

URBAN DESIGN PLAN

RELATIONSHIP OF COMPONENTS

PROBLEMS	GOALS	SOLUTIONS	POLICIES AND REGULATIONS	DEVELOPMENT PROPOSALS
Environmental decay associated with Skid Road	To upgrade the physical and social environment	PG 5	Housing rehabilitation, social services and improvement programs	Housing rehabilitation in North Burnside area; Oriental community center; beautification of post office, Federal Building and Customs House
Diminishing supply of housing stock	To provide additional housing for varied income levels	PG 5	Residential requirement; residential bonus (alt.)	Lowndale Square super block; housing integral with Hawthorne Bridgehead development; housing integral with Morrison Center development
Minimal development of new housing downtown	To maintain pensioner hotels of hotels with surrounding new development	PG 5	Historical landmark transfer, residential bonus, and various housing subsidy programs	Lenox rehabilitation and other hotels in Lowndale Square; rehabilitation of hotels in North Burnside area
Loss and dispersion of downtown retailing	To reinforce existing downtown retailing functions	PG 7 (A-J)	Required retail activity at ground floor; parking code revision to eliminate surface parking lots; functional classification of streets; encouragement of major in-town shopping center	Morrison Center consisting of retailing, office, hotel, housing and skyway development; Union Station development; Blue Mouse parking garage
Isolation of waterfront due to Front Avenue traffic and surface parking use	To connect the downtown with the waterfront	PG 7, 9	Eliminate Front Ave. as a through arterial street	Commercial pavilion at Morrison Bridgehead
Underutilization of land due to surface parking use	To remove long-term surface parking uses; replace with long- and short-term structured parking facilities near retail core	PG 15 (E-1)	Development of parking nodes; channel auto access; increase transit patronage to relieve parking requirements	Possible construction of structured parking; landscaping of selected streets; signing to permit easy access to garages
Lack of incentives for preservation of historic buildings	To preserve historical buildings and character of historic districts	PG 17 (A-F)	Historic building and district Landmarks Commission; transfer of F.A.R. from historic sites	Rehabilitation and infill development in Yamhill, Skidmore and North Park Blocks districts; New Market restoration
Expectations for commercial development exceed demand valued for other uses	To stabilize land values, discourage speculation in historic and residential districts, and encourage positive investment climate	PG 7	Designation of areas for major new development and areas for rehabilitation, infill or land bank	Preservation of historical districts; major development at Morrison Center, Hawthorne Bridgehead, Union Station, and at Lowndale Square; minimal major development in North Burnside area
Tendency to develop single office towers on a single block thereby altering the scale of downtown	To encourage mixed use development while respecting the existing 200-foot block pattern and resultant building scale	PG 18 (Enviro-ment 3)	Designation of areas where building character and scale should be preserved	Preservation of Yamhill markets; retail and housing infill development in Skidmore Fountain and North Burnside areas; mixed-use development at Lowndale Square; Morrison and Hawthorne Bridgeheads
Attracting users to public transit	To provide better transit service to and within downtown	PG 14 (A-1-4) 15 (D-2)	Development of downtown transit mall loops, pedestrian system; pedestrianway system guidelines	Transportation center and related development at Union Station; retail area, south waterfront and other skyways
Pedestrian vehicular conflict and lack of pedestrian amenities	To separate pedestrians and vehicles; to provide rain protection; to use the street system as an open space resource and to create activity nodes	PG 11 (E-4), 14, 17	Creation of pedestrian-oriented areas with no internal arterial traffic and development of a skyway system; designation of streets which require rain protection; designation of principal pedestrian streets and development of urban plazas along these pedestrian streets	Pedestrian-oriented areas at Lowndale super block and plaza; portion of Yamhill District, expanded Skidmore Fountain plaza, Union Station plaza, NW Natural Gas plaza and portion of McCormick dock; retail area skyway system parallel to Morrison Street; addition of retail skyway between Stark and Oak streets; and the South Waterfront Skyway connecting the PGF complex to Crown Plaza
View blockage of waterfront and scenic mountains	To maintain vista corridors	PG 11 (E-1, 2)	Concentration of tall buildings in the commercial office and retail core (near transit services) and step-down of building heights to the waterfront	High density office and commercial core west of Third Avenue; rooftop terrace development

REFERENCES:

- PG Planning Guidelines/Portland Downtown Plan, as Adopted by City Council, December, 1972.
LL Lord & LeBlanc, *Economic Analysis of the Portland Downtown Guidelines Plan*, July, 1974.
HRB Human Resources Bureau, *Social Policy Report for the Downtown Urban Renewal Area*, October 8, 1974.
LB Livingston & Bayne, *Downtown Portland Proposed Development Regulations*, November 19, 1974.
AMH Allen, McMath & Hawkins, *Development Regulations and Incentive Program for Historic Buildings, Sites and Districts*, September 3, 1974.
RC (Robert Conrad), *Downtown Parking and Circulation Policy*, as Adopted by City Council, February 26, 1975.
SOM Skidmore, Owings & Merrill, *Urban Design Plan and Program*, March, 1975.

1974 dollars, the estimated assessed value added over the next 15 years is \$135 million. This, too, would produce revenue for public project activities. However, the amount of increment is dependent on how quickly this development occurs.

TAX INCREMENT REVENUES

Major Developments	Construction Cost	Tax Increment Revenue/Year
U.S. Nat'l Bank	\$ 17 Million	\$ 476,000
McCormick Dock General Services Administration	12 Million	336,000
Portland General Electric	20 Million	560,000
Northwest Natural Gas	25 Million	700,000
Central Plaza So. Far West Federal Savings	18 Million	504,000
	2.5 Million	70,000
	7 Million	196,000
Total	\$101.5 Million	\$2,842,000

Because of the difficulty of accurately developing both project activity costs and amounts of income, specific budgeting, project planning and execution will occur on an annual basis. These will be the responsibility of the Portland Development Commission and the Office of Planning and Development. Projects will be selected from those proposed in this plan based on the plan's recommendation of priority and phasing, and on the basis of tax increment and other funding availability. They will also be selected to insure that within any period of project execution, activities occur which are publicly acceptable, which complement one another, and which support other desirable private development inside or outside of the project. In addition, annual program activities will be selected where costs allocated between activities produce comprehensive and balanced action. A project financing plan will be presented annually to City Council for its review and approval.

TAX INCENTIVES FOR HOUSING

Although economic analysis shows that housing is feasible in the Downtown, the returns from housing will not be attractive enough, at least in the short run, to induce as much residential development as is desired. Therefore, several forms of local and state tax incentives to encourage residential construction should be considered. Among them are proposals for new state legislation similar to that in effect in New York, Delaware and Missouri, where full or partial tax abatement for new or rehabilitated housing could be granted for five or ten years or longer.

Generally, this form of income tax abatement would allow the cost of rehabilitation to be depreciated in a shorter period than is normally allowed. Sometimes depreciation would be allowed for more than the value of rehabilitation.

Forms of local property tax relief should also be considered which would provide for exemption for a specified period of time from taxation for added value produced by housing development or improvements. Essentially this is an "adjustment" in the tax increment financing system which allows the increment generated by housing to flow to the owner as tax abatement, rather than to the development agency. The impact on local taxing jurisdictions would thus be the same as under present law providing for tax increment.

Another proposal would establish a low or interest-free equity loan program for multi-family construction at a statewide level. Loans for up to 20 percent of construction cost could be offered to developers from a state fund, in return for developer assurances that at least 10 percent of the units built would offer reduced rents for low-income elderly and disabled persons. Another proposal, which is a variation of the property tax exemption mentioned previously, would allow a property tax credit for 100 percent of the housing improvements' assessed value for up to 10 years (up to \$5,000 per unit) in buildings over 25 years old.

A final proposal would allow cancellation of taxes on 50 percent of new housing construction value for ten years in areas of high land costs where city policy is to encourage housing.

Financing Historic Preservation

In addition to regulatory measures, historic preservation is expected to need some financial subsidy, or, at a minimum, a source of high-risk venture capital. A revolving Urban Conservation Fund (see page 13) from which rehabilitation loans could be made at below-market rates could be funded either by the tax increment, or by civic-minded financial institutions that can obtain money at low rates, or by a combination of the two. In some instances the most effective action to assure rehabilitation would be for the Urban Conservation Fund to buy property and lease or re-sell it after rehabilitation.

Economic analyses of three historic buildings indicate that real estate tax abatement would produce a rate of return on investment that would usually justify rehabilitation.

Proposed state legislation would allow an owner to deduct approved restoration costs from property taxes over a ten-year period. A similar law has been enacted in New Mexico and is under

consideration in other states. The loss in tax revenue to local governments could be reimbursed by the state, could be paid from tax increment funds, or could simply be absorbed by the city in return for the renewed vitality of the project area. If a property owner spent \$100,000 to restore his landmark building, and property taxes are \$10,000 per year, he would pay no tax for ten years. Tax increment could be used to pay the taxes levied on the value of the building at the time the Urban Renewal Project was designated.

Federal income tax relief may also become available. A bill which is presently awaiting Congressional hearings would allow rehabilitation costs of income-producing National Register properties to be deducted from annual income over a period of five years. The same act would also deny deduction of demolition costs and undepreciated cost of demolished buildings from federal income tax. Another provision would allow for donation to organizations or governments of less than fee interests in qualified historic properties. The donor of such interests would be allowed income deductions equal to the fair market value of the interest conveyed. Similar provisions could be proposed at the state level (where state income tax benefits would be offered). Also, tax incentive provisions proposed to encourage housing construction and rehabilitation could be applied to historic buildings.

COMMITMENT

If the city were to do nothing, the Urban Renewal Area would not lie dormant. Old buildings, particularly hotels, would continue to be abandoned, converted to other uses, or demolished. Office space would be constructed at a modest rate. Most existing surface parking lots would probably remain, and, if permitted, new ones would be added at the cost of older buildings, which would be removed.

Investors will act to meet the goals of the plan only when they are convinced that the city has a firm commitment to carry it out. The plan must prove itself effective before developers will be willing to build projects whose success depends on a change in the character of an area. The plan must prove itself, also, in order to temper the unrealistic expectations of many landowners who hold their property off the market (thus discouraging development), while waiting for unreasonably high prices which the market cannot support.

Early action on the major projects previously listed would enable people to experience, in at least part of the area, the quality of the environment which will be created with the realization of the plan.

Four endeavors that will require exceptional public dedication are key to the success of the plan:

- **Implementation of Social Policy.** Substantial city, county and federal funding will be required to implement the health and housing programs necessary to provide adequate levels of social services, to provide adequate low-income housing, and to deal with the Burnside community. All parties in the discussion of social policy agree that, without adequate funding for social programs and housing, redevelopment could have serious adverse effects on disadvantaged sectors of society.

- **Rehabilitation of Residential Hotels.** The subsidizing of residential rehabilitation, especially for low-income residents, is legally and financially the most complex part of the plan. Tax increment (local) and Community Development Funds (federal) will be available. Resources will also be available from state programs (financed through recent state housing bond issues), federal programs for rent subsidies (such as Section 8), and federal low-interest loans, mortgage insurance and tax abatement.

- **Building an In-Town Retail/Residential/Office Complex.** Although the site need not necessarily be in the Urban Renewal Area, major new retail investment is needed Downtown, to raise tax revenues, support other Downtown activities, and discourage energy-intensive developments in outlying areas. The full support of the retailing community is imperative, as is the willingness of the city to create the conditions which will attract one or more new department stores. If the gains appear worth the cost, the city must be prepared to offer a shopping center site and parking package that convinces one or more major department stores that profits will be greater in the Downtown than in an outlying site.

- **Building Market-Priced Housing.** Success in this endeavor will be heavily dependent on realization of the three goals above. There are plenty of Portlanders who, by reason of household composition, income, and work place or retirement status, potentially form a market for Downtown apartments. The problems lie in demonstrating that the environment will be satisfactory, that there will be enough housing to create a sense of neighborhood, and that housing is a profitable use for sites designated on the plan. In each of these instances, the credibility of the city's commitment to housing will determine the result.

urban design plan and program waterfront renewal area

THE NEED AND POTENTIAL

American cities change rapidly—a person returning to Downtown Portland today after 15 years' absence would be startled. Across the nation, large city downtowns have had great difficulty adjusting and many have gone into decline. Few cities, Portland among them, have attracted new investment and helped their core areas remain vital. Downtown Portland's assets are substantial:

- A central and highly accessible location in a metropolitan region with a diversified economy.
- A commitment by Tri-Met and the federal government to make major improvements in transit service.
- A healthy rate of prestige headquarters office construction.
- An outstanding site kept compact by the river, hills, and freeway that bound it.
- A densely built urban character, both old and new, that befits a regional headquarters city.
- A nearly complete urban renewal project that has successfully marketed Downtown apartments.
- Rich, green parks and the nationally famous Forecourt Fountain.

Yet nobody can overlook the serious economic, social and environmental problems that call for action by the city. In 1972, in the *Planning Guidelines/Portland Downtown Plan*, the city set general policies on how to solve these problems. (For a summary of the *Guidelines Plan*, see the back page of this tabloid.) The Urban Design Plan and Program, by making the general policies of the *Guidelines Plan* more specific, seeks to present constructive ideas for the part of the Downtown likely to change most rapidly during the next 15 years.

DOWNTOWN DEVELOPMENT WORK PROGRAM

The *Guidelines Plan* recognized that continued planning and implementation efforts would be necessary to make the plan work. A program of second-phase planning to fit into the framework of the adopted *Guidelines Plan* was authorized by City Council in October, 1973. Called the "Downtown Development Work Program," it included the following elements:

- An economic analysis of the adopted plan to evaluate its fit with economic conditions and to suggest programs to achieve the goals.
- A parking and circulation policy for Downtown to improve traffic circulation, public transit, and air quality, by limiting the number, location, and term of use of off-street parking facilities and functionally classifying streets and outlining criteria for their use.
- Development regulations (land use zoning, height, bulk and design review), and pedestrianway standards for Downtown to carry out the recommendations of the plan by upgrading existing zoning and replacing the interim review process set up by the *Guidelines Plan*.
- An inventory of historic resources, to determine the feasibility of rehabilitation of typical building types, to evaluate existing and potential laws and programs that affect preservation, and to recommend public improvements which would encourage preservation.
- A social policy to determine whether the Renewal Area's current residents should remain in the area or be relocated, and to identify what social services they need.
- An urban design plan and program to guide the physical development of the Waterfront Renewal Area and to be coordinated with the economic analysis, parking and circulation policy, development regulations, social policy and historic preservation policy.

Prepared by:
Skidmore, Owings & Merrill
Environmental Study Group — Planning & Urban Design
Livingston & Blayney — Development Regulations & Pedestrian Standards
Lord and LeBlanc — Economic Evaluation
Robert Conradt — Parking & Circulation
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Prepared for:
City of Portland March, 1975

REVIEW DRAFT

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portland downtown plan 1972-74

The *Planning Guidelines/Portland Downtown Plan*, adopted by the City Council in December, 1972, sets goals for land use, transportation and the environment in Downtown, and recommends policies to guide the city toward achieving these goals. The *Guidelines Plan* also provides a frame of reference for more detailed plans and for the consideration of specific projects, both public and private. Key objectives are listed below.

- **To strengthen Downtown as the headquarters for the region and encourage a diversity of functions and activities within Downtown by:**

Maintaining a compact retail core that is strengthened by requiring retail space on the ground level of office buildings, is highly accessible from all parts of the region as well as from other Downtown employment concentrations, and is designed to make shopping pleasant for the pedestrian.

Maintaining existing housing and developing new housing in a quality living environment for persons in all income ranges who want to live Downtown.

Reclaiming the waterfront by providing people-oriented open spaces, and by connecting the area to the rest of Downtown by a pedestrianway system.

Providing adequate space for different types of administrative, financial, personal, and

governmental office activities in well-designed buildings, both renovated and new, that respect the scale of Downtown and are located to take best advantage of public transportation. Encouraging additional entertainment, recreation, and cultural facilities.

- **To develop a balanced transportation system that reduces reliance on the automobile by:**

Providing mass transit service that ultimately can attract a majority of the passenger trips to Downtown by assuring comfort, convenience, safety, and travel time savings.

Providing a convenient shuttle system to distribute people throughout Downtown.

Providing vehicular access to Downtown that is quick and convenient to the destination, by encouraging through traffic to use the freeway and arterial system around Downtown; classifying streets according to automobile, transit, and pedestrian functions; and using roadway and sidewalk widths, traffic signals, signing, closures, and restrictions on parking and off-street parking access to achieve the intended function of each street.

Providing an organized system of parking that will best serve the needs of all Downtown activities by maintaining ample short-term parking near retail and business service

activities and long-term parking accessible to office concentrations.

- **To create in Downtown Portland an urban setting with a definite sense of place and to identify it by:**

Developing strong focal points that are readily identifiable but do not necessarily dominate the visual scene.

Preserving and strengthening areas with special significance or unique qualities such as the historic districts and the waterfront.

Developing parks, plazas, and pedestrian links throughout Downtown that are comfortable and convenient to use and are protected from the climate as much as possible.

- **To establish height and bulk limitations in the context of the existing environment by:**

Creating a strong high-intensity core area within Downtown that will promote large-scale development in a planned manner to take best advantage of public transit and to minimize the intrusion of tall buildings on scenic views to the mountains.

Avoiding a juxtaposition of tall and low buildings throughout Downtown that creates excessive shadow on streets and public open spaces, increases density in areas where higher

density is not desirable, and is not compatible with the scale of existing, lower buildings.

Many of the first-phase projects identified in the plan are in advanced planning or underway. These include:

- Transit/pedestrian malls on Fifth and Sixth Avenues.

- Closure of Harbor Drive and development of the Downtown Waterfront Esplanade.

- A Downtown central square on the former Portland Hotel block (Pioneer Square).

- O'Bryant Park at Park Avenue and Washington Street.

- The General Services Administration park block at Fourth Avenue and Madison Street (Federal Plaza).

- Short-term shopper parking adjacent to the retail core (Blue Mouse block).

- Better mass transit service by Tri-Met.

- A Downtown loop shuttle system by Tri-Met.

- A free-fare zone for Downtown transit.

- Implementation of the Downtown Clean Air Program.

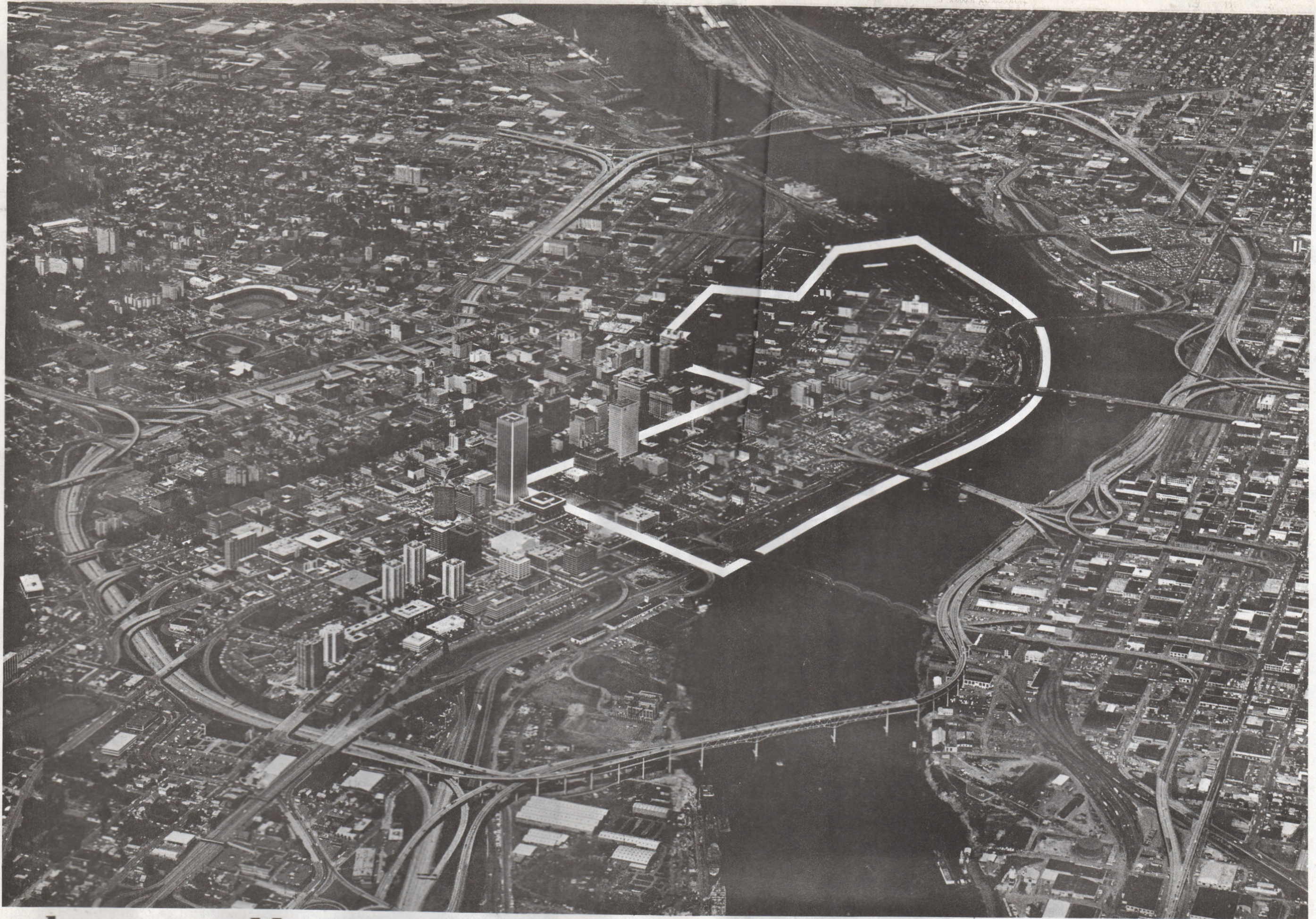
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urban renewal boundary

purpose of the plan

The purpose of the Urban Design Plan and Program is to serve as a guide for development in the Waterfront Urban Renewal Area. It develops the general framework of the Guidelines Plan, adding specific development proposals, identifying projects and proposing development guidelines.

HOW URBAN RENEWAL WILL WORK

In April, 1974, the City Council designated the Downtown Waterfront Urban Renewal Area, and adopted a general Urban Renewal Plan which was based on existing city statutes and policies. The portions of this Urban Design Plan which are adopted by the City Council will be combined

with the general plan to make up the official Urban Renewal Plan for the area. This will be the basis for specific urban renewal activities.

Because of its emphasis on conservation, rehabilitation and the development of public improvements, the Downtown Waterfront Urban Renewal Project will be very different from the two earlier renewal projects. The South Auditorium Project used the large federal grants available during the 1960's to buy the land, clear obsolete buildings, build new streets and utilities, and resell for development in accord with a plan. The Portland State Urban Renewal Project allowed federal funds to be spent on public activities needed for the orderly expansion of PSU. Federal financing of a type no longer available was used for these projects.

This plan will depend primarily upon private investment, which will be stimulated by carefully selected public action and guided by regulation. The plan seeks to stimulate public investment by

providing amenities like the Waterfront Esplanade park, skyways and pedestrian mall. These amenities are to be financed through the tax increment technique of local renewal financing. Under this technique, the taxes from any increase over the 1974 assessed valuation of the Urban Renewal Area will be used to fund project activities in it. In addition to financing specific public improvements, the increment income may be used to encourage rehabilitation, to buy land for resale, or for other public actions supportive of the plan.

The public activities of the plan will be implemented by the Portland Development Commission (PDC), created by the City Council more than 15 years ago to finance and administer unified development programs in areas that have been deemed appropriate by City Council for concerted public action.

When the Urban Renewal Plan is amended to include elements of this Urban Design Plan, the

City Council will consider allocating funds to those public agencies which are required to undertake programs proposed in the plan. The funding will initially come from the proceeds of a bond issue to be secured by tax increment income. Later, the annual tax increment income will be sufficient to support the public agencies' activities.

During preparation of the Urban Design Plan, numerous meetings were held with the Citizens' Advisory Committee and its Waterfront Task Force to seek the views of those residents, tenants, and property owners directly affected, as well as the participation of those whose interests focus on the entire Downtown or the entire City. This exchange of ideas will continue as this Urban Design Plan and Program is reviewed by the Planning and Development Commissions and adopted by the City Council, and as specific actions toward carrying out the plan are taken by the city.

making the plan work

RENEWAL STRATEGY

The plan will be carried out mainly by private investors. The Urban Renewal Project will seek to stimulate and direct private investment through carefully selected public action. The sequence and timing of development will be determined by the private investors' financial positions, by land ownership patterns, and by the local and national economy.

Public financial involvement in carrying out the plan will be directed at implementing those elements which the private sector alone does not or cannot address. Public projects will include residential rehabilitation for low- and moderate-income persons, improvements to the Waterfront Esplanade and other public open space, transit and street improvements, and storm and sanitary sewer separation. These projects should proceed on a schedule related to the availability of funds.

Public funds should also be used to stimulate desirable private development which is in conformance with the plan. For example, the proposed Urban Conservation Fund could be used to assist private parties to buy and renovate historic buildings threatened with demolition, through the provision of low-interest loans. Funds could also be used to finance street improvements or public open space timed to complement an adjoining private development.

The desirable sequence of major projects identified in this plan are:

- 1. Construction of the one-half block parking structure between Third and Fourth Avenues and Morrison and Alder Streets, followed quickly by its expansion to a full-block structure. This will support retailing, will free the Meier & Frank parking block for park development and will provide replacement for the parking removed during the construction of the Fifth and Sixth Avenue Transit Mall.
- 2. Construct a pedestrian skyway linking major retailers in the retail core with the parking facility mentioned above, allowing for future skyway expansion to the east, connecting to the proposed Morrison Bridgehead development.
- 3. Develop a transportation center in the Union Station District which would include the Greyhound and Trailways bus facilities, the rail passenger facilities of Amtrak, service provisions for DART, taxis and private autos, as well as offering potential for a Tri-Met intra-city transfer facility. Early development of this transportation center would facilitate the relocation of the inter-city bus facilities out of the Transit Mall, where they are incompatible. It would also provide user convenience and operational efficiency by grouping transportation functions in an area easily accessible to major inter- and intra-city transportation routes, with adequate space for development and existing facilities suitable for renovation for transportation use.
- 4. Undertake immediate development of the first phase of the Waterfront Esplanade. Improvements in this major public open space would benefit all adjacent districts, and would give an immediate impetus to link the retail core with the waterfront. Open space amenities would also encourage housing in adjacent areas. Proper design and placement of Esplanade features, such as major activity nodes at the Morrison Bridgehead and at the east end of Ankeny Street would reinforce these district plans.
- 5. Prepare detailed design and execution plans for the Skidmore Fountain/Old Town District. Since this will include projects representative of those proposed for the larger area, early action here would serve as a demonstration of the range and potential for project execution in the Urban Renewal Area. Examples of representative projects included in the Skidmore District proposal are the development of public open space around the Skidmore Fountain, rehabilitation of significant historic structures, design and construction of the Ankeny Street pedestrianway, encouragement of infill development on areas occupied by surface parking and the visual enhancement of the Central Fire Station.
- 6. Develop the retail/office/residential complex at the Morrison Bridgehead. The large

- amount of open land available at this site offers the opportunity for development at a scale that will create a self-sufficient environment and will trigger smaller, compatible development in historic districts to the north and south. Early development in the Morrison Bridgehead District will add new housing to replace some of that removed from Downtown over past years. It will add retail strength to the Downtown now, when it is critically needed. Property owners in the area should be urged to pool their interests; the public sector should take the lead in coordinating this complicated development effort.
- 7. Early development pressures will be strong in the Lowndale Square/Hawthorne Bridgehead District as a result of recent major office construction on three sides. The low-rent residential hotels should be preserved at least until sufficient rehabilitated rooms for their occupants are available Downtown. Potential usable area gains to landowners from the recommended street closures are substantial (a 38 percent increase in four blocks), so the impetus for land assembly will be strong. The time required to assemble the land and comply with the residential requirements, coupled with the fact that there is no need to influence abutting properties here (because they already are committed), make public action less urgent here than in the Morrison District. But the opportunity to rehabilitate structures for housing and to build as many as 500 apartment units must not be lost. Urban renewal powers should be used to aid land assembly, if this proves necessary to meet plan objectives for this district.

The staging plan below lists the sequence of public and private projects which should or might be carried out to best accomplish the goals of the plan. Since many of the same projects (such as street improvements) occur in different districts, only those key projects associated with an action area are noted here. For instance, when the Esplanade improvement is made in the Morrison Bridgehead area, Morrison Street should be improved to link the waterfront with the retail core. Reference should be made to the district plans for detailed description of all street improvements and development proposals.

FINANCING PLAN ACTIVITIES

Private investment, the major source of funds for the Renewal Project, will be encouraged in several ways. Height and floor area ratio bonuses will be offered under certain circumstances. Surplus public land may be offered at less than market price to encourage certain types of development. Finally, the plan will encourage private investment by offering amenities such as the Waterfront Esplanade, skyways, and reduced traffic levels.

Financing for these amenities and other public projects will come from the additional tax revenues ("tax increments") which are generated by increases in the value of private property within the Urban Renewal Area since April, 1974. (Tax increment financing is authorized under the Oregon State Law (ORS 457) which is the basis for the Waterfront Renewal Project.) Additional assistance may come from federal, state and local funds for housing, open space and transportation improvements. These sources may include Housing and Community Development appropriations, State Housing Bond proceeds, general Revenue Sharing, the city's General Fund and Capital Improvement Budget, local assessment districts, Development Commission local funds, federal and state departments of transportation.

Seven major developments within the project boundary will produce tax increments by substantially increasing the value of land and improvements. (See table below.) Assuming that assessed value will approximate construction cost and that the tax rate remains what it is now, these seven projects, by adding over \$100 million of new value, would produce close to \$3 million per year in increment revenue. Since it may take up to one year after completion of a project for its taxes to begin accruing, the money will not be available immediately.

Additional tax increment revenue can be expected from the continued general development projected by Lord/LeBlanc in their *Economic Analysis of the Portland Downtown Guidelines Plan*. They anticipate that the Urban Renewal Area's share of the projected 1975-1990 growth will be 40 percent. If this holds true, approximately 3.5 million square feet of new development would occur in the project area. In

what problems must the plan address

Remaining clusters of historic buildings are threatened by high rehabilitation costs and nearby major new development.



The waterfront is isolated from Downtown by a barrier of arterial streets and parking lots.



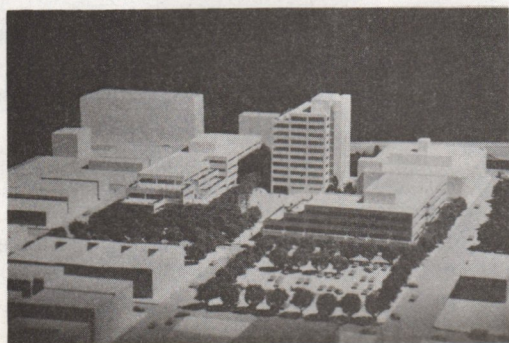
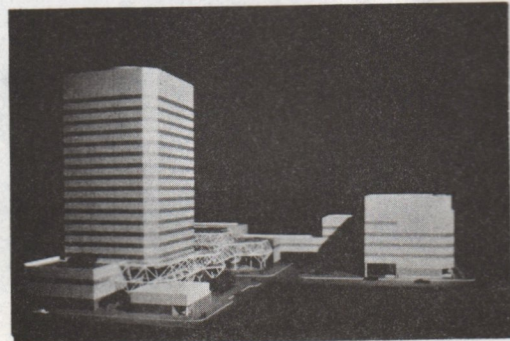
Parking lots threaten the urban quality of much of Downtown, interrupt retail and office continuity and cause dispersion that makes walking distances longer.



Older Downtown hotels that offer some of Portland's cheapest housing are being abandoned because compliance with building code requirements is too costly, or because the skid road environment creates management problems.



Location of new office structures on the waterfront has established high land values independent of demand. This type of new office construction is absorbing tenants from solid but older buildings in the core.



The proposed major retail and office developments north of Burnside, if continued without a general plan, may create dispersion of development and shift in economic factors which conflicts with plan objectives.



Many large, new buildings block views unnecessarily, conflict with the scale of older buildings, and overwhelm public open spaces.



Downtown rental housing is not being built (even on low-cost urban renewal sites), and the few newly constructed condominiums are selling slowly.



Lack of housing and service alternatives in skid road perpetuates a dehumanizing life style.



