, listening to different points of view with a goal of understanding the underlying interests of other SAC members,
8) Consult regularly with their interest groups/organizations and provide their input in a clear and concise manner,
9) Agreeing to work toward fair, practical and durable recommendations that reflect the diverse interests of the entire SAC and the public,
10) When communicating with others, accurately summarize the SAC process, discussion and meetings, presenting a full, fair and balanced view of the issues and arguments out of respect for the process and other members,
11) Success depends on a full airing of the ideas and opinions of each committee member. Members should be forthcoming and honest during discussions and in the consensus process. When a consensus recommendation is reached, each member owes it to the others and to the process to not attempt to effect a different outcome outside of the SAC process once the SAC has reached a consensus recommendation,

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12) Strive vigorously for consensus and closure on issues, and
13) Self-regulate and help other members abide by these commitments.

VI. Decision-Making Process

A. Developing Recommendations

The co-chairs and the facilitator will assist the SAC in identifying objectives, addressing the diversity of perspectives and developing substantive, practical recommendations to implement its Charge. The SAC will use a *Discussion Draft* process and a *Consensus Decision-Making* model to assist the process. The SAC will make draft recommendations on an "issue-by-issue" basis, and then final recommendations as a "package" at each milestone, and again at the conclusion of the process.

B. Representative Voting

Each SAC member will have one vote except those non-voting members (Ex Officio members. Issue: and/or co-chairs?) A vote represents that the member will recommend to his or her organization or group that they should support or oppose the voted-upon proposal consistent with the member's vote. The names of those voting in favor and those voting against a proposal will be noted and included in the SAC's recommendations and the City and ODOT staff recommendations to their respective decision-makers.

C. Consensus

Consensus decision-making is a process that allows SAC members to distinguish underlying values, interests and concerns with a goal of developing widely accepted solutions. Consensus does not mean 100% agreement on each part of every issue, but rather support for a decision, *"taken as a whole."* This means that a member may vote to support a consensus proposal even though they would prefer to have it modified in some manner in order to give it their full support. Consensus is a process of *"give and take*," of finding common ground and developing creative solutions in a way that all interests can support. Consensus is reached if all members at the table support an idea or can say, *"I can live with that."*

C.1. "1-2-3" Consensus Voting Method

The co-chairs and facilitator will assist the SAC in articulating points of agreement, as well as articulating concerns that require further exploration. SAC will use a "**Consensus Voting**" procedure for testing the group's opinion and adjusting proposals. In "**Consensus Voting**," the co-chair or the facilitator will articulate the proposal. Each SAC member will then vote "one," "two," or "three," reflecting the following:

- **"One"** indicates **full support** for the proposal as stated.
- **"Two"** indicates that the participant **agrees with the proposal as stated, but would prefer to have it modified in some manner in order to give it unconditional support. Nevertheless, the member will fully support the consensus even if his/her suggested modifications are not supported by the rest of the group because the proposal, taken as a whole, is worthy of support, as written.**
- **"Three"** indicates **refusal to support** the proposal as stated.

The co-chairs or facilitator will repeat the consensus voting process, as reasonably necessary, to assist the group in achieving **consensus** regarding a particular recommendation, so that all members are voting "one" or "two."

C.2. Cooling-Off Period

If a consensus is not reasonably forthcoming, the co-chairs or the facilitator may table the issue for additional discussion with constituencies, the gathering of new information, or perhaps just sufficient time to consider options more carefully. The "cooling off" period recognizes we value getting as close to consensus as possible by way of dialogue, clarification, and consideration of alternatives. Absent an emerging consensus, the co-chairs or the facilitator may make a recommendation for the SAC to consider taking into consideration all of the available information and views. The SAC may then revisit the issue.

C.3. No Consensus – Majority and Minority View

If a consensus on an issue is still not reasonably likely, as determined by the co-chair, the votes of those present at the meeting will be taken and recorded as a majority - minority vote. Majority is defined as at least 50% plus one of the SAC voting membership in attendance. The proposed language and reasoning supported by the majority will be noted along with their names in the SAC's recommendations. Members voting in the minority will have their names, proposed language, and reasoning noted in the Minority Report(s). The facilitator will document these issues, the differences of opinion involved, and submit the report to the City and ODOT staff for inclusion in the SAC recommendations along with other stakeholder comments.

VII. Additional Understandings

A. Communications Outside of SAC

SAC members and staff can refer press, public, and other inquiries to the SAC co-chairs, City/ODOT project managers, or the project website, if they desire. Additionally, project staff is available upon request.

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B. Meeting Summaries

The facilitator will prepare SAC meeting summaries. They will be provided electronically in draft form to the SAC for proposed correction and comment. The final meeting summaries will be posted on the project website.

The chair of each SAC subcommittee or their designee is responsible for preparing, and submitting for posting, meeting summaries on the project website within one week of the subcommittee meeting.

C. Public Records and Confidentiality

SAC records, such as formal documents, discussion drafts, transcripts, meeting summaries, and exhibits are public records. This is not a mediation. It is a facilitation. As a result, SAC communications (oral, written, electronic, etc.) are not confidential and may be disclosed. However, the private documents of individual SAC members and the private documents of the

facilitator that are not shared with the City or the ODOT are not considered public records and are not subject to disclosure under public records laws.

D. Process Conclusion

The SAC process will conclude with submission of its recommendations to the City and ODOT, when necessary funding and resources are no longer available, or when the City and ODOT determine it is unlikely the SAC will fulfill its Charge.

E. Amendment and Interpretation

Amendments to this document can be made by vote of the SAC. The co-chairs or facilitator shall lead a SAC discussion designed to reach a consensus on any process dispute or proposed amendment to these Collaboration Principles.

VIII. Signatures

We agree:

ATTACHMENT A: VISION AND VALUES (Pending) – Defer

ATTACHMENT B: TIMELINE



N/NE Quadrant and I-5 Broadway/Weidler Plans

September 16, 2010 SAC Meeting

Agenda

ODOT Region 1 Headquarters, 123 NW Flanders
Conf Room A&B Public Meeting, 1st Floor

Time	Min	Item	Lead(s)
5:00	30	Informal Discussion and Meal	Staff
5:30	15	Welcome	Chairs, City, and ODOT
5:45	40	Member Introduction • Name • Affiliation • Hopes for Process	Facilitator
6:25	45	"The Big Picture" Project Overview	Staff
7:10	10	Break	
7:20	50	• Collaboration Principles • Subcommittee Sign-ups • Public Involvement Plan	Facilitator and Staff
8:10	10	• Public Comment	Facilitator
8:20	10	• Meeting Debrief • Meeting Evaluation • Meetings - W or Th? Morn./Aft./Eve? • Next Steps	Facilitator
8:30		Adjourn	



N/NE Quadrant & I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #1 September 16, 2010

Project Overview

CENTRAL CITY 2035

N/NE QUADRANT

CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

Why N/NE Quadrant Planning?

- Making people's lives better
- Making Portland more:
  - Vibrant
  - Prosperous
  - Equitable
  - Livable
  - Sustainable
- Quadrant full of exciting opportunities and interesting challenges



CENTRAL CITY 2035

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Process Goals

- Stakeholder Advisory Committee (SAC), City, and ODOT working together to find solutions to long-standing issues:
  - Safety, access, mobility, healthy neighborhoods and multi-modal connectivity
  - Land use and urban design integrated with freeway improvements
  - Practical highway design solutions

- Specific recommendations for the next 25 years

CENTRAL CITY 2035

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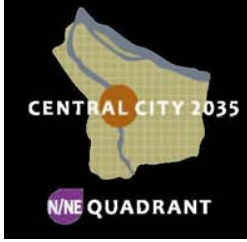
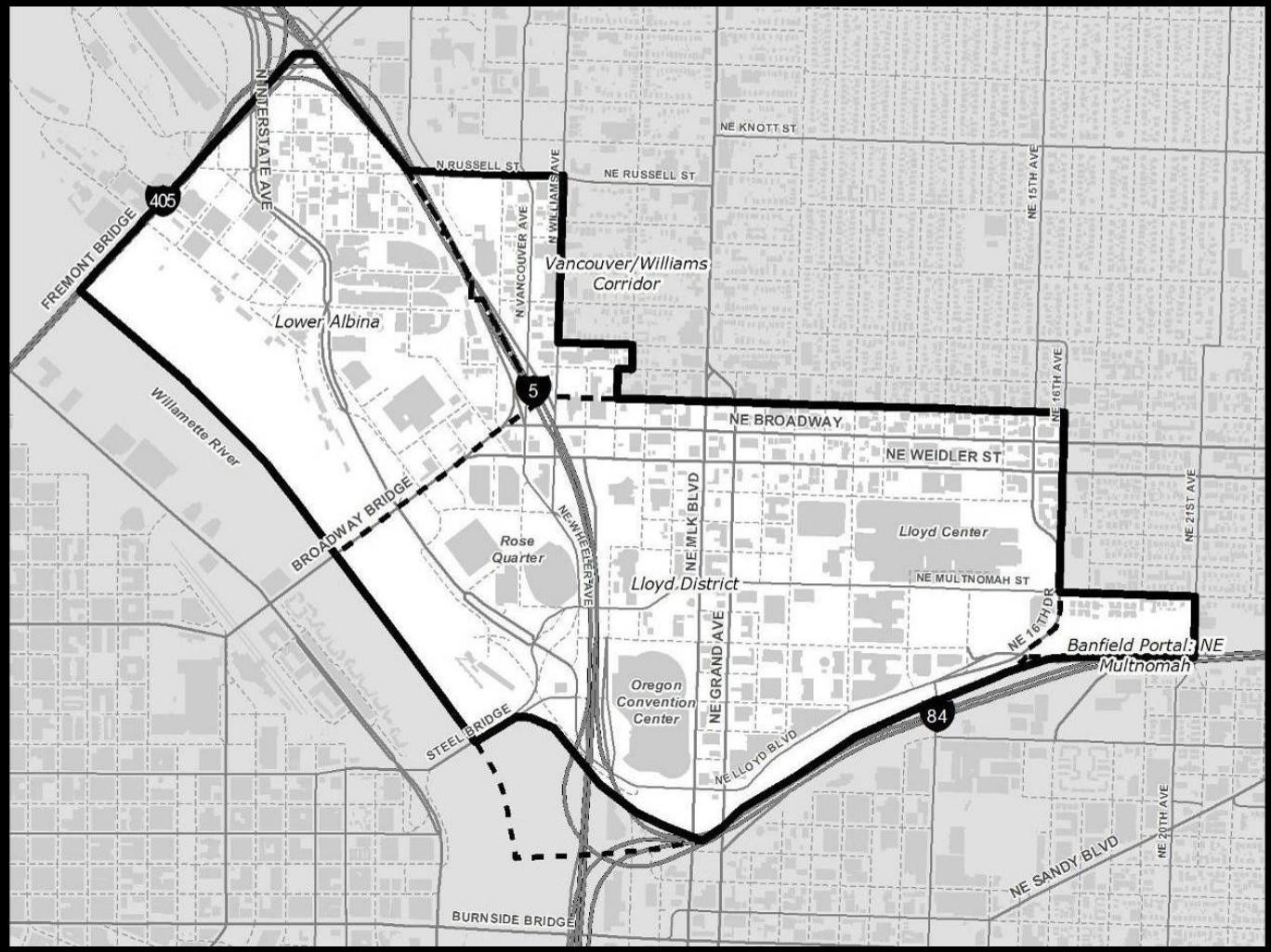
How?

- ODOT & City Unique Collaborative Partnership to integrate planning and public involvement for:
  - Central City 2035 Plan (City)
  - Addressing bottleneck to improve economy/freight movement and safety (ODOT)

- Stakeholder Advisory Committee
  Balanced, knowledgeable group of public stakeholders to provide meaningful recommendations to the City and ODOT



Project Boundaries



CENTRAL CITY 2035

N/NE QUADRANT

City Purpose: Central City Plan



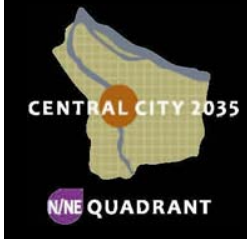
Central City today is very different than it was in 1988 with many new challenges.

Responses must address:

- *Regional growth*
- *Climate change*
- *Potential peak oil impacts*
- *A rapidly changing global economy*

Need updated strategies, policies, and actions to:

- *Be poised for the next economic recovery*
- *Capitalize on existing investments*
- *Initiate new public-private partnerships*

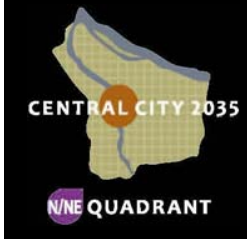


ODOT Purpose: I-5 Improvement Plan5





- Urgent need to improve from I-405 to I-84
- Traffic volumes and congestion have increased substantially since constructed
- Safety and operational issues need to be addressed
- One of worst freight bottlenecks in state
- Looking for modest freeway improvements to relieve it
- Develop solutions from recent studies
- Realistic affordable solutions that can be implemented soon



Planning Process Expectations

- Identify:
  - Near-term and long-term recommendations on Land Use, Urban Design and Transportation for the N/NE Quadrant.
  - Realistic Improvement strategy for I-5 in the vicinity of the Broadway/Weidler Interchange



CENTRAL CITY 2035

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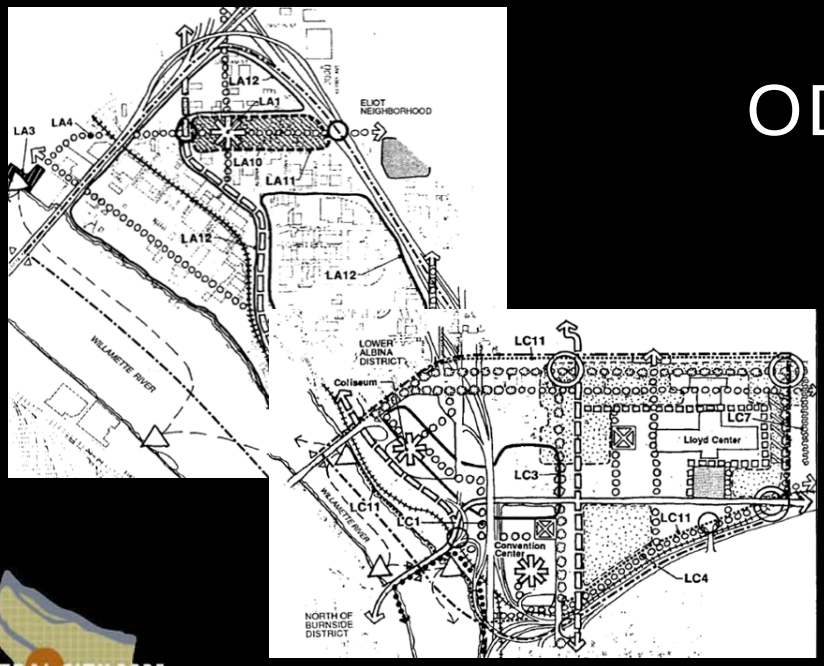
End Products

City:

- Central City 2035 Plan with Updated Lloyd and Lower Albina Subdistrict Plans
  - Urban Design Concept Diagram
  - Land Use Plan with Goals, Policies and Actions



ODOT:

- I-5 Improvements Project Agreement
- I-5 Facility Plan for project area

CENTRAL CITY 2035

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Planning Framework

Oregon Statewide Planning Goals

Metro Regional Framework Plan

- 2040 Growth Concepts
- Urban Growth Management Functional Plans
- Regional Transportation Plan

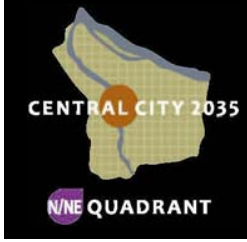
THE PORTLAND PLAN

- Portland Plan Strategies
- Comprehensive Plan
- Transportation System Plan
- Zoning Code

Oregon Transportation Plan

Modal Plans (Bicycle, Pedestrian, Highway, etc.)

Community



Portland Plan Process

Portland Plan

- Nine Action Areas
- Directions
- Objectives

CENTRAL CITY 2035

- Integrated Policies
- Urban Design Concept Diagram and Land Use Map
- River Plan / Central Reach
- CCMTP/TSP (PBOT)

- NE Quadrant Plan
- Urban Design Diagram and Land Use Map
- Actions



CENTRAL CITY 2035
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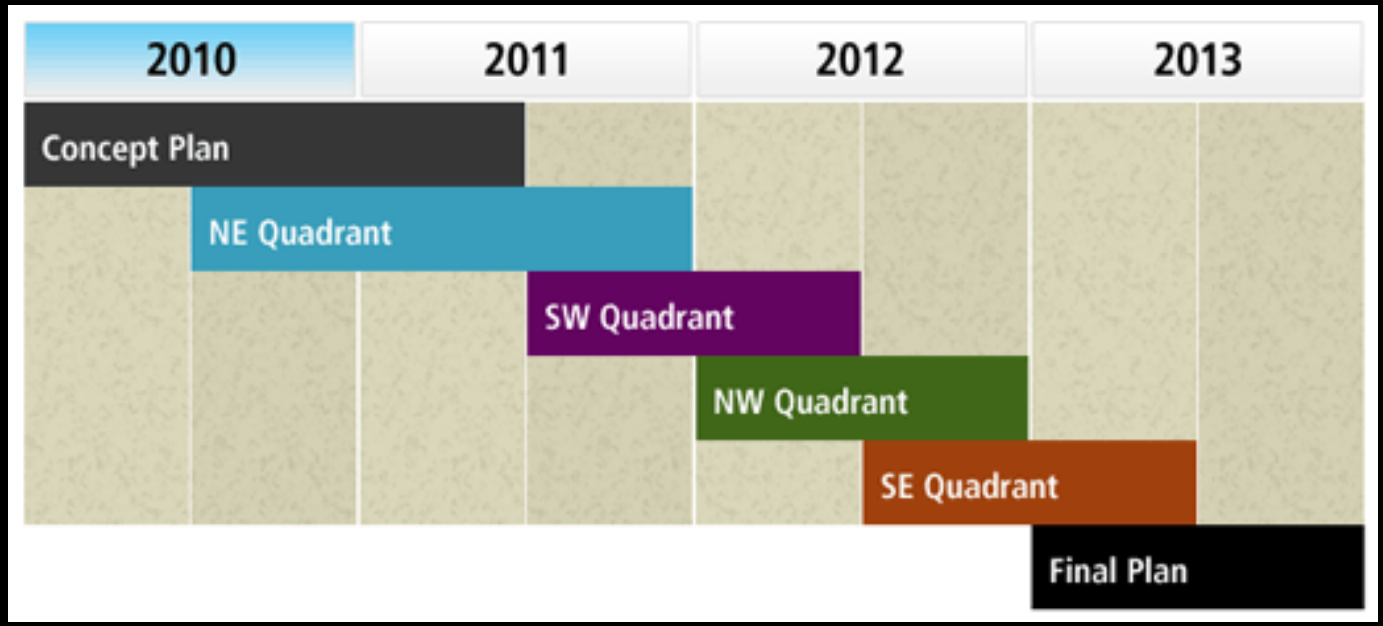
Central City 2035 Timeline



CENTRAL CITY 2035

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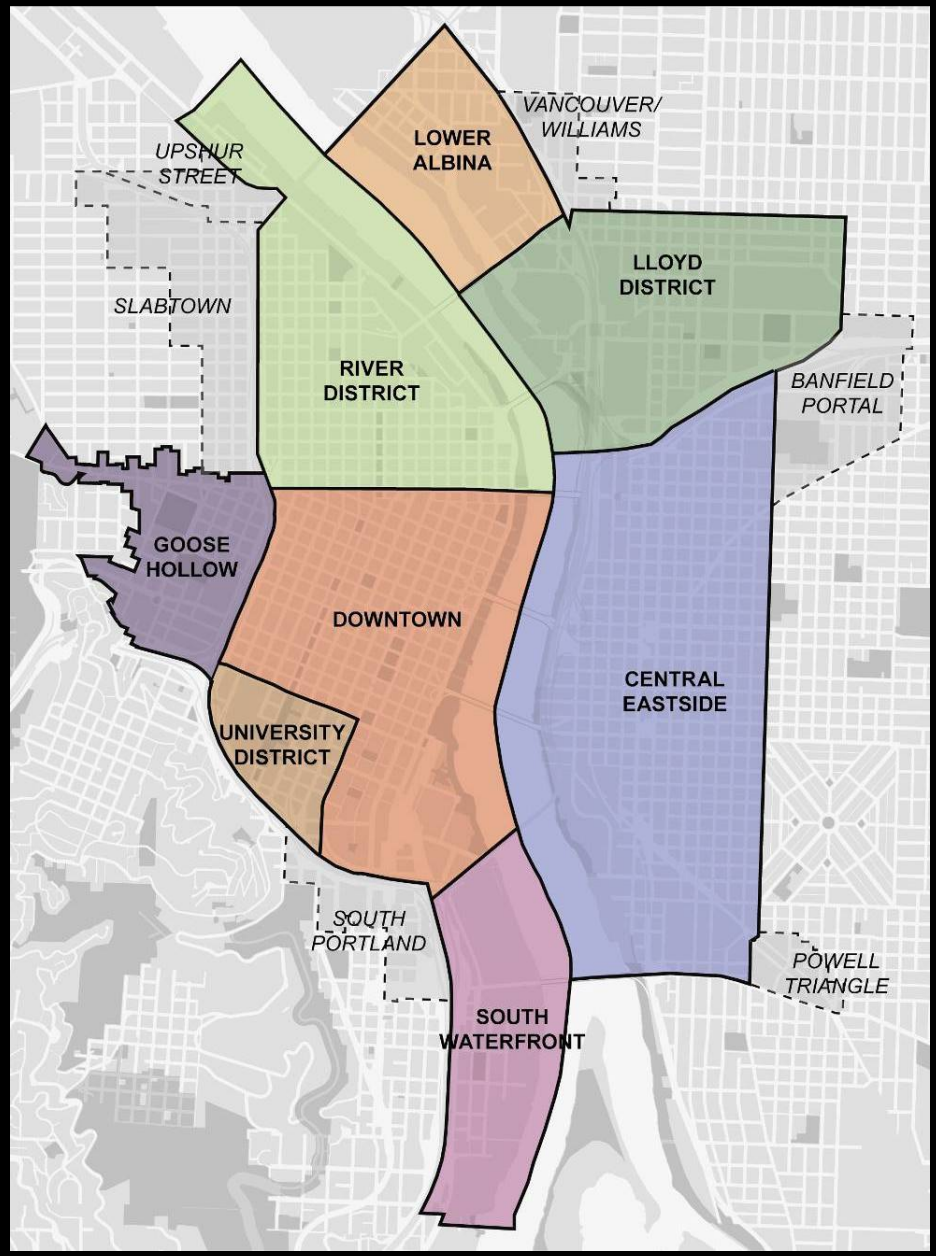
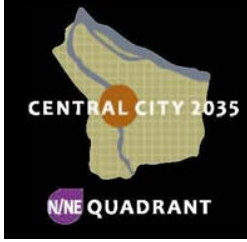
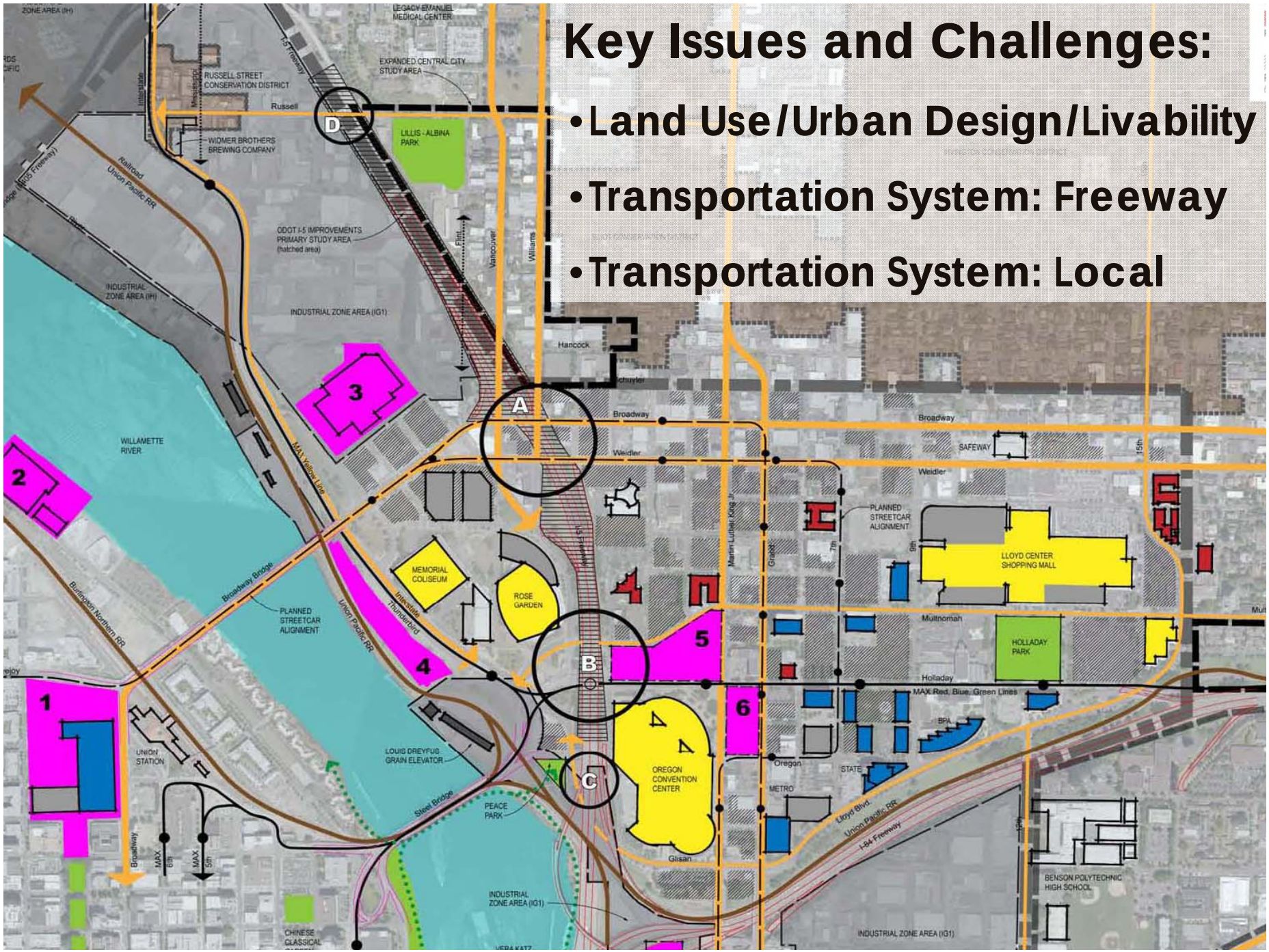
Central City 2035 Plan Area Boundary

Includes original boundaries of the 1988 Central City Plan with eight planning sub-districts.

Includes six "expanded study areas" adjacent to the Central City.






Key Issues and Challenges:
•Land Use/Urban Design/Livability
•Transportation System: Freeway
•Transportation System: Local
LEGACY EMANUEL MEDICAL CENTER
EXPANDED CENTRAL CITY STUDY AREA
RUSSELL STREET CONSERVATION DISTRICT
WIDMER BROTHERS BREWING COMPANY
LILLIS - ALBINA PARK
ODOT I-5 IMPROVEMENTS PRIMARY STUDY AREA (hatched area)
INDUSTRIAL ZONE AREA (IH)
INDUSTRIAL ZONE AREA (IG1)
WILLAMETTE RIVER
MAX Yellow Line
Broadway Bridge
PLANNED STREETCAR ALIGNMENT
MEMORIAL COLISEUM
ROSE GARDEN
Interstate MAX Thunderbird
Union Pacific RR
Burlington Northern RR
UNION STATION
LOUIS DREYFUS GRAIN ELEVATOR
Steel Bridge
PEACE PARK
OREGON CONVENTION CENTER
Glisan
Broadway
Weidler
Hancock
Multnomah
Holladay
Oregon
SAFEWAY
LLOYD CENTER SHOPPING MALL
HOLLADAY PARK
MAX Red, Blue, Green Lines
BPA
STATE
METRO
Lloyd Blvd.
I-84 Freeway
BENSON POLYTECHNIC HIGH SCHOOL
CHINESE CLASSICAL
A
B
C
D
1
2
3
4
5
6

Land Use/Urban Design/Livability Issues

- Economic prosperity
  - Access
  - Business development
- Urban Design
  - Placemaking
  - Transition issues







CENTRAL CITY 2035

N/NE QUADRANT

Land Use/Urban Design/Livability Issues

- Zoning
- New Public-Private Partnerships
  - Streetcar
  - EcoDistrict
- Development Opportunities







CENTRAL CITY 2035

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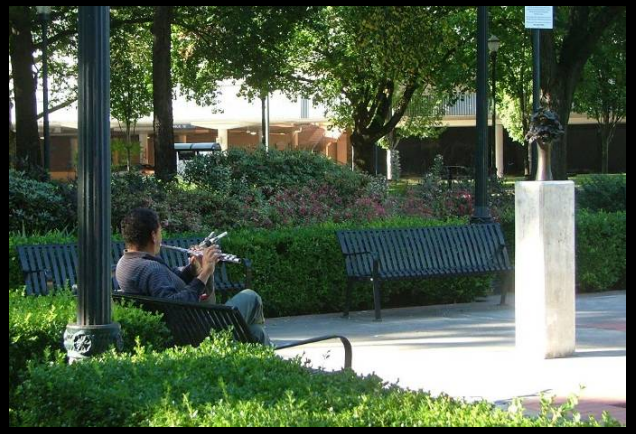
Land Use/Urban Design/Livability Issues

- Housing
- Sustainability
- Trails/parks
- Livability



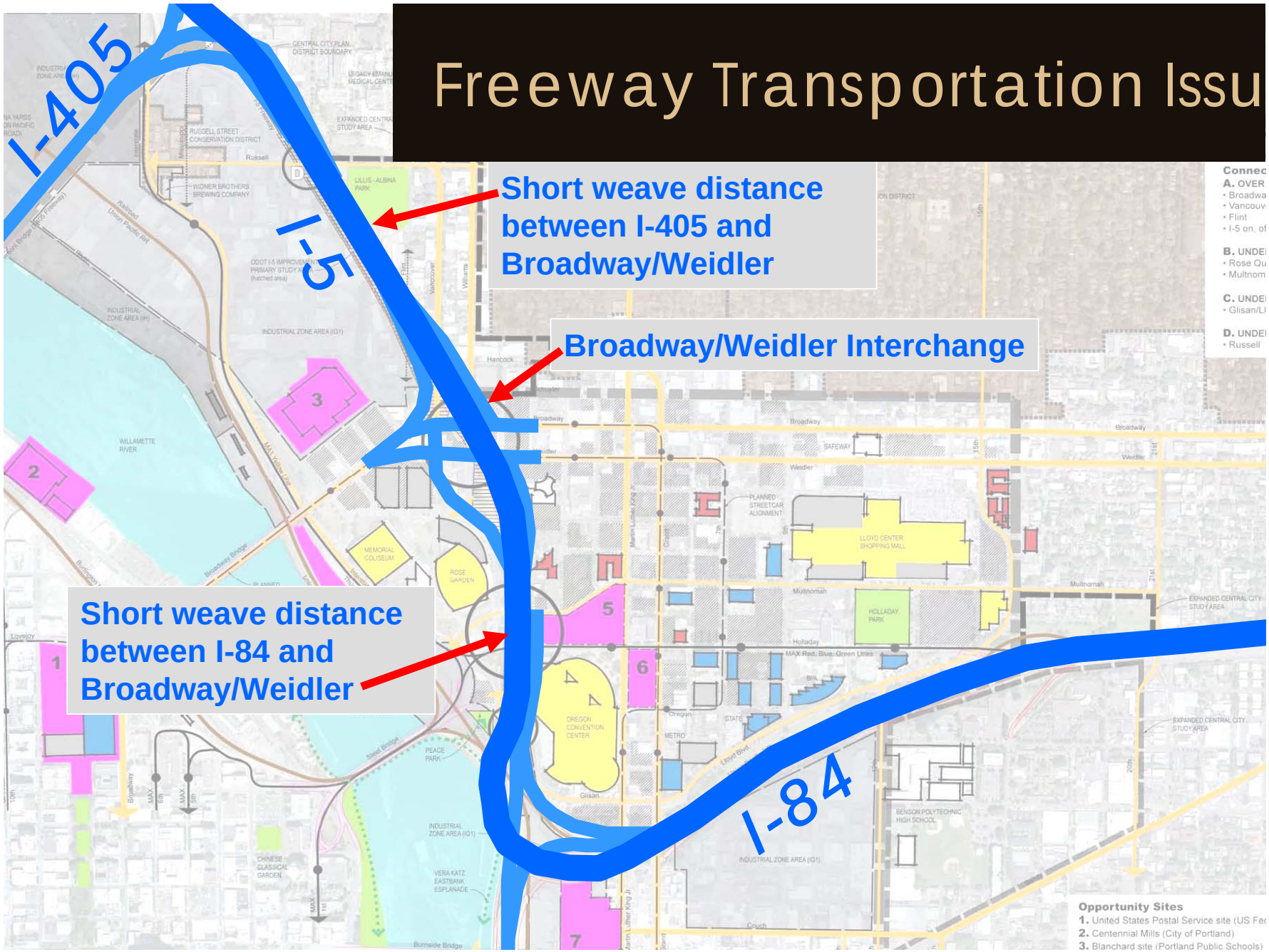




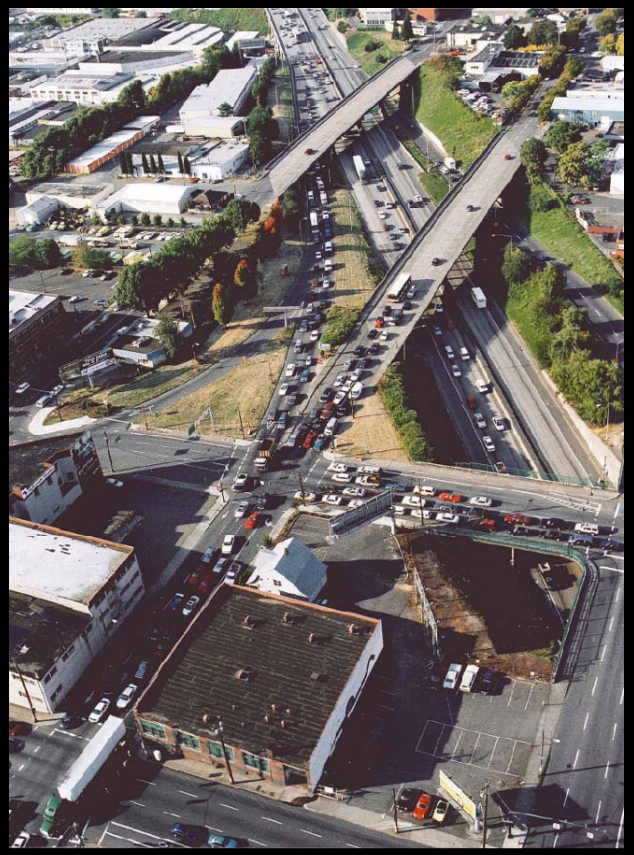


CENTRAL CITY 2035

N/NE QUADRANT


Freeway Transportation Issu
I-405
I-5
I-84
Short weave distance between I-405 and Broadway/Weidler
Broadway/Weidler Interchange
Short weave distance between I-84 and Broadway/Weidler
Opportunity Sites
1. United States Postal Service site (US Fe
2. Centennial Mills (City of Portland)
3. Blanchard site (Portland Public Schools)

Freeway System Issues



Statewide Freeway Bottleneck (freight/economy/safety)



Two lanes exit to Broadway - leaving only two lanes on I-5

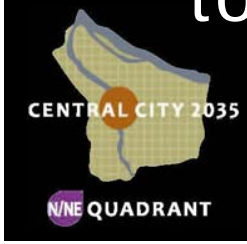
Short merging and weaving (multiple vehicles changing lanes) distance between Wheeler on-ramp and I-84 off-ramp





Freeway System Issues

- Improving freeway operations has far-reaching consequences
  - Affects local and regional economy
  - Quality of life
  - Land use / development capacity
    - Including building height, density, development types/zoning, etc.
  - Bicycles, pedestrians, etc.
- Collaborating with city provides opportunity to optimize improvements



Local Transportation Issues

- Transit
  - Rose Quarter Transit Center
  - Streetcar
  - Bus routes, circulation
- Bicycle
  - Access
  - Safety
  - Convenience
- Pedestrian
  - Safe crossings
  - Barriers





CENTRAL CITY 2035

N/NE QUADRANT

Local System Transportation Issues

- Trails
  - System gaps
- Freight
  - Access to industrial areas and I-5
- Auto
  - Crash corridors
  - Circulation
- Demand Management
  - Parking
  - Incentives/programs





CENTRAL CITY 2035

N/NE QUADRANT

Project Assumptions

- Central City Plan plays a critical role in meeting statewide land use goals to support the State, Regional, and City economy and manage urban growth
- Manage transportation demand by increasing the use of alternative modes
- Focus on an integrated policy framework that connects land use, economic development, transportation, and urban design
- Planning horizon is 2035
  - Longer term issues, including I-5 Eastbank will be addressed as part of future process.





CENTRAL CITY 2035

N/NE QUADRANT

Assumptions (cont'd)

- I-5 is a vital economic component and conduit for people/goods on a national, statewide, and local level
  - New growth in Portland and the region needs to be accommodated
- Future planning processes will address broad, regional transportation issues including congestion pricing and long range capacity additions
- Here: deal with safety, weave and merge issues.
- Seeking flexible, prudent and practical freeway improvements to solve bottleneck and safety issues that are implementable by 2035.

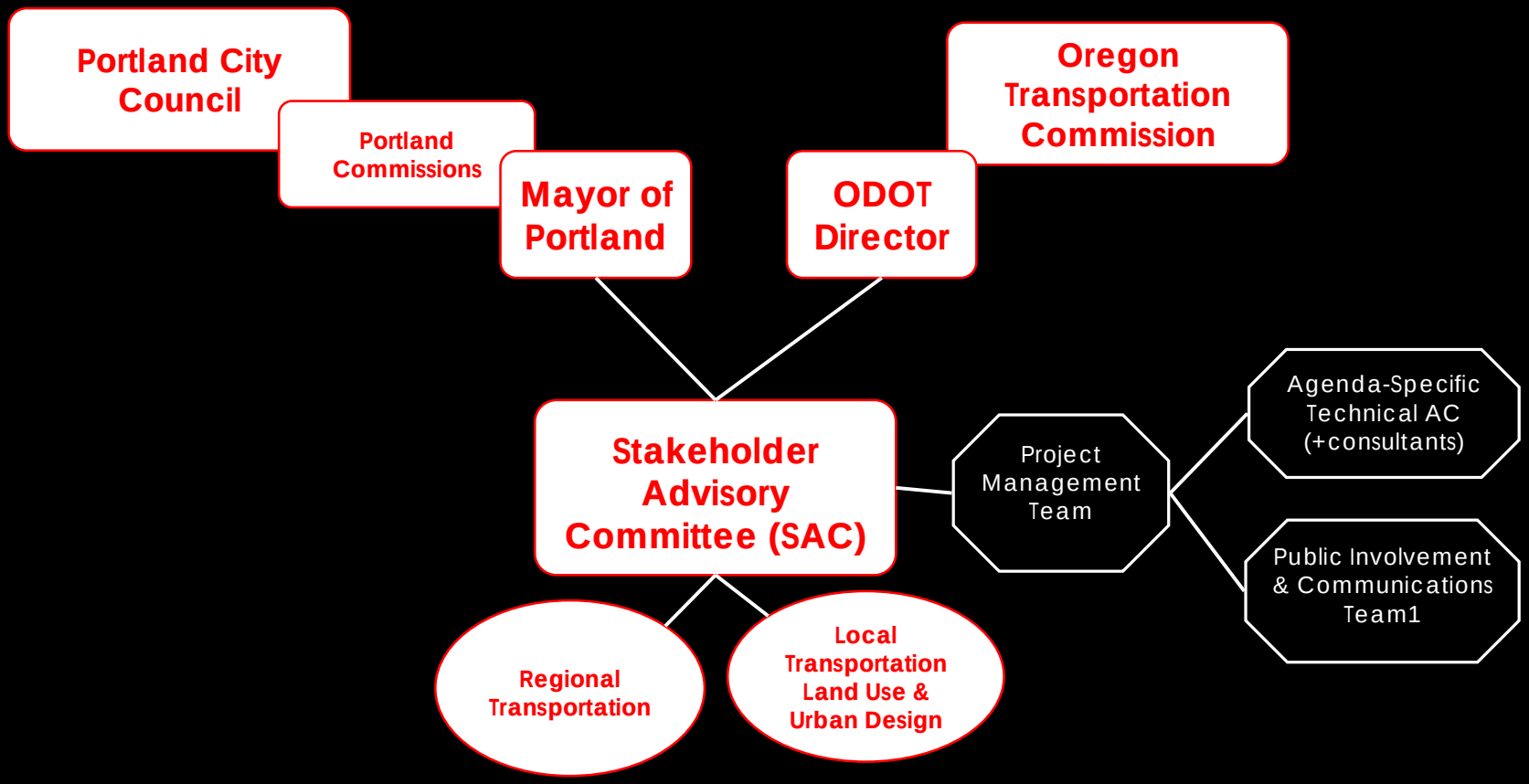




CENTRAL CITY 2035

N/NE QUADRANT

Recommendation and Adoption Process



CENTRAL CITY 2035

N/NE QUADRANT

Planning Process

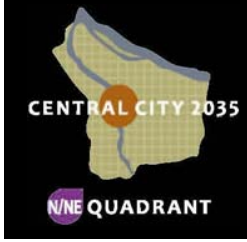
Work Phase	Community Event(s)	SAC Meeting
Existing Conditions	**Community Walks Sept. 25 and 29, 2010**	**Oct. 2010**
Issues/Opportunities/ Constraints	**Public Workshops Nov. 2010**	**Dec. 2010**
Refine Problem Statement	**Public Workshops Feb. 2011**	**Jan. 2011**
Concept Development	**Charrette**	**Mar. 2011**
Refine Concepts		**Apr. 2011**

CENTRAL CITY 2035

N/NE QUADRANT

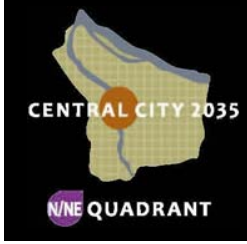
Planning Process

Work Phase	Community Event(s)	SAC Meeting
Preferred Concept and Recommendations	**Public Workshops Jul. 2011**	**Jun. 2011**
		Jul. 2011
Recommendations		**Aug. 2011**
Quadrant Plan	**Open Houses**	**Sept. 2011**
		Nov. 2011
Final SAC Endorsement		**Dec. 2011**
Draft Plan	**Public Hearings**	**First Quarter 2012**



Thank you
for your commitment
to this process!

www.portlandonline.com/bps/cc2035/nneq



N/NE Quadrant & I-5 Broadway/Weidler Planning Process
Stakeholder Advisory Committee (SAC)
Collaboration Principles
9-8-10 DRAFT

For any complex collaborative process, the participants should establish procedures to govern the process. Such agreement increases success and decreases meeting time by assuring a good faith process that explores competing needs and fashions equitable, practical, and durable solutions. This document contains the agreements of the participants in this "N/NE Quadrant & I-5 Broadway/Weidler Planning Process."

I. Process Background

The City of Portland and the Oregon Department of Transportation (ODOT) have a unique opportunity to collaborate on land use and transportation problems in the north/northeast quadrant of the central city. This opportunity has surfaced due to concurrent interest on the part of both entities to develop a plan to address long-standing issues and new opportunities in this area.

The City of Portland will be updating its 1980 Comprehensive Plan and 1988 Central City Plan. The first phase of this process is the Portland Plan, which will be a strategic plan to guide the city for the next 25-years. The update of Comprehensive Plan will follow the completion of the Portland Plan. The Central City 2035 Plan (CC2035) will update the 1988 Central City Plan. The vitality of the Central City is key to state and regional policies for growth management and economic development and for addressing new policy directives such as those for peak oil and climate change. The CC2035 plan will produce new guiding policies, updated land use and urban design plans, and more detailed sub-area plans for specific Central City districts. Additionally, the Portland Bureau of Transportation (PBOT) will update the Central City Transportation Management Plan (CCTMP), which is part of the Portland Transportation System Plan (TSP), as part of this planning effort. The first phase of CC2035 will produce a Concept Plan that will define the desired overall direction for development for the entire Central City. The Concept Plan will be the foundation for more detailed planning and implementation work at the sub-district level.

The N/NE Quadrant & I-5 Broadway/Weidler Plans will be the first of these more focused plans, covering Lower Albina and the Lloyd District. Although this area contains significant facilities and functions of state-wide and regional significance, including the Rose Garden, Oregon Convention Center, federal, state and regional government offices, and Lloyd Center Shopping Mall, this area has not met Central City Plan economic development goals and jobs and housing targets. The N/NE Quadrant & I-5 Broadway/Weidler Plans will address land use, urban design, transportation, public infrastructure and investment, and development entitlements. It will be coordinated with and incorporate ongoing related efforts, such as the Rose Quarter Development Project.

The Oregon Department of Transportation (ODOT) has long identified the need to make improvements to the I-5 Corridor. In the late 1980's, ODOT developed for the Rose Quarter area freeway-design recommendations to address capacity, operational, and safety issues. However, these recommendations have not received sufficient funding or public consensus to advance planning and engineering studies for this freeway segment. As part of the I-5 Partnership Plan, ODOT with the Washington Department of Transportation (DOT) examined longer-term I-5 needs from the Rose Quarter to SR500 in Clark County. The segment south of the Fremont Bridge was separated from the I-5 Partnership because of issues related to the I-5/405 Freeway Loop. ODOT with the City of

Portland completed the I-5/405 Freeway Loop Study in 2005. This study recognized both near-term and long-term issues for this facility. Near-term issues included addressing the bottleneck at the I-5/I-84 interchange.

The City of Portland and ODOT will collaborate on combining the Portland Central N/NE Quadrant Plan with the ODOT I-5 Broadway/Weidler Interchange Plan to seek to identify both near-term and long-term land use, urban design, and transportation needs in the area. This unique opportunity will integrate land use and urban design planning with freeway planning and concept-level engineering.

The project area includes two existing Central City Plan (sub) Districts:

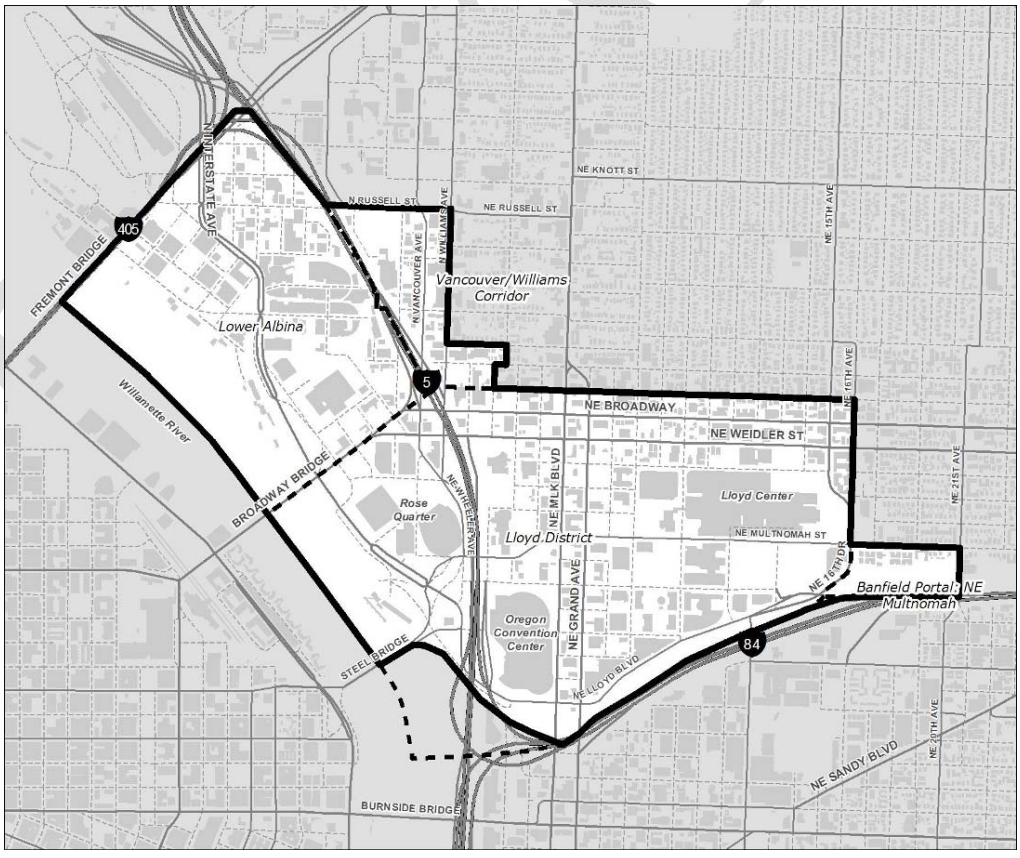
1) Lower Albina, and
2) Lloyd District.

Additionally, the planning study area will consider two adjacent areas likely to see significant change through redevelopment in the future and which could impact or be impacted by development in the Central City:

1) Vancouver-Williams, and
2) Area along NE Multnomah-between NE 16th and NE 21st. (see map).

Finally, the plan will consider the context of surrounding districts and neighborhoods.

A map of the project area follows:



II. Process Vision and Values

The Stakeholder Advisory Committee (SAC) adopted a Vision and Values statement, attached as **Attachment A**. (Pending)

III. Stakeholder Advisory Committee (SAC) Charge and Scope of Work

A. Charge

The SAC is advisory to the City and ODOT and it will help inform City and ODOT staff in the development of their recommendations to the respective decision-making entities. City and ODOT staff recommendations to their respective decision-makers will highlight areas of agreement and disagreement with the SAC and other stakeholder interests. The co-chairs of the SAC will represent the recommendations of the SAC to City and ODOT decision-makers in conjunction with City and ODOT staff reports. The City and ODOT will have ultimate responsibility for decision-making.

B. SAC Scope of Work

The scope of work for this planning process on the joint project website is at www.portlandonline.com/bps/cc2035. (Look for the N/NE Quadrant Plan tab on the Central City 2035.) The work plan is organized by key milestones and decision points. The current draft appears as **Attachment B**. While it is the intent of the City-ODOT project team to conclude this planning process within a one and one half year period, it is impossible to contemplate all eventualities. As a result, the dates shown in the attached work plan are projected, not fixed.

C. Public Involvement Overview

A detailed Public Involvement Program for this joint planning process can be found on the joint project website. (www.portlandonline.com/bps/cc2035/neq) As the City and ODOT staff involves the broader community in the issues that the SAC will be exploring, they will be providing summaries to the SAC for their consideration and comment.

D. Operating Assumptions

This section summarizes the process operating assumptions and those topics outside the scope of the project.

1. Portland's Central City currently plays a critical regional role in meeting statewide land use goals to support the State, Region, and City economy, manage urban growth, and manage transportation demand by increasing the use of alternative transportation modes. The role of the Central City is recognized in Metro's 2040 Plan. The results of City of Portland plans and policies have contributed significantly to creating jobs, minimizing urban sprawl, reinforcing 2040, and reducing VMT and greenhouse gas emissions.
2. The City of Portland has initiated the Central City 2035 Plan, a project to update the 1988 Central City Plan. The first phase of this project will develop a policy framework for the entire Central City that will guide more focused quadrant planning projects. The first of these efforts will be the N/NE Quadrant & I-5 Broadway/Weidler Plans, which will address land use, urban design, transportation, public investment, and development entitlements. It will be a joint effort

between the City and ODOT, coordinating land use, transportation and urban design planning with freeway planning and concept-level engineering.

3. Although the Central City Plan has been successful in implementing many of its goals and objectives, many remain unfulfilled and new challenges have arisen. Central City has not met its employment target and has not kept pace with overall growth in the region. Housing has been a key strategy for the Central City and has been successful in terms of increasing housing units in some areas, but others, including the Lloyd District, have lagged. Creating a diversity of housing types, particularly workforce and family housing units, are also key challenges. Planning efforts will focus on developing an integrated policy framework that connects land use, economic development, transportation and urban design to meet new challenges, including peak oil, climate change, and regional growth management.
4. As a conduit for people and goods, the Interstate freeway system is a vital component of the economy, now and for many decades. This economic role extends to local, regional, statewide, and national geographies. Through traffic mobility on I-5 in the project area is one of the primary needs for the economic well-being of the Portland region and the State of Oregon, along with access to Portland's Central City, industrial areas, to Portland International Airport, and other destinations in the Portland region.
5. I-5 and the local transportation facilities and services in the Rose Quarter need to function as an integrated system to provide for statewide, regional and city mobility needs and to enhance high-quality urban development.
6. Shorter-term needs will be addressed within the broader context of long-range planning. Implementation of the ultimate solution to the freeway loop question is most likely beyond this effort's planning horizon (2035).
7. The current freeway system is constrained and prudent and practical freeway improvements in this study area may require flexibility from mobility and access standards. There is a need to balance community aspirations and freeway performance when addressing the applicability of existing standards.
8. The planning effort will identify opportunities for safety, operations, and a marginal increase in capacity to I-5 to solve bottlenecks. The project is not designed to add through travel lanes on I-5 to address long-term projected capacity needs. However, adding a short, non-through lane for weaving and merging within this section appears required to improve the operations and safety between the I-84 interchange and the Broadway/Weidler interchange.
9. Among other issues, this planning effort will explore the advantages and disadvantages of requiring an Interchange Area Management Plan in an effort to achieve the project's purposes.
10. Potential property impacts (e.g. right-of-way needs) and redevelopment opportunities (e.g. PPS Blanchard building opportunity site) need to be identified and analyzed.

