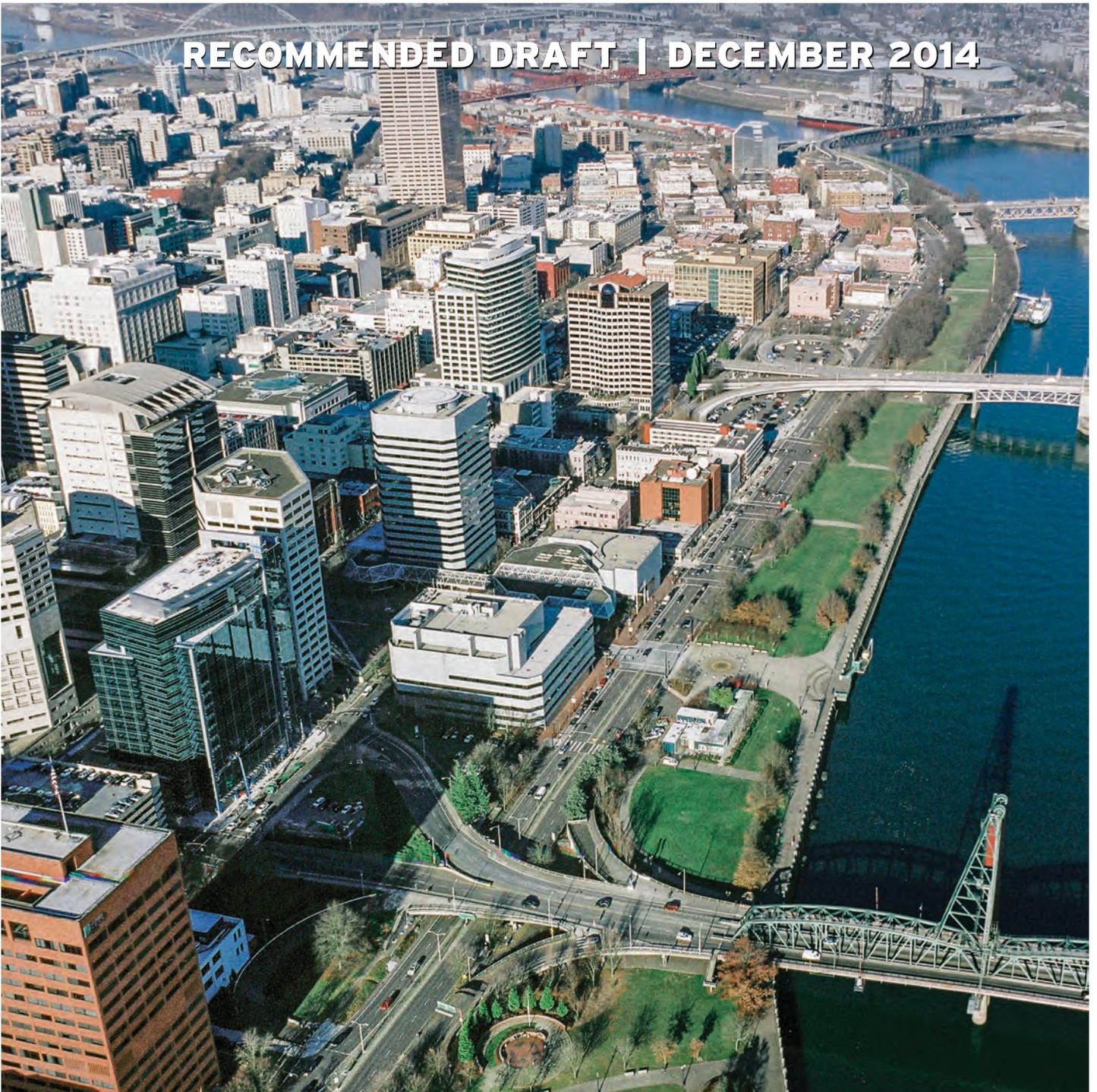


CENTRAL CITY 2035

WEST QUADRANT PLAN

RECOMMENDED DRAFT | DECEMBER 2014



Bureau of Planning and Sustainability

Innovation. Collaboration. Practical Solutions.

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



ACKNOWLEDGEMENTS

Portland City Council

Charlie Hales, Mayor, Commissioner-in-Charge
Nick Fish, Commissioner
Amanda Fritz, Commissioner
Steve Novick, Commissioner
Dan Saltzman, Commissioner

Portland Planning and Sustainability Commission

André Baugh, Chair	Gary Oxman
Katherine Schultz, Vice Chair	Michelle Rudd
Howard Shapiro, Vice Chair	Chris Smith
Karen Gray	Teresa St. Martin
Don Hanson	Margaret Tallmadge
Mike Houck	

West Quadrant Stakeholder Advisory Committee

Katherine Schultz, Co-Chair	Cori Jacobs
Karen Williams, Co-Chair	Michael Karnosh
Blake Beanblossom	Tamara Kennedy-Hill
Doreen Binder	Keith Liden
Catherine Ciarlo	Nolan Lienhart
Hermann Colas, Jr.	Jeff Martens
Ben Duncan	Marvin Mitchell
Brian Emerick	Anne Naito-Campbell
Jessica Engelmann	John Petersen
Jason Franklin	Dan Petrusich
Jeanne Galick	Steve Pinger
Jim Gardner	Valeria Ramirez
Patricia Gardner	Veronica Rinard (past)
Greg Goodman	John Russell
Patrick Gortmaker	Bob Sallinger
Jodi Guetzloe-Parker	Mary Valeant
Sean Hubert	Jane Yang

SAC Alternates: Tony Bernal, John Bradley, Lisa Frisch, Janet Graaff, Dave Harrelson, Rick Michaelson, Len Michon, Kevin Myles, Chet Orloff, Carrie Richter, Courtney Ries

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

Project Staff

Portland Bureau of Planning and Sustainability

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

West Quadrant Team

Karl Lisle, Project Manager
Marc Asnis, Assistant Program Specialist-Urban Design
Debbie Bischoff, Senior Planner
Mindy Brooks, Environmental Tech II
Elisa Hamblin, Associate Planner (past)
Kathryn Hartinger, Associate Planner
Mauricio Leclerc, Senior Planner, Bureau of Transportation
Mark Raggett, Senior Planner
Nicholas Starin, City Planner II

Additional Assistance

Stephanie Beckman, Senior Planner
Eden Dabbs, Communications/Public Affairs
Troy Doss, Senior Planner
Lora Lillard, Urban Designer II
Neil Loehlein, Community Service Aide
Leslie Lum, Urban Designer
Vinh Mason, Management Analyst, Green Building Team
Derek Miller, GIS Analyst
Darwin Moosavi, Community Service Aide (past)
Grant Morehead, City Planner II, Bureau of Transportation
Carmen Piekarski, GIS Analyst
Ralph Sanders, Graphic Designer III
Nan Stark, City Planner II
Arnoud van Sisseren, Planner Assistant, Bureau of Transportation

Consultant Team Leads

Kirstin Greene, Cogan Owens Cogan
Ben Bortolazzo and Martin Glastra van Loon, Otak
Joanne Dao Le and David Horsley, DAO Architecture

TABLE OF CONTENTS

EXECUTIVE SUMMARY	v
--------------------------------	---

PLAN CHAPTERS

1. INTRODUCTION

Purpose.....	1
Planning Process.....	2
Relationship to the CC2035 Concept Plan, Portland Plan and Comprehensive Plan.....	3
The Big Ideas.....	6

2. BACKGROUND

History of the West Quadrant.....	9
Previous Planning.....	15

3. DEVELOPING THE WEST QUADRANT PLAN

Development Process.....	19
Summary of Existing Urban Design Issues and Opportunities.....	19
Urban Design Principles.....	21
Concept Maps.....	25

4. CENTRAL CITY-WIDE POLICY AND IMPLEMENTATION ACTIONS..... 39

5. DISTRICT GOALS, POLICIES AND IMPLEMENTATION ACTIONS

Introduction.....	57
Downtown.....	59
West End.....	75
Goose Hollow.....	85
Pearl District.....	97
Old Town/Chinatown.....	109
South Waterfront.....	123
South Downtown/University.....	133

APPENDICES

A. IMPLEMENTATION ACTION DETAILS	145
B. HEIGHT MAPS	171
C. DRAFT RIVERBANK ENHANCEMENT TARGET METHODOLOGY	173
D. DRAFT TREE CANOPY TARGET METHODOLOGY	183
E. EXISTING CONDITIONS	189
F. PUBLIC INVOLVEMENT SUMMARY	193
G. “GREEN LOOP”	205
H. CENTRAL REACH DRAFT URBAN DESIGN CONCEPT	227

EXECUTIVE SUMMARY

The West Quadrant Plan lays out a detailed roadmap for the long-term development and growth of the western half of Portland's Central City. The plan sets out goals, policies and implementation actions for the seven districts that make up the West Quadrant. The plan was developed over 16 months with extensive public input and more than 1,000 hours of work by the members of the project's stakeholder advisory committee. When integrated into a final Central City 2035 Plan and fully adopted by City Council, the goals, policies and actions will guide the work of the City, other government agencies and nonprofit and private-sector partners to strengthen the vitality and character of the Central City for current and future generations.