Downtown retail sales have declined during the last 10 years and stores are moving out.

project schedule

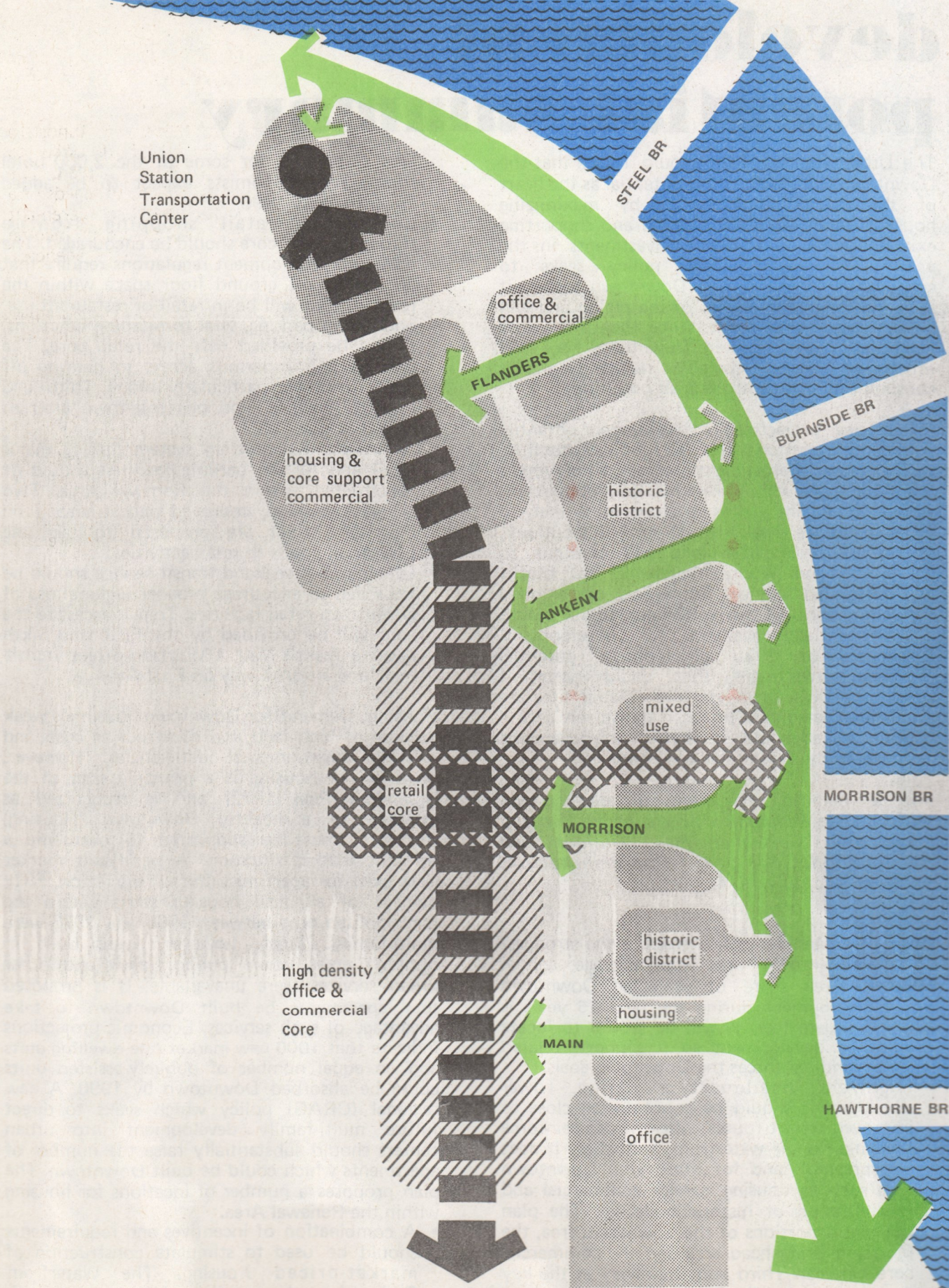
		FUNDING PARTICIPATION													
		Private Interests		City of Portland		Tax Increment		General Fund		Spec. Assessment		Multnomah County		Tri-Met	
		State		State Hsg. Legis.		ODOT		Federal		HUD		GSA		UMTA	
		Spec. Legislation													
HIGH PRIORITY	PROJECTS	PRIMARY RESPONSIBILITY		SECONDARY RESPONSIBILITY											
	Accelerate social welfare program for area residents														
	Rehabilitate housing throughout Renewal Area														
	Encourage development of new housing														
	Provide financial incentives to encourage rehabilitation														
	a. Adjust building code														
	b. Establish Urban Conservation Fund														
	c. Encourage tax incentive legislation														
	d. Assemble property for write-down for housing in Lowndale area														
	Designate historic districts														
PRIORITY	Undertake demonstration project in Skidmore Fountain area														
	a. Cobblestone First Avenue and Ankeny Street														
	b. Encourage rehabilitation of New Market Block														
	c. Improve area beneath the Burnside Bridge														
	d. Replace surface parking and incompatible structures with infill development														
	e. Improve Skidmore Fountain Plaza														
	f. Encourage local groups to develop historic museum and display of cast-iron architecture														
	g. Improve appearance of Central Fire Station property														
	Develop portions of Waterfront Esplanade near Morrison Bridgehead and Skidmore Fountain														
	Encourage parking entrepreneurs to phase out surface parking lots and develop "public" parking structures														
	Encourage private sector to develop vacant land south of the Morrison Bridge														
	Encourage private development of skyway linking retail core and parking facilities														
	Undertake the following street improvements:														
	a. Main Street as a pedestrianway														
	b. Morrison Street as a pedestrian/transit street														
	c. Madison Street as a transit street														
	d. Burnside Street as a boulevard														
	e. Hoyt Street as a pedestrian/transit street														
	f. First Avenue as a transit street														
	Encourage infill development in Yamhill Historic District														
	Commence development of Union Station area for inter-modal transportation center														
	a. Negotiate with railroads and bus terminal operators to consolidate functions														
	b. Renovate Union Station														
	c. Develop Union Station Plaza														
	d. Encourage complementary private development														
	Provide incentives to retain Yamhill markets														
	Support development of Oriental community center														
	Extend Fifth and Sixth Avenue Transit Mall north of Burnside														
	Undertake civic improvements on North Park Blocks and federal buildings														
	Undertake the following street improvements:														
	a. Close a portion of Front Avenue														
	b. Remove unneeded ramps from Morrison and Hawthorne Bridges														
	c. Consider reclassification of Second Avenue to non-automobile-oriented street														
	d. Relocate portions of Front Avenue in Union Station District														
	Initiate trolley transit on First Avenue														
	Encourage private development of park between Yamhill and Morrison Streets														
	Undertake additional Waterfront Esplanade improvements														
	Encourage private development of housing in Lowndale/Hawthorne Bridgehead area														

urban design framework plan

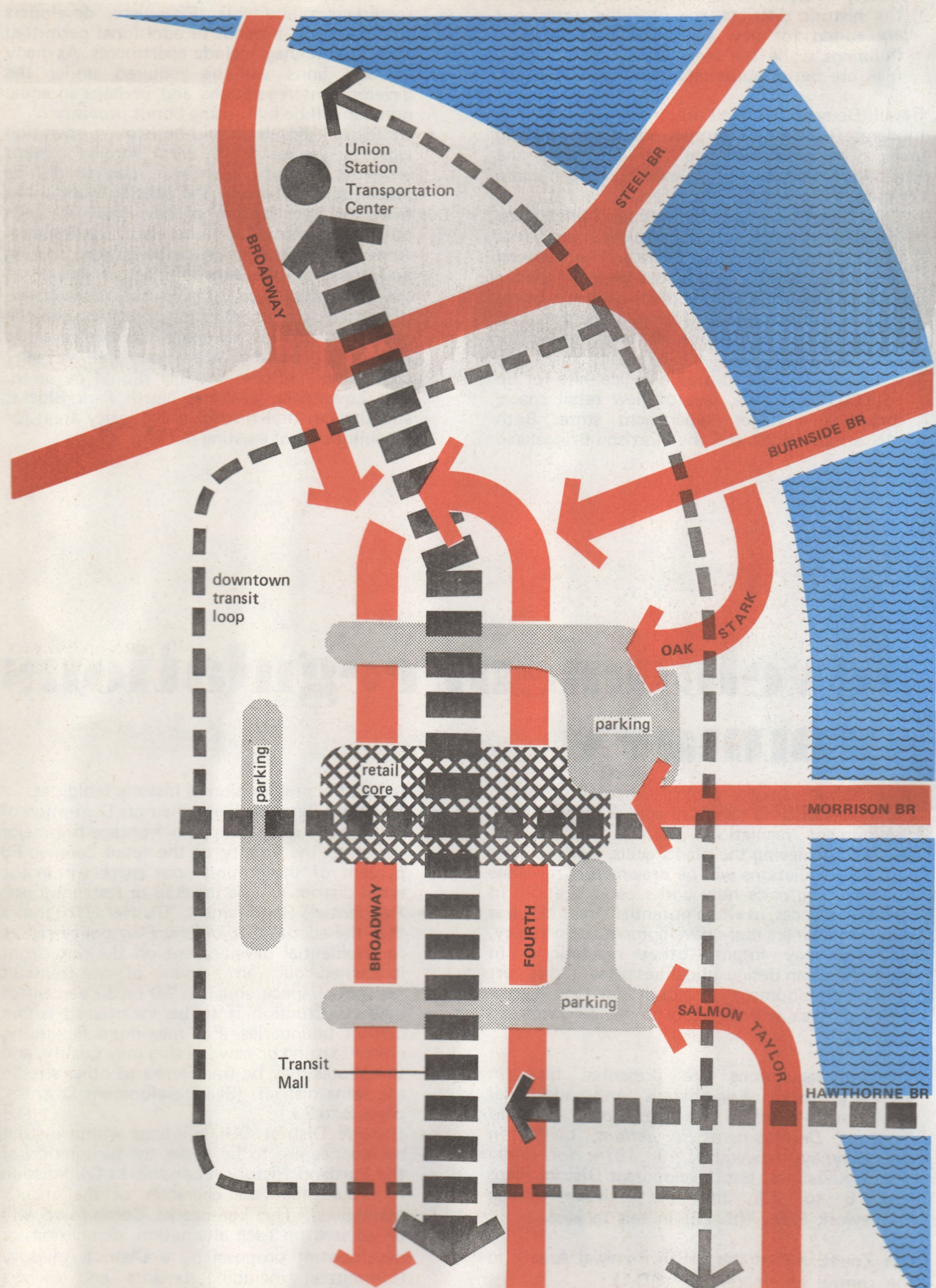


- EXISTING OR COMMITTED MAJOR GARAGE
- POTENTIAL OFF-STREET PARKING
- EXISTING OR COMMITTED BUILDING
- FUTURE BUILDING
- NON-AUTO-ORIENTED STREET
- OPEN SPACE
- TRAFFIC ACCESS STREET
- SECOND LEVEL PEDESTRIANWAY
- MAJOR TRANSIT STREET
- MINOR TRANSIT STREET

Note: Building configurations and shadows are only illustrative and do not represent specific project proposals.



land use concept



transportation concept

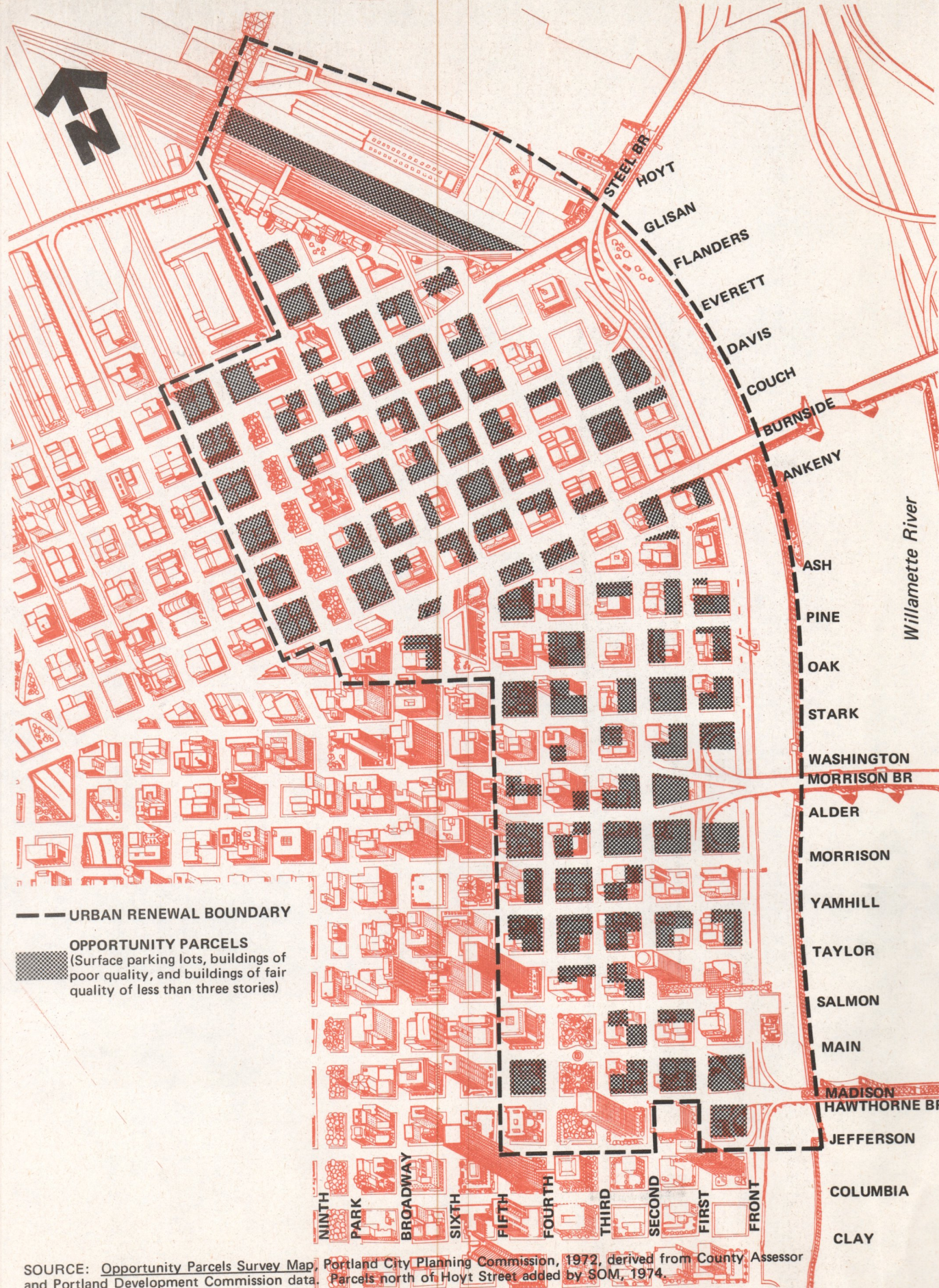
urban design concept

The Urban Design Plan recommends principles to guide growth in the Waterfront Urban Renewal Area. It has many components but is conceptualized here in two diagrams: the land use concept and the transportation concept. More specific policies have been developed to support these concepts, based on the work of specialized consultants. These include policies for economic development, parking and circulation, social welfare, historic preservation, and development regulations. Summaries of these are found on the following pages. Also presented in this tabloid are specific development proposals and design guidelines by district, illustrating the application of the urban design principles which are summarized on the adjacent diagrams and presented as an Urban Design Framework on page 26.

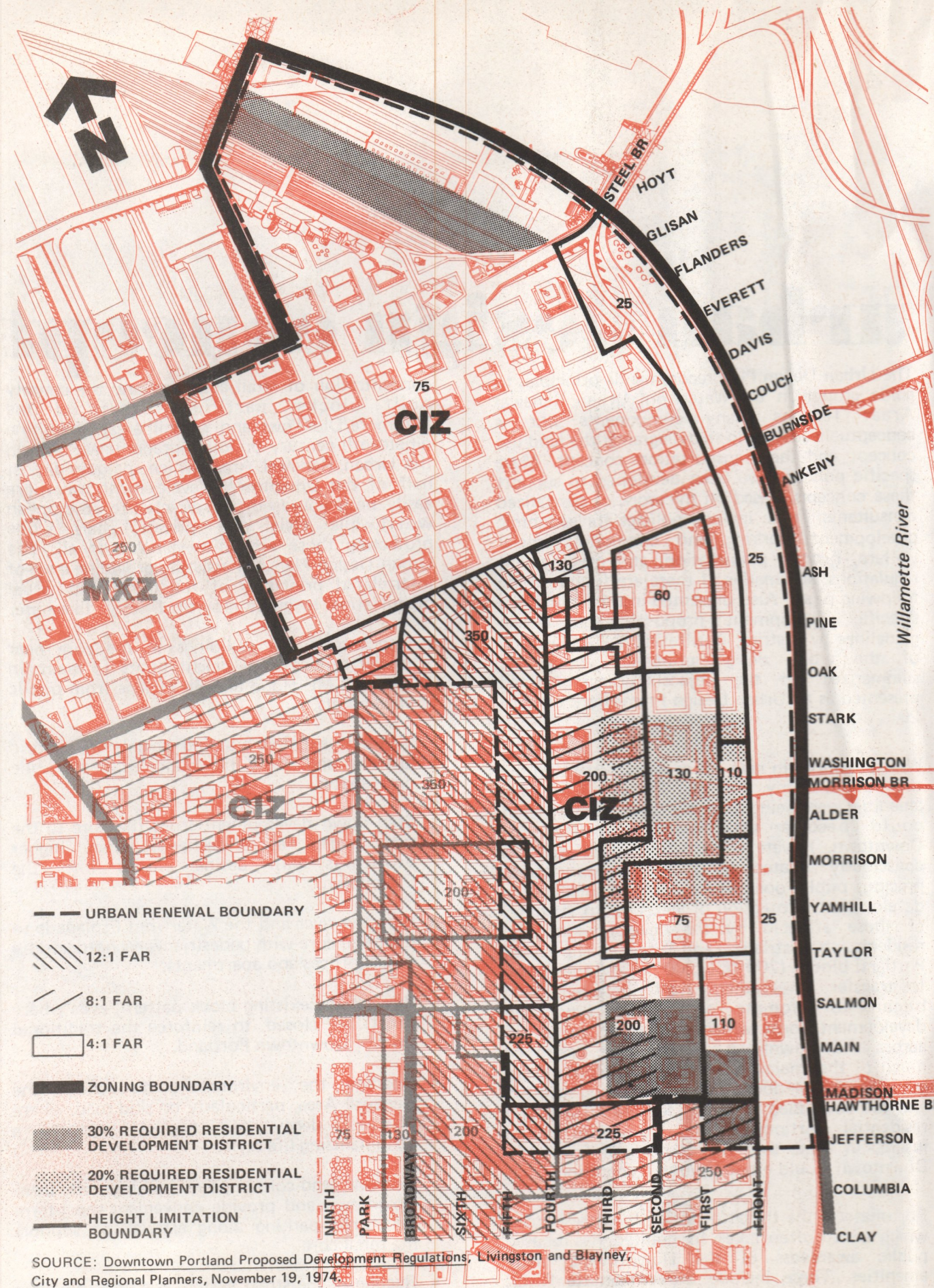
With the boom in new office development during the 1960's, many felt that Portland's valuable amenities were being seriously threatened by what could become the "Manhattanization" of Downtown. Private construction often was not consciously related to public transportation, precious public open space, scale of surrounding development, protection of views, or to attitudes of those affected by the developments (e.g. residents, pedestrians, and users). The small Portland blocks (200 ft. x 200 ft.) and the ability to transfer development rights between them began to promote a building type and development form which, if allowed to spread across the Downtown, would have destroyed much of the character and scale of Portland. In addition, the random location of parking facilities and the continued disregard for the historic and residential portions of the Downtown would insure, in time, that the heritage of Portland's Downtown would erode beyond recognition.

Fortunately, the threat of losing those resources, which are so often taken for granted, has focused public awareness of the Downtown's many amenities. These include the Willamette River, views of the Cascades, the green backdrop of the West Hills, the existing open spaces, the concentration of retail activities, and the densely built blocks, particularly those in the Skidmore/Old Town and Yamhill areas where fine nineteenth century buildings predominate. Within the Urban Renewal Area, which includes almost half of the Downtown, development can more easily be encouraged and directed to accomplish worthwhile civic and private goals while protecting those amenities valuable to all. The Urban Design Plan will assist by providing a set of interrelated principles of functional and visual organization to guide growth. Briefly, these are:

- Concentrate tall buildings in the core near transit service with height limits to maintain views of Mt. Hood and St. Helens from public vista points.
- Maintain existing building heights in historic districts and avoid tall buildings near public open spaces.
- Step down development from the core to the river except at bridgeheads where higher buildings can define entries into the Downtown.
- Link the river and the Waterfront Esplanade to the retail core with pedestrianways bordered by shops, offices and apartments.
- Respect the existing block pattern, even where streets are closed, to reinforce the traditional scale of Downtown Portland.
- Upgrade the environment throughout the Renewal Area, particularly on skid road, where physical decay and neglect supports a dehumanizing life style.
- Remove land-consuming parking lots from Downtown and provide convenient short-term structured parking along arterials to support the retail core.
- Recognize the street system as a principle open space resource and use it to encourage the form and type of development desired.



development potential



basic development regulations

development potential summary

The Urban Renewal Plan should insure that the Downtown will reach its full potential as the heart of the metropolitan region, by maximizing housing, retail, and office space and supporting existing public and private investments in the area. The development policy seeks to concentrate activities in the Downtown because it is at the geographic center of the region and will always have better accessibility than any other location. A concentrated Downtown core will minimize travel, thereby reducing energy consumption and controlling air pollution.

Fifteen year projections of development potential within the Downtown freeway loop indicate that, with a strong improvement program, employment and floor space will increase by about 50 percent. About 40 percent of this development is likely to occur in the Renewal Area. Despite this outlook, supply of developable land will continue to exceed demand. Approximately 27 full blocks (excluding parking), while 92 opportunity blocks are potentially available for development. Forecasts of 1990 development potential represent investment that could occur if conditions Downtown are favorable: if sites are available at reasonable prices, if transit service and parking are adequate, if physical improvements are made in the Downtown environment.

For a detailed discussion of development prospects, see *Economic Analysis of the Portland Downtown Guidelines Plan, Outlook and Recommendations for Implementation*, Lord/LeBlanc, July 1974.

Office: Demand for office space is the strongest of all Downtown uses: the average annual Renewal Area share of projected Downtown office development during the next 15 years is 170,000 square feet. It will be crucial to locate new office development so it supports related land uses and reinforces the Downtown goals.

- High-rent headquarters office tower development should be concentrated close to improved transit routes, where it can reinforce the links to the waterfront, and where it does not preempt land for other vital Downtown uses such as housing, service commercial and rehabilitation of historic buildings. The plan designates portions of the Lowndale area, the Morrison Bridgehead area and the commercial core between Third and Broadway as the key development districts suitable for new large-scale office construction.
- Investment should be encouraged throughout the Renewal Area by providing sites attractive for smaller, lower-priced buildings (both new and rehabilitated) as well as high-rent office towers. The plan provides ample choice for a variety of sites. The areas north of Burnside, in the historic districts, and near the waterfront are suited for new and rehabilitated smaller buildings while the areas close to the Transit Mall are better suited for dense development.

Retail: Demand for retail uses in the Downtown is moderate because of competition from outlying areas. The plan seeks to introduce into the Downtown elements which would make it more competitive.

- The Downtown retailing function should be increased by encouraging development of a major in-town shopping facility. The Renewal Area offers one of several possible locations for such a facility: the availability of cleared land between Morrison and Alder, and the potential for a skyway connection to link the facility with Meier & Frank and Lipmans, make the Morrison Bridgehead area a logical site for up to 500,000 square feet of new retail space, including a major department store. Both McCormick Dock and the Morrison Bridgehead

area offer sites for some of the 2,000 hotel rooms the economists expect to be added Downtown by 1990.

- Continuous retail shopping frontage throughout the core should be encouraged. The proposed development regulations require that 60 percent of ground floor space within the retail district will be in retail or restaurant use.
- Short-term parking, vital to retailing functions, should be provided near the retail core. The parking policy permits access to parking off major arterials, particularly along Third and Fourth Avenues, and on cross-town arterials near the core.
- A protected pedestrian system linking major retail and related parking facilities should be constructed within the Renewal Area. Two skyways and an improved pedestrianway on Morrison Street are proposed to facilitate pedestrian access to retail activities.
- Evening and weekend transit service should be improved to encourage broader regional use of Downtown retail facilities. Transit access to the core will be provided by the Fifth and Sixth Avenue Transit Mall, a Morrison Street transit mall, and a transit way on First Avenue.

Housing: Demand for Downtown housing is weak because of high land and construction costs and existing environmental deficiencies. However, provision of housing is a principle goal of the *Guidelines Plan* (1972) and is recognized as essential to a healthy Downtown. Housing, therefore, must be supported to overcome a difficult market situation. A significant market does exist for apartment units in the region. Fifty percent of all new housing starts within the metropolitan area between 1965 and 1973 were multi-family. Most, however, were built in outlying areas where public transit and other urban services were unavailable. It is proposed that apartments be built Downtown to take advantage of such services. Economic projections indicate that 1000 new market-rate dwelling units and an equal number of publicly-assisted units could be absorbed Downtown by 1990. A new regional (CRAG) policy which seeks to direct future multi-family development into urban centers should substantially raise the number of apartments which could be built Downtown. The plan proposes a number of locations for housing within the Renewal Area.

- A combination of incentives and requirements should be used to stimulate construction of market-priced housing. The Waterfront Esplanade and upgrading of the environment within the Renewal Area will make residential sites here highly desirable. The development regulations required that 20 or 30 percent of all floor area be devoted to residential use within certain parts of the Renewal Area where availability of surplus public right-of-way could be conveyed to developers to make such a requirement equitable. Elsewhere, developers would receive a bonus of additional permitted floor area if they include apartments. As many as 800 units will be required under the development regulations and perhaps an equal number will be built using bonus provisions.
- Residential hotels should be kept in operation wherever necessary to avoid forcing present residents out of Downtown, and should be rehabilitated wherever the subsidy cost is less than for construction of new low-rent units outside Downtown. The hotels in the Renewal Area now provide the city's lowest rent housing and they can be rehabilitated at less than the cost of new housing outside Downtown. Because federal, state, or local assistance will be needed to provide adequate housing for single low-income persons at any location, as many Downtown units as possible should be saved. The Lowndale area, the North Park Blocks, and the Oriental district are priority areas for rehabilitation of existing residential hotels.

development regulations summary

In an urban renewal project where little or no public acquisition and re-sale is anticipated, development regulations will be the primary means of achieving the plan's goals. For the most part, the regulations will be drawn from revisions to the zoning code now under consideration. In certain instances, as when potential street closures allow landowners more development opportunity, the city may impose other regulations. In addition, urban design guidelines presented as part of the development proposals for the Urban Renewal Area will be used to review proposed projects.

Selected regulations are presented here in summary form. For details and additional regulations, refer to the *Downtown Portland Proposed Development Regulations*, Livingston and Blayney, November 19, 1974; for urban design guidelines, see Development District Plans (pp. 8 to 23) and the Urban Design Framework Plan, (p. 26) in this tabloid.

Use Zones: All of the Urban Renewal Area is in the central commercial zone (C-1).

Overlay Zones: There is provision for three overlay zones to encourage retail and residential

uses, and the preservation of historic buildings.

- Required Retail Activity District: Disruption of continuous retail shopping frontage is a major threat to the vitality of the retail core, so 60 percent of the ground floor space within the retail district will be in retail or restaurant use.
- Residential Requirement District: To insure that the adopted *Guidelines Plan* policy calling for residential development on the waterfront is carried out, an amount of non-transient residential space equal to 20 or 30 percent of new construction is to be maintained within district boundaries. For maximum flexibility, either existing or new housing may qualify, and the quotas may be transferred to other sites in the same district. (See Development Districts, pages 8 to 23.)
- Historic District: All buildings within district boundaries are to be under the jurisdiction of the Portland Historical Landmarks Commission to insure that the character of the area is maintained. The Landmarks Commission will be advised on each alteration, demolition, or development proposal by a District Advisory Committee, including tenants and owners within the district. New buildings need not emulate historic styles, but must be compatible with them.

development methods

NEW CONSTRUCTION

Major New Construction involves properties generally larger than 20,000 square feet. This type of major development should be located where it will reinforce the existing Downtown core, to encourage maximum utilization of public transit, and open space improvements. The *Design Plan* concentrates incentives for large-scale development within the existing Downtown core, and between the core and the Waterfront Esplanade.

Infill Development: "Infill" is the development of small (2,500 to 20,000 square feet) vacant properties bounded by existing structures. Infill will be encouraged in areas where existing structures are to be preserved and complemented by compatible new construction.

REHABILITATION

Large, Old Office Buildings: In areas where large, older office buildings predominate, building setbacks and heights have been limited to encourage their rehabilitation by limiting new development to a similar scale. While preservation of such buildings is encouraged, many may be demolished because of rehabilitation costs and the opportunity to replace them with more profitable new structures.

Smaller Structures: Financial assistance through the Urban Conservation Fund or direct subsidy may be available for rehabilitation of smaller buildings of historic merit and/or significant utility to the surrounding community. Rehabilitation will also be encouraged through provision of public improvements such as pedestrian malls. Simultaneously, major new development will be encouraged to locate in adjacent areas, where its scale will not be incompatible with district character.

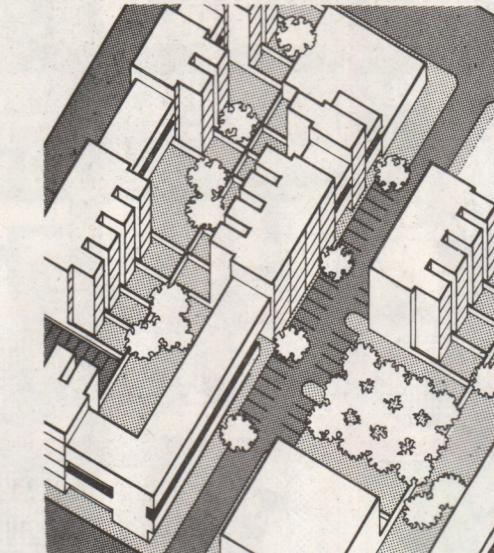
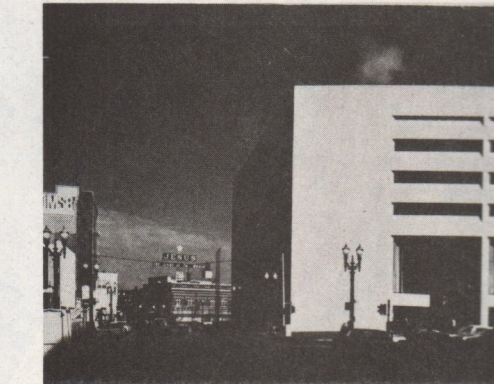
RESIDENTIAL DEVELOPMENT

Residential hotels: The plan encourages rehabilitation of existing residential hotels north of Burnside and in the Lowndale area for non-transient low-income residents. This program has been initiated with the rehabilitation of the Foster Hotel.

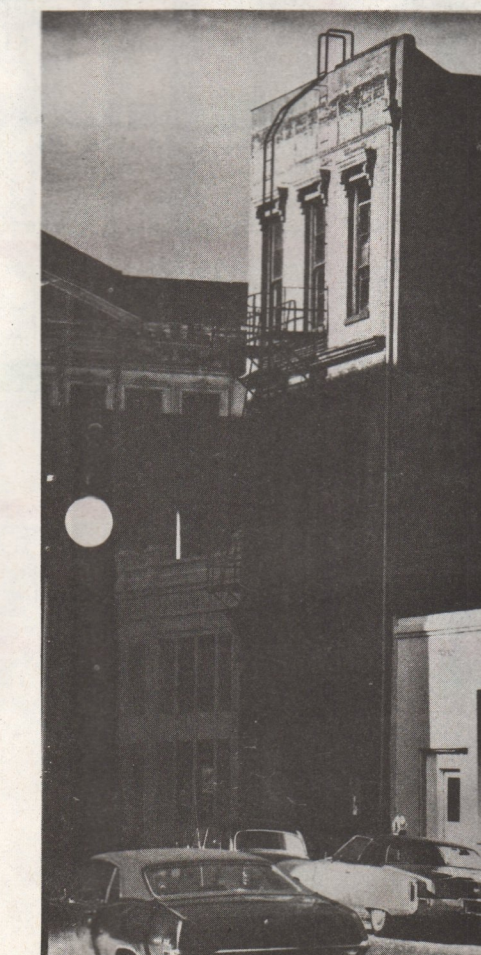
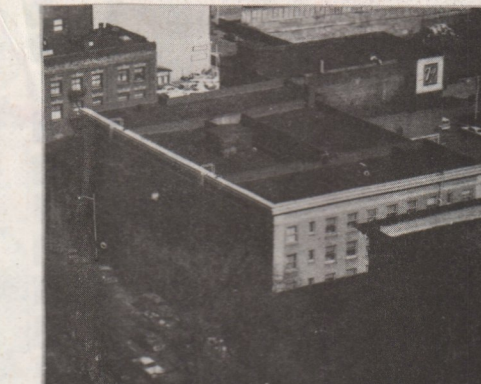
New residential community: The only new residential community considered in the *Urban Design Plan* is located in the Lowndale area. A high-density, predominately low- or medium-rise solution is recommended. Although few examples of low-rise, high-density housing have been constructed in Portland, an increasing number of successful urban prototypes are being developed throughout the United States.

A shopping/office and residential complex has been proposed in the Morrison Bridgehead area. The housing in this area would be most attractive to students, single young people, and young couples working Downtown who prefer a Downtown residential community.

Townhouses: Rehabilitation and new infill construction of townhouses would occur in the Yamhill, Skidmore and Old Town Historic Districts. Although no new townhouses have been built, a prototype solution for a two-story townhouse over two stories of retail is presented in the Skidmore Fountain/Old Town District section. Some existing buildings (such as the Deleschneider Building at right) are being considered for townhouse renovation.