IV. SAC Membership and Support

A. Members

The SAC has broad representation and is balanced to reflect many diverse interests and those who may be impacted by decisions made during the planning process. On behalf of Portland Mayor Sam Adams and ODOT Director Matt Garrett, the City's Director of Planning and Sustainability, Susan Anderson, the City's Director of Transportation, Susan Keil, and ODOT's Region I Manager, Jason Tell, made the SAC appointments noted in Section VIII, below.

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B. Co-Chairs

There will be two co-chairs. Each co-chair will chair one of the major subcommittees, as proposed in section E below. The SAC co-chairs and City and ODOT project managers will meet regularly with the SAC facilitator to schedule the work of the SAC and subcommittees, and determine the timing of the information brought before the SAC. This Coordinating Committee will be available to make recommendations to the SAC on the logistics of the planning process, not to make substantive decisions on issues before the SAC.

C. SAC Alternates and Replacements

Due to the complexity of the process, it is best to have one person represent each interest throughout the planning process to maintain continuity of discussion and recommendations. If necessary, SAC members may identify an alternate to represent them in their absence, preferably at the outset of the process.

It will be the responsibility of the primary SAC member to keep the alternate informed so they can represent their group in case the primary SAC member is absent. Alternates may attend SAC meetings, but will not sit at the main table or vote, unless they are substituting for the primary SAC member. Notice of substitution must be submitted to the SAC facilitator in advance of SAC meetings.

SAC member resignations, changes, and replacements must be submitted in writing to the SAC co-chairs by the representative interest group/organization. As noted above, Susan Anderson, Sue Keil, and Jason Tell, or those holding their positions, will make all appointments to the SAC, including replacements of existing SAC members due to resignations or extended absences, based on nominations from the process interests.

D. SAC Subcommittees and Work Groups

The SAC co-chairs will determine subcommittees and their charges, time parameters, and deliverables. Subcommittees will help frame the issues for the full SAC, especially on specific subject areas requiring more analysis and input. They will be established in advance to allow adequate time for subcommittees to inform the planning process at key junctures. If broader issues are brought to a subcommittee, they will be noted in its meeting notes and not pursued without SAC approval.

Subcommittee memberships will be open to any interested SAC member once they are approved by the co-chairs. Each subcommittee should include representation from government, commercial/business, and community interests to ensure a balanced discussion. Staff will assist the subcommittee chairs in establishing agendas, making decisions on how to run the meetings, and reporting to the SAC on the subcommittee's work and recommendations within the established timeframe to keep the planning process on schedule. Subcommittees will be encouraged to invite non-SAC and Technical Advisory Committee (TAC) members to make presentations and participate in the discussion.

City and ODOT staff will assist subcommittees with meeting locations. There will be advance notice of all subcommittee meetings posted on the project website as soon as scheduled. These meetings will be open to the public and will include, at a minimum, one public comment period. Staff will assist subcommittees in preparing summary notes of meeting discussions and decisions for posting on the project website within one week of the meeting. The SAC facilitator will be available to assist subcommittees with meeting mechanics and decision-making guidance. This assistance may be

requested by the subcommittee chair with the approval of the other SAC co-chair. The proposed subcommittees are:

1) Land Use, and
2) Transportation.

There also may be work groups under each subcommittee to explore more limited geographic and/or policy issues. These work groups will open to any interested person with approval of the co-chairs.

E. Technical Advisory Committee (TAC)

TAC is a resource pool of organizations and agencies with specialized expertise related to this planning process. The TAC will address specific questions raised by the SAC, staff, and SAC subcommittees. TAC members will serve as resources to SAC subcommittees related to their area of expertise. The City and Project staff will brief TAC and hold TAC meetings, as needed. Project staff will report to the SAC on TAC meetings. TAC meetings are open to the SAC and the public.

F. Retained Technical Consultants

ODOT retained URS to serve as technical consultants.

G. Project Staff

The City and ODOT will staff the SAC process. A list of project staff and their roles can be found at www.portlandonline.com/bps/cc2035/neq. Their goal is to provide a process that will be open, honest, and transparent with a special emphasis on early involvement in providing policy-setting input.

The project staff commits to:

1) Clearly define opportunities where the public can provide timely input so that there is an opportunity to affect change.
2) Be accessible, inclusive, meaningful, regular, and timely in addition to open, fair and honest.
3) Ensure a collaborative involvement process between the City, ODOT, and stakeholders, and meet the planning timelines of both the City and ODOT.
4) Provide an ongoing record of public input, questions and responses, as well as a mechanism to make this information available to the public.
5) Include periodic community-based meetings in Portland where the public will be updated on committee activities and have the opportunity to inform policy-making.
6) Provide the public with a way to stay involved and informed during the process.
7) Provide interactive meetings with small group breakouts, which distinguish between information and input opportunities in public meetings.
8) Wherever possible, design interactive formats for all meetings to ensure a balanced and fair discussion of issues, ensuring all perspectives are heard.
9) Provide the SAC with the relevant, objective information, in a timely fashion, necessary to make informed decisions. Presentations will provide the facts – pro and con – surrounding the issues in a readily understandable format.
10) Provide the big picture context and interconnections surrounding all issues, before asking the SAC to make a recommendation.

11) Be responsive to SAC requests for information and process support, be clear and transparent about staff positions, and be open to carefully considering SAC recommendations.

H. The Facilitator

An independent facilitator has been hired as a process manager by ODOT with the concurrence of the City, separately from the other consultants. He will assist the SAC co-chairs, the SAC, staff, and subcommittees. He will also facilitate SAC meetings, the Coordinating Committee, and provide advice on the public involvement program. The facilitator's "client" is the SAC process, but neither SAC membership, nor process participation is a substitute for independent legal or other professional advice. That is the responsibility of the process participants. The facilitator will be responsible to ensure the SAC process is fair, well run, and productive. The facilitator will be available as a resource to the City and ODOT for minor conflict resolution and process improvement suggestions. As a neutral collaborative process provider, the facilitator will not act as an advocate for anyone on any substantive issue. However, the facilitator may propose substantive suggestions for SAC consideration, but will not make decisions on substantive issues.

The Institute *for* Conflict Management, Inc. (ICM, or the facilitator) has been hired for this process. ICM's Executive Director, Sam Imperati, will act as the facilitator. ICM, Sam Imperati, and any subcontractors are not employees of any participant. ICM's written contract is available for review. The facilitator will not be influenced by payment source. ODOT has agreed that his status of facilitator will not be changed without first consulting with the City and the SAC co-chairs.

The facilitator may have non-confidential, informal communications and perform facilitation activities with staff and SAC members, between and during meetings. The facilitator will address situations where it appears a participant is not acting according to these Collaboration Principles and will advise the co-chairs if it appears probable that the SAC will be unable to fulfill its Charge.

V. <u>Collaboration Protocols</u>

A. Quorum

A quorum is a simple majority of voting SAC members or their alternates. If there is no quorum, the co-chairs can cancel/reschedule or conduct the SAC meeting and send all meeting notes and materials to the members for voting at the next meeting.

B. Open Meetings

Meetings of the SAC, TAC, and SAC subcommittees are open to the public and will include an opportunity for public comment. Notice of SAC meetings will be posted in advance of meetings on the joint project website. Notice of subcommittee meetings will be posted in advance of meetings. SAC and SAC subcommittee meeting summaries will be posted on the website as soon as possible following each meeting.

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C. Public Comment

The co-chairs or the facilitator will provide periodic public comment opportunities for non-SAC members during meetings before SAC makes a decision. Comments from the public will be limited in time to allow sufficient opportunity to conduct the other portions of the SAC agenda. Typically, comments will be limited to a maximum of three minutes per person. The public is encouraged to submit written comments to project staff for circulation to the full SAC.

D. Meeting Agendas and Meeting Materials

The Coordinating Committee will develop Working Agendas for SAC meetings. Meeting agendas and meeting materials will be mailed and sent electronically to SAC members one week in advance of the meetings, and will be posted on the project website. SAC meetings will begin and end as scheduled.

E. SAC Member Commitments to Each Other

The SAC members, project staff and participants will participate in good faith, which means:

1) Prepare for and set aside time for the meetings and the whole process,
2) Participate fully, honestly and fairly, commenting constructively and specifically,
3) Speak respectfully, briefly and non-repetitively; not speaking again on a subject until all other members desiring to speak have had the opportunity to speak,
4) Allow people to say what is true for them without fear of reprisal from SAC members, the City, or ODOT,
5) Avoid side conversations during meetings,
6) Provide information as much in advance as possible of the meeting in which such information is to be used and share all relevant information to the maximum extent possible,
7) Generate and explore all options on the merits with an open mind, listening to different points of view with a goal of understanding the underlying interests of other SAC members,
8) Consult regularly with their interest groups/organizations and provide their input in a clear and concise manner,
9) Agreeing to work toward fair, practical and durable recommendations that reflect the diverse interests of the entire SAC and the public,
10) When communicating with others, accurately summarize the SAC process, discussion and meetings, presenting a full, fair and balanced view of the issues and arguments out of respect for the process and other members,
11) Not attempt to effect a different outcome outside of the SAC process once the SAC has reached a consensus recommendation,
12) Strive vigorously for consensus and closure on issues, and
13) Self-regulate and help other members abide by these commitments.

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VI. Decision-Making Process

A. Developing Recommendations

The co-chairs and the facilitator will assist the SAC in identifying objectives, addressing the diversity of perspectives and developing substantive, practical recommendations to implement its Charge. The SAC will use a *Discussion Draft* process and a *Consensus Decision-Making* model to assist the process. The SAC will make draft recommendations on an "issue-by-issue" basis, and then final recommendations as a "package" at each milestone, and again at the conclusion of the process.

B. Representative Voting

Each SAC member will have one vote except those non-voting members (Ex Officio members. Issue: and/or co-chairs?) A vote represents that the member will recommend to his or her organization or group that they should support or oppose the voted-upon proposal consistent with the member's vote. The names of those voting in favor and those voting against a proposal will be noted and included in the SAC's recommendations and the City and ODOT staff recommendations to their respective decision-makers.

C. Consensus

Consensus decision-making is a process that allows SAC members to distinguish underlying values, interests and concerns with a goal of developing widely accepted solutions. Consensus does not mean 100% agreement on each part of every issue, but rather support for a decision, *"taken as a whole."* This means that a member may vote to support a consensus proposal even though they would prefer to have it modified in some manner in order to give it their full support. Consensus is a process of *"give and take*," of finding common ground and developing creative solutions in a way that all interests can support. Consensus is reached if all members at the table support an idea or can say, *"I can live with that."*

C.1. "1-2-3" Consensus Voting Method

The co-chairs and facilitator will assist the SAC in articulating points of agreement, as well as articulating concerns that require further exploration. SAC will use a "**Consensus Voting**" procedure for testing the group's opinion and adjusting proposals. In "**Consensus Voting**," the co-chair or the facilitator will articulate the proposal. Each SAC member will then vote "one," "two," or "three," reflecting the following:

- **"One"** indicates **full support** for the proposal as stated.
- **"Two"** indicates that the participant **agrees with the proposal as stated, but would prefer to have it modified in some manner in order to give it unconditional support. Nevertheless, the member will fully support the consensus even if his/her suggested modifications are not supported by the rest of the group because the proposal, taken as a whole, is worthy of support, as written.**
- **"Three"** indicates **refusal to support** the proposal as stated.

The co-chairs or facilitator will repeat the consensus voting process, as reasonably necessary, to assist the group in achieving **consensus** regarding a particular recommendation, so that all members are voting "one" or "two."

C.2. Cooling-Off Period

If a consensus is not reasonably forthcoming, the co-chairs or the facilitator may table the issue for additional discussion with constituencies, the gathering of new information, or perhaps just sufficient time to consider options more carefully. The "cooling off" period recognizes we value getting as close to consensus as possible by way of dialogue, clarification, and consideration of alternatives. Absent an emerging consensus, the co-chairs or the facilitator may make a recommendation for the SAC to consider taking into consideration all of the available information and views. The SAC may then revisit the issue.

C.3. No Consensus – Majority and Minority View

If a consensus on an issue is still not reasonably likely, as determined by the co-chair, the votes of those present at the meeting will be taken and recorded as a majority - minority vote. Majority is defined as at least 50% plus one of the SAC voting membership in attendance. The proposed language and reasoning supported by the majority will be noted along with their names in the SAC's recommendations. Members voting in the minority will have their names, proposed language, and reasoning noted in the Minority Report(s). The facilitator will document these issues, the differences of opinion involved, and submit the report to the City and ODOT staff for inclusion in the SAC recommendations along with other stakeholder comments.

VII. Additional Understandings

A. Communications Outside of SAC

Whenever reasonable, SAC members and staff will refer press, public and other inquiries to the SAC co-chairs or City and ODOT project managers. It is often advisable simply to refer others to the project website or the project managers.

B. Meeting Summaries

The facilitator will prepare SAC meeting summaries. They will be provided electronically in draft form to the SAC for proposed correction and comment. The final meeting summaries will be posted on the project website.

The chair of each SAC subcommittee or their designee is responsible for preparing, and submitting for posting, meeting summaries on the project website within one week of the subcommittee meeting.

C. Public Records and Confidentiality

SAC records, such as formal documents, discussion drafts, transcripts, meeting summaries, and exhibits are public records. This is not a mediation. It is a facilitation. As a result, SAC communications (oral, written, electronic, etc.) are not confidential and may be disclosed. However, the private documents of individual SAC members and the private documents of the facilitator that are

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not shared with the City or the ODOT are not considered public records and are not subject to disclosure under public records laws.

D. Process Conclusion

The SAC process will conclude with submission of its recommendations to the City and ODOT, when necessary funding and resources are no longer available, or when the City and ODOT determine it is unlikely the SAC will fulfill its Charge.

E. Amendment and Interpretation

Amendments to this document can be made by vote of the SAC. The co-chairs or facilitator shall lead a SAC discussion designed to reach a consensus on any process dispute or proposed amendment to these Collaboration Principles.

VIII. Signatures

We agree:

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MEMBER LIST:

Stakeholder Advisory Committee - Voting			
Name	Interest	Organization	Signatures
Sean Hubert	Affordable Housing	Central City Concern	
Gary Marschke	Business org: NNE business association	NNE Business Association	
Wayne Kingsley	Business Org: Adjacent	Central Eastside Industrial Council	
Eric Lovell	Business Org: Lower Albina	Uroboros Glass Studio	
Bernie Bottomly	Business Org: Regional Access	PBA Transportation Committee	
Midge Purcell	Community / Civic Org	Urban League	
Heidi Guenin	Community Health	Upstream Community Health	
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	
Bob Sallinger	Environment	Audobon	
Cynthia Carmina Gomez	Environmental Justice / Economic Equity	Latino Network	
John Mohlis	Labor Organization	Building Trades/Columbia Pacific BCTC	
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	
Dean Gisvold	Neighborhood Assoc.	Irvington NA	
Mike Warwick	Neighborhood Assoc.	Elliot NA	
Will Elder	Neighborhood Assoc.	Sullivan's Gulch NA	
William Ruff	Neighborhood Assoc.	Lloyd Community Association (Also HD Residential)	
Wade Lange	Prop/Bus/Dev: Lloyd District	Ashforth-Pacific	
J. Isaac	Prop/Bus/Dev: Rose Quarter	Trail Blazers/Portland Arena Management	
Daniel Deutsch	Small Developer	Alora Development	
Marie Dodds	Trans: Auto	AAA	
Matt Arnold	Trans: Bicycle	Bicycle Advisory Committee	
Gary Eichman	Trans: Freight	Portland Freight Committee	
Owen Ronchelli	Trans: Local TMA	Lloyd TMA	
Carolyn Briggs	Trans: Pedestrian	Pedestrian Advisory Committee	
Brock A. Nelson	Trans: Rail	Union Pacific Railroad	
Bob Russell	Trans: Trucking	Oregon Trucking Association/Oregon Freight Advisory Committee	
Lloyd Lindley	Urban Design	AIA Portland / ASLA Portland	
Wynn Avocette	At-large		
Damien Hall	At-large		

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Ex- Officio, Non-Voting SAC Members (long-range planning agencies & transportation service providers)		
Name	**Organization**	**Signatures**
John Williams	Metro	
Chris Deffebach	Metro	
Jeff Blosser	OCC	
Rian Windsheimer	ODOT	
Andy Johnson	ODOT	
Susie Lahsene	Port	
Joe Zehnder	BPS	
Steve Iwata	BPS	
Paul Smith	PBOT	
John Gillam	PBOT	
Lew Bowers	PDC	
Byron Estes	PDC	
Kia Selley	PDC	
Sara King	PDC	
Alan Lehto	TriMet	

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ATTACHMENT A: VISION AND VALUES (Pending)

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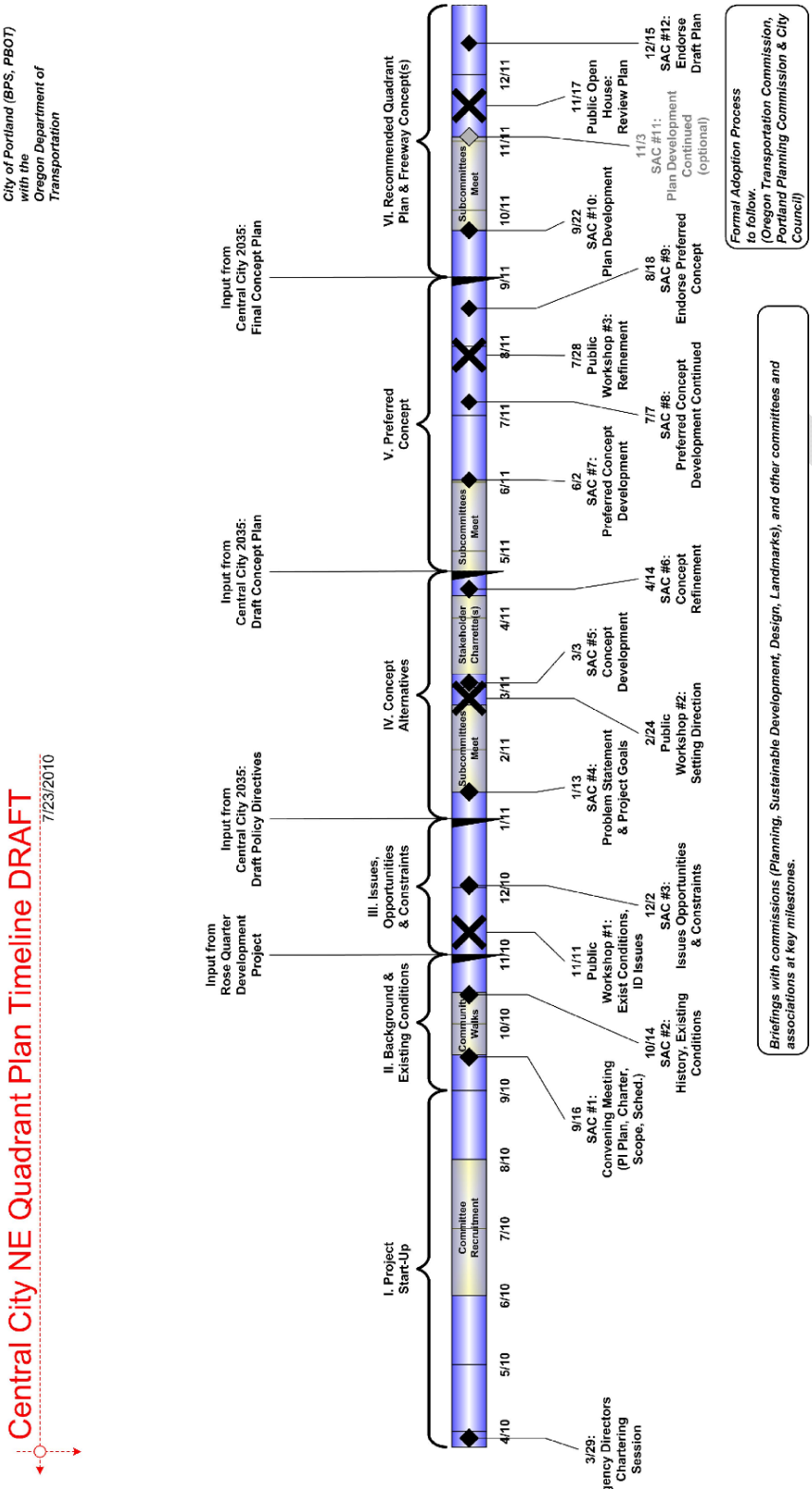
ATTACHMENT B: TIMELINE





N/NE Quadrant & I-5 Broadway/Weidler Plans

Stakeholder Advisory Committee Meeting #1 September 16, 2010

Public Involvement

CENTRAL CITY 2035

N/NE QUADRANT

CITY OF PORTLAND, OREGON 1851

Oregon Department of Transportation

Goals

- Open, balanced and fair process
- Provide residents, property owners, businesses, community organizations and other interested parties convenient and meaningful opportunities to inform the planning process



Guiding Principles

- Build on existing relationships
- Involve as many people as possible
- Engage broader and diverse groups
- Clearly define opportunities for public input
- Provide multiple venues and means for involvement
- Emphasize early involvement and interactive formats
- Ensure community members are being heard



Involvement Methods

STAKEHOLDER ADVISORY COMMITTEE (SAC)

- Represents diverse set of stakeholders
- Highly involved in all aspects of planning process

PUBLIC EVENTS

- Community Walks to gather early input
- Public workshops and open houses at key milestones



CENTRAL CITY 2035

N/NE QUADRANT

Community Walks

Coming Soon:

Lloyd District:
Sat. Sept 25

Lower Albina:
Wed. Sept 29

CENTRAL CITY 2035
N/NE QUADRANT



Involvement Methods

MEETING WITH COMMUNITY GROUPS

- Neighborhood associations, business and other interest groups
- Let us know who should be involved



PUBLIC HEARINGS

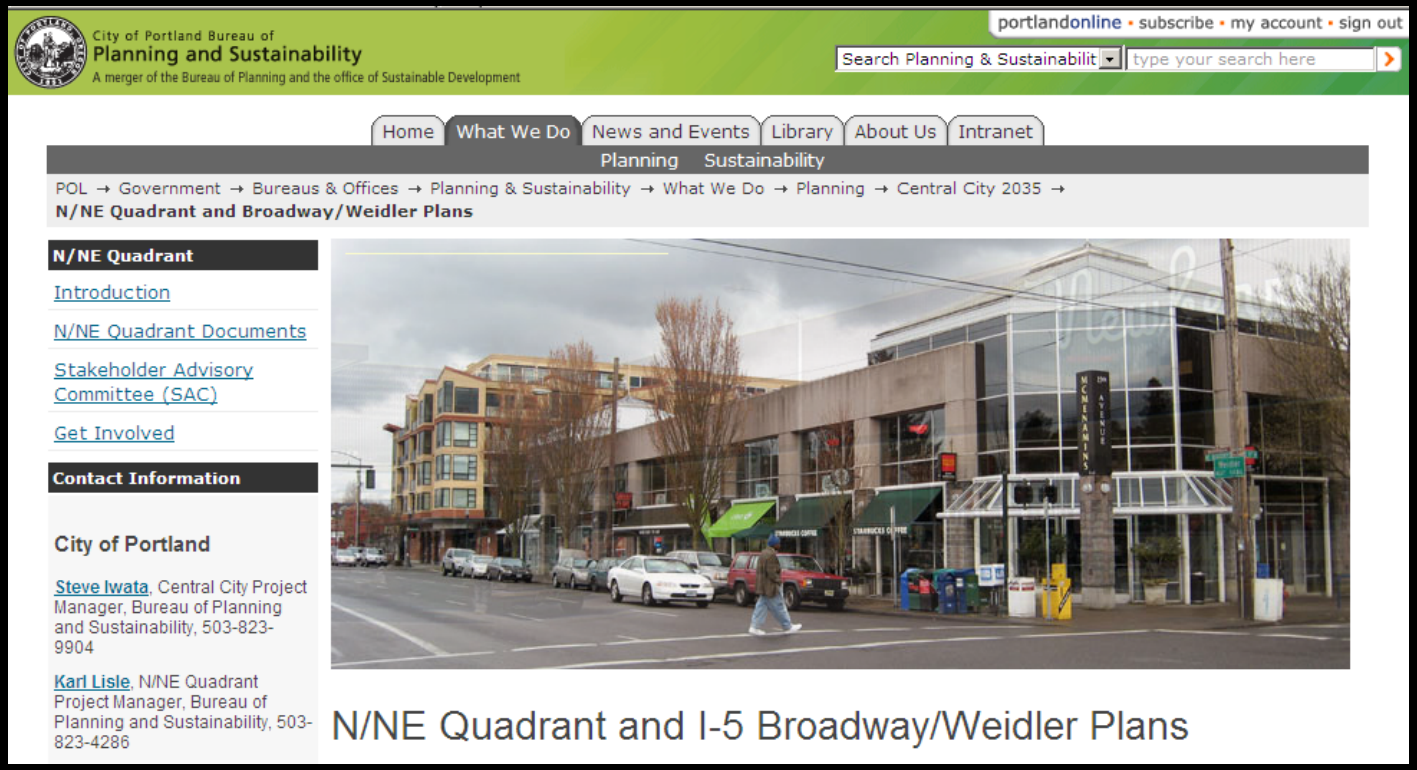
- Planning and Sustainability Commission
- City Council
- Oregon Transportation Commission *(depends on outcome)*

CENTRAL CITY 2035

N/NE QUADRANT

Communication Tools

Project website: **www.portlandonline.com/bps/cc2035/neq**



Electronic mailing list • newsletters • community calendars
media announcements • hearing notices

CENTRAL CITY 2035

N/NE QUADRANT

Public Involvement Plan

COMMENTS or QUESTIONS?

- Provide feedback on draft Public Involvement Plan by September 30.

Stephanie.Beckman@portlandoregon.gov

503-823-6042





DRAFT

Public Involvement Plan

Central City N/NE Quadrant and I-5 Broadway/Weidler Plans



Oregon Department of Transportation

57522

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Public Involvement Plan

Central City N/NE Quadrant and I-5 Broadway/Weidler Plans

I. Introduction

II. Project Description and Background

- **A. Overview**
- **B. Study Area**
- **C. Project Goals and Anticipated Outcomes**
- **D. Previous Planning Efforts**
- **E. Concurrent Efforts and Coordination**
- **F. Project Budget**
- **G. Project Timeline**

III. Public Involvement Process

- **A. Public Involvement Principles and Goals**
- **B. Key Stakeholders and Project Advisory Committees**
- **C. Public Involvement Opportunities**
- **D. Decision Making Process**
- **E. Public Involvement Timeline**

IV. Accountability and Evaluation

- **A. Public Involvement Feedback Loop**
- **B. Public Involvement Evaluation**

I. Introduction

This public involvement plan will guide the joint planning process initiated by the City of Portland and Oregon Department of Transportation for the N/NE Quadrant of the Central City, including the I-5 freeway corridor in the area. The overarching goal of the involvement program is to ensure there is an open, balanced and fair process that provides residents, property owners, businesses, community organizations and other interested parties convenient and meaningful opportunities to inform the planning process. This public involvement plan will be considered by the project's Stakeholder Advisory Committee at the outset of the planning process and any revisions or recommendations incorporated.

II. Project Description and Background

II.A. Overview

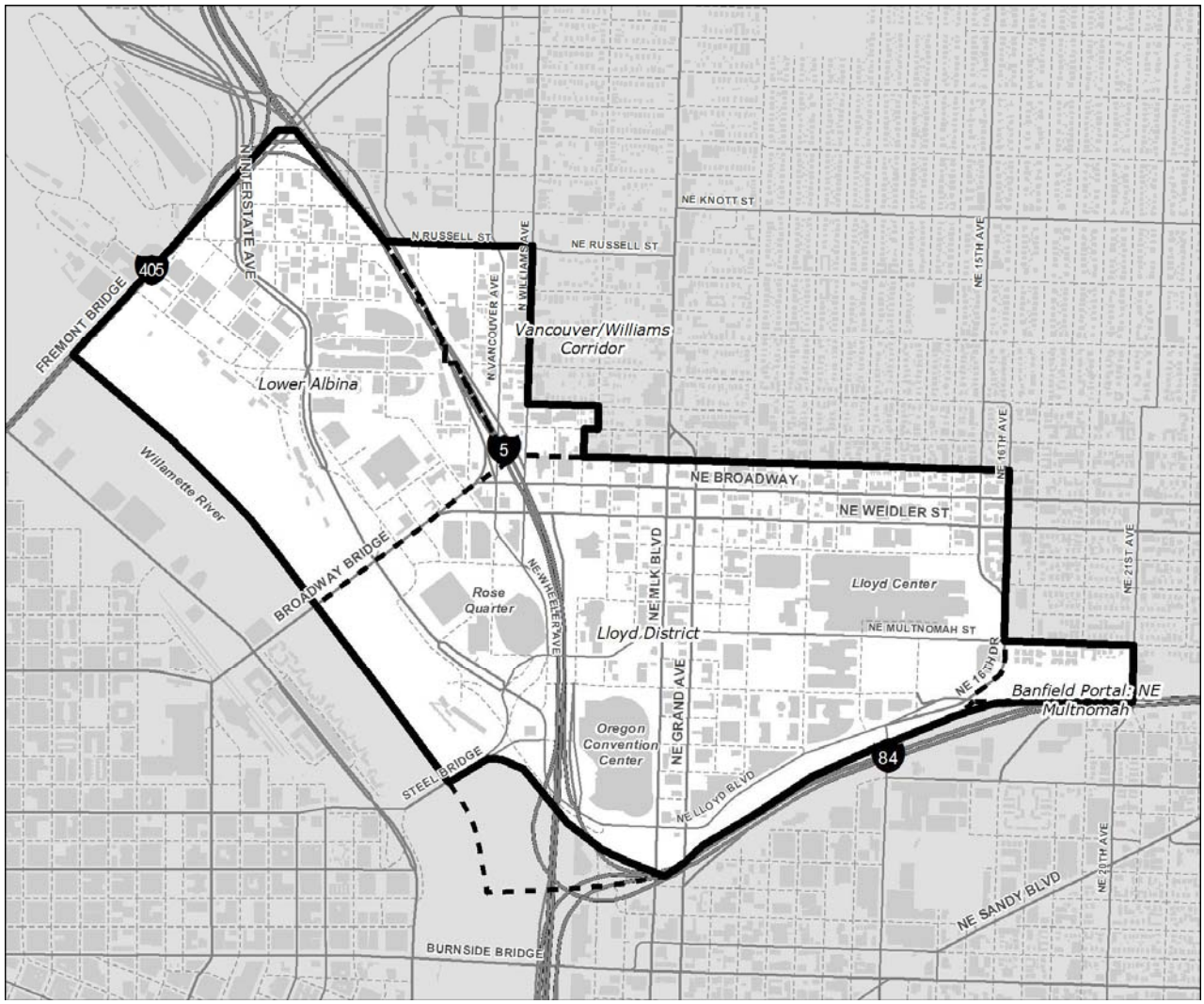
Central City 2035 is an update to the 1988 Central City Plan, which provides the existing policy framework for downtown and central areas of Portland. The first phase of CC2035 will produce a Concept Plan that will define the desired overall direction for development for the entire Central City. The Concept Plan will be the foundation for more detailed planning and implementation work at the sub-district level. The N/NE Quadrant and I-5 Broadway/Weidler Plans are the first of these more focused plans, covering Lower Albina and the Lloyd District. Although this area contains significant facilities and functions of state-wide and regional significance, including the Rose Garden, Oregon Convention Center, Lloyd Center Shopping Mall, federal, state and regional government offices and significant transportation infrastructure, this area has not met Central City Plan economic development goals and jobs and housing targets. The N/NE Quadrant & I-5 Broadway/Weidler Plans will address land use, urban design, transportation, public infrastructure and investment, and development entitlements. It will be coordinated with and incorporate ongoing related efforts, such as the Rose Quarter Development Project.

The Oregon Department of Transportation (ODOT) has long identified the need to make improvements to the I-5 Corridor. In the late 1980's, ODOT developed for the Rose Quarter area freeway-design recommendations to address capacity, operational, and safety issues. However, these recommendations have not received sufficient funding or public consensus to advance planning and engineering studies for this freeway segment. As part of the I-5 Partnership Plan, ODOT with the Washington Department of Transportation (DOT) examined longer-term I-5 needs from the Rose Quarter to SR500 in Clark County. The segment south of the Fremont Bridge was separated from the I-5 Partnership because of issues related to the I-5/405 Freeway Loop. ODOT with the City of Portland completed the I-5/405 Freeway Loop Study in 2005. This study recognized both near-term and long-term issues for this facility. Near-term issues included addressing the bottleneck at the I-5/I-84 interchange.

The City of Portland and ODOT will collaborate on combining the Portland Central N/NE Quadrant Plan with the ODOT I-5 Broadway/Weidler Interchange Plan to seek to identify both near-term and long-term land use, urban design, and transportation needs in the area. This unique opportunity will integrate land use and urban design planning with freeway planning and concept-level engineering.

II.B. Study Area

The project area includes two existing Central City subdistricts: Lower Albina and the Lloyd District. The plan will also consider two adjacent areas likely to see significant change through redevelopment in the future, which could impact or be impacted by development in the Central City: a portion of the Vancouver-Williams corridor and NE Multnomah between NE 16th and NE 21st. The plan will also consider the context of surrounding districts and neighborhoods.



II.C. Project Goals and Anticipated Outcomes

The Central N/NE Quadrant and I-5 Broadway/Weidler Plans will help fulfill Portland Plan and Central City 2035 policy goals to support and enhance a vibrant Central City at the heart of the metropolitan region. It will support and balance social, economic development, land use, transportation and environmental goals and policies at the local, regional and state level, including the City-County Climate Action Plan and the City's Economic Development Strategy.

To achieve these goals the project will:

- Revisit and update the current goals and policies for the district as described in the Central City Plan (1988) with subsequent amendments and other relevant policy documents within the policy framework of the Central City Plan update.
- Develop a district urban design framework and open space plan.
- Develop a transportation plan, including demand management strategies, and inform changes to the Central City Transportation Management Plan (CCTMP).
- Identify needed local system infrastructure improvements.
- Develop broad agreement around street circulation, freeway access, ramps, freeway operations and other topics for the Broadway/Weidler Interchange area.
- Produce a facility plan with a conceptual layout of the I-5 Broadway/Weidler Interchange area with engineering sufficient to determine feasibility and the right of way impacts.
- Revisit, and if necessary, recommend comprehensive plan and zoning designations, development standards, and design guidelines that should be incorporated into the Central City 2035 Plan.
- Incorporate plans for a redeveloped Rose Quarter (conceptual plans under development concurrently with the larger Central N/NE Quadrant and I-5 Rose Quarter Plans.)
- Coordinate and integrate relevant findings with the River Plan / Central Reach project.

II.D. Previous Planning Efforts

Previously adopted plans and policy documents at the state, regional and local level will guide planning for the N/NE Quadrant. Selected plans that are relevant to the specific geography of the N/NE Quadrant include:

- Central City Plan (1988)
- Proposed Oregon Convention Center Area Development Strategy (1988)
- Oregon Convention Center Urban Renewal Plan (1989)
- Albina Community Plan (1993)
- Eliot Neighborhood Plan (1993)
- Broadway/Weidler Corridor Plan (1996)
- Interstate Corridor Urban Renewal Plan (2000)
- Interstate Transportation Strategy (2001)
- Rose Quarter Urban Design Plan and Development Strategy (2001)
- Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan (2001)
- Lloyd District Development Strategy (2002)
- Lloyd District Housing Strategy (2002)
- Russell Street Improvement Plan (2003)
- Lloyd Crossing Sustainable Urban Design Plan (2004)
- Freeway Loop Study (2005)
- Development Vision for the Oregon Convention Center Blocks (2006)
- River Plan / North Reach (2010)

In addition, recently adopted citywide planning and policy documents that will guide the project include:

- Climate Action Plan (2009)
- Portland Streetcar System Concept Plan (accepted 2009, under refinement)
- Portland Bicycle Plan for 2030 (2010)

II.E. Concurrent Efforts and Coordination

The project will be coordinated with several ongoing and related public planning projects, including:

CC 2035 Related Projects

CC 2035 Concept Plan
The first phase of CC 2035, the City's update of the 1988 Central City Plan, will include a Concept Plan to serve as the foundation for development of the rest of the Plan. The Concept Plan will define the overall long range direction for development of the Central City, a new policy framework and general land use and urban design plans. It will also define the general role and expectations for the different districts that make up the Central City and inform the N/NE Quadrant and I-5 Broadway/Weidler Plans and subsequent quadrant plans. The chart on the next page illustrates the timing and relationship between the N/NE Quadrant and I-5 Broadway/Weidler Plans, the Central City 2035 Concept Plan and the Portland Plan processes.

Central City Transportation Management Plan (CCTMP) Update
The CCTMP is the adopted transportation system plan for the Central City. The plan's goals include encouraging economic growth and housing in a compact urban form in the Central City, which will limit urban sprawl and the loss of agricultural and forest land at the edge of the metropolitan area. This urban form pattern should also increase the use of alternative transportation modes resulting in fewer vehicle miles traveled by workers and residents. The CCTMP will be updated as part of the CC 2035 and quadrant planning processes.

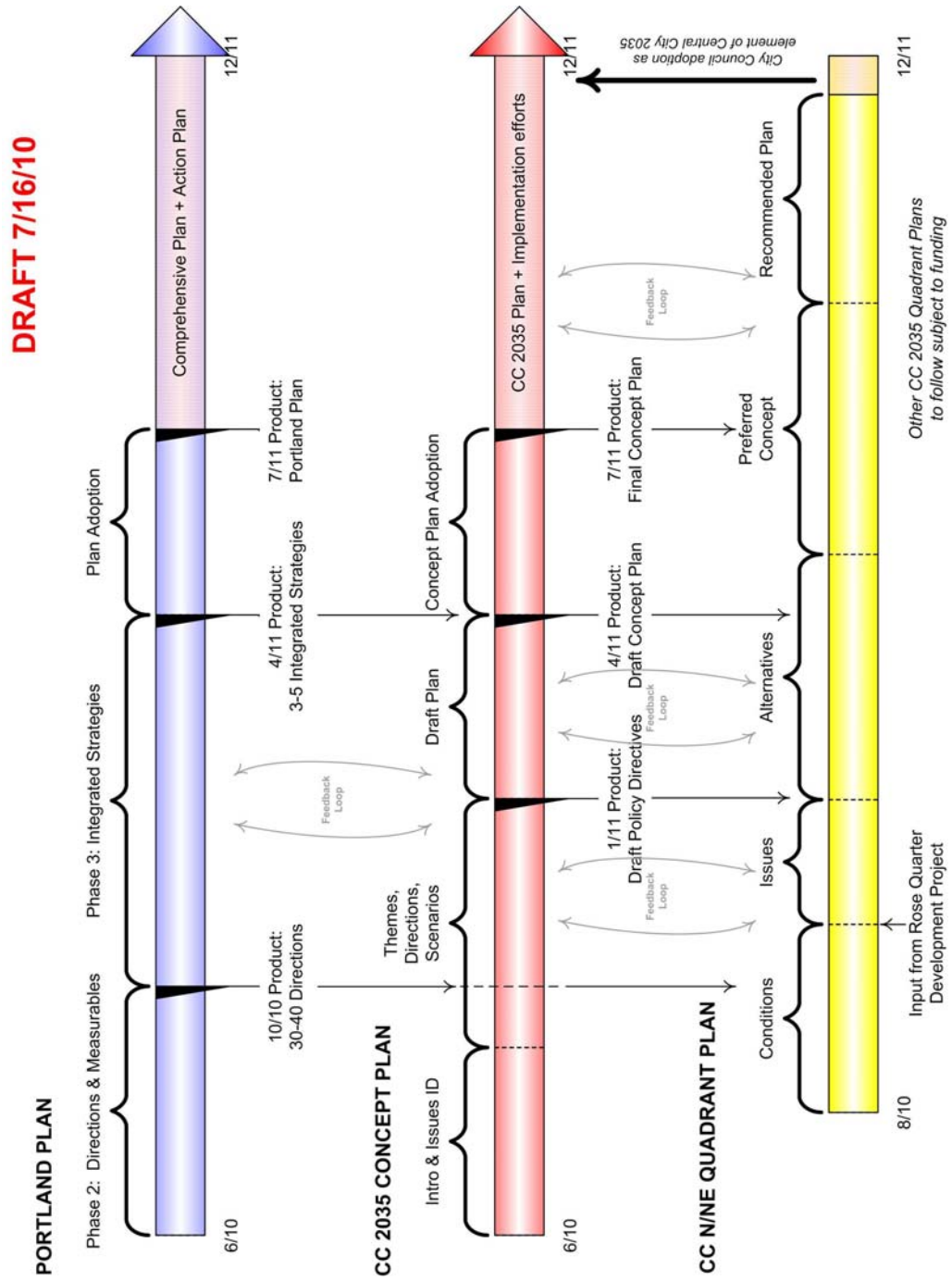
River Plan / Central Reach
The River Plan is a multi-objective plan that will update the 1988 Willamette Greenway Plan. The Plan will address topics related to river access, water-based recreation, fish and wildlife habitat and other topics as identified. It is being carried out in phases, each focusing on a different stretch of the Willamette River. Planning for the Central Reach, extending south from the Broadway Bridge on the east bank and the Fremont Bridge on the west bank to the Ross Island Bridge, will be completed as part of the CC 2035 and quadrant planning processes.

Portland Plan
The Portland Plan is a 25 year plan that will include long-term goals and immediate short-term actions. It will also guide future City policy work, including the upcoming Comprehensive Plan update and the CC 2035 Plan. The chart on the next page illustrates the timing and relationship between the N/NE Quadrant and I-5 Broadway/Weidler Plans, the Central City 2035 Concept Plan and the Portland Plan processes.

Rose Quarter Development Project
PDC is leading this community-based effort to prepare a development strategy for the Rose Quarter that will identify potential uses and the financial feasibility of future development, including the possible renovation or reuse of Memorial Coliseum. The project is building on a vision for the area to create a vibrant, pedestrian-oriented, mixed use district with year-round night and day active public uses that support the future of the Rose Quarter district, showcase leading edge sustainability practices, create jobs, provide visitor amenities, and integrate and connect with neighboring portions of the Lloyd District and Oregon Convention Center area, as well as the Willamette River and surrounding neighborhoods.

N/NE Economic Development Initiative
The North/Northeast Economic Development Initiative is a PDC project that is assessing the need for possible boundary adjustments and priorities for new investments in the Interstate Corridor and Oregon Convention Center Urban Renewal Areas, which cover portions of the N/NE quadrant. PDC is working with the community to ensure that PDC investments enhance livability and economic opportunity within the two urban renewal areas and the city at-large.

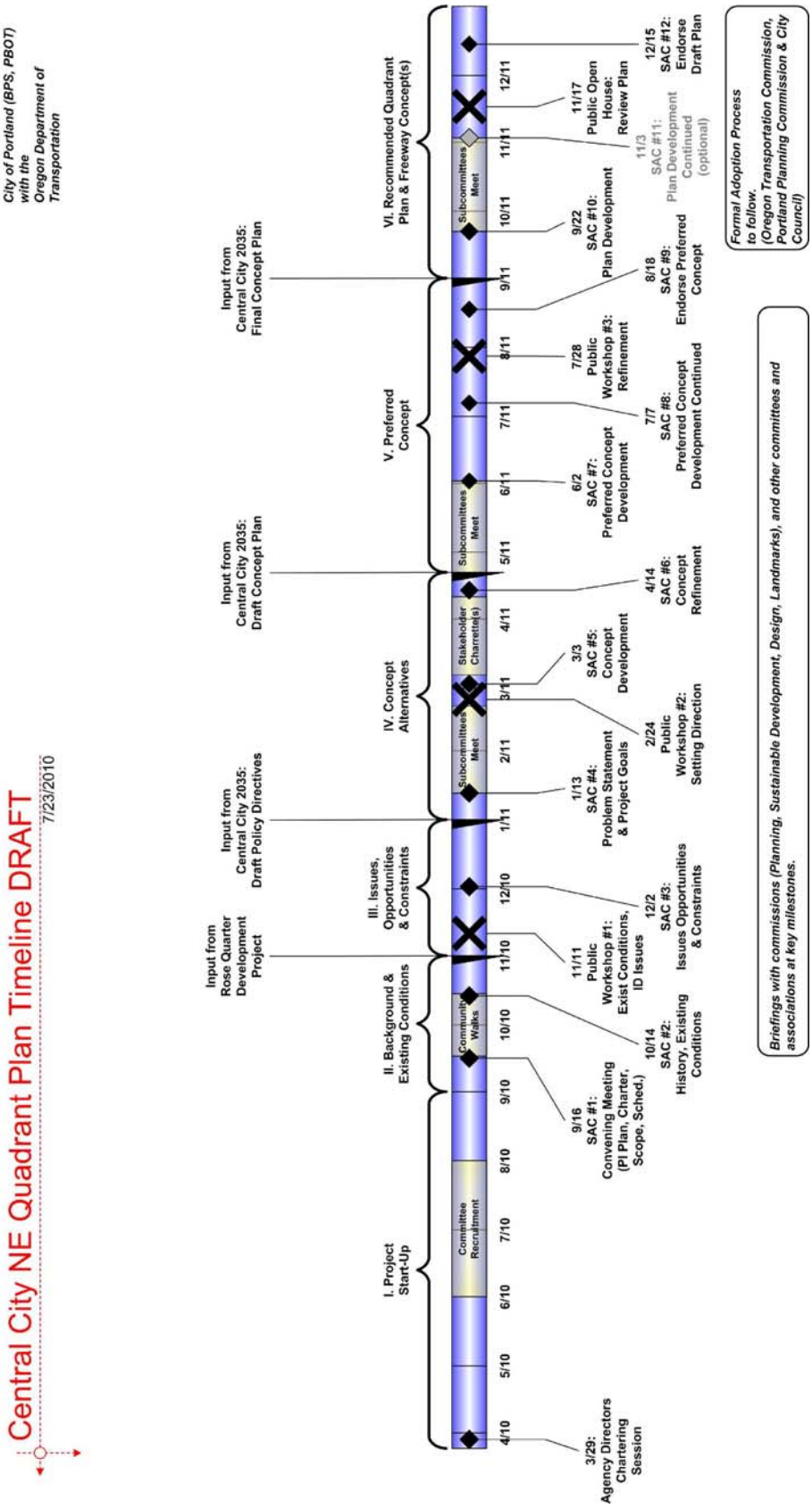
Project Coordination Chart



II.F. Project Budget

This planning project is a collaborative effort between the Portland Bureau of Planning and Sustainability, Portland Bureau of Transportation and Oregon Department of Transportation. The City's involvement is funded as part of the CC 2035 project through a combination of general fund and urban renewal sources. ODOT's involvement is funded through a combination of state and federal planning and preliminary engineering sources.

II.G. Project Timeline



III. Public Involvement Process

III.A. Public Involvement Principles and Goals

The level of interest in this project and its outcomes among key stakeholders and community members is expected to be high, particularly around freeway issues. Historically, in this study area urban renewal and freeway projects have had adverse impacts to the community. The N/NE Quadrant and I-5 Broadway/Weidler Plans process will need to be inclusive, thoughtful and responsive to public concerns and sensitivities. Therefore, public involvement strategies will go beyond informing the community about the project; they will seek to actively involve and engage the public and stakeholders, with opportunities for meaningful public input.

Principles

The public involvement efforts for the Central City N/NE Quadrant and I-5 Broadway/Weidler Plans will be guided by the public involvement goals developed by the Community Involvement Committee (CIC) for the Portland Plan, the current long-range planning effort for all of Portland. While the N/NE Quadrant Plan, will be examining issues on a more localized level, it will incorporate the public involvement goals for the Portland Plan to facilitate consistent public involvement efforts. These goals are:

- Build on existing relationships
- Engage broader and diverse groups with education and information and provide all interested with enough education so they can meaningfully participate
- Provide multiple venues and means for community involvement and engagement
- Involve as many people as possible
- With feedback and continuous engagement throughout Portland Plan development and implementation, ensure community members are being heard

In addition, this project will strive to:

- Provide a process that is open, and transparent with a special emphasis on early involvement in providing policy-setting input
- Clearly define opportunities where the public can provide timely input so that there is an opportunity to inform policy-making and otherwise affect change
- Wherever possible, design interactive formats for meetings and ensure a balanced and fair discussion of issues

III.B. Key Stakeholders and Project Advisory Committees

The Bureau of Planning and Sustainability, working with the other project partners, will involve a variety of stakeholders and interested parties in the N/NE Quadrant planning process that have varying levels of interest in the planning process, ranging from property owners who will be directly impacted by the plan outcomes to members of the general public who want to stay informed about what is happening in the Central City.

Stakeholder Identification

The project team identified the following stakeholder categories and interests:

- Affordable housing
- Business organizations
- Neighborhood associations
- Community/Civic organizations
- Community health
- Cultural heritage
- Environment
- Environmental justice
- Economic equity
- Organized labor
- Retail
- Development
- Automobile transportation
- Pedestrian transportation
- Bicycle transportation
- Truck freight transportation
- Rail freight transportation
- Local transportation management assoc
- Public transportation
- Urban design
- Historic resources
- Minority populations
- Communities of faith
- Property owners
- Residents
- Employees
- Youth
- Seniors

Stakeholder Advisory Committee (SAC)

A Stakeholder Advisory Committee (SAC) will be one of the primary means of ensuring that the public has opportunities to provide meaningful input into the planning process. SAC members were selected to represent key stakeholder interests and contribute to a balanced committee perspective in the planning effort. All SAC members will be appointed by the directors of the Portland Bureau of Planning and Sustainability, the Portland Bureau of Transportation and the Oregon Department of Transportation Region 1 Office. The role of SAC members is to report back to and solicit input from their stakeholder groups and constituencies, represent the broader interests of those groups and promote public involvement in project events.

Subcommittees of the SAC will be formed to address specific issues, such as transportation, land use and urban design, and may include additional stakeholders with expertise and interest in the specific topic areas. Subcommittees will help frame the issues for the full SAC, especially on specific subject areas requiring more analysis and input.

The SAC and subcommittee meetings will be open to the public and have opportunities for public comment. More information about the SAC process and procedures may be found in the SAC *Collaboration Principles (http://www.portlandonline.com/bps/index.cfm?c=53258&a=313101)*.

A Technical Advisory Committee (TAC) representing public agencies with specialized expertise related to the plan and implementation will serve as a resource for the SAC and report back to their agencies throughout the planning process.

Voting SAC members represent the following groups and interests:

- Central City Concern (Affordable housing)
- Central Eastside Industrial Council (Business organization)
- NNE Business Association (Business organization)
- Lower Albina Council (Business organization)
- Portland Business Alliance (Business organization)

Urban League (Community/Civic organization)
Interstate Urban Renewal Area Advisory Committee (many interests)
NE Coalition of Neighborhoods (Cultural heritage/neighborhood interests)
Latino Network (Environmental justice / Economic equity)
Portland State University Engineering Department (Research institute)
Building Trades (Labor organization)
Lloyd Center Mall (Major retailer)
Lloyd Community Association (Neighborhood association)
Sullivan's Gulch Neighborhood Association (Neighborhood association)
Elliot Neighborhood Association (Neighborhood association)
Irvington Neighborhood Association (Neighborhood association)
Ashforth – Pacific (Property owner, local business, developer)
Trail Blazers/Portland Arena Management (Property owner, local business, developer)
American Automobile Association (AAA) (Automobile transportation)
Bicycle Advisory Committee (Bicycle transportation)
Lloyd Transportation Management Association (Local TMA)
Pedestrian Advisory Committee (Pedestrian transportation)
Portland Freight/Oregon Freight Committees (Freight transportation)
Union Pacific Railroad (Rail transportation)
Oregon Trucking Association (Trucking transportation)
American Society of Landscape Architects (Urban design)
Audubon Society (Environment)
Upstream Community Health (Community Health)
At Large Members (2)

Non-voting SAC members represent the following agencies and organizations:

Oregon Department of Transportation
Portland Bureau of Planning and Sustainability
Portland Bureau of Transportation
Portland Development Commission
TriMet
Metro
Oregon Convention Center/Metropolitan Exposition Recreation Commission (MERC)

III.C. Public Involvement Opportunities

Events (See project timeline for estimated timing. All events will be publicized on the project website)

SAC Meetings - SAC and its subcommittee meetings will be open to the public. Opportunity for public comment will be provided at SAC meetings and written public comments will be circulated to SAC members.

Public Workshops/Charrettes - A series of three to four public workshops or design charrettes will be held at key points during the project. These will be designed to allow stakeholders and the public to engage directly in the planning process and provide input that will meaningfully shape project outcomes.

Open House - An open house will be held when a recommended Quadrant Plan and Freeway Concept(s) is developed. Staff will present recommendations, answer questions and take public comments.

Community Walks - Community walks will be led during the existing conditions phase of the planning process. Staff and community members will share their knowledge of the N/NE quadrant with the SAC and other members of the public. The walks are also expected to prompt discussion about issues, opportunities and constraints in key areas. This input will be used to help frame issues and opportunities discussed during the planning process.