Portland's Central City has been well served by past plans. In fact, many of the most identifiable and positive elements in the West Quadrant today are the result of collaborative public planning processes, which laid out clear paths to success. Waterfront Park, Pioneer Square, the Portland Streetcar, the transit mall, retail and office cores, as well as the Pearl District and South Waterfront can each be traced back to a long-range aspiration in past planning efforts.

Portland's Central City in 2014 is known around the world as a successful urban center. The city center's west side retains the highest concentration of employment in the region, boasts many of the area's key institutions and attractions, and is home to over 30,000 Portlanders, a figure that has increased by more than 60 percent in the last decade alone.

The coming years hold challenges for continued success, such as increasing employment opportunities and competitiveness in a changing economy, expanding housing diversity and affordability, improving environmental and energy performance, enhancing livability, and increasing the ability to meet the needs of a rapidly growing and diversifying population.

Many of the basic tenets of previous bold plans remain valid in 2014. We still want the highest concentrations of office space and large buildings along the transit mall. We still want to support and grow a vibrant retail shopping district stretching from Pioneer Square to the Willamette River. We still want to encourage urban living and new housing opportunities. We still want an accessible, active, healthy riverfront that plays a central role in the City's environmental health and urban character.



This drawing illustrates a possible development scenario meeting targets for approximately 20,000 new housing units and 30,000 new jobs in the West Quadrant

This plan recommits to these approaches with refreshed detail, adding new ideas to the discussion of the future of our Central City. This plan particularly emphasizes such big ideas as:

1. **The Riverfront.** No other topic generated more shared enthusiasm among participants than activating the Willamette River, in the water and along the edges. The plan envisions a true 21st century urban riverfront, with additional development along an enhanced Naito Parkway and a rejuvenated Waterfront Park with improved trail facilities. A healthy and vibrant river, featuring increased human and boat access along with enhanced and restored natural areas, including shallow water habitat is also envisioned. The plan calls for a redesign of Waterfront Park and restoration of several habitat areas to help realize this vision.
2. **Mixed Use.** Informed by the successes of the Pearl District, the plan calls for zoning tools that increase flexibility where possible, allowing more mixing of office, retail and residential within buildings and specific districts than previously possible. Goose Hollow and the West End, in particular, are expected to see increased investment and vibrancy as a result of these changes.
3. **Street Hierarchy.** The Central City's streets and rights-of-way account for 40 percent of the land area and are, therefore, an untapped opportunity to meet multiple objectives. Compared to other U.S. downtowns, our streets are narrow, but we have far more of them. The plan calls for being more intentional about which streets should be shopping streets, which should be quieter and greener, and which ones are important for pedestrians, bicycles, transit vehicles, freight, cars and trucks.
4. **"Green Loop."** In perhaps its most unique aspiration, the plan recommends designing and building a smooth, signature 10-mile walking and biking parkway that safely and conveniently connects parks, attractions, civic institutions and employment centers throughout the Central City. Trail segments would be designed to reflect the unique character of each place or district the "Loop" passes through. This "urban trail" would be unlike anything in the else country and could foster health, support economic development, increase bike riding (especially by tentative riders) and provide an opportunity to showcase sustainable urban development practices.
5. **Strengthening District Character While Embracing Development.** Central City 2035 and the West Quadrant Plan support the projected growth of more than 20,000 new households and some 30,000 new jobs by 2035. The goal of the plan is to develop effective tools to accommodate that growth while preserving important historic and cultural resources, retaining some smaller character-giving buildings, and encouraging new development to incorporate design elements that help make each of the seven districts distinctive.
6. **Equity.** At the outset of the planning process, staff introduced a draft equity lens and a set of questions for SAC members to consider as they developed the plan. In the concluding months, Multnomah County and West Quadrant staff developed a set of Central City-wide policies to ensure that communities of color and other underrepresented or underserved populations have access to the benefits of the Central City, do not experience disproportionate burdens and are offered the opportunity to meaningfully participate in decision-making processes.

7. **Building a low-carbon Central City.** A reduction in carbon emissions from existing and new buildings, transportation systems and infrastructure will help mitigate the global challenge of climate change and create tens of thousands of jobs. A new generation of innovative buildings, technologies, green infrastructure and energy systems can reinforce the Central City's place as a model for low-carbon, sustainable development.

The implementation aspects of the plan are found in the District Goals, Policies, and Actions section in Chapter 5. This section will guide the development of the CC2035 Plan. The seven districts on the west side of the Central City are interconnected and work together as the core of Portland's regional center. However, they also have their own individual characters:

1. **Downtown** remains the economic and symbolic heart of the region and has the highest concentration of employment as well as retail and entertainment activity. It is and will continue to be the most intensely urban area in the state. The single biggest desire in the plan for Downtown is to reinvent the interface between the city and the river. This will require a fresh look at Waterfront Park, new development and improvements to existing buildings along Naito Parkway, as well as potential improvements to Naito Parkway itself.
2. The increasingly vibrant **West End** is a highly diverse residential and mixed-use district with a good deal of redevelopment opportunity. The West End section of the plan places a great emphasis on the need for better tools to preserve character-giving smaller buildings and to ensure that as new buildings are built, adequate attention is given to designing them to enhance the district's livability and feel.



Farmer's market in Pioneer Square at the Transit Mall

3. In many respects, **Goose Hollow** has it all: transit, public attractions, historic buildings, proximity to the West Hills and Downtown, potential views and more. However, development has lagged in the district. The plan recommends increasing zoning flexibility and calls for additional open space while embracing SW Jefferson as a neighborhood main street.
4. **The Pearl** is perhaps one of the greatest successes of past planning efforts. This plan embraces the district's current direction but identifies the need for historic preservation and a new emphasis on creating a vibrant urban waterfront. The Main Post Office site is perhaps the most exciting single redevelopment opportunity in the city, with the potential to become a major employment center over time.
5. **Old Town/Chinatown** is home to Portland's earliest commercial development and contains two important historic districts as well as many other historic buildings. With its unique character, the district is increasingly attractive to a mix of employers, institutions, retail shops and entertainment venues. It is characterized by a lack of market rate housing and a high concentration of social services. The plan emphasizes developing new tools to increase historic and cultural preservation activities as well as encouraging new middle-income market-rate housing development to bring more people into the neighborhood on a regular basis.

6. A work in progress, **South Waterfront** receives a light touch in the plan. The established vision of the district remains largely unchanged from previous planning efforts as an exciting and entirely new district at the center of Portland's Innovation Quadrant. This district offers unique employment opportunities anchored by the presence of the Oregon Health Sciences University and some of the best opportunities to live close to the river and the nature of Ross Island in an urban environment.
7. **South Downtown/University** is a combination of three distinctly different urban places, each unique within Portland: 1) the urban campus of Portland State University with 30,000 students; 2) South Auditorium with its renowned Halprin Open Space Sequence and 3) RiverPlace with its riverfront walkway and marina. The plan calls for new infill development in the spaces between these three areas, improvements to the public realm and open spaces, and connectivity improvements between and through these challenging areas.

This West Quadrant Plan is an interim step in preparing a new plan for Portland's Central City. After adoption by City Council Resolution, its goals, policies and actions will be integrated over the coming months with the Central City 2035 Concept Plan, N/NE Quadrant Plan, SE Quadrant Plan and other work to create a new plan: Central City 2035.

The draft Central City-wide Policy and Action Recommendations found in Chapter 4 serve as a first step in this integration process. Building upon the adopted Central City 2035 Concept Plan, items identified in the West Quadrant process with significant implications beyond the quadrant geography were removed from the West Quadrant district plans and elevated to this section for consideration and inclusion in the final Central City 2035 Plan.

Though full implementation of the plan is still some months away, we are already seeing positive results from the extensive efforts so many have made in the planning process. West Quadrant communities are engaged in ways they haven't been in many years, and progress is already being made on many of the ideas and actions listed in the plan document. The hard work, time and dedication of community members who contributed to this plan will shape the Central City's West Quadrant to 2035 and beyond.