87.5 DWELLING UNITS PER ACRE



urban design glossary

circulation elements

STREET-LEVEL PEDESTRIANWAYS

Existing sidewalks have limited potential for improvements because they are relatively narrow: 12 to 15 feet wide. Wherever possible, the sidewalk should be expanded into the curb parking lane at intersections, to widen it and reduce the length of the pedestrian crosswalk. Street trees should be limited to a single row within two or three feet of the curb. Street furniture, which should be utilitarian, should be kept to a minimum, and located at intersections with major pedestrianways.



Widened sidewalks (15 to 26 feet wide) can serve a variety of activities in addition to basic pedestrian circulation. They are required for transit patron loading areas and may be developed for restaurants, sidewalk retailing, sitting areas. Depending on their width, they may include one or two rows of street trees and extensive planting areas.



Exclusive pedestrian streets (50 to 80 feet wide) offer the greatest opportunity to accommodate major pedestrian-generating activities within a public right-of-way. They are designated only in corridors where a large volume of pedestrian traffic is anticipated and desired. Due to the design latitude offered by a pedestrian street project, none is to be undertaken without a comprehensive and public design analysis.



Arcades are covered surface pedestrianways created within a building line. They may be constructed on public property where the upper level of the abutting structure extends over the sidewalk or on private property where they become an extension of the sidewalk within the property line.



open spaces

PARKS

Parks should be linked by a system of pedestrianways. They should be complemented by adjacent retail and residential development, and protected from excessive shadows and winds created by adjacent buildings.

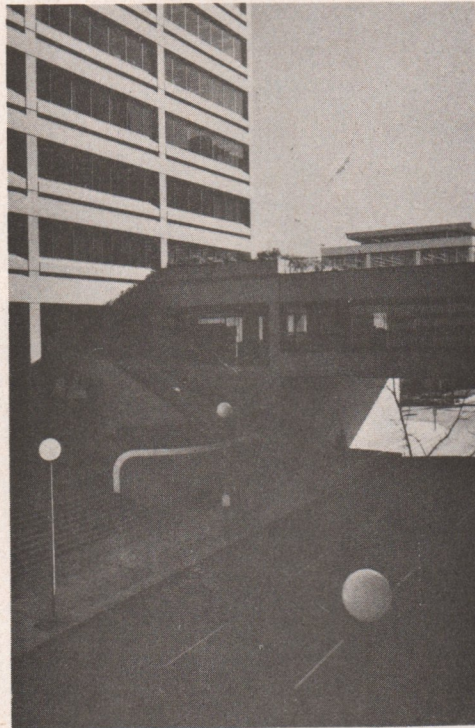
The Waterfront Esplanade is a park planned along the Willamette River. Nearly 30 acres in all, it will be an average of one block wide between Market and Glisan Streets. Although the park will be primarily in open space, proposals for structured development in the area include an outdoor amphitheater, a visitor's information center, specialty retail and restaurants.



Other parks in the Renewal Area are surrounded by buildings. These include the six North Park Blocks, and Lowndale and Chapman Squares, which will be extended one block north. There is the possibility for several other blocks in the commercial core and Oriental areas.



This glossary summarizes selected design elements referred to in the district plans. It is not comprehensive, but rather focuses on those items likely to be principal issues of design review. For a more detailed treatment of certain standards, see the *Downtown Portland Proposed Development Regulations* and the *Downtown Portland Pedestrianway System*.



SECOND-LEVEL PEDESTRIANWAYS

Three kinds of second-level pedestrianways will connect important pedestrian-generating activities while avoiding conflicts with vehicular traffic. All elevated pedestrianways will be subject to design review; building owners will be encouraged to provide multi-level courts and arcades and integrate them with the street pedestrian system. All will be open to the public during normal business hours, while those serving retail facilities will be open at least 30 minutes past closing time.

Skyways are enclosed, elevated corridors which allow pedestrians to cross a street while avoiding vehicular traffic. They should be at least 16 feet wide in the retail core and 12 feet wide outside it, and should be 16 feet above the roadway (although they will not be permitted to block important views from the street level.)



Overpasses are bridges spanning the street to provide grade separation between pedestrians (and/or bicyclists) and motor vehicles. Most will connect from the skyway network to major open spaces, or will be part of major street-level pedestrianways which cross high volume traffic streets. They should be at least eight feet wide and 16 feet above the roadway (although they should not be permitted to block important views from the street level.)

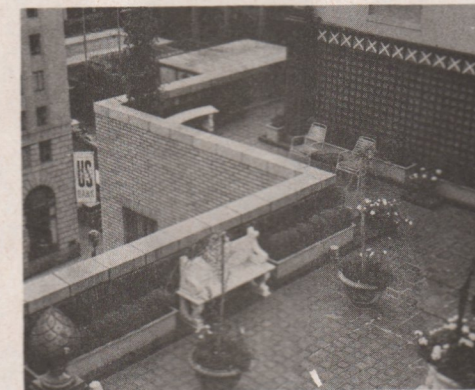


Through-building arcades pass through the second level of buildings to disperse pedestrians through the block, as well as to provide connection to other skyways in the pedestrianway system. Building owners will be encouraged to provide a diversity of pedestrian-oriented activities abutting these arcades, which should be at least 16 feet wide in the retail core and 12 feet wide outside it.



TRANSITWAYS

Transitways serve both the regional transit system and the Downtown shuttle system. Transitways would be constructed as exclusive transit streets (transit malls), or exclusive transit lanes on mixed-use streets (major transit streets) with low volumes of auto and service vehicles.



ROOF TERRACES

The private development of roof terraces is encouraged in areas with dense employment or housing, where committed public open space should be supplemented. The required upper-level building setbacks create excellent opportunities for accessible roof terraces. All roof development including exposed mechanical equipment and surfacing should be carefully designed and maintained.



PLAZAS

Plazas are open spaces developed to serve abutting buildings and their occupants. They should be carefully related to contiguous pedestrian systems.

Floor Area Ratio (FAR): The floor area ratio is the total building floor area divided by site area.

- The highest FAR (12:1) will be in the vicinity of the Transit Mall. This core area already has dense commercial uses, including the Georgia Pacific Building (FAR 14.6:1) and the Yeon Building (13.6:1).
- The FAR will "step down" to 8:1 FAR in a transitional area that includes the General Services Administration Building (7.7:1) and the Sherlock Building (7.0:1).
- The lowest FAR (4:1) will be along the waterfront, where smaller buildings predominate. (The PGE tower is 8.8:1; Riverside Motor Hotel 2.3:1.)

Height: Maximum heights are set on the basis of consistency with floor area ratios, preservation of views of Mt. Hood and Mt. St. Helens from public vista points outside Downtown (Rose Garden, Vista Bridge, Terwilliger Boulevard), and maintenance of existing scale in and adjoining historic districts and public open spaces.

- The maximum height provided for is 350 feet (27 stories at 13 feet per story) in parts of the 12:1 FAR area.
- In the 8:1 FAR area, the maximum height provided for is 250 feet (19 stories).
- In the 4:1 FAR area, the maximum height provided for is 130 feet (10 stories).

Maximum Building Dimensions: No building shall exceed a horizontal dimension of 170 feet above a height of 150 feet. The maximum diagonal dimension between the most distant corners of a building shall be 200 feet.

Residential Bonus Provision: Bonuses are provided in the form of additional FAR and height to encourage residential development in the 4:1 and 8:1 FAR areas. (Height and FAR bonuses may not be used in historic districts or where they would exceed allowable heights in view corridors.)

- In the 8:1 FAR area, additional floor areas of 2:1 will be permitted for residential use only, and the height limit will be increased by one percent for each ten percent of additional floor area ratio provided, up to a maximum of 15 percent.
- In the 4:1 FAR area, additional floor area of 1:1 will be permitted for residential use only,

and the height limit will be increased by two percent for each ten percent of additional floor area ratio provided, up to a maximum of 20 percent.

Historic Landmark Transfer: In historic districts, FAR may be transferred from designated historic landmarks to other locations within the Downtown development zone. There is an estimated million square feet of FAR transferable from landmarks.

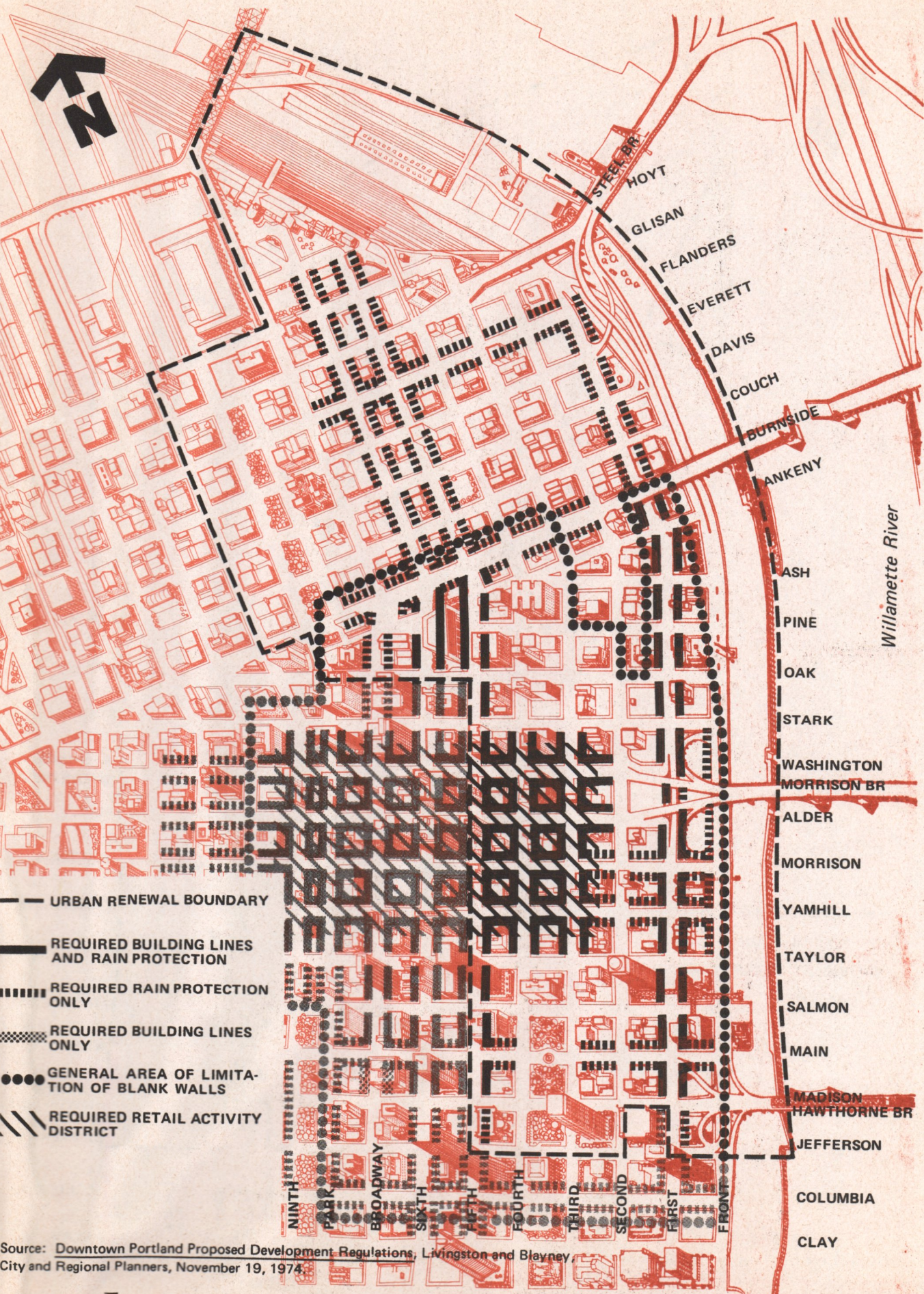
- The maximum transfer to a site in the 12:1 or 8:1 areas will be 2:1 FAR, and the height limit will be increased by one percent for each ten percent of FAR transferred, up to a maximum of 15 percent.
- The maximum transfer to a site in the 4:1 area will be 1:1 FAR, and the height limit will be increased by two percent for each ten percent of FAR transferred, up to a maximum of 20 percent.

Required Building Lines: To maintain an enclosed urban feeling and provide continuity of display windows, new construction in specified areas will extend along not less than 75 percent of the street property line.

Limitation on Blank Walls: Blank walls at pedestrian level are limited in certain locations to encourage continuity of retail and consumer service uses, and to avoid a monotonous pedestrian environment.

Required Rain Protection: To achieve a protected system of pedestrian circulation in Downtown Portland, new or remodeled buildings must provide an awning, overhang, marquee or arcade on specified block faces.

Design Review: All new uses, structures and exterior alteration will be subject to design review. A design advisory team will review each project and recommend conditions of approval to the Portland Development Commission. The standards of evaluation will be those described for each planning district under "Development Proposals and Design Guidelines", as well as the Design Criteria proposed for the entire Downtown as part of the Downtown Development Regulations.



Source: Downtown Portland Proposed Development Regulations, L. Kingston and B. Slesky, City and Regional Planners, November 19, 1974.

overlay development regulations

parking and circulation policy summary

The Parking and Circulation Policy is in many ways at the center of the Urban Design Plan. It will improve the Downtown environment by reducing the number of automobiles entering the core; will add to the buildable land by eliminating surface parking lots; and will seek to support Downtown retail by attracting shoppers through provision of convenient short-term parking. Finally, it will attempt to aid auto circulation by specifying streets for different types of auto access, or exclusive pedestrian and/or transit use. The major elements of the policy are discussed below.

Number and Allocation of Spaces

To aid in compliance with the Clean Air Act's mandate to limit air pollution caused by auto traffic, the Parking and Circulation Policy sets a lid on the number of parking spaces Downtown.

- The total number of parking spaces is not to exceed 39,683. Additional spaces may be created only in conjunction with development of new hotel or residential units.
- There will be a ceiling on the number of parking spaces allowed in each of six sectors into which the Downtown has been divided. While the allocation of spaces is based on generalized projections of future land uses, allocations in the Renewal Area may require periodic adjustments to bring them into conformance with changing market conditions.

Transition from Long-Term Surface to Short-Term Structured Parking

A key element of the Urban Renewal Plan is the elimination of surface parking. At present, surface parking provides an income stream with very low capital investment and operating costs. By phasing out surface parking, more intensive land uses appropriate to Downtown can be developed. The policy seeks to replace the spaces which are eliminated with structured, short-term parking which will support Downtown retail.

- Surface parking lots will be removed from the Downtown.
- Curb parking will be removed in specific areas to improve traffic flow, aid pedestrian circulation and reduce deleterious environmental impacts.
- The number of long-term spaces will be decreased and short-term spaces increased to discourage auto commuters while supporting Downtown retail.
- Parking will be concentrated in structures located on major arterials.

Functional Street Classifications

The traffic access system serves several goals. It seeks to avoid congestion by classifying streets according to function. It holds open for further improvements certain streets which will move people by means other than the automobile. Finally, it seeks to discourage through traffic in the Downtown by setting up a system whereby streets provide access to the Downtown, instead of serving (as some now do) primarily as through streets. Two streets which currently serve through traffic have been identified for modifications: Burnside Street and Front Avenue. Additional traffic tests should indicate the timing of the closure of a portion of Front, and the type of improvements which will be necessary to insure efficient traffic operations.

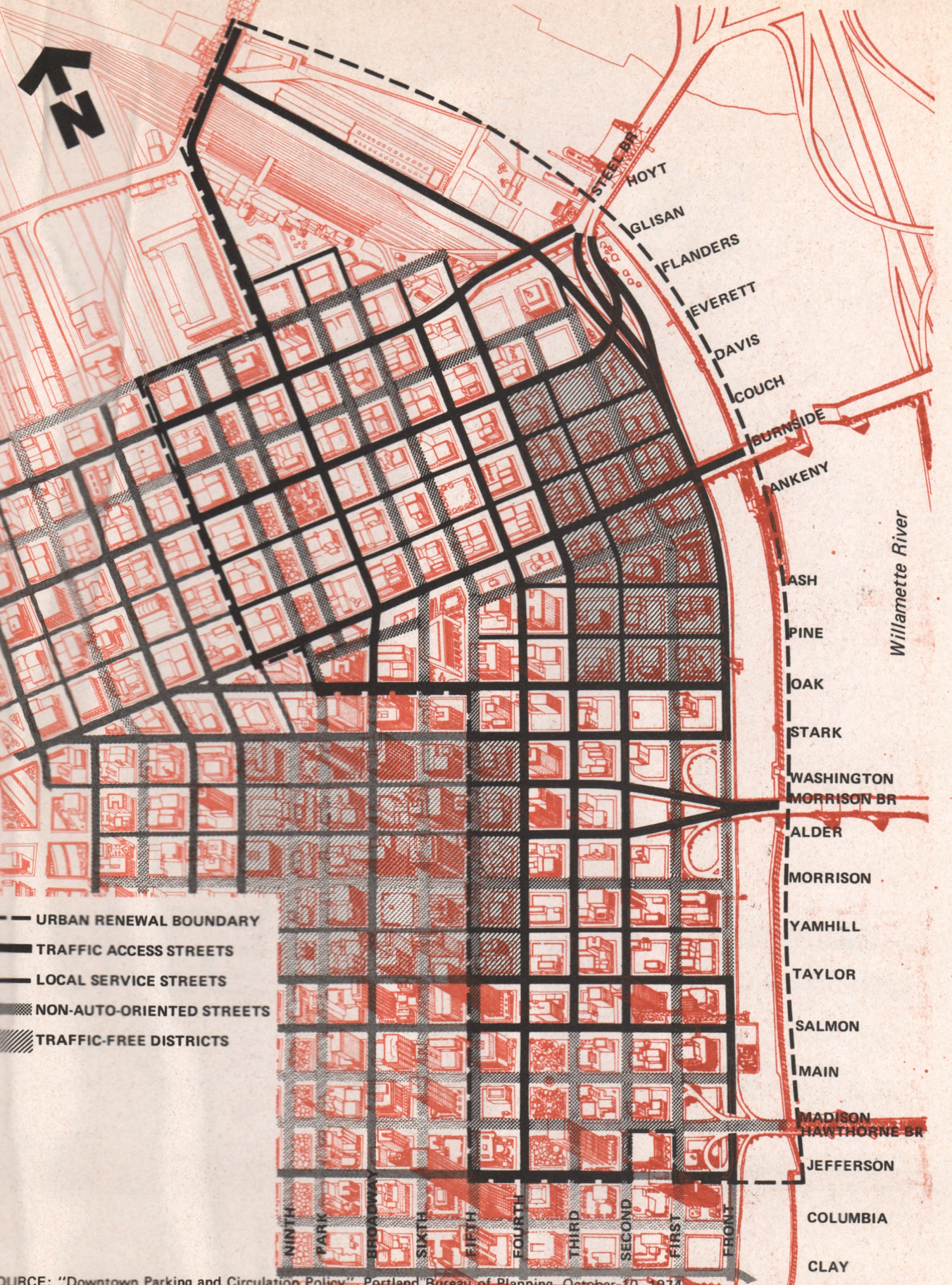
There are three kinds of street classifications:

- Traffic access streets are intended to become the principal Downtown routes for automobile traffic. Their primary function will be to provide direct and efficient access to parking, particularly to public use parking structures.
- Non-automobile-oriented streets will be protected from further development of automobile-oriented facilities which require access to parking. They are streets which may become public transit, pedestrian or bicycle routes in the future. Designs for future use will be determined by on-going planning and design studies.
- Local service streets are intended to serve local circulation, access and service requirements, including curb parking, possible access to off-street parking and loading facilities. They may also provide pedestrian and bicycle facilities.

Parking Access Limitations

Access to parking will be limited in order to create "traffic-free" districts in some areas, and insure good traffic circulation in others.

- Access to off-street parking facilities will not be permitted from non-auto-oriented streets, from Burnside Street or from Front Avenue within the Urban Renewal Area.
- Two "traffic-free" districts have been designated within the Urban Renewal Area. In these districts, access to new parking structures will be allowed only when it would contribute substantially to Urban Design Plan goals and would not lead to serious pedestrian/vehicle conflicts.

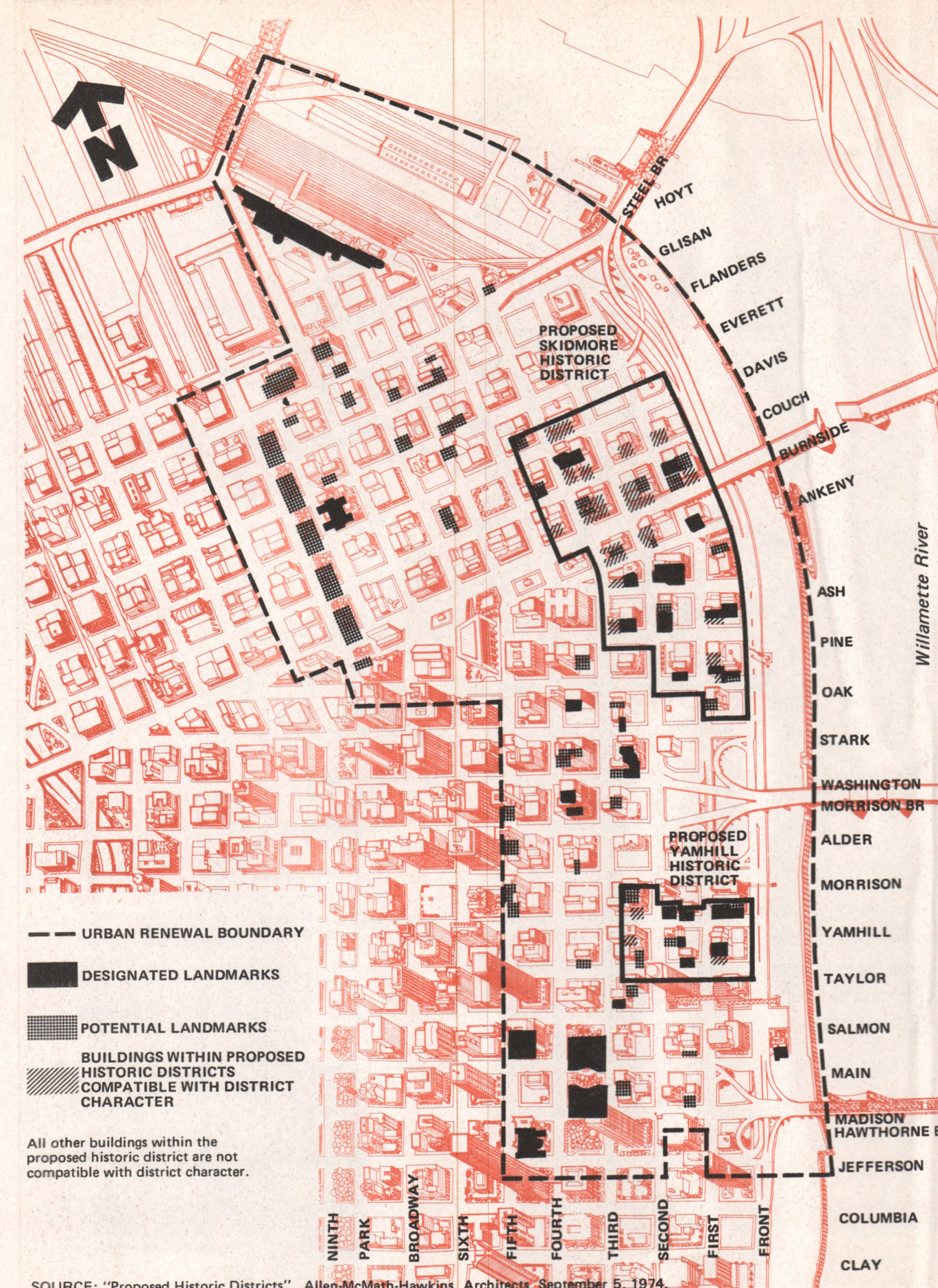


SOURCE: "Downtown Parking and Circulation Policy," Portland Bureau of Planning, October 10, 1974, adapted from the report of Robert Conrad, Consultant.

parking and circulation policy plan



existing housing



social policy summary

There are two residential communities in the Urban Renewal Area. The Lowndale community consists largely of stable, low-income, elderly pensioners. Those who live in the Burnside area are also elderly, but most are transients, and a large percentage are public inebriates.

The social policy addresses the issue of how to deal with these communities. Both are in need of services for the elderly, improvements in housing, and increased recreational opportunities; the Burnside community needs help dealing with alcoholism and related problems.

The Urban Renewal Plan depends in some measure upon a successful social policy. The social policy establishes programs which are vital if the Downtown is to continue to serve low-income and elderly residents. It also focuses the difficult issue of whether Downtown can attract a stable residential population and private commercial investment if the Burnside skid road image persists.

The policy's basic elements are summarized below. For details, see *Social Policy Report for the Downtown Urban Renewal Area*, Human Resources Bureau, October 8, 1974.

Retention of Low-Income Housing

The residents of the Burnside and Lowndale areas are housed in 2,500 bachelor hotel rooms and mission houses. In the past two decades, hotel closures have caused a substantial decrease in the amount of low-income housing Downtown. Perhaps the most important social policy issue confronting the city is the retention of such housing. The following three policies seek to insure housing for the waterfront population at rents it can afford:

- Within the next five years, 400 single-room units should be renovated. The renovation effort should be modeled after the Housing Authority's current Foster Hotel project.
- The city should provide direct assistance to permit 600 single-room units to be brought up to code within the next five years.
- The city should provide financial assistance to current residents to insure that their rents do not exceed 25 percent of their incomes.

Funding for Social Services

The needs of residents of the Urban Renewal Area for the range of social services—health care, legal assistance, employment assistance—are not being met and the level of service is expected to decline.

- The city should designate the Urban Renewal Area as a target area for the Housing and Community Development Fund.
- A portion of the tax increment funds should be earmarked for physical facilities for social service agencies.

Social Services for the Elderly

At an average age of 54, the population of the Urban Renewal Area ranks among the oldest in the city. The current level of public services in the area does not reflect this fact.

- Under the city's authority as the designated Area Agency on Aging, services should be redirected so that the Downtown waterfront area receives a share of services proportionate to need. Emphasis should be placed on homemaker services, meals on wheels, group driving and home health services.
- Consideration should be given to establishing a service center for the elderly in the Urban Renewal Area.

Rest Rooms

Public restrooms should be provided to serve all segments of the population. There is immediate need for such facilities in the Burnside area.

Recreation

Since most residents of the Renewal Area live in single rooms, opportunities for socializing are limited. Public places should direct activity off the sidewalks by offering residents chances to meet socially elsewhere.

- The regulations restricting men from using one block in Lowndale Square and one of the North Park Blocks should be removed.
- The Park Bureau should assign a park supervisor to the North Park Blocks area to see that residents and office workers have equal opportunity to use park facilities and recreational equipment.
- Tables for card playing and other games should be placed by the Park Bureau in the North Park Blocks area.

Cultural Center

The city should assist the Japanese and Chinese communities in planning and building a community center to revive the North Burnside area as an Oriental community.

The Burnside Community

Several issues focus around the Burnside community:

- Can the public inebriates be rehabilitated?
- Can the Oriental District of the Urban Renewal Area attract a stable residential population?
- Can the proposed Skidmore/Old Town Historic District attract commercial investment while the skid road atmosphere persists?

There has been much discussion of these issues. Irving Shandler, President of the Philadelphia Diagnostic and Rehabilitation Center, who was retained in November, 1973, as social consultant, argued that skid road could be eliminated by removing conditions that foster its dehumanizing lifestyle. He proposed to break the cycle of the public inebriate by eliminating the elements which reinforce it: the bars, missions, bloodbanks, flop hotels and day labor organizations. Treated alcoholics were to leave the area to go to their families, to carefully operated boarding houses outside Downtown, or to quasi-nursing homes.

The city's Human Resources Bureau (HRB) does not believe that the three-year timetable proposed by Shandler for eliminating skid road is workable, particularly with the lack of low-income relocation housing and the recent reduction in the budget for county social services. Larry Shadbolt, retained by the city as consultant in February, 1975, argues that the majority of the Burnside population will, realistically, not be rehabilitated. He argues that neither the population itself nor the services which support it should be phased out of the area, because the resources are not available to replace them in other parts of the city.

The question remains of the impact of skid road on the Urban Renewal Area. Shadbolt argues that skid road need not jeopardize the commercial investment needed in the proposed Skidmore Historic District, nor the stable residential community proposed in the Oriental District. Others argue, however, that the continued existence of skid road will make the plans for these districts unworkable.

All agree that skid road should be eliminated only when adequate social services and housing are available elsewhere, and all agree that, once there is pressure for the elimination of skid road, the Burnside population would resolve into three groups. Some of the population would join the stable, low-income, elderly of the proposed new residential community. Others could join new communities after successful treatment under the Public Inebriate Program. But the issue of what to do with the third "hard-core" segment of skid road remains unresolved.

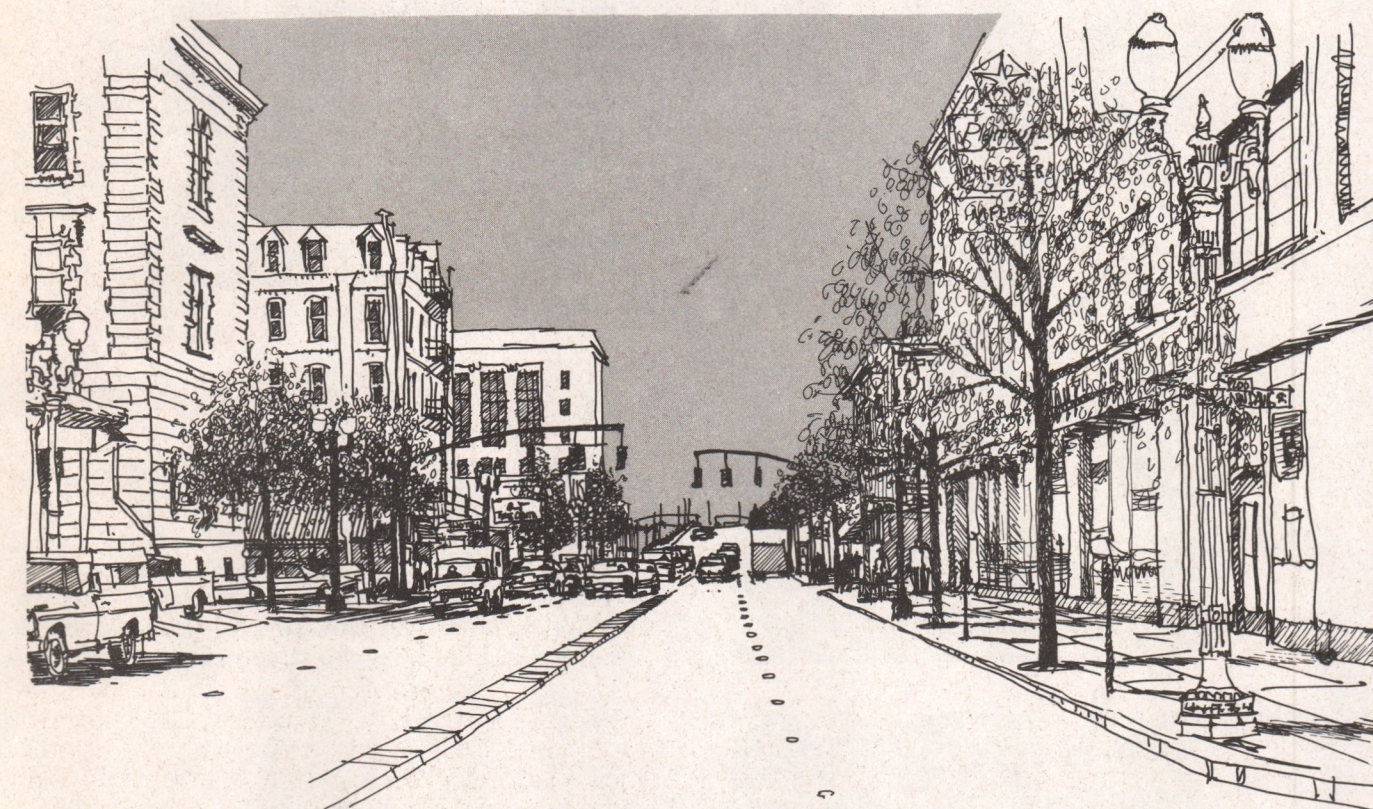
historic preservation policy summary

Since Portland grew up around the Willamette River, there are large concentrations of historic buildings in the waterfront area. The high costs of rehabilitation and relatively low rents currently obtainable jeopardize the economic viability of many landmarks. The policy is to create incentives and controls to preserve this heritage.