Community Group Meetings - The project team will contact community groups to inform them about the process and seek their input. Staff will ensure that interested groups are made aware of project proposals and milestones, offer opportunities for groups to submit comments and attend community group meetings at key project milestones.

Communication/Information Tools

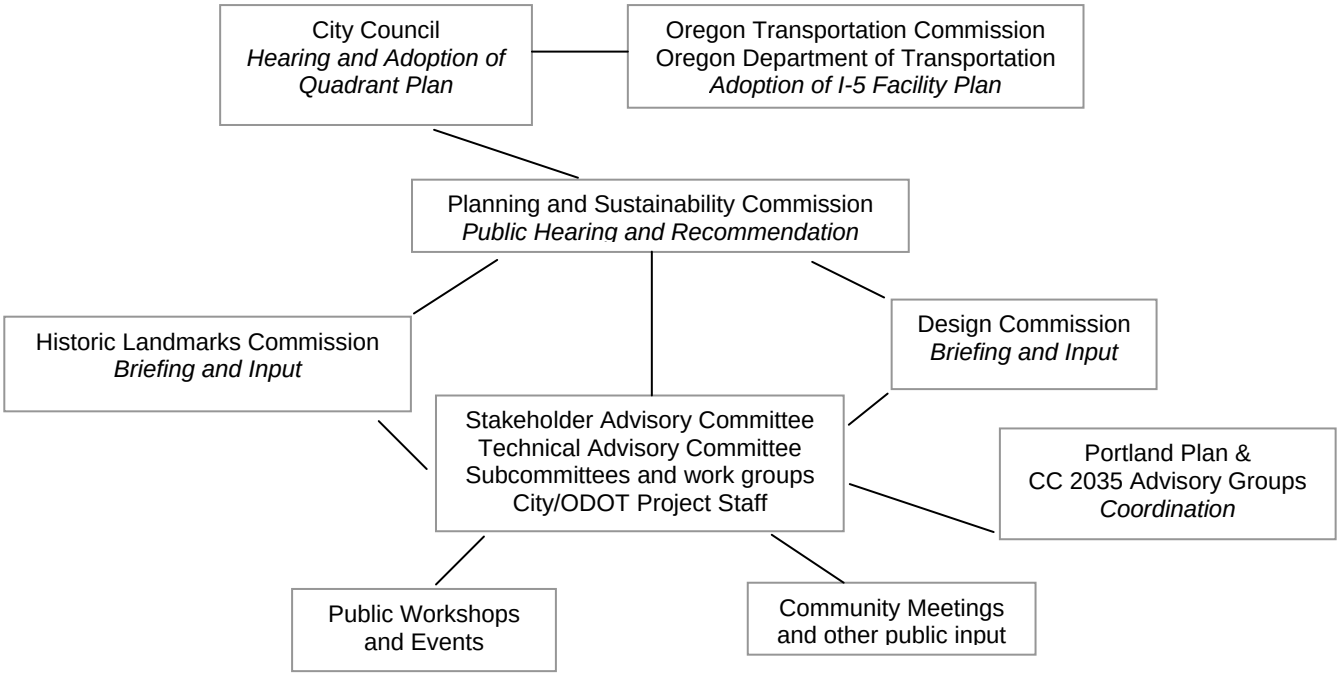
Project Website - A project website has been developed and will be regularly updated: http://www.portlandonline.com/bps/cc2035/neq. It will serve as a primary source of information for the public and as a means to solicit and receive public feedback. The website will include a project description, planning documents, project schedule, calendar of events, meeting agendas and minutes, links to other related planning efforts and other information as needed. It will also include a means for the public to submit comments and feedback to project staff.

Mailings and Newsletters – An electronic mailing list will be used to provide frequent updates to interested parties regarding meetings, events and new products. Occasional articles and notices will be distributed through the BPS bimonthly e-newsletter. Hard copy notices of important events such as public hearings will be mailed to businesses and residents within the N/NE Quadrant area and other interested parties.

Media - Announcements for key events and document releases will be distributed to local media outlets (Oregonian, Daily Journal of Commerce, neighborhood newspapers and other outlets).

III.D. Decision Making Process

Final decisions regarding outcomes of the planning process will be made by the Portland City Council and the Director of the Oregon Department Transportation based on recommendations from staff, the Stakeholder Advisory Committee, Portland Planning and Sustainability Commission, Oregon Transportation Commission, Historic Landmarks Commission, Design Commission and public input. The SAC will be a major public involvement feature of this planning process, providing stakeholders direct input on recommendations that are brought forward to decision makers. Public input will also be incorporated through public workshops and other outreach opportunities with interest groups and the general public throughout the process. Briefings will be provided at key milestones to the City Commissions, and the plan will undergo a formal public hearing process before the Portland Planning and Sustainability Commission and City Council prior to adoption.



III.E. Public Involvement Timeline

	Project Phase and Products	Public Involvement Tasks
4/10 to 9/10	**Project Start-up** Scope and Schedule Public Involvement Plan SAC Charter	Form Stakeholder Advisory Committee (SAC) Form Technical Advisory Committee (TAC) Develop project website Create project fact sheet Compile project mailing list SAC #1: Convening Meeting
9/10 to 11/10	**Background & Existing Conditions** Combined Technical Background Report	SAC #2: History, Existing Conditions Community walks Update website
11/10 to 1/11	**Issues, Opportunities & Constraints** Issues, Opportunities and Constraints Analysis	Public workshop #1: ID Issues SAC #3: Issues, Opportunities & Constraints Update website
2/11 to 5/11	**Concept Alternatives** Alternative Land Use, Urban Design and Transportation Concepts	Stakeholder charrette SAC #4: Problem Statement & Project Goals Public workshop #2: Setting Direction SAC #5: Concept Development SAC #6: Concept Refinement Update website
5/11 to 9/11	**Preferred Concept** Preferred Land Use, Urban Design and Transportation Concept and Policy Framework	SAC #7: Preferred Concept Development SAC #8: Preferred Concept Development Cont. Public workshop #3: Refinement SAC #9: Endorse Preferred Concept Update website
9/11 to 12/11	**Recommended Quadrant Plan & Freeway Concept(s)** Proposed N/NE Section Plan and I-5 Broadway/Weidler Recommendations	SAC meeting #10: Plan Development SAC meeting #11: Plan Development Cont. (optional) Open House: Review Plan SAC meeting #12: Endorse Draft Plan Update website
to follow	**Legislative Process and Adoption** Adopted N/NE Section Plan and I-5 Broadway/Weidler Recommendations	Legal notices and general mailings Briefings Public hearings

IV. Accountability and Evaluation

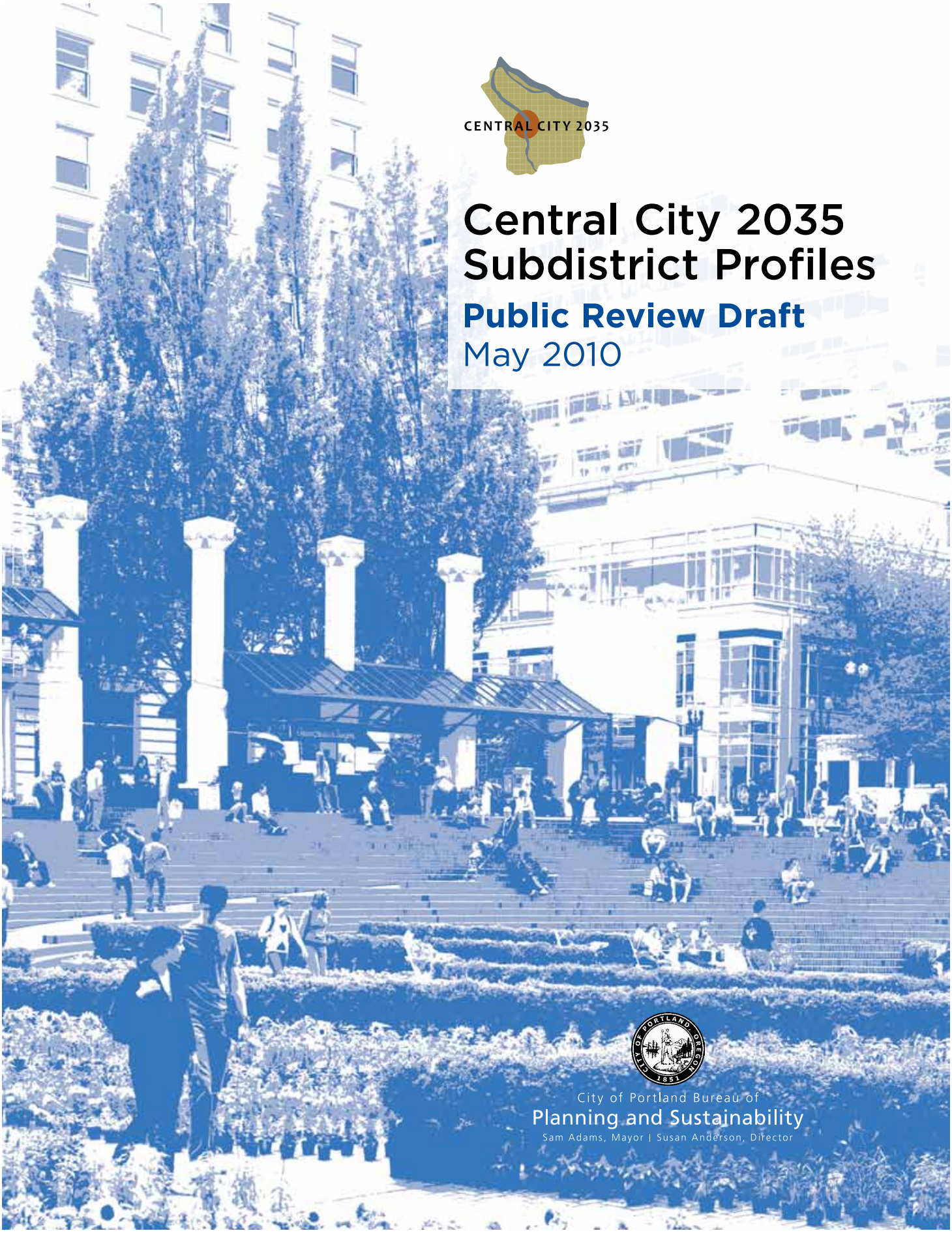
IV.A. Feedback Loop

Staff will compile public input and comments throughout the planning process and make them available to the Stakeholder Advisory Committee on an on-going basis. Stakeholder Advisory Committee Meeting minutes will be posted on the project website on a regular basis and public input will be summarized and posted on the project website at key milestones. The project team will brief commissions and decision-makers on the progress of the plan, results of outreach efforts and public input at key points in the planning process and during the formal hearing and adoption process. These briefings will describe input received from SAC meetings and comments collected through the website, workshops and other venues. In these briefings, and in plan reports, staff will describe how the project has responded to public feedback. Commission and Council decisions will be communicated to stakeholders and the general public through the website, electronic/hard copy mailings and local media outlets.

IV.B. Public Involvement Evaluation

The project team will evaluate the Public Involvement Plan from time to time to determine if changes are needed to achieve the stated goals and objectives. The following evaluation tools will be used:

- **Debriefs** with project staff after meeting and events to discuss outcomes and agree on improvements for future activities.
- **Informal feedback** from stakeholders and interested parties about the process will be sought on a regular basis.
- **Questionaires** will be used to obtain feedback from SAC members and from the public who attend workshops.



CENTRAL CITY 2035

Central City 2035 Subdistrict Profiles

Public Review Draft

May 2010

City of Portland Bureau of
Planning and Sustainability
Sam Adams, Mayor | Susan Anderson, Director

ACKNOWLEDGMENTS

Portland City Council
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Nick Fish, *Commissioner*
Amanda Fritz, *Commissioner*
Randy Leonard, *Commissioner*
Dan Saltzman, *Commissioner*

Portland Planning Commission
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Michelle Rudd, *Vice President*
André Baugh
Howard Shapiro
Jill Sherman
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Lai-Lani Ovalles
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Diane Hale, *Associate Planner*
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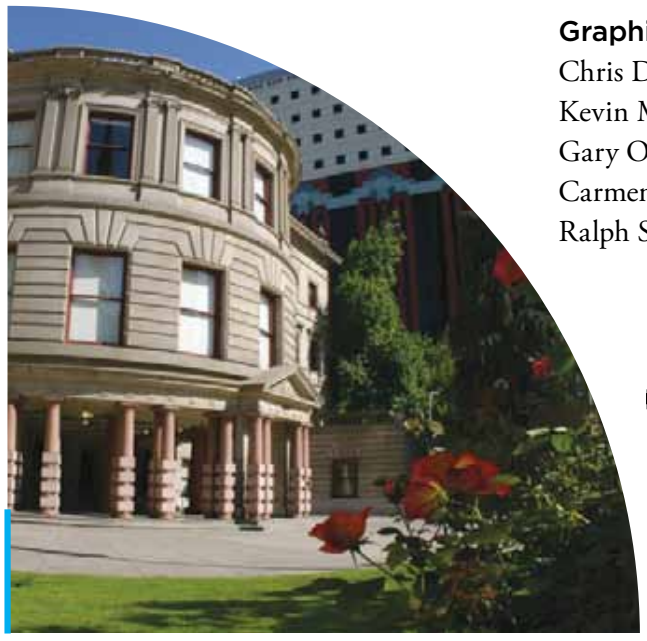

City of Portland Bureau of
Planning and Sustainability
Sam Adams, Mayor | Susan Anderson, Director

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PREFACE

This report is part of a trio of documents prepared for phase one of the *Central City 2035 Plan,* which will update the existing *Central City Plan,* adopted in 1988. Each document provides a foundation for discussion of key issues to be addressed in the creation of a new plan for Portland's Central City. Together, the three documents provide a wealth of essential facts, figures and ideas to help start the in-depth, citywide conversation and spur further ideas.

The *Central City 2035: Introduction* is the main document, supported by two specialized companion documents, *Design Central City* and *Central City 2035 Subdistrict Profiles.* The purpose of each is summarized below.

Central City 2035: Introduction

- Orients the reader to the Central City 2035 (CC2035) planning process — including study boundary, schedule and planning approach
- Suggests provocative policy concepts to initiate community discussion
- Identifies potential regulatory changes to strengthen connections between policy concepts and implementation strategies

Design Central City

- Frames and assesses the existing urban design context of the Central City
- Identifies current urban design issues, tools, challenges and opportunities
- Suggests three guiding themes — reclaim the river, elevate the east side, and transform the public realm — to stimulate public discussion on the development of a new urban design concept for the Central City

Central City 2035 Subdistrict Profiles

- Provides an "Encyclopedia" of information on existing conditions, historical background and evolution of the Central City as a whole and its eight existing planning Subdistricts
- Provides a policy review of current plans and policies
- Identifies current and future trends for the Central City and each subdistrict

The Central City plays a crucial, unique role in the health and well-being of the City of Portland and the region. New challenges now confront the Central City. To continue to reinforce its key role for the regional economy, land use planning, and air quality, these challenges need to be addressed. They include climate change, jobs and housing for people of all incomes, educational and workforce training to provide economic opportunities for a growing and diverse population, and providing services for those in need.

To address these challenges, the *Central City Plan* needs to be updated now. It has been more than 20 years since it was adopted and about 88 percent of the *Central City Plan* recommended "action items" have been completed (or at least begun). The time is now for recalibrating the policies and objectives to meet the Central City's needs for the next 25 years. City staff has been gathering background information, recording issues to be addressed in a new plan, and producing the documents listed above to start the community discussion for updating the *Central City Plan.*

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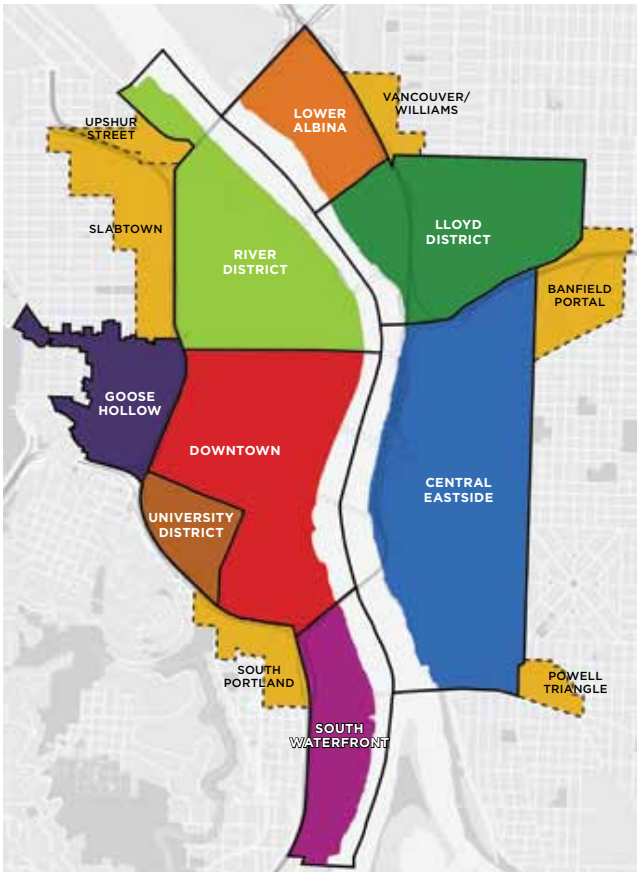

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Further detail about the topics and data covered in the Central City Subdistrict Profiles is available in the appendices online at www.portlandonline.com/bps

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Plans

Land

Transportation

Willamette Riverfront

Natural Resources

People

Housing

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Crime

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INTRODUCTION



Stretching over 3,000 acres, the Central City is the economic, cultural, transportation, entertainment, and educational heart of the Portland metropolitan area. It is where people, roads and rail lines from all across the region come together, mix and meet in the middle. With its 135,000 jobs, the Central City is the most concentrated employment center in the region. A healthy and growing Central City, with its higher density development reduces development pressure on farmland and natural areas on the urban fringe. Central City's many amenities and unique offerings attract investment throughout the City. Continued intense development in the Central City also helps reduce greenhouse gas emissions.

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8 Zoning Code subdistricts

(Downtown, River District, Lower Albina, Lloyd District, Central Eastside, South Waterfront, University District, Goose Hollow)



Part or all of 14 neighborhoods

(Buckman, Downtown, Eliot, Goose Hollow, Hillside, Hosford-Abernethy, Irvington, Kerns, Lloyd District, Northwest District, Old Town/Chinatown, Pearl District, South Portland, Sullivan's Gulch)



34,000 people

(5% of Portland's population)



134,000 jobs

(35% of Portland's total)



3% of Portland's land area



102 million developed square feet



63 acres of park space



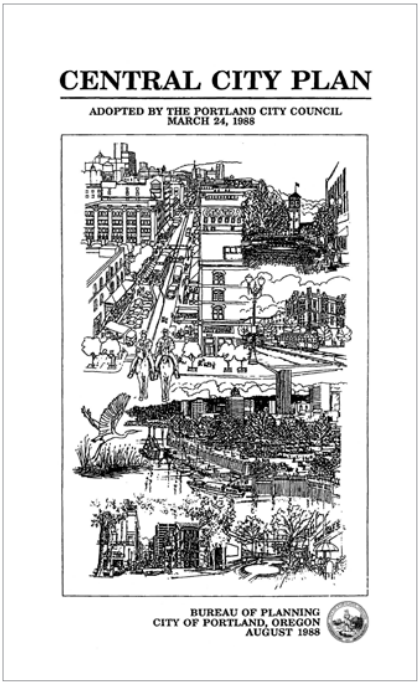
4 miles of the Willamette River



4 MAX lines with 32 stops



1 streetcar system with 34 stops



Given its significance, it's no surprise that the Central City has been the subject of numerous plans over the years. In fact, a strong and vibrant Central City is a key element of helping the city and region achieve significant overarching goals laid out in Portland's *Comprehensive Plan* (1980), Metro's *2040 Regional Growth Concept* (1995), and the Portland and Multnomah County *Climate Action Plan* (2009). Plans addressing the Central City have been created and backed by both the public and private sectors. Indeed, Central City's plans have helped create the city's legacy of public-private partnerships that have brought the city and region much success. However, the last complete, holistic look at the long-term future of the Central City was the *Central City Plan,* adopted by the City Council in 1988. This plan has been shaping public and private investments and guiding decision making in the Central City for over 20 years. The *Central City Plan* includes thirteen "Functional Policies" which address a range of issues, such as economic development, housing, transportation, and education. Eight "District Policies" relate to the Central City subdistricts. To implement these policies, the plan originally proposed 261 actions — a number which grew to 464 as the plan was amended over time. To date, 88 percent of these actions have been accomplished, or are on the way to completion.

Among the more dramatic changes seen in the Central City over the past 20 years is its expansion as the hub of an extensive regional rail transit system. The modern system began in 1986 with a single MAX light rail line connecting downtown to the east along a 15-mile alignment. A Westside alignment was opened in 1998. By now, the MAX extends 52 miles, connecting from Central City to the north, northeast and southeast as well. A new streetcar system opened in 2001, linking through downtown to the northwest, and now being extended across the river to the Central Eastside. More and more of the Portlanders using these rail lines are able to live in the Central City: during the past twenty-year period, the Central City also saw the construction of nearly 14,000 new residential units, tripling the housing inventory and providing homes for close to 20,000 additional people. In 2010, an estimated 34,000 people call the Central City home.

With so many changes — including much success — since the *Central City Plan* was completed, a thorough update is overdue. *Central City 2035* will be this update. *Central City 2035* will engage the community to create a new plan with goals, policies, and implementation actions which will guide investment and development to ensure the heart of the city remains vibrant and strong in the coming decades. This new plan will align with and support other City priorities including the *Climate Action Plan* and *Economic Development Strategy* as well as other recent policy directives. *Central City 2035* is not a stand-alone effort but part of a larger suite of efforts intended to ensure that Portland is a "Thriving and Sustainable City" — the overarching theme of the concurrent *Portland Plan,* which emphasizes expanding prosperity, health, and opportunity for all Portlanders.

Central City 2035 will address goals and policies for the broader Central City as well as address subdistrict-specific issues. This document, the *Central City 2035 Subdistrict Profiles*, provides a wide range of existing conditions and background information both at an overall Central City-wide level, and at a detailed level for each of the eight subdistricts and some other adjacent areas.

The Central City's eight subdistricts are remarkably diverse. They complement each other by playing different and yet equally crucial roles. The Central City includes industrial areas and recreational waterfront, residential neighborhoods, office towers, shopping districts, natural areas and playgrounds all tied together by proximity, transit and eight Willamette River bridges.

Downtown *is the business and government hub of the region and home to the most intensely developed real estate in the state. About 70,000 people work in the subdistrict, and 10,000 live here. With its skyscrapers, Waterfront Park, Pioneer Square, and civic buildings such as City Hall and the Multnomah County Courthouse, Downtown is the most recognizable and visible part of the City. It receives the most out-of-town visitors of any subdistrict, and is home to the most hotel rooms, the majority of Portland's large arts and cultural venues, and 2.7 million square feet of retail space.*



The ***River District*** *is an unlikely combination of one of Portland's oldest neighborhoods (Old Town/Chinatown) with one of its newest (the Pearl District). Although although the subdistrict is home to three National Register Historic Districts, many of its blocks— including large former rail yards — have seen rapid transformation into new high-density, mixed use neighborhoods. With over 8,000 housing units, the River District in 2010 has more residents than any other Central City subdistrict. It has also seen the most recent construction of affordable housing, with nearly 2,000 affordable units built in the past decade.*



Lower Albina *seems a world apart from the rest of the Central City, even though it is in close proximity to Downtown and connected by the MAX Yellow Line to other parts of the Central City. Primarily an active industrial area, the subdistrict is home to many local companies including the well-known Widmer Brothers Brewery and a rich variety of creative industries including recording studios, glass makers and architectural modeling services. The small scale, walkable historic N. Russell Street main street area is just blocks away from a working industrial riverfront regularly visited by oceangoing bulk cargo ships.*



The ***Central Eastside*** *is home to an eclectic mix of businesses that range from light manufacturing to creative offices. It has been an important incubator area for new start-up businesses, and is emerging as a center for creative and design-related services (such as computer software, advertising and film, architecture, building construction and materials, and home decorating and fixtures), reaching both local and national markets. While the Central Eastside has fewer than 1,000 housing units, it provides close to 16,000 jobs, which is 37 workers/acre — the highest job density of any of Portland's industrial areas.*



The ***Lloyd District*** *is second only to Downtown in office and retail space and is home to many large, regional facilities including the Rose Garden Arena and Memorial Coliseum, the Convention Center and the 1.4 million square foot Lloyd Center Mall. Despite these large facilities and close to 20,000 jobs, the Lloyd District has tremendous capacity to accommodate new development. The existing zoned capacity on redevelopable sites here is sufficient to more than double the current amount of development in the district. The Lloyd Transportation Management Association (TMA) has successfully changed the travel habits of workers in the subdistrict, as more people use alternatives to single-occupant cars for their daily commute.*





South Waterfront *is the newest Central City neighborhood, and has just recently begun a dramatic transformation. Once an active waterfront industrial area with lumber mills and ship-dismantling businesses, in the past five years this subdistrict has seen the construction of over 2,000 housing units, a 400,000 square foot medical building, an aerial tram connecting to Marquam Hill and a new park. All this activity is just the beginning for a subdistrict in transition. At buildout, South Waterfront will accommodate over 7,000 housing units as well as Oregon Health Sciences University's 2 million square foot Schnitzer Campus, all connected by light rail, streetcar and a continuous greenway park stretching more than a mile along the Willamette River's bank.*



The ***University District*** *is home to Portland State University. University-related activities dominate the subdistrict. Since 1949 when it was "Portland State College" with just one building on the South Park Blocks, Portland State has grown rapidly and is now Oregon's largest university with over 28,000 students and close to 4,000 employees. The regional economic impact of the university is well over 1 billion dollars. This growth is far from complete: the university estimates that by 2035, student enrollment will be somewhere between 36,000 and 52,000 students. To meet the needs of the growing university, Portland State will require an additional 4 million square feet of space, including housing for 7,000 students.*



Goose Hollow *is well connected to Downtown by multiple pedestrian routes, bus lines and light rail. Just down the hill from beautiful Washington Park with its variety of attractions and adjacent to the King's Hill Historic District, Goose Hollow contains a diverse mix of housing types and affordability levels. Goose Hollow is home to Lincoln High School, the only public school within the Central City. It's also home to the Multnomah Athletic Club and to PGE Park, which in 2011 will become the home stadium for Portland's new Major League Soccer franchise. Despite these amenities, the pace of development in Goose Hollow has been somewhat slower than in other west side Central City subdistricts, with around 900 housing units and few commercial projects built in the past decade. Goose Hollow is also the only area in the Central City that has never had the benefit of inclusion in an urban renewal area.*



Study Areas Adjacent to the Central City

In addition to detailed information about the eight existing Central City subdistricts, six areas totaling a little over 400 acres adjacent to the current Central City boundary have been included in the Central City 2035 study area. For a variety of reasons, these areas are all expected to see significant change in the future. Including them in the Central City 2035 study area, and providing some basic information about them in this report allows an opportunity for a thorough planning conversation. It does not imply they will necessarily be included in the final boundaries of Central City.



This Document provides answers to a wide variety of potential questions about the Central City. A few examples:

How much affordable housing is there in the Central City?	*Of the roughly 16,000 rental housing units in the Central City, about 50% are income-restricted, affordable units.* ***See page 22***
How many parking spaces are in the Central City?	*There are 112,073 parking spaces that must be managed to meet the needs of workers, shoppers, visitors, and residents.* ***See page 37***
Are there any large vegetated areas in the Central City?	*There are about 150 acres of vegetated areas in the Central City that are at least 1/2 acre in size. In addition, there are over 300 acres of tree canopy.* ***See page 41***
How much room for new development is there in the Central City?	*In 2007, 400 acres of land in the Central City were identified as redevelopable. If all this land were developed to the maximum allowed, it could accommodate over 100 million square feet of new development — effectively doubling the amount of built area in the Central City.* ***See page 45***
What percentage of trips in the Downtown are made on transit? How about on bikes?	*45% of trips in the Downtown subdistrict are made on transit, 16% on bicycles.* ***See page 60***
Are there neighborhoods in the Central City where a lot of families with children live?	*On average, 47 children are born every year to families living in the River District, which is a rate on par with the birthrate found in traditional single-family-home neighborhoods.* ***See page 91***
How many of the buildings in the Central Eastside are used for industry?	*Approximately 41% of the building square footage in the Central Eastside subdistrict is used for industry, making this the predominant use in that subdistrict.* ***See page 151***
What types of jobs are most common in Goose Hollow?	*42% of jobs in Goose Hollow are in the Retail, Arts, and Accommodations sectors.* ***See page 216***

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CENTRAL CITY





POLICY OVERVIEW

In **1988, the *Central City Plan* was adopted** by the City Council as the comprehensive policy framework that would shape public and private investments and drive decision making in the Central City for the next 20 years, and it has been our guiding document ever since. The plan contains **13 "Functional Policies," addressing a range of global issues**, such as economic development, housing, transportation, and education. The plan also contains **eight "District Policies"** related to the 1988 Central City subdistricts. Following the *Central City Plan*, the *Central City Transportation Management Plan* (CCTMP) was adopted in 1995 to implement the *Central City Plan* transportation goals and objectives by developing a comprehensive transportation policy framework.

To implement the Central City policies, the 1988 plan proposed 261 actions — a number that rose to 464 with amendments over the years, and of which 88 percent have been accomplished, or are on the way to completion. Indeed, most of the larger goals outlined in the *Central City Plan* have been achieved. For instance, more than **10,000 residential units have been developed**, new residential mixed-use neighborhoods have been created, and more than 34,000 people now make their home in the Central City. About **135,000 jobs** are now located in the Central City, which represents about one-third of Portland's jobs and about 15 percent of all jobs in the region. These jobs and residential neighborhoods are supported by a rich and ever-expanding **multimodal transportation system** that includes streetcar, light rail, bike and pedestrian routes, and a street and freeway network that connects the Central City to all quarters of Portland and the larger metropolitan area.

As envisioned in the 1988 plan, the Central City is home to a vibrant **downtown retail core,** supported by world-class restaurants, a diverse collection of arts and cultural institutions, and a large number of public parks and plazas. **Oregon's largest university, Portland State,** is located here, as are other distinguished institutions such as the Portland Art Museum, Pacific Northwest College of Art, Western Culinary Institute, and a new campus of Oregon Health & Science University.

Although other plans have been done since the Central City Plan and the Central City Transportation Management Plan, and much has been accomplished in the Central City since they were each adopted, more remains to be done. To ensure past successes continue, additional growth is accommodated, and new opportunities are pursued, a new set of policies, objectives, and actions needs to be developed. The *Subdistrict Profiles* are intended to provide a wealth of background information about the Central City in order to help the community as it develops a new policy framework as part of the Central City 2035 (CC2035) project.

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LOCATION AND HISTORY

As the Portland metropolitan region's **business, transportation and cultural hub,** the Central City is where the region's largest buildings and greatest density of human activity are located. The many distinctive places within the Central City range from historic districts to new high density residential neighborhoods; from busy industrial districts to gleaming office towers and shopping malls; and from major stadiums and arenas to tranquil parks.

The Central City **straddles the Willamette River**, and covers roughly 3,000 acres (4.5 square miles), with about 15 percent of that total occupied by the river. Eight bridges connect the two sides of the river within the Central City and a ninth is currently planned. The CC2035 study area includes five officially designated neighborhoods in their entirety and portions of seven others.

The original settlement that now is Portland was **founded in 1843** on the west side of the Willamette, in the area that is today's Downtown and Old Town. The region had been inhabited by Native Americans for thousands of years, but permanent settlements and development did not occur until 40 years after the arrival of the Lewis and Clark expedition in 1805.

Three distinct 19th-century cities had their origins in what is now the Central City. The original town site of Portland was chosen because it was the furthest upriver that oceangoing vessels could comfortably venture. The City of East Portland developed later, as a separate jurisdiction with a business center along SE Grand Avenue and E Burnside. The City of Albina was yet another separate city with a business center along NE Russell Street.

The construction of bridges and a streetcar system in the later 19th Century strengthened the links between the three cities. **Consolidated in 1891**, they began to function as part of the larger economy of a rapidly growing City of Portland. Downtown continued to dominate as the location of choice for commerce and business. The areas east of the River became increasingly industrial in character. Further inland, there were **growing residential communities.** More bridges and a robust streetcar system were built through the turn of the century and on into the early 20th Century.

In the **1920s, use of the automobile** began to shift the urban landscape. Many streets were widened, and/or paired as one-way couplets to speed traffic and lessen auto congestion. By the 1950s and 1960s numerous **older buildings were being demolished** and replaced with surface parking lots. The streetcar system gave way to buses and private automobiles, and by 1950 the last streetcar had made its final run.

Some areas of the Central City came to be considered "blighted" and were subject to **urban renewal** planning projects in the 1950s and 1960s. A new City agency, the Portland Development Commission (PDC), was founded in 1958 to implement renewal plans. The method of revitalization carried out through urban renewal in this period began with clearing the area of "blight." Numerous blocks of existing neighborhood residential and commercial buildings were razed on both the eastside and westside of the Central City. Areas of urban renewal included the South Auditorium District, which was the first PDC renewal district, and the Rose Quarter.



The **construction of freeways** around the Central City in the 1950s and 1960s also has had a lasting effect. The Interstate 84 (I-84) Banfield Expressway opened in 1955, Interstate 5 (I-5) Eastbank Freeway was completed in 1964, and the Marquam Bridge portion of I-5 opened in 1966. The Interstate 405 (I-405) freeway, which edges the west side of Downtown, opened in 1969. When the I-405 Fremont Bridge opened in 1973, the existing "freeway loop" around the downtown core was complete. Now, more than 30 years later, these roads in many ways define our geographical understanding of what is Portland's inner, "central" city.

Despite the efforts of urban renewal and the construction of new freeways, by the **late 1960s, Downtown was in decline and facing significant challenges**. In addition to urban renewal, Portlanders continued to search for ways to stem the decline. The seeds were planted for various projects which, either because they were or were not built, have had significant positive influences on the Central City. In 1966, federal funding for the planned Mt. Hood Freeway was turned down in favor of using the funds for transit projects. In 1968, the City's *Downtown Waterfront Plan* called for the multilane highway along the west waterfront, Harbor Drive, to be replaced by a park. In 1970, a permit for a multi-story addition to the existing Meier & Frank parking garage was denied by the Planning Commission. This block, located in the heart of Downtown, eventually became Pioneer Courthouse Square.

Efforts to **revitalize the urban core,** along with severe air pollution problems and new federal environmental regulations, led to the creation of the ***Downtown Plan*** **in 1972**. Strong state and regional growth management laws magnified the positive change. Senate Bill 100 (which in 1972 established the Oregon Land Conservation and Development Commission), Oregon Land Use Law and the adoption of the first urban growth boundary in 1979 were major milestones. Additionally, the creation of the **Transit Mall in 1978** was also a benchmark.

The **1988** ***Central City Plan*** **expanded the boundaries** and ambitions of the *Downtown Plan*. The plan crossed the river to **bring the eastside into the core,** and recognized that a strong Central City is necessary for a healthy city and region.

The area's first light rail transit line, linking downtown to the outer eastside, was completed in 1986. In each decade since, TriMet, the regional transit agency, has added new lines. The most recent is the MAX Green Line, which opened in Fall of 2009. The Portland Streetcar also has added to the non-automobile transportation alternatives being offered to Portlanders in recent decades. The first streetcar opened Downtown in 2001 — some 50 years after the last of the original streetcars made its final run. The streetcar has helped some of the former industrial areas on the westside become new neighborhoods. Expansion of both light rail and the streetcar continues into the present, further linking Downtown to other parts of the Central City and the City of Portland as a whole. This shift towards **reinvestment in the center** continues to this day; the Central City has become a much more vibrant place in the past 35 years.

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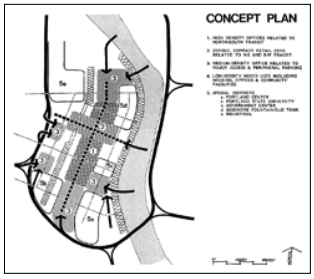
Portland Planning History

1924	1959	1968	1972
First zoning enacted in Portland; there were four zones	*Revised more extensive zoning code adopted; there were 15 zones*	Downtown Waterfront Plan, *Harbor Drive to be replaced by parks on waterfront*	*The* Downtown Plan







PRIOR PLANNING

Two primary policy documents mentioned above have provided long-term guidance for the growth of the Central City and have had a lasting effect on the city's form and its method of planning. The 1972 *Downtown Plan* created a strategy to revitalize the Downtown by creating the Transit Mall and organizing the City's highest densities and its transit hub in a linear corridor along NW and SW 5th and 6th Avenues. The 1988 *Central City Plan* extended this linear concept to arc across the Willamette River into the Central Eastside and Lloyd District. Both these plans involved **extensive public engagement**, which helped to establish their credibility, increase their effectiveness, and set a standard for Portland city planning.

Especially when seen in retrospect, the *Downtown Plan* was realistic and focused, addressing a relatively small geography — westside, downtown Portland — and defining a limited number of goals, which were illustrated by a **simple Concept Plan diagram**. The plan included an implementation program of first- and second-phase projects. A map indicated 17 first-phase projects, designated for action within the first three years after the adoption of the plan. A wide range of functions and characteristics of the City were included in the *Downtown Plan*'s "Citizen Goals," including:

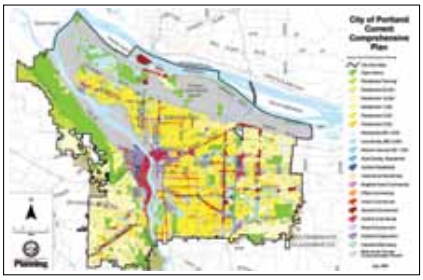
- increasing **housing** production at a range of incomes,
- improving the **pedestrian** experience,
- maintaining a vibrant and compact **retail core**,
- embracing the **river** through improvements to increase human activity along the waterfront,
- improving the connections to and relationship with **Portland State University**,
- designing a **balanced transportation system** including attention to transit and pedestrian facilities in the core and peripheral parking facilities,
- continuing to grow the **office core**,
- supporting **arts and culture**,
- seeking new opportunities for public and private **open spaces**,
- preserving and restoring significant **historic resources**, and
- undertaking analysis of **warehousing and industrial** functions in or near the core.

Expanding on the foundations of the Downtown Plan, the *Central City Plan* (1988) was adopted in 1988 and has been amended several times since then. It includes both geographically-focused, subdistrict-specific goals and policies and more general Central City-wide policies. The body of the plan included 13 general Functional Policies addressing these topics:

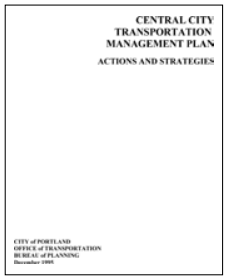
- **Economic Development** set a target of 50,000 new jobs by 2010 (this goal was increased in 1995 to 75,000 jobs).
- **Willamette Riverfront** called for further improvements to the Riverfront as a focal point for public activities and development.
- **Housing** called for the creation of 5,000 new housing units by 2010 (this goal was increased in 1995 to 15,000 new units).
- **Transportation** focused largely on transit and encouraged alternative modes.

1979	1980	1988	1995
Urban Growth Boundary	Portland Comprehensive Plan	Central City Plan	Central City Transportation Management Plan









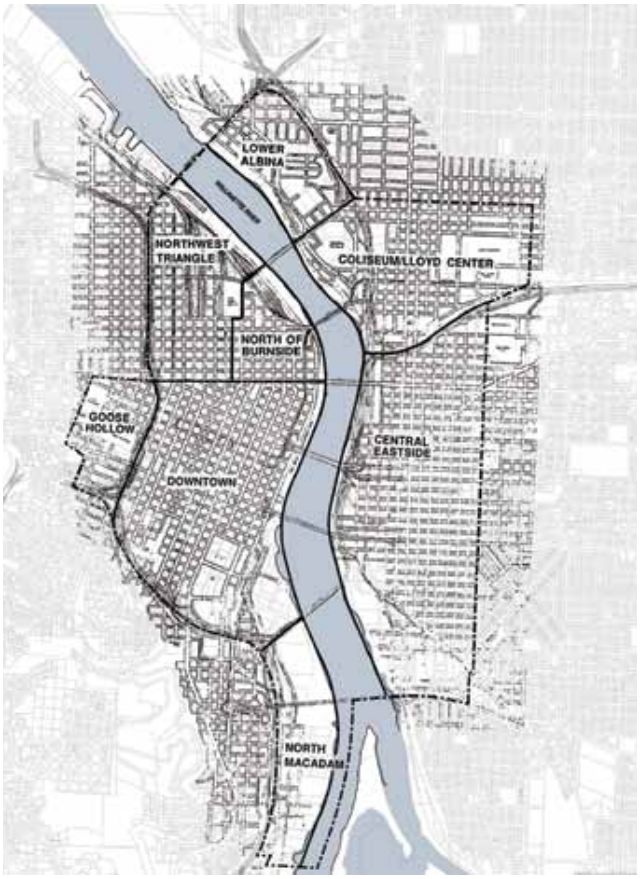
- **Human Services** called for the provision of social and health services for special needs populations and preservation of shelter and service providers in the Central City.
- **Public Safety** identified areas in which to increase police visibility and encouraged the creation of a vibrant, 24-hour city as a means to improving safety.
- **Natural Environment** focused primarily on reducing pollution, increasing vegetation, and improving wildlife habitat.
- **Parks and Open Spaces** encouraged expanding the parks system and linking open space resources together with green connections.
- **Culture and Entertainment** promoted the Central City as the region's cultural and entertainment center.
- **Education** focused on providing a range of adult educational and learning opportunities in the Central City.
- **Historic Preservation** called for preserving significant architectural resources, both buildings and districts.
- **Urban Design** applied many of the concepts from the *Downtown Plan* to a larger area and called for distinctive districts within the Central City.
- **Plan Review** recommended ongoing monitoring of plan implementation progress and periodic updates to the plan as conditions change.

Other important plans also within the past decades have focused on the Central City's **transportation system**. For instance, the *Downtown Parking and Circulation Policy* accompanied the 1972 *Downtown Plan*, while the *Central City Transportation Management Plan* (1995) followed and supplemented the *Central City Plan*. These transportation plans are discussed in more detail later in this chapter in the section on Transportation.

The goals and policies of the *Central City Plan* were accompanied by **urban design plans** at both the Central City-wide and subdistrict-specific levels. The City has since updated the urban design plans for some of the subdistricts. These changes have affected the original urban design cohesiveness of the subdistricts, their goals and policies, and their relationship with the original Central City Concept Plan. Such **inconsistencies** support the need to update the plan today. Specifically,

- On the westside, several study areas and/or subdistrict **boundaries overlap** with each other.
- On the eastside, the original urban design plans for each district have **not been updated** since 1988.
- The **River District was created**, consolidating and renaming what had been in 1988 the North of Burnside and NW Triangle districts.

Original District Boundaries



The Central City Plan *identified eight subdistricts. The boundaries generally followed previously adopted planning study boundaries, neighborhood boundaries, or other common boundaries. The original plan identified policy, objectives, and proposals for action for each subdistrict.*

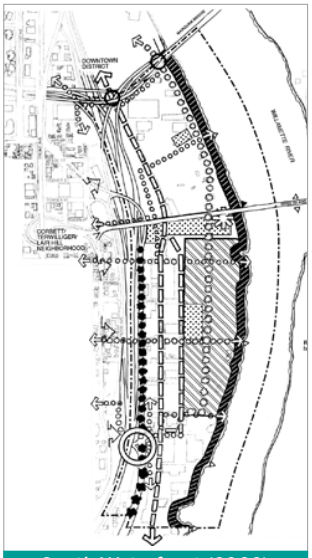
Updated Urban Design Maps


University District (1995)


River District (1995)


West End (2002)


Goose Hollow (1996)


South Waterfront (2002)

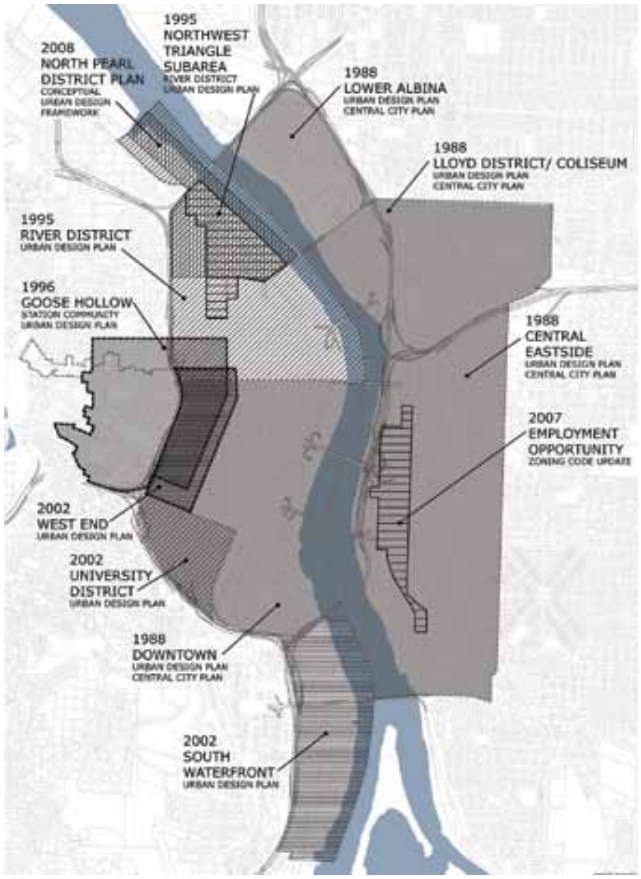
These maps reflect revised or added subdistrict urban design plans. The Central City Plan *included an urban design plan for each subdistrict. As subdistricts were updated or added, five new plans were adopted. Each revision has not been entirely consistent with adjacent subdistrict urban design plans.*

- Since 1995, three **new subareas have been created:** the West End (Downtown Subdistrict); the Employment Opportunity Subarea (Central Eastside Subdistrict); and the Northwest Triangle Subarea (which was updated with the consolidation of the River District in 1995 and later replaced with the North Pearl Subarea in 2008).
- **Some subdistrict areas have significantly changed** since the 1988 Plan, especially the River District and South Waterfront.

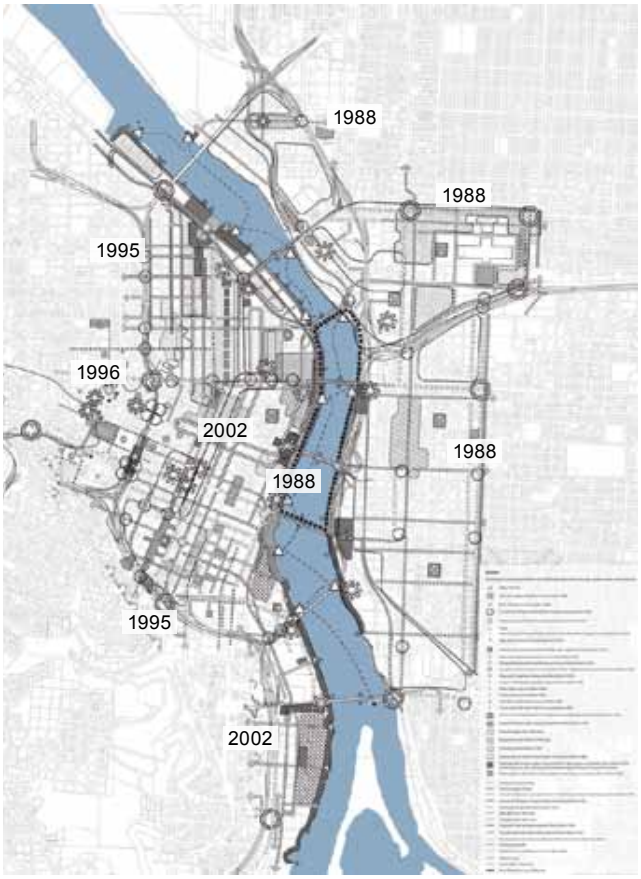
As subdistrict plans have been modified from the originals and new ones have been created, the resolution, cohesiveness, and **overall big ideas at the Central City-wide level have lost their strength**. Some revisions have been inconsistent with adjacent subdistrict urban design plans, and some of these plans are outdated. For instance, the proposed transit network does not reflect current configuration and supports the rationale for completing an update to the plan now.

When combined into a single composite map of all adopted district urban design plans (reflecting changes, updates, and revisions since 1988), the resulting map shows that individual urban design boundaries overlap and where many elements conflict with each other.

Current District Boundaries



Subdistrict Composite



Since the Central City Plan's *adoption in 1988, several subdistricts have been updated or added. This map reflects boundaries of the areas included in currently adopted subdistrict plans. The entire east side still retains its status from 1988, while the west side has seen two updated urban design plans and three new ones.*

The composite urban design map of plans also illustrates that some areas of the Central City have received more planning emphasis than others. For example, the westside has been planned and revised to a great extent, while the eastside essentially has been left as originally illustrated in the 1988 Plan. Recent plans have included more complex plan elements, creating unequal levels of resolution between plans.

Other BPS background documents offer further detail on the above issues and are available online. In particular, the *Urban Design Assessment* (2008) contains a more complete analysis of the Central City Plan's urban design elements and actions. *Design Central City* (as described in the preface, one of the trio of documents prepared for the CC2035 process), builds on the *Urban Design Assessment* and proposes some new policy and form ideas to be considered as part of the CC2035 planning process.



CENTRAL CITY CONDITIONS

Portland's Central City is composed of many elements and layers: physical places, people, and the activities people do in these places. City policies and regulations help shape how these elements come together to make the Central City we have today. The following sections discuss the current conditions of the Central City as a whole, providing relevant context for each of the individual subdistricts that make up the many parts of the Central City. Topics covered in these next sections — from the arts to zoning, demographics to parks — will be examined at a finer scale in the subdistrict chapters that follow.

Table 1.1: Central City Characteristics (1997–2008)

Residents (2008 estimate)	34,400
Median age (2000)	36
Education — bachelor's degree or higher (2000)	38%
Average household income (2000)	$35,624
Housing units (2008)	22,994
Affordable* housing units (2008)	56%
Jobs (2006)	134,870
Jobs/residential population ratio (2008 estimate)	4:1
Change in crime rate between 1997–2008	–32%

** Affordable = units that are restricted by tenant or income*

People

The population of the Central City has grown dramatically in the past two decades, from about 17,000 in 1997 to an estimated 34,400 in 2008. The 2008 estimate is based on the PDC Central City Housing Inventory and the average household size of approximately 1.5 people. Most of the detailed demographic data available dates back to the 2000 census, and is thus out of date.

Housing

There have been many new housing developments built in the Central City in recent years. Construction has been especially strong in the River District and more recently in South Waterfront. The West End area of Downtown has also seen significant housing development in recent years. Central City added roughly 10,000 new units in the past decade, nearly doubling the total number of Central City residences to almost 23,000. Although an additional 1,500 units are currently under construction, permitting activity for new residential development has slowed dramatically in the recession of 2009–2010 and likely will take several years to reach previous construction levels. More than 90 percent of the housing in the Central City is on the west side of the river.







Close to 70 percent of the housing in the Central City is rental, roughly half of which is low income/income-restricted. Despite recent market rate condominium development, the Central City continues to have the region's greatest concentration of very low income housing.

There has been significant development of new affordable, income-restricted housing units in the Central City — more than 2,800 income-restricted units have been constructed in the past 10 years (primarily in the River District). The City continues to meet the 2002 No Net Loss Policy established by the City Council. This policy requires that, either through preservation or replacement, the City will maintain the number of units that were affordable (at 60 percent of the median family income [MFI] or below) in 2002; that baseline number is 8,286. Currently, an estimated 8,473 rental units are classified as being within the No Net Loss affordability category.

Ownership units (primarily condominiums) comprise 32 percent of the housing in the Central City, with relatively few units affordable to those making between 80 percent and 120 percent of MFI. Most of

Table 1.3: Central City New Construction of Affordable Rental Projects (1998–2008)

Subdistrict/Area	Unit types	Totals	Percent of total Central City-wide
Downtown	Total units	633	16.8%
	Total subsidized units	482	16.9%
Goose Hollow	Total units	639	17.0%
	Total subsidized units	538	18.9%
River District	Total units	1,931	51.3%
	Total subsidized units	1,293	45.5%
University District	Total units	564	15.0%
	Total subsidized units	531	18.7%
Central City-wide	Total units	3,767	100.0%
	Total subsidized units	2,844	100.0%

For a complete list of all projects by subdistrict, please see the appendix. Other subdistricts not listed here did not have any recorded construction of affordable rental projects during this timeframe.

