

CC: 2474  
33993

## CENTRAL EASTSIDE INDUSTRIAL COUNCIL

P.O. Box 14251  
Portland, Oregon 97214

December 12, 1985  
Portland's City Council  
City Hall  
1220 SW Fifth Avenue  
Portland, Oregon 97204

Dear Honorable Mayor and Commissioners:

We would like to take this opportunity to thank the Portland Development Commission (PDC) and the City of Portland for their capable work in completing the Central Eastside Revitalization Study Update.

We appreciate the time and resources spent on this important project. The original revitalization study achieved several significant goals and we look forward to working on the projects outlined in this study.

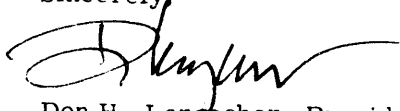
We are pleased that the PDC's commissioners were able to tour the district and gain a personal understanding of the many activities which go on in the Central Eastside Industrial District (CEID).

Our participation on the advisory committee has already produced positive results in strengthening our ties with the residential neighborhoods and improving communication between all parties involved in the study.

The PDC made periodic reports to the CEIC Board of Directors and Land Use Committee. The CEIC Land Use, Parking, and Transportation Committees carefully reviewed the study and action plan and provided input to the PDC.

Thank you for the careful attention that you have paid to this economic entity known as the Central Eastside Industrial District. We look forward to continuing this positive and productive public/private partnership.

Sincerely,



Don H. Lengacher, President  
Central Eastside Industrial Council





PORTLAND  
DEVELOPMENT  
COMMISSION

Patrick L. LaCrosse  
Executive Director

1120 SW Fifth Avenue  
Portland, Oregon 97204  
(503) 796-5300  
Telex 705132 PORTDEX PT 1 CD

MEMORANDUM

DATE: December 5, 1985

TO: Mayor Bud Clark  
Commissioner Dick Bogle  
Commissioner Mike Lindberg  
Commissioner Mildred Schwab  
Commissioner Strachan

FROM: Patrick L. LaCrosse *Pat*  
Executive Director

SUBJECT: Central Eastside Revitalization Program

The Central Eastside Industrial District (CEID) is an area approximately 710 acres in size located along the eastern shore of the Willamette River, adjacent to the City of Portland's Central Business District. In addition to the river, the CEID is bounded on the north by the Banfield Freeway, on the east by 12th Avenue, and by S.E. Powell on the south. The majority of businesses and jobs in the CEID are industrial (60%) and most of the land area is zoned for either general or heavy industrial uses (83%). The district is home to 1400 businesses which provide 16,000 jobs, in addition to 1500 residents who live in the CEID.

The area now known as the CEID was originally incorporated as East Portland in 1870. Early industries included shipping and distribution, lumber and flour mills, smelting plants and foundaries. The area was favored as an industrial site because of rail service, proximity to river services and downtown Portland, the nearby labor force and the developing road system. Since those early years, the CEID has continued to provide jobs, business opportunities, and goods and services which are essentially industrial in character.

For all of its locational attributes, the CEID is not without constraints. The 200' x 200' grid system restricts opportunities to assemble properties and to develop large facilities which are favored by many of today's industrial firms. In the western portion of the district, the small blocks contribute to internal circulation problems, which are exacerbated by bridge ramps and rail crossings. Beginning in the 1960's the CEID suffered from a period of disinvestment, resulting in deterioration, vacancies, and underutilized facilities in portions of the district.

Revitalization Memo  
December 5, 1985  
Page 2

In 1978, a revitalization strategy was developed for the CEID. In the process of developing the strategy, the Central Eastside Industrial Council (CEIC) was formed. Since 1978, the CEIC has worked to help implement the revitalization strategy which included and action plan.

Today, the CEID has realized many of the action plan elements laid out in 1978. For example, an "Industrial Sanctuary" policy has been adopted and refined by the City, a new freeway ramp is scheduled for construction, the CEIC is firmly established, and the "Produce Row" property has been assembled and sold to private developers as per an approved development plan. In addition to those actions, many recent and highly visable developments have taken place in the commercial sector. However, it is clear that the future health and vitality of the district is constrained by current infrastructure limitations.

In recognition of perceived needs and questions concerning opportunities for new and existing businesses, the CEIC requested that the PDC work with them to develop an updated revitalization program for the CEID. The Development Commission was assisted in preparing this program by many individuals including representatives of City Bureaus and by an advisory committee representing businesses, Central Eastside Area Neighborhoods, the U.S. Department of Commerce, and Tri-Met. The program which was subsequently developed and is now before City Council was adopted by the Development Commission November 6, 1985.

The Central Eastside Revitalization Program includes a Development Strategy and Plan of Action for the Central Eastside. This program promises to be supportive of the CEID's existing businesses while enhancing opportunities for new and expanding firms. Anticipated activities include plans and studies related to Urban Renewal, re-use of existing sites and structures, Rail Service, Import Substitutions, Willamette Explanade access, the Central City Plan, Zoning Code Improvements, Transportation Improvements, Public Use of Right-of-Way, and Parking Development and Management. The Plan also specifies continuing Technical Assistance, Sewer Improvements, and Transportation Elements.

Adoption of this program in itself does not commit the Development Commission or the City of Portland to fund any currently unfunded activities. However, the implementation of all Plan of Action elements would require additional funding which may be requested at a later date for specific projects.

As a special note, I want to thank each member of the Advisory Committee and the representatives of the Bureau of Planning, the Bureau of Environmental Services, the Office of Transportation, the Bureau of Parks, and Central City Planning staff for their comments, suggestions, and assistance.