SW 6th Avenue Transit Mall

CHAPTER 1: INTRODUCTION

Purpose

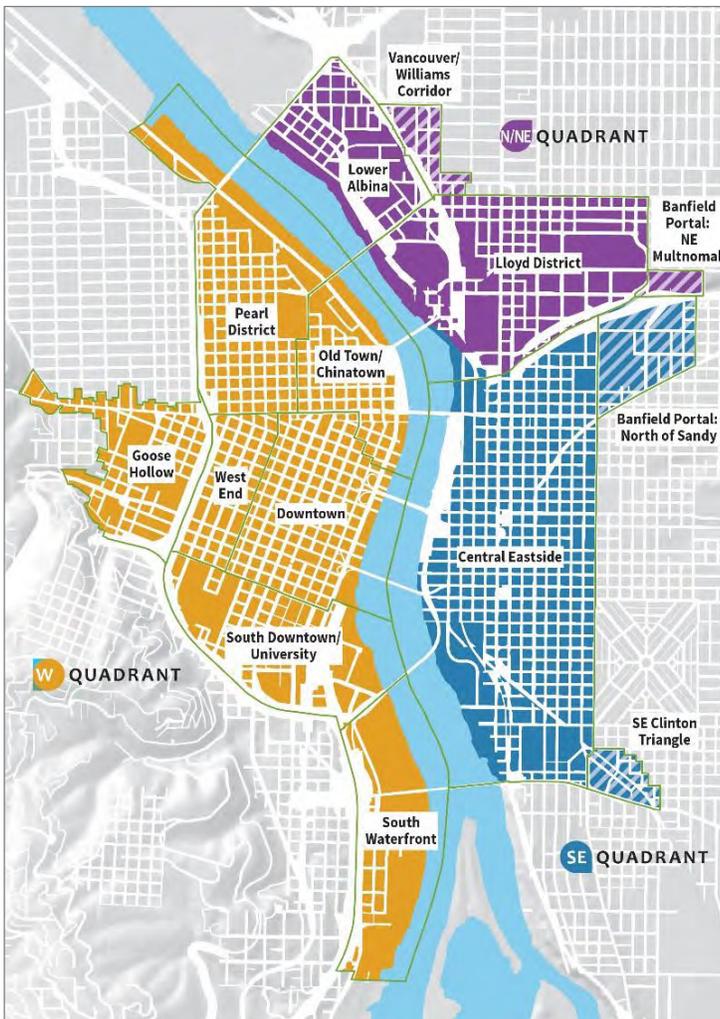
The West Quadrant Plan is one element of the Central City 2035 project (CC2035), an update of the 1988 Central City Plan. The vitality of the Central City is key to state, regional and City policies for growth management and economic development, and for addressing new directives that have emerged since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

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

In approximately two square miles, the West Quadrant contains:

	<u>2010</u>	<u>2035 estimate</u>
Jobs	87,800	118,800
Households	20,700	43,700

Sources: U.S. Census Bureau, Metro, Portland Bureau of Planning and Sustainability



The West Quadrant Plan addresses land use, urban design, transportation, public infrastructure and development entitlements for the Central City west of the Willamette River. For the purposes of the plan, the Quadrant was organized into seven districts - Pearl District, Old Town/Chinatown, Downtown, West End, Goose Hollow, South Downtown/University and South Waterfront.

The West Quadrant of the Central City is a remarkable place due to its natural setting, neighborhoods, parks, businesses, culture and vitality. It has a high concentration of jobs, housing and people working, living and traveling to, from and through it every day. Through the West Quadrant Plan, we can preserve what we enjoy, enhance what needs improvement and create new places for all Portlanders to experience the heart of the city and hub of the region.

Central City 2035 Plan Project Map illustrating the three quadrant planning areas and seven West Quadrant Districts

Planning Process

The West Quadrant Plan was developed over 18 months. A diverse, 33-member Stakeholder Advisory Committee (SAC) worked with interested community members and staff to develop this plan, meeting a total of 16 times. Numerous public events were held at key milestones in the process to encourage broad participation and input. The project team also attended regular meetings of community groups as well as neighborhood and business



West Quadrant Charrette (June 2013)

associations, organized meetings with stakeholders, and conducted multiple online outreach efforts to obtain feedback on concepts and plan proposals.

The process also relied on the advice and guidance of a 23-member joint West Quadrant/SE Quadrant Technical Advisory Committee (TAC), composed of members from partnering City bureaus, the Portland Development Commission, the Oregon Department of Transportation, Multnomah County, Portland Public Schools, TriMet and Metro. The result is a careful balance of land use, urban design, transportation, environmental and economic development policies and actions, which has received broad support from the SAC and community at large. Additional information about the planning process is contained in Chapter 2: Background and Appendix D: Public Involvement Summary.

West Quadrant Plan Timeline

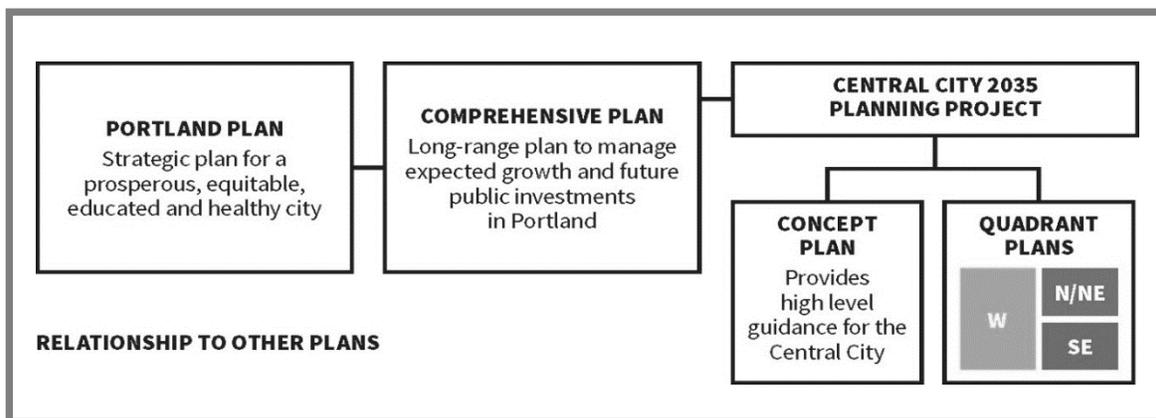
		STAGE	PUBLIC INVOLVEMENT
Winter 2013	1	Kick-Off	West Quadrant Reader
Spring 2013	2	Issues and Ideas	Online Community Survey and Public Charrette
Summer 2013	3	Debrief	Website and Community Events
Fall 2013	4	Concept Development	Public Open House and Community Survey
Winter-Summer 2014	5	Draft Plan	Public Open House and Community Meetings

Relationship to the CC2035 Concept Plan, Portland Plan and Comprehensive Plan

Central City 2035 Concept Plan

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

The Concept Plan was intended to guide the preparation of more detailed plans for the different Central City quadrants and form the basis for Central City-wide policies that will be incorporated in the final Central City 2035 Plan. The N/NE Quadrant Plan, which covered the Lloyd District, Rose Quarter and Lower Albina, was adopted by City Council in October 2012. The West Quadrant Plan builds on the Concept Plan and proposes detailed goals, policies and action plans for each of the seven sub-districts in the quadrant. The SE Quadrant Plan, which covers the Central Eastside, will be completed in 2015 and may also propose changes to these policies.



Portland Plan and the Comprehensive Plan

Portland's Comprehensive Plan is the long-range growth, land use and development plan for the city as a whole. The final Central City 2035 Plan will be incorporated into the Comprehensive Plan, which also is currently being updated. Both of these plans are guided by the Portland Plan, which was adopted by City Council in April 2012 as a strategic plan for the City of Portland.

The Portland Plan covered topics broader than growth, land use and development. It established a foundational goal to improve equity for Portland's communities of color and other under-served groups. It proposed three strategies focused on improving educational outcomes for youth, improving economic prosperity and affordability for businesses and households, and enhancing opportunities for healthy living through the design and development of a healthy connected city. The equity framework and the intent of these three strategies are reflected in the CC2035 Concept Plan and the West Quadrant Plan.