Table 1.2: Central City Estimated Total Number of Housing Units (2008)

Tenure	Central Eastside	Downtown	Goose Hollow	Lloyd District	Lower Albina	River District	South Waterfront	University	Central City Total
Rental	863	4,940	2,162	1,017	86	4,573	503	1,457*	15,601
Owner	94	2,002	798	148	1	3,582	767	1	7,393
CC total	957	6,942	2,960	1,165	87	8,155	1,270	1,458	22,994
Percent of CC units	4.2%	30.2%	12.9%	5.1%	0.4%	35.5%	5.5%	6.3%	

**This includes student housing*

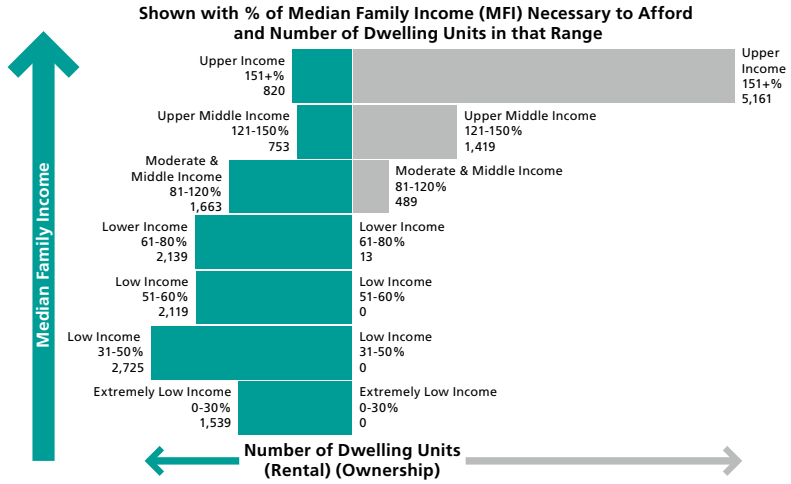
the ownership units are affordable only to households with MFI of 150 percent or higher. Currently, the housing available in the Central City may not be diverse enough to attract people with a lower or moderate income who would like to buy a home *(see accompanying table).*

In 2008, the median family income for a family of two in the Portland metro region was $54,000. For an ownership unit in Central City to be attainable, the two-person family would need to have an income greater than 120 percent of the MFI of $54,000, or more than $64,800. An example of average incomes by job types can be seen in Graph 1.2.

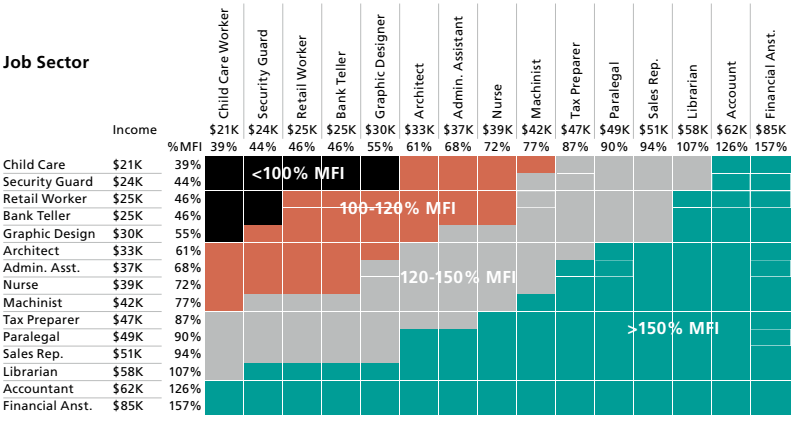
In 2006, the Central City average wage (total average pay for all Central City employees/total number of jobs in the Central City) was about $42,200. Thus while jobs that provide lower- to moderate-income wages are a significant portion of the total number of jobs in the Central City, there is limited availability of ownership units at these income levels. This suggests a greater need for workforce housing.

In addition to affordability issues, the size of residential units might also be a barrier to accommodating the average Central City worker. The vast majority of the Central City's housing units are one-bedrooms or studios. Among rentals, almost 90 percent of units have one bedroom or less. Less than one percent of rental units in the Central City have three or more bedrooms. Equivalent data on bedroom counts are not available for ownership units, and while they tend to be larger than rental units, the predominant unit type remains studio and one-bedroom units. (For more information on housing in the Central City, please refer to the Portland Development Commission 2008 *Central City Housing Inventory*).

Graph 1.1: Central City Affordability of Dwelling Units (2008)



Graph 1.2: Central City Examples of Average Incomes by Job Types and MFI Range



% Median Family Income (MFI) based on two person household
Adapted from graphic in 2008 Portland Development Commission Central City Housing Supply

Jobs

As is typical in U.S. cities, Portland's Central City is the traditional commercial heart of the greater metropolitan area. The Central City is the largest employment center in the region, the state of Oregon, and southwest Washington. It is the center for banking, insurance, and real estate. While the Central City experienced some "blight" since the 1960s, as mentioned earlier, the degree of urban decay was less than that which plagued many American cities. However, between the 1960s and the 1990s, the Central City's share of regional job growth has declined. In 1988, roughly 25 percent of the region's jobs were located in the Central City; by 2008 that percentage had dropped to less than 15 percent.

However, more recent employment data suggest a reversal of this trend in the past few years. Between 2000 and 2006 (the period for which the most recent data exists), the Central City significantly outperformed the rest of the region in job growth and added about 12,000 jobs, which is a 1.6% growth rate compared to the regional growth rate of 0.7% over the same period. Even so, the City's net job growth target of 75,000 new jobs in the Central City area (established in 1995) clearly has not been met.

Not only the rate but also the type of employment within the Central City changed from 2000 to 2006. Manufacturing, transportation and utility industries lost jobs over this period. The service, retail, education, health and accommodation sectors saw employment increases. As the mix of the employment sector changes over time, so does the purchasing power and economic needs of the Central City workforce.

Table 1.4: Central City Employees and Residents

	Total employees (2006)	Total residential population (2008 estimate)	Employee/ residential population ratio
Central Eastside	15,733	1,400	11:1
Downtown	69,586	10,400	7:1
Goose Hollow	4,844	4,400	1:1
Lloyd District	18,977	1,700	11:1
Lower Albina	2,712	130	21:1
River District	17,187	12,200	1:1
South Waterfront	**	1,900	N/A
University District	5,831	2,200	3:1
Central City total	134,870	34,400	4:1

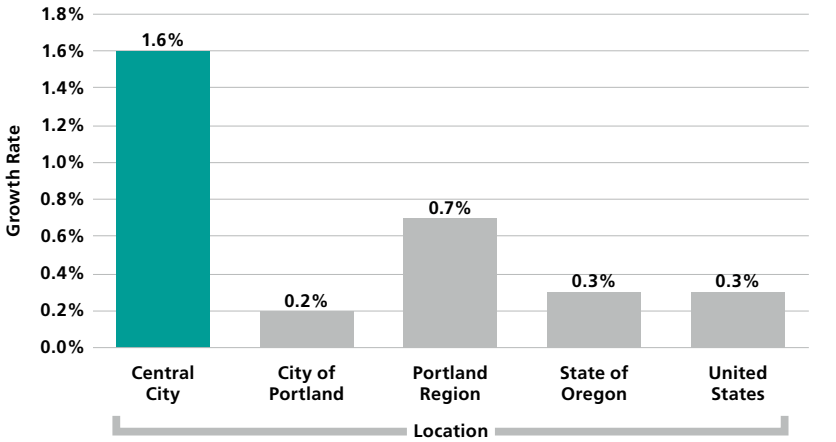
Job creation strategies can build on the fact that, compared to the City and region as a whole, the Central City offers many **advantages** as an employment location:

- **Center of office sectors**: Professional services, finance, headquarters, utilities, and government are centered within the Central City.
- **Active downtown:** Retail, restaurants, bars and night life in the Central City attract firms with workforces (such as the professional office sector) that thrive in a vibrant urban setting.
- **Transportation access**: The Central City is strategically located at the center of the regional system of highways, transit and bicycle facilities. Rail transit is free in most of the Central City. Downtown is directly linked to the airport by light rail.
- **Growing educational institutions**: Both Portland State University and the Oregon Health Sciences University are located in or adjacent to the Central City. A number of smaller institutions also are expanding in the Central City. The Pacific Northwest College of Art, the National College of Naturopathic Medicine, the Portland Campus of the University of Oregon, and a Portland Community College branch are all located in the Central City and most have expanded recently or have plans to expand.
- **High-quality public amenities:** Waterfront Park, neighborhood parks, fountains, public squares and plazas, historic buildings and districts, recreational and tourist attractions such as sports arenas, entertainment venues, art and historic museums are located in the Central City.
- **More than 20,000 housing units:** Homes are available at a variety of income levels, particularly at the income-restricted affordable and high-end levels, in the Central City.
- **The Oregon Convention Center**: Located on the Central City's eastside, the region's premier tradeshow and convention facility hosts more than 600 events each year with over 800,000 attendees.
- **Capacity for new development**: Despite its status as the most densely developed urban area in the state, the Central City has ample land for new construction of both commercial and residential space. About 400 acres of land has been identified as either available now or potentially available for redevelopment at some

point in the next 20 years. At current development trends, this space, if fully developed, could accommodate up to 30 million square feet of commercial development and more than 50,000 new housing units.

- **Access to a strong labor supply**: A large population of educated, creative people live in either the Central City or the surrounding region.
- **Active industrial and commercial businesses:** The Central City areas along the Willamette Riverfront include marine cargo and industrial manufacturing uses in Lower Albina, South Waterfront, and the Central Eastside, all of which provide a strong job base. Employers include Glacier NW Cement and Zidell Marine.

Graph 1.3: Average Annual Employment Growth Rate (2000–2005)



There are also many possible challenges to Central City job growth relative to the region and to other western cities:

- **City Business License Fee and County Business Income Tax**: These two local business taxes raise critical revenue for services but may put the Central City at a competitive disadvantage for new business recruitment.
- **High rents and parking costs:** compared with other parts of the region.
- **Congestion**: While Portland's congestion is less than that found in most other western cities, it is a growing problem as the region continues to add residents, and much of the Central City's congestion is a result of through-traffic.
- **Lack of new construction:** Portland's Class A office space rents are less than those in other West Coast cities. While this is a positive for some businesses, it also means that achievable rents are frequently not high enough to justify new high-rise construction.

Table 1.5: Central City Employment (2006)

	CBD and South Waterfront	University District	River District	Goose Hollow	Lloyd District	Central Eastside	Lower Albina	Central City total	Average pay	Change 2000–2006
Utilities	12		1,036		1,254			2,302	$83,861	(1,133)
Construction	940		782	274	152	1,433	299	3,880	$55,632	(594)
Manufacturing	263	34	480	282	23	2,265	355	3,702	$49,275	(1,465)
Trans, Warehouse, Wholesale	706	56	4,625	23	317	3,703	366	9,796	$40,533	(2,128)
Retail, Arts, Accommodations	10,472	315	3,422	2,022	5,734	2,974	170	25,109	$27,285	1,523
Services	32,077	282	3,318	1,345	6,520	2,755	59	46,356	$34,018	8,559
Information and Design	10,732	1	2,436	638	888	1,103	60	15,858	$70,519	(91)
Education and Health	3,001	4,895	930	256	1,798	1,411	1,403	13,694	$43,987	4,884
Public	11,311	247	150		2,291	85		14,084	$51,107	2,932
Other/No NAICS	5		7	5		4		21	$45,690	(560)
Total	69,586	5,831	17,187	4,844	18,977	15,733	2,712	134,870		11,950
2006 Distribution	51.59%	4.32%	12.74%	3.59%	14.07%	11.67%	2.01%	***		



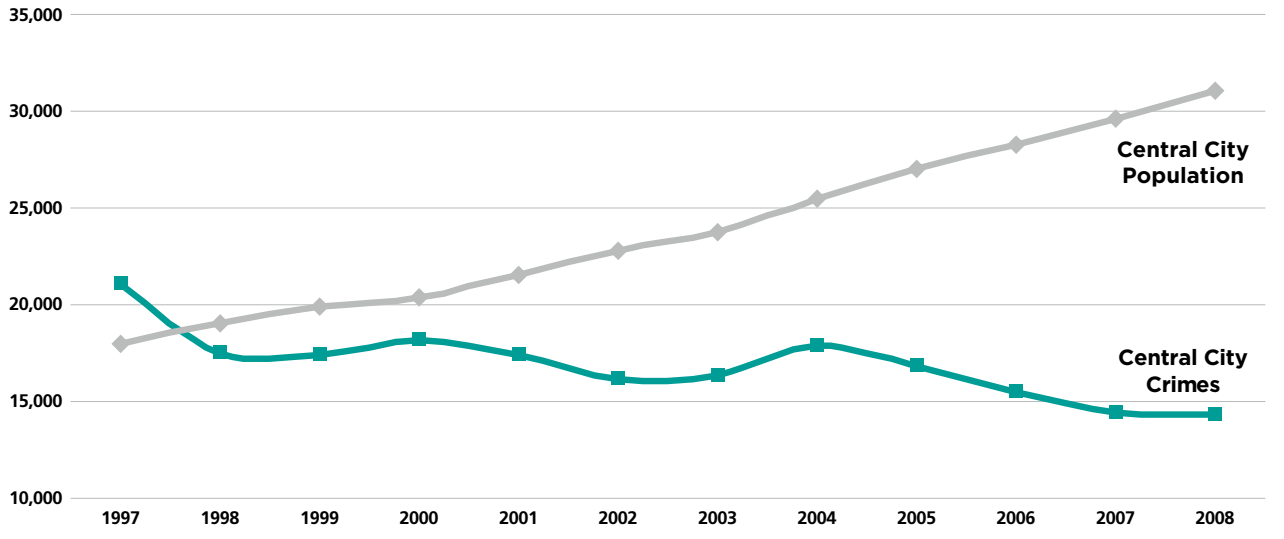


- **Perception of lack of safety and cleanliness:** Parts of the Central City suffer from visible vagrancy and homelessness, which fuel perceptions of crime and detract from the urban experience.
- **Perception that Portland Public Schools are inferior to suburban counterparts:** There are also very few public schools in (or near) the Central City, particularly grades K–8.
- **Challenge of workforce housing:** The Central City has been successful at creating new housing, but not at the "workforce" income level. Instead, new housing has been built above and below this middle-market level. New housing affordable to people making below 60 percent of the median family income also has been built, most of it with various local and federal subsidies.

Crime

Crime and the perception of crime are issues within the Central City, despite a significant decrease in the crime rate in Portland's core over the last decade. As population has increased from around 17,000 in 1997 to an estimated 34,400 in 2008, over the same time period crimes have dropped from around 20,000 to less than 15,000. This steady decline is likely due not only to City efforts to increase safety and overall livability, but also to the increasing population. As more people live in the Central City, there is greater ongoing activity and observation in Central City neighborhoods. Ideally, as population increases, the overall decrease in crimes will continue as well.

Graph 1.4: Central City Crimes Compared to Estimated Population (1997–2008)





Zoning

Zoning is the most basic way in which the City implements its plans and it affects the types of development and where they occur. The zoning system starts with a set of "base zones" which can then be augmented by further regulatory layers, such as "additional use and development regulations" and "overlay zones." As layers are added over the base zones, these base zones can be superceded, and often become only one small part of the larger picture of regulation.

Citywide there are some 28 base zones. Those applied to the Central City are the most intense; they allow the most density of all the zones in Portland and the region. The majority of the Central City is one of five base zones: Central Commercial (CX), Central Employment (EX), Central Residential (RX), General Industrial (IG1), and Open Space (OS). The first three are "X" zones to indicate that a mix of uses is allowed alongside the primary, "named" use in the zone.

Of these base zones, CX and EX both allow a wide range of residential and commercial uses. Together they make up almost 60 percent of the zoned area of the Central City, with CX comprising about 44 percent and EX about 15 percent of the Central City.

While RX (about 7 percent of the Central City) allows some commercial uses, it requires that most development be residential. Similarly IG1 (about 23 percent of the Central City) is reserved primarily for industrial uses, places limitations on commercial development, and prohibits all housing. Open Space is essentially parks, though some major spectator facilities like PGE Park are also in this zone.

Maximum heights and building densities are an additional layer of regulation. The greatest heights

Table 1.6: Central City Zoning

Category	Zone	Central City Acres	Percent of Central City	Citywide Acres	Percent of that zone Citywide
Commercial	Central Commercial (CX)	668.9	44.4%	1,036.3	64.5%
Employment	General Employment 1 (EG1)	9.3	0.6%	64.8	14.3%
	General Employment 2 (EG2)	13.7	0.9%	1,455.1	0.9%
	Central Employment (EX)	229.3	15.2%	779.6	29.4%
Industrial	General Industrial 1 (IG1)	335.9	22.3%	730.5	46.0%
	Heavy Industrial (IH)	41.6	2.8%	7,881.9	0.5%
Open Space	Open Space (OS)	66.2	4.4%	15,186.9	0.4%
Residential	Residential 1,000 (R1)	11.0	0.7%	1,656.7	0.7%
	Residential 2,000 (R2)	1.4	0.1%	3,351.8	0.0%
	High Density Residential (RH)	27.7	1.8%	489.8	5.7%
	Central Residential (RX)	102.8	6.8%	214.3	48.0%
		1,507.9	**100.0%**		

Note: River and right-of-way acres are not included.

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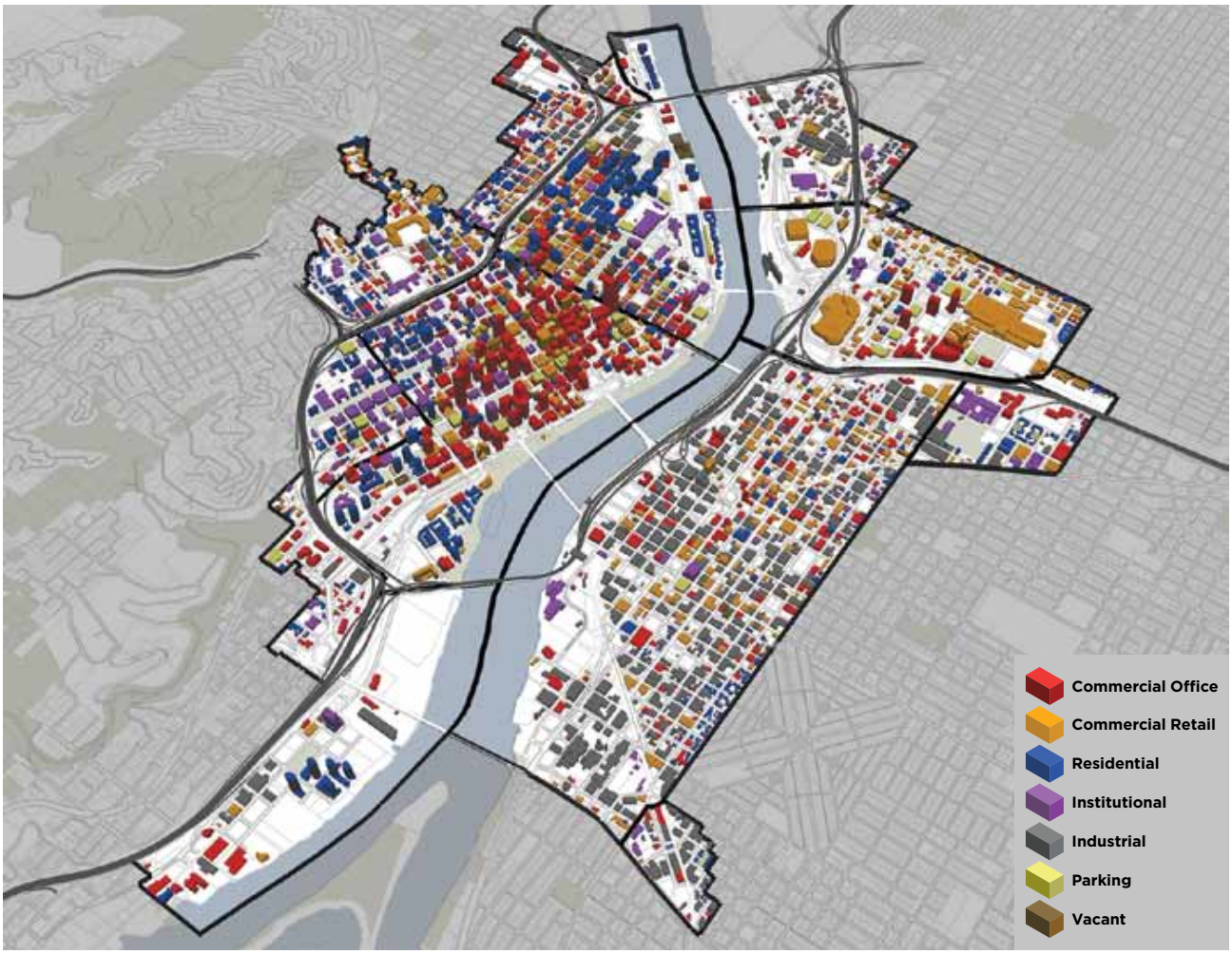
and building densities allowed in the Central City are located along the Transit Mall and the light rail alignment through the Lloyd District. Heights and densities generally step down away from the Transit Mall toward the Riverfront and toward adjacent neighborhoods. Industrial areas have no maximum height or floor area limits because the uses allowed in these areas would not typically be more than one or two stories.

Existing Uses

In 2008, the Bureau of Planning (now the Bureau of Planning and Sustainability) inventoried land and building uses within the Central City. Staff conducted visual inspections of all buildings in the entire Central City, including all eight designated subdistricts and six additional study areas, and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model, provides estimates for square footage of different uses in the Central City. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

The 2008 City inventory of existing building uses in the Central City revealed that office and residential uses account for the most square footage in the Central City, together comprising over 56 million square feet. This is almost 55 percent of the 102.5 million "developed square feet" in the Central City.

Central City Existing Uses



March 2010 **City of Portland | Bureau of Planning and Sustainability | Geographic Information System**
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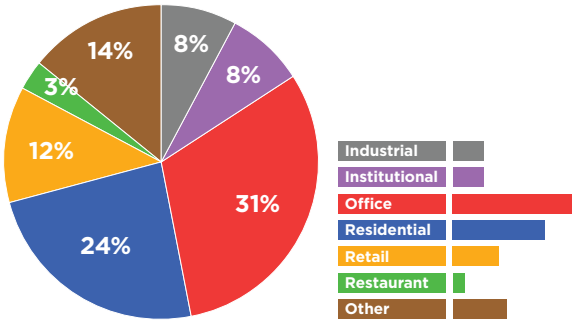
Graph 1.5: Central City Existing Building Uses



It is also important to note the strong retail and industrial sectors in the Central City. The Central City has a broad array of retail establishments, ranging from art galleries, to major event entertainment such as at the Rose Quarter, to the shopping found in Downtown and other neighborhoods. Industrial uses in the Central City comprise about eight percent of the existing developed building square footage in the Central City (whereas about 25% of Central City land is actually zoned industrial).

When viewing the Existing Building Uses illustration, some interesting trends start to become clear. Residential uses are concentrated on the westside, in the Pearl and North Pearl, through the West End, and southward through the South Auditorium and RiverPlace areas. These residential areas almost form a crescent around the denser Downtown core in which office, retail and hotel uses are concentrated.

By contrast, the east side of the river has some very different patterns. The Central Eastside and Lower Albina subdistricts are largely defined by lower buildings and industrial uses. The Lloyd District is dominated by massive retail uses and major event entertainment.

One trend that may not be obvious at the Central City-wide scale, but is more apparent in the individual subdistricts, is the recent development of the vertical integration of uses. Many buildings in the Central City are now housing multiple uses. Recent examples include the new Safeway in the Pearl District and the renovated former Meier and Frank department store building, which now is home to a Macy's department store, the Nines hotel, and two restaurants.

Table 1.7: Central City Existing Building Uses (including all Subdistricts and Study Areas)

Building Use	Total Sq. Footage	Percent of Total
Industrial Uses		
Manufacturing	2,251,266	2.2%
Warehouse	3,297,000	3.2%
Wholesale Sales	1,778,370	1.7%
Other	682,509	0.7%
	8,009,145	**7.8%**
Institutional Uses		
College	3,013,670	2.9%
Daycare	131,071	0.1%
Medical Center	839,698	0.8%
School	1,044,628	1.0%
Utilities	174,682	0.2%
Other	3,427,790	3.3%
	8,631,539	**8.4%**
Office Use	**31,602,370**	**30.8%**
Residential Uses		
Multi-Family	23,728,473	23.1%
Single-Family	873,746	0.9%
	24,602,218	**24.0%**
Retail Uses		
Art Gallery	31,279	0.0%
Convenience Store	119,697	0.1%
Gas Station	40,287	0.0%
Grocery Store	219,502	0.2%
Major Event Entertainment	2,482,871	2.4%
Self Storage	453,280	0.4%
Shopping	5,139,652	5.0%
Vehicle Repair	1,171,411	1.1%
Other	2,487,218	2.4%
	12,145,198	**11.8%**
Restaurant Uses		
Bar	630,162	0.6%
Coffee Shop	357,650	0.3%
Fast Food	379,522	0.4%
Other Restaurant	1,820,619	1.8%
	3,187,953	**3.1%**
Other Uses		
Hotel	4,320,416	4.2%
Parking	7,055,312	6.9%
Religious	662,344	0.6%
Vacant	2,283,789	2.2%
	14,321,863	**14.0%**
Total Developed Sq. Footage	**102,500,286**	**100%**

Note: any use listed as "other" within a broad category identifies uses that are not specifically called out in the other sub-categories, but still fits within the larger broad category.

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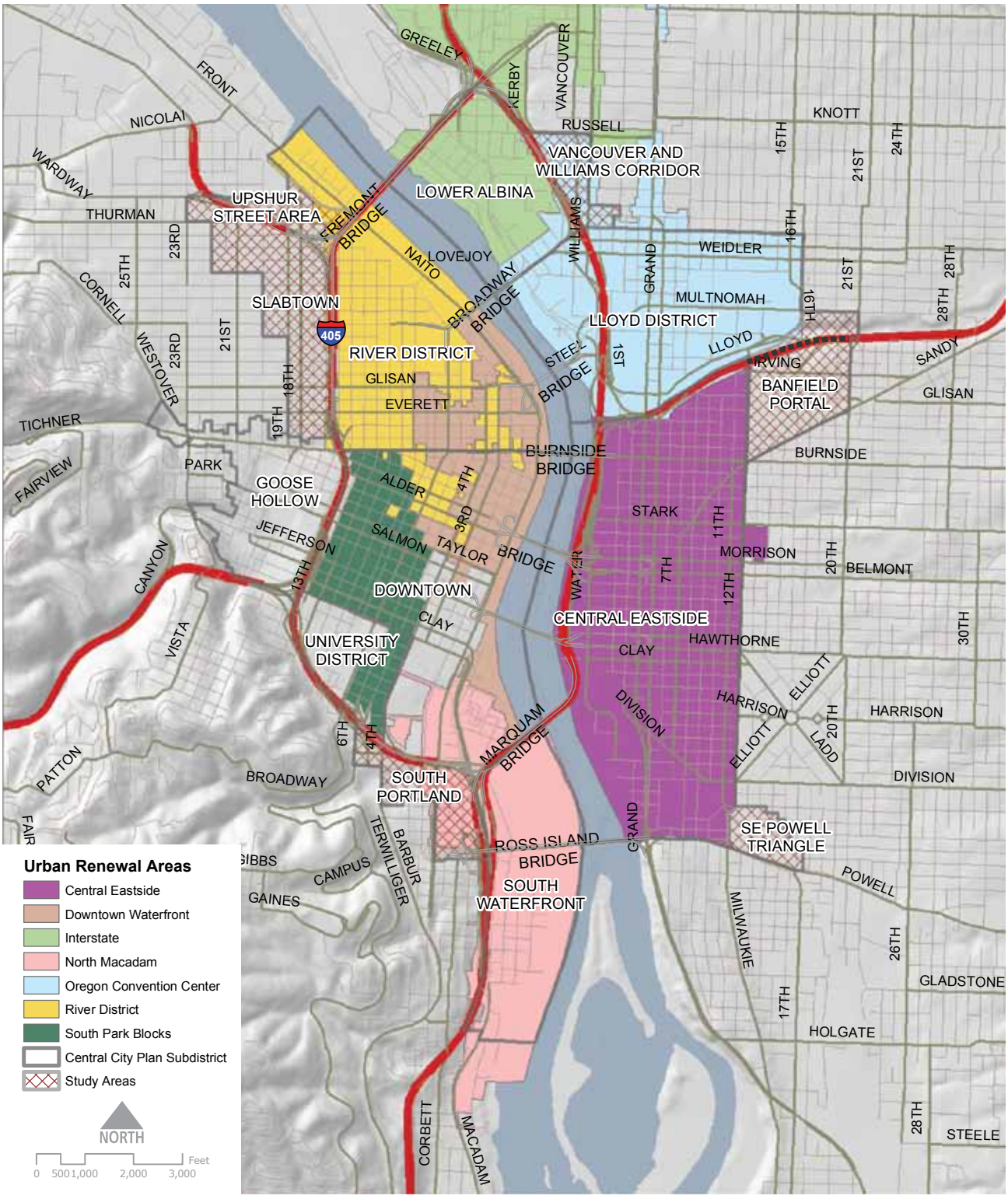
Urban Renewal Areas



September 23, 2009 **City of Portland | Bureau of Planning and Sustainability | Geographic Information System**
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The amount of developed uses in the Central City totals more than 102 million square feet. Currently, there is over 65 million square feet of zoned land (this does not include the river and rights-of-way). Since floor area ratio (FAR) is the amount of built square footage on a site divided by the site's total area, the Central City-wide FAR comes to 1.56:1. In simple terms, this means that for every square foot of land, there is more than one and one-half square feet of developed building space. Of course, the permitted FAR in the Central City varies widely, from 15:1 at the high end to 2:1 at the low end.

The dense urban nature of Portland's Central City is reflected in the diverse uses that can be found within its limits. As the Central City continues to grow, much of its development is expected to be in residential and office uses, but other uses will likely still continue to thrive and support one another.

Urban Renewal Areas

Urban Renewal has been one plan implementation tool used generally with success in the Central City. The tool, if used carefully, can greatly enhance the development pace and potential, and dramatically improve the quality of the resulting urban environment. The Central City currently includes all or part of seven urban renewal areas. For specific information on these urban renewal areas, including indebtedness, acreage, and plan expiration dates, please see the appendix.

Transportation

Current transportation conditions in the Central City are highly affected by its:

- small block sizes (typical 200-foot by 200-foot),
- extensive public transit; and
- limits on auto parking.

How the Central City arrived at these conditions, and the mutually reinforcing benefits of each, involves a long history of significant community actions and policies dating back to the original town settlement, when the small blocks were laid out.

Like many U.S. cities, Portland experienced an exodus of residents and jobs to the rapidly developing suburbs in the 1960s and 1970s. New freeways encouraged auto travel, sprawl and the conversion of Downtown buildings into surface parking lots.

Central City Fundamental Design Guidelines, 2001

Central City is regulated not just by the base zones of the zoning code but also by a set of design guidelines — in zoning language, the "d" overlay — applied on top of the base zones. These guidelines, called the Central City Fundamental Design Guidelines (CCFDG), *apply throughout Central City. They address basic issues about the design of buildings in the urban environment, and are intended to "preserve the Central City's heritage, enhance its livability, and maintain its design quality." The* CCFDG *describe the urban design vision of the Central City as a "livable, walkable, urban community that focuses on the Willamette River." They provide a framework for how to implement this vision by stating broad design objectives for development within the Central City and providing illustrated examples of how to achieve these objectives as well. A discretionary design review process requires evaluation of the new project against the design guidelines applicable to the site and the type of proposal.*

Subdistrict and Historic Design Guidelines

A second layer of design guidelines applies to more specific geographic locations within the Central City, and in the case of conflicts between guideline layers, the more geographically specific layer takes precedence. While most, though not all, of the Central City subdistricts or historic districts have their own design guidelines, only a two have been updated in the last decade.

Location	Central City Fundamental Design Guidelines	Location-Specific Design Guidelines	Date last updated
Downtown	●		
River District	●	●	2008
Lower Albina	●		
Lloyd District	●	●	1991
Central Eastside	●	●	1991
South Waterfront	●	●	2010
University District	●		
Goose Hollow	●	●	1996
Yamhill Historic District	●	●	1987
Skidmore/Old Town Historic District	●	●	1987
New China/ Japantown Historic District	●		
NW 13th Avenue Historic District	●	●	1996
Russell Street Conservation District			
Grand Avenue Historic District	●	●	1994

Table 1.8: Transportation Related Plans

Plan	Year	Agency
Downtown Plan	1972	BOP
Downtown Parking and Circulation Policy	1972	PDOT
Central City Transportation Management Plan	1995	PDOT
Bicycle Master Plan	1996	PDOT
Pedestrian Master Plan and Design Guidelines	1998	PDOT
Freeway Loop Study	2005	PDOT
Freight Master Plan	2008	PDOT

Policymakers reacted to mitigate these trends by drafting the 1972 *Downtown Plan* (discussed earlier in this document) and the *Downtown Parking and Circulation Policy*.

Both plans outlined a vision for Downtown as an employment, commercial, and entertainment center, connected to the region by a balanced (i.e. not exclusively auto), accessible transportation system. These plans limited how much new surface parking could be created and established an emphasis on transit for commuter trips. They resulted in significant improvements in air quality during the 1980s and 1990s, with sharp reductions in carbon monoxide levels.

The current *Central City Transportation Management Plan* (CCTMP) was adopted in 1995. It was designed to support growth in the Central City while managing parking, improving air quality and enhancing the transportation system. It revised the 1970s parking management strategy by introducing the "Preservation Parking policy," which was intended to address the parking needs of older, mostly Class B and C office buildings. The general policy directive was to "pinch" the supply of parking and provide the necessary incentives for people to use alternatives to single-occupancy auto travel. The CCTMP also set mode split goals for commute trips in each subdistrict.

Overall, a transportation system that provides options will lead to a reduction in emissions of air pollutants (such as carbon monoxide and carbon dioxide) and fossil-fuel use, particularly on a per capita basis. A reduction in automobile use will help manage traffic congestion and improve freight mobility. This transportation management approach has led to innovative projects, such as the expansion of Fareless Square (now the Free Rail Zone) and development of the Lloyd District Transportation Management Association (TMA), as well as numerous transit projects, including the Portland Streetcar.

Transportation Mode Split

Mode split is one of the most important transportation measures. It indicates the percentage of trips made by different modes (single-occupancy vehicle, carpool, transit, pedestrian, or bicycle) into the different parts of the Central City. It can help identify the relative ease of transportation and improvement possibilities.

In 2005, Metro transportation models showed that auto use was the predominant means of commuting to the Central City, accounting for 72% of trips. Transit carried about a quarter of all commute trips, and bicycle and walking trips accounted for about 2% each. According to Metro's transportation models, by 2030 auto use as a share of total commute trips will decrease to 56%. Transit use will increase to 38% of all commute trips. Bicycle and walking will also see increases. For information on each of the subdistricts *(see Table 1.9)*.

Table 1.9: Forecast Commute to Work Trips (2005 and 2030)

	Drove Alone		Carpool		Transit		Bicycle		Walk	
	2005	2030	2005	2030	2005	2030	2005	2030	2005	2030
Downtown	54.2%	35.9%	10.1%	9.2%	32.8%	47.9%	2.2%	3.2%	0.8%	3.9%
Lower Albina	83.8%	77.9%	8.3%	9.1%	7.2%	11.4%	0.5%	0.7%	0.3%	1.0%
Lloyd District	71.9%	55.8%	9.7%	10.7%	16.6%	30.7%	1.0%	1.6%	0.8%	1.3%
Central Eastside	82.6%	68.2%	8.5%	10.6%	7.5%	18.6%	0.7%	1.4%	0.6%	1.3%
South Waterfront	86.1%	61.7%	8.7%	13.5%	4.6%	21.7%	0.5%	2.1%	0.2%	1.0%
Goose Hollow	77.9%	47.1%	8.4%	11.1%	10.7%	32.2%	1.0%	3.0%	2.1%	6.7%
River District	62.7%	42.6%	10.2%	9.8%	23.9%	36.9%	1.9%	3.5%	1.3%	7.3%

Source: Metro Regional Travel Demand Model: Version-Portland Milwaukie Light Rail 2005/2030

Note: The data found in this table is from a Metro model and shows forecasted or modeled trips. This does not align with mode split data in other graphs due to varying sources and methodologies. Graphs 2.4, 3.3, 5.3, 6.3, 7.3, and 9.3, were derived from a PBOT non-scientific transportation survey. Data in graph 8.2 was derived from a PSU transportation survey. For more information please review the Supporting Information document, including Appendix 4: Transportation.

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Pedestrians

The quality of the pedestrian space can be a city's defining element, as it shapes the everyday experience of most residents, workers and visitors. There is a strong need for this shared space to be attractive and accessible to all, regardless of age, income, physical limitations, or any other limiting or defining factor. Most travelers are pedestrians at some point during each trip.

The Central City, and Downtown in particular, are known for having a high-quality pedestrian environment. The 200-foot block pattern and narrow streets provide frequent intersections, abundant natural light and many public gathering spaces, resulting in a positive experience for pedestrians. Downtown traffic signals are timed to allow comfortable and convenient pedestrian crossings. This high-quality pedestrian environment has been replicated in the new construction in the Pearl District and the central part of the South Waterfront Subdistrict. Both areas have street plans that ensure street connectivity and high design standards.

As more people and businesses locate in the Central City, it is expected that trips by pedestrians will be the fastest-growing mode over the next two decades. An important concern for pedestrians is "system connectivity" between pedestrian and transit facilities. Better pedestrian connections to the transit system, particularly for transfers between bus lines, are needed in some locations in the Central Eastside Industrial District, Lloyd District and River District.

Pedestrian Volumes

Walking in the Central City has increased dramatically in part because many more people are living in the Central City now than previously.

Table 1.10: Central City Pedestrian Volumes

Subdistrict	Employees residing in subdistrict			Subdistrict residents who walked to work in 2000	
	1990	2000	Percent Change	Trips	Mode Split
Central Eastside	2,193	3,826	74%	236	6%
Lower Albina	96	242	152%	22	9%
Lloyd District	1,065	2,785	162%	201	7%
River District	1,078	4.125	383%	562	14%
Goose Hollow	1,723	3,640	111%	624	17%
Downtown	3,835	9,290	242%	1,791	19%
South Waterfront	471	775	65%	26	3%
Total	10,461	24,683	136%	3,462	14%

For instance, between 1990 and 2000, the resident population of the Central City increased by 235%, and the number of pedestrian commute trips by those residents increased 31%. All subdistricts (except the Central Eastside) experienced more walk-to-work trips, and most experienced double-digit increases.

Pedestrian Safety and Access

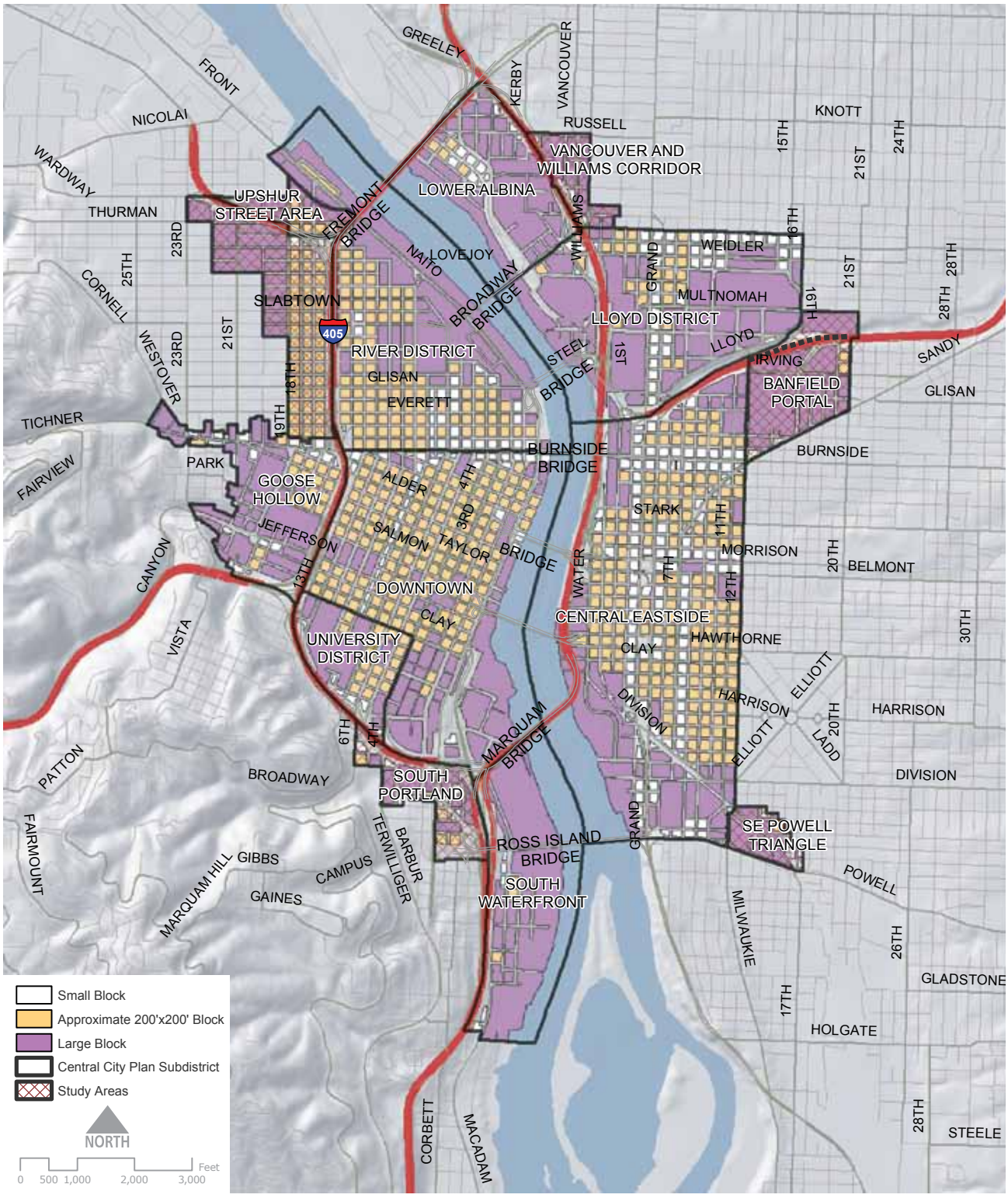
New infrastructure has improved the safety, accessibility and quality of the pedestrian environment in recent years. Major pedestrian system improvements include the Eastbank Esplanade, the Springwater Corridor, and sidewalk improvements along the NE Martin Luther King, Jr. Boulevard/NE Grand Avenue couplet. The Broadway and Steel Bridge Accessibility Projects improved pedestrian access to the bridges. At-grade pedestrian crossings were added on the west end of the Broadway Bridge, and the closure of the Lovejoy Ramp provided more pedestrian access to the Broadway Bridge from the Pearl District.

Safe access for pedestrians across major roadways and freeways, such as I-405, will continue to be a concern. At present, I-405 effectively serves as a pedestrian barrier for Goose Hollow, Downtown, University District, and southwest neighborhoods, with pedestrian crossing available on only a few busy streets.

Streets with an unusually high number of serious pedestrian crashes, and in need of engineering to make them safer, include NE Broadway-NE Weidler Street, E and W Burnside, SE Powell Boulevard, and the intersections at SW 1st Avenue/SW Market Street/SW Clay Street. From 1995 to 2007 in the Central City there have been 419 crashes resulting in pedestrian injury, with 18 fatalities.

Burnside Street and Naito Parkway have seen the greatest number of fatalities, six and four, respectively. Both of these corridors have been identified as Pedestrian Crash Corridors, meaning they are areas of concern for transportation planning purposes. These streets have a high vehicle volume and are major roads through the Central City. Of all subdistricts, Downtown has the largest number of crashes resulting in pedestrian injury, but it also has the largest number of pedestrians. On the east side of the River, pedestrian injuries are also more common on the MLK-Grand couplet, another Pedestrian Crash Corridor in the Central Eastside and Lloyd Districts.

Block Size



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Bicycles

Bicycling is becoming an important mode of transportation for many commuters, shoppers, students and other visitors to the Central City. The short block lengths, off-street paths, and generally slow-moving traffic flows in much of the area help make the Central City a good place for these types of bicycle activities.

Bicycle use in the Central City has more than doubled since the year 2000. In 2009, cyclists comprised 6–8% of all commuters citywide, and bikes accounted for 13% of total vehicles crossing the four bridges with bicycle facilities on a daily basis (21% on the Hawthorne Bridge). Portland has the highest bike-commute-to-work rate of the 50 biggest U.S. cities. In large part, these increases directly correlate to the City's rapid development of bikeway miles and other investments in the City's bikeway network and programs. Portland's current bikeway network consists of roughly 300 miles of bicycle lanes, bicycle boulevards, and off-street paths, of which 34 miles are in place in the Central City.

Between 1995 and 2007 there were 336 crashes reported in the Central City; these resulted in injuries to bicyclists and four fatalities. The bicycle crashes reported were almost evenly split between cyclist and motorist error. While bicycle crashes are distributed evenly throughout the Central City, the couplet intersection of NE Broadway/Weidler and N Vancouver/Williams Streets has seen the highest number of reported crashes resulting in injury, with 20. Since 2001, crashes resulting in injuries to cyclists have increased by more than one-third. However, as bicycle traffic leading into the Central City (as measured on Willamette River bridges) has increased by more than 400% in recent years, some increase in crashes is not surprising.

An update to the 1996 *Bicycle Master Plan,* which helped steer Portland toward Platinum status for Bicycle Friendly Cities from the League of American Bicyclists in April 2008, is now completed. The *Portland Bicycle Plan for 2030* will propose several next-generation facilities in the Central City. Bicycling will be a key component of the transportation system as the Central City continues to grow.

Transit

The Central City's transit system (including TriMet bus, MAX light rail, streetcar, OHSU tram) provides critical access to the Central City, promotes higher density development, and reduces reliance on single-occupant vehicles. When combined with quality public spaces, such as the Transit Mall, Jamison Square, and Waterfront Park, transit can encourage higher density development. This in turn can lead to increased pedestrian and bicycle travel, as trip distances shorten and the trips become more interesting and attractive. Moreover, areas with high pedestrian and bicycle use also tend to be areas of higher transit use, with each mode reinforcing the others. Providing transit in the Central City triggers multiple benefits to Portland's overall health.

Vehicle Miles Traveled

Vehicle miles traveled (VMT) indicates the average number of miles a person travels each day. The lower the VMT per capita, the less distance a person is typically traveling in his or her daily routine, including work and other trips. A person who is

traveling less is also meeting his or her daily needs within a closer distance to home, or perhaps grouping destinations together for a consolidated trip. Ideally people should not have to travel great distances to meet their daily needs.

VMT per capita can be one indicator of the overall diversity and amenities in an area, and is also an indicator for greenhouse gas emissions (GHG). Recent studies show that motorists in the Portland region travel four fewer miles per day, and use automobiles much less frequently for commute trips, than the national average.

Based on recent forecasts, the VMT per capita for residents of the Central City is quite low compared with the entire city and the region. The Central City's VMT is projected to decline from 12.8 per capita in 2005 to 10.3 in 2035. The availability of transit service and the emergence of mixed-use residential and commercial/employment areas contribute strongly to this trend. However, even though VMT per capita are projected to decrease, preliminary analysis using transportation modeling data indicates that GHG emissions will increase by 27% in the Central City by 2035 as population rises.

(It is important to note that the boundaries represented in the table do not exactly align with the Central City Plan District boundaries, but are close enough for general accuracy in the numbers.)

Congestion

More than 40 percent of the Central City land area is devoted to right-of-way for cars, trucks, bicycles and pedestrians (excluding freeways). Due to the high costs of right-of-way acquisition, particularly in the Central City, roadway space is essentially a fixed quantity. As population and employment grow, the importance of modes of transportation that utilize space more efficiently will become even more important.

In 2008, congestion was concentrated on the Central City bridges (Steel, Hawthorne eastbound, Marquam, and Ross Island eastbound), on streets leading from downtown and from OHSU to SW Portland (Terwilliger and Barbur Boulevards, Campus Drive) and on some freeway segments.

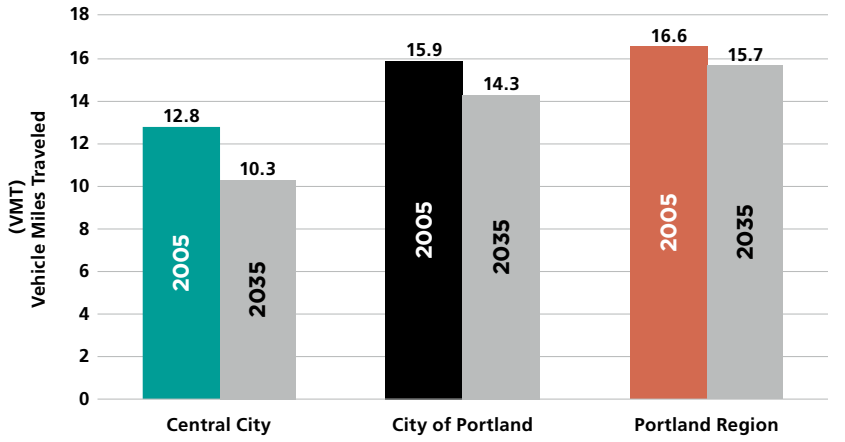
Forecasts of congestion in 2035

Transportation models forecast that by 2035 congestion on roadways throughout the Central City will have increased significantly. For example, segments of I-405 are forecast to be congested. That freeway, with its other factors such as weaving and tight interchanges, already has a high accident rate. US 26 is over capacity leading into the Vista Ridge tunnel, and I-5 is over capacity through the Central Eastside. Naito Parkway sees increased congestion leading to the Hawthorne Bridge, and north of the Broadway Bridge. Approaches to the Morrison Bridge are over capacity on both the east and west side.

Table 1.11: Vehicle Miles Traveled per Capita and Greenhouse Gas Emissions (GHG) (2005 and 2035)

Area	2005 VMT/Capita	2035 VMT/Capita	2005–2035 Reduction	2005 GHG daily tons	2035 GHG daily tons	2005–2035 Change
CBD (Downtown, University)	9.5	7.5	–21.6%	835	912	9%
River District	8.7	6.4	–26.5%	277	422	52%
Lower Albina	13.0	13.9	7.3%	32	37	16%
Lloyd District	29.6	18.4	–28.1%	400	486	22%
Central Eastside	16.3	16.1	–1%	235	337	43%
South Waterfront	14.4	13.1	–9.1%	113	267	136%
Goose Hollow	20.6	15.7	–24%	152	156	3%
Central City	12.8	10.3	–19.3%	2,014	2,556	27%
City of Portland	15.9	14.3	–10.3%	9,139	11,034	21%
Portland Region	16.6	15.7	–5.4%	19,140	28,730	50%

Graph 1.6: Daily Vehicle Miles Traveled per Capita



Source: PBOT, City's 2005/2035 RTP Transportation Model

Eastside portals such as Sandy, McLoughlin, and Milwaukie Boulevards are over capacity. The most significant increases in congestion, however, occur in South Portland and near OHSU, where nearly every arterial road will be over capacity at buildout. The City policy must adapt to the growing demands on the transportation system and seek innovative solutions to accommodate the continued growth of the Central City.

Parking

Parking within the Central City is varied and includes:

- on-street parking (metered or non-metered);
- surface parking lot (pay or user-specific); and
- structured parking lot (pay or user-specific).

Development of new parking within the Central City is limited through adopted regulations. As mentioned earlier, the general policy directive in the CCTMP is to "pinch" the supply of parking and provide the necessary incentives for people to use alternative transportation modes. The Zoning Code has established ratios for parking maximums within the different areas of Central City.

These maximum ratios can be seen in Table 1.12. The actual parking ratios in each subdistrict were determined after a land use inventory and parking inventory were completed, the results of which are also shown in Table 1.12. In the Central City, residential parking currently averages 0.6 spaces per unit, while commercial parking averages in the range of 1.3–1.6 spaces per 1,000 square feet of building area. When comparing the regulated and existing parking ratios, it can be seen that the existing parking is generally at or below the adopted ratios.