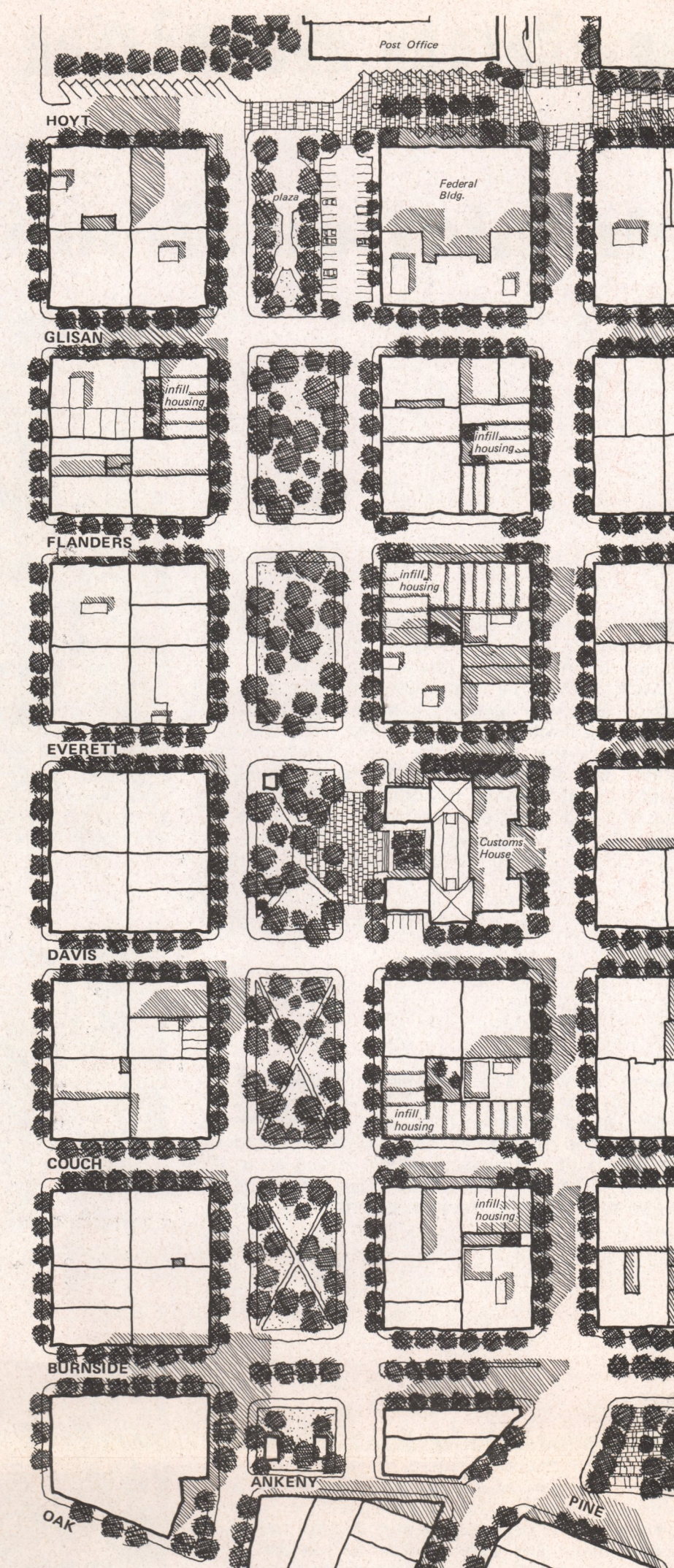
Forty-one landmark buildings, one-third of the landmarks in the city, are located in the Yamhill or Skidmore/Old Town areas. It is proposed to put the areas under the jurisdiction of the Portland Landmarks Commission by designating them historic districts. The Commission, which now regulates exterior remodeling and may delay demolition of individual landmarks, would be empowered to preserve the character of an historic district by requiring that new buildings and urban design features such as street lights be compatible with district character. The following means can be used to help preserve historic buildings and districts.

- A variety of tax incentives, including deduction of rehabilitation costs from property taxes, deduction from state income tax, reduction in property tax assessment, allowance of deduction for donation of a property interest, and disallowance of deduction for demolition.
- Specific authorizations for waiver of building code requirements for designated landmarks, provided hazardous conditions are not created.

For details on historic preservation proposals see "Development Regulations and Incentive Programs for Historic Buildings, Sites, and Districts," Allen-McMath-Hawkins, Architects, September 3, 1974.



PROPOSED LANDSCAPING ON BROADWAY AVENUE LOOKING NORTH



PLAN: NORTH PARK BLOCKS OPEN SPACE SYSTEM



NORTH PARK BLOCKS

north park blocks district

plan concept

The North Park Blocks are surrounded by three impressive public buildings: the Customs House, the Federal Building and the Post Office. These buildings, however, do not make the area distinguished. It has a mixture of service commercial, warehousing, and one of the largest concentrations of housing available to elderly Portlanders living on minimum incomes. The present needs of the district appear to be preservation and improvement of existing low-rent hotel units, elimination of the remaining skid road character, and provision of space for CBD support businesses displaced from the core.

If the area surrounding the Park Blocks were not solidly lined with commercial uses, residential development would be desirable. But in the absence of a large-scale clearance program, it is unlikely that the commercial uses will give way to apartments, because developers with small holdings will not expect that a residential environment can be created within a short period of time. Opportunities for improving the quality and quantity of housing for the elderly do exist elsewhere in the district.

Because this district is adjacent to Downtown, the core may ultimately extend into it. Economic

projections show, however, that far more land is available Downtown than will be needed for office and retail uses within the foreseeable future. In addition, the existing service commercial and residential uses within the district serve the Downtown well. Therefore, a "wait and see" position is appropriate for this area, at least for the next five to ten years, to see how development pressures coalesce.

The plan concept is to improve the quality of the existing environment by upgrading existing structures and undertaking street and public open space improvements. Extension of the Fifth and Sixth Avenue Transit Mall, rehabilitation of the Customs House and surrounding grounds, conversion of Burnside and Broadway to boulevards, and the improvement of the North Park Blocks for recreation will significantly enhance the area and support private rehabilitation efforts.

While previous plans identified this area as a likely location for a multi-mode transportation terminal and peripheral parking garage, the Union Station area is now considered more appropriate for an inter-modal transportation complex.

transportation

The key transportation objectives in this district are to improve transit service by constructing the Transit Mall, to channel traffic from Burnside Street into the Downtown, and to improve Broadway as an entry into the core.

Although no large-scale peripheral parking facility is now being considered, structured short-term parking serving the commercial core and the district should replace existing parking as it is removed.

Park and Eighth Avenues will be non-auto-oriented streets to accommodate pedestrian traffic on the park blocks. Flanders and Hoyt Streets will provide a pedestrian connection to the waterfront.

street improvements and design guidelines

Broadway suffers from chaotic strip development. Although it is principally a commercial street, it will be improved with the addition of trees and sign controls. The handsome old street lights are presently obliterated by the clutter of signs along the street. Were the signs removed, the lights would stand out as a unifying feature.

Burnside Street will be discontinuous at Tenth Avenue to discourage its use as a crosstown street. Instead, it will channel traffic into the Downtown core. It will be developed as a boulevard with funds from the TOPICS program.

Fifth and Sixth Avenues will become extensions of the Transit Mall, and landscaping treatment

STREET CLASSIFICATION									
	Burnside	Couch	Everett	Flanders	Glisan	Hoyt	Fifth	Sixth	Broadway
Traffic Access Street	•		•	•				•	
Local Service Street		•	•						•
Transit/Pedestrian Street				•	•	•	•		
Pedestrian Street								•	•
No Garage Access	•			•	•	•	•	•	•
No Curb-side Parking	•			•	•	•	•	•	•
PARKING									
Existing Parking Inventory	1,400								
Surface Parking to be Removed	700								
Curb Parking to be Removed	210								
Estimated Parking to be Added	800-1,100								

land use

While 91 percent of the property in this district is considered to be "opportunity parcels", it is unlikely that a major development will occur here until significant market pressures build. Only 20 percent of the land in "opportunity parcels" is now vacant; it may be assumed that, unless there is major public intervention, only one-third of the existing buildings will be demolished and rebuilt over the next 15 to 20 years.

Although the area contains 12 resident hotels housing over 600 people, the predominant land use is "service commercial," serving the Downtown core.

New development would include 50 percent retail and office uses, 25 percent wholesaling and service, 15 percent residential and 10 percent parking.

¹The criteria used by the Bureau of Planning for determining "opportunity parcels" were: 1) surface parking lots, 2) buildings of low quality, 3) buildings of fair quality of less than three stories. (Quality judgments were based on data from the County Assessor and Portland Development Commission.) While the rehabilitation of such buildings is encouraged, the property which they occupy might be used to assemble sites for desired redevelopment projects. Hotels and buildings of historic or architectural merit were not considered as "opportunity parcels", even if they were functionally obsolete or structurally deficient.

development proposals and design guidelines

Public Buildings and Open Space

Each of the three federal buildings in the area needs an improved setting that will strengthen its relationship to the Park Blocks. The Post Office, a building of immense scale, is the terminus of the Park Blocks, separated only by a parking lot between Hoyt and Glisan Streets. This lot should be converted to a forecourt plaza to the Post Office, with limited short-term parking. The long-term parking now provided could better be accommodated behind the Post Office.

The base of the Customs House should be landscaped to improve its relationship to the street and the Park Blocks.

When federal offices move to the new Federal Building south of the Renewal Area, public open

EXISTING AND FUTURE DISTRICT DEVELOPMENT

Development	Square Feet
Existing Use	
Retail	465,000
Office	385,000
Manufacturing/Storage	285,000
Wholesale	207,000
Residential	123,000
Parking (Off-Street)	238,000
Vacancy	33,000
Park	125,000
Total Existing ¹	1,861,000
Total Committed ²	—0—
Probable New ³	987,000
Existing Removed by New ⁴	(355,000)
Total Probable	2,493,000
Holding Capacity ⁵	3,860,000

¹Source: City of Portland, Bureau of Planning, October, 1974.

²Includes: None assumed.

³Assumes: 50 percent of surface parking lots developed to 80 percent allowable FAR, plus 30 percent of the designated "obsolete" structures (as identified by the Bureau of Planning) removed and redeveloped to 80 percent allowable FAR. While undeveloped property will tend to develop to the maximum allowable density, some lower-density development will be retained. Therefore, the "maximum" development potential will not be achieved.

⁴Existing "obsolete" development removed by potential new development.

⁵Holding capacity equals maximum allowable development of all vacant and "obsolete" properties added to existing "solid" development.

space associated with all federal properties in the North Park Blocks District should be redesigned to complement the Park Blocks.

Housing

A strong effort should be made to rehabilitate as many as possible of the 625 residential hotel rooms in the 12 residential hotels along Sixth and Broadway. Where code safety requirements can be met at less than the cost of new housing outside Downtown, rehabilitation should have priority claim on available urban renewal and housing funds. Attention should be given to minimizing noise nuisances from adjoining commercial development in residential hotels that are rehabilitated. Design review should be administered to avoid unduly increasing the cost of rehabilitation.

development districts

The Urban Renewal Area has been divided into eight districts to save time for the reader whose interest focuses on a particular area. The more detailed proposals for renewal are described under the district headings, but these sections do not stand alone and must be read in conjunction with the parts of the report dealing with the entire Renewal Area. The planning district boundaries necessarily are somewhat arbitrary. They are mainly used for convenience in describing the proposals, except in the case of the two historic districts, where a boundary (different from the planning boundary) is to be established as a basis for regulation of the district.

Morrison Bridgehead District: Most of the transportation uses which dominate this district will be eliminated, leaving large areas of land open for redevelopment. A major development is planned in this area, including major shopping facilities, housing, offices and a hotel.

Skidmore/Old Town District: This district has Portland's skid road, and its largest collection of nineteenth-century business buildings still standing. It will be rehabilitated as an historic district.

Yamhill District: Historic buildings of remarkable architectural unity, and numerous fruit and vegetable markets give character to this mixed-use area. Part of the area is a proposed historic district; there is also provision to preserve the fruit and vegetable markets, and as many existing residential units as possible.

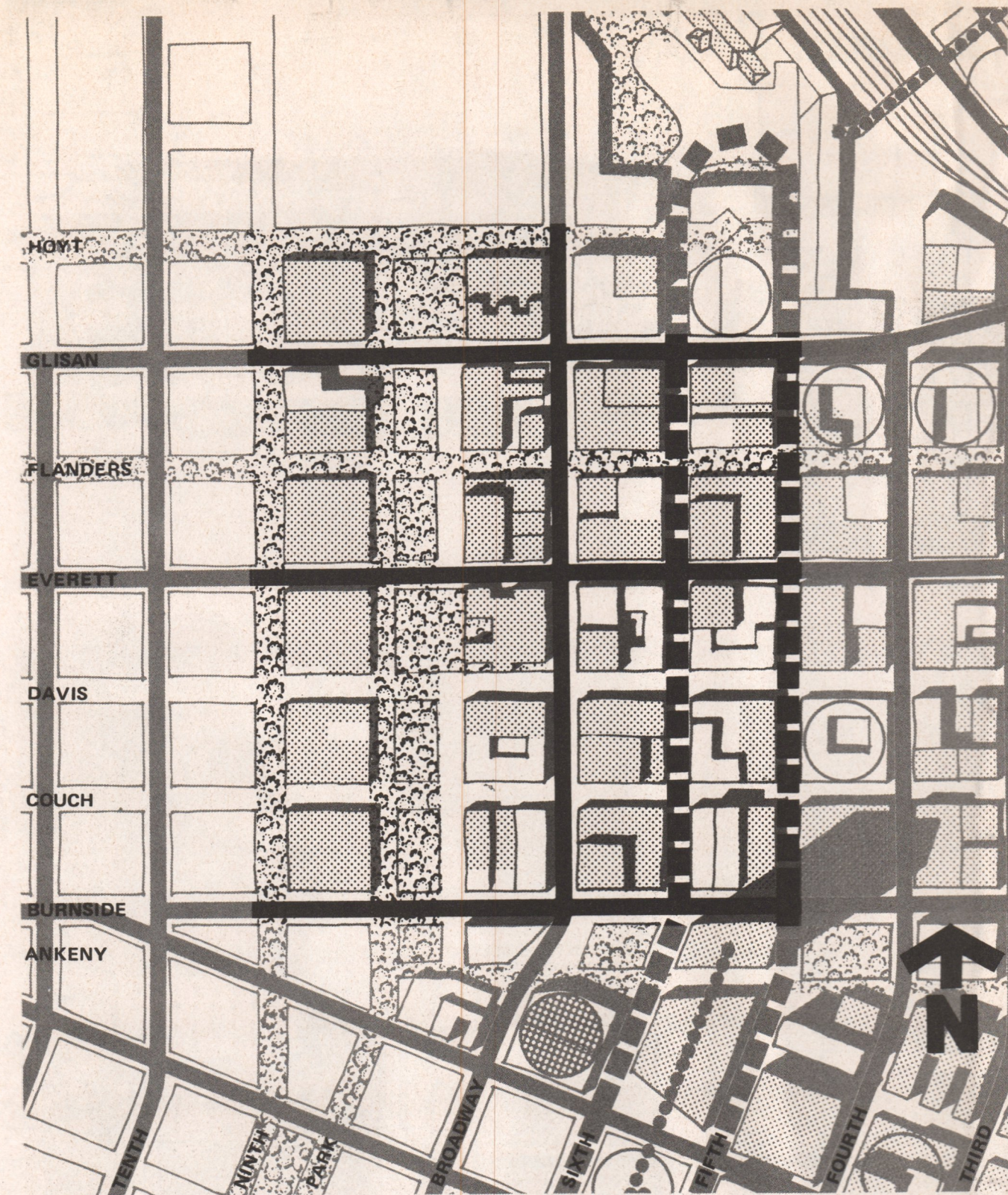
Lowndale Square/Hawthorne Bridgehead District: This area is now characterized by residential hotels for elderly pensioners and is surrounded by new office towers. A major concentration of new and rehabilitated housing will be situated here, combined with office and retail development.

Union Station District: This area, over half of which is now used for parking, will be developed with uses which complement the proposed inter-modal transportation terminal at Union Station. The terminal, designed to face a plaza north of Irving Street, would be a major regional transportation hub.

Oriental District: Already the traditional cultural center for Asian-Americans living in Portland, this area will be established as an identifiable ethnic district. A community center and low-income housing will be developed here.

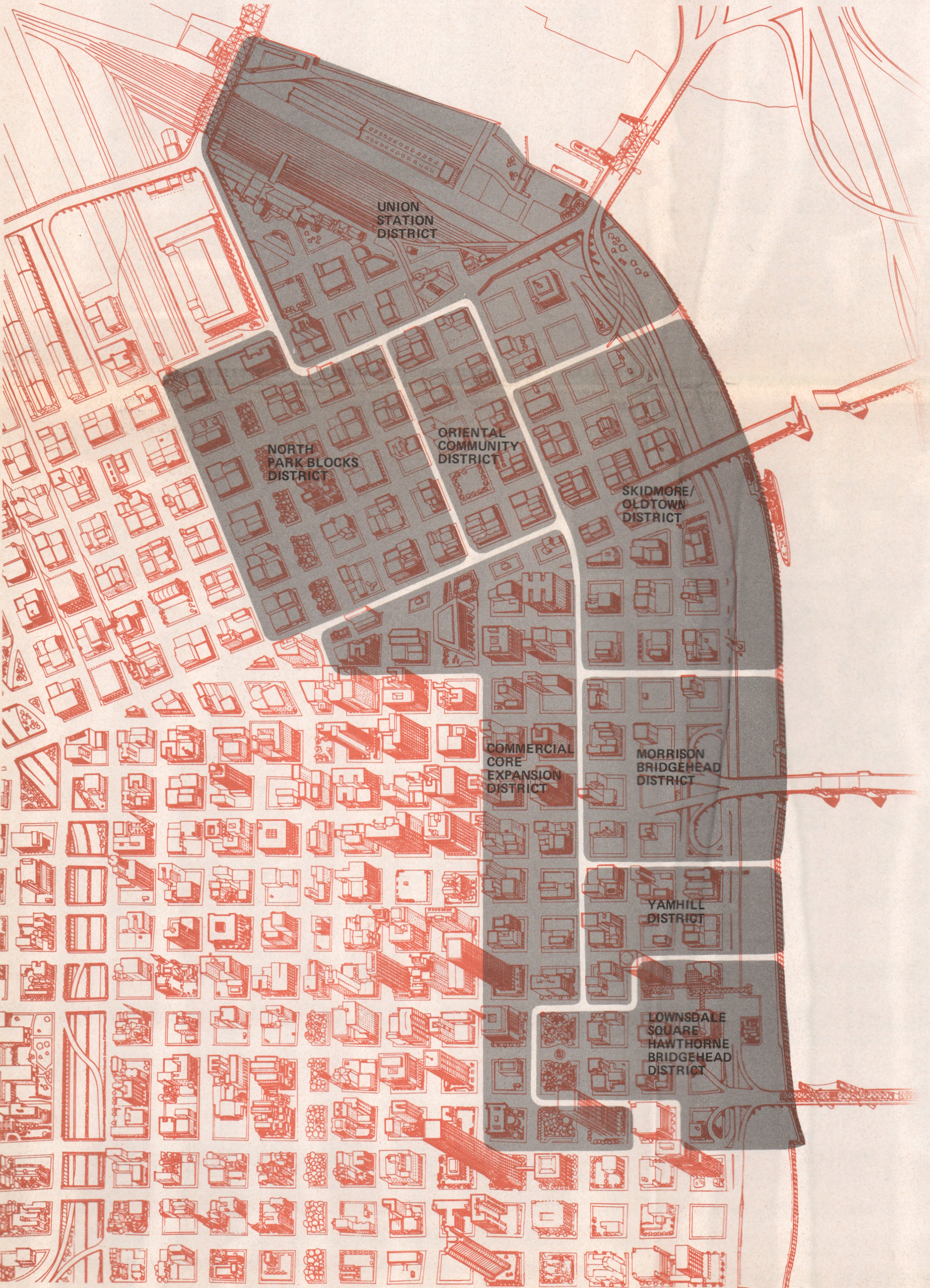
North Park Blocks District: The area around the Park Blocks is a mixture of service commercial uses, public buildings and residential hotels for elderly pensioners. The area will be upgraded with emphasis put on improving streets, public buildings, and housing.

Waterfront Esplanade: The plan for the proposed park along the Willamette River from Market Street to Glisan was done by Wolff-Zimmer-Gunsul-Frasca and Royston, Hanamusto, Beck & Abey. Each section of the park has been discussed in conjunction with the adjacent district in the Urban Renewal Area.



EXISTING OR COMMITTED MAJOR GARAGE
EXISTING OR COMMITTED BUILDING
NON-AUTO-ORIENTED STREET
TRAFFIC ACCESS STREET
MAJOR TRANSIT STREET
POTENTIAL OFF-STREET PARKING
FUTURE BUILDING
OPEN SPACE
SECOND-LEVEL PEDESTRIANWAY
MINOR TRANSIT STREET

Note: Building configurations and shadows are only illustrative and do not represent specific project proposals.



commercial core expansion district

plan concept

The Commercial Core Expansion District will be the site of major new development. Including this district in the Urban Renewal Area will result in funds being generated for improvements throughout the Renewal Area, and in new buildings within the district coming under design review. Rehabilitation of commercial buildings in the area will be encouraged by investment in the Transit Mall, skyways and a new short-term parking facility on the Blue Mouse block.

The plan concept for the Commercial Core Expansion District is that it be developed to absorb most of the anticipated growth of the Downtown central business district. Vacant and underdeveloped properties in this district should be developed and existing large office buildings retained. New parking facilities to serve short-term parking deficiencies in the retail core are encouraged on Third and Fourth Avenues.

All major existing structures in the Core Expansion District should be considered for rehabilitation. Existing one-, two- and three-story

structures on Third and Fourth Avenues may be demolished as major office and parking structures are developed. However, the displaced ground floor markets, miscellaneous shops and convenience commercial services providing basic support to existing and future Downtown workers and residents, should be relocated in the area. To promote true multi-use buildings rather than office buildings with token retail space, the principal pedestrian level of all new development should be primarily in retail use.

In order to maintain variety and create a transition between the large buildings in the core and smaller ones in historic districts and on the waterfront, infill construction should be encouraged on quarter- and half-block properties where the remainder of the block is occupied by large commercial structures in good condition.

Most major new construction will occur on Third or Fourth Avenues, or on two or three isolated blocks west of Fourth.

transportation

The most significant parking and circulation function in this district is to distribute cars to parking facilities in the Third/Fourth corridor. Five major east/west arterials intersect Third and Fourth within the district to provide access to parking from all directions. Ten to 20 percent of the surface parking removed east of Third will be relocated in the new off-street parking facilities between Third and Fourth. Near the retail core, a gradual shift from long-term to short-term spaces will be implemented.

STREET CLASSIFICATION

	Third (N. of Salmon)	Third (S. of Salmon)	Fourth	Fifth	Sixth	Seventh	Eighth	Ninth	Tenth	Eleventh	Twelfth	Thirteenth	Fourteenth	Fifteenth	Sixteenth	Seventeenth	Eighteenth	Nineteenth	Twentieth	Twenty-first	Twenty-second	Twenty-third	Twenty-fourth	Twenty-fifth	Twenty-sixth	Twenty-seventh	Twenty-eighth	Twenty-ninth	Thirtieth
Traffic Access Street																													
Local Service Street																													
Transit Street																													
Pedestrian Street																													
No Garage Access																													
No Curbside Parking																													

PARKING

	Spaces
Existing Parking Inventory	3,000
Surface Parking to be Removed	750
Curb Parking to be Removed	160
Parking to be Added	1,500-1,700

street improvements and design guidelines

Third and Fourth Avenues will generally function as a pair of streets to distribute traffic to parking structures and east/west traffic access streets. Curb parking will be maintained except as sheltered turn lanes are required. Continuous tree planting should be encouraged on both east and west sides of these streets.

Fifth Avenue will be developed in conjunction with Sixth Avenue as a transit mall. From 1977 to 1980-82, Fifth Avenue will operate with two exclusive transit lanes and one auto lane southbound, except on blocks between Taylor and Yamhill, Washington and Stark, and Burnside and Ankeny. By 1990-92 all auto traffic will be removed and Fifth will operate with two or three exclusive transit lanes. With its initial improvement, sidewalks on the west side will be widened to 25 feet and landscaped. Sidewalks on the east side will be widened to 19 feet or 27 feet (depending on the number of lanes) and landscaped.

Morrison Street will operate as a two-lane transit and pedestrian street east of Sixth Avenue, and as a three-lane transit, limited auto and service vehicular street west of Sixth. Sidewalks will be landscaped and widened to 25 feet (north side) and 15 feet (south side) east of Fourth and 15 feet (both sides) west of Fourth. Continuous cover should be provided for sidewalks on both sides.

Morrison/Alder Skyway: An enclosed skyway will connect the retail core with major short-term parking facilities and the Waterfront Esplanade.

An additional skyway, not included in the proposed Downtown Portland Pedestrianway System, is desirable in the block between Stark and Oak from Front Avenue to Second. It would allow proposed housing units to face the interior of the blocks and provide pedestrian connections to the core and the waterfront. Both skyways will occupy an east/west easement through each block they traverse and are to be complemented by abutting retail uses.

Alder and Washington will operate as paired trafficways connecting the Morrison Bridge with Third and Fourth Avenues. Curb parking will be provided in off-peak hours. West of Fourth, Alder and Washington will be reduced to two-lane local service streets with service loading and short-term parking spaces on each side. A continuous covered gallery is proposed between Fourth Avenue and and Broadway on Alder Street.

Ankeny will operate as a continuous landscaped pedestrianway from SW Fifth Avenue to the Waterfront Esplanade.

For descriptions of the following streets and skyways, see the district plans indicated.

Lownsdale District: Madison, Main, Salmon.

Yamhill District: Taylor, Yamhill.

Morrison Bridgehead District: Stark, Oak.

Skidmore District: Pine, Ash.

land use

Of the 60 percent of this district considered to be "opportunity parcels," 30 percent is vacant or used for surface parking. Although several of the structures on opportunity parcels should be rehabilitated, it is assumed that at least one-half will eventually be demolished.

With the elimination of surface parking and the demolition of some existing structures, approximately 25 acres would be made available for new development. Twenty-one to 23 acres should be developed in offices with ground floor retail, and in open space uses. The remaining two to four acres should be reserved for new public use parking structures.

Most of the additional parking spaces to be added in the Parking Zone 4 of the Parking and Circulation Policy should be located on Third and Fourth Avenues. Because of the traffic impacts imposed by these arterials, housing and other environmentally sensitive uses should not be encouraged in the Core Expansion District.

The criteria used by the Bureau of Planning for determining "opportunity parcels" were: 1) surface parking lots, 2) buildings of low quality, 3) buildings of fair quality of less than three stories. (Quality judgments were based on data from the County of Multnomah and Portland Development Commission.) While the rehabilitation of such buildings is encouraged, the property which they occupy might be used to assemble sites for desired redevelopment projects. Hotels and buildings of historic or architectural merit were not considered as "opportunity parcels", even if they were functionally obsolete or structurally deficient.

EXISTING AND FUTURE DISTRICT DEVELOPMENT

Development	Square Feet
Existing Use	
Retail	569,000
Office	1,629,000
Manufacturing/Storage	65,000
Residential	28,000
Parking (Off-Street)	839,000
Vacancy	318,000
Service	418,000
Park	48,000
Total Existing ¹	3,914,000
Total Committed ²	1,399,000
Probable New ³	3,234,000
Existing Removed by New ⁴	(817,000)
Total Probable	7,730,000
Holding Capacity ⁵	9,120,000

¹Source: City of Portland, Bureau of Planning, October, 1974.

²Includes: US National Bank (complete), Far West addition, GSA. (Does not include development of Blue Mouse block.)

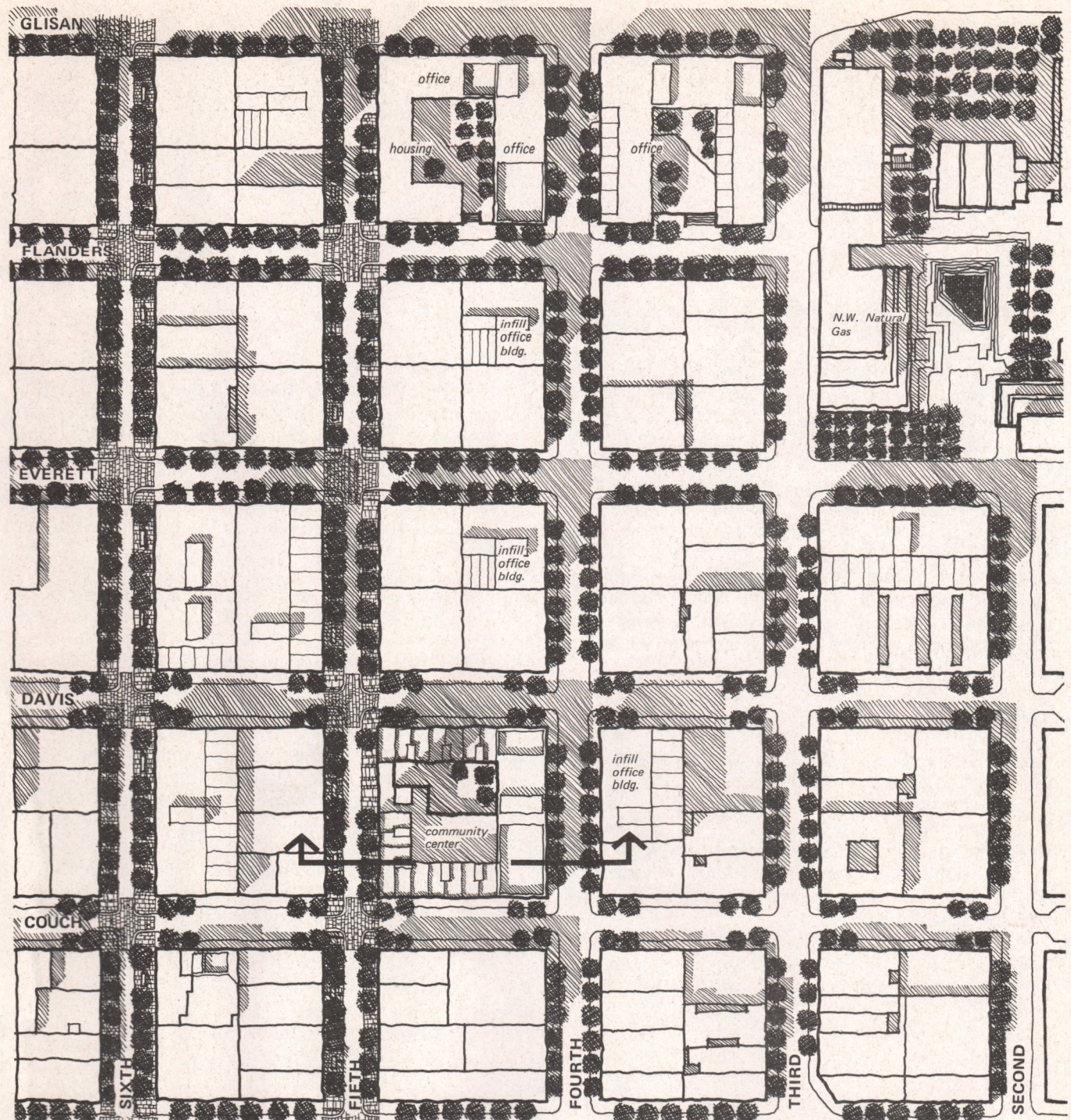
³Assumes: 100 percent of surface parking lots developed to 80 percent allowable FAR, plus 50 percent of the designated "obsolete" structures (as identified by the Bureau of Planning) removed and redeveloped to 80 percent allowable FAR. While undeveloped property will tend to develop to the maximum allowable density, some lower-density development will be retained. Therefore, the "maximum" development potential will not be achieved.

⁴Existing "obsolete" development removed by potential new development.

⁵Holding capacity equals maximum allowable development of all vacant and "obsolete" properties added to existing "solid" development.



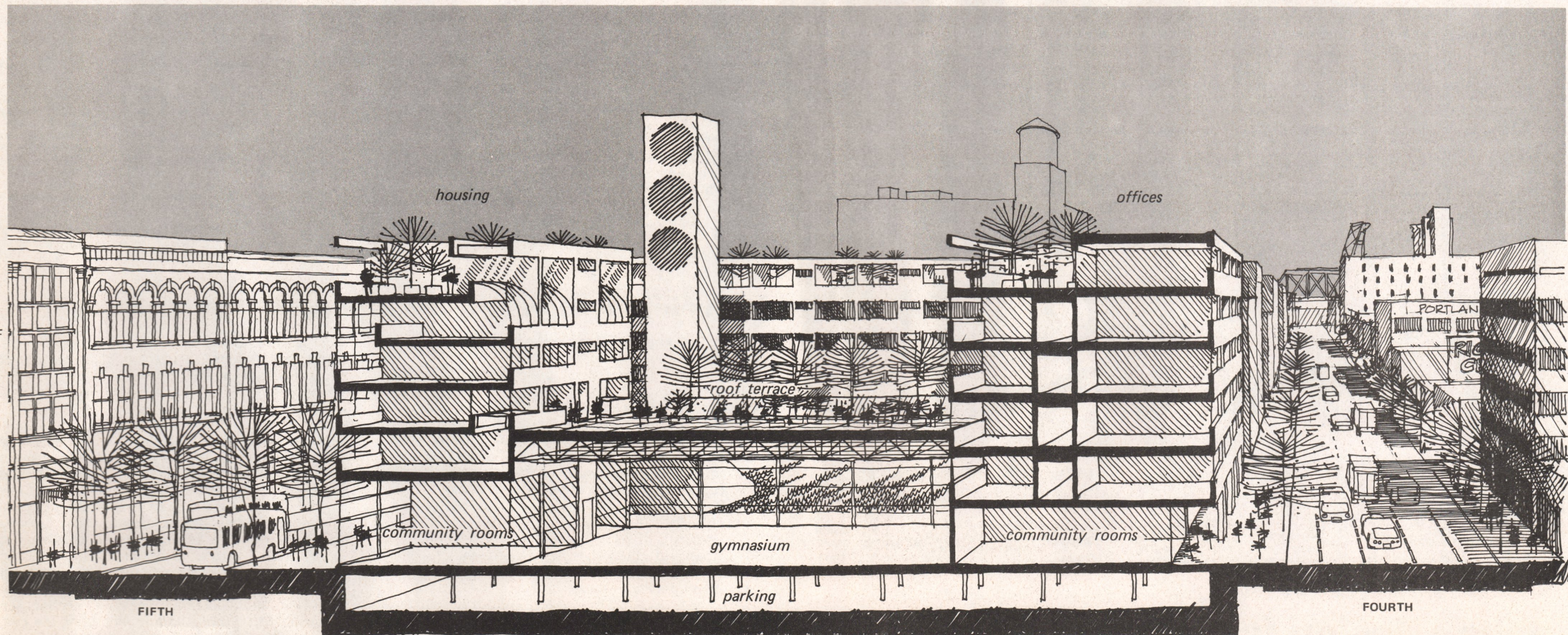
NORTHWEST FOURTH AND EVERETT



PLAN: DEVELOPMENT POTENTIAL ON FOURTH AVENUE



PEDESTRIAN ARCADE



SECTION THROUGH ORIENTAL COMMUNITY CENTER

oriental community district

plan concept

The Oriental District serves as the traditional cultural center for Asian-Americans living in the Portland metropolitan region. Recently, both the Japanese and Chinese communities have renewed efforts to strengthen and rehabilitate this district to maintain their identities and cultural heritage. There is a consensus that the area should not be developed with the intention of creating a tourist attraction.