PLC:KS:lac

CENTRAL EASTSIDE REVITALIZATION PROGRAM

Portland Development Commission  
in cooperation with  
Central Eastside Industrial Council

Partially funded by an Economic Development Planning  
Grant (EDA 503A) from the U.S. Department of  
Commerce, Economic Development Administration

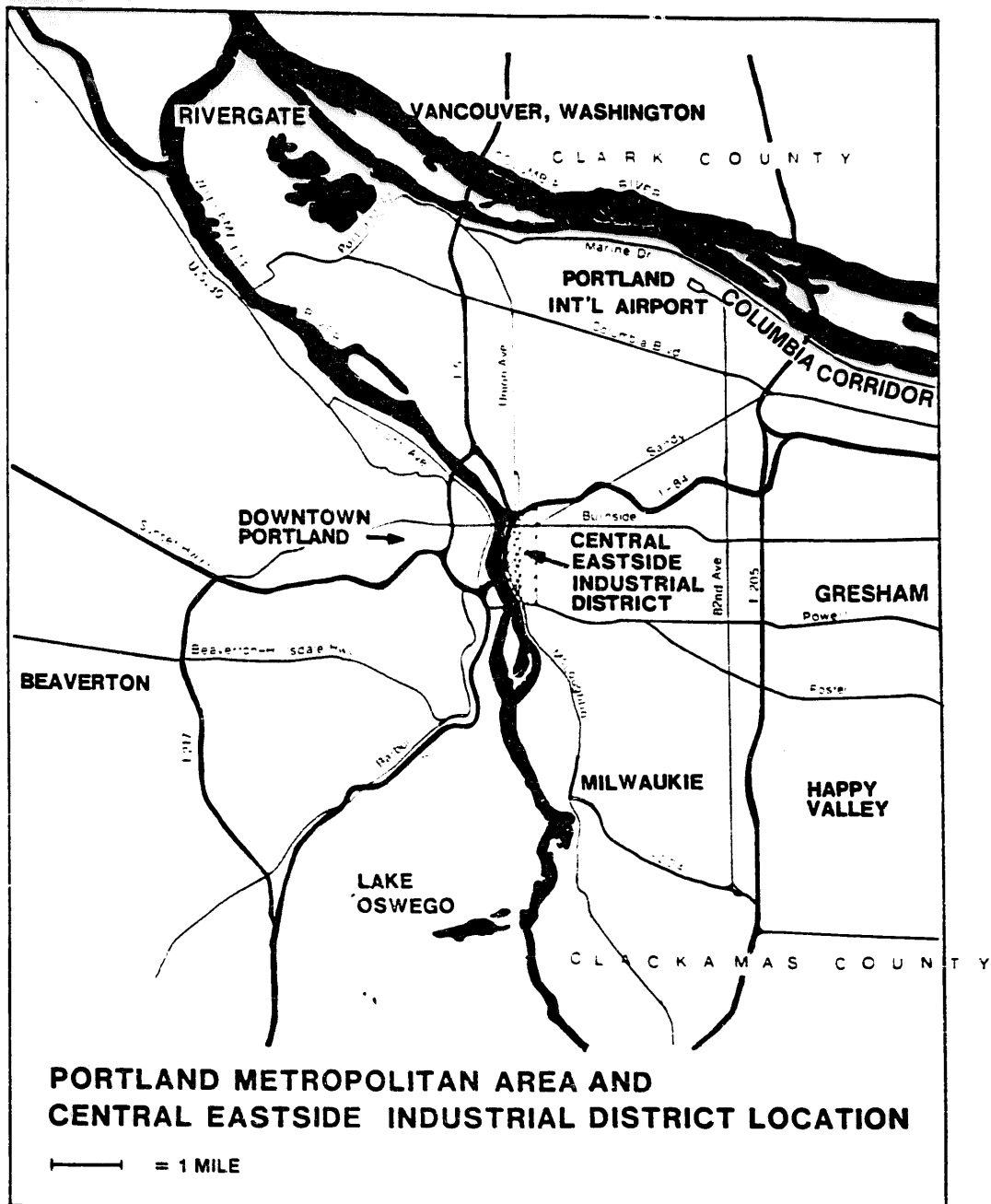
November, 1985

### REVITALIZATION PROGRAM SUMMARY

The Revitalization Program was developed in order to most effectively utilize public and private resources in the process of improving the CEID as a home for businesses and as a resource for the City of Portland. The Program recognizes the CEID as a unique area with unique attributes and special problems which merit special attention. The Program is directed at attaining the identified Revitalization Goal and Objectives which were developed by a broadly based Advisory Committee and Consulting Team working with the Portland Development Commission and representatives of the City of Portland. Although participation in the process does not necessarily imply support for the entire program, an effort has been made to integrate the variety of interests unveiled in the planning process into a synergistic program promising the effective revitalization of the CEID in a manner most beneficial to the entire community.

The Revitalization Program includes concrete Action Plan elements which are directed toward the future. The Action Plan should be refined and enhanced in the future as necessary in order to better achieve program objectives. In the process of implementing the Revitalization Program, the continuing participation of CEID representatives is essential.

## MAP 1



## CENTRAL EASTSIDE OVERVIEW

The Central Eastside Industrial District (CEID) is an area comprised of approximately 710 acres located East of the Willamette River, directly across the River from the City of Portland's Central Business District. (Map 1). The CEID is primarily an industrial area with 60% of the businesses essentially industrial and approximately 80% of the land area zoned industrial. However, sub-areas within the district include Commercial (office and retail) and residential uses. (Map 2, Zoning).

The CEID originally developed as East Portland in the late 19th century. As one of the City's older areas, it continues to be a very valuable resource to the City and the entire Metropolitan Area. On balance, the CEID is characterized by stability. While serving an important role as "business incubator," the district is also home to many firms which have operated in the CEID for several decades or longer. Today, the CEID provides approximately 16,000 jobs with more than 65% of the employees coming from nearby City of Portland neighborhoods. The district's 1400 businesses provide goods and services to markets throughout the City and the entire Metropolitan area. In fact, markets for many of the firms are national and international.






The special attributes of the CEID center around location and accessibility. The CEID is located at the hub of the interstate freeway system serving Portland and the entire Pacific Northwest and includes waterfront properties and rail service. Portland International Airport (PIA) and the Port of Portland's marine terminals are also nearby. As a distribution center, the CEID is well served by comprehensive transportation facilities and is favored by its location in Portland's free pickup and delivery zone. The location also places it central to the Metropolitan area's population of 1.25 million and labor force of more than 600,000. These special attributes help to make the CEID a very desirable location from a business perspective.