Condition of Transportation Infrastructure

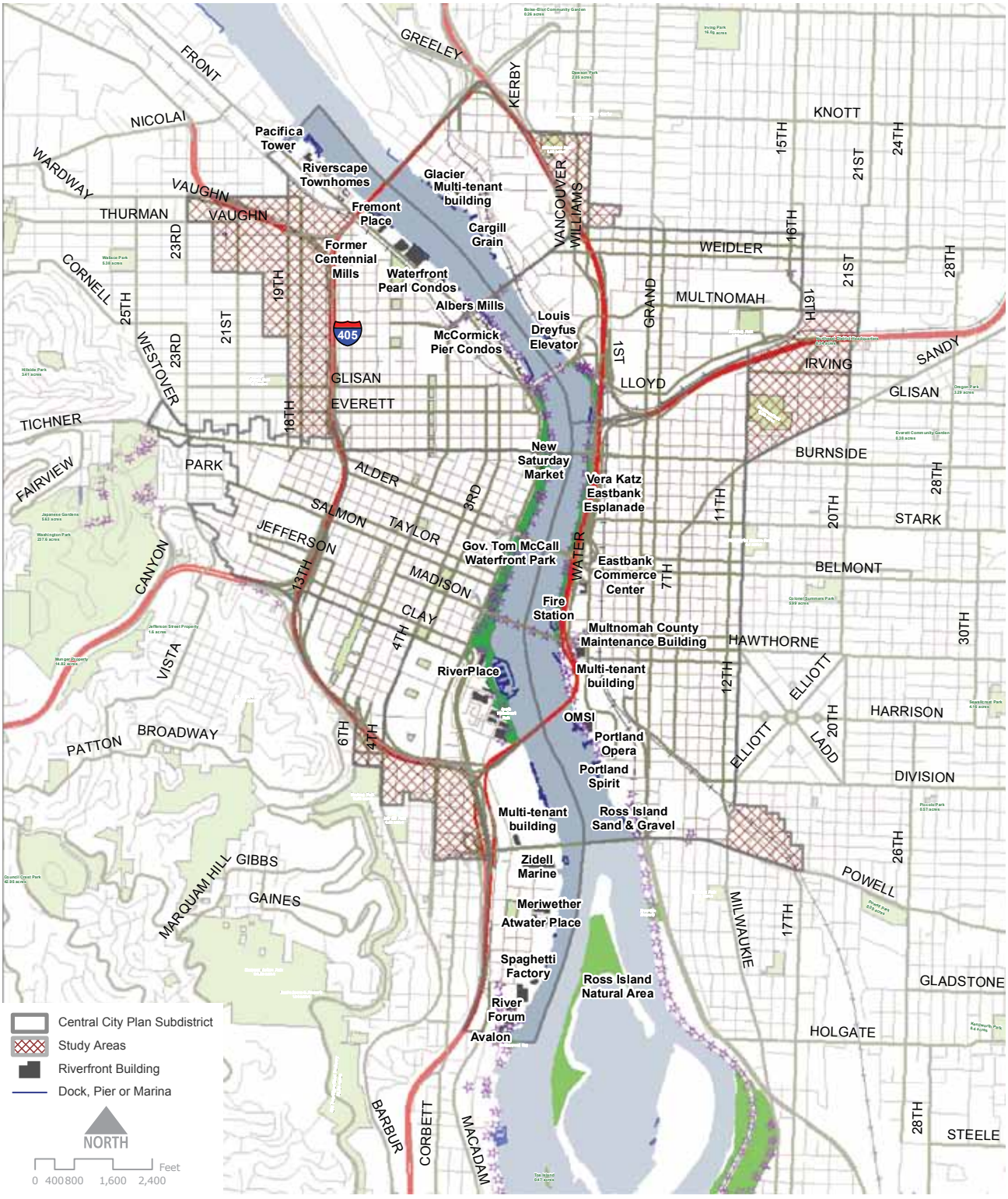
Transportation infrastructure conditions vary in the Central City. The Central City, as the historic site of Portland contains an especially complex infrastructure, with a wide range in terms of both age and capacity to serve the community. Infrastructure in the Central City, as in inner neighborhoods, tends to be more complete than in other parts of the city. However, some deficiencies may adversely affect the quality of life for Central City residents. Key transportation infrastructure characteristics and deficiencies in the Central City include:

- The street network in the Central City generally meets Portland's connectivity standards.
- The area has lower vehicle miles traveled per capita than other areas and than the city as a whole. However, as the hub of transportation systems, congestion — particularly during peak hours — can be severe.
- Overall, the Central City has relatively high levels of sidewalk coverage. Approximately 20 to 26 percent of streets in the Central City (along with inner areas of northeast and southeast) have no sidewalk coverage.
- A number of high-crash locations exist in the Central City, including at the NE Broadway/Weidler and N/NE Vancouver/Williams intersections in the Lloyd District, and Downtown at SW Washington and 2nd Avenue.

Table 1.12: Central City Parking Ratios (2009)

Subdistrict	Total Parking	Residential Parking: ratio per unit		Office/Non-Residential Parking: ratio per 1,000 sf	
		Zoning Code	Inventory	Zoning Code	Inventory
Central Eastside	13,900	none	0.0	2.5–3.4	1.5
Downtown	38,798	1.35–1.7	0.5	0.7–2.0	1.2
Goose Hollow	5,946	none	0.4	2.0	1.7
Lloyd District	23,044	none	0.5	2.0	2.2
Lower Albina	2,205	none	0.9	2.5	1.4
River District	18,394	1.5–1.7	0.8	1.5–2.0	1.4
South Waterfront	5,121	1.7	1.4	2.4	2.5
University District	4,651	1.35	0.3	1.0	1.3
Central City	Total: 112,073	Range: 1.35–none	Average: 0.6	Range: 0.7–3.4	Average: 1.6

River-related Features



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- Sixteen bridges in the Central City are in poor condition and in need of major rehabilitation or replacement. All are currently weight restricted. These bridges include local street bridges and some major bridge ramps, but not the Willamette River bridges, which are not owned by the City of Portland.
- Traffic signal hardware has experienced substantial declines in condition, which reflects a reduction in signal maintenance funds. The majority of traffic signals are located in the Central City and neighborhoods. A number of priority signal optimization corridors also have been identified in this area.

For more information about infrastructure conditions, please review the Portland Plan Infrastructure Condition and Capacity Report *(2009).*

Willamette Riverfront

The Willamette River plays a key role in the Central City. It stretches about four miles through the Central City and gives Portland much of its character. It provides opportunities for recreational, industrial, and commercial activities, and habitat for fish and wildlife. It is important, not just as a focus for the City, but also as a natural system within the region. Although the Willamette is generally not yet safe enough to swim in, it is cleaner today than it has been in the past.

Several key planning efforts of the last few decades guide land use, development and planning along the riverfront, including:

- *Willamette Greenway Plan* (1987)
- *River Renaissance Vision* (2001)
- *River Renaissance Strategy* (2004)
- *The River Concept* (2006)
- *Portland Watershed Management Plan* (2006)

The River Plan is currently underway to update and replace the 1987 *Willamette Greenway Plan.* It is a comprehensive, multi-objective plan for the riverfront, updating design guidelines and the zoning code. Building on the overarching direction provided by previous efforts (listed above), *the River Plan* is being carried out in three phases, each focusing on a different geographic segment or "reach" of the Willamette River. The reaches are interrelated but distinct; each has a unique set of issues. *The River Concept,* adopted by City Council in 2006, characterizes the North Reach as Portland's working waterfront, the Central Reach as the region's gathering place and the South Reach as neighborhoods and natural areas. The plan for the Central Reach is currently underway as part of the Central City 2035 planning project.

River-related Natural Resources

While the Central City is a largely manmade, built-up landscape, it still includes important undeveloped natural resources, particularly along and including the Willamette River. Roughly four miles of the Willamette River channel, totaling about 450 acres, are located in the Central City. The Willamette River provides significant habitat for fish, river-dependent mammals, and amphibians. The Willamette is also part of the Pacific Flyway, a major north-south route of travel for migratory birds in the Americas, and is utilized by more than 100 resident and migratory bird species.

The banks of the lower Willamette River have been altered over time. In the Central City, most of the flood area has been filled and developed in the past century. Due to these alterations, during a 100-year flood event, rising water would generally be confined

Natural Resource Features

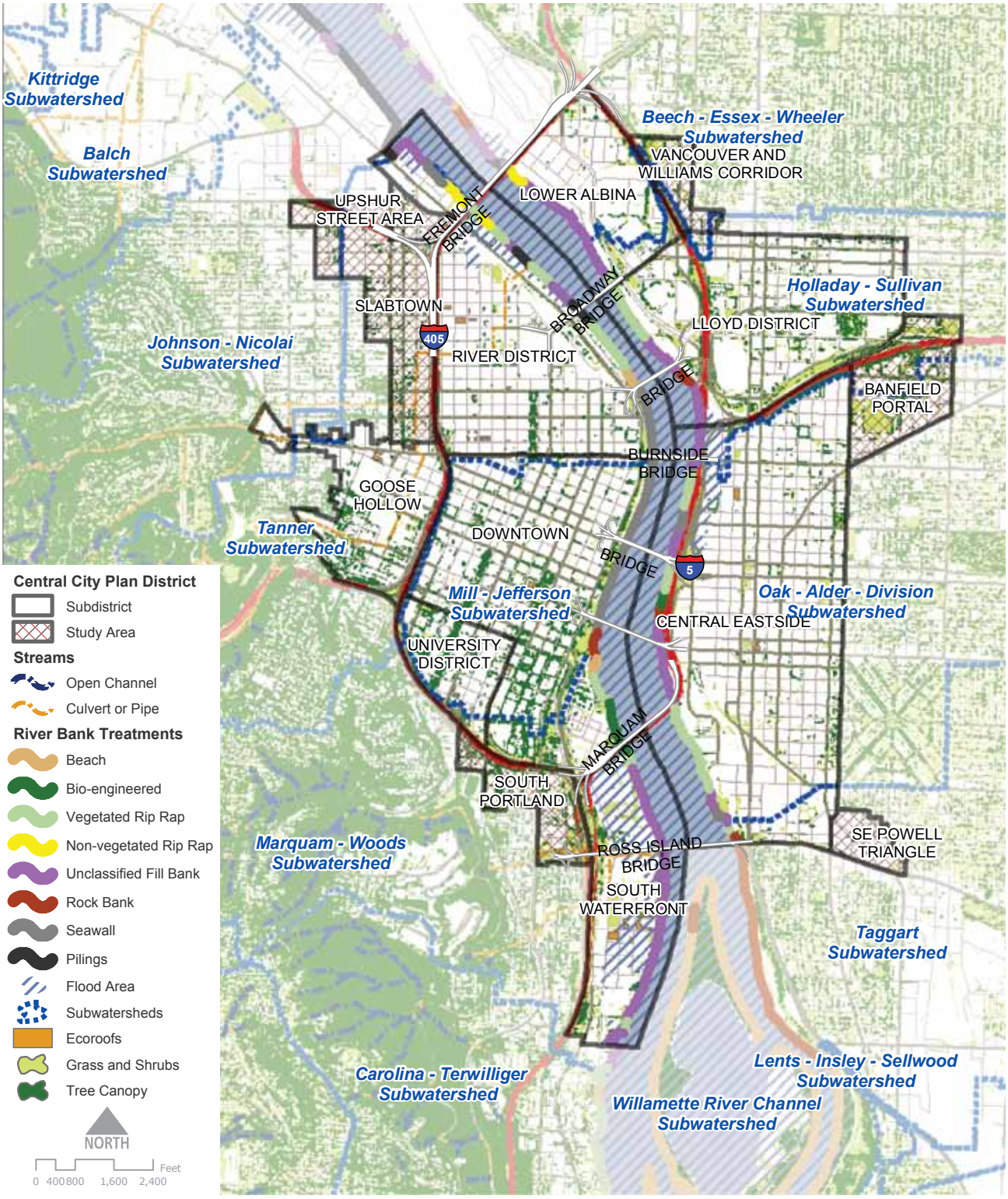

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Table 1.13: Central City Natural Resource Features		
Willamette River	Miles	4
	Acres	446
Stream	Miles	0
Wetlands	Acres	0
Flood Area*	Vegetated (acres)	24
	Non-vegetated (acres)	154
	Open Water** (acres)	446
Vegetated Areas > = ½ acre***	Forest (acres)	8.5
	Woodland (acres)	78.5
	Shrubland (acres)	14.2
	Herbaceous (acres)	53.1
Impervious Surfaces	Acres	1,906 (including 177 miles of road)

* *The flood area includes the FEMA 100-year floodplain plus the adjusted 1996 flood inundation area.*

** *Open Water includes portions of the Columbia Slough, Buffalo Slough and Peninsula Canal.*

*** *The vegetation classifications are applied in accordance with the National Vegetation Classification System specifications developed by The Nature Conservancy. The data within the primary study area and within 300 feet of all open water bodies in Portland is draft and is currently being updated based on 2006 aerial photography.*

within the Willamette River itself. There are a few locations of developed flood area, most of it in the South Waterfront. Wharves and piers extend into the river channel, and bulkheads (similar to retaining walls) and riprap (stones on the embankment slope to limit erosion) armor the riverbank. The seawall constructed along much of Central City's west Willamette bank has further altered the natural conditions of the waterfront. Active dredging has produced a uniform channel with little diversity. However, pockets of shallow water habitat and less hardened banks provide remnant fish and wildlife habitat areas.

Currently, the Lower Willamette River does not meet water quality standards for bacteria, mercury, dioxin, and temperature. Many tributaries to the Lower Willamette do not meet standards for temperature and pollutants, both of which can affect many aquatic species. There is a fish advisory for the main stem of the River. The Lower Willamette River also is generally deemed unsafe for swimming.

The riverbank and land in close proximity to the river is called the "riparian" area. Vegetation in the riparian area provides important natural resource functions. For example, trees that overhang the water provide shade that can create localized areas of cooler water, which is healthy for fish. Trees, shrubs and grasses along the river provide food sources and perching, nesting and resting areas for resident and migratory birds.

Along the Central City portions of the Willamette River, the riparian area is approximately 49 percent impervious surfaces (e.g. roads, buildings, parking lots) and 17 percent is vegetated with patches greater than one-half-acre in size. However, there are also individual trees and landscaped areas that contribute to natural resources functions.

Upland Natural Resources

Development separates the river and riverbank areas from upland natural resources, such as vegetated slopes, and this separation has generally negative consequences for fish and wildlife habitat. For instance, streams that once flowed in open channels from the west and southwest hills to the Willamette today are largely piped through the Central City, offering limited aquatic habitat and restricting fish passage.

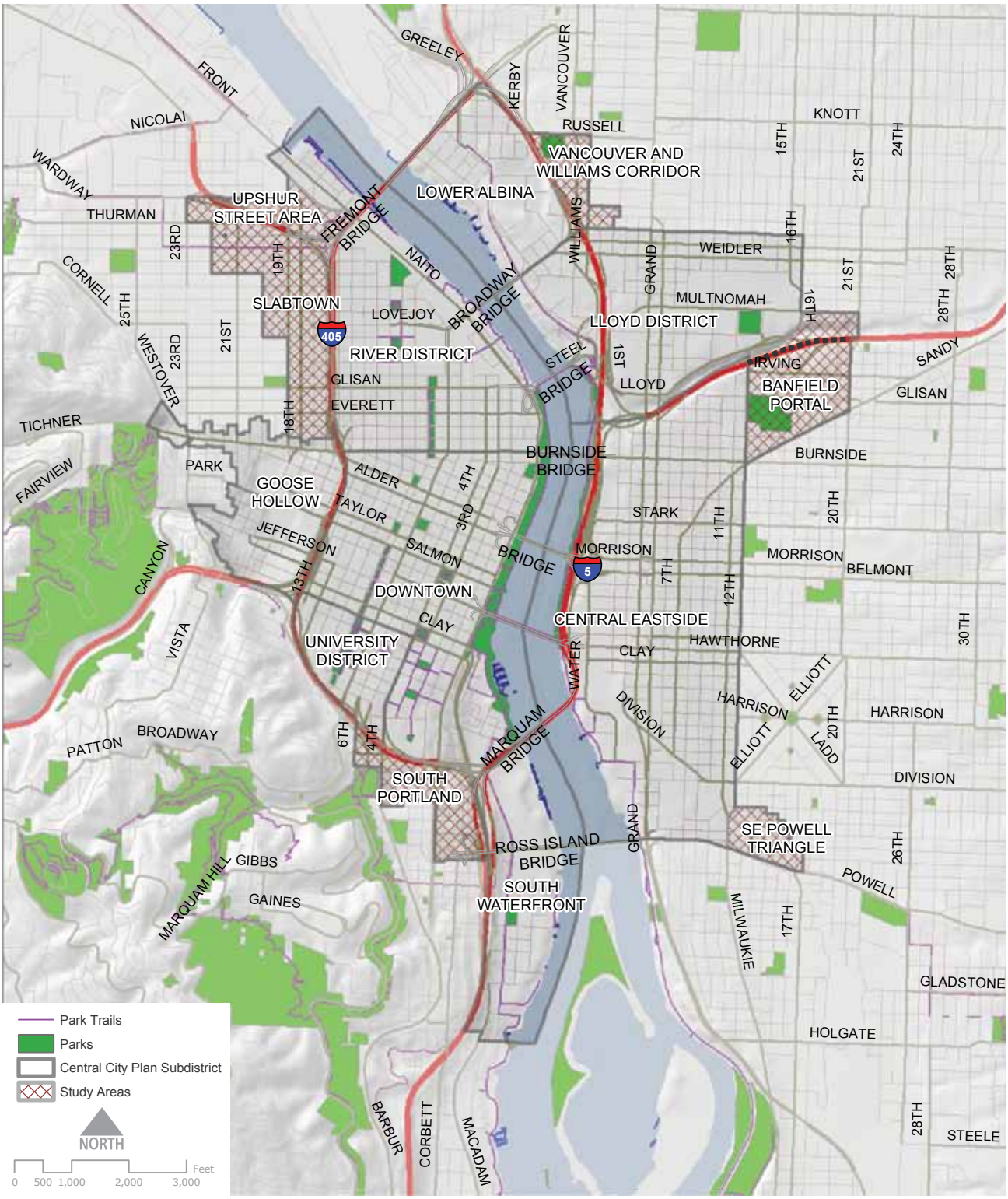
Animals living in the Central City are predominantly tolerant species — terrestrial species such as raccoon and squirrel, and resident birds like pigeons. However, many bird species use the Willamette River corridor during their annual migration along the Pacific Flyway. As the Central City grows, there could be an increased risk of bird mortality due to building collisions. Emerging innovative 'bird-safe' building and lighting designs and technologies could, where feasible, help prevent bird strikes.

There are 154 acres of upland vegetation that are at least ½ acre in size. The Central City, including riparian areas, also contains roughly 308 acres of tree canopy and 6.5 acres of ecoroofs, such as the Portland Building ecoroof. Street trees, ecoroofs and other vegetated landscaping located throughout the Central City intercept rainwater and reduce runoff, provide shade, cool and filter the air, and provide habitat for birds, small mammals (e.g., squirrels), and pollinators.

There are three areas with steep slopes:

- along Interstate 5 and Interstate 84 in the Lower Albina and Lloyd Districts,
- west of SW Macadam Avenue in South Waterfront, and
- at the foot of the west hills in the Goose Hollow District, near NW 23rd Avenue and near SW Market Street

Parks and Open Space



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These slopes are vegetated primarily with shrubs and grasses, interspersed with large trees. Slopes are subject to landslides and wildfire.

Sewer, Stormwater, and Water

Sewer, stormwater, and water infrastructure conditions in the Central City vary, especially because many facilities date back to the early days of downtown, the oldest part of Portland. Key sewer, stormwater, and water deficiency issues in Central City include:

- Combined Sewer Overflow
  - The Central City has a combined sanitary and stormwater sewer system, which is a relatively older system in which sanitary sewer effluent and stormwater runoff are all handled by a single pipe. (Newer systems typically separate these sources.) During rainstorms, when runoff exceeds the pipe capacity, the overflow is directed to pipes that discharge this overflow directly into the Willamette River. To meet Federal Clean Water Act requirements, the Combined Sewer Overflow (CSO) Project was initiated in the early 1990s. This project constructed large capacity underground storage tanks and pipes to handle the overflow from storm events. The project is being constructed in two phases, the West Side Big Pipe (completed in 2006) and the East Side Big Pipe (to be completed in 2011).
- Local Capacity
  - Key local capacity concerns include possible basement sewer back-ups in portions of the Central Eastside, Lloyd District, and River District.
- Green Infrastructure
  - Street and landscape trees, ecoroofs and other vegetated areas located throughout the Central City contribute to stormwater management by intercepting and filtering rainwater. Vegetated areas also cool the air, capture greenhouse gases and improve overall air quality. The importance of this 'green infrastructure' has recently been acknowledged through the City's 'Grey to Green' initiative. Investments in tree preservation and plantings, and incentives for ecoroofs, have occurred. But additional green infrastructure projects would improve water and air quality.
- Maintenance and Usage
  - The Central City contains some of the oldest water infrastructure in the City. Maintenance, rehabilitation, and/or replacement of these assets will be an ongoing need in the future.
  - A new seismically hardened Willamette River water transmission line crossing will be necessary within the next 20 years.
  - Central Eastside water systems, originally sized for industrial uses, are facing water quality issues as lower water demand has reduced the flushing of these pipes.

Parks and Recreation

The Central City has a wide range of parks for residents and visitors. They range in size from a few square feet (Mill Ends Park) to almost 30 acres (Waterfront Park). There are more than 60 acres of public parks in the Central City. Most of that space is within the Downtown, River District, and University District. There are two parks in South Waterfront and one each in both the Lloyd District and Central Eastside. Goose Hollow and Lower Albina have no public park space. For a complete list of all parks and open spaces in the Central City, please refer to the appendix.

The Willamette River flows through the heart of the Central City and many parks and open spaces in the Central City provide year-round opportunities for recreation and access to the River. Tom McCall Waterfront Park dominates the west bank, extending from the Steel Bridge to Riverplace, south of the Hawthorne Bridge. This park is home to many festivals throughout the summer. South Waterfront Park provides beach access near the base of the Marquam Bridge on the west side of the River. The east side of the River contains the Eastbank Esplanade, a popular off-street path that is extensively used for recreation and transportation in the Central City.

Docks and other river access facilities support activities on the River that add to the vitality of the Central City, enhancing experiences for residents and visitors. The Central City contains many private docks and four public boat docks, one public light watercraft launch facility and public beach access at South Waterfront Park. These access points are shown on the accompanying map.

Table 1.14: Central City Park Space by Subdistrict

Subdistrict	Acres	Number of Parks	Sq. ft. Per Resident	Sq. ft. Per Employee
Central Eastside	0.14	1	4.36	0.39
Downtown	44.99	12	188.44	28.16
Goose Hollow	0	0	0	0
Lloyd District	4.37	1	111.97	10.03
Lower Albina	0	0	0	0
River District	4.97	3	17.75	12.60
South Waterfront	2.79	2	63.96	Unavailable
University District	5.30	1	104.94	39.59
Grand Total	62.56	20		

The Central City includes a "greenway" trail that is almost fully developed along both sides of the River. The east side portion includes the Eastbank Esplanade, which extends 1.5 miles from the Steel Bridge to the Hawthorne Bridge. The off-street greenway path continues along the River south of the Hawthorne Bridge to SW Caruthers Street, where on-street bike lanes connect the path to the Springwater Corridor trail. On the west side of the River the greenway trail is almost fully developed as an off-street path through Tom McCall Waterfront Park. Sections north of the Broadway Bridge and in the South Waterfront Riverfront are not yet developed.

The parks and open spaces in the Central City vary both in condition and in whether they are meeting the needs of residents. Some deficiencies may adversely influence the quality of life for area residents. The majority of the Central City is within a one-half-mile walk of a park. However, key park deficiencies do exist, and include:

- Few undeveloped park properties in the Central City.
- Key park development deficiencies in the River District and South Waterfront.
- Some parkland acquisition deficiencies in the Lloyd District; South Waterfront; and Downtown.
- Recreation facility distribution (particularly for pools) is uneven, and improvements are needed to expand or enhance existing facilities that are in poor condition or operating at capacity.

Arts and Cultural Facilities

The Central City is the arts and cultural center of the region. It is home to a diverse range of arts and cultural facilities and organizations. Larger, well-established facilities range from the Oregon Symphony Association and the Portland Art Museum, both founded in the 1890s, to the Museum of Contemporary Craft and the Portland Center for the Performing Arts. There are also many non-traditional arts facilities and organizations, as well as private galleries and studios, within the Central City. Public art exists in many parks and open spaces and also along the MAX line, as part of a program instituted by TriMet. (For a map showing Central City arts and cultural facilities, please see the appendix).

Education

The Central City hosts a variety of educational choices within the Central City. Portland State University is the largest university in the state, as measured by enrollment, and is the namesake of Central City's University subdistrict. Several alternative, private, and post-secondary schools are also located within the Central City, providing a range of learning opportunities for young and old and in many specialties. The various schools include the Pacific Northwest College of Art, the Western Culinary Institute, and St. Mary's Academy. The one Portland Public School located in the Central City is Lincoln High School in Goose Hollow. Benson High School is adjacent to the Central Eastside boundary on NE 12th Avenue. No public K–5 or middle schools are within easy walking distance from the Central City.





FORECASTS AND GROWTH

Metro Forecast

Where the region's population and employment numbers ultimately land will be determined by several factors. Varying conditions in the local and global economies, climate change and changing population and workforce demographics will influence how much growth comes to this region. Policy decisions and investments made in local communities and across the region may also attract particular types of population and employment growth.

Metro regional government's computer model, Metroscope, forecasts significant growth in the Central City over the coming decades. How and where the jobs and households are accommodated represents a great opportunity to reinvest in the Central City by creating vibrant new districts and rebuilding existing areas.

Table 1.15: Central City Forecasted Growth (2005–2035)

Year	Central City Households	Central City Employment
2005*	17,766	150,479
2035	51,794	224,891
Increase	34,028	74,412

It is important to note that due to the modeling methods used by Metro, household and employment numbers for 2005 do not align with more recent data from other sources cited in this report.

Redevelopment Capacity

In 2007, the *Central Portland Development Capacity Study* looked at vacant and underutilized land in the Central City to determine what sites were potentially available for redevelopment and what kinds of development could be built there. It is estimated that roughly 400 acres of vacant or underutilized land within the Central City study area either is now, or could become, available for development/redevelopment at some point in the next 20 years within the Central City study area. The study area for the *Capacity Study* included the area within the current Central City Plan District boundaries.

Considering a combination of zoning regulations and entitlements as well as historic and current building trends, the Bureau of Planning in 2007 estimated that redevelopment of identified sites could produce an approximate net increase of more than 100 million square feet of new building area. Considering development trends since 1990, the Bureau estimated that future development could include:

- 25 percent to 30 percent commercial office development (25 to 30 million square feet).
- 50 percent to 60 percent residential development (50,000 to 60,000 new housing units).

This level of residential development would represent an increase of more than 200 percent from the estimated 23,000 housing units currently in the study area.

These capacity numbers are not an estimate of the market demand for development. They represent the potential capacity of identified redevelopable lands at current entitlements; that is, they do not consider the conversion of any significant industrial lands to other uses, nor do they assume redevelopment within existing

Identified potentially redevelopable sites (2007)



industrial areas. These capacity numbers also do not assume any expansion of the current Central City District boundary.

So how much development is this and how long might it take to absorb? For context, the total square footage of new development completed in the Central City since 1990 amounts to about 23 million square feet, an average of roughly 1.3 million square feet per year. Just as the market for development has often increased in the past decades, the coming decades are likely to bring periods of intense development. Assuming the Central City could see an average of two million square feet of new development per year in the future, it could take between 40 and 60 years to exhaust the identified development capacity.

There are no guarantees, however, that this identified capacity can be achieved. Most of the land identified as potentially redevelopable is not currently available, some would require zoning regulation changes or environmental cleanup, and many areas would necessitate improvements to infrastructure to accommodate growth.

Table 1.16: Central City Redevelopment Capacity Summary (2007)

Generalized Zone	Total Acres	Developed Building Area (million sq. ft.)	Redevelopable Acres	Potential Net Increase @ Base FAR (million sq. ft.)	Potential Net Increase with Maximum FAR Bonus (million sq. ft.)	Projected Net Increase (million sq. ft.)	Projected Commercial (million sq. ft.)	Projected Retail (million sq. ft.)	Projected Residential (million sq. ft.)	Projected New Residential Units
Commercial	675.8	60	242	65.1	96.7	75.5	32.5	3.8	27.9	30,588
Mixed Employment	633.0	32.2	126	23.1	39.6	35.4	4.2	2.5	24.1	20,179
Open Space	73.2	0.5	0	0	0	0	0	0	0	0
Residential	144.5	10.5	35	8.1	12.6	7.5	0.2	0.4	6.2	7,935
Right-of-way/River	1,426.9	0	0	0	0	0	0	0	0	0
Totals	2,953.5	103.2	403	96.3	148.9	118.3	36.9	6.7	58.2	58,702

LOWER ALBINA



SNAPSHOT OF PLACE

Lower Albina has a very different feel and character than the rest of Central City, despite its location directly across from the high rises of Downtown and the Pearl District. The subdistrict is a mostly industrial area with a working waterfront. Massive grain elevators dominate the riverside. Bulk cargo ships dock on the Willamette and take on grain brought to Portland by rail from the inland northwest and upper Midwest. Outside of the industrial uses, there is also a school administration site, restaurants, bars, and limited residences focused around the Russell Street Conservation District.

57582

Lower Albina Subdistrict





Russell Street at Interstate Avenue (1940s)



Russell Street at Interstate Avenue (2009)

Location

Lower Albina is 200 acres, located on the east bank of the Willamette River, bounded by the Fremont Bridge/I-405 to the northwest, I-5 to the northeast, and NE Broadway to the south.

Evolution of the Subdistrict

What is now Lower Albina began in the 19th Century as part of the **City of Albina,** a town all its own located across the river from the original City of Portland. Albina was founded in 1873 when prominent Portland businessmen Edwin Russell, William W. Page and George H. Williams filed a plat with the County Clerk's office. The town was named after Page's wife, Albina (pronounced Al-beena) who'd migrated from Canada in 1859. Incorporated in 1887, the City of Albina was initially inhabited mainly by first- and second-generation Germans, Scandinavians and other Northern and Eastern Europeans.

Albina covered some 13 square miles, extending over much of what is now north and northeast Portland. From the beginning it developed as upper and lower areas, because of its dramatic topography. What is now defined as the Lower Albina subdistrict was the smaller area, covering some 200 acres, or about one-third of a square mile adjacent to the river. To the north and east, bluffs overlooking the river developed as middle-class suburbs. The lower areas around the railroad yards and industry on the Willamette River in "Lower Albina" emerged as a more **working-class neighborhood.**

A river ferry linked Downtown to Lower Albina, and the Riverside District developed with **river-related industries and businesses**. The ferry landed at the foot of Russell Street, which became the main street of the Lower Albina area. The east-west-oriented Russell Street and north-south-oriented Williams Avenue, which extended up the hill to upper Albina, were the neighborhood's primary commercial streets. Commercial buildings with businesses on the first floor and housing above lined these major streets. Williams Avenue in particular was a fashionable street, planked, as was the habit of the day, from Russell Street north to Alberta, and lined with establishments serving the many Volga Germans living in Albina. Russell Street had a rougher character, with its ferry slip and some 30 saloons from there, east to what is now Martin Luther King Boulevard.

1887 marked the opening of the **first bridge** crossing the Willamette, the Morrison, linking Downtown to the eastside. The bridge spurred further eastside growth northward into Albina, as a streetcar line was built running north up the steep hill of Mississippi Avenue, from the City of East Portland.

Albina's development was especially tied to the Oregon Railroad and Navigation Company (OR & N), which owned the extensive Albina railroad yards. Directed by Henry Failing and William S. Ladd, the company was a dominant presence in Albina and one of the most powerful corporations in Oregon. In real estate alone, the OR & N owned nearly two miles of waterfront property and controlled nearly 40 city blocks of track and terminal operations along Albina's streets. As many as 900 rail cars passed through the area each day. The opening in 1883 of a second rail line, the Union Pacific Railway, cemented the area's connection to the railroads. City ordinances were mostly concerned with the interests of the railroad and other large investors.

In 1891, Albina joined with the cities of Portland and of East Portland, forming the newly consolidated, expanded City of Portland, with an area of 25 square miles and population of more than 63,000. Albina was such a railroad-oriented town that certain laws were passed just prior to consolidation, so that preferences for the rail industry could be put into place before the City merged with its two neighbors. Development continued along the same lines in the early decades of the 20th Century, with rail- and river-oriented industry providing jobs for workers who found housing nearby.

Today, Lower Albina includes the Russell Street Conservation District. Conservation districts are locally designated areas with a collection of individual resources that is of historical or cultural significance at the local or neighborhood level and are created by the City of Portland. The Lower Albina area also includes a Multiple Property Submission (MPS) for the Eliot Neighborhood, which was listed in the National Register of Historic Places.

The **industrial character of Lower Albina** has remained. The *City of Portland Comprehensive Plan* designates the area Industrial Sanctuary. Corresponding industrial zoning for much of the Lower Albina area has remained in place, and the industrial uses have been stable. The steep hill separating the industrial riverside area of the district from the residential neighborhoods also has helped maintain these industrial uses in the face of gentrification and racial transition caused by the 1990s-era economic boom in the nearby, more residential neighborhoods of North and Northeast Portland. Lower Albina — with fewer housing units, greater proximity to industrial areas and the bisection of Interstate 5 — has been little affected. The industrial area remains isolated by Interstate Avenue and its light rail line, which opened in 2004, and by the hills east of Interstate and to the south, leading up to Broadway and the Rose Quarter.

Outside of the industrial area, **some redevelopment** occurred in the 1990s and more recently. There has been some change in the Russell Street historic area and in a few spots near the new light rail line and its station stop between North Mississippi and North Albina Avenues. These areas seem to hold potential for further revitalization, as a gateway between the north and northeastern neighborhoods, the Rose Quarter Transit Center and downtown.

Albina: 1880 population: 143; 1888: 3,000; 1891: 6,000. Albina covered a large area, most of it upland from the Lower Albina industrial lands.



Much of the early industrial infrastructure has been demolished, but the Albina Yards remain, marked by the 1887 Union Pacific power plant smokestack, and are a designated Portland Historic Landmark.



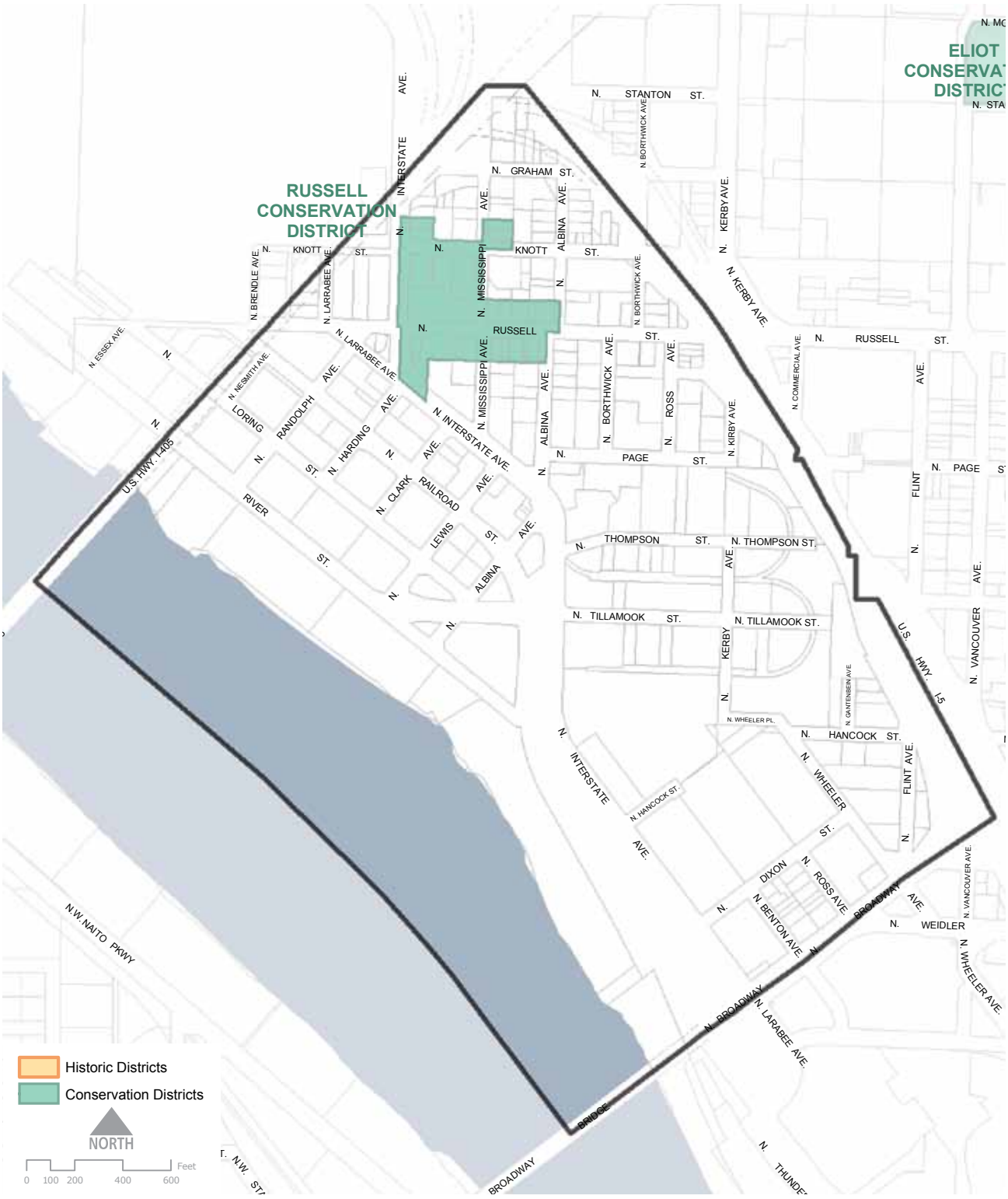






The two- to four-story buildings have mostly been demolished in Lower Albina. The remaining historic structures are concentrated on lower Russell Street between Interstate Avenue and I-5. Buildings listed on the National Register of Historic Places include the McKay Brothers Block built in 1893, an Italianate and Romanesque Revival Cast Iron framed storefront with recessed entries, the Romanesque Revival Davis Block, built in 1890 and the Romanesque Revival Smithson Block, built in 1890. The White Eagle Saloon (AKA the Bucket of Blood), dating from 1905 (or constructed in 1915, according to the individual national register listing noted in the Albina Community Plan*), was a working-class tavern operated by Polish immigrants Barney Soboleski and William Hryszko.*

Lower Albina Historic Districts



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Planning History

Lower Albina has received relatively little planning attention, compared to most of the other *Central City Plan* subdistricts. Policies set in the 1988 *Central City Plan* have been carried out, without the radical change or development pressures that have affected other areas. The 1988 Plan called for strengthening economic development as an industrial employment area, preserving historic buildings, preserving the industrial uses on the River and also providing pedestrian access to it, allowing mixed-use along Russell Street, and providing improvements for both industry and adjacent neighborhoods. The 1993 *Albina Community Plan* also set goals for encouraging growth that increases the area's attractiveness, improving livability, and improving options for area residents.

Of the few actions listed in the *Central City Plan* section for Lower Albina, there has been relative success. This area is still largely dominated by industrial use, but has been improved by the Interstate MAX and revitalization near Russell Street.

Table 4.1: Lower Albina Plans

Plan	Year	Agency
Central City Plan	1988	BOP
Albina Community Plan	1993	BOP
Eliot Neighborhood Plan	1993	BOP
Interstate Corridor Urban Renewal Plan	2000	PDC
Interstate Transportation Strategy	2001	PDC
Russell Street Improvement Plan	2003	PDOT

Albina, African Americans, and Urban Renewal

In Albina, the residential community became more and more African American in the first half of the 20th Century. Black community life in Portland centered on Williams Avenue, which is part of Lower Albina at its southernmost block.

After World War II, the 1948 Vanport flood destroyed that heavily African American, war-era-constructed "company town" in North Portland, and its residents and business owners became refugees, most of them relocating to Albina. Many of these former war workers opened black-owned businesses in Lower Albina, including Neighborhood Bill's Grocery, Johnson and Smith's record shop, and Portland's first black-owned funeral home — Vann's Walnut Park Chapel. One-fifth of Lower Albina's population was African American in 1950; by the end of the decade, half of its population was black (Gibson, 2007).

However, even as the African-American population of Portland was continuing to move in the 1950s and '60s, they also were being displaced by urban renewal and infrastructure projects further south. The large-scale projects resulted in a disproportionate number of African Americans moving north to the already overcrowded Lower Albina neighborhood. The projects that forced these people to move are prominent in the landscape of Portland today — the Memorial Coliseum and Interstate 5 most notably — but what they replaced is often forgotten.



Lower Albina in 1955

The blocks immediately to the south of Albina were home to many commercial establishments and 476 homes, roughly half of them inhabited by African Americans that were demolished with the construction of Memorial Coliseum. Later in the 1960s, 300 people were displaced when their homes were demolished to build Interstate 5 and Highway 99.

Another major displacement occurred for the Emmanuel Hospital expansion urban renewal project. Beginning in 1970, many of the commercial buildings along Williams were demolished to Charlene's Tot and Teen Shop (already relocated from the Coliseum area) to make way for the hospital. The project included 55 acres bounded by the junction of the Fremont Bridge and I-5, North Russell Street and Williams Avenue. The intent was to remedy substandard housing while expanding the hospital and related facilities. More than 1,100 housing units were lost in Lower Albina, and the black population in Eliot shrank by two-thirds. After construction halted in 1973 after federal budget cuts, large areas of land were left vacant for decades.

The Albina neighborhood fabric of small blocks, and its community of African Americans, was further displaced to allow for the construction of large government buildings — the City's water bureau facilities in 1974 and the Portland school district's central office in 1980. This cluster of public maintenance facilities created stability for industrial uses in the majority of Lower Albina, but continued to change the local neighborhoods, creating gaps between what had once been neighboring districts. In the 10 years between 1960 and 1970 Albina lost more than half of its residents, and the center of the black community moved north into the nearby Mississippi, King and Humboldt neighborhoods

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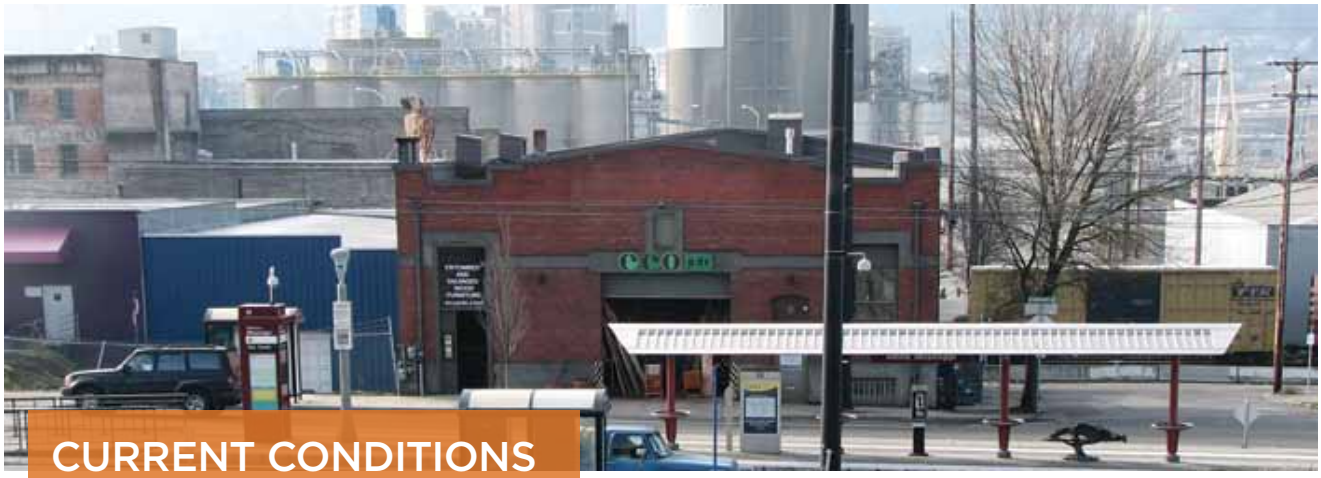


CURRENT CONDITIONS

Land

Zoning

Lower Albina is primarily industrial, with relatively little housing or open space. The General Industrial 1 (IG1) zone makes up 76% of the land in Lower Albina. The area is mostly developed, with sites having high building coverages and buildings usually close to the street. IG1 areas tend to be the City's older industrial areas. Heavy Industrial (IH) makes up 16% of the district total, and is concentrated along the riverfront. Together the industrial zones make up more than 90% of Lower Albina.

Mixed-use zones total only a few acres each: Central Employment (EX), accounts for 4% of the district, and applies to roughly two blocks in the lower Russell "Main Street" area; and Central Commercial (CX) makes up 3%, concentrated at the southern boundary of the subdistrict adjacent to the Rose Quarter.

Existing Uses

In 2008, the Bureau of Planning inventoried the various land and building uses within the Central City. Staff conducted visual inspections of all buildings in Lower Albina and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model provides estimates of different uses in the subdistrict. The results of this calculation are not precise but do provide more up-to-date estimates of uses than previously available.

The existing building uses in Lower Albina show about 48% of the developed building area is in industrial use, whereas the zoning is roughly 80% of the land area. This can be explained with the office and industrial uses which are in industrial areas. The land-use inventory also showed that about 15% of the developed building area is office uses, and 5% is residential uses. Lower Albina has fewer than 90 residential units.

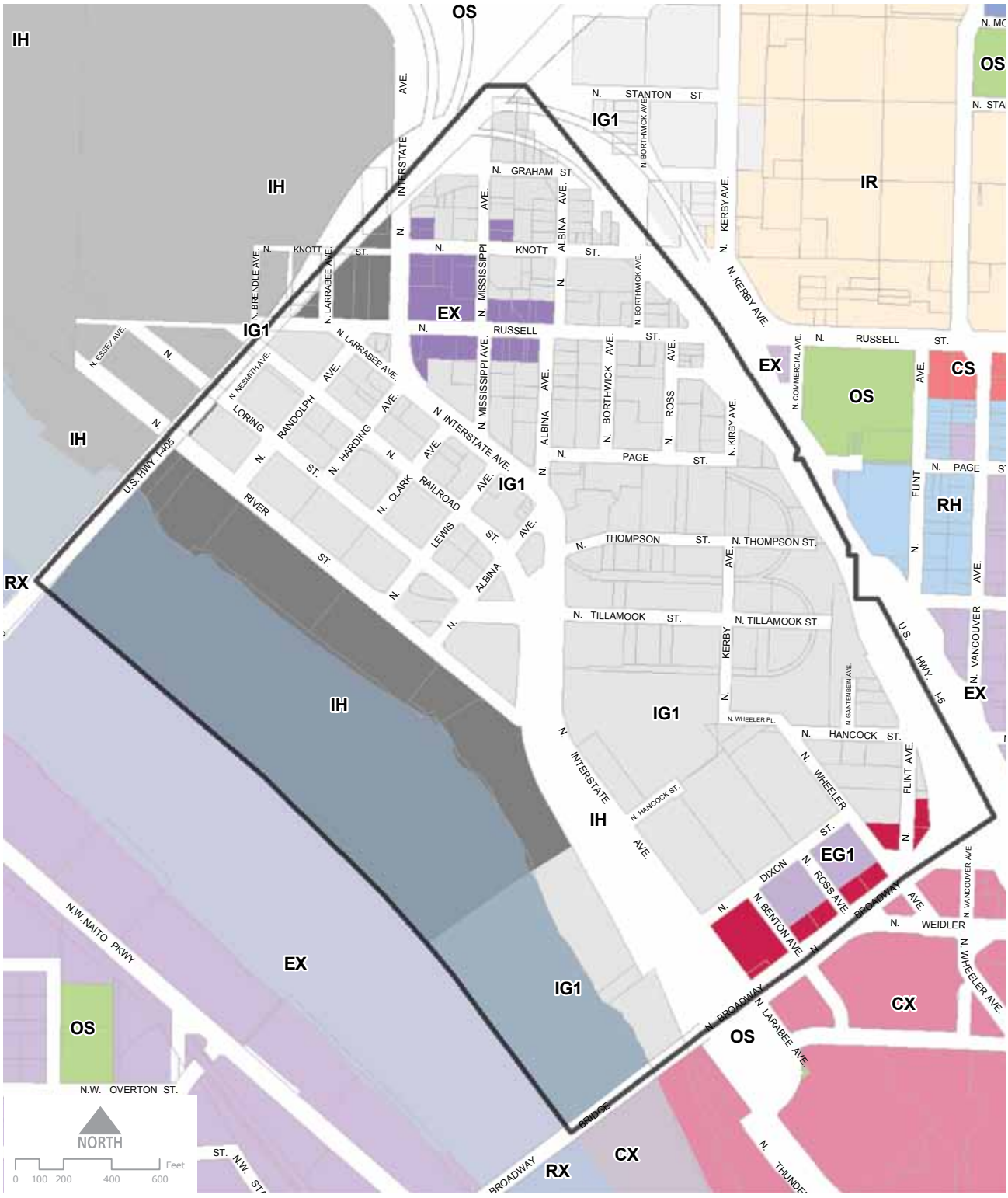
Lower Albina has somewhat limited retail, with most clustered around Russell Street. The area boasts dining and bar establishments as well as some local specialty stores. Lower Albina has an interesting dynamic, with industrial uses dominating during the day and an active nightlife which thrives along Russell Street. These uses generally do not conflict with each other and add to the diversity of the area. The Portland Public School administrative building, which Multnomah County government also occupies, is located in Lower Albina. Just to the north of this is the Portland Water Bureau campus as well as Legacy Emmanuel Hospital. Each of these uses has the potential to more strongly influence retail uses in the future.

Table 4.2: Lower Albina Zoning

Zone	Lower Albina Acres	Percent of Lower Albina	Central City Acres	Percent of that zone in Central City	Citywide Acres	Percent of that zone Citywide
Central Commercial (CX)	2.5	2.5%	668.9	0.4%	1,036.3	0.2%
General Employment 1 (EG1)	1.8	1.8%	9.3	19.4%	64.8	2.8%
Central Employment (EX)	3.9	3.9%	229.3	1.7%	779.6	0.5%
General Industrial 1 (IG1)	75.2	76.1%	335.9	22.4%	730.5	10.3%
Heavy Industrial (IH)	15.4	15.6%	41.6	37.0%	7,881.9	0.2%
	98.8	100.0%				

Note: River and right-of-way acres are not included; the small amount of land zoned Open Space in the district is actually in the right-of-way.

Lower Albina Zoning



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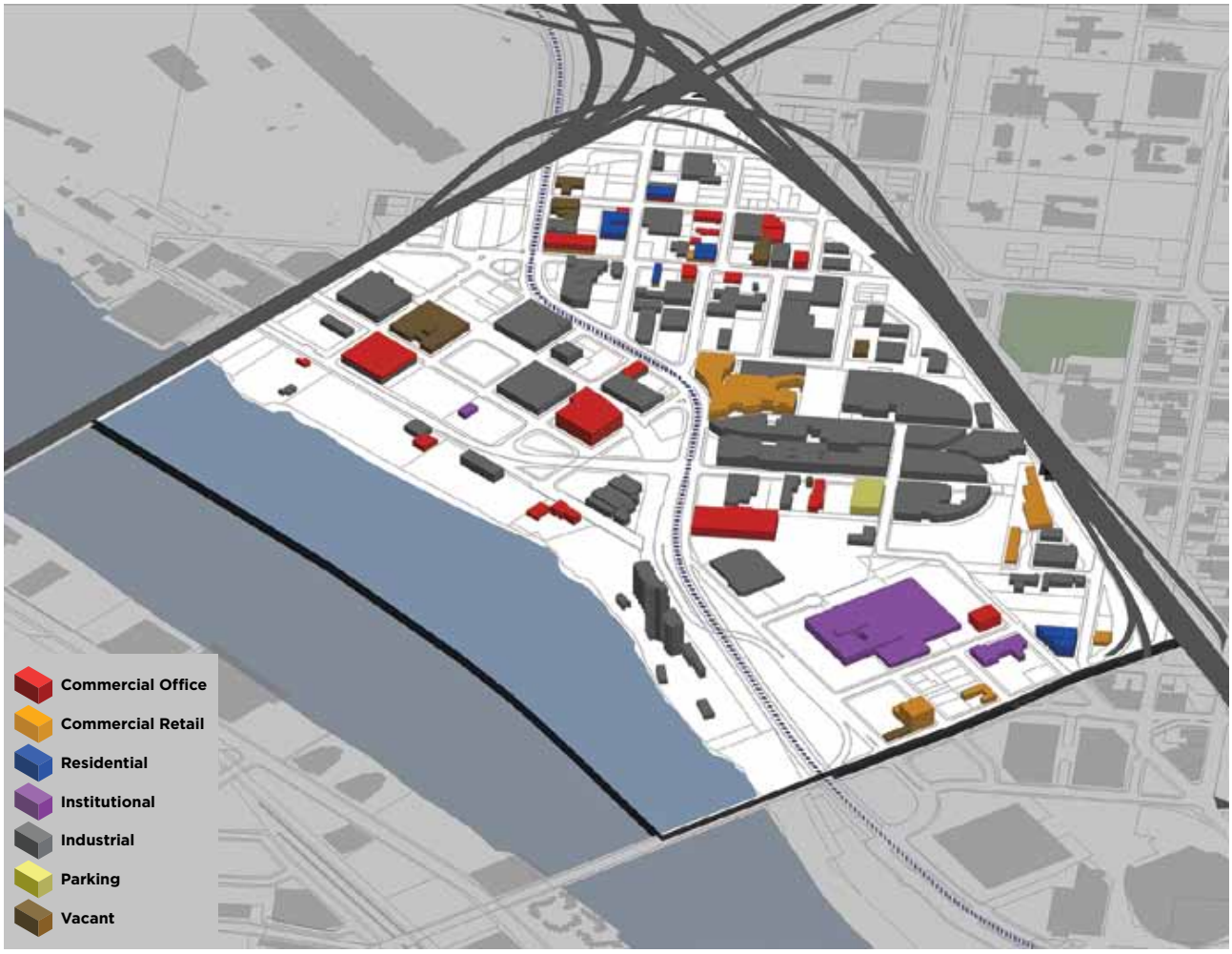
Lower Albina Existing Uses



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Graph 4.1: Lower Albina Existing Building Uses

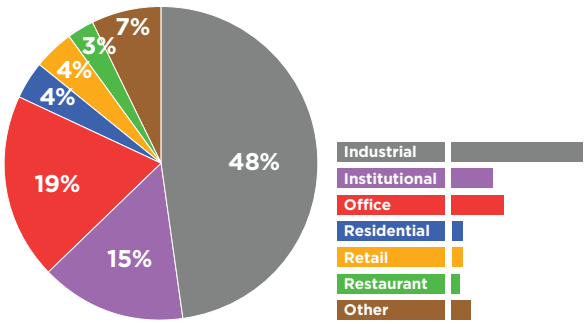


Table 4.3: Lower Albina Existing Building Uses

Building Use	Total Sq. Footage	Percent of Total
Industrial Uses		
Manufacturing	392,220	18.2%
Warehouse	479,205	22.3%
Wholesale sales	108,943	5.1%
Other	35,887	1.7%
	1,013,256	47.2%
Institutional Uses	328,481	15.3%
Office Uses	414,565	19.3%
Residential Uses	87,727	4.1%
Retail Uses	87,829	4.1%
Restaurant Uses	74,749	3.5%
Other Uses	143,821	6.7%
Total Developed Sq. Footage	2,153,428	100.0%

Recent Development

Lower Albina has seen very limited development in recent decades, of either a commercial or residential nature. There has been some activity along the Russell Street area. The most obvious project demonstrating this activity is the Widmer Brewery Expansion. The Left Bank Lofts is the only residential project in Lower Albina in the last two decades.