The plan concept is to formally establish this area as an identifiable ethnic district which is valuable to all of Portland. The plan seeks to preserve and improve the area by providing a community center, improving opportunities for Oriental businesses, and providing housing for low- and moderate-income immigrants, elderly persons, and others who seek to live among their own ethnic group. The community center would anchor the

district and provide facilities for recreation, business and cultural activities. Both the Japanese and Chinese have supported this project, though tradition will make it difficult and not necessarily desirable to integrate the ethnic groups.

The plan for the Oriental District is general. Participation of local interests, through a community council, will be required before the plan can be made more specific.

The Japanese and Chinese are anticipating the cooperation of the city in supporting the redevelopment of the Oriental District. While they have indicated their intention to privately seek funds to initiate the development of the community centers and housing, they have also discussed appropriate areas for city participation.

transportation

The Oriental District is small; the city's transportation policy was developed to meet the needs of the Downtown generally rather than those of this district. In fact, the integrity of the district as a pedestrian-oriented community is compromised by the designation of Fourth Avenue and Everett Street as major arterials. The removal of curb parking for the purpose of widening sidewalks on these streets is not advisable, as retail businesses on both Everett and Fourth are dependent on drop-in trade arriving by auto. Therefore, potential pedestrian/vehicle conflicts in this district must be reduced by providing amenities such as pedestrian arcades within the property lines of abutting structures.

The existing number of parking spaces is to be maintained. This will require that 1) as off-street and curb spaces are removed, they be replaced by structured parking, and 2) additional trip demands due to growth be diverted to transit operation on Fifth and Sixth Avenues.

street improvements and design guidelines

Third and Fourth Avenues will function as a pair to distribute arterial traffic to the Steel Bridge, Everett and Glisan Streets. Considerable pedestrian traffic will be generated by existing and future retail, office and residential development on Third and Fourth Avenues. The resulting pedestrian/vehicle conflict will be offset by the provision of street trees and planters on each sidewalk. Further, abutting property owners are encouraged to create one- and two-story pedestrian arcades within their property line.

Fifth Avenue will eventually be redeveloped to include the extension of the Fifth and Sixth Avenue Transit Mall. This plan recommends that all service and private vehicle access be removed from Fifth and relocated on adjacent east/west streets. This would permit an initial extension of both sidewalks to 18 feet while maintaining a 24-foot roadway. Each sidewalk would be landscaped with a single row of street trees.

Couch and Davis will operate as local access streets with heavy pedestrian traffic. Most curb

STREET CLASSIFICATION

	Burnside	Couch	Davis	Everett	Flanders	Glisan	Third	Fourth	Fifth
Traffic Access Street	•	•	•	•	•	•	•	•	•
Local Service Street	•	•	•	•	•	•	•	•	•
Transit/Pedestrian Street	•	•	•	•	•	•	•	•	•
Pedestrian Street	•	•	•	•	•	•	•	•	•
No Garage Access	•	•	•	•	•	•	•	•	•
No Curbside Parking	•	•	•	•	•	•	•	•	•

PARKING

	Spaces
Existing Parking Inventory	750
Surface Parking to be Removed	500
Curb Parking to be Removed	20
Estimated Parking to be Added	400-600

parking and service loading areas will be retained in designated mid-block zones. Sidewalks will be widened at intersections with Third, Fourth and Fifth Avenues to accommodate concentrations of pedestrians. Large street trees will be located in these areas.

Everett and Glisan will function as a pair of major traffic access streets distributing traffic to and from the Steel Bridge and the Stadium Freeway. The 36-foot street right-of-way will be needed for traffic, and sidewalks will remain at their existing width. During peak hours (7:30-9:30 and 4:30-6:30), four lanes of traffic will operate within the right-of-way. During off-peak hours, the two outside lanes will be replaced by curb parking and service loading zones.

Flanders will be developed as an exclusive pedestrianway throughout the Oriental District. The existing sidewalks and roadway will be repaved and landscaped with street trees and planters.

land use

Of the 94 percent of this district considered to be "opportunity parcels"¹, 30 percent is vacant or in surface parking.

About 35 percent of the district is in manufacturing or warehouses, 20 percent in retail and parking, and 10 to 15 percent in office or residential uses. Less than half of the district is now owned or operated by Orientals.

While specific mix of land uses will be determined by the community, it may be assumed that new development would include 35 percent office, 20 percent parking, 20 percent residential and 25 percent retail and new community facilities.

Major change will be in the conversion of transient hotels to permanent housing and the construction of new office, retail and community-oriented facilities. There is no provision for new industrial uses.

¹The criteria used by the Bureau of Planning for determining "opportunity parcels" were: 1) surface parking lots, 2) buildings of low quality, 3) buildings of fair quality of less than three stories. (Quality judgments were based on data from the County Assessor and Portland Development Commission.) While the rehabilitation of such buildings is encouraged, the property which they occupy might be used to assemble sites for desired redevelopment projects. Hotels and buildings of historic or architectural merit were not considered as "opportunity parcels", even if they were functionally obsolete or structurally deficient.

development proposals and design guidelines

Housing

About 200 Chinese-Americans live in the four-block area centered on Fourth and Davis, but most of the 240 hotel rooms currently are occupied by the skid road population. Since a permanent residential population is essential for the Oriental community, both the Japanese and Chinese want more and improved housing. The city should use community development funds to rehabilitate transient hotels in this district for permanent low-cost housing, while at the same time improving conditions for the transient population.

Community Center

Both the Japanese- and Chinese-Americans have expressed a need for a community center for recreational and cultural activities. Furthermore, it is believed that a new community center would encourage the redevelopment of these Downtown

EXISTING AND FUTURE DISTRICT DEVELOPMENT

Development	Square Feet
Existing Use	
Retail	121,000
Office	38,000
Manufacturing/Storage	189,000
Residential	73,000
Parking (Off-Street)	118,000
Vacancy	14,000
Total Existing ¹	553,000
Total Committed ²	0
Probable New ³	583,000
Existing Removed by New ⁴	(221,000)
Total Probable	915,000
Holding Capacity ⁵	1,377,000

¹Source: City of Portland, Bureau of Planning, October, 1974.

²Includes: None assumed.

³Assumes: 100 percent of surface parking lots developed to 80 percent allowable FAR, plus 25 percent of the designated "obsolete" structures (as identified by the Bureau of Planning) removed and redeveloped to 80 percent allowable FAR. While undeveloped property will tend to develop to the maximum allowable density, some lower-density development will be retained. Therefore, the "maximum" development potential will not be achieved.

⁴Existing "obsolete" development removed by potential new development.

⁵Holding capacity equals maximum allowable development of all vacant and "obsolete" properties added to existing "solid" development.

neighborhoods and would attract Oriental businesses into the district.

The vacant block bounded by Fourth, Fifth, Couch and Davis is an appropriate and available site for such a center. The center would include separate spaces for each ethnic group, but there could be shared use of a gymnasium and a courtyard. It would also have housing and special services (medical, language, counseling, etc.) for residents and visitors.

Offices

Though Oriental businesses exist throughout the region, more would locate in the Oriental District if better facilities were available. The community center would attract not only retail uses, but also professional and non-professional services. Provision for offices is made in the center, and throughout the district.

development proposals and design guidelines

City and County Public Safety Building

Although program requirements are not clear at present, a major governmental building is planned for the block between the City Hall and the County Court House. Surrounded by City Hall, the County Court House, the new GSA Building and the Federal Building, the design of the Public Safety Building should respond to its central location within the government complex, taking into account the high volume of pedestrian traffic that will pass through the site. Its lobby level should function as a large and inviting public concourse.

Morrison Plaza

Morrison Street is a long and potentially monotonous pedestrian corridor which would be greatly enhanced by a public space at Third Avenue, midway between Pioneer Square and the Waterfront Esplanade. A site at the southwest corner of Third and Morrison, now a parking lot, is suitable because it abuts the Yamhill Historic District on the east, and would provide a good north/south pedestrian connection between Yamhill and Morrison Streets. It is likely that a half-block plaza here would increase the value of the remaining portion of the block without making necessary a reduction in the amount of floor area that could be built. However, should this not be the case, the following combination of regulations and bonuses could be used to encourage a developer to provide this plaza:

- Any full block development could be required to provide a ground level plaza occupying 50 percent of the block and having a minimum 100-foot frontage on Morrison.
- Development of this block with the plaza would allow a FAR increase of 10:1.

During the design review process, a fair division of public and private responsibilities should be negotiated.



AERIAL OBLIQUE OF COMMERCIAL CORE EXPANSION DISTRICT

Because it is isolated from any east/west traffic access streets, this block should not be developed with a parking structure.

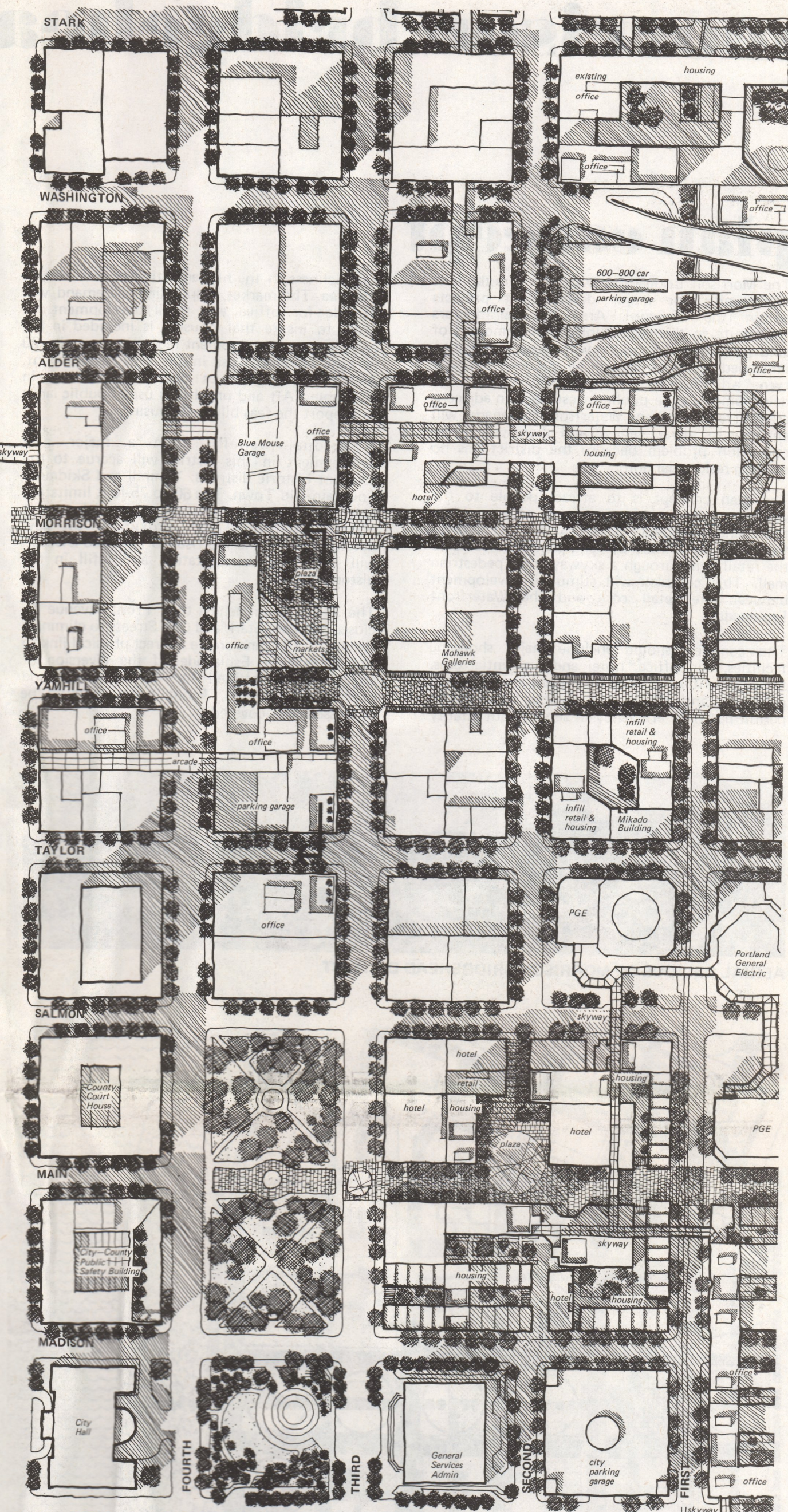
Parks

The Core Expansion District contains three existing or committed park blocks to the south: the existing Lowndale and Chapman Blocks and the GSA Park Block bounded by Third, Fourth, Madison and Main. The existing landscape of the Lowndale and Chapman Blocks is to be maintained in its present state. The GSA block will be landscaped, and will serve as a pedestrian link between City Hall and the new GSA Building.

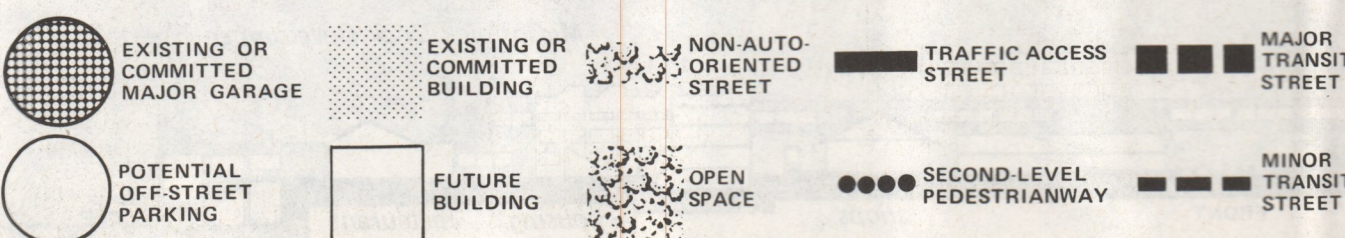
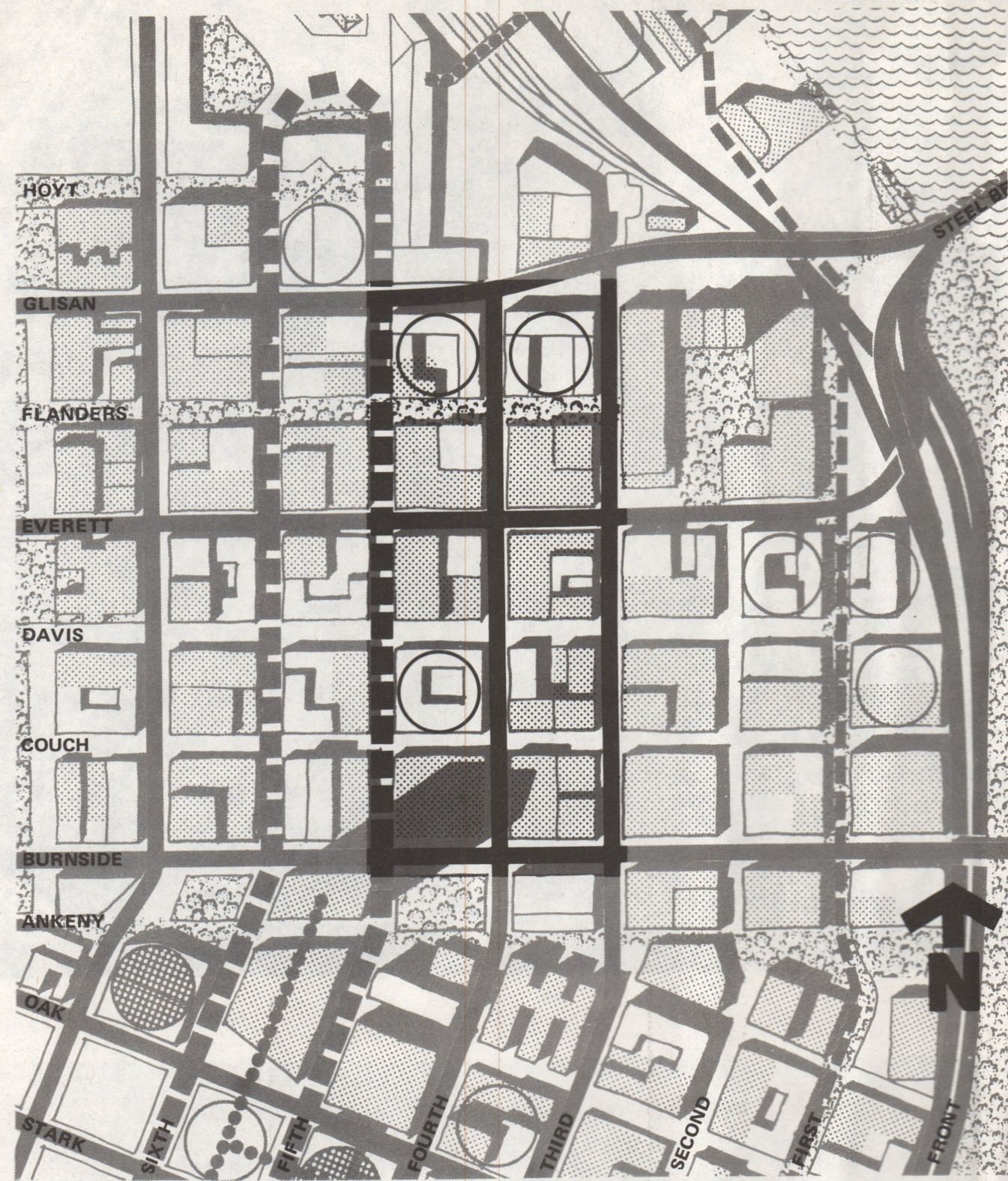
The plan calls for the development of two small parks in the blocks in the northern area of the Core Expansion District between Ankeny and Burnside, east and west of the proposed U.S. Bank Tower. These blocks should be heavily landscaped and designed to define the northern entrance to the Transit Mall.

Parking Structures and Public Open Space

Human uses, rather than parking garages, should be adjacent to public open spaces. For this reason the design guidelines call for prohibition of parking structures overlooking major pedestrianways or public open spaces. Alternatively, public use parking structures could be "faced" with office and retail activities on any side which is adjacent to public parks, non-automobile-oriented, or local access streets. As it is difficult to achieve both an adequate parking structure and a major office building within a FAR of 8:1, a density bonus of 2:1 could be given project proposals combining full block public use parking facilities with office structures.



PLAN: DEVELOPMENT POTENTIAL IN THE THIRD/FOURTH AVENUE CORRIDOR



Note: Building configurations and shadows are only illustrative and do not represent specific project proposals.



SECTION THROUGH INTEGRATED OFFICE/PARKING STRUCTURE AND MORRISON STREET PLAZA

morrison bridgehead district

plan concept

The Morrison Bridgehead District offers the best opportunity for major development projects within the Renewal Area. Several factors contribute to this opportunity: large amounts of land now used for parking will become available; unneeded bridge ramps will be removed to create two additional public-owned blocks for development; large public investments in adjacent areas (Transit Mall and Waterfront Esplanade) will enhance its attractiveness; and there will be no relocation problem because the district has no existing residential units.

The plan concept is to attract people to the waterfront by creating a strong activity focus there and improving access to it. The activity focus will be a multi-use complex, connected to the retail core through a skyway and a pedestrian mall. This complex will stimulate development between the retail core and the Waterfront Esplanade.

The complex should include major shopping facilities, and office, hotel and residential uses. Development with shops on the ground floor, and residences and offices on the upper floors would permit not only efficiency in services but vitality

and richness in the human activities occurring in the area. The market, responding to demand, will provide for office and retail development. In order to insure that housing is included in the complex, the development regulations require 20 percent residential use in any new development. Additional incentives include increases in allowable FAR and propitious use of public lands to support the feasibility of housing.

Additional benefits from a major new development in this district will accrue to the adjacent historic districts: Yamhill and Skidmore Fountain/Old Town. The 60-to 75-foot limitation in these districts, coupled with higher rent potentials caused by proximity to new development in the Morrison Bridgehead District, will encourage rehabilitation and infill in the historic areas.

The plan recommends that Front Avenue be closed between Stark and Oak Streets to eliminate through traffic and create a direct physical link to the Waterfront Esplanade. If the diversion of truck traffic destined for northwest Portland cannot be achieved, Front Avenue should be depressed and covered between Yamhill and Alder.

transportation

The key transportation objectives in this area are to improve pedestrian access to the waterfront and to channel traffic to short-term parking serving the core.

The development of Morrison Street as a pedestrianway, and construction of skyways will reduce auto/pedestrian conflicts.

The Morrison Bridge, now the most important auto entry to the retail core, will have even more traffic after the Hawthorne Bridge is converted to transit-only use. The circulation policy is to serve new development with short-term parking, while channeling through traffic to arterials and parking garages around the core on Stark and Oak Streets and Third and Fourth Avenues. Through traffic would be channeled away from the waterfront area by closing the Morrison Bridge ramps and Front Avenue.

Currently, this district is a parking resource for the Downtown core. The parking policy gradually shifts these long-term surface spaces to short-term spaces, and locates them in structures closer to the core. Parking provided within the district will serve development in the district.

STREET CLASSIFICATION

	Front (between Stark & Oak)	Front (N. of Stark)	First	Second*	Morrison	Alder	Washington	Stark	Oak
Traffic Access Street									
Local Service Street									
Transit/Pedestrian Street									
Pedestrian Street									
No Garage Access									
No Curbside Parking									

*There should be no garage access from Second Avenue (except between Alder and Washington) to permit its future redesignation as a non-auto-oriented street.

PARKING

	Spaces
Existing Parking Inventory	1,950
Surface Parking to be Removed	1,750
Curb Parking to be Removed	80
Parking to be Added	1,900-2,100

street improvements and design guidelines

Front Avenue will be discontinued as a major trafficway between Taylor and Stark but its right-of-way will be maintained as a heavily landscaped pedestrian promenade and service street. If, however, the closure of Front Avenue cannot be achieved, Front should be depressed and covered between Yamhill and Alder.

First Avenue will be reduced to two lanes of mixed transit and service traffic from 10:00 a.m. to 4:00 p.m. From 4:00 p.m. to 10:00 a.m. limited private vehicular traffic will be permitted to serve destinations within the area. Service loading zones would be provided on each block face. Sidewalks would be widened and landscaped.

Second and Third Avenues will function as a pair to distribute north/south traffic to parking structures and east/west trafficways within the Commercial Core Expansion District. However, no direct access to parking garages should be provided from Second as it will be desirable to consider its reclassification to a local service or non-auto-oriented street in the future, thereby reducing its impact on the Yamhill Historic District to the south and proposed residential developments within the Morrison Bridgehead District. Curb parking will be maintained on both Second and Third except as sheltered turn lanes are required. Continuous tree planting should be encouraged on both the east and west sides of these streets.

Morrison Street will be a two-lane transit and pedestrian street between Front and Third. The sidewalks on the north side of the street should be widened to 25 feet with a double row of trees. Sidewalks on the south should be widened to 15 feet and planted with a single row of trees.

Morrison/Alder Skyway: A skyway will connect the retail core with major short-term parking facilities and the Waterfront Esplanade. An additional skyway, not included in the proposed Downtown Portland Pedestrianway System, is desirable in the block between Stark and Oak, from Front Avenue to Second. Due to the reduced volume of traffic between Second and Front, these skyways will occupy an east/west easement through each block they traverse and are to be complemented by abutting retail uses or open space. Adjacent structures should be encouraged to locate lobbies and major entrances on these skyways.

Alder, Washington, Stark and Oak Streets will function within the Morrison Bridgehead District as paired trafficways serving the Downtown. Curb parking will be limited to off-peak hours. Continuous tree planting will be provided on Stark and Oak.

Enclosed areas are to be constructed for retail functions. However, they may be occupied by offices on an interim basis if no retail tenants are initially attracted.

land use

Of the nearly 75 percent of this district considered to be "opportunity parcels", 85 percent is undeveloped and used for surface parking. Assuming that most of the obsolete buildings are demolished and all of the surface parking lots are eliminated, approximately eight acres will be available for new development. The only sites which should be retained are the block of designated landmark buildings on the west side of Second Avenue between Washington and Stark Streets, other sites with potential landmarks, and the Riverside Motor Hotel (the only modern hotel in the Urban Renewal Area).

This leaves large areas open for redevelopment. Major new development would include approximately 20 percent retail, 50 percent office, 10 percent parking and 20 percent residential.

EXISTING AND FUTURE DISTRICT DEVELOPMENT

Development	Square Feet
Existing Use	
Retail	107,000
Office	33,000
Manufacturing/Storage	32,000
Residential	—
Parking (Off-Street)	298,000
Vacancy	39,000
Service	35,000
Open Space	3,000
Total Existing ¹	547,000
Total Committed ²	—
Probable New ³	1,568,000
Existing Removed By New ⁴	(423,000)
Total Probable	1,692,000
Holding Capacity ⁵	2,259,000

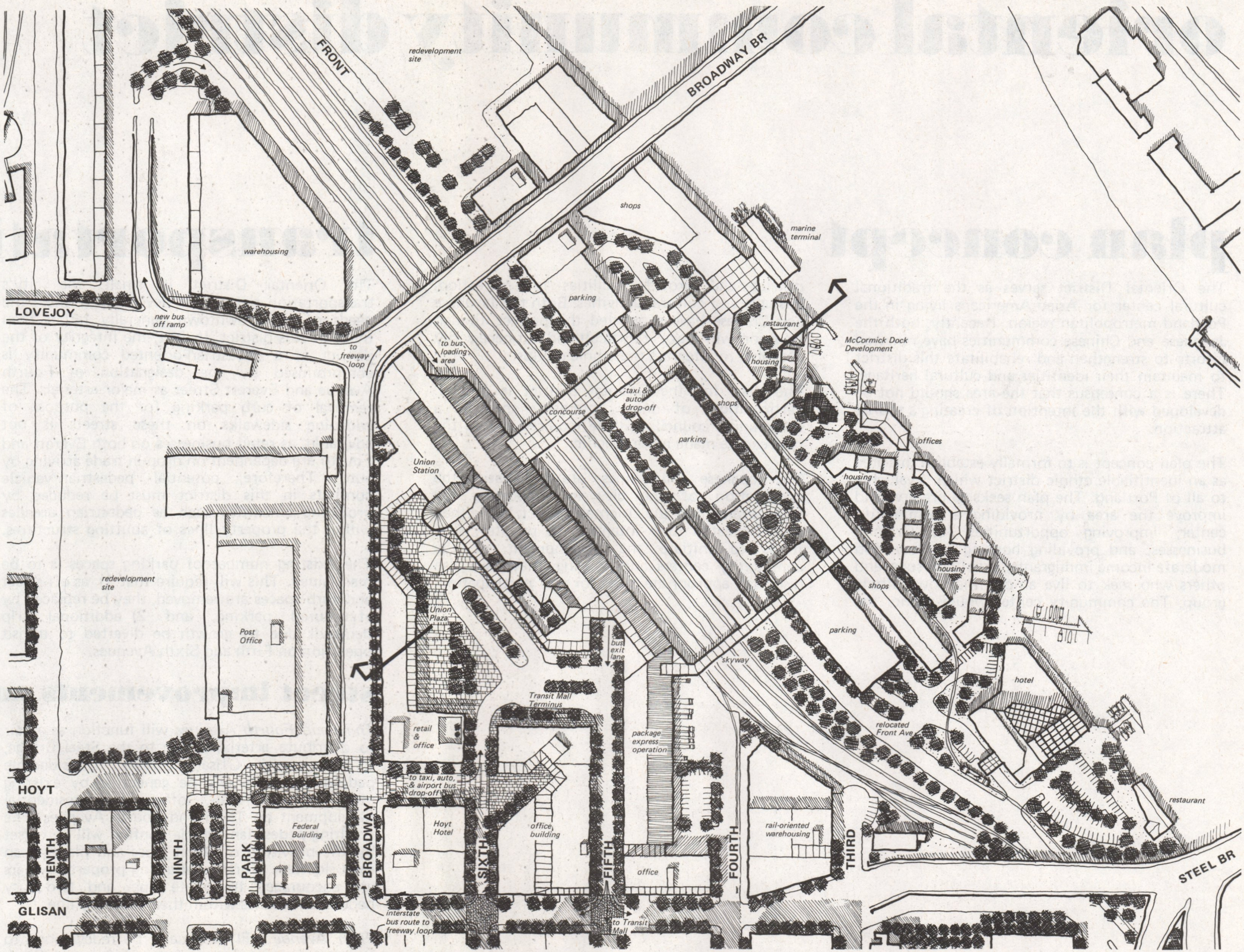
¹Source: City of Portland, Bureau of Planning, October, 1974.

²Includes: None assumed.

³Assumes: 100 percent of surface parking lots developed to 80 percent allowable FAR, plus 50 percent of the designated "obsolete" structures (as identified by the Bureau of Planning) removed and redeveloped to 80 percent allowable FAR. While undeveloped property will tend to develop to the maximum allowable density, some lower-density development will be retained. Therefore, the "maximum" development potential will not be achieved.

⁴Existing "obsolete" development removed by potential new development.

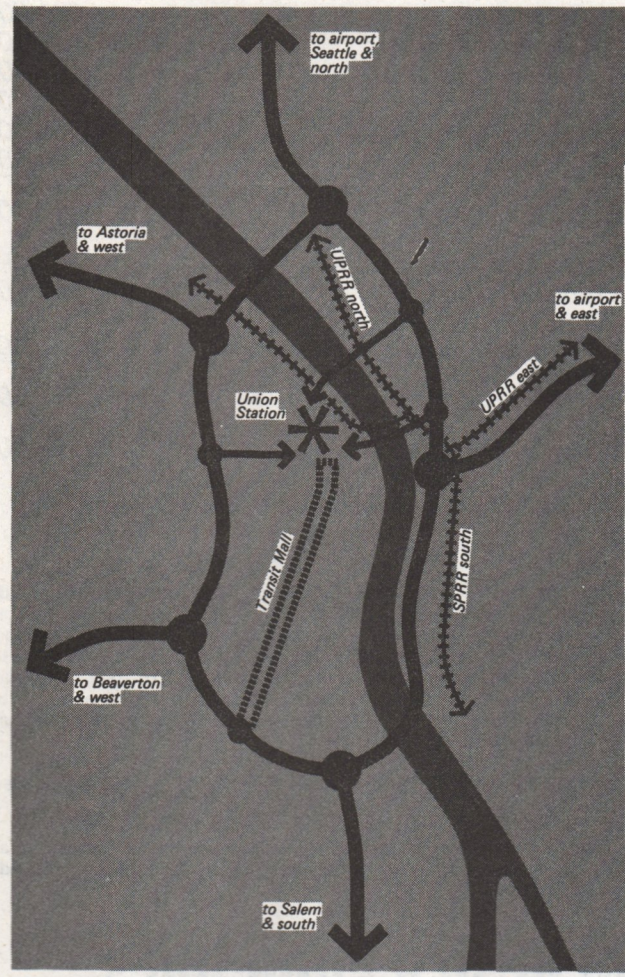
⁵Holding capacity equals maximum allowable development of all vacant and "obsolete" properties added to existing "solid" development.