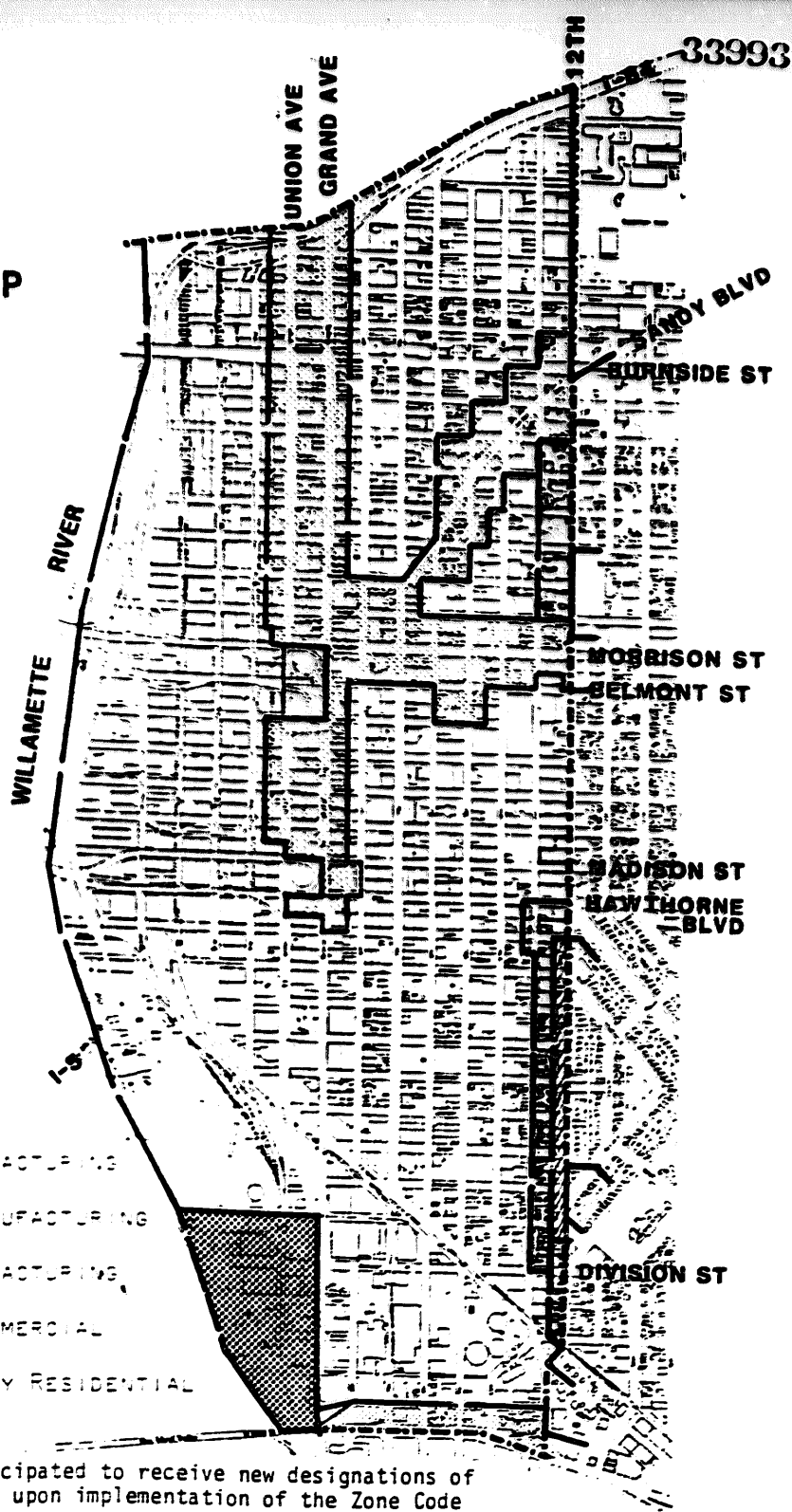
In the decades of the 1960's and 1970's the CEID experienced a period of disinvestment. In 1978, the City of Portland in cooperation with business representatives from the CEID and other interested persons prepared a strategy to revitalize the CEID. The strategy included an action plan which targeted specific activities for implementation. The process of preparing the strategy and working toward its implementation also resulted in the formation of the Central Eastside Industrial Council (CEIC) which currently has a membership of more than 200. Today, the CEIC continues to work actively toward revitalization of the CEID. In addition to many successes in promoting revitalization and development, the CEIC's activities have helped to develop more effective communication between the City of Portland and the business community in the CEID and throughout Portland. In addition, the CEIC has worked increasingly in recent years to identify and secure common objectives with nearby neighborhoods.

# MAP 2

## CEID: ZONING MAP

### LEGEND

-  M1 = HEAVY MANUFACTURING
-  M2 = GENERAL MANUFACTURING
-  M3 = LIGHT MANUFACTURING
-  C2 = GENERAL COMMERCIAL
-  R1 = MULTI-FAMILY RESIDENTIAL



\*M1 and M2 zones are anticipated to receive new designations of H-1 and M-1 respectively upon implementation of the Zone Code Improvement Project.

Today finds a CEID which has realized many of the action plan elements laid out in 1978. For example, an "Industrial Sanctuary" policy has been adopted by the City, a new freeway ramp is scheduled for construction, the Central Eastside Industrial Council is firmly established, and the "Produce Row" property has been assembled, sold to private developers, and construction is underway as per an approved development plan. In recognition of that fact and because current development activity in the district portends a need to plan for the future, the CEIC requested that the Portland Development Commission work with them to develop an updated Revitalization Strategy. Beginning in 1984, the PDC coordinated a process to prepare this current, updated Central Eastside Revitalization Program.

Briefly, the process included the participation of a broadly based Advisory Committee, a consulting team, a Comprehensive Report and Report Synopsis which was widely distributed for review (250 copies), numerous meetings with City Bureau representatives, discussions and meetings with neighborhood representatives and continuing consultations with CEIC representatives.

The essence of the Revitalization Program is represented by a program goal and objectives which were originally drafted by the consulting team, Advisory Committee and the PDC. The goal and Objectives provide a foundation for the revitalization strategy and action plan.

## GOALS AND OBJECTIVES

### REVITALIZATION GOAL:

"Maintain and enhance the Central Eastside District as a near-in job center featuring a diverse industrial base with compatible, supportive, and appropriately located commercial and residential activities. Encourage the vitality of existing firms, provide an attractive climate of opportunity for complimentary ventures, and offer a positive environment for adjacent neighborhoods."

### REVITALIZATION OBJECTIVES:

Ten specific objectives provide guidance in working to achieve the Revitalization Goal.