Commercial/Industrial

Widmer Brewing
North Russell Street and Mississippi Avenue

Year built or proposed to be built	2008
Developer/owner	Widmer Brothers Brewing Co.
Number of units or square feet	Approximately 52,000 SF
Use	3-story expansion of industrial facility. Facilities for: fermentation, keg washing and filling, new cold keg and bottle storage, additional shipping, expanded lab and office space
Average rent or sales price	Construction: $22 million
Result of planning effort or private plan	Private
Unique features	Addition of 6 additional fermentation tanks expected to double the capacity at Widmer to 550,000 barrels annually — or more than 136 million pints. Expansion expected to lead to hiring of 45 more employees



Commercial/Industrial

Gotham Building
2240 N. Albina Avenue

Year built or proposed to be built	1915, renovation 2005
Developer/owner	North Interstate LLC
Number of units or square feet	22,985 SF
Use	3 stories, more than 10 office/service type businesses and a restaurant/bar
Average rent or sales price	Real market value: $3.7 million (2008)
Result of planning effort or private plan	Private
Unique features	Historic building originally built in 1915. Underwent a major renovation that took four years. Located along the Interstate MAX line.

Table 4.4: Lower Albina Recent Major Development Projects

Development Name Address	Year Built/Rehabilitated	# of Residential Units	Residential sq. ft.	Office/Other Commercial sq. ft.	Building sq. ft.	Site sq. ft.	Base Zone	Base FAR	Project Final FAR
Left Bank Lofts 843 N Knott	1997	23	14,752		14,752	4,500	EX	3:01	3.28
Widmer Brewery Expansion 2424 N Interstate	2008			52,000	52,000	55,505	EX, IG1	3.1, BZ	0.94

Transportation

The main identity of Lower Albina is of a freight district. Access to I-5, I-84, and the Willamette River are essential for freight and industrial users. Its major industrial uses are also dependent on the rail access provided in the area. Additionally, Lower Albina serves as a major transportation throughway for automobiles, bicycles, and transit. The Russell Street area has many diverse uses, and draws in people at different times of the day than would be typical for a mainly industrial area. Russell Street serves two roles, both that of an industrial and entertainment center.

Automobiles and Streets

Freight movements by trucks are an important part of the economic well being for businesses in Lower Albina. Access to and from I-5 and I-84 are important. The access route to I-5 North is N. Interstate Avenue to the N. Going Street interchange. The access to I-5 South and I-84 is NE Broadway to the Wheeler on-ramp. This route is difficult due to the congestion at the Broadway-Weidler Interchange. Interstate Avenue is the only north/south arterial in Lower Albina and is used for automobiles, trucks, light rail, transit, bicycles, and pedestrians.

Parking

There are around 1,400 off-street parking spaces in Lower Albina. Additionally there are about 800 on-street parking spaces. Parking in Lower Albina, though limited, is not generally as heavily used as other subdistricts, except on rare occasions such as during events at the nearby Rose Quarter.

Bicycles, Transit, Pedestrians

Bike infrastructure is incomplete in Lower Albina. A significant issue is extending bicycle access along N. River Street, into Albina Yards, and eventually to and past Swan Island. Portland Parks and Recreation has long considered that project, and it is currently ranked as a high priority in the *River Plan/North Reach* Action Agenda. In Lower Albina, crashes involving either pedestrians or cyclists resulting in injury are relatively low compared to other subdistricts. Most occur along Broadway, on the border with the Lloyd District.

The Interstate Avenue MAX line runs through Lower Albina and provides key access for the subdistrict with a station at Mississippi Avenue. There are also three TriMet bus lines that run through the subdistrict. For pedestrians who use transit, or walk within the subdistrict, adequate infrastructure generally exists. There are some obstacles, such as breaks in the street grid caused by the rail yard, bridge approaches, and topography.

Table 4.5: Transportation in Lower Albina

STREETS	Highest Average Daily Trips	Broadway and Interstate between Tillamook and Thompson (20–30K); rest of Interstate 10–20K
	Total	29,136 feet
	Poor Condition	729 feet or 2.5%
	Very Poor Condition	1,528 feet or 2.3%
	Failing Condition	0 feet
PARKING	On-street Free Parking Spaces	834
	On-street Metered Parking Spaces	0
	Surface Lot Parking Spaces	1,363
	Structured Lot Parking Spaces	8
	Surface/Structure Parking Spaces	0
	Total Parking Spaces	2,205
	Surface Parking Lot Area	23 acres
BIKE	Bike Lanes	1.6 miles
TRANSIT	Light Rail Lines*	0.8 miles
	Other Transit Lines	None
	No. of Bus Routes**	6
PEDESTRIAN	General Block Size	2.0 acres or 87,120 square feet
FREIGHT	Busiest Freight Route***	Tillamook/ Interstate

* *Length of street segments with rail in them, whether 1 or 2 way. Includes Transit Mall MAX.*

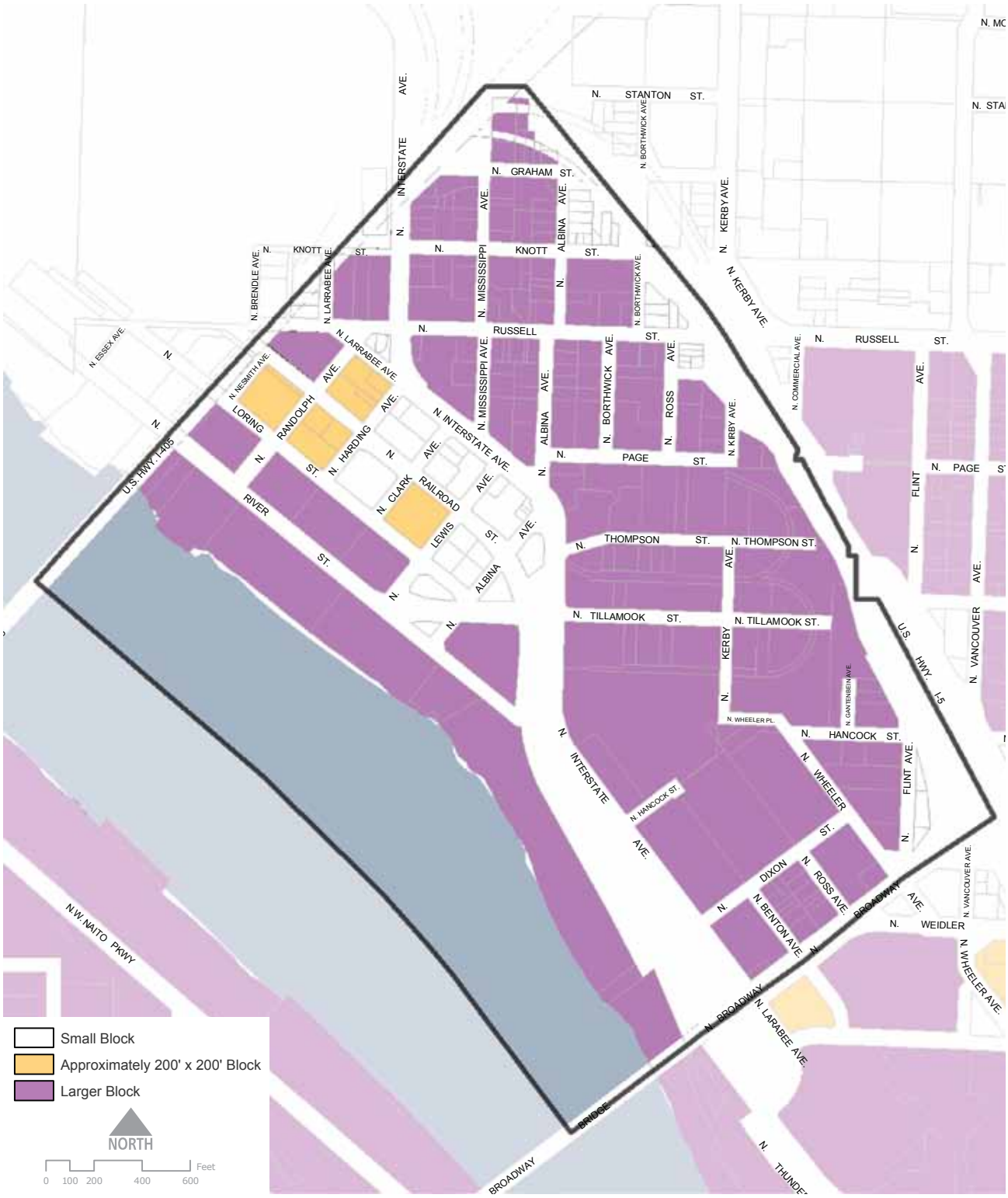
** *Through routes (i.e., 4 Division/St. Johns) counted as 2 routes. This affects total in River District and University District, where most of the changes occur.*

*** *Listed are streets with highest TSP freight classification.*

Freight

Freight is an important component of transportation in Lower Albina, due to the many active industrial uses. The Union Pacific rail yard is classified as a Freight District. Several streets leading into the rail yard are classified as Major Truck Streets and Priority Truck Streets (defined in appendix).

Lower Albina Block Size



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Willamette Riverfront

The riverfront in Lower Albina is part of Portland's deep water port and is largely industrial in nature. Although Lower Albina is designated as part of the Central City district, its character is more like the industrial areas to the north. As a result, planning for the land along the Willamette River in this subdistrict is being completed as part of the *River Plan/North Reach,* currently underway. Industrial infrastructure, including private docks, rail lines and freight routes, support river-dependent businesses throughout the subdistrict.

Lower Albina contains scenic views while crossing the Fremont and Broadway Bridges, but public access at the water's edge is restricted due to private land ownership and the river-dependent nature of the industrial businesses. Three private docks facilitate marine cargo and manufacturing activity. An on-street greenway trail is partially developed along N. Interstate Avenue and the Tillamook Overpass, but work on both northern and southern connections to the trail is needed.

Historically the Willamette River in the Portland area was comprised of an extensive interconnected system of active channels, open slack waters, emergent wetlands, riparian forests, and adjacent upland forests. Today Lower Albina is a largely developed landscape. The predominant existing natural resources are the Willamette River, including the flood area and vegetation along the banks, and elements of the built environment such as street trees, ecoroofs and vegetated landscaping.

Steep slopes along the banks south of N Tillamook Street are identified by the City as a landslide hazard and also are vulnerable to wildfires where they are vegetated.

Due to the alterations made to the banks of the Willamette River in Lower Albina, during a 100-year flood event, rising water would generally be confined within the River itself. However, there is a section of developed flood area near N River St. and N Albina Ave. Docks and piers extend into the river channel and bulkheads, and riprap armor the riverbank.

Upland Natural Resources

Steep slopes located near N Kerby Avenue and along Interstate 5 slopes are identified by the City as a landslide hazard, and, where vegetated, are also vulnerable to wildfires.

Table 4.7: Lower Albina Characteristics 1997–2008

	Lower Albina	Central City
Residents (2008 estimate)	130	34,400
Median age (2000)	32	36
Education — bachelor's degree or higher (2000)	25%	38%
Average household income (2000)	$24,802	$35,624
Housing units (2008)	87	22,994
Affordable* housing units (2008)	0%	56%
Jobs (2006)	2,712	134,870
Jobs/residential population ratio (2008 estimate)	21:1	4:1
Change in crime rate between 1997–2007	–47%	–32%

** Affordable = units that are restricted by tenant or income*

Table 4.6: Lower Albina Residents Race and Gender (2000)

	Lower Albina	Central City
White	50%	79%
Black	33%	7%
Asian	3%	7%
Hispanic	9%	5%
Male	55%	60%
Female	45%	40%

People

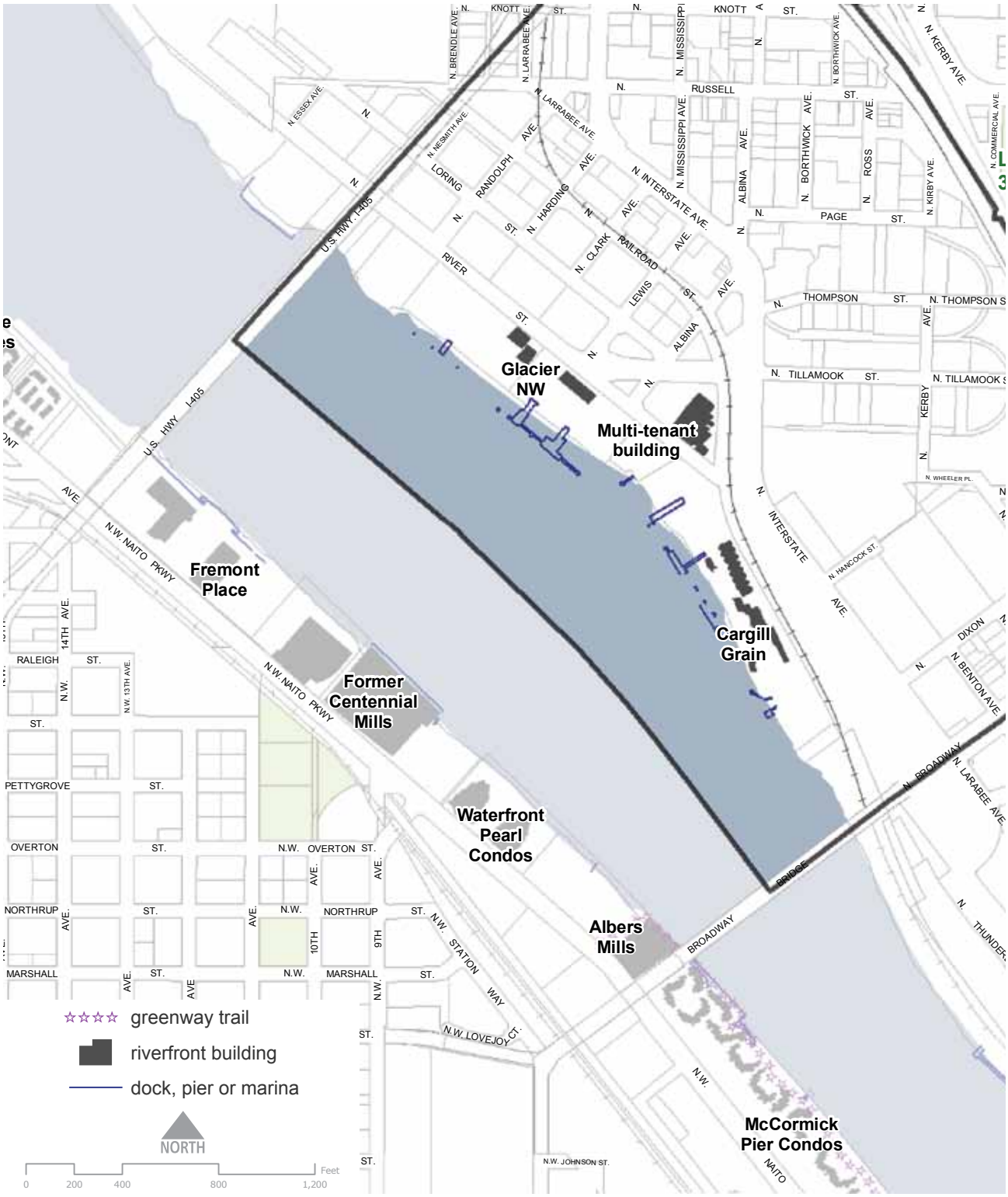
While very few people live in the Lower Albina subdistrict, in 2000 the average Lower Albina resident was a bit younger than the typical Central City resident (median age 32 versus 36), with less education and a significantly lower income than is typical for the Central City. Of these residents, there are fewer whites and more African Americans than in the Central City population overall.

It is important to note that the most recent data available on demographics is from the 2000 U.S. Census. As such, the information is dated and there is a recognized inaccuracy in information.

Housing

In 2000, Lower Albina was home to about 141 residents, making up less than one percent of the Central City residential population. Of Lower Albina residents, almost all are renters. Only one unit was owner-occupied. In 2008, Lower Albina contained 87 housing units, which is a negligible amount of the units in Central City.

Lower Albina River-related Features



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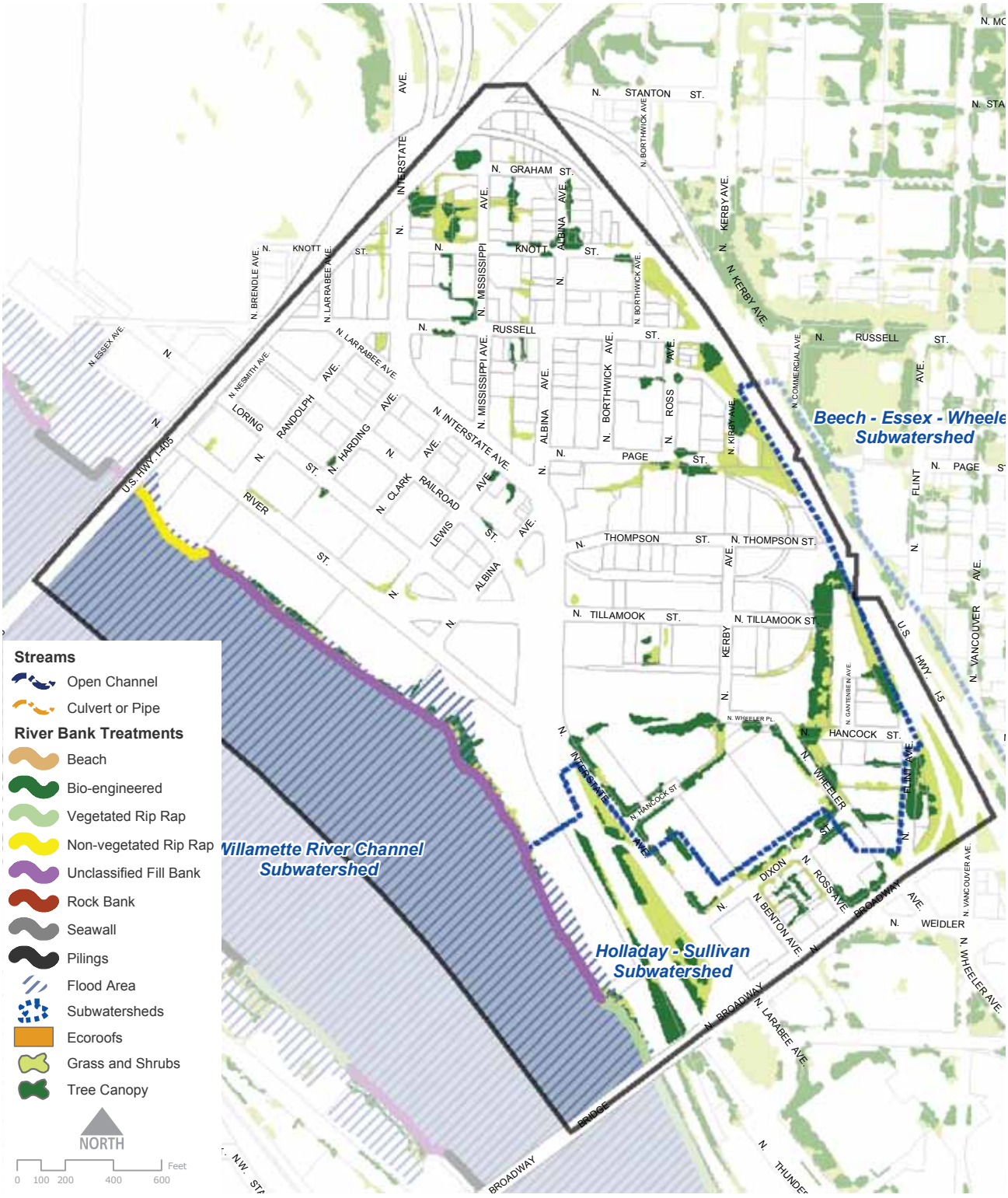
Lower Albina Natural Resource Features



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Lower Albina doesn't have significant residential neighborhoods and has no land zoned for residential development. However, the few residential units located in Lower Albina are relatively affordable. The average rent per square foot is $1.21, the second lowest of any subdistrict, according to the Portland Development Commission 2008 Central City Housing Inventory.

Table 4.8: Lower Albina Employees and Residents

	Lower Albina	Central City	Percent within Lower Albina
Total Employees (2006)	2,712	134,870	2%
Total Residential Population (2008 estimate)	130	34,400	< 1%
Employee/Residential Population Ratio	21:1	4:1	—

Jobs

Lower Albina has a relatively high amount of business activity. Between 2000 and 2006, Lower Albina had an annual job growth rate of 8.3% compared to 1.6% for the Central City overall. During that time, the area gained around 1,000 jobs. However, it is important to note that the reported job gains appear entirely related to public schools and likely reflect reporting variation rather than actual gains.

Lower Albina has almost 21 employees for every resident, compared to the Central City which has almost four employees for every resident. This reflects Lower Albina's business and industrial focus, and its almost complete lack of residents.

About two percent of people working in the Central City work in Lower Albina, accounting for a total of 2,713 jobs. Some of the biggest employment sectors are:

- Education and Health (52%),
- Transportation, Warehousing, and Wholesale (14%), and
- Manufacturing (13%).

Crime

In 2008, 86 crimes took place in Lower Albina, totaling less than one percent of all Central City crimes. The 86 crimes represent a slightly lower average than the subdistrict's annual average of 120 offenses, which occurred between 1997 and 2008. This does not appear to be a significant fluctuation.

Public Facilities and Services

Schools

Considering its small residential population, it is not surprising that there are no public schools in Lower Albina. However, children in the area would attend Boise Eliot (K–8) and Grant High School (9–12). Alternative public schools include: Da Vinci Middle School (6–8), Benson Polytechnic High School (9–12), and Harriet Tubman Leadership Academy for Young Women (6–11). The 2000 United States Census estimated there were 24 residents under the age of 19 in Lower Albina.

Parks and Open Space

Although there is land zoned as open space in Lower Albina, there is in reality no usable open space. The land that is zoned OS is part of the light rail right-of-way.

Arts and Cultural Facilities

There are no known arts and cultural facilities located in Lower Albina. It is unlikely that this will change dramatically in the future as the main identity of the area is as an industrial district.

Community and Social Services

Neighborhood Associations

The Eliot Neighborhood Association includes Lower Albina in its western portion; it is bounded by the Willamette River, Broadway, Fremont, and NE 7th Avenue.

Social Services

LifeWorks NW is the only known social service with facilities located in Lower Albina. It is an organization that provides prevention, mental health and addiction services to community members.



FORECASTS AND GROWTH

Metro Forecast

The most recent forecast prepared by Metro was in 2008, for the year 2035. It projects a loss in households in the Lower Albina area. This is likely due to its zoning and industrial sanctuary status. Jobs are expected to grow by about 16 percent compared to the 49 percent growth forecast for the Central City overall.

Metro's forecasts project no increase in households in Lower Albina. To meet the 2035 job forecast, the district will need to add 15 to 20 new jobs per year (on average) for the next 25 years.

Note: Metro forecasts are done every five years. The most recent forecast was completed in 2008. Numbers differ from "actual" numbers for present and past dates because they are based on forecasts from an econometric model, not on census data. It is also important to note that the most recent census data is quite old at this point, dating from 2000.

Table 4.9:
Lower Albina Metro Forecast
Household Growth 2005–2035

	Lower Albina	Central City
2005	71	17,766
2035	66	51,794
Growth	–7%	192%
Net Increase	–5	34,028

Table 4.10:
Lower Albina Metro Forecast
Employment Growth 2005–2035

	Lower Albina	Central City
2005	2,474	150,479
2035	2,880	224,891
Growth	16%	49%
Net Increase	406	74,412

Redevelopment Capacity

In 2007 the Planning Bureau's *Central Portland Development Capacity Study* looked at vacant and underutilized land in the Central City to determine what sites were potentially available for redevelopment and what kinds of development could be built on the sites. The summary map and table from this study for Lower Albina are shown on the next page.

Lower Albina's redevelopment potential is very much tied to zoning. The vast majority of the buildable land in Lower Albina is zoned industrial. The only exceptions are the small area of Central Employment (EX) zoning along N Russell Street and a strip of commercial zoning (CX) along N Broadway immediately to the east of the Broadway Bridge. Without changes to the zoning, it is unlikely much of the development capacity would be fully realized.

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Identified Potentially Redevelopable Sites (2007)

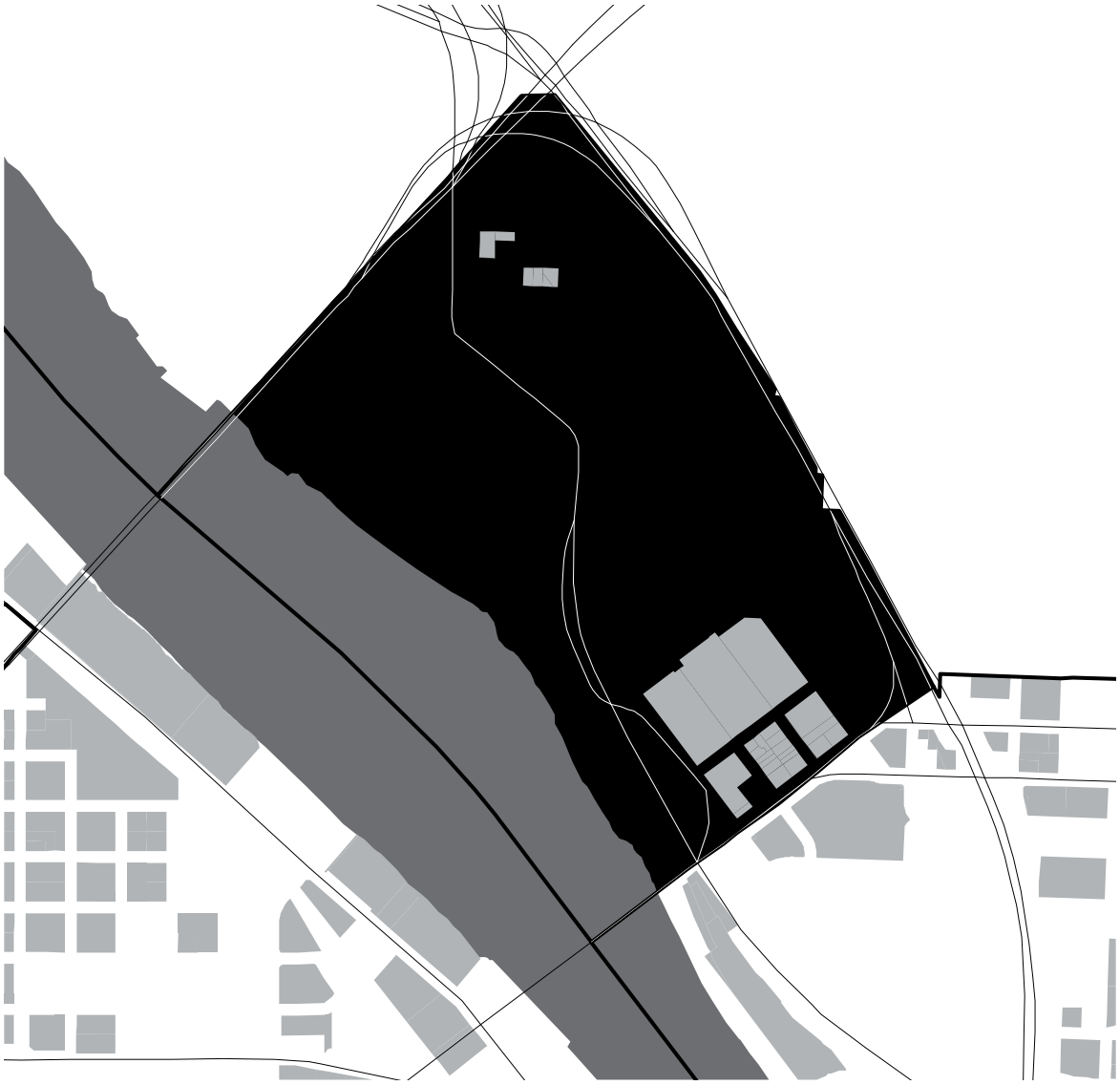

Table 4.11: Lower Albina Redevelopment Capacity Summary (2007)

Generalized Zone	Total Acres	Developed Building Area (million sq. ft.)	Redevelopable Acres	Potential Net Increase @ Base FAR (million sq. ft.)	Potential Net Increase with Maximum FAR Bonus (million sq. ft.)	Projected Net Increase (million sq. ft.)	Projected Commercial (million sq. ft.)	Projected Retail (million sq. ft.)	Projected Residential (million sq. ft.)	Projected New Residential Units
Commercial	2.5	0.1	2	0.3	0.5	0.3	0.1	0	0.1	140
Mixed Employment	96.5	2.5	10	1.4	2.7	2.2	0.3	0.2	1.5	1,235
Open Space	0.0	0	0	0	0	0	0	0	0	0
Residential	0.0	0	0	0	0	0	0	0	0	0
Right-of-way/River	101.9	0	0	0	0	0	0	0	0	0
Totals	200.8	2.6	12	1.7	3.2	2.5	0.4	0.2	1.6	1,375

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LLOYD DISTRICT



SNAPSHOT OF PLACE

The Lloyd District provides a different mix from other parts of Central City. Its buildings range from large, unique complexes like the Rose Quarter, Convention Center, and Lloyd Center Mall, to mid- and high-rise apartments, and to office towers paired with adjacent surface parking lots or parking structures. Block sizes break from the typical 200-foot grid found throughout Downtown and the Central Eastside, forming super blocks to accommodate the large entertainment and commercial uses. The area has access to two major freeways and to light rail, as well as to a streetcar system beginning construction soon. Because of the many existing surface parking lots, vacant parcels, and underutilized properties, the subdistrict offers substantial redevelopment potential.

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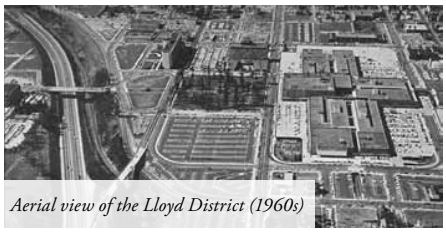
Lloyd District Subdistrict





Demolition for Lloyd Center (1950s)



Aerial view of the Lloyd District (1960s)



Lloyd Center (1960s)

Location

The Lloyd District is 407 acres located on the eastbank of the Willamette, bounded by I-84 on the south, 16th Avenue to the east, and NE Broadway and NE Schuyler to the north.

Evolution of the Subdistrict

The essential character of today's Lloyd District came about with the opening in 1960 of the **Lloyd Center Mall and the Memorial Coliseum.** Later in the decade came the construction of the I-5 freeway, cutting north-south along the western part of the subdistrict, and the I-84 freeway, built in Sullivan's Gulch along the former Banfield Expressway. The Gulch defines the southern edge of the district.

Long before these freeways and large car-oriented structures, in the 1840s and 1850s, Euro-Americans claimed large swaths of land and settled in what is now the Lloyd area. They made their claims as part of the Donation Land Claims Act, which encouraged widespread western migration in the early and mid-19th Century. Parcels totaling several hundred square acres were awarded in what is now the Lloyd District to Jacob Wheeler in 1845 and to the Irving family in 1851. Today's Irvington neighborhood was platted on 200 acres of the Irving family's claim, north of what is now Lloyd Center Mall. These plats followed the lead of Portland's westside, generally using a 200-foot x 200-foot grid. Other early uses of the land, until the 1870s, were for timber, farming, and grazing for animals.

Wheeler sold his holdings to Ben Holladay, who platted the land in 1871 as the Holladay's Addition residential neighborhood, again on the 200-foot square grid. This area, like the others, became part of the adjacent City of East Portland, located to the south and incorporated in 1870. Holladay also included as part of his development more than four acres for **Holladay Park,** the first public open space on the eastside, which remains a park. Holladay Park Addition was platted in 1902, extending the residential development pattern eastward. These middle- to upper-middle class residential areas were similar to the Irvington neighborhood to the north. Some of the grid pattern was a rectangular variation on the westside type, at 200-foot by 400-foot.

The **City of East Portland** was consolidated into Portland in 1891 (as was the City of Albina, located immediately to the north of East Portland). At around the same time, early bridges were being constructed across the Willamette River. The first was the Morrison Bridge, completed in 1887. In 1891 and 1892 came the opening of the Hawthorne and Burnside Bridges, respectively, with the Broadway Bridge opening nine years later.

The area was **primarily single-family homes in 1910** when Ralph Lloyd and family began acquiring properties. Commercial uses were concentrated along major streets that were also the streetcar lines, including Union Street (now Martin Luther King Boulevard) and NE Broadway. Over the next three decades, Lloyd and his descendants continued to purchase property, accumulating 100 city blocks. They demolished the existing single-family housing on these blocks and built **new commercial and multi-story apartment buildings.**



Memorial Coliseum under construction (1960)



Memorial Coliseum after completion (1960)

Just north, what had originally been the City of Albina had grown up in the later 19th Century around river-related industries. In the 1930s, '40s and '50s, it became the hub of Portland's African-American community, as neighborhoods elsewhere excluded non-whites with restrictive real estate covenants and "redlining" that cut off bank loans to African Americans. Parts of what is now the Lloyd District were the southern edges of Albina, and home to a vibrant jazz and bebop music scene, especially in the 1940s and 1950s. Williams Avenue was the focus of this scene. One of the remaining buildings in the Lloyd, now called the Left Bank Building, was a jazz club where Duke Ellington, one of many famous musicians, had played. Many of the residents of both Lower Albina and the Lloyd District were displaced by the large-scale projects that would take place in the area over the coming decades.

At the same time as Albina was thriving as an African-American enclave, Ralph Lloyd and family were accumulating land in the central and eastern portions of the subdistrict, planning Lloyd's vision of that area as a **"city within the city."** He imagined not just a shopping mall but also a grand hotel, garden apartments and recreational facilities, including a golf course or professional stadium. Not all of this came to fruition, but the Lloyds did manage to transform the low-density residential neighborhood into a commercial and higher-density area. The Lloyd Corporation broke ground for its shopping mall in 1952. Not coincidentally, in the 1940s, the State of Oregon had begun developing plans for east-west and north-south freeways through the area; the east-west I-84/Banfield opened in 1955, the north-south I-5 in 1966. Lloyd's shopping mall opened in 1960, located conveniently near the new freeways. Indeed, the Lloyd Center and the 20th Century transformation of the area would not have happened without the growing popularity of the automobile.

The Center covered 90 city blocks, 56 of which were occupied by shops and offices, including 200 tenants, 100 in the open-air retail mall. Blocks not covered by buildings were used for parking, providing some 8,000 free parking spaces. Lloyd Center was one of the first large-scale, open-air shopping malls in the country, and was a regional market draw. Disconnected as it was from the existing downtown retail core, the expected result (according to a Planning Commission report in the 1950s recommending approval of the project), would be that "Portland would in effect have a split central shopping core."

The Lloyd District was also greatly affected by other mid-20th Century efforts to build major new uses not in Downtown but rather on the eastside and to build them at a new, **large, car-oriented scale.** For instance, in 1945, voters rejected the idea of locating a new Civic Center in Downtown, and subsequent efforts began to focus on an eastside location. The following year, 1946, two separate referenda approved building a Coliseum — to be part of the new civic center — on the east bank of the Willamette River between the Steel and Broadway Bridges. The Veterans Memorial Coliseum was financed by an $8 million bond measure approved by voters in 1954. Land clearance to make way for the Coliseum started around the same time as the Lloyd Center was being constructed, in the 1950s. The building was completed in 1960, the same year the Lloyd Center opened. Also known as the "Glass Palace," the Coliseum is an icon of Portland

Lloyd District Building Size

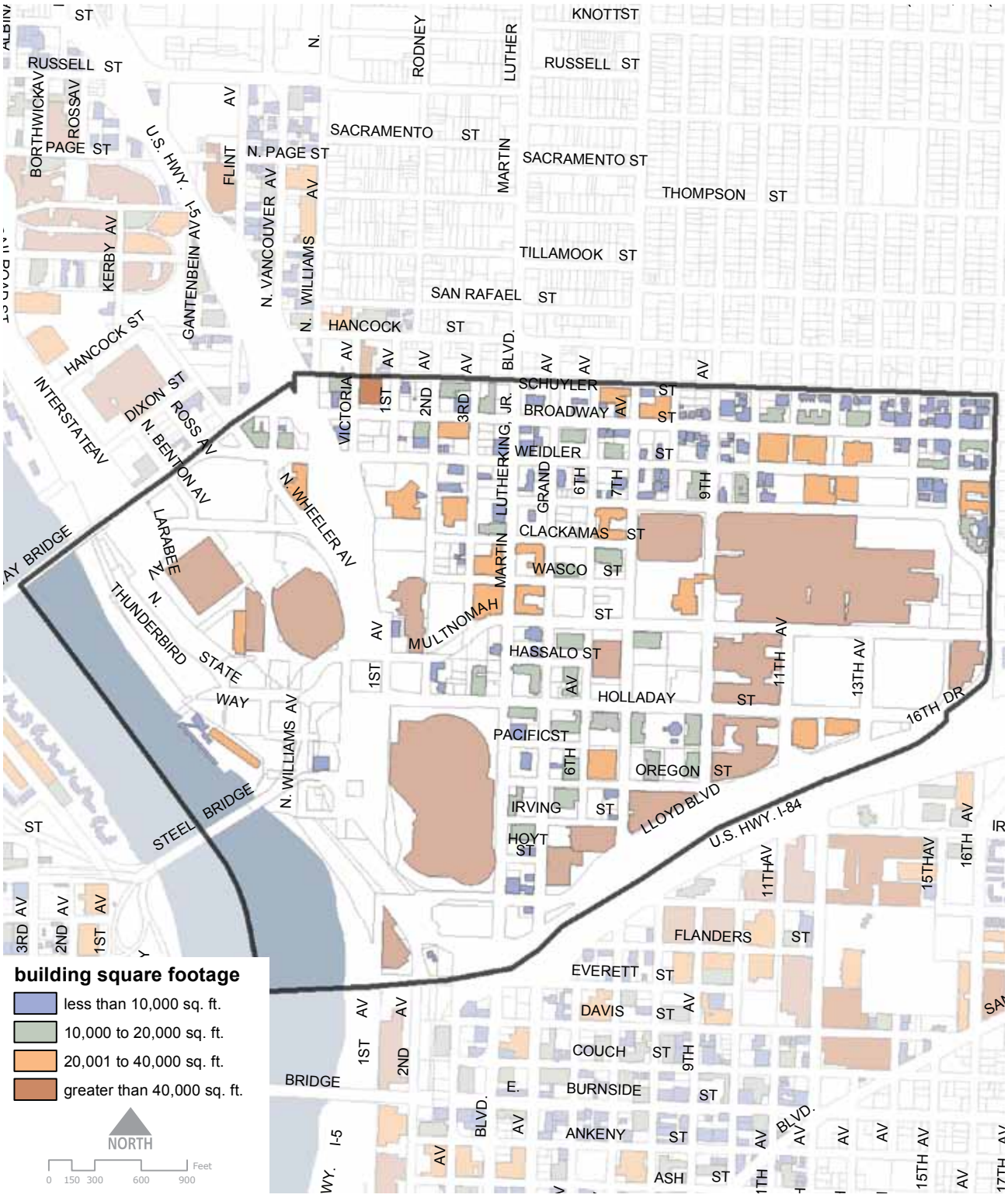


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Table 5.1: Lloyd District Plans

Plan	Year	Agency
Central City Plan	1988	BOP
Proposed Oregon Convention Center Area Development Strategy	1988	PDC
Oregon Convention Center Urban Renewal Plan	1989	PDC
Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan	1991	BOP
Lloyd District Development Strategy	2001	PDC
Rose Quarter Urban Design Plan and Development Strategy	2001	PDC
Lloyd District Housing Strategy	2002	PDC
Lloyd Crossing Sustainable Urban Design Plan	2004	PDC
Development Vision for the Oregon Convention Center Blocks	2006	PDC

modernist architecture, designed by internationally known architecture firm Skidmore, Owings and Merrill. It is monumentally sited on the bluff above the Willamette, a glass-curtain-walled box with a freestanding concrete seating bowl inside.

Large-scale projects continued to be built in the Lloyd District during the remainder of the 1960s and on into the next decades, sprinkling the area with an assortment of corporate office towers, medical buildings and hotels, each accompanied by surface parking lots or parking structures. The new construction greatly contributed to the amount of Class A office space available in the Lloyd District; the space is comparable to parts of Downtown. Though the total square footage developed over the years is significant, the many buildings and new workers have never provided a sense of place or pedestrian level activity. The tall buildings are scattered through the district and do not provide a critical mass or memorable visual impression or "place". For instance, in the early 1970s, the Lloyd Corporation built two prominent office towers on NE Multnomah, one at 5th Street, the other at 7th Street, both with corresponding parking. The triangular shaped hotel tower that stands prominently alongside the I-5 freeway dates from 1970; Legacy hospital built the Holladay Park Medical Center in 1981; another office tower rose in 1981 at Multnomah and 9th; and the federal government in 1985 built an office tower at the southern edge of the subdistrict, on Lloyd Boulevard at 9th Street. Other major buildings include the Bonneville Power Authority, State Office Building, and the Metro renovation of the Sears Tower. In 1990 the Oregon Convention Center opened, another large, public facility drawing large numbers of people from outside the area. In 1997, the Liberty Centre office tower was built at 6th and NE Holladay.

Even while this car-oriented pattern of development occurred, the Lloyd District has also been a pioneer in more recent, latter-20th Century-era efforts to provide alternatives to the auto. On the heels of the eastside MAX light rail line that opened through the area in 1986, connecting through the Lloyd District from Downtown to the eastern suburbs, a public-private partnership of local business and property owners and City agencies founded the **Lloyd Transportation Management Association** (LTMA) in 1998. The LTMA has successfully mounted efforts to share parking spaces and encourage walking, bicycling and transit use for commuters, including advocating for the new streetcar line beginning construction in later 2009. (The LTMA is described further in the *Transportation* section of this chapter.)

Besides the Lloyd Center Mall, there are other large, key sites in the subdistrict owned by single landowners. For instance, the bulk of the Rose Quarter is owned by either the Trail Blazers or the City of Portland, and Ashforth Pacific owns many of the office towers and parking structures and surface lots.

Planning History

While the *Downtown Plan* (1972) focused solely on the westside of the Central City, the *Central City Plan* (1988) crossed the river to encompass the Coliseum/Lloyd District area (as well as riverfront areas to the north and south). The major intent was to connect eastside commercial development in the Lloyd District with the Downtown core as a continuous swath of Central City downtown activities, reinforcing the Lloyd Center as the eastern anchor of the Central City retail. Other goals were for improving the pedestrian environment; and recognizing and enhancing major focal points such as Lloyd Center, the Convention Center, and the Coliseum District.

Of the action items identified in the 1988 *Central City Plan*, roughly two-thirds have been completed. Completed actions include many pedestrian improvement projects and a feasibility study, which laid the foundation for the current Urban Renewal District. However, intentions of 1988 plan for

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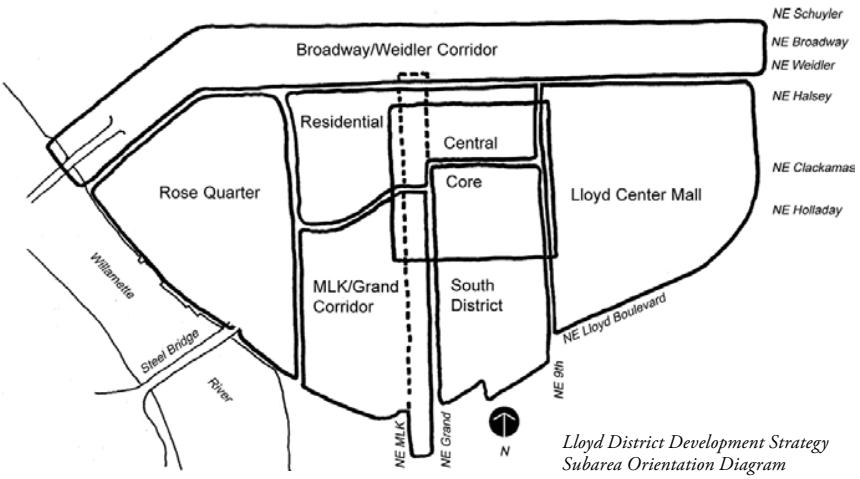


Lloyd District Development Strategy Subarea Orientation Diagram

a continuation of dense downtown commercial development across the River to the eastside Lloyd District have not materialized. The area still has a very distinct development type and pattern that does not necessarily align with Downtown.

(See appendix for table of action items and status)

Subsequent plans continued to implement these initial goals for the Lloyd District. The *Proposed Oregon Convention Center Area Development Study* (1988) set the stage and created momentum for the future of the Oregon Convention Center (OCC) and the Lloyd Center area. It was developed by the Portland Development Commission (PDC) in cooperation with the City's Bureau of Planning and Bureau of Transportation. The plan contained policies and guidelines as well as blueprints for specific actions and development opportunities for both the public and private sector. This was the key planning effort that changed the Lloyd District. Important recommendations include Holladay Street improvements, the ring road concept (which linked Lloyd Blvd., Interstate, and 15th/16th Avenues), Multnomah and Hassalo Street improvements, renovation of Lloyd Mall and the Red Lion Hotel, and Union (MLK) Station.

Since the late 1980s ODOT has studied improvements on I-5 between Greeley and I-84. However, due to a lack of community consensus and funding, improvements have not been made and the section of the freeway remains a concern for safety and access.

The Oregon Convention Center Urban Renewal Area (OCCURA) was adopted by City Council in 1989, and its ensuing Plan developed the same year "to revitalize the area around the Convention Center while creating jobs and greater livability for visitors and residents." Goals included maximizing regional job potential, targeting jobs and businesses for local benefits, reinforcing the expansion of Central City to the eastside, upgrading the physical setting, and stabilizing adjacent neighborhoods.

Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan (1991) were prepared by the Bureau of Planning to further implement prior goals. Additionally they supplemented the overall Central City Design Guidelines, produced the same year, with more specific recommendations based on the particular circumstances and character of subdistricts.

The *Lloyd District Development Strategy* (2001) followed up on the earlier work of the *Oregon Convention Center Area Development Study* (1988). The purpose of the strategy was to refresh the vision and guide new public and private development in the Lloyd District for the next 10 to 20 years. Major concepts of the plan included the designation of subareas (including a central core and a residential area), emphasizing residential development (especially affordable), creating a secure 24-hour community with a lively mix of activities and services, and becoming an active and vital part of the Central City. The existing strong features of the area, which were envisioned to remain as such, were Lloyd Mall, the cinema, Oregon Convention Center, Rose Garden, and the Broadway and Weidler corridor.





The *Rose Quarter Urban Design Plan and Development Strategy* was completed in 2001 in a public process run by the PDC and consultants, including Urban Design Associates of Pittsburgh. The push to smaller-scale, smaller-block pedestrian-oriented development continued and solidified. The preferred alternative proposed by the project would have reinstituted the 200-foot square grid into the Rose Quarter site, populating the new blocks with a mix of uses to replace the large scale, intermittently-used Memorial Coliseum building.

The *Lloyd District Housing Strategy* was developed in 2002 as an "action plan to implement housing development through urban renewal investments and activities supported by the PDC and private partners in the Oregon Convention Center Urban Renewal Area (OCCURA). It establishes housing goals and specific actions to accomplish the vision of a healthy, urban neighborhood. Goals include increasing housing availability, affordability, diversity, and development as well as overall district livability.

The *Lloyd Crossing Sustainable Urban Design Plan* was a 2004 PDC study proposing a new 35-acre urban district that would maximize development potential while achieving environmental goals like carbon neutrality, habitat restoration and reliance on solar energy. It was perhaps ahead of its time and is being revived now in light of recent interest in "EcoDistricts."





CURRENT CONDITIONS

Land

Zoning

The Central Commercial (CX) zone is a mixed use zone making up 87% of the Lloyd District. It allows a range of uses such as office, government, cultural, and residential. Other zones in the subdistrict include General Industrial 1 (IG1) at 5% of the area and Open Space (OS) at 3% of the area.

Existing Uses

In 2008, the Bureau of Planning inventoried the various land and building uses within the Central City. Staff conducted visual inspections of all buildings in the Lloyd District and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model provides estimates of different uses in the subdistrict. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

According to the 2008 land-use inventory, most of the Lloyd District is used for some sort of commercial activity. Of the commercial uses, office accounts for 26%. About 16% is retail/major event entertainment and 14% is retail/shopping. Hotels make up about 10%. Another 10% goes to parking structures — though it should be noted that this figure does not include surface parking lots, which are not "developed" land and not considered in the land-use inventory of buildings.

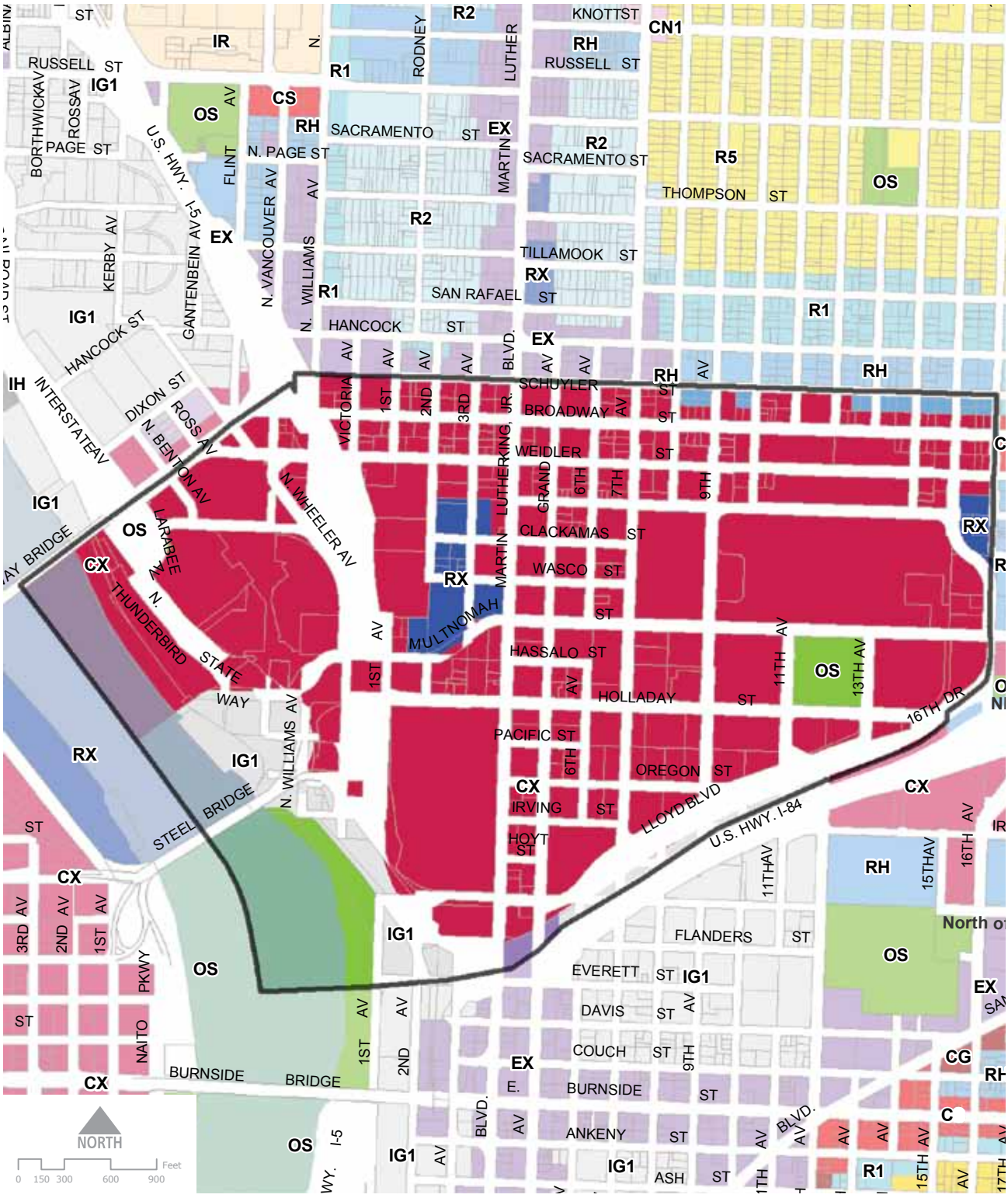
Lloyd District retail mainly focuses around two areas, the Convention Center and Rose Quarter area, and the Lloyd Center Mall area. The Rose Garden Arena, home of the NBA Trail Blazers and a venue for large national attractions, and the Veterans Memorial Coliseum, are key buildings in the area. The two buildings together host 300 events annually. Anchoring the southern portion of the study area is the Oregon Convention Center (OCC), which hosts industry trade shows and meetings. The area is dominated by regional and national visitors and is mostly empty when events are not taking place. Three restaurants existed there a decade ago with none remaining.