Framework for Equity

Broad outreach and engagement has been a major focus of the West Quadrant Plan process. A diverse 33-member Stakeholder Advisory Committee (SAC) advised staff throughout the development of the plan. This committee included representatives from equity and health-oriented organizations, social service providers, businesses, property owners, transportation advocates, environmental advocates, neighborhood organizations and others offering different perspectives. In addition, a range of public events and outreach activities including open houses, design charrettes and surveys provided opportunities for input from a broad constituency. Staff also attended more than 100 individual meetings on the project with area groups and interested individuals.

The goals, policies and actions in the plan are intended to build upon the previous success of the area while fostering a more inclusive, diverse Central City with a range of opportunities for all members of the community. While jobs and housing production are at the core of the plan, these things must be accomplished along with preserving Portland's historic and cultural resources, existing neighborhoods, communities and environmental assets.

The West Quadrant Plan is intended to accommodate substantial new development with access to transit, jobs and other Central City amenities with very limited displacement. However, it will be important to monitor potential impacts on vulnerable populations within the West Quadrant as well as in adjacent areas that could be at risk for displacement, such as the Northwest District.

Economic Prosperity and Affordability

The West Quadrant Plan places significant emphasis on the capacity for residential and job development. The seven districts provide opportunities for business growth in a wide range of sectors from retail, hospitality, tourism and health care to education, information and professional services.

The plan seeks to provide a full range of housing options and affordability levels and establishes ambitious goals for housing production, including affordable units. As part of the Central City 2035 process, new resources and tools will be identified in order to achieve affordability goals.

Healthy Connected City

No other place in the region shares the West Quadrant's level of transportation system access. This plan envisions a cutting-edge, sustainable, livable mixed-use community.

It lays out a framework for new and improved open spaces, pedestrian and bicycle connections, regional trails and the "Green Loop" concept. It identifies tree canopy and green infrastructure enhancements to improve watershed function, enhance habitat vitality, and provide a healthier urban environment for people and wildlife.



Urban performance art in South Waterfront

Thriving Educated Youth

The Central City serves as the regional center for employment, arts and cultural activities, higher education and entertainment. There are countless opportunities for learning throughout the West Quadrant. It is well-served by all transportation modes and highly accessible to youth from around the region. Moreover, the plan calls for incentivizing the development of housing types suitable for families in an attempt to bring more families and youth into the Central City full time.

Major attractions such as the Portland Art Museum, the Central Library, Portland's Center for the Arts, the Lan Su Garden or any one of the quadrant's five historic districts, present unique cultural and educational opportunities. The West Quadrant is also home to a mix of public and private schools providing preschool and K-12 education as well as institutions of higher learning, including Portland State University, the University of Oregon, Oregon Health and Science University, the Pacific Northwest College of Art and the Oregon College of Oriental Medicine.

The plan also recognizes and supports existing major regional facilities such as Providence Park, an important recreational and social facility for youth providing critical opportunities for community interaction. Signature parks and open spaces such as the Park Blocks, Waterfront Park, Directors Park and Pioneer Square additionally host a range of events throughout the year, providing children of all ages with opportunities for interaction and learning.



Portland Art Museum Plaza

The Big Ideas

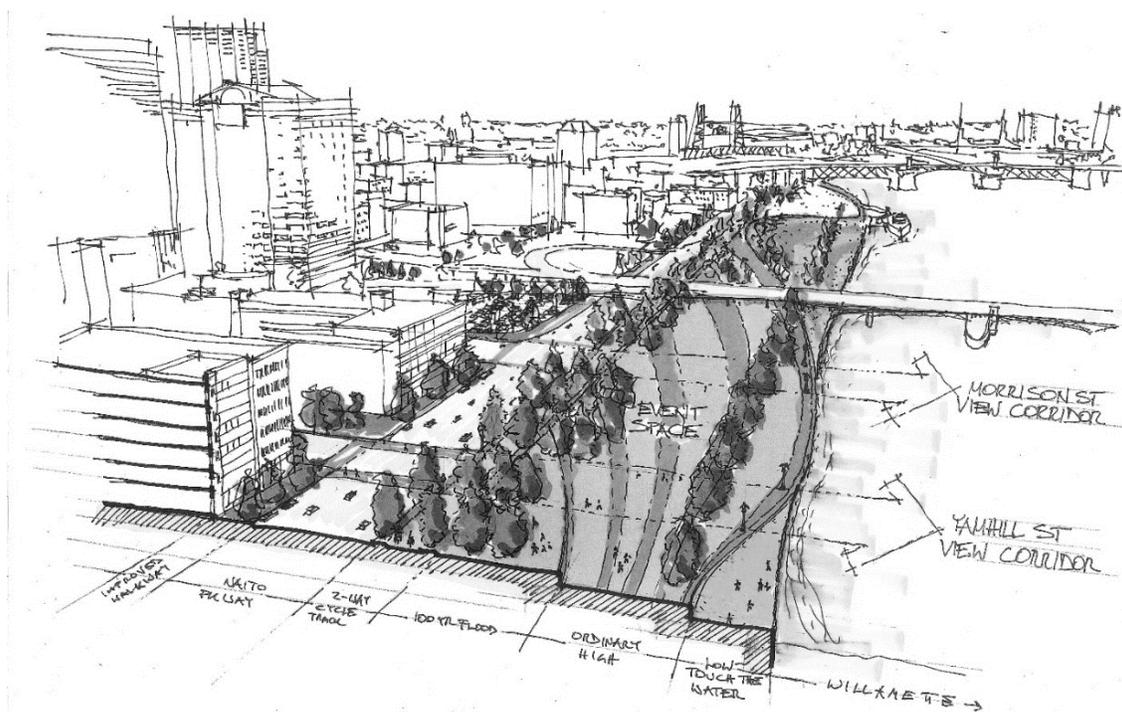
In setting the framework for the physical development of the city over the next 20 years, a long-range plan encourages creativity and aspirational thinking. Numerous long-range big ideas for the future of the West Quadrant and Central City emerged as part of the planning process. Highlighted below, these helped inform development of the quadrant-wide urban design, land use and transportation concepts as well as the district goals, policies and implementation actions.

21st Century Willamette Riverfront

The West Quadrant's riverfront includes enormous opportunity to become the city's iconic gathering place, home to new mixed-use communities, active and passive maritime and river-related commercial and recreational uses, a healthy river with riparian and in-water habitat enhancement, and revitalized connections to the Willamette River.

The creation of Waterfront Park was a signature move of the 1972 Downtown Plan. But since then, the site and its surrounding development have not reached their full potential. In the future, the park should include more diverse spaces and activities and allow people to touch and engage with the river more.

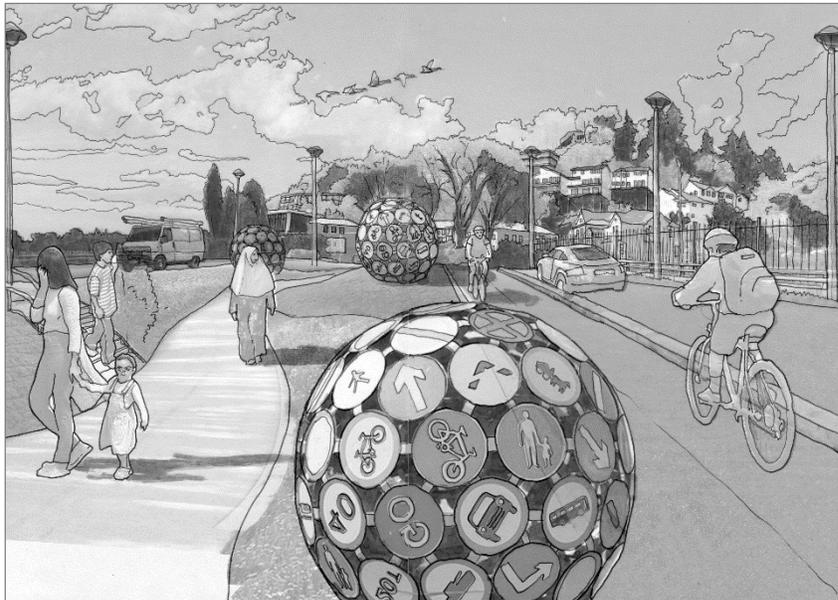
The park offers the space, an improved Naito Parkway and east-west connections provide the access and visibility, and reconfigured bridgehead sites could offer unique redevelopment sites to revitalize the West Quadrant's riverfront. A series of new parks and open spaces — accessible year-round — could help create an accessible river framed by distinctive new buildings. This would bring residents, workers and visitors to Portland's 21st Century Riverfront.