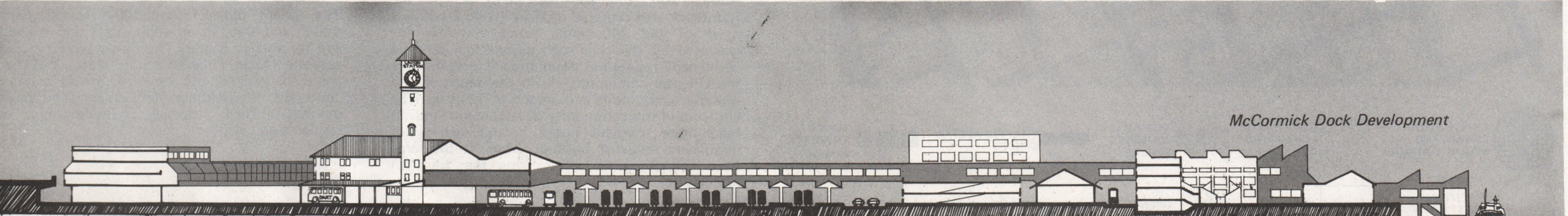
PLAN: DEVELOPMENT POTENTIAL IN THE UNION STATION AREA



AERIAL PHOTOGRAPH OF UNION STATION DISTRICT



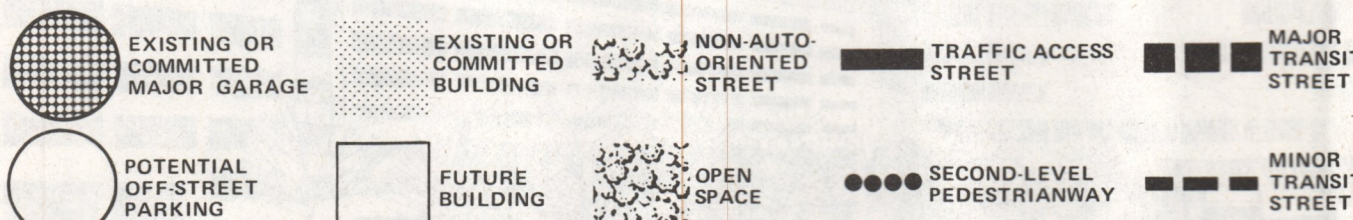
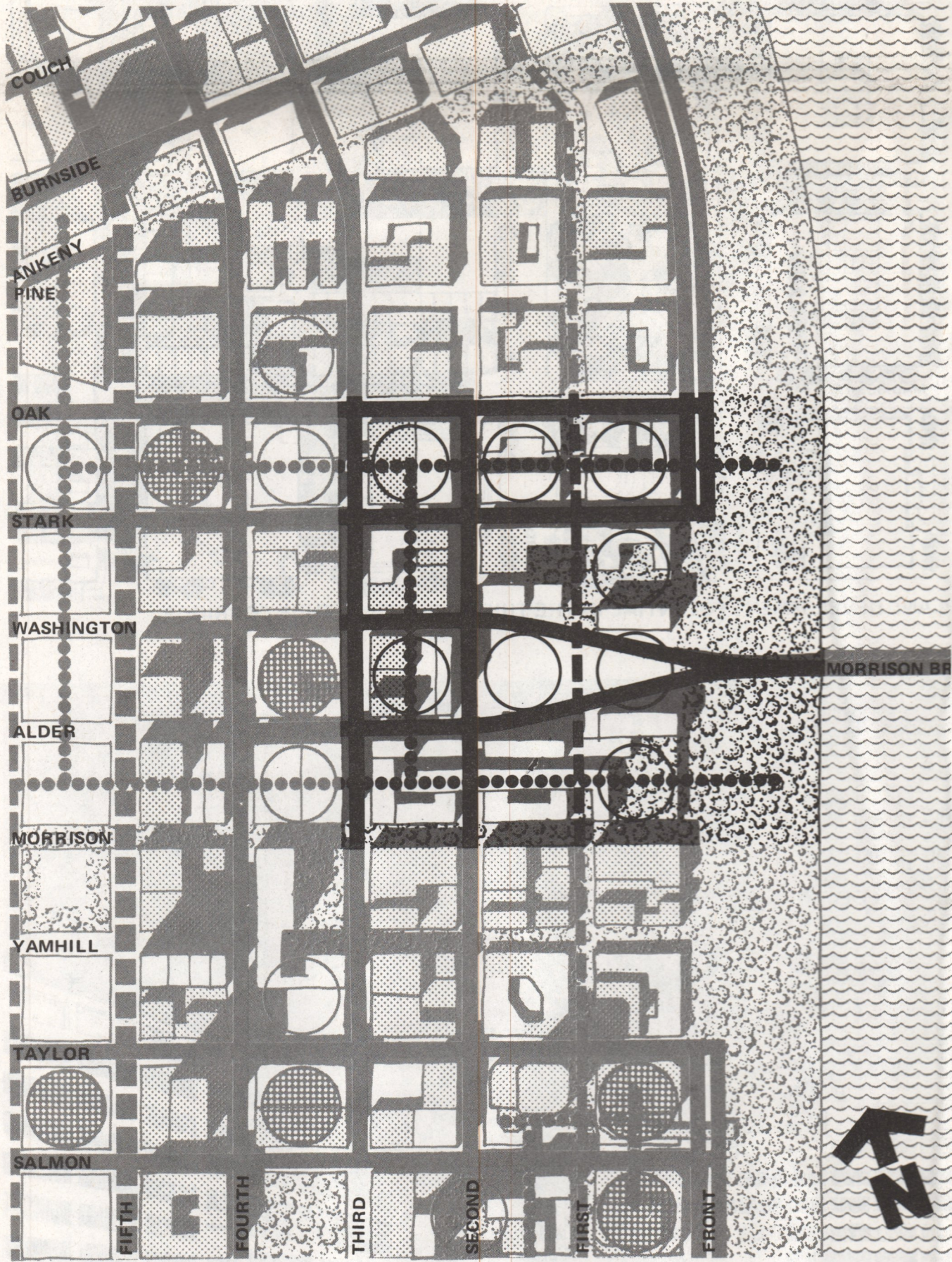
TRANSPORTATION ACCESS TO UNION STATION



SECTION THROUGH UNION STATION, PROPOSED DEVELOPMENT AND MC CORMICK DOCK



AERIAL OBLIQUE OF MORRISON BRIDGEHEAD DISTRICT



Note: Building configurations and shadows are only illustrative and do not represent specific project proposals.

union station district

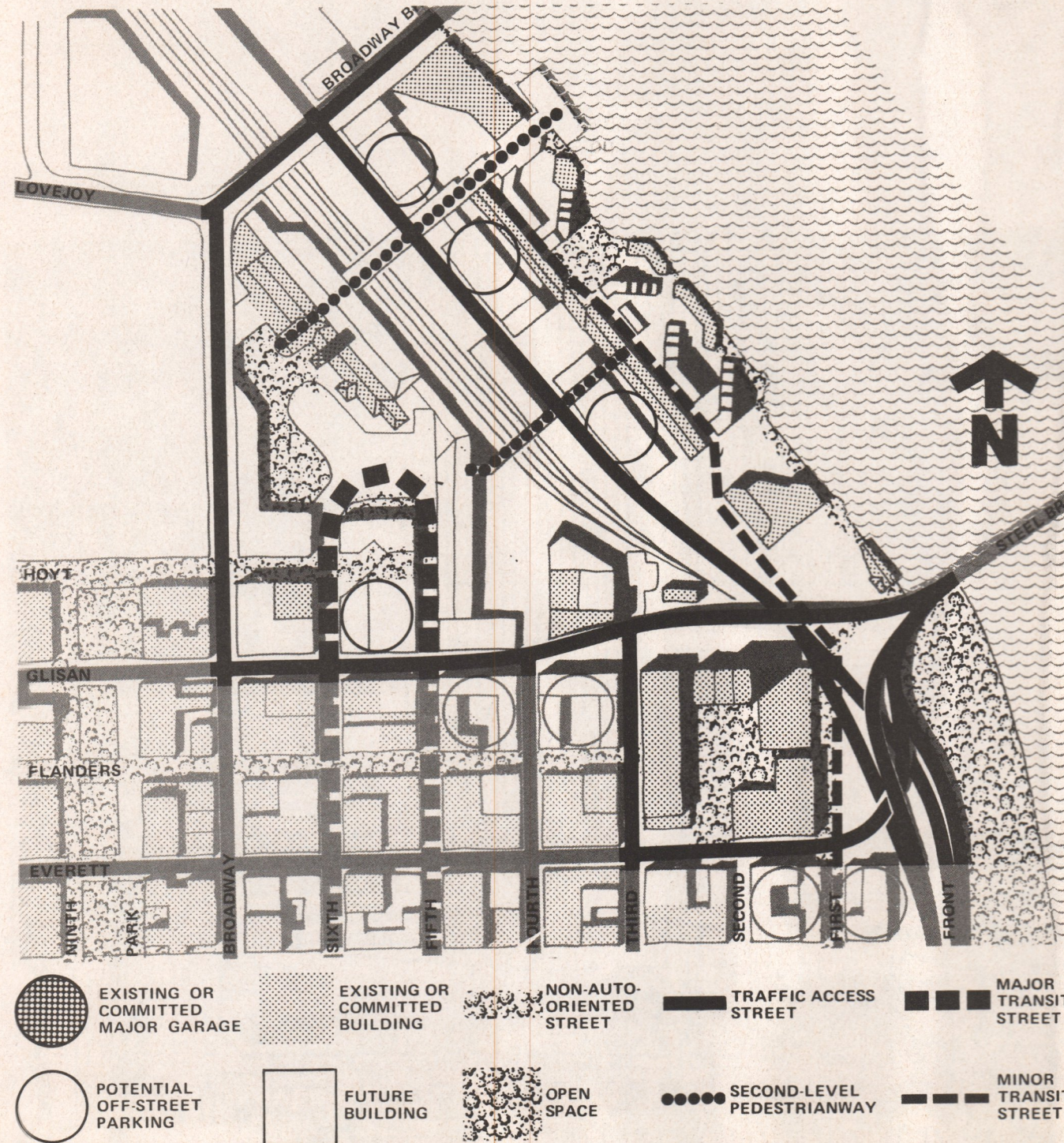
plan concept

Union Station, with its 150-foot clock tower, can serve as the focus for revitalizing the under-used northern end of Downtown. A designated landmark building, the 80 year old station continues to serve as the city's only rail passenger terminal and continues to be an important development impetus for this district. The timing of new development will be strongly influenced by the progress of the approved Northwest Natural Gas Company and McCormick Dock projects adjoining either side of the Steel Bridge. McCormick Dock, a 300,000 square foot retail-office-hotel complex on a nine-acre site east of Front Avenue will, if it is successfully completed, get the process underway. Northwest Natural Gas Company plans 520,000 square feet of office and retail space on the four blocks north of Everett and east of Third Avenue that now are partially occupied by its offices and storage yard. Additional development activities may include the rehabilitation of the Hoyt Hotel for residential and/or office use.

The plan concept is to unify the area as a cohesive district of mixed uses which can capitalize on the transportation benefits available. The area is unique as a transportation hub for the city and region. Bus and auto traffic from the interstate highway system (I-5 and I-80) and the East Side flow into this area via the Broadway and Steel Bridges. The extension of the Fifth and Sixth Avenue Transit Mall will give additional bus service to the area. Passenger rail travel focuses on Union Station; marine transportation in the



UNION STATION (CIRCA 1925)



Note: Building configurations and shadows are only illustrative and do not represent specific project proposals.

urban design framework plan

district will be revitalized by the McCormick Dock development.

Union Station is the appropriate location for an inter-modal transportation terminal. Integrating Tri-Met, Greyhound, Trailways, Graylines and Amtrak in a coordinated plan will provide considerable patron convenience as well as efficiencies of access, parking, ticketing, waiting areas, and baggage handling. In addition, benefits should result from the consolidation of express parcel collection, storage, and distribution functions for the transportation companies.

The central urban design feature would be a large public plaza which would serve as a forecourt to the station and as the terminus of the Transit Mall. The plaza space could be contained by the development of shops and offices adjacent to the Broadway Bridge.

The large track area east of the station was identified in the *Guidelines Plan* (1972) as an "opportunity" area for housing if portions of the tracks are not needed for railroad purposes. The proposed development regulations also show a required 30 percent residential use for the tracks. If a coordinated development can be accomplished, a better distribution of uses would be to locate the required housing close to the river within the McCormick development. The district's parking would be consolidated in the track area, along with a relocated Front Avenue which would be moved west of its present alignment.

transportation

Union Station, if developed as a multi-modal terminal, will be an important transportation hub connecting with the core area through an extension of the Transit Mall. The intra-city transportation policy for this district seeks to provide convenient access and transfer of passengers and goods at the proposed Union Station terminal.

Broadway, Glisan and Front will be arterials. If the trackage area can be reduced, Front Avenue will be relocated westward to create more development area near the riverfront.

A trolley line is under consideration which would link Union Station with the Portland Center via McCormick Dock and First Avenue. However, the main railroad line (from Union Station to the Steel Bridge) and vehicular traffic on Front Avenue would have priority of movement.

This is one of two areas exempted from the lid on parking spaces Downtown. The parking allocation for this area will be based on the program requirements of the inter-modal transportation center and other associated development.

street improvements and design guidelines

Fifth and Sixth Avenues will eventually be redeveloped to include the extension of the Fifth and Sixth Avenue Transit Mall. This plan recommends that all service and private vehicle access be removed from Fifth and relocated on adjacent east/west streets. This would permit an initial extension of both sidewalks to 18 feet while maintaining a 24-foot roadway. Each sidewalk would be landscaped with a single row of street trees.

Broadway will continue to have four lanes of traffic. It should be landscaped as an entry boulevard into the Downtown. No median need be provided, but trees should line both sides of the street.

STREET CLASSIFICATION

	Broadway	Irving	Hoyt	Glisan	Front	Third	Fourth	Fifth	Sixth
Traffic Access Street	•			•	•				
Local Service Street		•				•	•		
Transit Street								•	•
Pedestrian Street									
No Garage Access								•	•
No Curbside Parking								•	•

PARKING

	Spaces
Existing Parking Inventory	850
Surface Parking to be Removed	408
Curb Parking to be Removed	27
Estimated Parking to be Added	600-800*

*The parking requirements for this district are dependent upon the long-term parking needs of the transportation terminal.

Glisan Street will continue to have four lanes: two of these will be for westbound traffic, with curbside parking on the remaining two. Continuous street tree planting should be provided on both sides of the street.

Hoyt Street should be developed as a pedestrian street with extensive landscaping, new paving and street furniture. The planning and design of this pedestrian street should be coordinated with private renewal efforts abutting the street.

The city should encourage the provision of street trees by private development on remaining *local service streets* as the area is upgraded in the future.

land use

Of the 70 percent of the property immediately to the south of Union Station considered to be "opportunity parcels", 85 percent is now used for parking. Three acres of rail yards, south of the Broadway Bridge are potentially available for redevelopment (exclusive of the McCormick Dock development).

Thirty-five percent of the district is in manufacturing and storage use, 25 percent in parking, 20 percent in potential excess rail yards and 20 percent in retail, office, residential and open space.

New development in the entire district would include 30 percent in transportation-related facilities, 20 percent in parking, 10 percent in housing, and 30 percent in retail, office, and entertainment uses.

¹The criteria used by the Bureau of Planning for determining "opportunity parcels" were: 1) surface parking lots, 2) buildings of low quality, 3) buildings of fair quality of less than three stories. (Quality judgments were based on data from the County Assessor and Portland Development Commission.) While the rehabilitation of such buildings is encouraged, the property which they occupy might be used to assemble sites for desired redevelopment projects. Hotels and buildings of historic or architectural merit were not considered as "opportunity parcels", even if they were functionally obsolete or structurally deficient.

development proposals and design guidelines

Transportation Center

An inter-modal terminal in the Union Station area would bring together all of the region's major public transportation modes, permitting easy access and transfer to all points. Union Station itself, now serving AMTRAK, could become the central terminal. It could be renovated to accommodate inter-city bus operations, airport buses, tour and charter buses, and to serve as a transfer point for Tri-Met buses. Future marine service could be added with a connection to the McCormick Dock facilities. Construction of a westbound exit ramp off Lovejoy Street at the west end of the Broadway Bridge would provide interstate buses virtually direct freeway access from I-5. Buses and trains would share a common concourse, with passenger access provided by a

EXISTING AND FUTURE DISTRICT DEVELOPMENT

Development	Square Feet
Existing Use	
Retail	12,000
Office	73,000
Manufacturing/Storage	242,000
Residential	17,000
Parking (Off-Street)	156,000
Vacancy/Potential Excess Rail Yards	130,000
Open Space	30,000
Total Existing ¹	660,000
Total Committed ²	820,000
Probable New ³	1,088,000
Existing Removed by New ⁴	(560,000)
Total Probable	2,008,000
Holding Capacity ⁵	2,257,000

¹Source: City of Portland, Bureau of Planning, October, 1974.

²Includes: Northwest Natural Gas and McCormick Dock development.

³Assumes: 100 percent of surface parking lots developed to 80 percent allowable FAR, plus 100 percent of the designated "obsolete" structures (as identified by the Bureau of Planning) removed and redeveloped to 80 percent allowable FAR. While undeveloped property will tend to develop to the maximum allowable density, some lower-density development will be retained. Therefore, the "maximum" development potential will not be achieved.

⁴Existing "obsolete" development removed by potential new development.

⁵Holding capacity equals maximum allowable development of all vacant and "obsolete" properties added to existing "solid" development.

second-level pedestrian concourse. Package express operations could be accommodated either to the north or the south of the station. Parking could be provided near Front Avenue and connected by the pedestrian concourse.

Particular impetus exists for implementing this project. The construction of the Fifth and Sixth Avenue Transit Mall will make both Trailways and Greyhound bus operations difficult at their existing location. Their relocation, therefore, seems imminent. In addition, federal funds have been allocated to undertake planning and the redevelopment of old train stations listed in the National Register of Historic Buildings for inter-modal transportation terminals. Nomination forms for National Register designation for Union Station are being processed.

development proposals and design guidelines

Morrison Center

The city should invite the development of a major in-town complex on Morrison Street, adjacent to or near the Waterfront Esplanade. The project should include major retailing facilities, offices, a hotel and housing, and be connected to the Downtown by a skyway and a pedestrian mall.

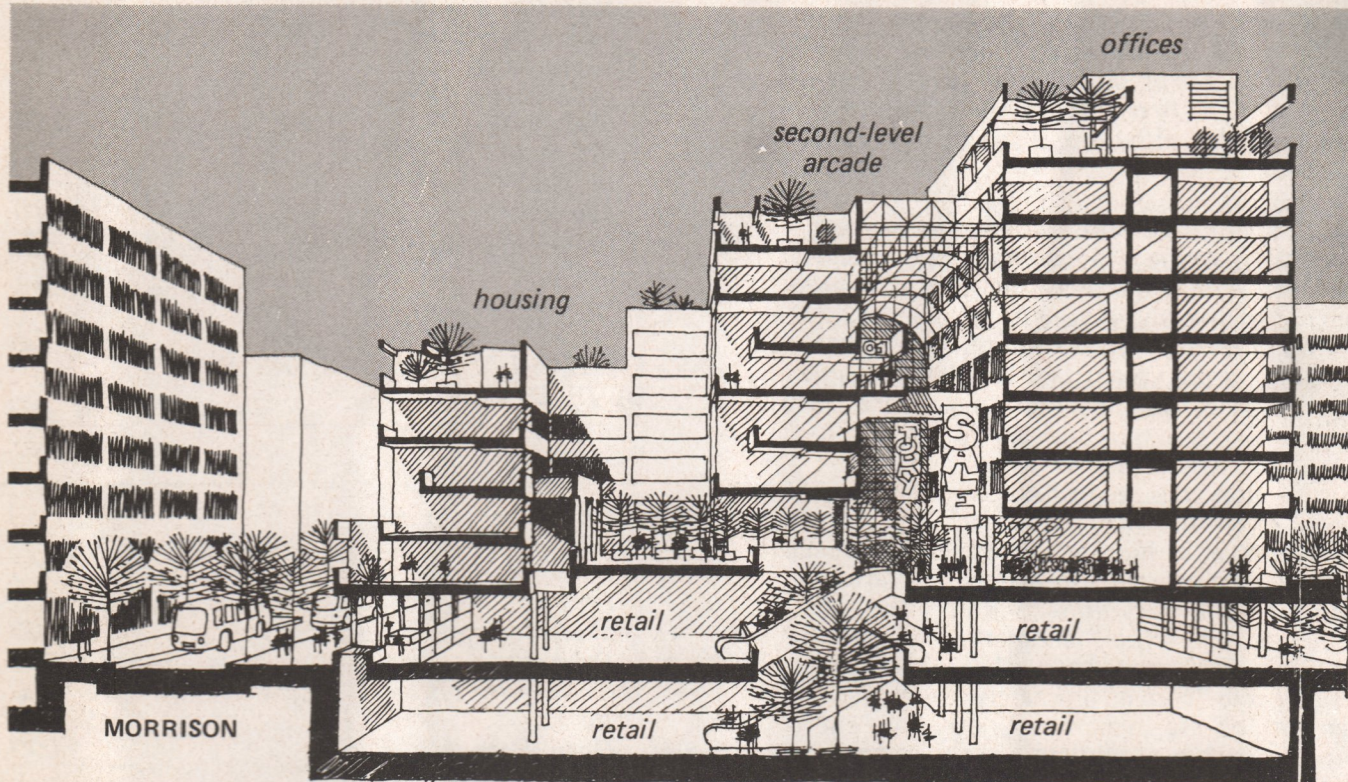
Retail: Suburban shopping centers generate pedestrian activity six or seven days a week, until 9 or 10 p.m. Several cities have borrowed the concept, and built in-town shopping centers to attract people Downtown and to generate nighttime activities. The area between Alder and Morrison represents the opportunity closest to Portland's retail core to assemble two or three blocks for an in-town retail center. Development of a center would introduce urgently needed new retailing activity Downtown, and would provide a major pedestrian destination near the Waterfront Esplanade. The location would not compete with the core, but would be designed to reinforce Downtown retail functions.

A major department store would abut the Esplanade and anchor the skyway. It would be between 840 to 1,000 feet from Meier & Frank, or slightly less than the maximum allowable distance between major department stores in a typical large shopping mall. Short-term parking for 800 to 800 cars would be provided to serve the complex. The skyway between the two nodes should be enclosed and developed with the kind and scale of retail activities to be found in a shopping mall.

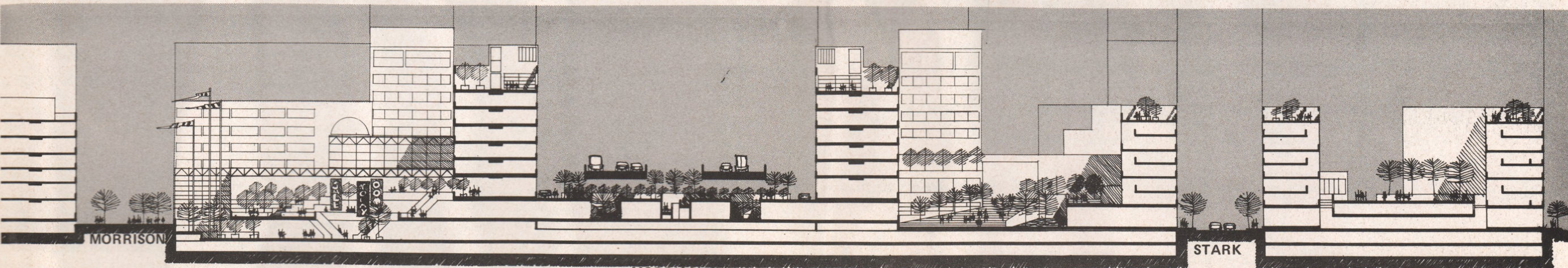
Hotel: A major new hotel is needed Downtown to accommodate conventions. Its location within the complex would provide the area with 24-hour activity. Utilization of pooled parking for hotel guests would permit better design and a more functional operation.

Office: A major portion of the complex would be allocated to new office development. The office space would generate daytime shoppers and waterfront users, further reinforcing retail and waterfront activities. The offices should be located to buffer the Morrison Bridge traffic from sensitive residential and open space uses.

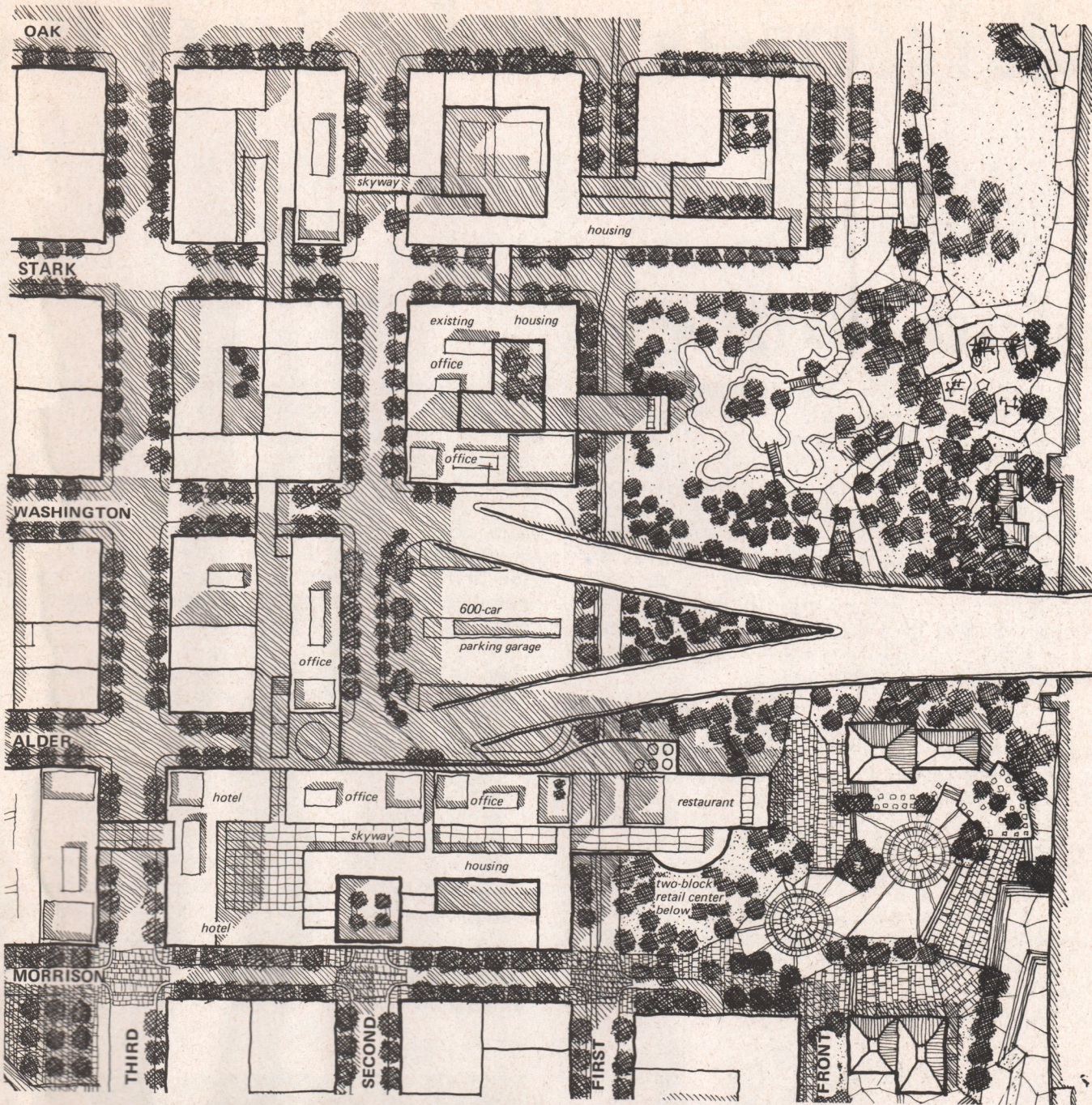
Residential: Housing would have to be supported by "higher economic uses." The proposed development regulations call for non-transient residential use equal to 20 percent of the floor area added, and permit transfer of floor area ratio and residential space within the district. Incentives or bonuses to further encourage housing include increasing allowable FAR and utilizing surplus public land at the bridgehead. To test the effect of including public land in a development to encourage housing, a two-block commercial/office complex without housing was compared to a three-block complex



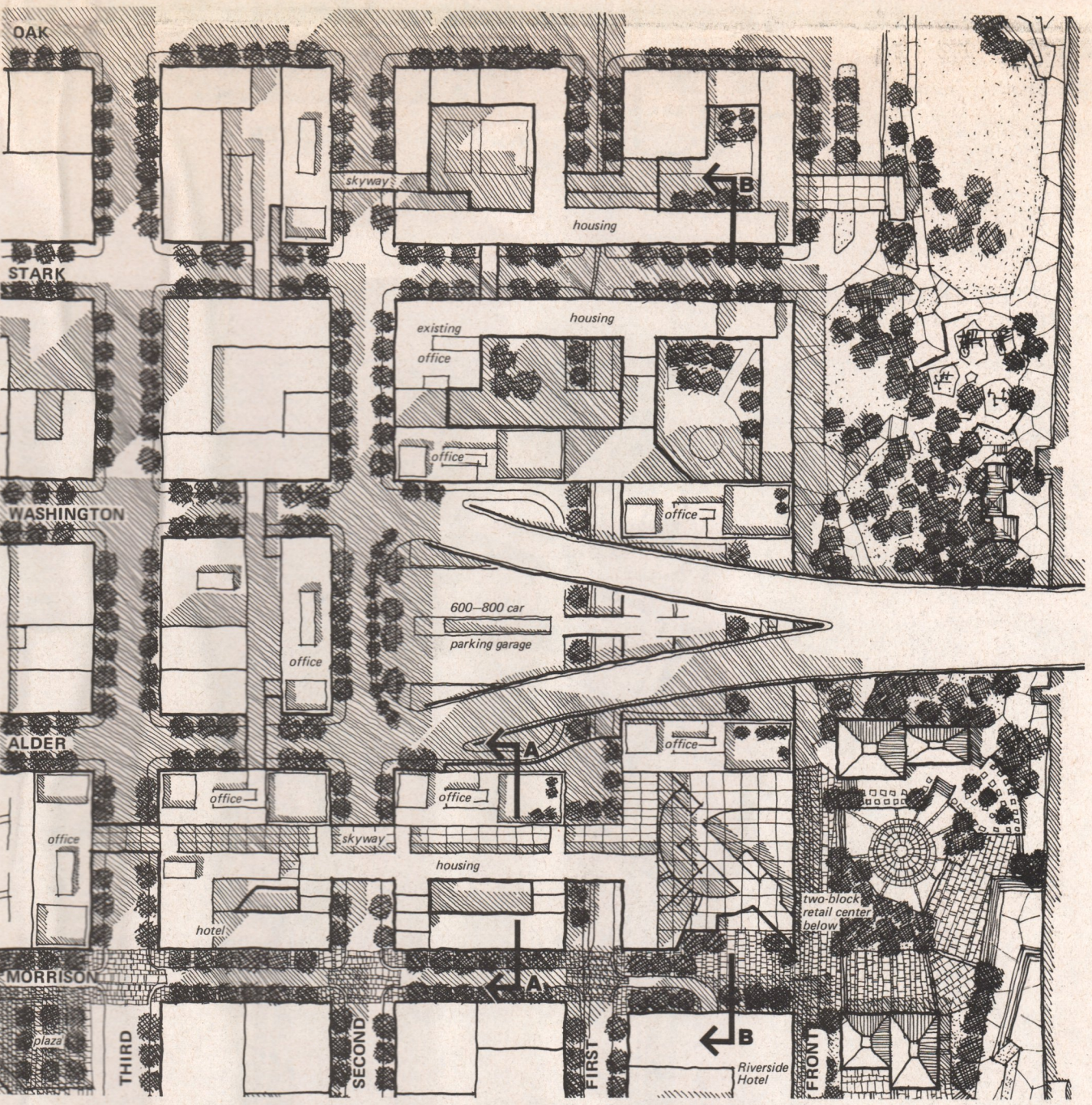
SECTION A-A THROUGH MORRISON CENTER



SECTION B-B THROUGH PROPOSED DEVELOPMENT OF PUBLIC BLOCKS AT BRIDGEHEAD



PLAN: PARK DEVELOPMENT OF PUBLIC BLOCKS AT BRIDGEHEAD



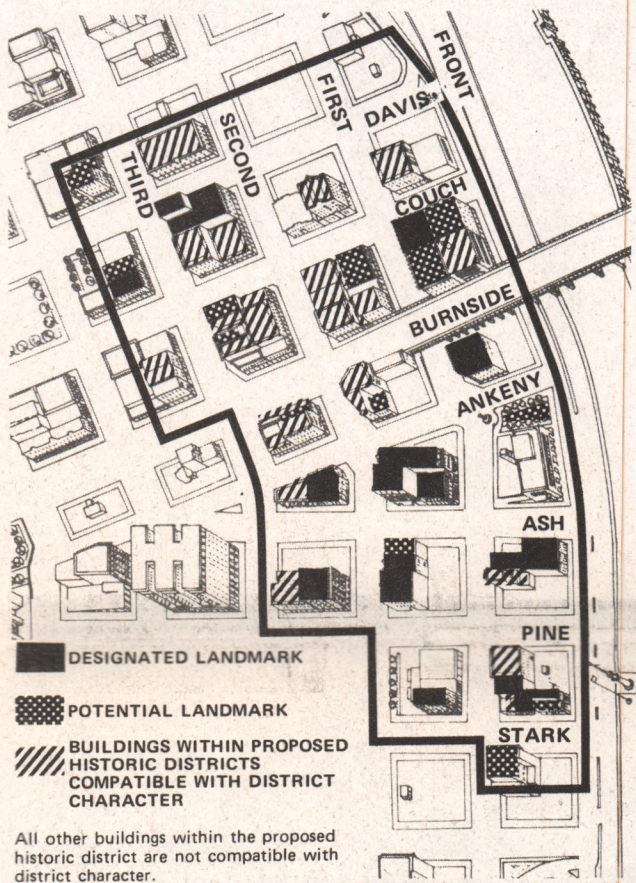
PLAN: PRIVATE DEVELOPMENT OF PUBLIC BLOCKS AT BRIDGEHEAD

skidmore/old town district

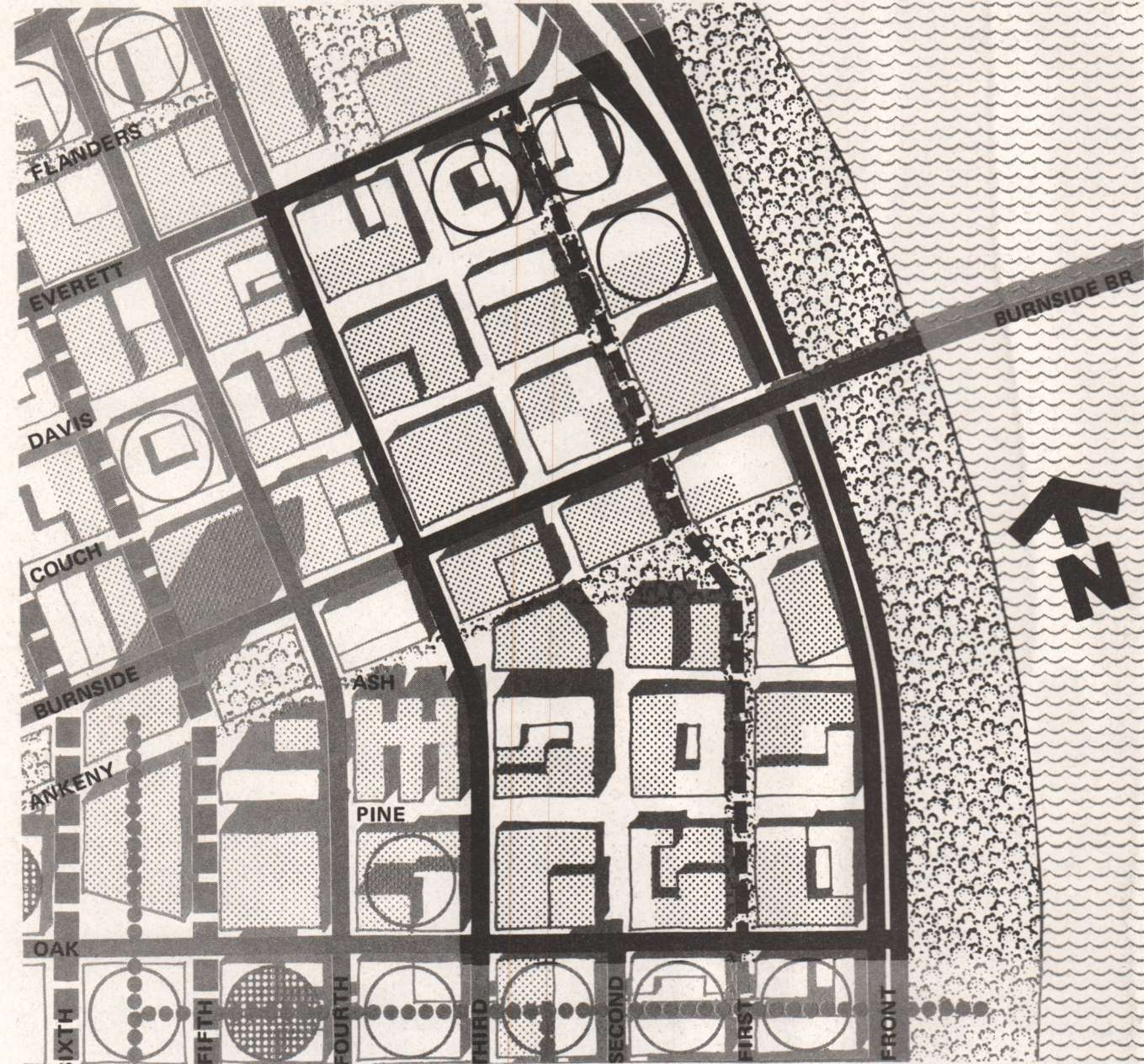
plan concept

Once the center of commerce and entertainment, the Skidmore/Old Town Historic District contains Portland's largest remaining collection of mid-to late-nineteenth century business buildings. Portland still has one of the largest inventories of cast-iron buildings in the nation, many of them in this district. The New Market Block, constructed adjacent to the Skidmore Fountain in 1872, is Portland's only building considered to be "of exceptional importance" by the U.S. Park Service's Survey of National Historic Sites. The entire district has been tentatively approved for National Register nomination.