- Objective # 1: Preserve and enhance the unique characteristics of the Central Eastside Industrial District as a near-in employment center with a diverse industrial base complimented by concentrations of commercial and residential uses in appropriately designated areas.
- Objective # 2: Increase the attractiveness of the Central Eastside as an industrial center, particularly for specialty manufacturing and distribution firms desiring convenient access to the downtown or a location at the hub of an excellent regional transportation network.
- Objective # 3: Enhance business and development opportunities for existing firms, recognizing the importance of providing industrial sanctuaries for certain industrial activities while affording opportunities for commercial and housing development within appropriately designated sub-areas.
- Objective # 4: Create an attractive environment featuring high quality design standards for new and existing businesses in a manner which is complimentary to the overall business climate while recognizing the CEID is both the "front door" to nearby residential neighborhoods and highly visible to Portland's Central Business District.
- Objective # 5: Encourage public/private cooperation and partnerships.
- Objective # 6: Increase accessibility to the river and enhance greenway areas as a public resource and improve the environmental quality of life for adjacent and nearby neighborhoods.
- Objective # 7: Address the negative social and economic impacts of homelessness and unemployment in the community.

**KEY FINDINGS:**

A strategy for CEID Revitalization recognizes the dynamics of the district as suggested by key findings. The FINDINGS reveal a district which:

- 1) Is favored by location and accessibility featuring outstanding linkages to a comprehensive transportation system, proximity to downtown and centrality to the metropolitan area. In addition to the excellent access to points throughout the Portland Metropolitan area, the CEID benefits from the region's access to regional, national and international markets.
- 2) Is an older central city area with typical constraints, e.g. older buildings, small blocks, parking and circulation problems and limited room for expansion. The CEID sometimes acts as an "incubator" for businesses which eventually outgrow the District. While providing an environment conducive to new "start-up" businesses, the CEID is also characterized by stability. Many businesses have been located in the CEID for two or more generations and today, there are more businesses, and more jobs, than in 1978. (1978 = 13,400; 1984 = 16,000.)
- 3) Provides 16,000 jobs and 1400 firms with 90% of the businesses having 50 or fewer employees and 65% of the employees coming from nearby City of Portland neighborhoods. The CEID remains a stable home for many businesses while serving as an "incubator" for others, who eventually outgrow either the district or available facilities. Approximately 60% of businesses and jobs fall in the industrial category.
- 4) Is primarily Industrial in character with approximately 83% of the District's 710 acres designated as an Industrial Sanctuary, within which commercial and other non-industrial activities are limited to those which are complimentary to industrial sectors. Outside the Industrial Sanctuary, commercial uses include retail and office with Commercial Zoning (C-2) currently covering approximately 16% of the land area, complimented by a residential population of 1,500.

- 5) Includes Comprehensive plan designations of Industrial Sanctuary, Light Industrial, General Commercial, and Medium Density Multi-Family. The Comprehensive Plan designations in the Central Eastside are the product of intense and ongoing citizen participation. They reflect a sophisticated and refined district perspective. This carefully crafted pattern has allowed a variety of supporting compatible and complimentary uses to exist within the same district. The Comprehensive Plan reflects a 20-year commitment by the City to maintain an Industrial Sanctuary within the Central Eastside Industrial District. The existing variety of Comprehensive Plan designations, allows further refinement and flexibility under very specific conditions. Finally, the Comprehensive Plan Amendment process allows land use changes which are consistent with the principles and specifications of the Comprehensive Plan.
- 6) Is experiencing substantial new investment with several very visible developments which have a commercial orientation. Commercial uses may be contributing to escalating land values while exacerbating traffic circulation, parking and other operational problems in the industrial areas. In addition to the "high profile" Commercial development, the district has experienced substantial industrial investment.
- 7) Recent development activity and anticipated development is clustered within four nodes (refer to map #3).
- 8) Finds the greatest need for public attention and assistance is within the Union/Grand Commercial Corridor and the industrial area west of Union Avenue. The Union/Grand Corridor enjoys the highest visibility and anticipates continuing development interest which will affect the entire District. The area west of Union has the greatest needs in terms of traffic circulation and parking, storm drainage and sanitary sewer improvements, pedestrian linkages with the Willamette River and bridge heads, effective utilization of existing structures, renovation or removal of structures contributing to blight, rail service planning, and protection of the existing businesses.

# MAP 3

## DEVELOPMENT ACTIVITY AREAS AND EXAMPLES OF RECENT OR PLANNED INVESTMENT

### A- COMMERCIAL & INDUSTRIAL

- o Crossroads Square
- o Bridgeport
- o Emmett Building
- o "Produce Row" (Wholesale-Produce and Warehouse/Distribution)