Conceptual redesign of Tom McCall Waterfront Park offering a broader range of recreation opportunities and river access (Otak 2013)

The “Green Loop”

A new big idea for the West Quadrant is a linear public space that connects all districts of the Central City and builds on existing streets, parks and new infrastructure projects. Moving through the West Quadrant, the “Green Loop” could use a Park Blocks alignment, linking institutions such as Portland State University and the Portland Northwest College of Art, as well as existing and emerging residential communities in the Pearl District, Old Town, West End and South Waterfront. See Appendix E for more detail.



“Green Loop” conceptual drawing of Park Blocks crossing at I-405

The “Green Loop” is a 21st Century city-shaping public space with the potential to increase and enhance mobility for people of all abilities and connect open spaces. Ultimately, it could be a redevelopment-organizing system similar to the Transit Mall spine from the 1970s.



The Twelve West building in the West End

A Mixed-Use West Quadrant

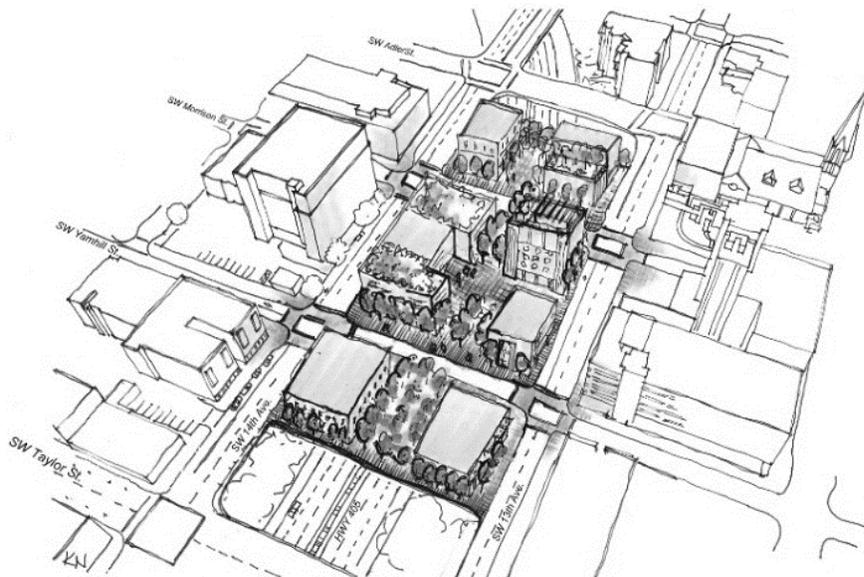
Allowing a broader mix of uses throughout the West Quadrant, including areas like the office core, will help catalyze more employment, residential and other types of redevelopment. Recent success stories like the Pearl District have allowed for a wide range of uses, creating high density residential communities around new businesses and employment uses.

Building on this success and allowing more flexibility in other parts of the West Quadrant will encourage more investment in areas long stymied by a relative lack of redevelopment interest. It will also help increase the diversity in the West Quadrant’s seven districts.

Freeway Capping

Capping portions of I-405, particularly where the freeway network creates a barrier for bicyclists and pedestrians, would improve connectivity, reduce noise and air pollution, and allow the City to reclaim valuable public space for parks and new development.

Potential capping areas identified in the plan include a stretch of freeway directly south of South Downtown/University as well as several stretches between the West End and Goose Hollow.

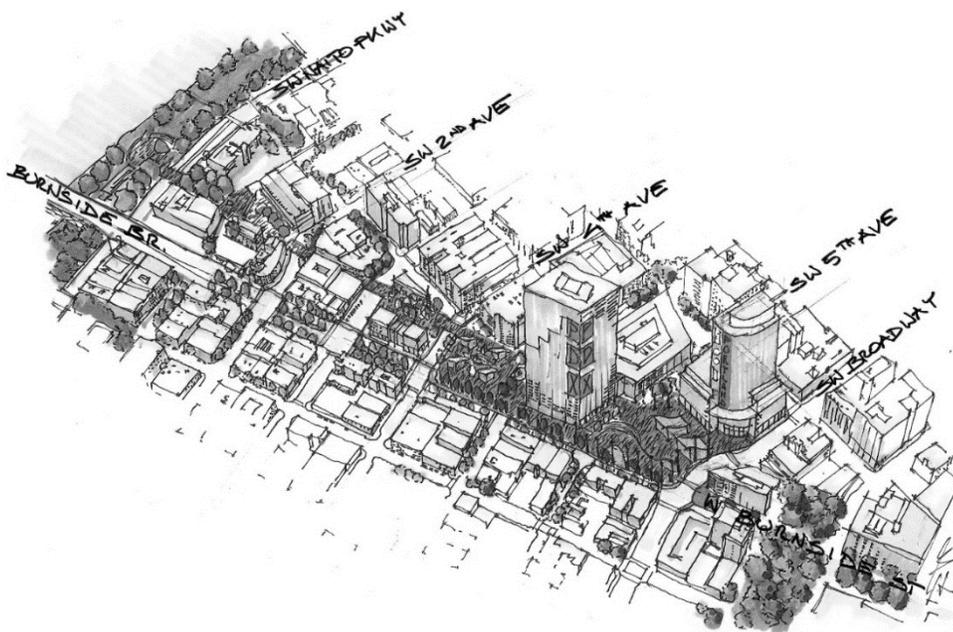


Conceptual drawing of an I-405 freeway cap at SW Morrison and Yamhill (Otak 2013)

Portland's Times Square

Many cities have a signature civic space at "Main and Main," the intersection at which the major east-west and north-south thoroughfares intersect. In Portland, this key intersection would be Broadway and West Burnside.

The Central City's uniquely aligned grids meet at West Burnside, creating a dynamic area with different street configurations, irregular lots and a unique feel. In the heart of downtown's core, the area could additionally connect to activity in Waterfront Park and Saturday Market along a unique, pedestrian-oriented SW Ankeny.



Conceptual drawing of an urban civic space at West Burnside and Broadway (Otak 2013)

CHAPTER 2: BACKGROUND

History of the West Quadrant

Native Americans

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

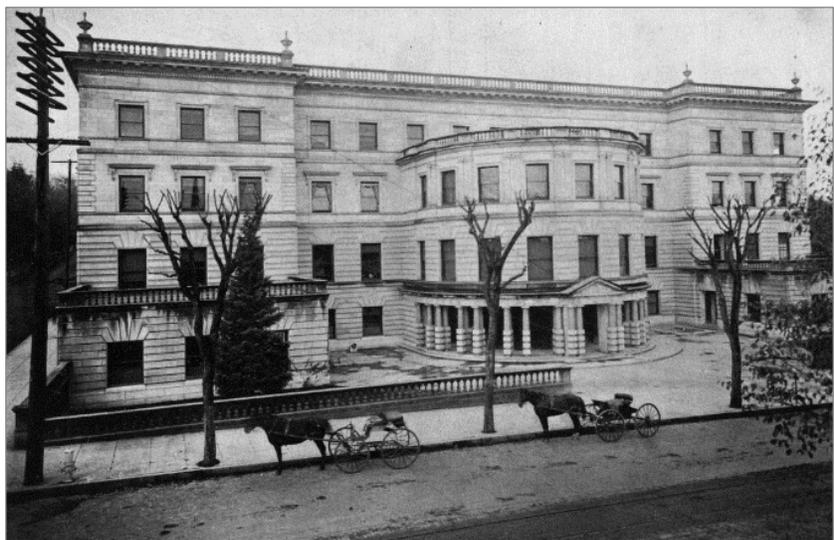
By the time Portland was founded in the mid-1840s, introduced diseases had reduced the area's indigenous population by as much as 90 percent. By the late 1850s, encroachment by white settlers and forced removal to reservations had further devastated indigenous societies.

Founding and Early Development

Portland was founded in 1843 in a small clearing surrounded by forests on the west side of the Willamette, in the area that is today's Downtown and Old Town/Chinatown in the West Quadrant of the Central City. The original town site was chosen because it was the furthest up the Willamette River that oceangoing vessels could reliably venture. The town was laid out beginning in 1845, when surveyor Thomas Brown platted a 16-block area just south of today's Skidmore/Old Town Historic District on part of a land claim owned by Francis Pettygrove and Asa Lovejoy. The 200-foot square blocks were divided into 50- by 100-foot lots. Bordered by narrow streets, this grid of small blocks set the pattern for future streets throughout the city.

Couch's Addition of 1850, which covers today's Old Town/Chinatown and parts of the Pearl District, continued this grid pattern, only off-set to the original plat by about 20 degrees. At the western edges of these two plats, a series of narrower "Park Blocks" were laid out north to south, setting aside land for open space that continues to be a character-defining feature of West Quadrant.