Of the 16 designated landmarks within the proposed historic district, nine have been partially or completely restored, all by private investment. Street trees and street lights have been installed under a program sponsored jointly by the city and the Skidmore Fountain Village Association. The large number of businesses, many of them visitor-oriented, that have entered this area in the last 15 years is evidence that the economic potential of the area is well recognized. Although one-third of the area is open land, demolition has slowed and only two buildings of landmark quality have been lost since 1960.



PROPOSED SKIDMORE/OLD TOWN HISTORIC DISTRICT



Note: Building configurations and shadows are only illustrative and do not represent specific project proposals.

urban design framework plan

The plan concept for the Skidmore Fountain/Old Town District is to accelerate its restoration as an historic district. Development objectives for the district are to rehabilitate the historic buildings and infill compatible new development on existing vacant land. The development should be small-scale, mixed in use, and of the type that would derive benefits from the heritage and location of the area. Housing, office, specialty commercial, entertainment and cultural uses are appropriate.

Key to the district's restoration is a solution to the skid road problem. Situated centrally in the Burnside community, the district houses a majority of the area's 1,750 single people, many of whom are chronic alcoholics. While rehabilitation of the district might include improvements in transient housing and services, there should be a reduction of the number of bars, wine stores, missions and flop houses to break the cycle which the present environment tends to reinforce.

Rehabilitation of permanent housing for more stable residents of the area should begin simultaneously.



NEW MARKET THEATER

transportation

The transportation policy is designed to make this district a pedestrian-oriented zone. While the district is bordered by major arterials (Front, Third, Oak and Everett), the remaining streets will be non-auto-oriented.

The exception is Burnside Street, where four lanes of through traffic are a barrier to pedestrian circulation. An at-grade pedestrian crossing at Second and a passage under the elevated bridge structure at First will seek to minimize this barrier effect.

Existing surface parking lots will be replaced by infill development. To accommodate additional restaurant and retail functions, this loss of parking will be compensated for by a commensurate increase in parking to the south between Stark and Oak. More on-street parking can be provided on Pine and Ash south of Burnside, as well as under the Burnside Bridge if adjacent warehouses are eliminated.

A trolley line, under consideration for First Avenue, would cross this area to connect Union Station and the Portland Center.

street improvements and design guidelines

First and Second Avenues will function as a pair of transit/pedestrian streets. Curb parking will be maintained on First, except between Oak and Davis Streets, where cobblestone surfacing and landscaping are recommended. A vintage streetcar line, coordinated with a Downtown trolley system, should be installed along First Avenue serving the Yamhill Historic District and the Skidmore/Old Town Historic District.

Ankeny Street will be closed to traffic and will become an exclusive pedestrian street. Cobblestone surfacing and landscaping is recommended between Third Avenue and Front.

Burnside will be developed as a boulevard as planned under the TOPICS program. A clearly marked crosswalk with special paving should be developed at the Second Avenue intersection. A protected island in Burnside to provide a pedestrian safety zone at Second should be in the landscaping plan.

Couch and Davis Streets will be local access streets which will also carry considerable

STREET CLASSIFICATION

	Front	First	Second	Third	Oak	Ash	Ankeny	Burnside	Stark	Davis	Everett
Traffic Access Street	●	●	●	●	●	●	●	●	●	●	●
Local Service Street											
Transit/Pedestrian Street		●									
Pedestrian Street											
No Garage Access	●	●	●	●	●	●	●	●	●	●	●
No Curbside Parking	●	●	●	●	●	●	●	●	●	●	●

*Garage access may be allowed subject to special conditions described in the Parking and Circulation Policy.

PARKING

	Spaces
Existing Parking Inventory	1,750
Surface Parking to be Removed	1,130
Curb Parking to be Removed	110
Parking to be Added	1,000-1,200

pedestrian traffic. Continuous tree planting should be provided to improve the street environment. A pedestrian-activated traffic signal at Couch and Front should be considered to permit easy access of pedestrians to the Waterfront Esplanade

Pine and Ash Streets could accommodate more short-term parking by reducing the number of travel lanes and providing for pockets of angle parking. Both should be landscaped with continuous tree planting.

Front Avenue will function as a major arterial. A design which integrates it as a landscaped drive into the Waterfront Esplanade will reduce its barrier effect. Sidewalks along Front between Burnside and Oak should be landscaped and extended to 20-30 feet on the west side. Special paving at the intersection with Ankeny should be provided to link the Skidmore Fountain Park to the Esplanade. A pedestrian-activated traffic signal at Ankeny and Front should be installed to permit easy access of pedestrians to the Esplanade.

SKIDMORE/OLD TOWN HISTORIC DISTRICT INVENTORY

	No. of Bldgs.	Acres	% of Total
Designated landmarks	16	3.23	19%
Potential landmark buildings & sites	15	1.54	9%
Other buildings compatible with district character	28	4.09	25%
Buildings not compatible with district character	16	2.10	13%
Open developable land	—	5.59	34%
	75	16.55	100%

EXISTING AND FUTURE DISTRICT DEVELOPMENT

Development	Square Feet
Existing Use	
Retail	438,000
Office	356,000
Manufacturing/Storage	288,000
Residential	197,000
Parking (Off-Street)	265,000
Vacancy	158,000
Open Space	19,000
Total Existing ¹	1,721,000
Total Committed ²	—
Probable New ³	976,000
Existing Removed by New ⁴	(355,000)
Total Probable	2,342,000
Holding Capacity ⁵	2,710,000

¹Source: City of Portland, Bureau of Planning, October, 1974.

²Includes: None assumed.

³Assumes: 100 percent of surface parking lots developed to 80 percent allowable FAR, plus 100 percent of the designated "obsolete" structures (as identified by the Bureau of Planning) removed and redeveloped to 80 percent allowable FAR. While undeveloped property will tend to develop to the maximum allowable density, some lower-density development will not be achieved.

⁴Existing "obsolete" development removed by potential new development.

⁵Holding capacity equals maximum allowable development of all vacant and "obsolete" properties added to existing "solid" development.

with a range of incomes and preferences. Some units would have direct street access from adjacent plazas, while others would have views of the waterfront, the West Hills, and the Downtown skyline. Existing structurally sound buildings should be incorporated into the project, as well as selected existing features such as old brick walls and trees.

The development would be connected to the PGE complex on the north and Evans Products-Crown Plaza (between Columbia and Jefferson Streets and First and Front Avenues) on the south by a proposed skyway system.

The alternative to a predominantly residential development in this area is to permit approximately 800,000 square feet of mixed-use development in which office use would predominate. According to the proposed development regulations, buildings in the area may be up to 200 feet high. They should extend to the property line at the perimeter of the super block, and be set back (approximately 25 feet) above the 75-foot level. This would avoid the canyon effect created when tall towers face across a normal street, and would provide for roof terraces.

Hawthorne Bridgehead

Elimination of the Hawthorne Bridge ramps will free an additional two blocks which also could be developed as a super block complex. This

complex could be connected to the Lownsdale and South Auditorium developments by a skyway system.

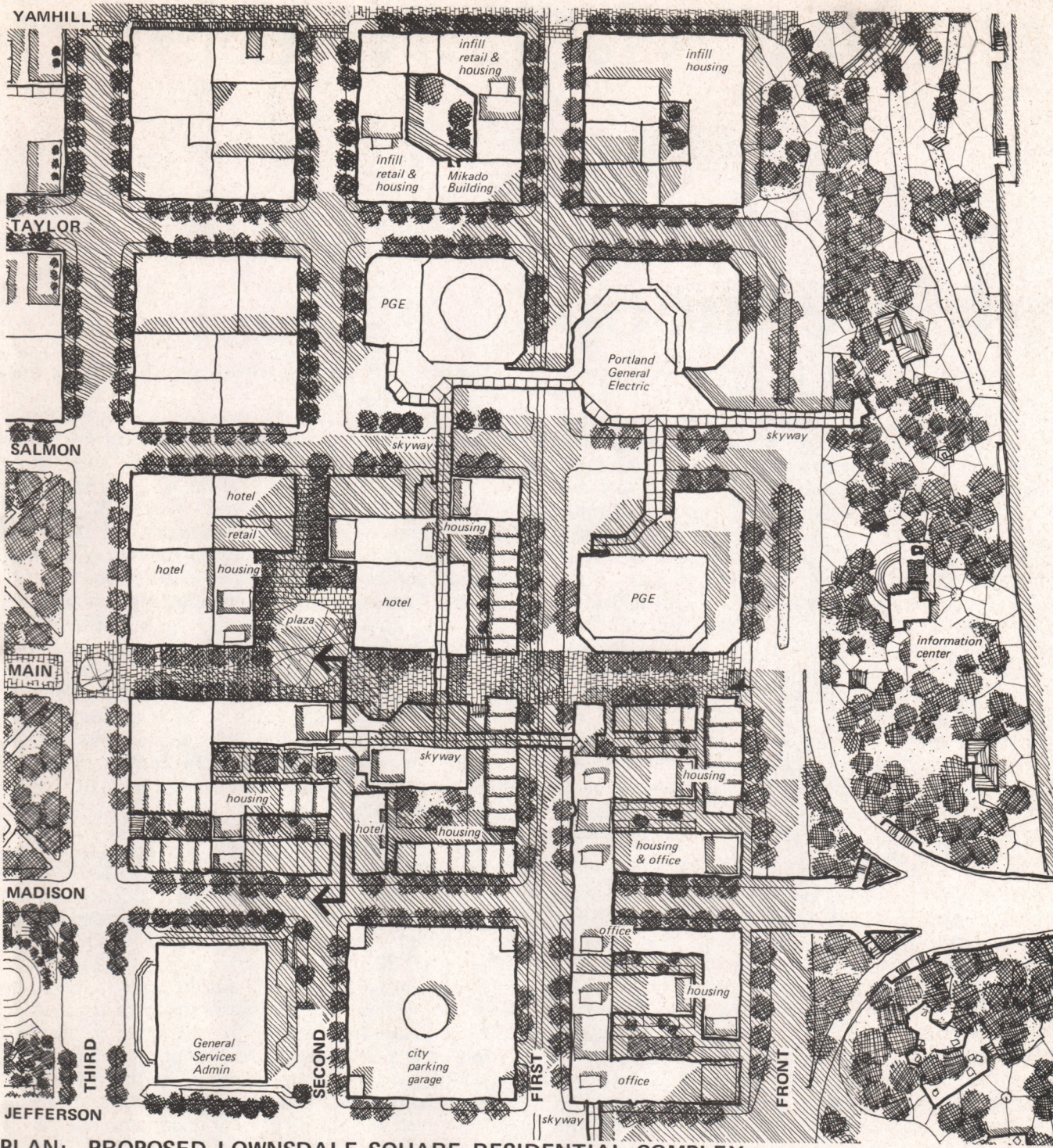
The super block should contain a mixture of uses, including approximately 250,000 square feet of office space, 50,000 square feet of retail space, and 140,000 square feet (150 units) of middle-income housing. The retail space should be developed with interior arcades and skylit courtyards. The residential units should be designed with interior courts, patio gardens and rooftop terraces, to offer private and semi-private open space amenities often lacking in Downtown housing.

Waterfront Esplanade

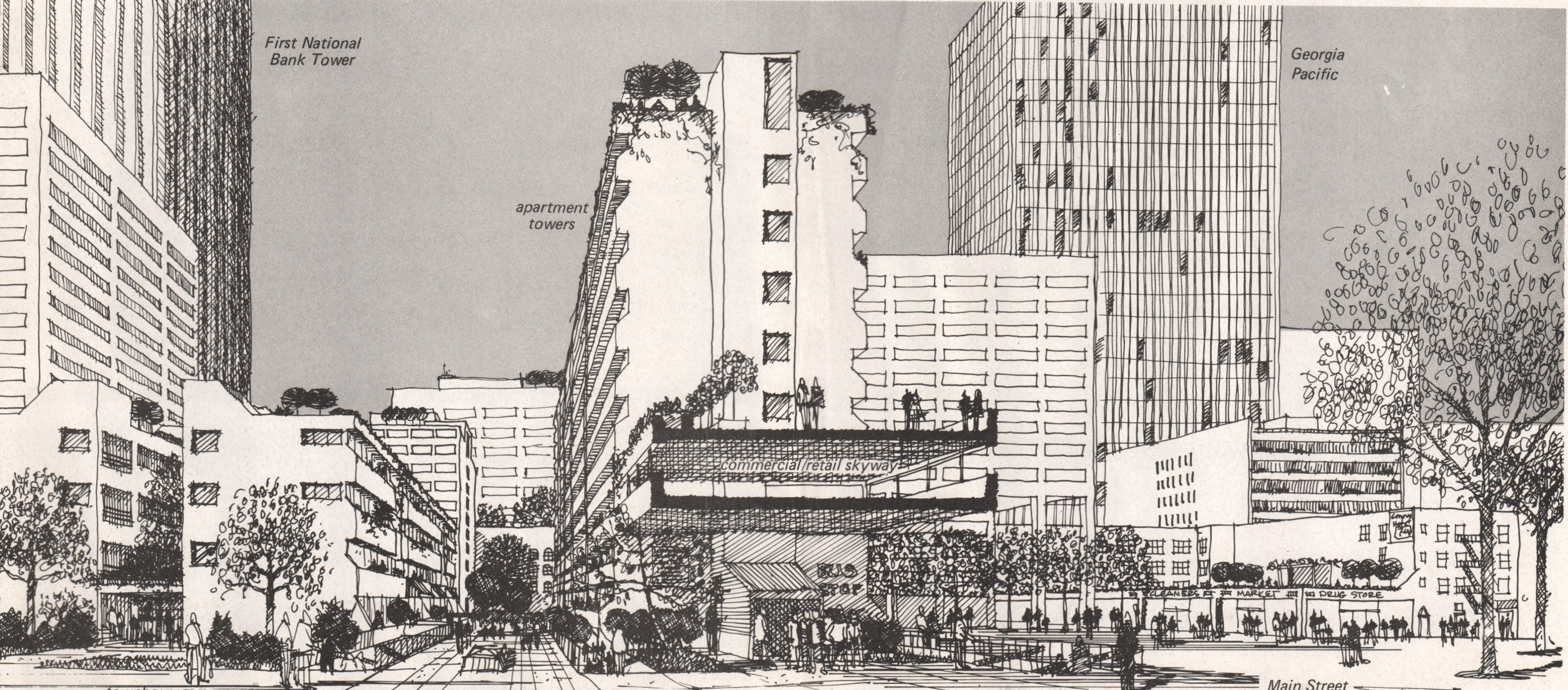
There are plans for a visitor's information center, to be housed in an historic landmark building, in the four-block section of the Waterfront Esplanade adjacent to the Lownsdale District. Future plans may include remodelling for other uses.

This part of the park could be connected to development west of Front by the skyway from the PGE complex in the vicinity of Salmon Street. Main Street, planned as an exclusive pedestrianway, will have an at-grade crossing at Front Avenue.

There will be intensive planting to screen the Hawthorne Bridge.



LOWNSDALE SQUARE RESIDENTIAL HOTELS



lownsdale square/ hawthorne bridgehead district

plan concept

Around Lownsdale and Chapman Squares are still the vestiges of a Downtown residential community. Four older hotels (200 units) house a retirement community which, though low-income, is very different from the skid road community near Burnside.

The district boundaries are defined by four large new office buildings: the Evans, General Service Administration, Georgia-Pacific and Portland General Electric Buildings. If market forces continue, office buildings will predominate in the district in the future. The issue is whether the Downtown goals for housing in this district can be realized given the pressures for office development.

Both the housing and office alternatives have been examined.

The plan concept is to increase the supply of housing for middle-income families by combining new construction with rehabilitation in a super block residential development. Despite the advantages of this area for low-income retirement housing, a gradual phasing out may be inevitable because the high site value of the existing buildings makes feasible rehabilitation for housing difficult. However, it is desirable to rehabilitate as much of the existing housing as possible, in conjunction with new market-priced housing. For if a substantial amount of new market-priced housing is to be built near the waterfront, the largest share must be here. The ability to close

streets to create a four-block super block, the park blocks, the Waterfront Esplanade, and the prestige office buildings nearby are the elements that provide the opportunity for a successful residential development. Occupants would include office workers, childless families and retirees who value the convenient location to all Downtown activities and services.

An alternative plan is one which provides for more office development. A compatible mix of office and housing uses is possible as evidenced by the Portland Center development. If a predominately residential complex cannot be achieved, then as much housing should be included as possible. To avoid premature demolition of existing residential hotels, the proposed development regulations allow commercial development as long as floor area equivalent to 30 percent of the total new space is permanently committed to residential use. Thus a new office tower could be built without adding any new housing if its owners guaranteed continued operation of one or more of the hotels until the required amount of new housing is built. In either case, supportive retail activities would be included.

Two locations are available for super block development: 1) two blocks between Jefferson and Main on the site presently occupied by bridge ramps, and 2) four blocks bounded by Madison, Salmon, First, and Third.

transportation

A major goal of the transportation policy for this area is to create a traffic-free zone within the four-block Lownsdale Square super block complex. Second Avenue between Market and Salmon will be non-automobile-oriented and all of Main Street will become a pedestrianway.

Two lanes on the Hawthorne Bridge will be designated for exclusive transit use. The entire bridge may be allocated for pedestrian and transit use in the future. Since there will be less auto traffic on the bridge, two of its ramps will be eliminated and two modified to serve Front Avenue. The north lane of Madison Street will serve transit exclusively.

These changes in vehicular and pedestrian circulation will mean that 300 of the 850 parking spaces available today will be lost, whereas the *Downtown Parking and Circulation Policy* calls for an addition of 200 to 400 spaces to serve projected commercial developments. Should the housing option be pursued, additional parking will be allowed.

street improvements and design guidelines

Madison Street will become a major transit street with one exclusive lane of transit westbound and two lanes eastbound carrying mixed traffic. Public improvements should include the provision of street trees along this street and other landscaping features similar to those on the Fifth and Sixth Avenue Transit Mall.

Main Street will become an exclusive pedestrianway. The design of the street should be integrated into the Lownsdale Square super block development.

Salmon Street and Front, First and Third Avenues will serve as arterials. Front should be integrated

STREET CLASSIFICATION

Street	Fourth	Third	Second	First	Jefferson	Madison	Main	Salmon	Taylor
Traffic Access Street									
Local Service Street									
Transit/Pedestrian Street									
Pedestrian Street									
No Garage Access									
No Curbside Parking									

PARKING

	Spaces
Existing Parking Inventory	850
Surface Parking to be Removed	300
Curb Parking to be Removed	50
Estimated Parking to be Added	550-750

in the Waterfront Esplanade; landscaping of the remaining arterials should be supportive of surrounding developments. Access to underground parking for residential uses will be from Salmon Street.

Second Avenue will be a non-auto-oriented street between Salmon and Madison Streets. The design of the street should be integrated with the open space system of the super block.

Skyway: A skyway is proposed which would link PGE with Portland Center through the Lownsdale Square and Hawthorne Bridgehead developments.

land use

Of the 30 percent of this district considered to be "opportunity parcels", 50 percent is in surface parking.

Thirty percent of the district is in residential hotels, 20 percent in parking, 30 percent in open space, and 20 percent in office, retail or vacant uses.

If the housing option is chosen, up to 80 percent of the major new development could be in housing, with 20 percent in retail and other uses. With the office alternative, major new development would include 50 percent in office, 30 percent in residential and 20 percent in other uses.

EXISTING AND FUTURE DISTRICT DEVELOPMENT

Development	Square Feet
Existing Use	
Retail	42,000
Office	22,000
Manufacturing/Storage	24,000
Residential	139,000
Parking (Off-Street)	43,000
Vacancy	51,000
Service	3,000
Open Space	148,000
Total Existing ¹	472,000
Total Committed ²	394,000
Probable New ³	832,000
Existing Removed by New ⁴	(118,000)
Total Potential	1,580,150
Holding Capacity ⁵	1,834,000

¹The criteria used by the Bureau of Planning for determining "opportunity parcels" were: 1) surface parking lots, 2) buildings of low quality, 3) buildings of fair quality of less than three stories. (Quality judgments were based on data from the County Assessor and Portland Development Commission.) While the rehabilitation of such buildings is encouraged, the property which they occupy might be used to assemble sites for desired redevelopment projects. Hotels and buildings of historic or architectural merit were not considered as "opportunity parcels", even if they were functionally obsolete or structurally deficient.

development proposals and design guidelines

Lownsdale Super Block Development

Vacating two blocks of Main Street and two blocks of Second Avenue would create a four-block super block. This would make residential development attractive by providing a traffic-free area, and the potential for interior courtyards. However, assembling the super block will be difficult because the land is now held in about 25 separate ownerships.

In the short term, the goal in this area is to bring the remaining residential hotels up to code. Major rehabilitation would be desirable if it proves economically feasible, though high land values

make this difficult. However, if the opportunity does arise, the decision of whether to use subsidy funds should be based on whether the land is needed for new large-scale residential development. It should also take into account whether hotel rehabilitation in other parts of the Downtown has been successful.

Although the proposed development regulations require that 30 percent of new space be in residential use (about 400 units), a desirable long-term goal for the area is to add a residential community of 1,500 or more to the Downtown population (750 units). Several different types of apartments can be provided to attract persons

development proposals and design guidelines

Skidmore Fountain Plaza

The Skidmore Historic District needs more activity and a readily identifiable focal point. The vacant parcel adjoining the New Market Theatre should be acquired and made part of a Skidmore Fountain Plaza that could be used for concerts, fairs and markets. Cobblestone pedestrianways would extend from the plaza under the Burnside Bridge on First Avenue, and across Front Avenue on Ankeny Street. These would tie together both portions of the district and would provide convenient access to the Waterfront Esplanade. A vintage streetcar line would be a visitor attraction of great value to retailers, and would connect Skidmore Fountain/Old Town with the Yamhill District and McCormick Dock.

While an historically authentic reconstruction of the fountain area would involve constructing new buildings of nineteenth-century design, it is unlikely that sufficient developer interest could be generated. However, the cast-iron fronts that have been salvaged and stockpiled by the Portland Friends of Cast Iron Architecture should be used for building facades around the Fountain Plaza.

The Central Fire Station is incompatible with the historic district but is a sound building that will remain. It should be screened with trees and a wall that harmonizes with the district and also frames the space around the fountain.

New Market Theatre Restoration

The most significant historic building in the district, New Market Theatre, together with the New Market Annex and the Poppleton Building, should be rehabilitated for live performances and ground floor commercial uses to bring intense day and night activities to the area. Its rehabilitation would complement the Skidmore Fountain Square.

Infill Housing

Elimination of surface parking south of Couch Street will leave about three acres of scattered sites for new buildings, and demolition of non-compatible buildings in poor condition could add another acre or more. Housing supported by ground floor retail is recommended for infill development.

A prototypical infill building would include a covered exterior arcade, an interior courtyard, two lower floors of retail or office space and two upper floors of residential use. A half block could contain 14 townhouses, each with 2,400 square feet of living space and an additional third level roof terrace. Access would be off a balcony corridor one and a half stories above ground level. Rear balconies would overlook the courtyard.

Approximately 130,000 square feet of commercial retailing or office space could be provided in the remaining portions of the building. Access to these facilities would be from a 15-foot-wide covered arcade. Stairs at either end of the arcade would provide access either half a level up to a balcony or half a level down for direct entry to the shops.

Museum and Information Center

A museum about the history of this area should be housed in one of the historical buildings. Such a museum could also function as a visitor's information center and could be operated by the Portland Friends of Cast Iron Architecture or by neighborhood groups.

Commercial Development under the Burnside Bridge

Conversion of some of the space under the Burnside Bridge to shops would create an interesting and well-lighted link between the Skidmore Fountain area and Old Town. The low cost of this commercial space will attract businesses that otherwise could not afford the rents in the area.

Design Review and Urban Conservation Fund

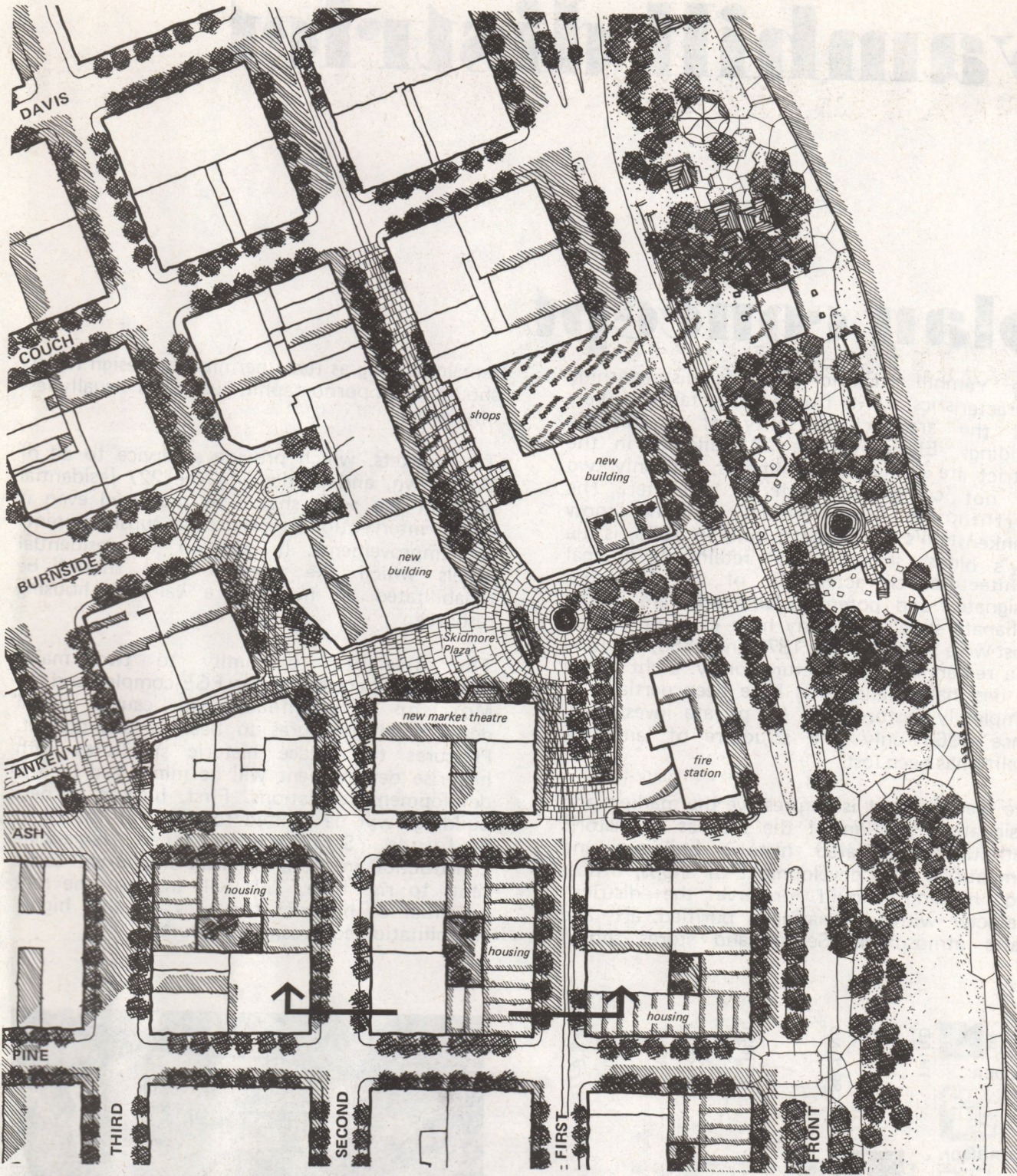
In the historic districts, detailed design criteria for review of both alterations and new construction will be outlined by ordinance. The intent of design review is to preserve viable historical construction and to encourage harmonious new development. Original exterior materials and details of landmark structures are to be preserved. Contemporary design, even if it does not have the stylistic detail of existing historic structures, will not be prohibited so long as it is architecturally compatible with them. (For details on the proposed review process see *Downtown Portland Proposed Development Regulations*, November 19, 1974, Livingston and Blayney, and *Guidelines for Design Review*, September 9, 1974, Allen-McMath-Hawkins, Architects.)

However, the historic rehabilitation program cannot rely entirely on regulation. Some projects will be too risky for most lenders, and others will require subsidized loans or grants. To provide a financing method, an Urban Conservation Fund is proposed. This would be a public/private corporation empowered to use tax increments, to lend and borrow money, to buy and sell real and personal property, and otherwise engage in development activities in order to assist rehabilitation efforts. For details, see "Development Regulations and Incentive Programs for Historic Buildings, Sites and Districts," Allen-McMath-Hawkins, Architects, September 3, 1974.