### B- COMMERCIAL OFFICE/RETAIL & RESIDENTIAL

- o Logus Building
- o Barbur Block
- o Clifford Hotel

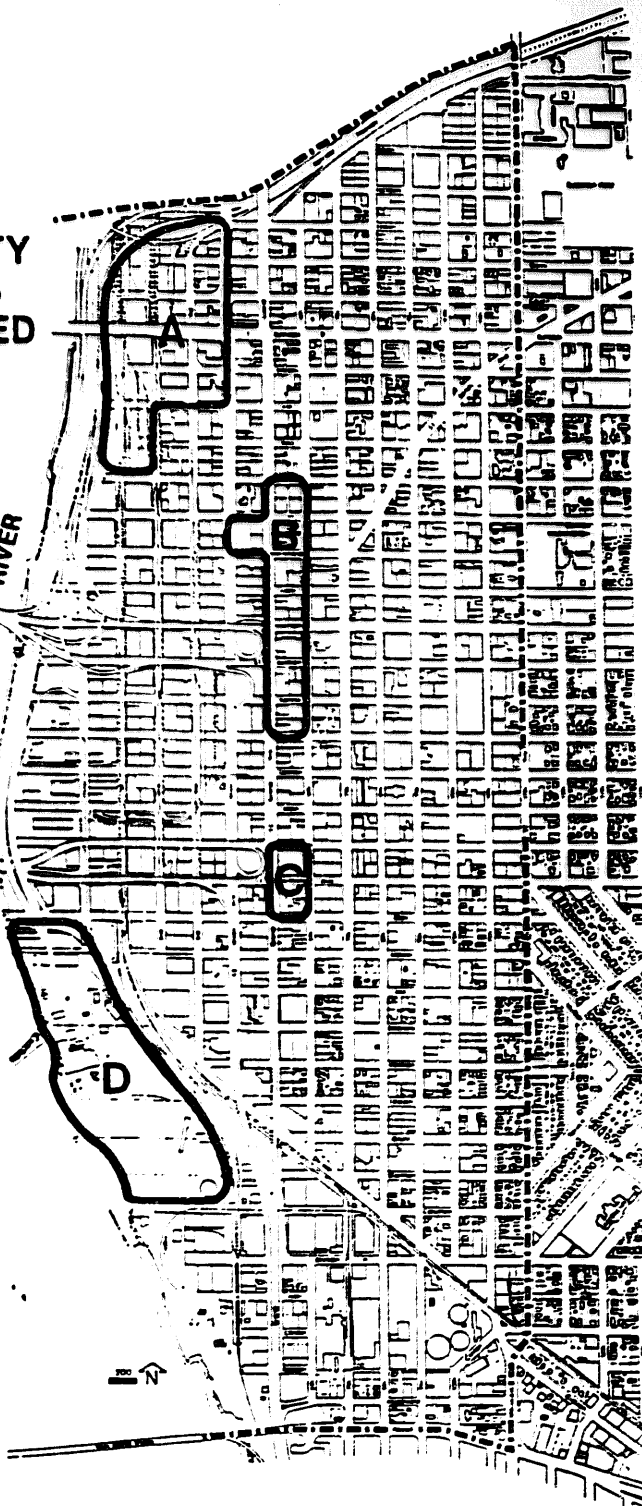
### C- COMMERCIAL

- o Benjamin Franklin S. & L. Financial Center and Parking Structure

### D- INDUSTRIAL/COMMERCIAL

- o Pre-planning currently underway to determine development alternatives for Portland General Electric "Station L" property.

WILLAMETTE RIVER



- 9) Expresses concern regarding the impacts of homeless and jobless individuals on the Central Eastside and the social and economic fabric of the entire community. The CEIC is concerned that public policies and actions outside of the community may be exacerbating these problems in the CEID.
- 10) Is within the Central City Plan Area and anticipates effective participation in the process of developing a Central City Plan which respects the important Industrial Base represented by the CEID and its business community.
- 11) Benefits from a nearby labor/force which resides primarily in CEID-area neighborhoods and enjoys many common interests with those neighborhoods.
- 12) Includes a business organization, the Central Eastside Industrial Council, which works diligently to enhance the CEID and its business environment while nurturing ties and communication with the City of Portland and developing common agendas with CEID area neighborhoods.
- 13) Serves as the "front door" and western boundary for nearby residential neighborhoods and is highly visible to Portland's Central Business District while holding tremendous potential for increased riverfront accessibility and development.
- 14) As one of the City's oldest industrial areas, the transportation infrastructure is based upon several transportation technologies supporting rail, truck and automobile uses. Today, the conflicts between these various modes are significant. External traffic passings through the district (to the freeways, downtown, and east Portland) causes congestion in the CEID which is particularly acute in the major portals. The transportation facilities of the CEID demonstrate a general need of upgrading to meet the immediate and long-term redevelopment needs of the district in a comprehensive fashion.

## THE REVITALIZATION STRATEGY

The Revitalization Program focuses strategically on selected construction/-development activities and physical facilities/infrastructure improvement targets. The program is to be initiated within the framework of existing economic development policies, providing the maximum opportunity for growth and expansion of business and industry. Additional planning activities are specified, as necessary, to effectively implement the revitalization goal and objectives.

The development strategy is to focus public and private actions into specific geographic areas and program elements that will have the greatest positive affect on the ability of business and industry to grow. The strategy is designed to make the district functionally more efficient and physically more attractive in terms of urban design. It also encourages ongoing involvement of the district in the land use process.

The following four types of geographic areas have been indentified within the district. The revitalization strategy is to develop physical facilities to strengthen the assets and to solve the specific problems in each area. Specific revitalization actions are listed in the plan of action:

The four types of areas are:

1. Stable Areas which are currently operating effectively within the parameters of existing policies and private markets. The strategy is intended to enhance and maintain the vitality of these areas.
2. Neighborhood Buffers which help to ensure that development and business activity within the CEID is compatible with nearby residential neighborhoods. The strategy is designed to protect the neighborhoods and encourage quality developments on their periphery.
3. Development Activity Areas which are comprised of four current nodes of development and planning activity (Map 3). Projects in these dynamic areas should be carefully addressed in planning activities and related action plan elements to integrate them into the community.
4. Development Opportunity Areas which are generally adjacent to areas of high activity but are threatened by underutilization, disinvestment, conflicting business uses, and escalating/speculative land prices. These areas are further characherized by substantial needs in terms of infrastructure improvements and modernization. The strategy is designed to develop solutions to solve these problems.

In addition to targeting attention to specific geographic areas, the Revitalization Program provides technical and financial assistance throughout the CEID and encourages the coordination of land use, development actions, and infrastructure improvements affecting any area within the CEID.

The Revitalization Strategy ultimately provides a foundation and frame of reference for the Plan of Action.

## CENTRAL EASTSIDE REVITALIZATION PROGRAM

### PLAN OF ACTION

The Plan of Action for the Cental Eastside includes four program areas; 1) Program Development, 2) Technical Business Assistance, 3) Land Use and 4) Infrastructure Development and Management. These program areas are complimentary, rather than discrete, and may overlap. It is recommended that the Plan of Action be considered by City Council and subsequently referred to the appropriate City Bureaus for implementation.

- 1) PROGRAM DEVELOPMENT is comprised of projects which are currently in the planning or preplanning stages.

- a. Urban Renewal has been identified as a potential mechanism for helping to secure certain public and private improvements in two sub-areas within the CEID. An Urban Renewal program would include three basic steps 1) Urban Renewal Feasibility Analysis, 2) Urban Renewal Plan (contingent upon feasibility), and 3) Program Implementation.

General problems associated with blight, transportation and circulation, parking, sewers and storm drainage, pedestrian access and amenities, and site assembly might be facilitated by the Urban Renewal program.

The Urban Renewal Feasibility Analysis would include identification of public needs which might be addressed by Urban Renewal and consideration of potential private investment which could be anticipated to generate increased tax values. The increased tax values would be ear-marked for retirement of bonds which would be used to pay for public improvements.