Between 1850 and 1880, Portland's downtown centered near the riverfront, on Front and First Streets between Taylor Street on the south and Davis Street on the north. Front Street, running parallel to the river, served as the main commercial street and was home to most of the early



Portland City Hall, completed 1895

town's more substantial structures. Extensive wharves were built along the Willamette, connecting to large warehouses facing Front Street.

This early core developed into the region's most impressively urbanized area, with substantial three- and four story brick and cast-iron commercial buildings used for offices, manufacturing and wholesale trade. A number of these structures remain, especially in the Skidmore/Old Town and Yamhill historic districts. The compact commercial district was flanked by lower-scale residential neighborhoods, transitioning to forested landscapes and agricultural land. The area that would eventually be called South Waterfront was in active cultivation by early settlers Elizabeth and Finice Caruthers by the 1850s. It is reported that an internment camp for Native Americans awaiting relocation to the Grand Ronde Reservation was located in this area at this time.

Changes to the Natural Landscape

In the 1860s, extensive efforts to deepen the Willamette River's shipping channel began. In 1875 a 17-foot channel was established; by the mid-1890s it had reached a depth of 23 feet. Today it is maintained to 40 feet. In addition to deepening the river, the floodplain was filled in, the river banks steepened and hardened, and docks, pilings and piers added. While all of this supported Portland's maritime trade economy, the loss of shallow water habitat, floodplain and riparian vegetation contributed to the decline of salmon and steelhead runs in the river. Today there are 17 fish species in Portland that are listed under the Endangered Species Act, seven of which are found in the Willamette River (the others are in the Columbia River).

Even with all of the changes to the river, banks and flood area, the Willamette River and its remaining floodplain and riparian vegetation support over 200 species of birds and wildlife that live or migrate through Portland each year. The existing natural resources also contribute to flood attenuation, filtering pollutants from the air and water, and cooling the air. Urban structures also provide habitat; Peregrine falcons nest on many of the Willamette River bridges.

Other changes to the natural environment as a result of intense urbanization include the diversion of streams into the City's sewer and stormwater system and the filling-in of wetlands. In the late 19th and early 20th century, Tanner Creek was put underground in a pipe and rerouted from emptying into Couch Lake, a swampy area which once extended from south of the Steel Bridge to the Fremont Bridge, to a new outfall on the Willamette River in what is now the Pearl District. Marquam Gulch and an unnamed lake were once located near the west end of the Marquam Bridge, but are now buried under I-5.

Ethnic Groups

By 1890, more than 37 percent of Portland's population was foreign-born, many having come from northern Europe and Great Britain. The largest single non-white ethnic group was the Chinese, with a population of 4,539, making up almost ten percent of the City's total. Most of the Chinese population was concentrated in Portland's first Chinatown, which had coalesced beginning in the 1860s near the intersection of SW 2nd Avenue and Taylor in the downtown. A small community of Chinese also lived in



Chinese Dwellings and Gardens in Goose Hollow, ca. 1909

the Goose Hollow area, with small truck farms lining the slopes of Tanner Creek Gulch near the present day Multnomah Athletic Club and Providence Park.

After the turn of the century, many Chinese residences and businesses began to relocate to New Chinatown, focused along NW 4th Avenue in the Old Town/Chinatown neighborhood, near the growing Nihonmachi, or Japantown, centered along NW 3rd. Many of Portland's African-Americans were also located in the Old Town/Chinatown area and what would become the Pearl District, close to the rail facilities where many were employed.

Twentieth Century Growth and Development

In the late 19th century downtown continued to dominate the region as the location of choice for commerce and business, a role reinforced by an extensive streetcar system and a series of bridges spanning the Willamette that linked the core to growing east side residential districts. By the turn of the century, the commercial center began to move west and south away from the gritty, flood-prone riverfront area along Front Street, with newer, taller structures rising between 3rd and 6th avenues. After the Lewis & Clark Exposition of 1905, increased trade, new businesses, and outside investment contributed to a real estate boom.

Between 1900 and 1910, the city's population exploded from 90,426 to 207,214, a 129 percent increase. By 1930, Portland had increased to 301,815 residents. The Downtown business district expanded vertically and horizontally, with six-story Terra Cotta-adorned office structures replacing many of the three- and four-story masonry buildings dating from the mid-19th Century. In 1907, Wells Fargo completed the city's first "skyscraper," a twelve-story commercial tower at SW 6th and Oak.

Beginning in the 1920s, use of the automobile began to shift the urban landscape. Many streets were widened and some were paired as one-way couplets to speed traffic and lessen growing auto congestion. The 1894 the Burnside Bridge was replaced by a much larger structure with elevated ramps and in 1926, Burnside Street itself was widened into a major thoroughfare.

Construction of a large seawall and sewer interceptor along the river in 1929 helped end periodic flooding in Old Town and Downtown, but necessitated removal of numerous wharves and warehouses along the waterfront, reducing the city's physical, economic and symbolic connection to the river. The widening of Front Street and creation of the Harbor Drive expressway, completed in 1943, demolished 79 buildings and further separated the city from the river.

By the end of the 1920s, the central business district encompassed areas beyond the Park Blocks, with parts of the West End and Goose Hollow transitioning from lower scale residential to larger multi-family and commercial development. New residential construction was concentrated in the area west of the Park Blocks and south of Main Street, including the 8-story residential Roosevelt Hotel at 1005 SW Park Avenue (1924) and the Jeanne Manor and Parkway Apartments on SW 9th Avenue (1931). Between 1919 and 1931, approximately 200 new buildings were added to downtown Portland. Over half of those buildings have since been demolished.

A variety of larger special-purpose buildings also was added to the urban mix, including department stores, hotels, churches and social clubs. Transportation improvements fed this growth, including new bridges, automobile-oriented street projects, and an interurban rail network. Industrial and warehousing activities were prevalent north of Burnside and in the South Waterfront area, where the lumber-milling, scrap metal, machinery and ship-building industries flourished.



Portland Public Market, 1941

Post War Change, Urban Renewal and Freeways

Private development virtually ceased during the Depression and World War II eras. Following this time, conditions improved and construction resumed in Portland's retail and office core and throughout the city. Increasing automobile traffic accompanying postwar development raised new problems. Circulation issues and aesthetic concerns about the declining appearance and character of the city were voiced by the business community and citizen activists. By the 1950s and 1960s numerous older buildings were being demolished and replaced with surface parking lots. The streetcar system gave way to buses and private automobiles, and by 1950 the last streetcar had made its final run.

Parts of the Central City came to be considered "blighted" in the 1950s and 1960s and were subject to urban renewal planning projects. A new City agency, the Portland Development Commission (PDC), was founded in 1958 to implement renewal plans. The method of revitalization carried out through urban renewal in this period began with clearing the area of "blight." Numerous blocks of existing neighborhood residential and commercial buildings were razed on both the east and west sides of the Central City.

Portland's first urban renewal district was created in the early 1960s in the South Downtown/University area. The South Auditorium District, designed by Skidmore, Owings & Merrill, is laid out as a collection of classic mid-century superblocs developed with a mix of tall residential towers and commercial office buildings. An important feature of this district is the open space network of three parks, which includes Lovejoy Fountain, Pettygrove Park, and the Ira Keller Fountain, designed by famous landscape architect Lawrence Halprin. In the mid-1960s, urban renewal funds helped Portland State University (PSU) expand and develop its campus. PSU had its roots in the

North Portland Vanport community and had moved into the old Lincoln High School in 1949, becoming the first building on the PSU campus.

The construction of freeways around and through the Central City in the 1950s and 1960s had a lasting effect. Portland's first freeway, the Banfield Expressway, opened in 1956 and was enlarged to become Interstate 84 in 1963. Interstate 5, the Eastbank Freeway, was completed in 1964, and the Marquam Bridge was finished in 1966. Interstate 405 opened in 1969, separating Goose



Urban Renewal and Freeway Building, 1954

Hollow from the West End and Downtown. When the Fremont Bridge opened in 1973, the existing “freeway loop” around the downtown core was complete. Creating physical barriers while serving vital transportation and economic functions, these roads in many ways continue to define our geographical understanding of Portland's Central City.

Despite the efforts of urban renewal and the construction of new freeways, by the late 1960s, Downtown was in decline and facing significant challenges. In addition to urban renewal, Portlanders continued to search for ways to stem the decline. The seeds were planted for various projects which have had significant positive influences on the Central City. In 1968, the City's *Downtown Waterfront Plan* called for the multilane Harbor Drive highway to be replaced by open space—today's Tom McCall Waterfront Park. In 1970, a permit for a multistory addition to the existing Meier & Frank parking garage was denied by the Planning Commission. This block, located in the heart of Downtown, eventually became Pioneer Courthouse Square.