Table 5.2: Lloyd District Zoning

Zone	Lloyd District Acres	Percent of Lloyd District	Central City Acres	Percent of that zone in Central City	Citywide Acres	Percent of that zone Citywide
Central Commercial (CX)	205.2	87.2%	668.9	30.7%	1,036.3	19.8%
Central Employment (EX)	0.1	0.0%	229.3	0.0%	779.6	0.0%
General Industrial 1 (IG1)	12.8	5.4%	335.9	3.8%	730.5	1.8%
Open Space (OS)	7.0	3.0%	66.2	10.6%	15,186.9	0.0%
High Density Residential (RH)	2.3	1.0%	27.7	8.3%	489.8	0.5%
Central Residential (RX)	8.0	3.4%	102.8	7.8%	214.3	3.7%
	235.4	100.0%				

Note: River and right-of-way acres are not included.

Lloyd District Zoning



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Lloyd District Existing Uses



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Graph 5.1: Lloyd District Existing Building Uses

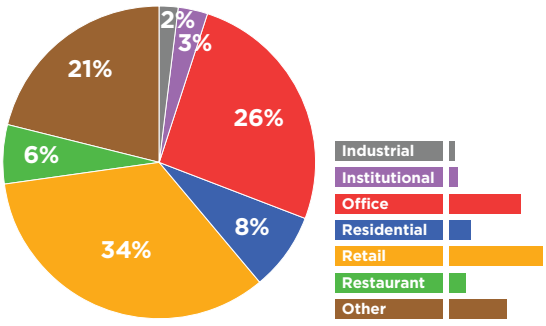


Table 5.3: Lloyd District Existing Building Uses

Building Use	Total Sq. Footage	Percent of Total
Industrial Uses	212,581	1.8%
Institutional Uses	357,017	3.0%
Office Uses	3,065,434	25.9%
Residential Uses	993,021	8.4%
Retail Uses		
Art gallery	0	0.0%
Convenience store	6,350	0.1%
Gas station	17,313	0.1%
Grocery store	32,529	0.3%
Major event entertainment	1,830,089	15.5%
Self storage	0	0.0%
Shopping	1,702,193	14.4%
Vehicle repair	27,121	0.2%
Other	393,502	3.3%
	4,009,097	33.9%
Restaurant Uses	667,773	5.7%
Other Uses	2,511,115	21.3%
Total Developed Sq. Footage	11,816,038	100.0%





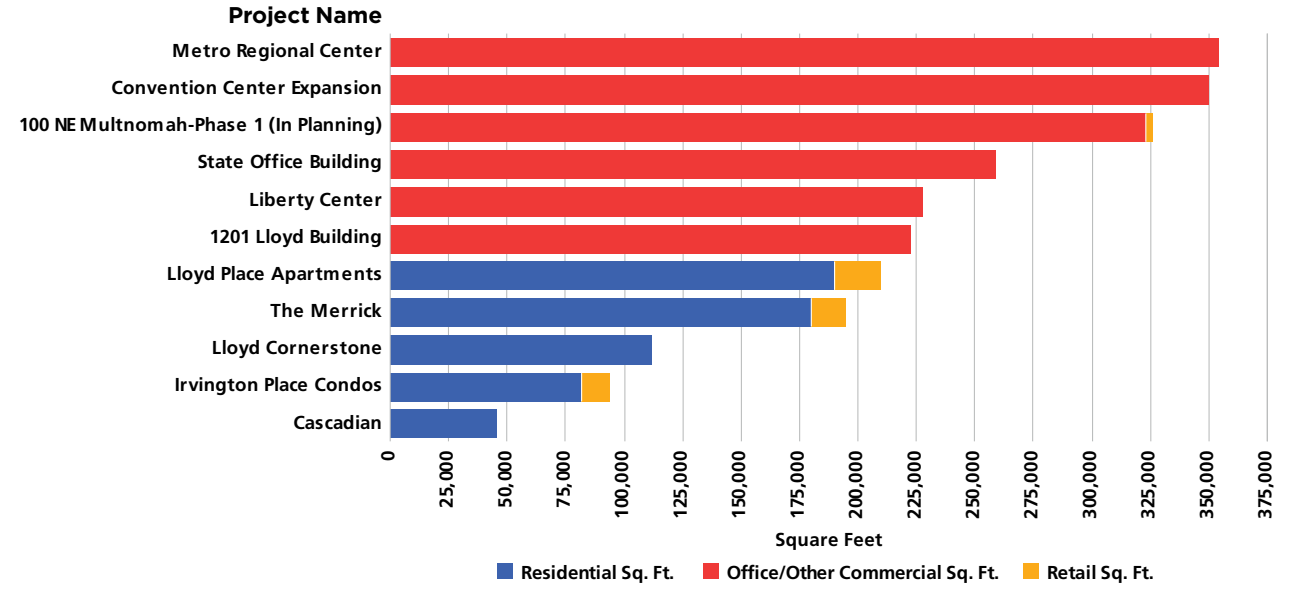
The Lloyd Center Mall fills an important role as a middle-market retail center. It is a regional draw, serving a seven-mile market area and one million customers a month. There are 31,000 employees within a one-mile radius of the mall. The 1.4 million square foot mall serves a regional market. It also includes six anchors, 180 stores, an ice skating rink, movie theater, restaurants and a 900-seat food court.

The small commercial area to the north of the mall expanded steadily during the 1980s. Anchors on the east-west one-way couplet of Weidler and Broadway include neighborhood stores and restaurants, such as Safeway and Newport Grill. Broadway has a strong cluster of independently owned shops and boutiques, mainly serving the neighborhood between 7th and 16th Avenues.

Recent Development

Ten major projects, mainly commercial and residential, have been built in the Lloyd District since 1990. The new residential projects consist of 620 units, and some of those are mixed-use and provide retail space as well. The area encompassing the 10 completed projects totals 1.7 million square feet.

Graph 5.2: Lloyd District Major Projects 1990-2009: Amount of sq. ft. by Use



Development in the Lloyd District has been limited in recent years. Some examples of recent development and renovations are shown here.



Residential

The Merrick

NE Martin Luther King Ave and NE Multnomah

Year built or proposed to be built	2005
Developer/owner	Trammel Crow Residential (D)
Number of units or square feet	185 rental apartments, 15,000 SF of ground floor commercial, 206 underground parking spaces
Use	6-story, mixed-use development, ground floor commercial
Average rent or sales price	Project cost: $18,700,000
Result of planning effort or private plan	Planning effort (received a transit-oriented development easement in Metro's Transit-Oriented Development Program)
Unique features	Residential exercise room, rooftop community room and spa, within a short walk of three MAX light rail lines and five frequent service bus lines.



Commercial/Industrial

1201 Lloyd Building

1201 NE Lloyd Boulevard

Year built or proposed to be built	2002
Developer/owner	1201 Lloyd Associates LLC (O)
Number of units or square feet	Total square feet: 237,769 SF Commercial square feet: 222,777 SF
Use	11-story, mixed-use development: retail, commercial and government offices with 471 parking spaces
Average rent or sales price	Price at last sale: $50,437,000 (2005)
Result of planning effort or private plan	Private
Unique features	High security office tenant improvements took place in over 57,000 SF of the building to accommodate several federal government agency tenants
Photo	www. twproperties.com



Commercial/Industrial

Left Bank Building

240 N Broadway Street

Year built or proposed to be built	1923, renovation 2008
Developer/owner	Leftbank LLC (O)
Number of units or square feet	53,094 SF
Use	3 stories commercial
Average rent or sales price	Market value: $1.8 million (2008)
Result of planning effort or private plan	Private
Unique features	Originally restaurant and bakery, later well-known jazz club, now a community of mission-driven tenants
Photo	The Leftbank Project



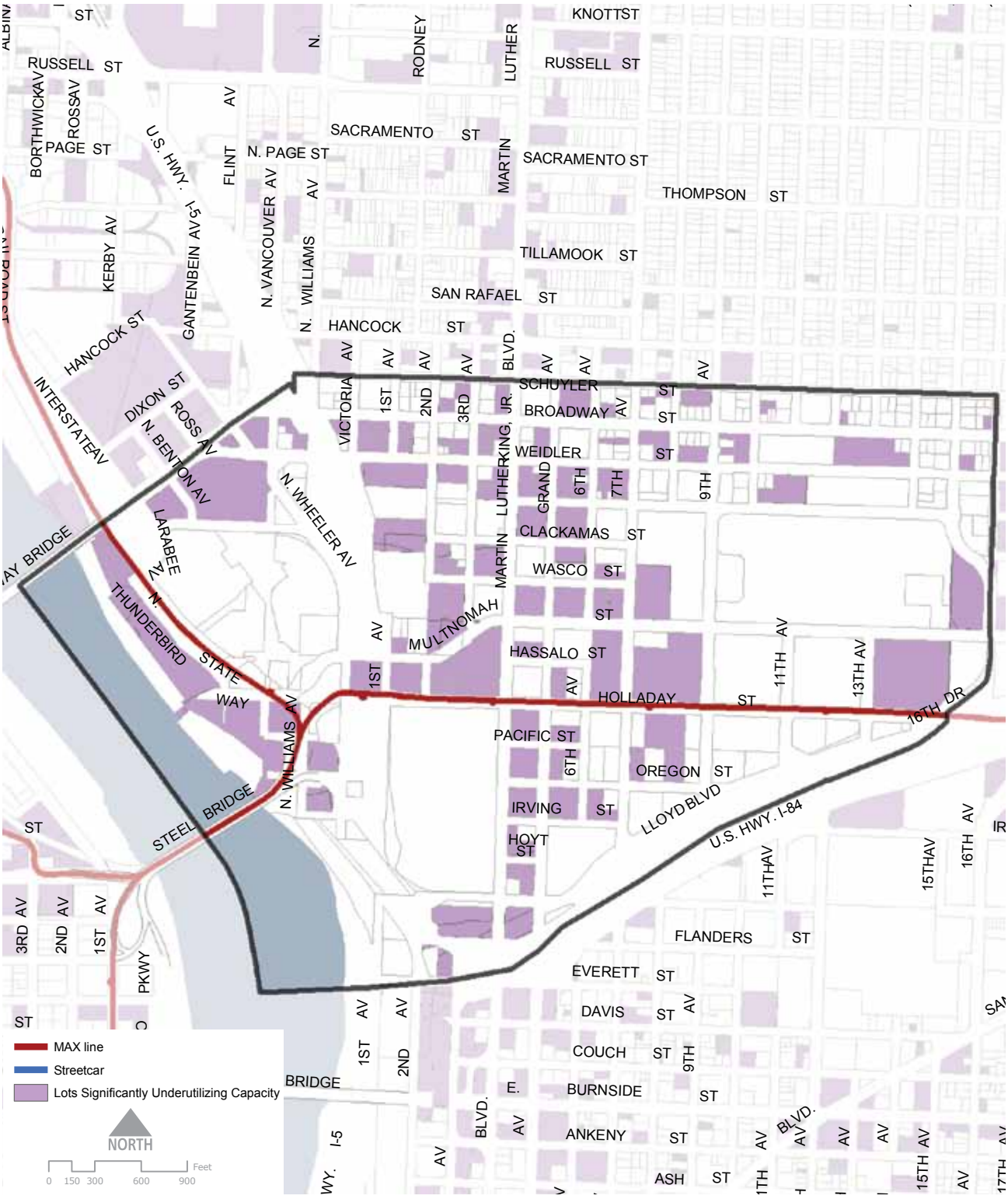
Commercial/Industrial

McMenamins, Starbucks, Kitchen Kabooble on Broadway

1532 NE Broadway Street

Year built or proposed to be built	1989
Developer/owner	NE Broadway Partners (O)
Number of units or square feet	20,600 SF
Use	3 stories commercial, 1-2 retail and restaurant
Average rent or sales price	unknown
Result of planning effort or private plan	Private
Unique features	One of Portland's earliest east side electric streetcar stops was at this site at 15th and Broadway. Later purchased by Lloyd family, redeveloped in 1989.

Lloyd District Surface Parking Lots



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Transportation

In many ways, transportation dominates the identity and character of the Lloyd District. A major defining feature is the I-5/I-84 freeway interchange. The interchange results in elevated ramps and trenches that limit east-west local circulation, creates visual blight and generates high levels of noise and air pollution. Transit is also a key feature with the Rose Quarter Transit Center that brings together five light rail lines and several bus routes. The Steel Bridge provides an important link with Downtown and was further enhanced with pedestrian and bicycle connections with the Eastbank Esplanade that also includes a dramatic steel-truss bridge. Freight rail tracks along the river edge connect with the Albina rail yards to the north and tracks over the lower deck of the Steel Bridge reach the Northwest Industrial Area. Amtrak trains also use the same tracks to access Union Station.

With the public investments in light rail transit routes and the creation of the Lloyd Transportation Management Association, commuters have dramatically shifted from less than 10% transit use in the early 1990s to over 42% by TMA members in 2008. In addition to increasing transit use by workers, bicycling has also increased.

Automobiles and Streets

The Lloyd District is home to many heavily traveled roads and freeways. The busiest freeway interchange in Oregon is in the Lloyd District, where I-5 and I-84 meet; more than 155,000 vehicles pass through it daily. Safety on the interstate system is a problem. The closeness of the interchanges and constricted travel lanes cause a high accident rate. Some of the most heavily-trafficked auto streets (called "Major Traffic Streets" in City transportation planning terms) include two couplets in the subdistrict: Broadway-Weidler and MLK-Grand (Oregon State Highway 99E). They serve as ways for vehicles to pass quickly through the subdistrict yet also as main shopping and commercial streets for the district itself. Major access points for local traffic into the Lloyd District include the Steel and Broadway Bridges. Some roads in the Lloyd District are meant to function as a peripheral "ring" road system, but the effectiveness is somewhat limited.

Parking

The abundant parking available in the Lloyd District is a highly visible characteristic of the area. There are roughly 23,000 parking spaces, with roughly 21,000 surface lots or multi-story structures. Many of the surface lots cover whole or multiple blocks. About 1,700 parking spaces are on-street, some of them metered. The Lloyd Center Mall alone has 6,880 parking spaces. Table 1.11 shows that inventoried parking in the Lloyd District is close to code requirements. There is about 0.5 spaces for every residential unit and 2.2 spaces for every 1,000 sq. ft. of office/non-residential uses.

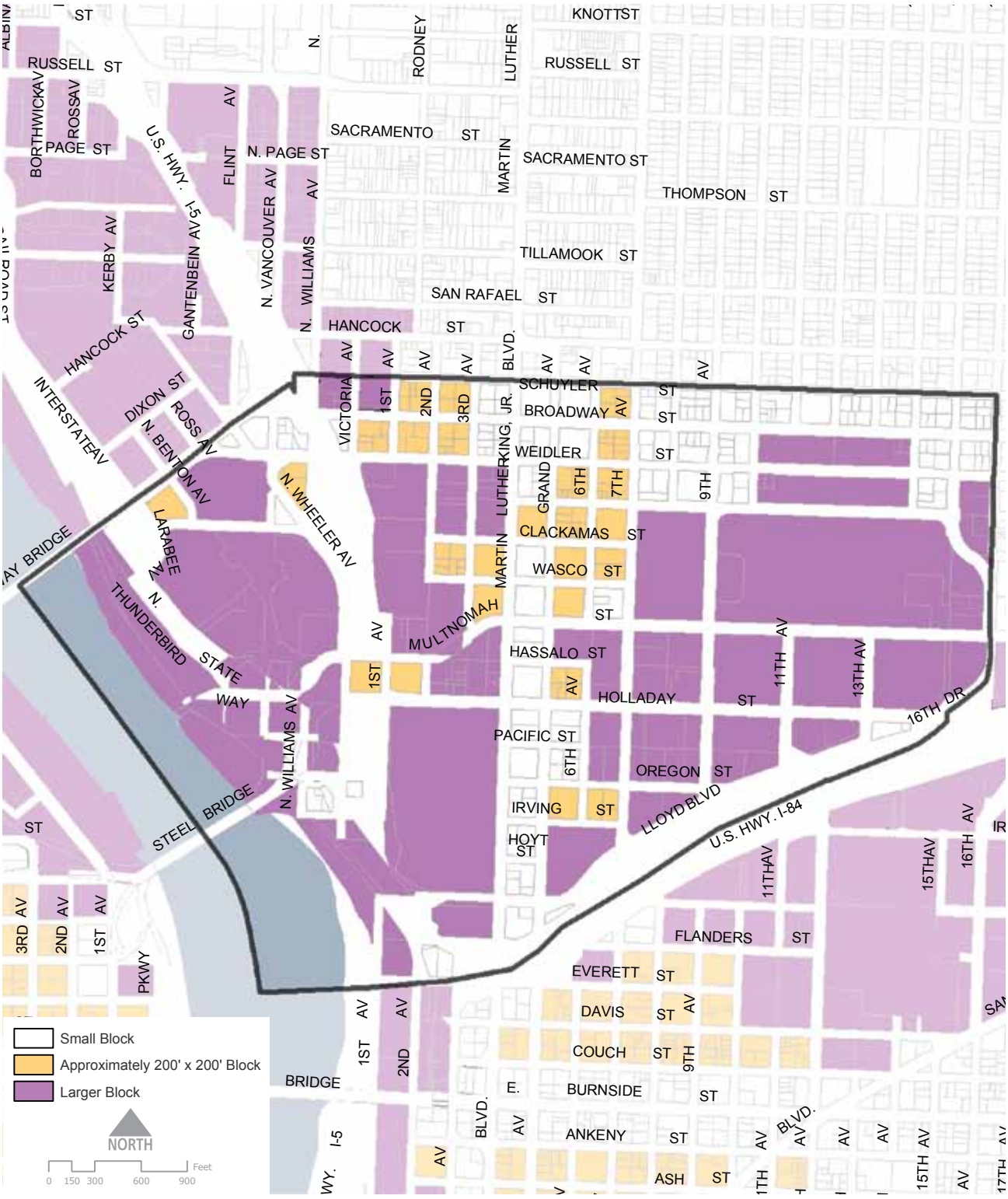
Bicycles, Transit, and Pedestrians

The Lloyd District serves as a major conduit for bicycle routes to and from North and Northeast Portland, particularly the Broadway-Weidler and Vancouver-Williams couplets. Cyclist crashes with injuries are concentrated around the Broadway-Weidler and MLK-Grand intersections. The Eastbank Esplanade, a popular route for commuting and recreational cyclists, connects the District to Downtown and the Central Eastside.

In the west side of the Lloyd District, the Rose Quarter Transit Center is the only place in the region where all light rail lines converge, and is served by many TriMet and C-Tran bus lines. Light rail stops in the district are included in the Downtown-oriented "free rail zone" and are supported with parking revenues from on-street parking meters.

The many large-scale facilities in the Lloyd District, including the Convention Center, the Rose Garden Arena complex, and the Lloyd Center Mall, present major disruptions to the local street grid. They are so large and generate so much activity, it is problematic for the area. The block size created by these uses also makes it difficult for pedestrians in the area. Additionally the freeway creates a barrier for safe and efficient bicycle and pedestrian movement. Even though many uses in Lloyd create a significant amount of pedestrian traffic, major arterial roadways and a generally auto-oriented streetscape detract from the pedestrian environment. The Lloyd District is at a crossroads for many modes of transportation, and crashes are concentrated around the convergence points. Pedestrian and auto crashes with injuries mainly occur around the MLK-Grand couplet, which is classified as a Pedestrian Crash Corridor by the City.

Lloyd District Block Size



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Freight

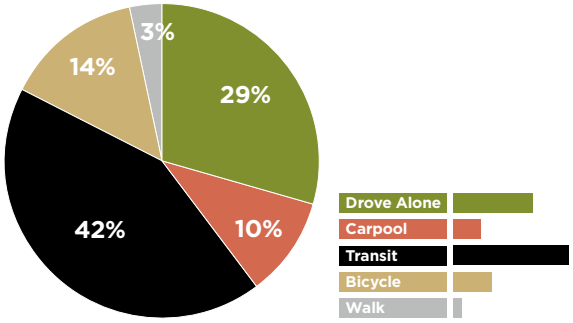
The freeways I-5 and I-84 and the MLK-Grand couplet (State Highway 99W) are all important freight routes through the Lloyd District. Freight is also shipped on the Willamette River, through the grain elevators in Lower Albina. The Union Pacific Railroad also maintains freight rail lines along the waterfront parts of the district. The high level of freight moving through the Lloyd District is influenced by the presence of the Lower Albina area immediately to the north, an active freight district.

Transportation Demand Management

The concept of "transportation demand management" programs arose in the 1990s as a way to use transportation resources more efficiently, to enable growth in an area without creating ever-increasing auto traffic or denigrating livability and access. The Lloyd Transportation Management Association (TMA), which began in 1997, is one of the most successful of these programs in the country. Impetus for this comprehensive public-private partnership came in part from the City's initiation in 1995 of the *Central City Transportation Management Plan* (CCTMP). Recognizing that their desired job growth would stress the existing transportation system and compromise the Lloyd District environment, both public and private entities were motivated to devise proactive solutions.

For instance, "mode split" could be improved — that is, reducing the number of employees driving a single occupancy vehicle and parking at work. Auto parking had through the decades been built to accommodate these solo drivers. The TMA aimed to significantly enhance commute mode choices over a 20-year period. It has successfully reduced commuting by cars, eliminated the need for additional car parking facilities, increased transit service, and advocated for bike improvements and new buses. Parking meters for on-street parking were introduced in 1997. Transit ridership also has been encouraged in the Lloyd District, for example through employers buying bulk transit passes. The TMA is involved in advocating for the new streetcar loop, which will cross the Broadway Bridge and pass through the heart of the Lloyd District.

Graph 5.3: Lloyd District Transportation Mode Split: 2008



Source: PBOT 2008 Transportation Surveys (non-scientific)

Note: The data found in this graph is derived from a PBOT non-scientific transportation survey. It does not align with Table 1.8 due to varying sources and methodologies. Table 1.8 uses data from a Metro model and shows forecasted or modeled trips. For more information please review the Supporting Information document, including Appendix 4: Transportation.

Table 5.4:Transportation in Lloyd District

STREETS	Highest Average Daily Trips	Broadway Bridge to 1st (>50K)
	Total	67,008 feet
	Poor Condition	845 feet or 1.3%
	Very Poor Condition	1,528 feet or 2.3%
	Failing Condition	0 feet
PARKING	On-street Free Parking Spaces	598
	On-street Metered Parking Spaces	1,136
	Surface Lot Parking Spaces	4,408
	Structured Lot Parking Spaces	7,680
	Surface/Structure Parking Spaces	9,222
	Total Parking Spaces	23,044
	Surface Parking Lot Area	48 acres
BIKE	Bike Lanes	6.6 miles
TRANSIT	Light Rail Lines*	1.4 miles
	Other Transit Lines	None
	No. of Bus Routes**	12
PEDESTRIAN	General Block Size	2.1 acres or 91,476 square feet
FREIGHT	Busiest Freight Route***	MLK-Grand; Broadway-Weidler from bridge to MLK-Grand

* *Length of street segments with rail in them, whether 1 or 2 way. Includes Transit Mall MAX.*

** *Through routes (i.e., 4 Division/St. Johns) counted as 2 routes. This affects total in River District and University District, where most of the changes occur.*

*** *Listed are streets with highest TSP freight classification.*

Lloyd District River-related Features



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Lloyd District Natural Resource Features



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Willamette Riverfront and Natural Resources

The Lloyd District riverfront is dominated by a railroad line and road that run the length of the district. Vacant land lies between the railroad line and the river. The bulk of the Lloyd District is upland and disconnected from the Willamette River. Just inland, the Rose Quarter bustles on event nights, but views of downtown are blocked by the Dreyfus facility. However, as one crosses the Steel Bridge there are many opportunities for views of the river, Downtown and the industrial waterfront.

The greenway trail is only partially developed along the Lloyd District waterfront. The trail south of the Steel Bridge is the start of the Eastbank Esplanade, an off-street partially floating path that parallels the river's edge for one and a half miles. Attached to this floating portion of the Esplanade is the Duckworth Dock, a public facility that provides a quiet place for people to get down to river level.

As in other portions of the Central City, parts of the riverfront provide important habitat for a wide variety of fish (including protected Chinook and Coho Salmon) and for resident and migratory birds. Water quality does not meet state standards.

Unlike most of the Central City waterfront, the Lloyd District has areas of steep slopes along the banks north of the Interstate 5 and Interstate 84 interchange. These are identified by the City as a landslide hazard and, where vegetated, are also vulnerable to wildfires.

Table 5.6: Lloyd District Characteristics 1997–2008

	Lloyd District	Central City
Residents (2008 estimate)	1,700	34,400
Median age (2000)	40	36
Education — bachelor's degree or higher (2000)	43%	38%
Average household income (2000)	$52,764	$35,624
Housing units (2008)	1,165	22,994
Affordable* housing units (2008)	0%	56%
Jobs (2006)	18,977	134,870
Jobs/residential population ratio (2008 estimate)	11:1	4:1
Change in crime rate between 1997–2007	–23%	–32%

** Affordable = units that are restricted by tenant or income*

Table 5.5: Lloyd District Residents Race and Gender (2000)

	Lloyd District	Central City
White	77%	79%
Black	13%	7%
Asian	3%	7%
Hispanic	4%	5%
Male	46%	60%
Female	54%	40%

People

Population information from the 2000 US Census (the most recently completed) showed that the typical Lloyd District resident to be four years older than the Central City median of 36 years old. More Lloyd residents had also received a higher level of education and their income was an average of $17,000 higher than the Central City average, at $52,764. Interestingly, in the Lloyd District between 1990 and 2000, the number of residents with a bachelor's degree doubled, and those with an advanced degree almost quadrupled. This signifies a change in the attractiveness of the subdistrict to a certain subset of educated people. It also points out how much the demographic data can change over the 10-year period between when the censuses are completed. The census is the most reliable population information available, and the next census will be conducted in 2010.

When it comes to race, the 2000 U.S. Census illustrates the Lloyd District population is similar to the Central City, but it encompasses a higher percentage of African Americans (13% vs. 7%),

57619

fewer Asians (3% vs. 7%), and a significantly smaller proportion of males, with (46% male and 54% female in the Lloyd District vs. 60% male and 40% female in the Central City overall).

It is important to note that the most recent data available on demographics is from the 2000 U.S. Census. As such, the information is dated and there is a recognized inaccuracy in information.

Housing

In terms of residential population, the Lloyd District is one of the smaller subdistricts in Central City. The 2000 Census recorded approximately 1,259 residents, making up five percent of all people who live in Central City. Based on a City housing inventory of 2008, the Lloyd District contained 1,165 housing units, which is roughly five percent of the units in the Central City, and which translates into a population of approximately 1,700 people (based on a typical household size of 1.5).

According to the 2008 City inventory, 87% of the housing in the Lloyd District was rental. Only 148 of the 1,165 total units were owner occupied. In 2008, the Lloyd District's average rent per square foot was $1.09, and the majority of its rental units fell within the 81–120 percent Median Family Income (MFI) bracket, meaning they are moderately affordable.

Table 5.7: Lloyd District Employees and Residents

	Lloyd District	Central City	Percent within Lloyd District
Total Employees (2006)	18,977	134,870	14%
Total Residential Population (2008 estimate)	1,700	34,400	5%
Employee/Residential Population Ratio	11:1	4:1	—

Jobs

Between 2000 and 2006, the Lloyd District had an annual job growth rate of 4.4%, gaining around 4,300 jobs, and bringing the total of jobs in the district to almost 19,000 in 2006. Lloyd District jobs accounted for approximately 14% of the total jobs in Central City. Some of the biggest employment sectors are:

- Services (30%),
- Retail, Arts, and Accommodation (30%), and
- Public Sector (12%).

Evidence of the district's office and retail focus is highlighted in the City's Economic Opportunities Analysis conducted in April 2009, which counted around 11 employees for every one resident, compared to the Central City's almost four employees for every resident.

Crime

Between 2005 and 2008, crime levels in both the Lloyd District and the Central City have been lower than in each of the eight years prior (1997–2004). In 2008, the crime rate was more than 23% less than 11 years earlier in 1997. Nearly 15% of the total crime in the Central City in 2008 occurred in the Lloyd District, most of which were crimes of larceny.

Public Facilities and Services

Schools

There are currently no public schools in the Lloyd District. However children in the area would attend: Abernethy Elementary School (K–5) or Buckman Elementary School (K–5), Hosford Middle School (6–8), and Cleveland High School (9–12). Alternative public schools include: Da Vinci Middle School (6–8), Benson Polytechnic High School (9–12), and Harriet Tubman Leadership Academy for Young Women (6–11). Parts of the Lloyd District are also within the Irvington School (K–8) boundaries. The 2000 U.S. Census estimated there were 106 residents under the age of 19 in the Lloyd District.

Parks and Open Space

Acquired in 1870, Holladay Park is the only public open space in the Lloyd District. Located at NE 11th Avenue and Holladay Street, this park is named after Benjamin Holladay (1819–1887.) In 1868, Holladay sold his stage coach business in California to Wells Fargo and moved to Portland to get involved in the railroad business. He also built two large hotels in the area where the park bearing his name is now located. He lost his railroad in 1876, and died in Portland in 1887. Today, Holladay Park is a grass-covered square block, symmetrically landscaped, and boasting a gracious fountain, paved paths, picnic tables, and public art.



Arts and Cultural Facilities

The arts and cultural facilities in the Lloyd District are mostly regional destinations used for major entertainment events. The Rose Quarter Entertainment District includes the Rose Garden and Memorial Coliseum. The Rose Garden is a flexible, multi-purpose facility hosting a variety of events including NBA and college basketball, professional hockey, indoor track and field, gymnastics, and major concerts. It opened in 1995 and since then has been the new home for the NBA basketball team the Trail Blazers, who previously had played in Memorial Coliseum. The earlier multi-use venue now hosts sporting events including hockey, basketball, rodeo, and ice skating, as well as concerts, and trade shows.

Community and Social Services

Neighborhood and Business Associations

The Lloyd District Community Association serves as both the Business District Association and the Neighborhood Association for the Lloyd District. Businesses and residents are allowed equal voting power on the Board. The purpose of the Association is to promote and enhance the Lloyd District Community as a desirable and livable place; organize and improve crime prevention and open up lines of communication among businesses, residents and the government.

Community and Other Organizations

The major community organization in the Lloyd District is the Lloyd District Transportation Management Agency (TMA). The Lloyd TMA is an action-oriented association working with businesses and public agencies in the Lloyd District to improve access and mobility for those who work, reside, shop and commute in and to the Lloyd District. The Lloyd TMA's focus includes programs for improved public transit, ride sharing, alternative work hour programs and programs promoting parking management, bicycle and pedestrian measures.

Social Services

Its central location and easy transit accessibility make the Lloyd District attractive for some social services, including Portland Rescue Mission's administrative office, Upstream Public Health, and Step It Up. Central City Concern, the affordable housing non-profit, is renovating a motel in the district as well, for lower-income residents.



FORECASTS AND GROWTH

Metro Forecast

Metro's most recent job and household growth forecast was prepared in 2008 for the year 2035. It projects continued rapid housing development in the Lloyd District and a total of more than 3,800 housing units in the subdistrict in 2035. According to Metro's projections, that would represent roughly seven percent of the total housing units in the Central City, which is still a somewhat small share but an increase over the 2005 share of four percent. Jobs are expected to grow by more than 150 percent by 2035.

To meet Metro's housing projections for 2035, the Lloyd District will need to see the development of just over 100 new units per year (on average) for the next 25 years. To meet Metro's employment projections for 2035, the district will need to create more than 1,300 new jobs per year (on average) for the next 25 years.

Note: Metro forecasts are done every five years. The most recent forecast was completed in 2008. Numbers differ from "actual" numbers for present and past dates because they are based on forecasts from an econometric model, not on census data. It is also important to note that the most recent census data is quite old at this point, dating from 2000.

Table 5.8:
Lloyd District Metro Forecast
Household Growth 2005–2035

	Lloyd District	Central City
2005	668	17,766
2035	3,817	51,794
Growth	471%	192%
Net Increase	3,149	34,028

Table 5.9:
Lloyd District Metro Forecast
Employment Growth 2005–2035

	Lloyd District	Central City
2005	17,123	150,479
2035	27,698	224,891
Growth	62%	49%
Net Increase	10,575	74,412

Redevelopment Capacity

In 2007, the City looked at vacant and underutilized land in the Central City to determine what sites were potentially available for redevelopment and what kinds of development could be built on the sites. The summary map and table from this development capacity study for the Lloyd District are shown on the next page.

The study showed that the Lloyd District has tremendous capacity to accommodate new development — compared to other parts of the Central City. The 70 acres of identified redevelopable land in the Lloyd District have enough development potential under current entitlements to nearly triple the amount of built space in the subdistrict. The identified redevelopment sites are comprised of both surface parking lots and significantly underdeveloped parcels. More than one-half of the sites are larger than the typical Central City city-block-size of 40,000 square feet, which again means significant development opportunity compared to other subdistricts of Central City, where sites tend to be much smaller.

Identified Potentially Redevelopable Sites (2007)



Table 5.10: Lloyd District Redevelopment Capacity Summary (2007)

Generalized Zone	Total Acres	Developed Building Area (million sq. ft.)	Redevelopable Acres	Potential Net Increase @ Base FAR (million sq. ft.)	Potential Net Increase with Maximum FAR Bonus (million sq. ft.)	Projected Net Increase (million sq. ft.)	Projected Commercial (million sq. ft.)	Projected Retail (million sq. ft.)	Projected Residential (million sq. ft.)	Projected New Residential Units
Commercial	205.6	13.4	66	21.2	29.9	24.6	10.6	1.2	9.1	9,984
Mixed Employment	13.4	0.3	0	0	0	0	0	0	0	8
Open Space	7.1	0	0	0	0	0	0	0	0	0
Residential	10.3	0.7	4	1.4	1.9	1.3	0	0.1	1.1	1,373
Right-of-way/River	170.9	0	0	0	0	0	0	0	0	0
Totals	407.3	14.4	70	22.6	31.8	25.9	10.6	1.3	10.3	11,365

STUDY AREAS



The 1988 Central City Plan District boundary was established largely based on the boundaries of existing neighborhood associations, previous planning studies, and the interstate highways (See map on page 17 of the *Central City Plan*). This district boundary has changed only slightly since the adoption of the 1988 Plan. The district has been extended at the western and northern edges of Goose Hollow and at the far northwest to include the redevelopment of Terminal 1 along the Willamette River.

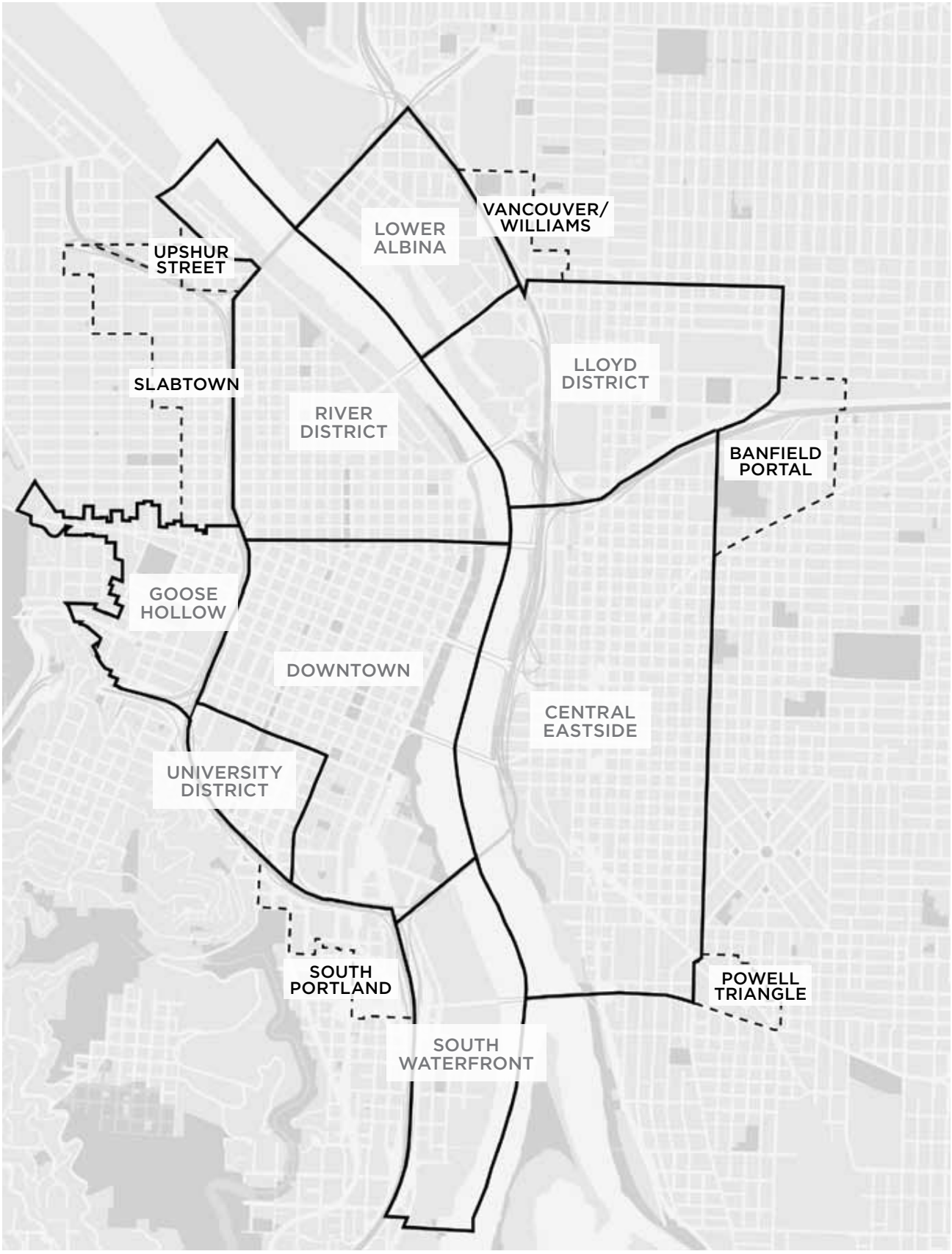
The *Central City 2035* Plan process must look beyond the current boundaries to adequately relate and connect Central City to its surroundings and as such, there is a need for a larger study area. It has been suggested that *Central City 2035* may have a different boundary (project area) from the current one as outlined in the *Central City Plan*. Some areas along the boundaries could be included or excluded, following closer examination. Many of the boundaries are also formed by freeways, which may or may not be the best way to define areas that belong to the Central City.

The following section outlines six 'study areas' that possess certain characteristics that potentially make them appropriate for inclusion in the *Central City 2035* boundaries. The characteristics of the areas are:

- Areas adjacent to and within roughly 2,000 feet of the existing Central City Plan District boundary;
- Areas likely subject to significant change through redevelopment;
- Major commercial corridors/gateways to Central City; and,
- Areas that are within identifiable natural boundaries, such as topography.

57624

Subdistricts and Study Areas



SLABTOWN



Northwest District Eastern Edge and Transition Subareas

The Slabtown study area is south of Highway 30 and west of Interstate 405 and covers about 153 acres (including public right-of-way). The study area contains two subareas from the *Northwest District Plan*, the Eastern Edge and Transition Subareas. The *Northwest District Plan* adopted two policy directions for these subareas. For the Transition Subarea the adopted policy is as follows:

- Integrate the subarea into the pedestrian-oriented, architecturally diverse urban fabric to the south and west. Encourage a mix of housing, commercial, institutional, open space, and light industrial uses.

For the Eastern Edge Subarea the adopted policy is:

- Foster the development of the Eastern Edge as a transition between the more urban Central City and the Northwest District.

This study area contains a mix of residential uses with small-scale commercial office and some retail uses. The area also contains a number of underutilized properties, vacant lots, and old surface parking lots. One of the largest potential redevelopment sites in the vicinity of Central City, the Con-way properties, is also within this study area. This site and several smaller sites throughout the eastern edge present a significant opportunity for future redevelopment and creation of a mixed-use development pattern. This would protect the residential and historic fabric of the more densely developed portions of the Northwest District. Simultaneously, it would seek to make a stronger connection and more cohesive urban form that links the Northwest District to the Pearl, Upshur Warehouse District, and Willamette Waterfront.

Zoning

This area is currently zoned a mixture of Central Employment (EX), which comes with the design overlay zone (d), High Density Residential (RH), and General Industrial 1 (IG1). Most of the area (77%) is zoned Central Employment (EX), which generally allows a wide mix of uses including residential, commercial office and retail, light industrial, and other uses needing a more central location. However, the provisions of the Northwest Plan District limit Retail Sales and Services uses through most of the area to no more than 3,000 square feet in the EX zone, and to no more than 20 percent of net building area in the RH zone. The base maximum height limits in the study area range between 45 to 75 feet and the maximum floor area ratios (FAR) are 1:1 or 4:1 FAR depending upon location.

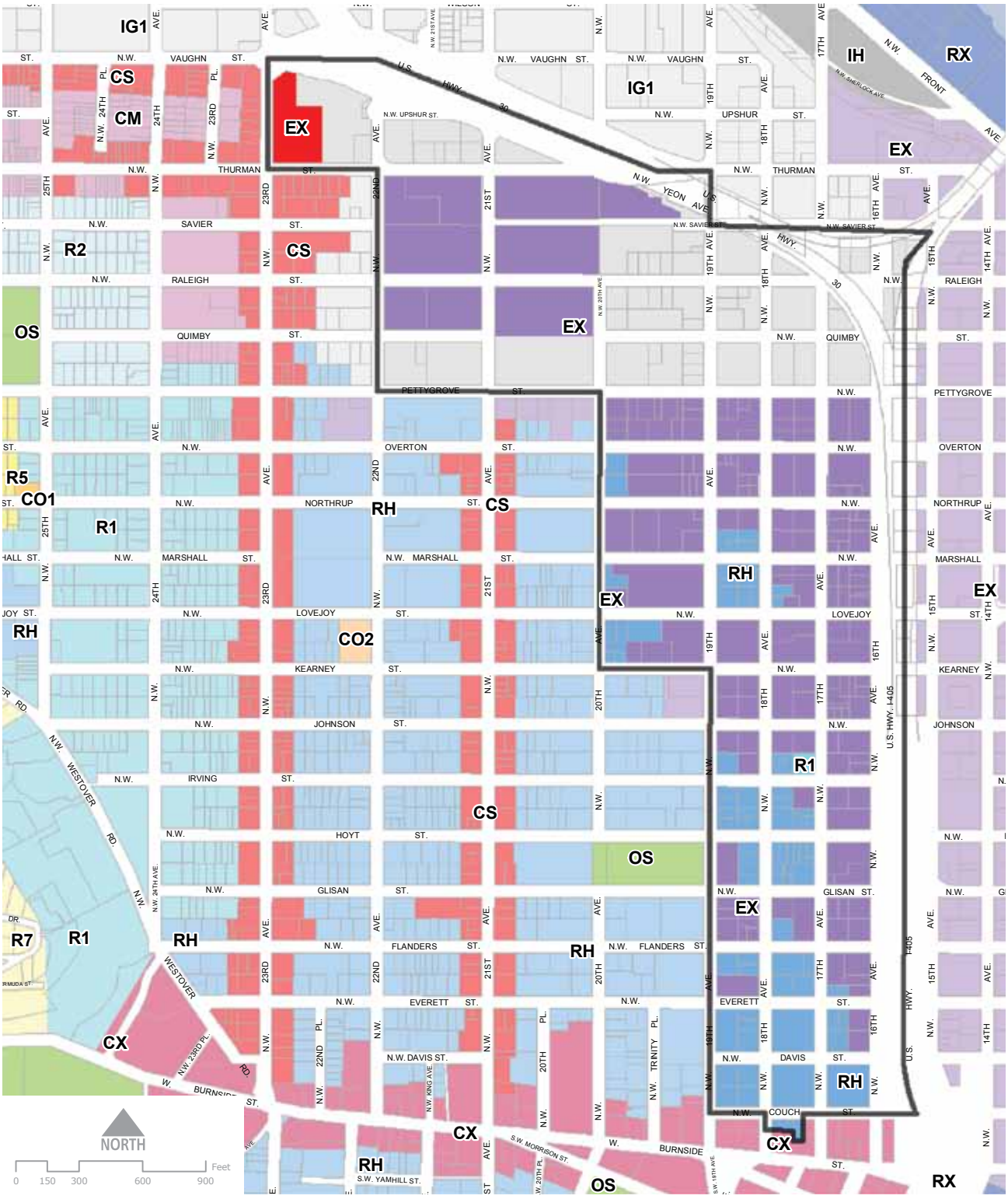
Table 10.1: Slabtown Zoning

Zone	Slabtown Acres	Percent of Slabtown	Study Areas Acres	Percent of that zone in Study Areas	Citywide Acres	Percent of that zone Citywide
Storefront Commercial (CS)	1.8	2.0%	8.8	20.3%	719.4	0.2%
Central Employment (EX)	48.3	55.6%	80.0	60.3%	722.7	6.7%
General Industrial 1 (IG1)	23.1	26.6%	44.5	52.0%	718.3	3.2%
Residential 1,000 (R1)	0.2	0.3%	0.4	53.5%	1,656.7	0.0%
High Density Residential (RH)	13.5	15.5%	39.5	34.0%	489.8	2.7%
	86.9	100.0%				

Note: River and right-of-way acres are not included.

57626

Slabtown Zoning



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The Northwest Plan District also allows for bonus height and floor area to be earned. Within specific subareas, applicants may earn bonus height and floor area when residential uses are developed, with more height and floor area being earned for affordable housing. Bonuses may also be earned when underground parking is developed or when contributions to the Northwest Transportation Fund are made.

As noted, EX-zoned portions of the study area also come with the design overlay zone, subjecting development within this zone to the Community Design Standards. A limited portion of the study area also falls within the Historic Alphabet District, and development within those areas may also be subject to historic design review.

Existing Uses

In 2008, the Bureau of Planning inventoried land and building uses within the Central City. Staff conducted visual inspections of all buildings in the Slabtown area and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model provides estimates of different types of uses. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

The three main uses in Slabtown are residential, office, and industrial. The residential in the area is mainly multi-family and accounts for almost 30 percent of the building uses in the area. Single-family residential uses only make-up less than five percent. Office uses in the area account for almost the same amount as residential, at about 33 percent each. Industrial users are also a major component of the area, making up 16% of developed building area use.

Discussion

Since the adoption of the *Northwest District Plan* in 2003, the *North Pearl District Plan* has been created. This plan established a framework for how the areas just to the east of this study area will be developed. It proposes a mix of uses similar to those suggested for the study area, but at higher densities and with an emphasis toward creating a more diverse, family-friendly, complete community.

At the same time, Con-way has begun to develop an ambitious master plan that proposes significant redevelopment of the numerous properties it owns in the north end of this area. Early concepts for the master plan embrace a mix of uses, including housing, employment, neighborhood-serving public amenities, but at higher densities than originally proposed by the *Northwest District Plan.* In the last few years, the *Portland Streetcar System Plan* also has been evolving and proposes to expand service in this portion of the Northwest District.

As the Central City 2035 process begins, it is wise to consider how the recently adopted *North Pearl District Plan,* the emerging master plan for Con-way, the *Portland Streetcar System Plan*, and the adopted policy direction for the Transition and Eastern Edge Subareas will form future public and private development decisions in this area. By including this as a study area of the *Central City 2035* plan, an analysis of the effectiveness of the *Northwest District Plan* can be done to determine if the zoning amendments are achieving their intended purposes, or if additional modifications are needed. This analysis also can help to determine how the implementation of the *Northwest District* and *North Pearl District Plans* and associated policies can be done in a mutually beneficial manner. The desired effect will be to strengthen the physical and social connections between these two unique districts.

Slabtown Existing Uses



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Graph 10.1: Slabtown Existing Building Uses

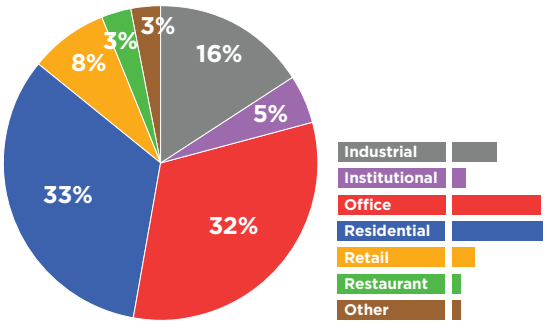


Table 10.2: Slabtown Existing Building Uses

Building Use	Total Sq. Footage	Percent of Total
Industrial Uses	509,872	16.1%
Institutional Uses	143,358	4.5%
Office Uses	1,030,171	32.6%
Residential Uses		
Multi-family	885,462	28.0%
Single-family	143,356	4.5%
	1,028,818	32.5%
Retail Uses	259,372	8.2%
Restaurant Uses	80,347	2.5%
Other Uses	110,073	3.5%
Total Developed Sq. Footage	3,162,011	100.0%

UPSHUR STREET



Northwest District, Transition Subarea

The Upshur Street Warehouse District is located within the Northwest Plan District in an area the *Northwest District Plan* identifies as the Transition Subarea. It covers about 32 acres (including public right-of-way). This area is located north of the Highway 30 ramps and south of Vaughn Street (up to the boundary of the Guilds Lake Industrial Sanctuary Plan District, which is also the Regionally Significant Industrial Area boundary).

The Transition Subarea contains a variety of commercial, industrial, creative industries, and transportation-related businesses. The adopted policy for this subarea is:

- Integrate the subarea into the pedestrian-oriented, architecturally diverse urban fabric to the south and west. Encourage a mix of housing, commercial, institutional, open space, and light industrial uses.

The Upshur Street Warehouse District constitutes the northeast portion of this subarea and is unique in that the district is isolated from the rest of the Northwest District. It's in a pocket created by the Fremont Bridge ramps and its placement along a former rail spur.

Although not within the boundaries of this area, the intersection of NW 23rd Avenue and Vaughn Street and access to I-405 and Highway 30, is key to enter the area. It is congested, which affects the viability of freight and auto-dependent businesses in the area.

The area contains a well-preserved assortment of early 20th-century industrial buildings. Most are relatively small scale, with ample fenestration, brickwork, and covered loading platforms, that provide the area with a finely-textured and human-scale streetscape. In the last few years, this small geographic area has transitioned into a surprisingly vibrant and active district. Much private investment has occurred, resulting in the restoration of many of the buildings in the area which are being inhabited by emerging businesses, many associated with the jobs often related to the "creative class". Even some of the vacant lots in the district are now being used by local nurseries and garden furnishing businesses.

Zoning

This area is zoned a mixture of Central Employment (EX), which comes with the design overlay (d), and General Industrial 1 (IG1). Prior to the adoption of the Northwest District Plan District, the entire area was zoned as IG1, but limited portions were rezoned to EX as part of that planning effort. Generally the EX zone allows a multitude of different uses including residential, retail, offices, and manufacturing. However, in this area the zone has been modified such that only 20 percent of a building's net area may be used for residential uses, and Retail Sales and Service uses are not allowed to be larger than 20,000 square feet.

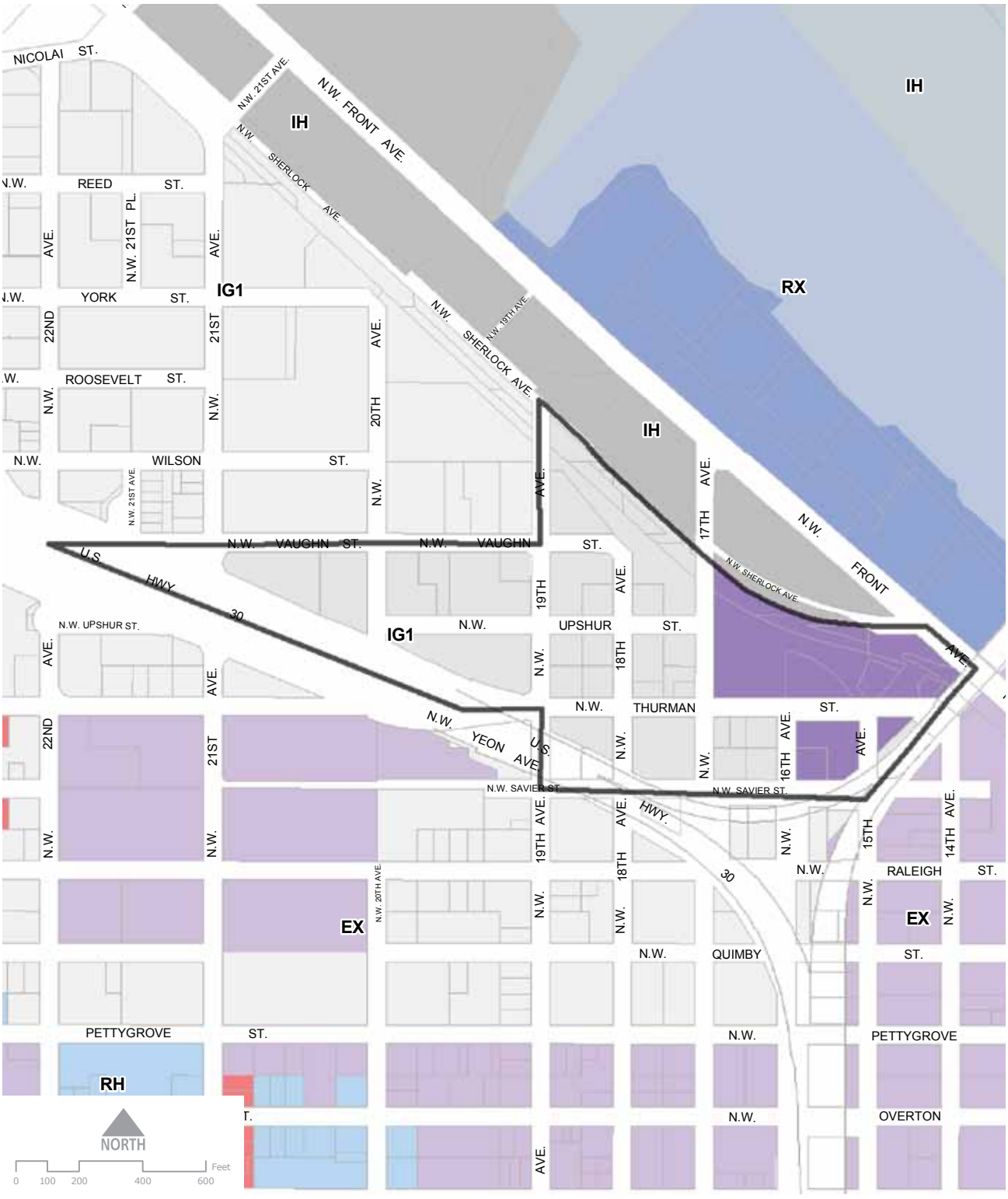
Table 10.3: Upshur Street Zoning

Zone	Upshur Street Acres	Percent of Upshur Street	Study Areas Acres	Percent of that zone in Study Areas	Citywide Acres	Percent of that zone Citywide
Central Employment (EX)	5.3	28.9%	80.0	6.7%	722.7	0.7%
General Industrial 1 (IG1)	13.2	71.1%	44.5	29.6%	718.3	1.8%
	18.5	100.0%				

Note: River and right-of-way acres are not included.