- b. Business Incubator/Condominium Feasibility Study will identify and evaluate structures in the CEID which might be suitable for redevelopment/rennovation as industrially oriented business condominiums or incubators. The study will address market considerations as well as suggesting what level of public assistance, if any, is required in order to leverage the necessary private participation.

It is recognized that business incubators and business condominiums serve two similar but distinct roles which might benefit from additional evaluation, applied to the CEID. Incubators generally are developed with significant public sector participation (both financial and planning). Clients are targeted as "start-up" firms which would both benefit from and eventually out-grow the need for public assistance and pooled resources.

Condominiums do not necessarily require substantial public assistance while providing pooled resources to firms which might never be candidates for eventually moving beyond the need for support services.

This study will consider emerging small business entrepreneurial trends, including strengths, weaknesses, needs and limitations of small businesses in relation to the resources potentially offered by business-condominium/incubator alternatives.

- c. Opportunity Property Development Project will identify vacant and underutilized properties, working toward developing specific strategic plans which will facilitate the effective development of these properties in a manner which is complimentary to the CEID. Evaluation of "Opportunity Properties" will include consideration of Business.
- d. Space Utilization Project will include preparation of a program to assist expanding businesses to more effectively utilize existing facilities thereby alleviating a primary pressure which commonly starts a business down the road to relocation.
- e. Eastside Willamette Esplanade Project, coordinated by the Bureau of Parks, will improve the Esplanade along the east bank of the Willamette River as a resource for the City of Portland, including the CEID, eastside neighborhoods and downtown Portland. Esplanade related considerations, such as access corridors, parking needs, and potential conflicts with competing uses will be addressed as a component of the Central Eastside Revitalization Program. The CERP will help ensure that the Esplanade and Willamette Greenway are complimentary to the Central Eastside Industrial District, nearby neighborhoods, downtown Portland, and the entire City.
- f. Rail Service Study/Plan will identify current users and the existing rail network, and will evaluate alternatives regarding potential changes in rail service and rail-related infrastructure. Impacts on current users and potential future users, as well as the broader business community and future development potential will be considered.
- g. Import Substitution and Networking of suppliers and markets will be explored in the context of complimentary Statewide, Metropolitan Portland, City of Portland or sub-area efforts.

- 2) **TECHNICAL-BUSINESS ASSISTANCE** ranges from district-wide efforts to improve the CEID's overall business environment to individualized/targeted assistance to firms having financial, relocation/-expansion or regulatory/permit problems.
  - a. Site Selection Assistance is provided by the PDC and CEIC which maintain an inventory of available commercial and industrial properties.
  - b. Financial Assistance is provided by the Portland Development Commission which maintains loan programs targeted to the CEID. In addition, the Portland Development Commission can assist with applications for grants and Industrial Development Revenue Bonds.
  - c. Regulatory/Permit/Licensing Assistance is provided through the Portland Development Commission's Local Business Assistance Program in cooperation with appropriate City Bureaus. The program includes providing individualized assistance to specific entities as well as developing relevant feedback to City Bureaus regarding potential changes or refinements in policies and practices.
  - d. Direct Technical Assistance is provided to the CEID in the form of an ongoing liaison with the CEIC and businesses in the CEID. This assistance is geared toward issues of district-wide significance.
  - e. Historic Resources Inventory includes the identification of current historic status of CEID structures as well as consideration of potential additions. Information is made available to public and private agents regarding financial resources as well as the process for applying for historic designation.
- 3) **Land Use** focuses on land use planning efforts which are primarily the province of the City of Portland's Bureau of Planning which initiates land use planning activities as well as reviewing and evaluating the efforts of public and private entities including the Central City Plan, and development proposals or plans affecting land use. Land use planning involves the analysis of existing land uses, market forces, and the physical infrastructures of an area in order to minimize conflicts and facilitate development of land within the context of public interest. Land Use projects are identified in anticipation of the Bureau of Planning continuing its role of coordinating land use planning.
  - a. The Industrial Zoning Code Improvement Project is of vital interest to the CEID. Development activity and interest in the CEID suggests the need for a careful evaluation of those actions and opportunities as they affect current businesses in the CEID, the future of the

CEID, and the needs of the City of Portland. The Industrial Zoning Code Improvements Project provides a timely opportunity to address these issues affecting the CEID, nearby neighborhoods, and the entire city. Additional review and refinement is suggested in the process of implementing the new zoning code in the context of future development activity and business practices.

- b. Commercial Zoning Code Improvement Project will resolve some of the issues which were not addressed in the Industrial Zoning Code Improvement Project particularly in relationship to the Light Manufacturing (M3) zone and will enable the commercial zoning code to become consistent with the revised Industrial Zone Code. The planning Bureau has not defined a time frame for the project.
- c. Any land-use changes in the Central Eastside need to be carefully examined in the context of the existing Comprehensive Plan, (map and policies), and their impact on the entire district. Findings shall demonstrate consideration of the dynamic character of this industrial district, the sophistication of the existing Comprehensive Plan, and the consensus that supports that plan. Changes shall support the district's economic stability and vitality. The existing industrial/commercial base should be nurtured and enhanced whenever practicable while encouraging investments by new businesses and evolving economic sectors.
- d. The Central City Planning effort includes the Central Eastside, in addition to Lower Albina, Lloyd Center/Coliseum, North Macadam Corridor, Northwest Triangle, and Downtown Goose Hollow. As one of the plan districts, the Central Eastside participates in this planning effort. Materials prepared in the course of developing the Revitalization Program are available to the Central City Plan Team. The Central City Plan Team is urged to carefully consider the CEID's significant role in contributing to a strong diversified Economic Base serving the Central City and the entire region.

The Central Eastside Revitalization Program Phase I Report noted that the District serves the City (including the other Central City Plan districts) as well as the region and beyond. The interrelationships among these districts are of importance to the City of Portland, its business community and citizens and should be evaluated in the Central City Plan and related efforts.