In the mid-1970s, federal funding for the planned Mt. Hood Freeway was turned down in favor of using the funds for transit projects, helping to create Portland's light rail system.

Central City Planning, Revitalization and Transit

Efforts to revitalize the urban core, along with severe air pollution problems and new federal environmental regulations, led to the creation of the *Downtown Plan* in 1972. Strong state and regional growth management laws, including the creation of the regional urban growth boundary and mandated comprehensive planning, magnified the positive change. The *Downtown Plan* helped to spur significant reinvestment, including new commercial buildings, rehabilitation of historic structures and public projects such as the creation of the Transit Mall in 1978.

The 1988 *Central City Plan* expanded the boundaries and ambitions of the *Downtown Plan*. The plan crossed the river to bring the Central Eastside, Lower Albina and Lloyd District into a newly expanded



Downtown Core from the southwest, 1963

vision of the urban core, and recognized that a strong Central City is necessary for a healthy city and region.

The 1980s brought continued new development. RiverPlace, located along the west bank of the Willamette north of the Marquam Bridge and south of Tom McCall Waterfront Park, was developed in the mid-1980s with a variety of river-oriented housing, office and retail. New office towers transformed the downtown, and public space was reconfigured to appeal to pedestrians. Pioneer Courthouse was restored, and Pioneer Courthouse Square was built on the former site of a parking structure.

The area's first light rail transit line, linking downtown to the outer eastside, was completed in 1986. In each decade since, TriMet, the regional transit agency, has added new lines. The most recent is the MAX Green Line, which opened in the fall of 2009. In addition, bicycle infrastructure has expanded significantly in the quadrant, leading to dramatic increases in bicycle ridership. Of particular note are the growth in ridership in the Downtown, Pearl District and Portland State University areas and across the Willamette River bridges with good bicycle connections.

The Portland Streetcar has added to the non-automobile transportation alternatives being offered to Portlanders in recent decades. The first streetcar opened in 2001—some 50 years after the last of the original streetcars made its final run—connecting the University District, the West End the Pearl District and Northwest Portland, with a later extension to South Waterfront. The streetcar has helped some of the former industrial areas in the West Quadrant, including the Pearl District and South Waterfront



The Tilikum Crossing Bridge under construction, late 2013

transform into new urban neighborhoods. Expansion of both light rail and the streetcar continues into the present, further linking Central City neighborhoods and the City of Portland as a whole. This shift towards reinvestment in the center continues to this day; the Central City has become a much more vibrant place in the past 35 years.

Previous Planning

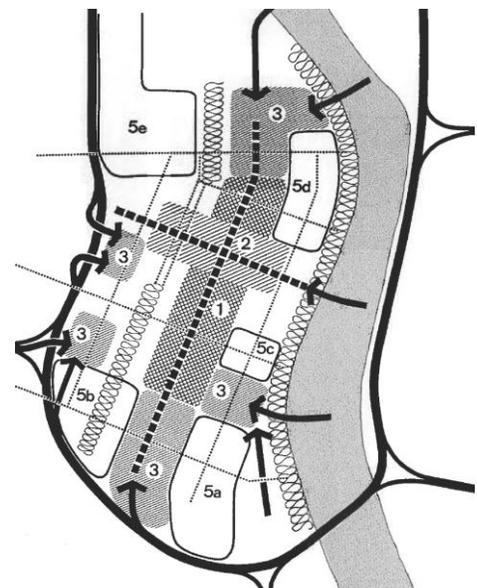
1972 Downtown Plan and 1988 Central City Plan

Two primary policy documents have provided long-term guidance for the growth of the West Quadrant and the Central City—the 1972 *Downtown Plan* and the 1988 *Central City Plan*. Both plans have had a lasting effect on the Central City’s urban form, development patterns and subsequent planning priorities. The 1972 *Downtown Plan* created a strategy to revitalize Downtown by creating the Transit Mall and organizing the City’s highest densities and transit hub in a linear corridor along 5th and 6th Avenues. The plan included a number of goals, including:

- increasing **housing** production at a range of incomes,
- improving the **pedestrian** experience,
- maintaining a vibrant and compact **retail core**,
- embracing the **River** through improvements to increase human activity along the riverfront,
- improving the connections to and relationship with **Portland State University**,
- designing a **balanced transportation system** including attention to transit and pedestrian facilities in the core and peripheral parking facilities,
- continuing to grow the **office core**,
- supporting **arts and culture**,
- seeking new opportunities for public and private **open spaces**,
- preserving and restoring significant **historic resources**, and
- undertaking analysis of **warehousing and industrial** functions in or near the core.

Building on the successes of the *Downtown Plan*, the 1988 *Central City Plan* envisioned the extension of the city’s highest densities and tallest buildings north along an extended transit mall through Old Town/Chinatown and across the river to the Lloyd District. It includes both geographically-focused, district-specific goals and policies and more general Central City-wide policies. The body of the plan included 13 general “functional” policies:

1. **Economic Development** set a target of 50,000 new jobs by 2010 (this goal was increased in 1995 to 75,000 jobs)
2. **Willamette Riverfront** called for further improvements to the Riverfront as a focal point for public activities and development.
3. **Housing** called for the creation of 5,000 new housing units by 2010 (this goal was increased in 1995 to 15,000 new units)
4. **Transportation** focused largely on transit and encouraged alternative modes.
5. **Human Services** called for the provision of social and health services for special needs populations and preservation of shelter and service providers in the Central City.
6. **Public Safety** identified areas to increase police visibility and encouraged the creation of a vibrant-24 hour city as a means to improving safety.



7. **Natural Environment** focused primarily on reducing pollution, increasing vegetation, and improving wildlife habitat.
8. **Parks and Open Spaces** encouraged expanding the parks system and linking open space resources together with green connections.
9. **Culture and Entertainment** promoted the Central City as the region's cultural and entertainment center.
10. **Education** focused on providing a range of adult educational and learning opportunities in the Central City.
11. **Historic Preservation** called for preserving significant architectural resources, both buildings and districts.
12. **Urban Design** applied many of the concepts from the *Downtown Plan* to a larger area and called for distinctive districts within the Central City.
13. **Plan Review** recommended ongoing monitoring of plan implementation progress and periodic updates to the plan as conditions change.

Central City Plan Updates

The Central City Plan has been updated several times, including the following efforts:

1995 River District Plan

- Replaced the North of Burnside and NW Triangle policies
- Emphasized residential growth and supported transformation of the Pearl District
- Goal was to embrace the River

1995 University District Plan

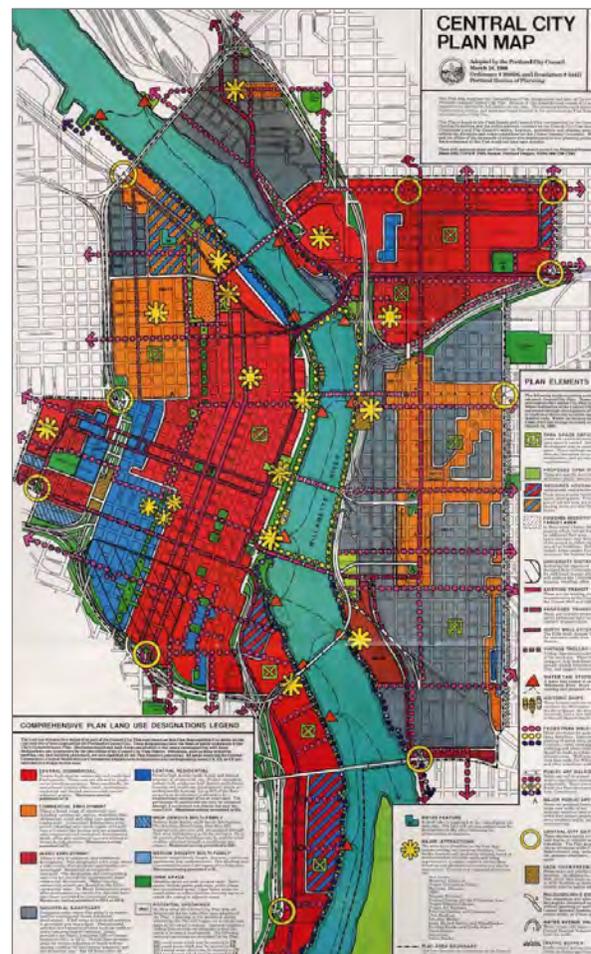
- New Central City District
- Supported Portland State University Growth
- Emphasized life-long Learning, Collaboration, Multi-cultural Experience