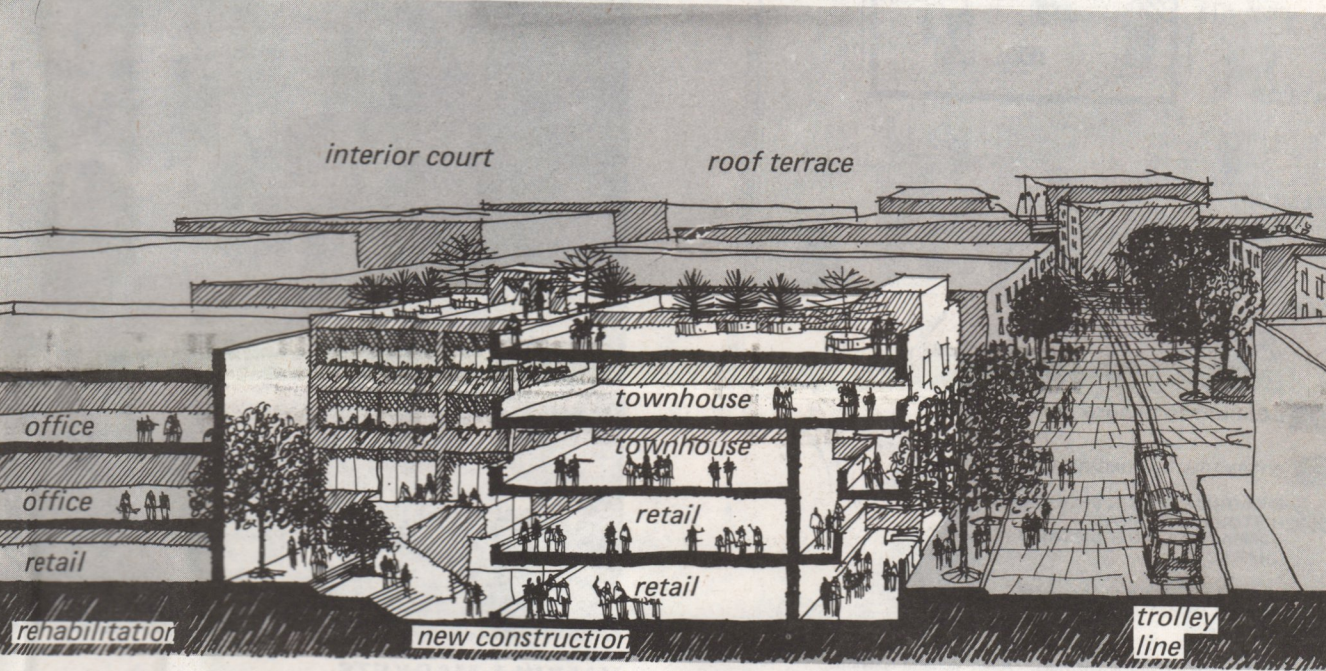
Waterfront Esplanade

Seven blocks of the Waterfront Esplanade will be adjacent to the Skidmore/Old Town District. A major plaza for concentrated activity is planned at the terminus of Ankeny Street. Long-range plans call for terraced restaurants and shops in this area. In this part of the park, there will also be an area set aside for teenagers, as well as rest rooms and storage space beneath the Burnside Bridge. The bridge structure will be screened by heavy landscaping.

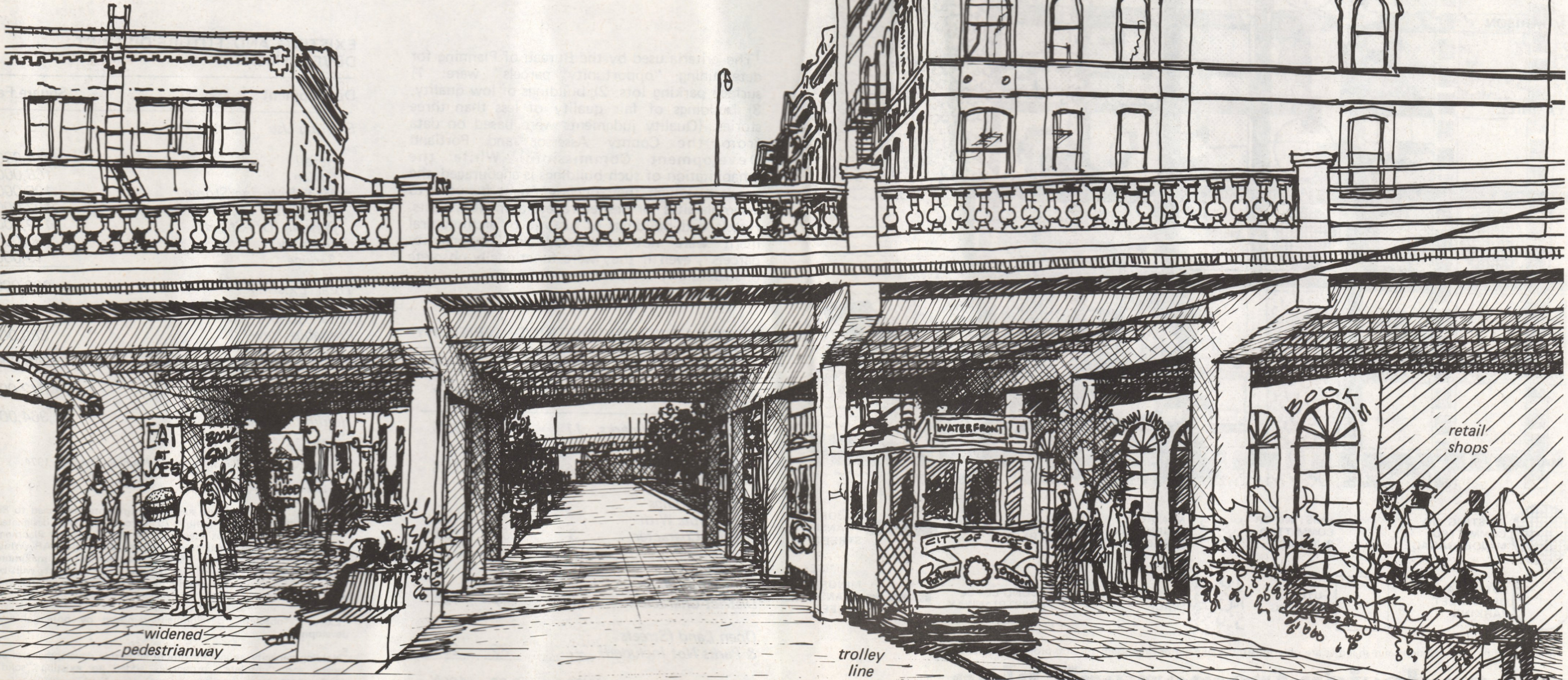
Ankeny Street, which will be an exclusive pedestrianway, will be a major pedestrian access to the waterfront. A second controlled access in this area will be on Couch Street, planned as a local service street.



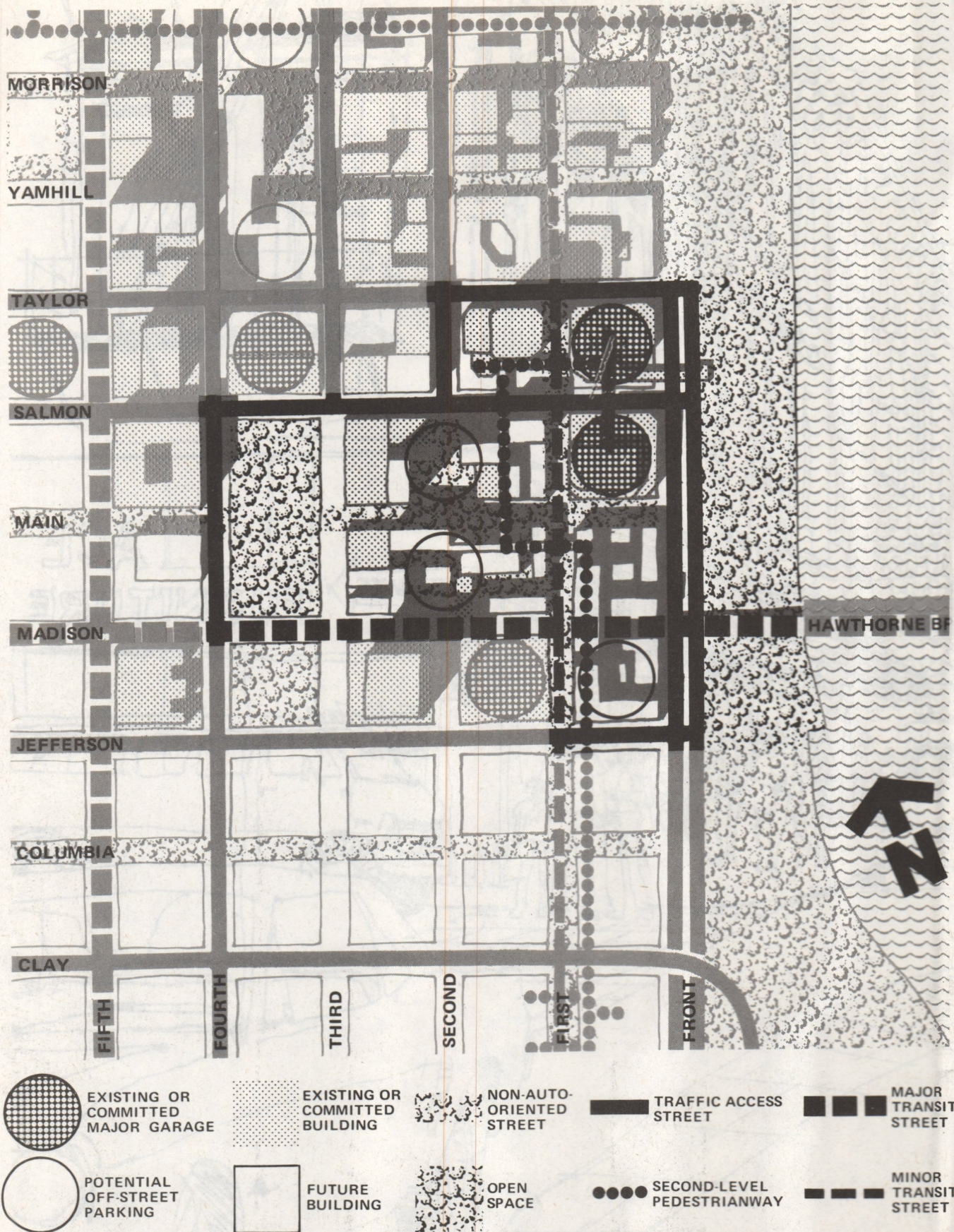
PLAN: SKIDMORE PLAZA



SECTION THROUGH PROPOSED INFILL DEVELOPMENT



PROPOSED FIRST AVENUE IMPROVEMENTS UNDER BURNSIDE BRIDGE LOOKING NORTH



Note: Building configurations and shadows are only illustrative and do not represent specific project proposals.

yamhill district

plan concept

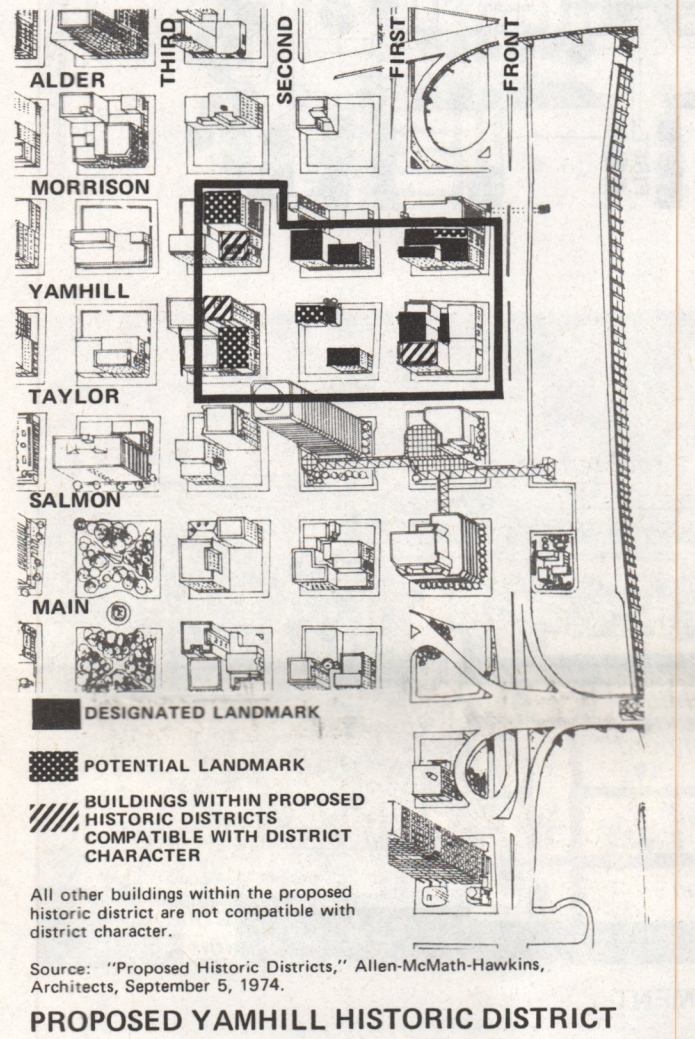
The Yamhill Historic District's distinguishing characteristics are its fruit and vegetable markets and the architectural unity of its historic buildings. Eleven of the 22 buildings in the district are designated landmarks, and only two are not compatible with its character. The Northrop & Blossom-Fitch Building (now Frankenstein's Restaurant), built in 1858, is the city's oldest structure that retains its original architectural character. All of the 16 other designated and potential landmarks are in the Italianate style, and many have cast-iron fronts. Most were built between 1875 and 1885, resulting in a remarkable architectural unity. Eight of the 11 designated landmarks have been partially or completely restored, all by private investment. Since 1960 only one structure of landmark quality has been lost.

The plan concept is to preserve the markets and designate a portion of the area as an historic district. Rehabilitated historic buildings and compatible infill development of shops, offices and housing should preserve the district's character without creating a purified, arts and crafts atmosphere. Secondhand stores should

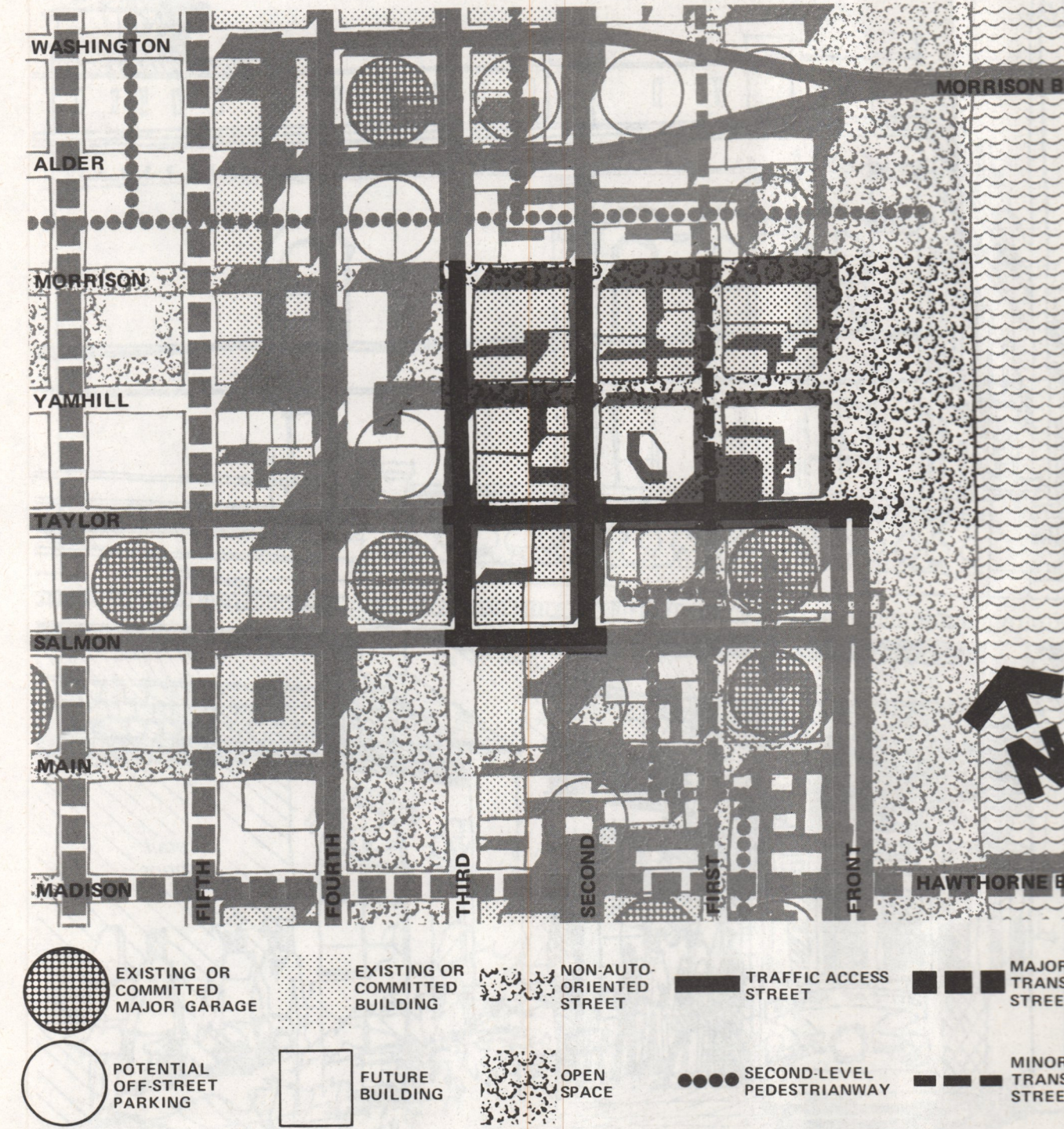
remain as long as rents permit, but design review should make pornographic businesses visually less obtrusive.

The markets, which provide a service to all of Downtown, and particularly the 227 residential units in the area, should be preserved even if public intervention is needed to subsidize rents and improvements. In addition, the residential hotels which the markets serve should be rehabilitated to maintain a valuable housing resource.

The district's proximity to two major development areas (the new PGE complex and the Morrison Bridgehead) will cause special development pressures to bear in this district. Pressures to replace historic structures with high-rise development will be minimized by the development regulations. First, heights of new buildings will be limited to those of the older buildings. Simultaneously, new large-scale construction in the bridgehead district will cause rents to rise here. This will increase the rent potential of historic structures, so that higher rehabilitation costs can be supported.



YAMHILL MARKETS



transportation

The transportation objective for this area is to create a pedestrian-oriented environment, particularly in the center of the district at Yamhill and First. Major arterial traffic will be restricted to the district's southern edge along Taylor and Salmon Streets. Some non-local traffic will be allowed initially on Second and Third Avenues, though this traffic would diminish if and when Second Avenue is reclassified as a non-automobile-oriented street.

Closure of Front Avenue from Taylor to Stark Streets will create a direct surface pedestrian connection from the district to the waterfront. Yamhill Street, in conjunction with the pedestrian mall on Morrison Street, could provide a major pedestrian-oriented connection from the

street improvements and design guidelines

Front Avenue will be discontinued as a trafficway between Taylor and Stark. However, its right-of-way will be maintained as a heavily landscaped pedestrian promenade between those streets. If, however, the closure of Front Avenue cannot be achieved, Front should be depressed or decked over.

First Avenue will be reduced to two lanes of mixed transit and service traffic from 10:00 a.m. to 4:00 p.m. From 4:00 p.m. to 10:00 a.m. limited private vehicular traffic will be permitted to serve destinations within the area. Service loading zones would be provided on each block face. Sidewalks would be widened and landscaped.

Yamhill Street will be improved for pedestrian traffic by limiting auto use at certain times and repaving. As private improvements, new construction or renovations occur along the north side of Yamhill Street, the city should encourage the provision of awnings from Front to Third Avenue on the north side of the street. Blocks which have open air markets or where sidewalk cafes might develop could be partially enclosed with glass, thus creating a covered exterior arcade.

Second and Third Avenues will function as a pair of one-way streets complementing Fourth Avenue

Downtown to the waterfront. Although Yamhill is not designated a non-auto-oriented street, a policy to limit automobiles on Yamhill at times when pedestrian use is heavy could be initiated without undue constraint to traffic.

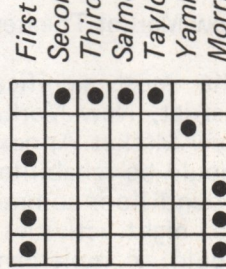
Existing long-term parking will gradually be replaced by facilities on the periphery of the district. Some of this parking will be located within the Morrison Bridgehead District, thereby reducing the number of spaces available in the Yamhill District.

A north/south transit shuttle service is proposed along First Avenue. A surface pedestrianway and east/west transit shuttle service is proposed to be developed on Morrison Street.

as a distribution of north/south traffic. These north/south arterials will distribute traffic to parking structures and to east/west trafficways within the Commercial Core Expansion District. Curb parking will be maintained except as sheltered turn lanes are required. Continuous tree planting should be provided on both the east and west sides of these streets.

STREET CLASSIFICATION

Traffic Access Street
Local Service Street
Transit Street
Pedestrian Street
No Garage Access
No Curbside Parking



PARKING

	spaces
Existing Parking Inventory	780
Surface Parking to be Removed	570
Curb Parking to be Removed	40
Estimated Parking to be Added	300-400

land use

Of the 46 percent of this district considered to be "opportunity parcels"¹, 30 percent is vacant or in surface parking.

Within the proposed historic district (slightly different than the planning district), 91 percent of the buildings are designated landmarks, potential landmarks, or buildings compatible with the area's character. Many of the buildings noted as opportunity parcels within the historic district will be replaced even though they are compatible with the district character.

No single use is dominant in the area. Third Avenue has seen a proliferation of adult book stores, some of which may soon be closed under

Oregon's new anti-pornography law. Other uses include grocery stores, markets and secondhand outlets which provide services to local residents. There are also some specialty shops, many located in buildings of historic or architectural merit.

A desirable mix for future development would include 50 percent in office, 25 percent in retail specialty shops, 15 percent in new infill housing and 10 percent in parking.

Assuming that no landmarks or potential landmarks will be demolished but, over time, most of the remaining area will be redeveloped, approximately 400,000 square feet could be added to this district.

EXISTING AND FUTURE DISTRICT DEVELOPMENT

Development	Square Feet
Existing Use	
Retail	314,000
Office	166,000
Manufacturing/Storage	106,000
Residential	107,000
Parking (Off-Street)	112,000
Vacancy	82,000
Service	12,000
Total Existing ¹	899,000
Total Committed ²	—0—
Probable New ³	389,000
Existing Removed by New ⁴	(246,000)
Total Probable	1,042,000
Holding Capacity ⁵	1,364,000

¹Source: City of Portland, Bureau of Planning, October, 1974.

²Includes: None assumed.

³Assumes: 100 percent of surface parking lots developed to 80 percent allowable FAR, plus 75 percent of the designated "obsolete" structures (as identified by the Bureau of Planning) removed and redeveloped to 80 percent allowable FAR. While undeveloped property will tend to develop to the maximum allowable density, some "lower-density" development will be retained. Therefore, the "maximum" development potential will not be achieved.

⁴Existing "obsolete" development removed by potential new development.

⁵Holding capacity equals maximum allowable development of all vacant and "obsolete" properties added to existing "solid" development.

development proposals and design guidelines

Preserving the Markets

Preservation of the fruit and vegetable markets is essential to the character of the Yamhill District. The future of these markets will depend in part on the number of apartments built Downtown, and on whether the markets can continue to offer superior quality and variety of merchandise. However, if high rents threaten to close these markets, assistance could be offered through the Urban Conservation Fund. The fund could subsidize rents, or provide leasable area at below-market rates. (For a full description of the Urban Conservation Fund, see description in the Skidmore/Old Town District.)

Improvements are planned for the district around the markets. Yamhill Street can become the most inviting ground level pedestrian route from the core to the waterfront, particularly if Front Avenue is closed to through traffic or depressed between Taylor and Stark. Awnings in character with the buildings should be provided for rain protection. Because Yamhill Street should continue to have many tenants who cannot pay high rents, tax increment funds might appropriately be used for sidewalk improvements and tree planting. Early development of the Waterfront Esplanade opposite Yamhill will generate additional pedestrian traffic.

New Buildings

A little more than an acre is available for infill buildings: a half block facing Front between Taylor and Yamhill, and portions of the adjacent block between First and Second. In addition to offices, residential development would be desirable, particularly overlooking the Waterfront Esplanade. The large number of well-paid workers nearby will create a strong potential for restaurants as a ground floor use.

Rehabilitation

Eight of the 11 designated landmarks have been partially or completely restored, all by private investment. The three-block Portland General Electric office complex now under construction immediately to the south of the district has stimulated one major restoration and will help owners obtain office rents that will support quality rehabilitation. If additional financial impetus for rehabilitation is needed, the Urban Conservation Fund could be a possible source of funds (see "Skidmore Fountain/Old Town" for details).

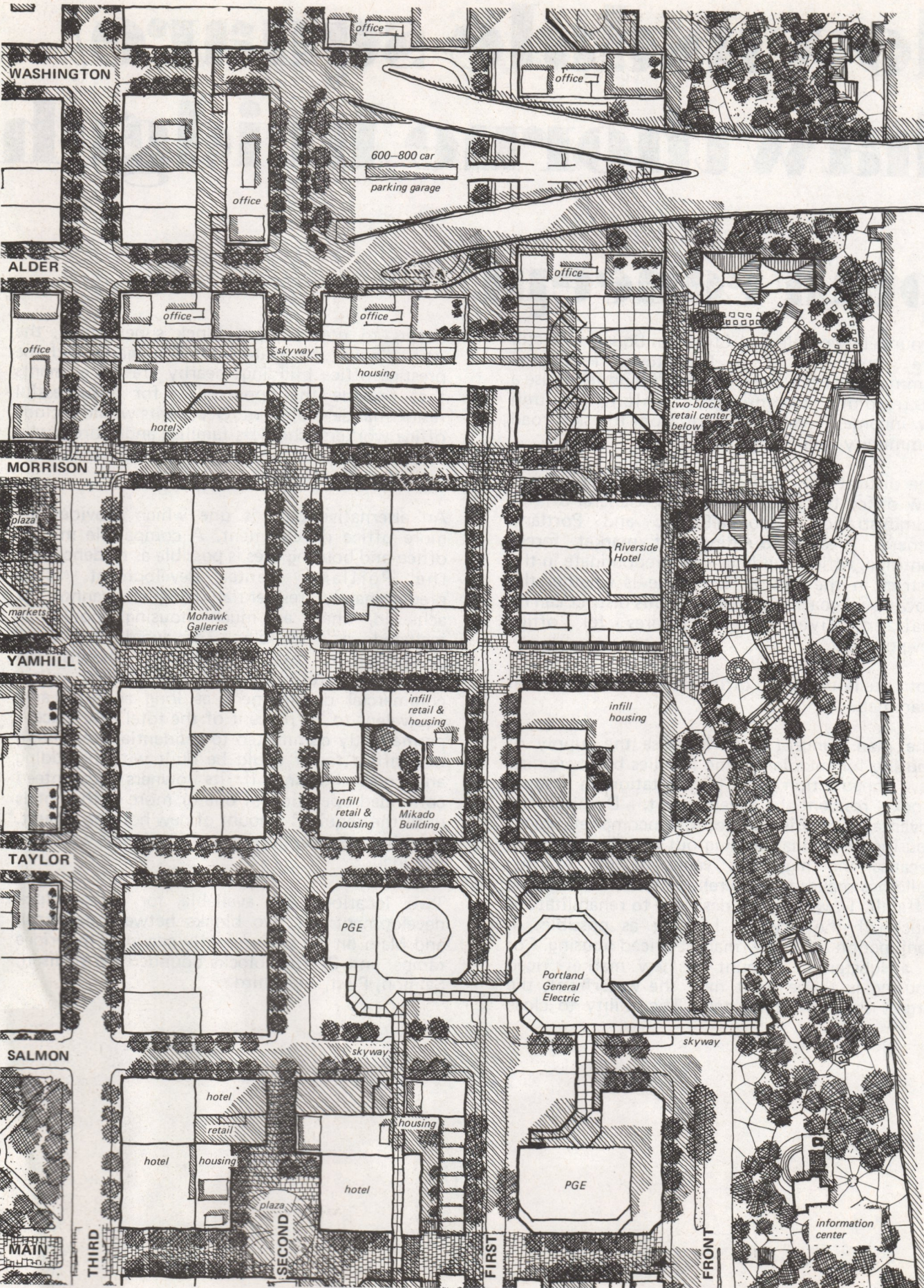
Design Review

In the historic districts, detailed design criteria for review of both alterations and new construction will be outlined by ordinance. Design advisory teams will assist the Portland Historical Landmarks Commission in its consideration of proposals. For details see *Downtown Portland Proposed Development Regulations*, November 19, 1974, Livingston and Blayney, and *Guidelines for Design Review*, September 9, 1974, Allan-McMath-Hawkins, Architects.

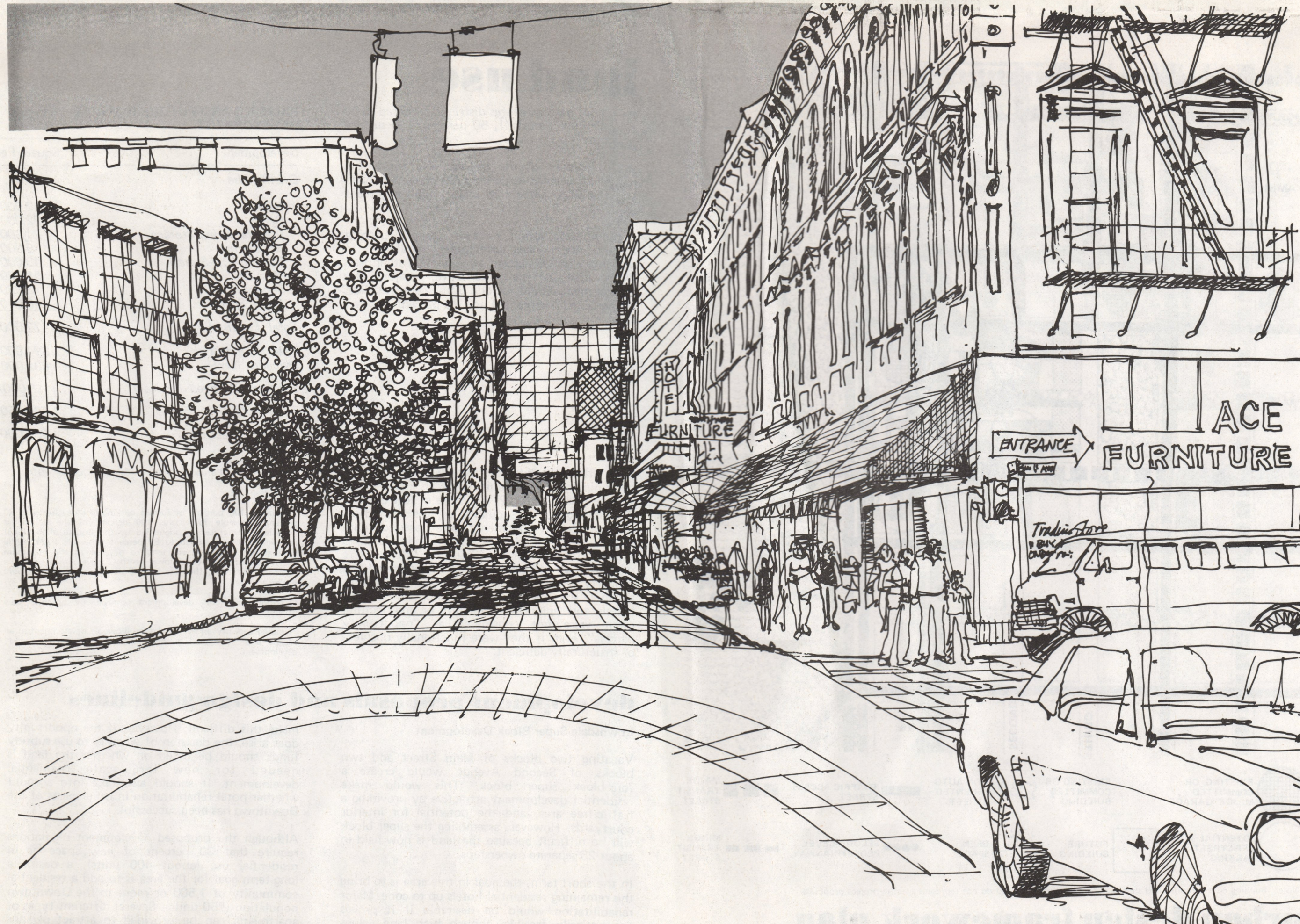
Waterfront Esplanade

One of the major features of the Waterfront Esplanade is planned in the two blocks adjacent to the Yamhill District: an outdoor amphitheater. This will be a major seating area, to be used for Rose Festival and other activities.

Access to the park will be provided by an at-grade crossing at Yamhill (planned as a local service street.) Long-range plans call for possible demolition of a portion of the sea wall in this area, in conjunction with the provision of direct pedestrian access to the water.



PLAN: DEVELOPMENT POTENTIAL IN YAMHILL DISTRICT



PROPOSED STREET IMPROVEMENT ON YAMHILL LOOKING WEST