4. Infrastructure Development and Management: The Bureau of Environmental Services and Water, and the Office of Transportation are primarily responsible for the development and management of the CEID's infrastructure. The Revitalization Program summarizes identified projects, related issues, and problem areas which warrant further study or planning.
- a. Sewer Improvement Project works toward implementing the City's policy of separating storm drainage from sanitary services whenever this is economically feasible and effective. The CEID has been identified by Bureau of Environmental Services staff as a promising area for such a project which would address a health hazard by reducing the potential discharge of untreated sewage in to the Willamette River while increasing the effective capacity of the Sullivan Pump Station to serve increased demands from outlying areas.
  - b. Transportation Elements affect through traffic, internal circulation, district accessibility and site utilization. Transportation improvements are the responsibility of bureaus within the City's Office of Transportation. The following projects have been identified in the process of developing a Revitalization Strategy and Action Plan for the CEID. They are identified and discussed herein from the perspective of their anticipated impact on the CEID. For more comprehensive information concerning these projects, please contact the Office of Transportation.

Identified projects include:

- 1) Marquam Ramps project will provide improved accessibility and reduce traffic congestion through and adjacent to the district.
- 2) Local Streets (East Marquam) improvement project addresses internal and through traffic, improving rail crossings and access to I-5 southbound.
- 3) McLoughlin Corridor Improvement Project is a multi-phased project addressing McLoughlin Blvd. congestion and ultimately reducing undesirable congestion on the Union/Grand couplet.
- 4) I-5 North Widening Project includes widening and improving I-5 between the Marquam Bridge and the Lloyd Center area.
- 5) Coliseum Transit Transfer project serves to improve transit access to the CEID, the Coliseum area, and other transit served areas.

6) Division Corridor improvements will improve through-traffic and CEID internal circulation and accessibility.

7) Division Place/8th Ave./9th Ave. Railroad Crossing project will eliminate an identified traffic hazard while meeting internal circulation objectives.

8) Willamette Greenway and East Bank Esplanade project will address access corridors and related traffic and circulation impacts.

9) The City-wide Transportation Needs Assessment and Infrastructure Evaluation includes the CEID.

Issues requiring further planning or study include:

1) Southern Triangle and Station "L" traffic circulation and access related to existing and anticipated future needs.

2) Local Street Improvements, in addition to the identified East Marquam local streets project.

3) Pedestrian circulation at bridgeheads and transit transfers between north/south service and east/west service.

4) Railroad crossings and rail spurs as they affect auto, and truck traffic circulation.

5) Traffic problems at 12th/Sandy/Burnside, and 11th/12th/Clinton/Milwaukie and SP main line.

6) Traffic impacts of intensified land-use related to auto traffic and movement of goods by truck and rail.

- c. Public Use of Right of Way policies and practices are important factors which affect business expansion opportunities and resource development plans as well as activities and responsibilities of City Bureaus. A systematic review of these policies and practices would be incorporated into an inventory of current uses, facilities, and anticipated development projects including potential river access corridors, street vacations and easements, and use of public Right of Way at grade, above and below grade levels.

- d. Parking Development and Management has been consistently identified as one of the primary concerns of businesses in the CEID. The Parking Development and Management Plan will be directed at improving the effective utilization of existing facilities and identifying/implementing opportunities to develop new facilities as well as implementing new management systems, programs, and techniques as deemed necessary.
- e. Transit Development is an important means to reduce traffic congestion and parking demand. The CEID has consistently advocated for the improvement of transit service to and within the CEID. Full north-south service on Union/Grand, and an effective bridge-transfer system tying north-south with east-west lines are key elements to be supported. Potential actions for future consideration include a historic trolley line to connect the CEID with the Central Business District and the Lloyd Center area, trolley/bus system to connect the near-in residential neighborhoods with the CEID as an adjunct to the existing bus service, and a Light Rail alignment between the CEID, Milwaukie, and ultimately Oregon City.
- f. Street-Tree Planting Program for Hawthorne Blvd./Madison Street, Morrison Street/Belmont Street, and Burnside Street will be a public/private effort to both install and maintain trees/greenery, thereby enhancing the visual impact of these major streets on people working and doing business in the CEID as well as commuters and residents traveling through the area.

## PROGRAM REVIEW

The Central Eastside Revitalization Program was developed in an effort to better utilize private and public resources in order to enhance and revitalize the CEID as a home for industrial and commercial businesses while meeting neighborhood and City-wide objectives of livability. The strategy and plan of action suggested by this program are intended to meet those complimentary goals. The Central Eastside Revitalization Program should serve both as a framework and a focus for future actions while also accomodating refinement and modifications as needed to best meet the intent of the Program Goal and Objectives.

## ADDITIONAL DOCUMENTS AVAILABLE FOR REVIEW

- o Central Eastside Revitalization Program Phase I Report,  
October 1, 1984, Portland Development Commission.
- o Central Eastside Revitalization Program Technical Appendices,  
October 1, 1984, Portland Development Commission.
- o Central Eastside Revitalization Program Phase I Report Synophsis,  
January 1, 1985, Portland Development Commission.

ADVISORY COMMITTEE

Mr. John Bradshaw\*  
Bradshaw Auto Service, Inc.

Mr. Gary Madson\*  
Lone Star Industries

Mr. Dave Fredrikson  
Portland General Electric

Mr. Robert Foote  
Benj. Franklin Federal Savings

Ms. Marci Levine  
Mr. James Owens  
Southeast Uplift  
(Ms. Levine replaced Mr. Owens  
subsequent to his resignation  
from SE Uplift position.)

Mr. William Wyatt  
Assoc. for Portland Progress

Mr. William Potter  
Citizen's Graphic Arts, Inc.

Mr. Dick Feeney  
Ms. Jody Fisher  
TRI-MET

Ms. Anne Berblinger  
U. S. Department of Commerce

Mr. Ken Swan  
Portland Development Commission

\*Central Eastside Industrial Council Representative

=====

Central Eastside Industrial Council Liaison

Mr. Peter F. Fry

=====

PHASE I REPORT CONSULTING TEAM

Mr. Leonard Bergstein (lead consultant)  
Northwest Strategies, Inc.

Mr. Eric Hovee  
Economic Development Services

Mr. Fred Glick  
Fred Glick Associates, Inc.