57630

Upshur Street Zoning



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Most of the Upshur Street Warehouse District, approximately 62%, is zoned IG1. This zone is one of three used by the Zoning Code to implement the Industrial Sanctuary polices of the *Comprehensive Plan*, although it is notable that this district is not within the adjacent Guilds Lake Industrial Sanctuary, and is intended to allow many industrial uses outright while restricting other uses. Generally, the IG1 zoned areas are found to have smaller lots and a grid block pattern, with a dense development pattern and sites with a high building coverage.

The maximum height limits for this area regulated as part of the Northwest District Plan District allow buildings between 45 and 65 feet. Also, EX-zoned sites are subject to design review, and development on these sites need to be consistent with the City's adopted *Community Design Guidelines.*

Existing Uses

In 2008, the Bureau of Planning inventoried various land and building uses within the Central City. Staff conducted visual inspections of all buildings in the Upshur Street area and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model provides estimates of different types of uses. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

The Upshur Street area is mostly zoned for industrial, and this is reflected in the current building uses. About 47% of the developed building area is used for industrial uses, with almost 29% of all uses for manufacturing. Besides industrial uses, there is also a large amount of office uses in the area. Approximately 42% of the developed building area is used for office. Outside of industrial and office uses in the area, 6% is retail uses and 4% of the developed building area is vacant.

Discussion

When the *Northwest District Plan* was adopted in 2003, about a third of this area was rezoned for a greater mix of uses. Specifically, the EX zone was applied to a number of properties; however a limitation was placed on the amount of housing that could be developed in this zone and to date no housing has been created. Conversely, the EX and IG1 zoned properties have experience a significant amount of reinvestment in this district that now houses a nursery, garden furnishing sales and manufacturing businesses, interior design-related businesses, design studios, offices for sports and recreation-related business and other smaller businesses. In many ways, this district reflects the mix of uses and character that was originally envisioned for parts of the Pearl District, especially NW 13th Avenue, but which was never fully realized.

This area is also unique in that is located between the waterfront and Slabtown, and between the North Pearl and a significant industrial area to the north. Yet Upshur is effectively isolated from these other areas by the ramps of the Fremont Bridge to the south and west and the rail road to the north. This limited isolation further contributes to the character of the district.

As the *Central City 2035* plan goes forward, the zoning and other regulations affecting this area will be analyzed to consider if any additional modifications are necessary or desired to protect the emerging character and success of this district in the long term.

Upshur Street Existing Uses



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Graph 10.2: Upshur Street Existing Building Uses

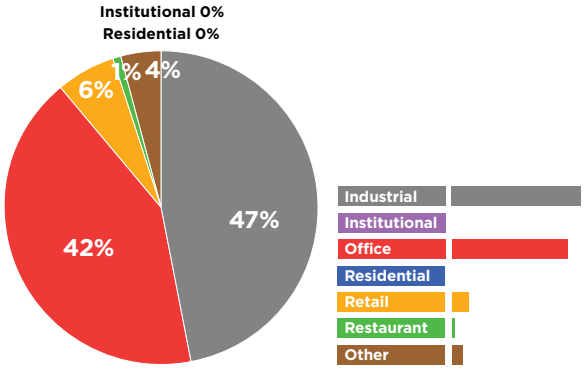

Table 10.4: Upshur Street Existing Building Uses

Building Use	Total Sq. Footage	Percent of Total
Industrial Uses		
Manufacturing	141,174	28.5%
Warehouse	54,979	11.1%
Wholesale sales	35,771	7.2%
Other	0	0.0%
	231,924	46.8%
Institutional Uses	0	0.0%
Office Uses	209,984	42.3%
Residential Uses	0	0.0%
Retail Uses	27,727	5.6%
Restaurant Uses	6,249	1.3%
Other Uses	20,014	4.0%
Total Developed Sq. Footage	495,898	100.0%

VANCOUVER/WILLIAMS



The Vancouver/Williams area is east of I-5 and north of NE Broadway and extends to Russell Street. The area covers about 40 acres (including public right-of-way). The area is entirely within the Eliot Neighborhood Association.

Zoning

There are five zones in this area, but the dominant ones are Central Employment (EX), Open Space (OS), and High Density Residential (RH). Together these zones comprise 90% of the area. The other less prevalent zones are Storefront Commercial (CS) and Residential 2000 (R2).

The main commercial zone in the area is Storefront Commercial. It makes up 8% of the area and is found along N Russell Street from N Flint to N Williams Avenue. The CS zone is intended to preserve and enhance older commercial areas that have a storefront character and allows a full range of retail, service and business uses with a local and regional market area.

The Central Employment zone is by far the dominant zone, making up 42% of the area. The EX zone is intended for areas in the center of the City that have predominantly industrial development. Residential uses are allowed, but are not intended to be the main use.

Open Space is limited in this area and basically comprises the Lillis Albina Park site. Use at this site is limited during school hours. The OS zone is intended to preserve and enhance public and private open, natural, and improved park and recreational areas.

Twenty-eight percent of this area is High Density Residential. The RH zone is a high density multi-dwelling zone. Density is not regulated by a maximum number of units per acre, but rather by floor area ratio (FAR) limits and other site development standards. Allowed housing is characterized by medium to high height and a relatively high percentage of building coverage.

Existing Uses

In 2008, the Bureau of Planning inventoried land and building uses within the Central City. Staff conducted visual inspections of all buildings in the Vancouver/Williams area and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model provides estimates of different types of uses. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

The area today includes a mix of commercial and residential uses as well as Harriet Tubman Leadership Academy for Young Women. Together, industrial and institutional uses comprise 57% of building uses in the area. Other main uses include residential (19%) and office (16%).

Table 10.5: Vancouver/Williams Zoning

Zone	Vancouver/ Williams Acres	Percent of Vancouver/ Williams	Study Areas Acres	Percent of that zone in Study Areas	Citywide Acres	Percent of that zone Citywide
Storefront Commercial (CS)	1.8	7.8%	8.8	20.5%	719.4	0.3%
Central Employment (EX)	9.8	42.4%	80.8	12.2%	722.7	1.4%
Open Space (OS)	4.6	19.9%	20.2	22.8%	15,186.9	0.0%
Residential 2,000 (R2)	0.5	2.2%	0.5	100.0%	3,351.8	0.0%
High Density Residential (RH)	6.4	27.7%	39.4	16.3%	489.8	1.3%
	23.1	100.0%				

Note: River and right-of-way acres are not included.

57634

Vancouver/Williams Zoning



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Discussion

The Vancouver/Williams area has been shaped by several public policy decisions, which have left it in a state of uncertainty over its future. Historically it has a rich history as part of the City of Albina. As Albina grew in the 1880s, Russell Street became a prominent main street because of its proximity to the Willamette River and the rail yards. The streetcar system furthered commercial development on Russell Street, with the intersection of Russell and Williams becoming focal points because of the crossing of streetcar lines. Albina along with East Portland were consolidated in the City of Portland in 1891.

An important part of the historic context of this community to consider for future planning is the role of Albina as a gateway for the arrival of ethnic groups. Dating back to the 1880s, it attracted a larger number of immigrants compared to the rest of Portland. Lower Russell Street served as the main commercial area for the Scandinavian Community. Polish immigrants established the White Eagle Saloon on Russell Street in the early part of the 20th Century. The early 1900s also saw the beginnings of the second wave of ethnic migration as Portland's African-American population began moving to Albina from the area near Union Station. During and following World War II, new waves of African Americans moved to Portland, and most were accommodated in Vanport. The Vanport Flood displaced 5,000 African Americans, and most moved to Albina.

Albina by the 1950s was an economically depressed area, but it still remained a vibrant community. The stability of the Russell/Vancouver/Williams area was affected by several public and private projects. The construction of the Memorial Coliseum displaced a largely African-American community. This was followed by the construction of the I-5 Freeway (Minnesota Freeway) in the early 1960s. In 1969, the Model Cities Program concentrated on the Albina area and surrounding neighborhoods. It funded significant projects, including the Emanuel Urban Renewal Project and the School District Distribution Center. The urban renewal project involved the Emanuel Hospital proposal to build a 19-acre health campus. This resulted in clearing land for this project and displacing residents and businesses. The full campus was not built. The combined influences of these projects left this part of the Albina almost beyond recognition. At the time, the Portland City Planning Commission wrote off much of the area south of Fremont and west of MLK Blvd. as an area with no future as a residential area.

The Vancouver/Williams area is part of the *Albina Community Plan*. This plan was the first comprehensive planning effort for the Albina area since the Model City Program. The community plan was adopted in 1993. The plan focuses on stabilizing and revitalizing existing neighborhoods. This area is also included in the Oregon Convention Center Urban Renewal Area.

As part of the South/North Transit Corridor Project, light rail alignment options were evaluated to connect Downtown with the Rose Quarter and Emanuel Hospital. A ballot measure to provide the local funding to match federal funds was defeated in 1998. Subsequently, an alignment on N. Interstate Avenue was supported by the North Portland community and met approval for construction with local funding provided by the newly formed Interstate Urban Renewal Area. The Interstate MAX Project was completed in 2004.

One result of the Interstate MAX Project was the neighborhood interest in ensuring safe community connections to the Interstate MAX Station along Russell Street. The *Russell Street Improvement Plan* was completed by the Portland Office of Transportation in 2003. It identified streetscape and safety improvements to improve the east-west connection to Lower Albina and the MAX station with the community east of I-5. The project is currently under construction.

Vancouver/Williams Street Existing Uses



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Graph 10.3: Vancouver/Williams Existing Building Uses

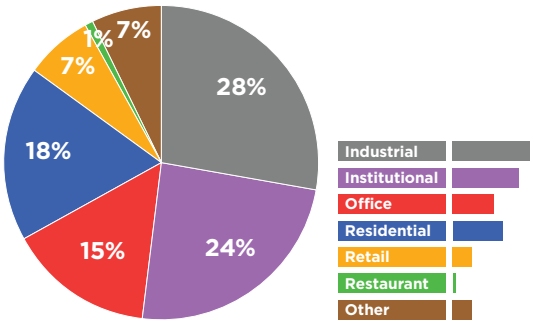


Table 10.6: Vancouver/Williams Existing Building Uses

Building Use	Total Sq. Footage	Percent of Total
Industrial Uses		
Manufacturing	49,028	9.4%
Warehouse	72,295	13.8%
Wholesale sales	18,210	3.5%
Other	10,704	2.0%
	150,236	28.7%
Institutional Uses	127,123	24.3%
Residential Uses	92,126	17.6%
Retail Uses	34,905	6.7%
Restaurant Uses	3,694	0.7%
Other Uses	35,627	6.8%
Total Developed Sq. Footage	523,868	100.0%

BANFIELD PORTAL



The Banfield Portal area is east of the current Central City Plan District boundary and contains two distinct areas covering about 108 acres (including public right-of-way). The first is the **North of Sandy** area, bounded by Sandy Boulevard to the south, the Banfield Freeway (I-84) to the north, and NE 12th and NE 20th Avenues on the west and east. The second area is the **NE Multnomah** area, bounded by the Banfield Freeway (I-84) to the south, NE Multnomah Street to the north, and NE 16th Drive and 21st Avenue to the west and east.

Zoning

The Banfield Portal study area contains a mixed-use area with many zones. The major zones are Central Commercial (CX), Central Employment (EX), and High-Density Residential (RH). Together these three zones comprise 75% of the area. The other zones in the area are Commercial Office 2 (CO2), Storefront Commercial (CS), and Open Space (OS). These three zones are very limited and together make up only 25% of the area.

Much (29%) of this area is Central Commercial, like much of the Central City. The CX zone is intended to provide for commercial development within Portland's most urban and intense areas. A broad range of uses are allowed, and development is intended to be very intense with high building coverage, large buildings, and buildings placed close together. Development is also intended to be pedestrian-oriented with a strong emphasis on a safe and attractive streetscape.

The EX zone makes up 24% of this study area, allows for mixed uses, and is intended for areas in the center of the City that have predominantly industrial development. Residential uses are allowed, but are not intended to be the main use.

The only residential zone in this area is High Density Residential, and it makes up 23% of this area. The RH zone is a high-density, multi-dwelling zone. Density is not regulated by a maximum number of units per acre, but rather by floor area ratio (FAR) limits and other site development standards. Allowed housing is characterized by medium- to high-height and a relatively high percentage of building coverage.

Existing Uses

In 2008, the Bureau of Planning inventoried land and building uses within the Central City. Staff conducted visual inspections of all buildings in the Banfield Portal area and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model

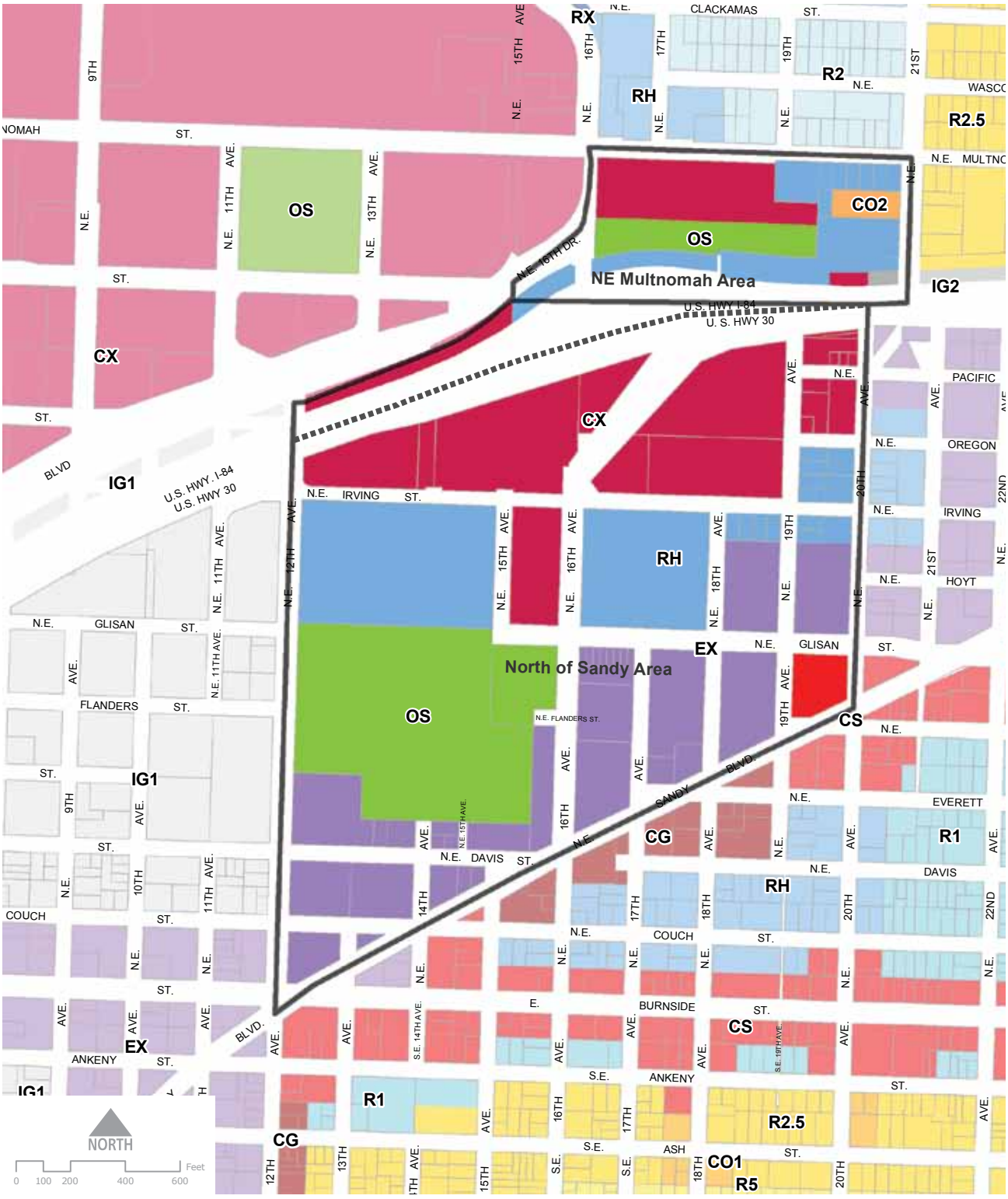
Table 10.7: Banfield Portal Zoning

Zone	Banfield Portal Acres	Percent of Banfield Portal	Study Areas Acres	Percent of that zone in Study Areas	Citywide Acres	Percent of that zone Citywide
Office Commercial 2 (CO2)	0.6	0.9%	7.8	7.7%	109.5	0.5%
Storefront Commercial (CS)	1.0	1.4%	8.8	11.4%	719.4	0.1%
Central Commercial (CX)	20.0	28.7%	30.2	66.2%	1,036.3	1.9%
Central Employment (EX)	16.6	23.8%	80.0	20.7%	722.7	2.3%
Open Space (OS)	15.6	22.3%	20.2	77.2%	15,186.9	0.1%
High Density Residential (RH)	16.0	22.9%	39.4	40.6%	489.8	3.3%
	69.8	**100.0%**				

Note: River and right-of-way acres are not included.

57638

Banfield Portal Zoning



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provides estimates of different types of uses. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

This is a mixed-use district, including Benson High School and a number of residential, small office and light industrial uses. Benson High School makes up 19% of the building uses. Office is also a large use in the area, making up almost 23% of all building uses. Residential uses are also substantial, making up 18% of building use in the area.

Discussion

North of Sandy

The North of Sandy area is influenced by two plans. They are the *Kerns Neighborhood Action Plan* (1987) and the *Hollywood and Sandy Plan* (2000).

The *Kerns Neighborhood Action Plan* was developed in two phases, the first being with only neighborhood involvement, and the second being a joint effort with the Bureau of Planning. In the plan, the area was identified as having easy access, a community feel, good transportation, but also some challenges. These include, low home ownership rates, few families, traffic congestion, conversion of residences, and general disinvestment. For the area identified as the North of Sandy area there were also some specific policies and objectives. Policy 10 for the North of Sandy/Mixed Use Area is "Maintain a compatible mix of high-density residential and light manufacturing uses". Objectives address preserving existing residential, encouraging new higher density residential, reusing older buildings, encouraging business retention and expansion, encouraging campus-like environments for some businesses, and improving street improvements.

The discussion for the North of Sandy area in the *Kerns Neighborhood Action Plan* states: "This unique inner-city area is composed of both labor intensive industries and multi-family housing. It has many well-maintained historically significant residential and commercial structures, which were built in characteristic California stucco and Art Deco styles. Benson High School and Buckman Field anchor the western portion. Some of the major employers have indicated that they may be outgrowing their site and may be forced to move to larger facilities. The policy objectives aim at retaining these businesses and attracting new ones to occupy underutilized structures. It is felt that the special character and blend of uses in the area continue to make it also attractive for the development of high density housing."

Concerns and general policy directions that were prevalent in 1987, when the *Kerns Neighborhood Action Plan* was adopted are also relevant today. The location adjacent to the Central City has its advantages, and the area also has assets that should be protected and enhanced.

The *Hollywood and Sandy Plan* (2000) was the outcome of a comprehensive land use, transportation, and public services planning study for the Hollywood District and Sandy Boulevard areas of inner and central northeast Portland. The process started in November 1997. Sandy Boulevard and the Hollywood District have long served vital functions as centers of activity in Portland's inner and central northeast district.

Specific to this area, it was envisioned that focused and distinct mixed-use activity nodes at the main crossroads of 12th, 20th, 28th, and 33rd Avenues along Sandy Boulevard would be developed. Additionally, this area was identified as a medium-scale, mixed-use area — commercial, residential and light manufacturing with maximum building heights ranging from five to six stories.

NE Multnomah

The NE Multnomah area is mainly influenced by the *Sullivan's Gulch Neighborhood Action Plan* (1987). This plan was taken on in three phases. It started with a PSU study, later developed into a citizen-based effort, and lastly was a collaborative project with the City. The neighborhood does have assets and advantages, mainly based on location and proximity to close-in areas, but it does also have issues. In 1987 major concerns included noise pollution, density pressures, home maintenance and neighborhood investment. For the NE Multnomah area, the plan, in Policy 2: West End it states "Provide an improved transition between Lloyd Center and the Neighborhood and encourage development of high density housing which provides a smooth transition to the lower density of the neighborhood core."

Concerns and general policy directions that were prevalent in 1987 when the *Sullivan's Gulch Neighborhood Action Plan* was adopted are also relevant today. The location adjacent to the Central City has its advantages, and the area also has assets that should be protected and enhanced.

Banfield Portal Street Existing Uses



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Graph 10.4: Banfield Portal Existing Building Uses

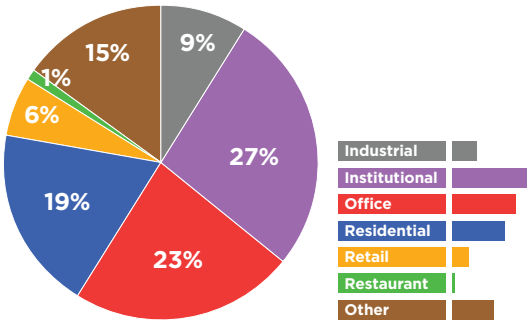


Table 10.8: Banfield Portal Existing Building Uses

Building Use	Total Sq. Footage	Percent of Total
Industrial Uses	189,930	9.3%
Institutional Uses		
College	0	0.0%
Daycare	0	0.0%
Medical center	0	0.0%
School	384,997	18.9%
Utilities	0	0.0%
Other	168,355	8.3%
	553,352	27.2%
Office Uses	463,083	22.7%
Residential Uses	396,426	19.5%
Retail Uses	114,228	5.6%
Restaurant Uses	16,640	0.8%
Other Uses	304,079	14.9%
Total Developed Sq. Footage	2,037,079	100.0%

57641

POWELL TRIANGLE



The Powell Triangle area is roughly formed by SE Powell Boulevard, the Union Pacific Railroad and the existing Central City Plan District boundary at SE 11th Avenue. It covers approximately 30 acres (including public right-of-way). SE Powell and SE Milwaukie are major gateway corridors feeding into Central City. The Powell Triangle area is located entirely within the Hosford-Abernethy Neighborhood Association.

Zoning

The Powell Triangle area is largely industrial, with General Commercial (CG), General Employment 1 (EG1), and General Industrial 1 (IG1). EG1 and IG1 make up most of this area, with the CG being very limited and making up only 9% of the study area.

The EG1 zone is mostly industrial with industrial-related uses and comprises almost 49% of this area. EG1 areas generally have smaller lots, a grid block pattern, are mostly developed, with buildings which are close to the street and have a high building coverage.

The IG1 zone makes up almost 42% of this area and is where most industrial uses may locate, while other uses are restricted to prevent potential conflicts and to preserve land for industry. The development standards are intended to allow new development that is similar in character to existing development and promotes viable and attractive industrial areas. IG1 areas generally have smaller lots and a grid block pattern. IG1 areas tend to be the City's older industrial areas.

Existing Uses

In 2008, the Bureau of Planning inventoried land and building uses within the Central City. Staff conducted visual inspections of all buildings in the Powell Triangle area and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model provides estimates of different types of uses. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

The uses in the Powell Triangle area mostly fit into three main categories, including industrial, office, and institutional. There is almost no residential, retail, or restaurant uses, with those categories only making up 7% of uses all together. Industrial uses are the major category in the area, making up 62% of all building uses. Office makes up 19% and institutional uses make up 12% of all uses.

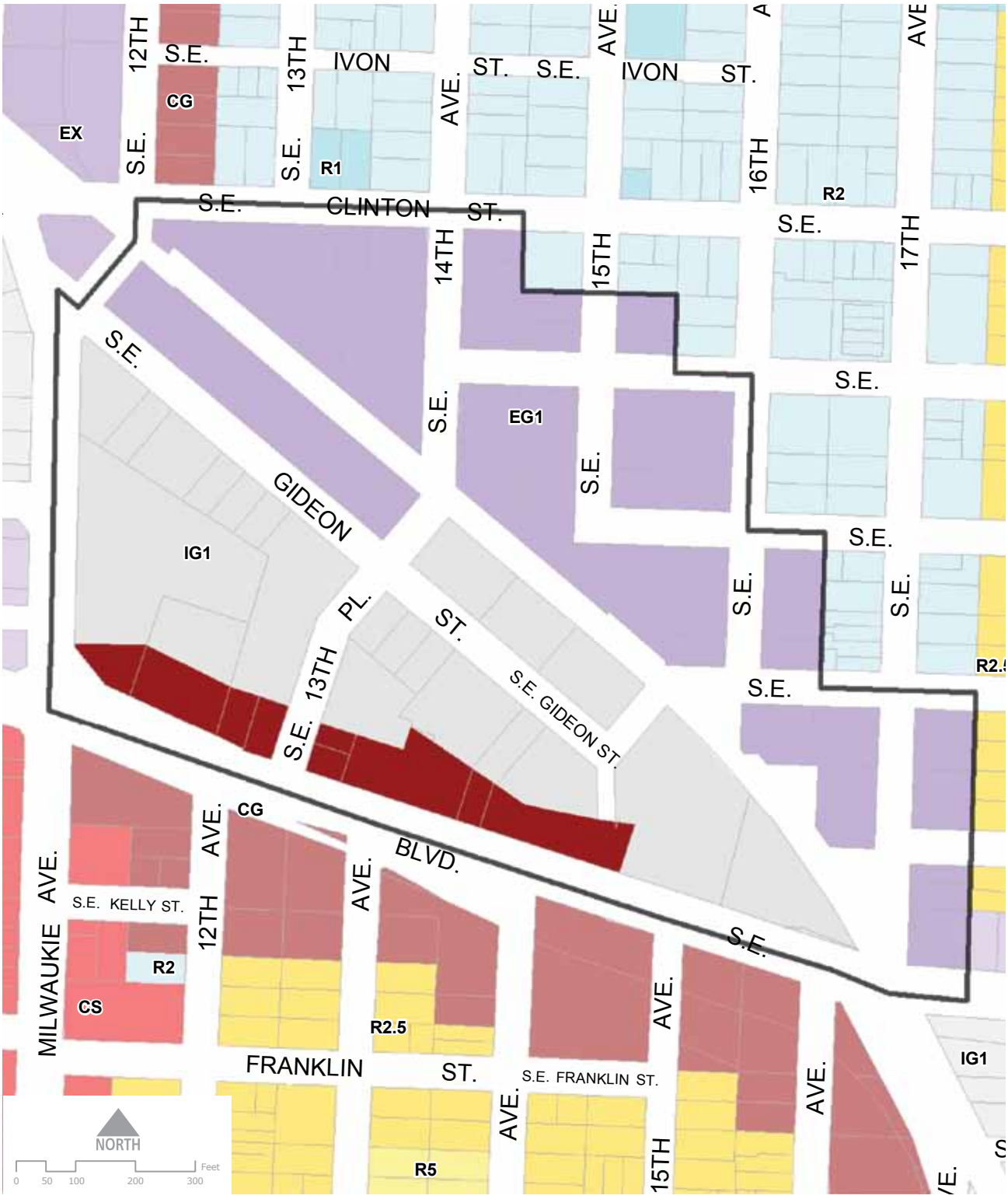
Table 10.9: Powell Triangle Zoning

Zone	Powell Triangle Acres	Percent of Powell Triangle	Study Areas Acres	Percent of that zone in Study Areas	Citywide Acres	Percent of that zone Citywide
General Commercial (CG)	1.7	8.8%	1.7	100.0%	1,990.6	0.1%
General Employment 1 (EG1)	9.5	49.0%	11.2	84.8%	64.8	14.7%
General Industrial 1 (IG1)	8.2	42.3%	44.5	18.4%	718.3	1.1%
	19.4	100.0%				

Note: River and right-of-way acres are not included.

57642

Powell Triangle Zoning



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Discussion

The Powell Triangle is one of the six study areas to be examined as part of *Central City 2035*. This area is included because of the potential for a light rail station at SE Clinton Street and SE 12th Avenue. The Portland City Council adopted the Locally Preferred Alternative for the Milwaukie Light Rail Project on July 17, 2008 (Resolution # 36625). This completed Metro's South Corridor Phase II: Portland-Milwaukie Light Rail Project. TriMet is currently in the process of completing technical analyses for Preliminary Engineering (PE) and the Final Environmental Impact Statement (FEIS). It is anticipated that Milwaukie light rail service could begin in 2015.

The Milwaukie LRT Project represents more than 40 years of public support for preserving neighborhood livability by promoting the use of transit. The southeast Portland community was instrumental in the defeat of the proposed Mount Hood Freeway in the late 1960s and early 1970s. The community replaced the regional transportation plan with a balanced transportation plan, which integrated land-use planning with major investments in transit. Light rail to southeast Portland, Milwaukie and Oregon City was one of the priority corridors identified in the revised *Regional Transportation Plan*.

In 1993, Metro initiated the light rail project development planning process, the first step in the federal requirements for transit system planning for a South/North Transit Corridor from Clackamas County to Portland and across the Columbia River to Vancouver and Clark County, Washington. A coalition of Southeast Portland community groups developed a light rail alignment option known as the Caruthers Alignment. This was developed to serve the Central Eastside, Hosford-Abernethy, Brooklyn, Reed and Sellwood/Moreland neighborhoods. This alignment included a station at the intersection of SE Clinton Street/12th Avenue. In 1998, the South/North Corridor Draft Environmental Impact Statement was completed and the Locally Preferred Alternative was adopted, including the Caruthers Alignment. Also in 1998, a ballot measure that would have provided funding for this project was defeated.

Metro, with the support of the City of Portland and other regional partners, pursued a public planning process to examine options for a shorter and more financially feasible light rail project. This resulted in the effort to proceed with the Interstate MAX Project and was followed by the South Corridor. The South Corridor was divided into two segments, Phase I: I-205 and the Portland Mall, which will start service in September 2009, and Phase II-Milwaukie.

The Clinton Station presents an opportunity to examine station area planning at an important intersection between the Hosford-Abernethy and Brooklyn Neighborhood and the Central Eastside. Situated in probably one of the most challenging street intersections that includes the Union Pacific mainline railroad tracks, combined with the proposed light rail crossing, and the combinations of intersections that include 11th/12th/Milwaukie/Clinton, and the SE Division/11th/12th and SE Powell/Milwaukie intersection. A comprehensive examination of land use, urban design, economic development, and transportation issues would be an opportunity to develop strategies to improve the access and light rail ridership with supporting transit-oriented land uses and development.

Powell Triangle Street Existing Uses



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Graph 10.5: Powell Triangle Existing Building Uses

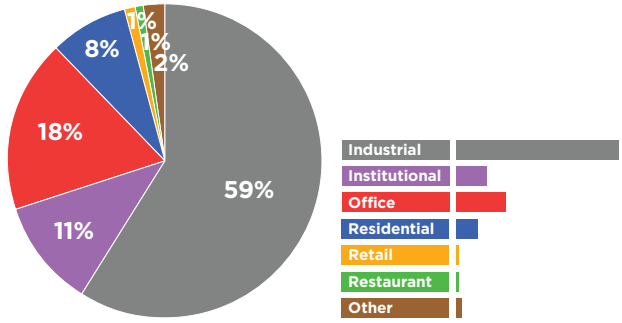


Table 10.10 Powell Triangle Existing Building Uses

Building Use	Total Sq. Footage	Percent of Total
Industrial Uses		
Manufacturing	62,713	13.7%
Warehouse	141,968	31.0%
Wholesale sales	54,529	11.9%
Other	7,535	1.6%
	266,745	58.2%
Institutional Uses	51,969	11.3%
Office Uses	81,063	17.7%
Residential Uses	38,383	8.4%
Retail Uses	6,791	1.5%
Restaurant Uses	6,256	1.4%
Other Uses	7,370	1.6%
Total Developed Sq. Footage	458,577	100.0%

SOUTH PORTLAND



South Portland Neighborhood and South Auditorium District

The South Portland study area contains a mix of commercial, institutional, and residential uses located south of Interstate 405 along SW Kelly Avenue. It covers about 74 acres (including public right-of-way). The study area is entirely within the boundaries of the South Portland Neighborhood Association, and contains portions of the South Auditorium Plan District, which also extends north of Interstate 405 into the Central City Plan District. The study area's southern boundary is framed by the Lair Hill Conservation District, an area historically significant as it is Portland's oldest residential neighborhood and contains a well-established stock of historic, late 19th Century housing.

This study area is defined by the transportation infrastructure that borders and bisects it. Interstate 405 is located to the north and separates the area from the Central City Plan District, Interstate 5 is located to the east and separates the area from the South Waterfront subdistrict. Most development in the area fronts or can be accessed by SW Kelly Avenue, which operates as the US Route 26 connection between the Ross Island Bridge and Interstate 405. Improvements to much of this infrastructure have been studied as part of the *South Portland Circulation Study,* which proposes to reduce the affects of infrastructure on this area and the South Portland neighborhood.

Zoning

As noted this study area has a mix of land uses, which responds to the zoning pattern characterized by seven different land-use zones within a fairly small geographic area. These zones include Neighborhood Commercial 2 (CN2), Office Commercial 2 (CO2), Storefront Commercial (CS), Central Commercial (CX), with the design overlay (d), General Employment 1 (EG1), Residential 1000 (R1), and High Density Residential (RH). Breaking the general zoning pattern down we find that 80% of the area is zoned for commercial uses (although there is great variation between the four commercial zones applied to this area) and 14% of the area is zoned for residential land uses.

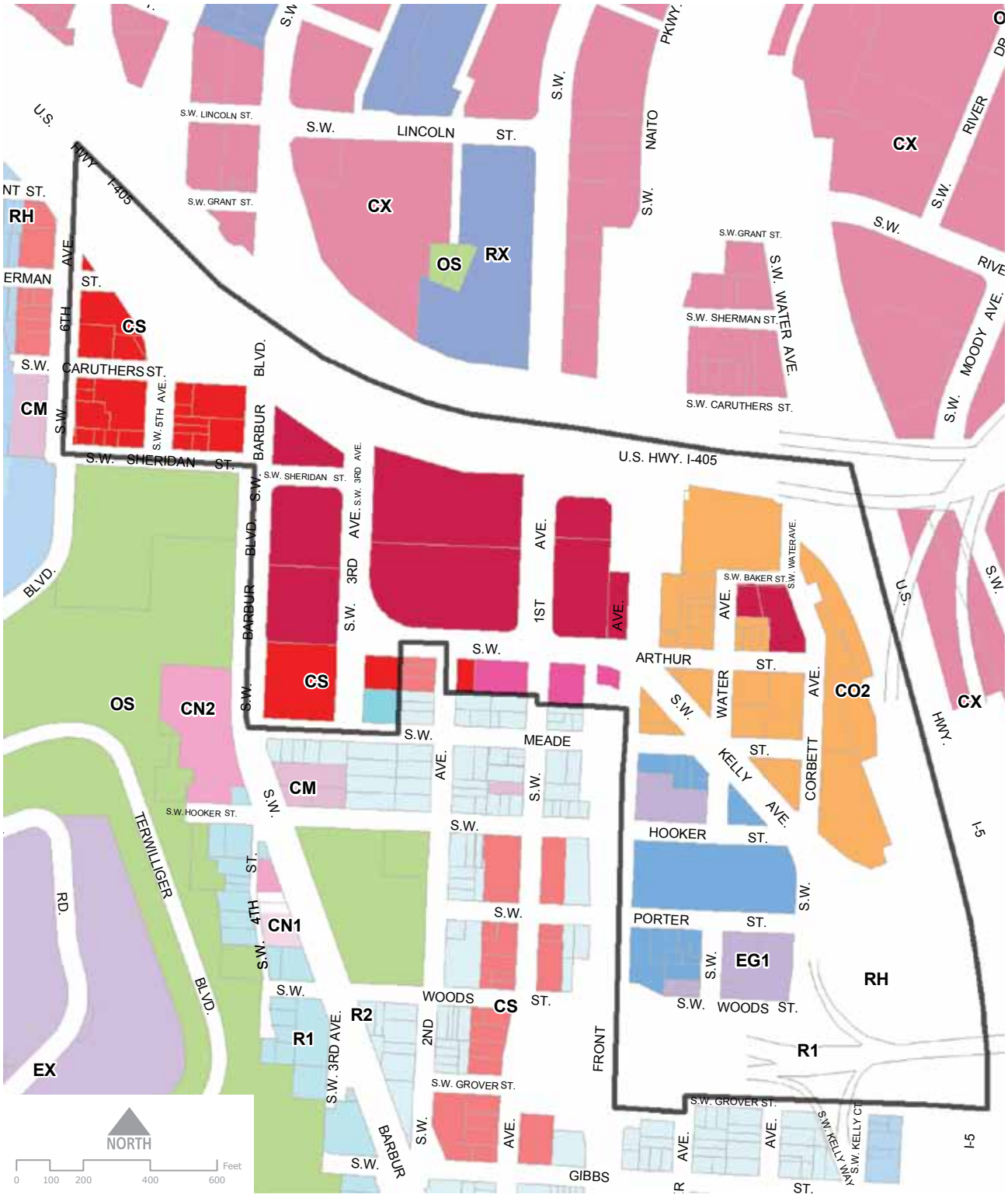
Table 10.11: South Portland Zoning

Zone	South Portland Acres	Percent of South Portland	Study Areas Acres	Percent of that zone in Study Areas	Citywide Acres	Percent of that zone Citywide
Neighborhood Commercial 2 (CN2)	0.8	2.9%	0.8	100.0%	268.6	0.3%
Office Commercial 2 (CO2)	7.2	25.8%	7.8	92.3%	109.5	6.6%
Storefront Commercial (CS)	4.2	15.1%	8.8	47.8%	719.4	0.6%
Central Commercial (CX)	10.2	36.6%	30.2	33.8%	1,036.3	1.0%
General Employment 1 (EG1)	1.7	6.1%	11.2	15.2%	64.8	2.6%
Residential 1,000 (R1)	0.2	0.7%	0.5	46.5%	1,656.7	0.0%
High Density Residential (RH)	3.6	12.9%	39.4	9.1%	489.8	0.7%
	27.9	100.0%				

Note: River and right-of-way acres are not included.

57646

South Portland Zoning



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Existing Uses

In 2008, the Bureau of Planning inventoried land and building uses within the Central City. Staff conducted visual inspections of all buildings in the South Portland area and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model, provides estimates of different types of uses. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

The South Portland area has a broad range of uses. The eastern portion of the area contains a growing mix of institutional uses, including properties owned by the International School, Portland State University, and the main campus of the National College of Natural Medicine. The northwest portion of the area is dominated by commercial office uses, and also contains a mix of different single- and multi-dwelling residential uses. Together, office and associated parking uses in the study area make up roughly 65% of the developed building area. Although 32% of the area is zoned for residential uses, only 13% of the built square footage of the area is built as housing with 65% of that being multi-family and 35% single-family.

Discussion

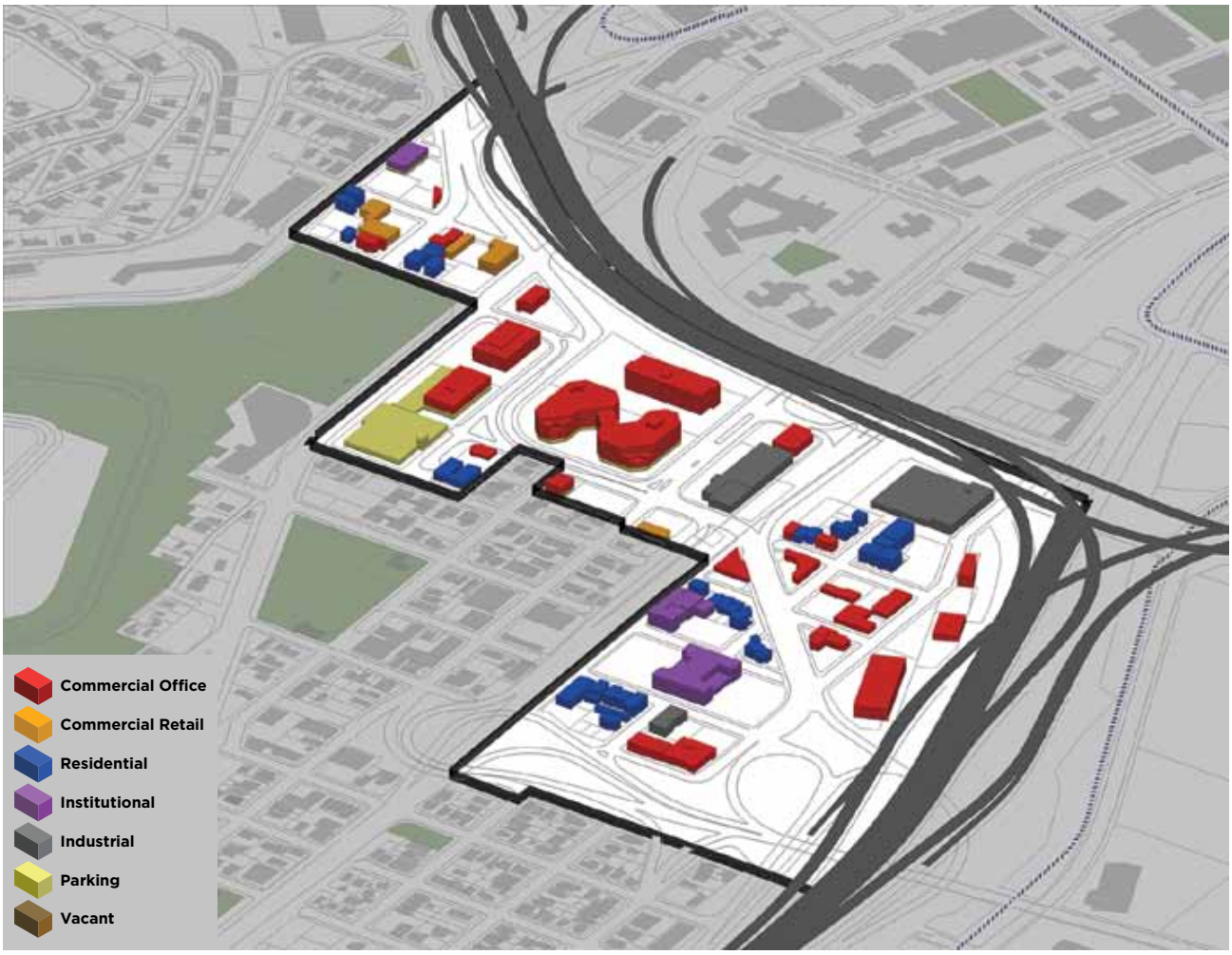
The zoning pattern affecting this district is unique and appears to have occurred over time as the result of various unrelated projects. For instance, the northwest section of the study area is dominated by commercial land uses and maintains an urban form, shaped by the development standards of the South Auditorium District. This area also has a scale of development that more closely relates to the denser mixed-use environment of the Central City than the residential neighborhood found in Lair Hill to the south. Once one leaves this portion of the study area the mix of land uses begins to become more diverse, and its character and urban form changes dramatically. In this area, the transportation infrastructure that bounds and bisects the district becomes the dominating character influence.

Combined, the transportation infrastructure and land-use pattern in this area acts as barrier or buffer between the Central City and the South Portland neighborhood. In some ways this is good as the area acts as a transition zone between the dense, mixed-use environment of the Central City and South Portland's slower paced residential neighborhoods. However, the character of the area and the negative effects of transportation infrastructure need to be addressed to allow better utilization of the land in this area and to improve transportation capacity and constraints.

The *South Portland Circulation Study* (2001) addressed many of these transportation issues. Its recommendations provide a long-term vision to guide transportation improvements that will reconnect the Lair Hill neighborhood and surrounding area. The plan's primary objective is to separate regional from local traffic by removing the Ross Island Bridgehead ramps. This can be achieved by streamlining the connections between the Bridge and its connections to I-5 and the I-405 freeways as well as changing the character of SW Naito Parkway to fit better with the surrounding neighborhood.

By including this area in the *Central City 2035* plan, it may be possible to identify ways to address these issues while also creating a district that continues to act as a buffer between uses in South Portland and the Central City. Additionally, including this area could help create an urban form that is more aesthetically pleasing and develops stronger physical connections.

South Portland Existing Uses



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Graph 10.6: South Portland Existing Building Uses

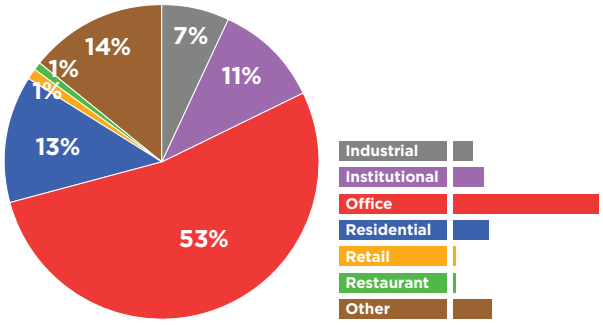


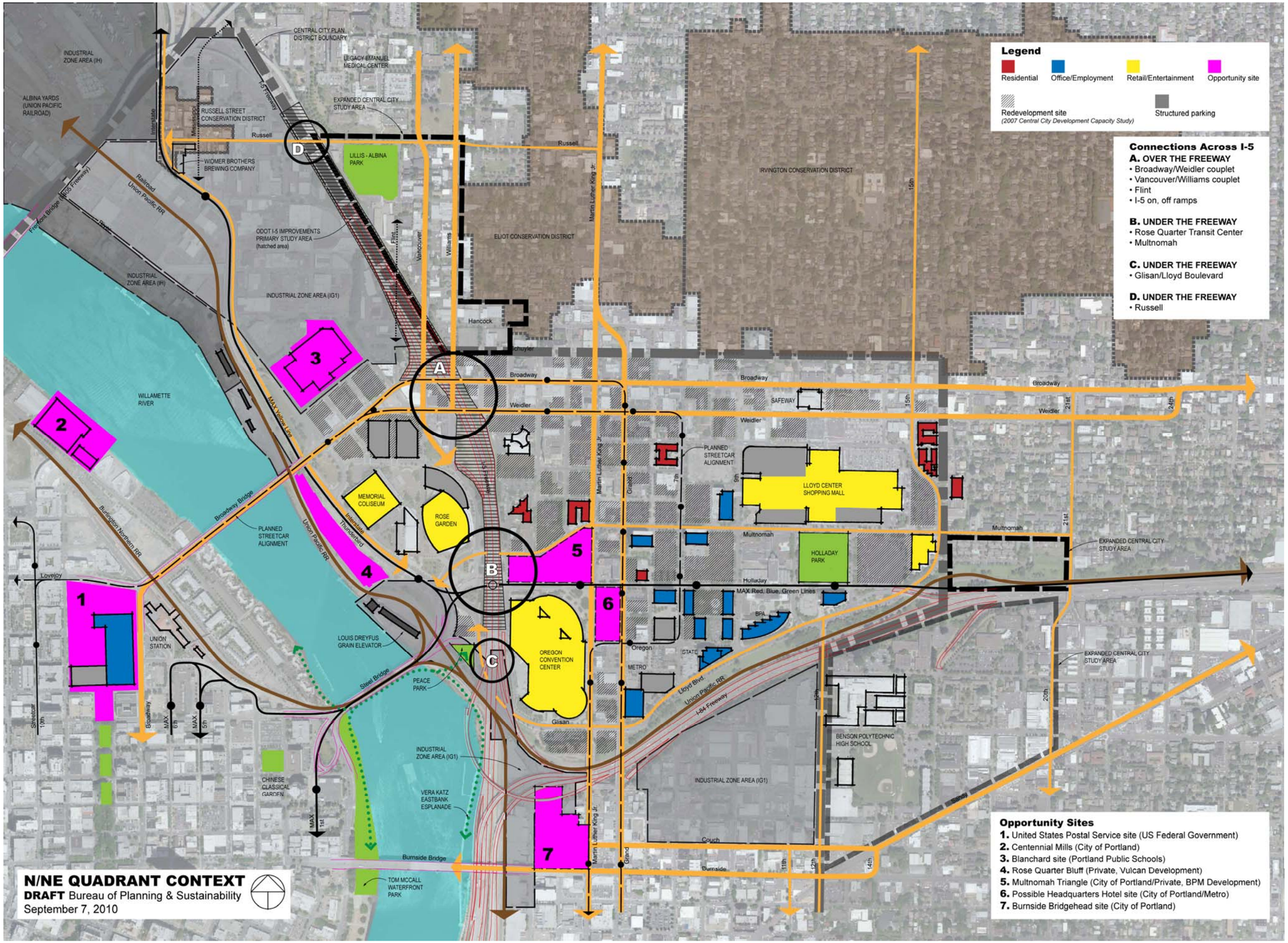
Table 10.12 South Portland Existing Building Uses

Building Use	Total Sq. Footage	Percent of Total
Industrial Uses	69,273	7.4%
Institutional Uses	101,812	10.8%
Office Uses	488,284	51.9%
Residential Uses	122,614	13.0%
Retail Uses	9,945	1.1%
Restaurant Uses	13,468	1.4%
Other Uses	135,208	14.4%
Total Developed Sq. Footage	940,603	100.0%

For more detail or information, please review the 'Supporting Information' document which includes sources as well as the appendices.

The Appendices include information on:

Location
Plans
Land
Transportation
Willamette Riverfront
Natural Resources
People
Housing
Jobs
Crime
Redevelopment Capacity
Forecasts and Growth


Legend
Residential
Office/Employment
Retail/Entertainment
Opportunity site
Redevelopment site
(2007 Central City Development Capacity Study)
Structured parking
Connections Across I-5
A. OVER THE FREEWAY
• Broadway/Weidler couplet
• Vancouver/Williams couplet
• Flint
• I-5 on, off ramps
B. UNDER THE FREEWAY
• Rose Quarter Transit Center
• Multnomah
C. UNDER THE FREEWAY
• Glisan/Lloyd Boulevard
D. UNDER THE FREEWAY
• Russell
Opportunity Sites
1. United States Postal Service site (US Federal Government)
2. Centennial Mills (City of Portland)
3. Blanchard site (Portland Public Schools)
4. Rose Quarter Bluff (Private, Vulcan Development)
5. Multnomah Triangle (City of Portland/Private, BPM Development)
6. Possible Headquarters Hotel site (City of Portland/Metro)
7. Burnside Bridgehead site (City of Portland)
N/NE QUADRANT CONTEXT
DRAFT Bureau of Planning & Sustainability
September 7, 2010
CENTRAL CITY PLAN DISTRICT BOUNDARY
LEGACY EMANUEL MEDICAL CENTER
EXPANDED CENTRAL CITY STUDY AREA
INDUSTRIAL ZONE AREA (IH)
ALBINA YARDS (UNION PACIFIC RAILROAD)
RUSSELL STREET CONSERVATION DISTRICT
WIDMER BROTHERS BREWING COMPANY
ULLIS - ALBINA PARK
ODOT I-5 IMPROVEMENTS PRIMARY STUDY AREA (hatched area)
INDUSTRIAL ZONE AREA (IG1)
IRVINGTON CONSERVATION DISTRICT
ELIOT CONSERVATION DISTRICT
WILLAMETTE RIVER
Broadway Bridge
Steel Bridge
Burnside Bridge
Fremont Bridge (I-405 Freeway)
PLANNED STREETCAR ALIGNMENT
MEMORIAL COLISEUM
ROSE GARDEN
LLOYD CENTER SHOPPING MALL
SAFEWAY
HOLLADAY PARK
MAX Red, Blue, Green Lines
UNION STATION
LOUIS DREYFUS GRAIN ELEVATOR
PEACE PARK
OREGON CONVENTION CENTER
BPA
METRO
BENSON POLYTECHNIC HIGH SCHOOL
CHINESE CLASSICAL GARDEN
VERA KATZ EASTBANK ESPLANADE
TOM MCCALL WATERFRONT PARK
Russell
Hancock
Schuyler
Broadway
Weidler
Multnomah
Holladay
Oregon
Glisan
Couch
Burnside
Lovejoy
Flint
Vancouver
Williams
Grand
Martin Luther King Jr.
7th
9th
15th
21st
24th
20th
I-5 Freeway
I-84 Freeway
Union Pacific RR
Burlington Northern RR
Interstate
Interstate Thunderbird
Willamette River
Lloyd Blvd
Sandy
Shoreline
10th
Broadway
MAX 6th
MAX 5th
MAX 1st
MAX Yellow Line
EXPANDED CENTRAL CITY STUDY AREA
A
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