## INTERVIEWS CONDUCTED (PHASE I)

Earl Bolliger, Central Eastside Industrial Council, Bolliger & Sons Insurance

Jack Burns, Burns Brothers

Bob Cameron, Lloyd Corporation

Don Clark, Burnside Consortium

Ken Eagon, Cushman & Wakefield

Lynn Evans, First Interstate

Ron Fernley, Upland Corporation

Paul Gerhardt, 1000 Friends of Oregon

Nancy Goodwin, Tri-Met

Dave Groth & Chris Monger, Palmer Groth & Pietka

Tom Higgins, THE BUSINESS JOURNAL

David Leland, Leland & Hobson

Marci Levine, Kerns

Neil McFarlane, Metropolitan Service District

Robert Domres, Burlington Northern

Patti Morris, Buckman

Bill Naito, Norcrest China

Emil Nemarnik, Pacific Coast Fruit

Phil Peters, Nutricell

Vern Ryles, Poppers Supply

Bob Scanlan, Coldwell Banker

George "Bing" Sheldon, SERA Architect

Ted Spence, Thomas Schwab, ODOT

Mark Teppola, National Builders Hardware

Jean Higginbotham, Executive Director of FISH

Michael Stoops, Burnside Community Council Baloney Joes

Lynn Hingson, Multnomah County Department of Human Resources

Michael Love, Columbia Corrugated Box Co., Inc.

Bill Fowlie, Futures Assembly

Stan Petty, Connor Spring

Bill Murray, Chemithon

John Chandler, Fresh Foods Co., Inc.

Bob Foote, Ben Franklin

Phil Peters, Nutricell

Dan Schwoeren, Bullseye

Dennis Gilman, Buckman

Jim Andrews, Buckman

Mike Parks, Editor, MARPLES'S BUSINESS NEWSLETTER

John Morris, Arthur Andersen & Co., Portland, OR

Klaus Pache, Instrument Sales & Service

Mary Dittler, Hocks Laboratories

Patricia Ward, Tensen Company

Ethan Seitzer, Brooklyn Neighborhood Group

Tom Matoff, Planning Department, Tri-Met

Phil Conti, Jim Owens, S.E. Uplift

Peter Fry, CEIC

Allen Weber, Harvard Business Journal

Jim Manning, Hosford-Abernethy Neighborhood Association

Dean Smith, Office of Commissioner Strachan  
Rod O'Hiser, Michael Harrison and Bruce Halperin, Bureau of Planning  
Joe Walsh and Steve Iwata, Transportation Planning  
Ron Sunnarborg, Bureau of Environmental Services  
Ken Swan and Steve Petersen, Portland Development Commission  
Sherry Sylvester, Neighborhood Crime Prevention  
Paul Niles, Transportation Engineering  
Cynthia Kurtz, Street Lighting

INDIVIDUALS & AGENCIES CONTACTED SUBSEQUENT TO PHASE I REPORT

Ken Eagon - Cushman & Wakefield  
Marci Levine - Kerns  
Patti Morris - Buchman Neighborhood  
Michael Stoops - Baloney Joes, Burnside Community Council, Inc.  
Michael Love - Columbia Corrugated Box Co., Inc.  
Board of Directors - Southeast Uplift  
Al Benkendorf - Benkendorf and Associates  
Nick Gantman - National Properties  
Roger Anderson - Real Estate Appraiser/Consultant  
Donald M. Ossy - Coldwell Banker  
David C. Leland - Columbia Willamette Development Co.  
Doug Nichols - Columbia Willamette Development Co.  
Douglas A. Kiersey, Jr. - Cushman & Wakefield  
Mark LaNoue - Cushman & Wakefield  
Gary S. Gilbert - Norris, Beggs & Simpson  
David G. Hicks - Northern Properties  
Ernie Platt - Enstone Enterprises, Ltd.  
Kevin Hanway - Enstone Enterprises, Ltd.  
Dr. James L. Riggs - Oregon State University  
David Hanzlik - Sinclair Corporation  
Lyle A. Stewart - Patterson, Stewart & Associates  
Bill Tripp - SRG Partnership, P.C.

PDC staff have also met with representatives of the following City bureaus:  
Environmental Services, Transportation, Planning, and Parks.

## RESOLUTION NO.

33993

WHEREAS, the 1984-85 Overall Economic Development Strategy (O.E.D.S.) for the City of Portland was adopted by the Portland Development Commission and the City Council; and

WHEREAS, the O.E.D.S. specified that the Commission would revise and update the Central Eastside Industrial District Revitalization Plan; and

WHEREAS, the Central Eastside Industrial Council requested that the Commission coordinate and work with them to update the Revitalization Plan; and

WHEREAS, the Commission has worked with representatives of the Central Eastside Industrial Council, business and neighborhood representatives, and staff from the Bureaus of Planning, Transportation, Parks, Environmental Services and Central City Plan to develop the Central Eastside Revitalization Program; and

WHEREAS, The Central Eastside Revitalization Program has been adopted by the Portland Development Commission and referred to the City Council as per Commission Resolution 3402; and

WHEREAS, the Central Eastside Revitalization Program specifies goals and objectives, Development Strategies, and Implementation Activities in order to effectively coordinate Economic Development Activities in the Central Eastside;

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Portland as follows:

1. That the Central Eastside Revitalization Program is adopted by the City Council.
2. That the City Council authorizes the Portland Development Commission and appropriate City Bureaus to proceed with currently budgeted Implementation and Action Plan elements of the C.E.R.P.

**RESOLUTION No.**

3. That the City Council encourages continuing activities by the Portland Development Commission and appropriate City Bureaus to effectively implement Program Objectives, Strategies, and Recommended Actions.
4. That Implementation of any strategies not currently approved shall be forwarded to the City Council for its approval in the appropriate time and manner.

Adopted by the Council. **DEC 12 1985**

Mayor Clark  
PDC:KS:1ac  
December 5, 1985

**JEWEL LANSING**  
Auditor of the City of Portland

By

*L. Chris E. Olessey*

Deputy

Calendar No. 24862

## RESOLUTION NO. 33933

### Title

A resolution adopting the Central Eastside Revitalization Program and authorizing certain implementation activities by the Portland Development Commission and bureaus of the City of Portland

INTRODUCED BY
Mayor Clark

NOTED BY THE COMMISSIONER
Attairs
Finance and Administration <i>John Adams</i>
Safety
Utilities
Works
City Auditor

CALENDAR
Common Regular X

### THE COMMISSIONERS VOTED AS FOLLOWS:

	Yeas	Nays
BOGLE	✓	
LINDBERG	✓	
SCHWAB	✓	
STRACHAN	✓	
CLARK	✓	

Filed **DEC 6 1983**

JEWEL LANSING  
Auditor of the CITY OF PORTLAND

By *Devinus*  
Deputy