1996 Goose Hollow Station Community Plan

- Expanded the Central City Planning District boundary
- Goal was to support new light rail development with high density residential and retail uses near stations

2002 Downtown's West End

- Encouraged Residential Development
- Allowed Some Commercial in RX zone
- Encouraged Redevelopment of Surface Parking



Central City Plan Map (1988)

2002 South Waterfront Plan

- Transformation of Industrial Area
- Extension of Downtown Development
- “Science and Technology Quarter”
- A District embracing the River

2008 North Pearl District Plan

- Complete and Sustainable Community Concept
- Incentives for Family Housing and Amenities
- Expanded Historic Transfer of Development Rights



Pedestrian in the Pearl District

2012 Central City 2035 Concept Plan

- Policy framework and urban design direction to provide guidance for quadrant planning efforts

Related Planning Efforts

- There are also a number of related planning efforts applicable to the West Quadrant and its neighborhoods, including: 1987 13th Ave. Historic District
- 1995 Central City Transportation Management Plan (CC2035 will update)
- 1997/1999/2003 OT/CT Vision and Development Plans
- 2001 Pearl District Development Plan (PDC)
- 2001/2003 Central City Fundamental Design Guidelines
- 2002 Downtown Waterfront Development Opportunities (PDC)
- 2002 Downtown Retail Strategy (PBA/PDC)
- 2003 Waterfront Park Master Plan (Parks)
- 2004 Midtown Blocks Historic Assessment
- 2004 Park Avenue Urban Design Vision 2006 Ankeny/Burnside Development Framework
- 2009 Streetcar System Concept Plan (PBOT)
- 2010 Portland Bicycle Plan for 2030 (PBOT)
- 2010 University District Framework Plan (PSU)

River Planning

- 1987 Willamette Greenway Plan (CC2035 will update)
- 2004 River Renaissance Strategy
- 2006 River Concept
- 2011 Central City 2035 River Plan/Central Reach Existing Policies and Conditions Report
- 2012 Central City Concept Plan
- 2012 Willamette River Recreation Strategy Public Boating Facilities
- 2014 Downtown Portland Waterfront Activation Strategy (PSU)

Comprehensive Planning

- 2007 Vision PDX
- 2012 Portland Plan
- 2035 Comprehensive Plan Update (underway)

CHAPTER 3: DEVELOPING THE WEST QUADRANT PLAN

Development Process

Community involvement was a critical part of the development of the West Quadrant Plan. Extensive work was completed during 2013 and early 2014 that included multiple Stakeholder Advisory Committee meetings, specific stakeholder meetings, online surveys, a weeklong charrette in June 2013, and several public open houses. Feedback and direction derived from these meetings, combined with an assessment of the West Quadrant's existing conditions, issues and opportunities, led to the development of the quadrant-wide design principles and concept maps.

These quadrant-wide principles and concepts reflect the “big ideas” coming out of the early community involvement processes and provided broad guidance to the production of the more specific urban design maps as well as goal, policy and action item language, for each of the West Quadrant's seven districts, which will become part of the updated Central City Plan.

Summary of Existing Urban Design Issues and Opportunities

Today, the West Quadrant includes the most active and developed parts of Portland's Central City, with multiple districts offering a wide range of urban experiences and public spaces. Its dominant pattern is of small streets surrounding small blocks. This pedestrian-oriented form encourages walking by having a rich variety of routes and destinations - different parks and gathering places, residential communities and employment centers. The West Quadrant boasts the highest density residential and employment districts in the region. Its unique urban character attracts people from across the country, and around the world - living, working, and visiting the city.



West Quadrant riverfront and the Hawthorne Bridge

Though the West Quadrant has been growing and evolving successfully over the past few decades, there is considerable room for new growth and change, and new direction is needed. Some of the issues that need to be addressed for the Central City to meet its potential include:

- **Strong center, new opportunities at the edges.** Earlier plans targeted the center of Downtown for improvement. Those efforts combined strategic public infrastructure improvements to facilitate private investments in new buildings. They were successful in strengthening the center of Downtown and reinforcing its sense of place. That success has begun to expand out of Downtown to the quadrant's other surrounding districts. As the Central City grows, it will be important to not only strengthen Downtown but

also consider how new – and different – activity centers or nodes in the surrounding districts can complement the traditional Downtown core.

- **Most of downtown’s activity is away from the riverfront.** The Downtown and Central City Plans focused new development around key pieces of public infrastructure including Pioneer Courthouse Square, the Portland Streetcar and the Portland Transit Mall. Development of these places successfully encouraged the construction of many new buildings, mostly some distance away from the riverfront and Tom McCall Waterfront Park. Looking forward, the city needs to get more people and activity at the riverfront. We need to encourage more use of the park, stronger ties to the riverfront, the most dominant landscape feature in the Central City, and more use and stewardship of the river itself.
- **Street space is Portland’s resource.** The Central City has roughly 40% of its land area in streets. The pattern of streets and small blocks has cultivated a truly pedestrian-oriented downtown core. However, the variety of spaces and experiences for residents, workers and visitors could be richer.

There is a sense of “sameness” among the streets, where few of them stand out from the others as being unique. Uniformity in how streets are loaded with traffic - transit, freight, pedestrian and bicycles – and ground floor uses adds to this sameness. As the West Quadrant continues to grow and evolve, the City should take better advantage of how we design and use streets and the public realm to have a wider range of public spaces, transportation options and urban experiences.



Pioneer Square



Saturday Market from the riverfront

Urban Design Principles

The weeklong charrette in June 2013 generated numerous maps, diagrams, renderings and ideas for the West Quadrant of the Central City. Subsequent synthesis of the graphic materials, continued discussion among project staff and stakeholders, and review of the charrette yielded eight organizing design principles and numerous “big ideas” (see Chapter 1) for the West Quadrant. In combination with other resources, these principles helped inform development of the quadrant-wide urban design, land use and transportation concepts.

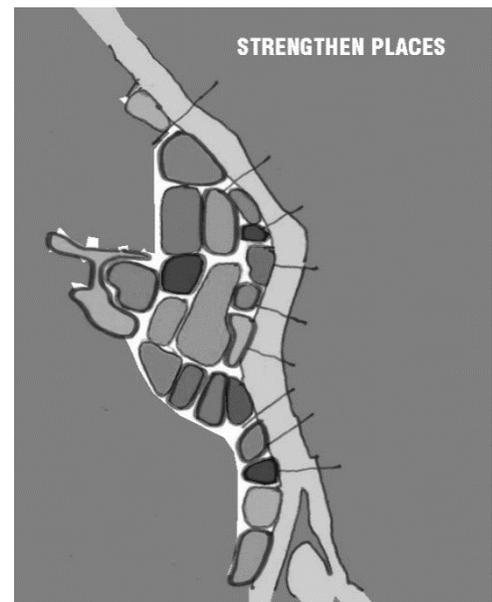
Urban Design Principles

Strengthen Places

Enhance the existing character and diversity of the West Quadrant by strengthening existing places and fostering the creation of new urban districts and experiences.

The West Quadrant already has a series of well defined, active places and districts - Downtown, the Pearl District, West End, Skidmore/Old Town and the Cultural District. These and many others add variety and character to urban experiences in this part of the Central City.

As the Central City continues to grow and change, it will be important to strengthen these existing places while helping to create new places that add new opportunities for open spaces, residential living, new attractions and employment centers.



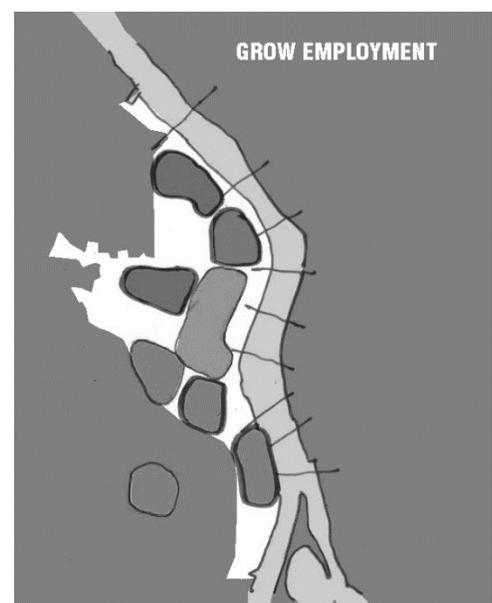
Grow Employment

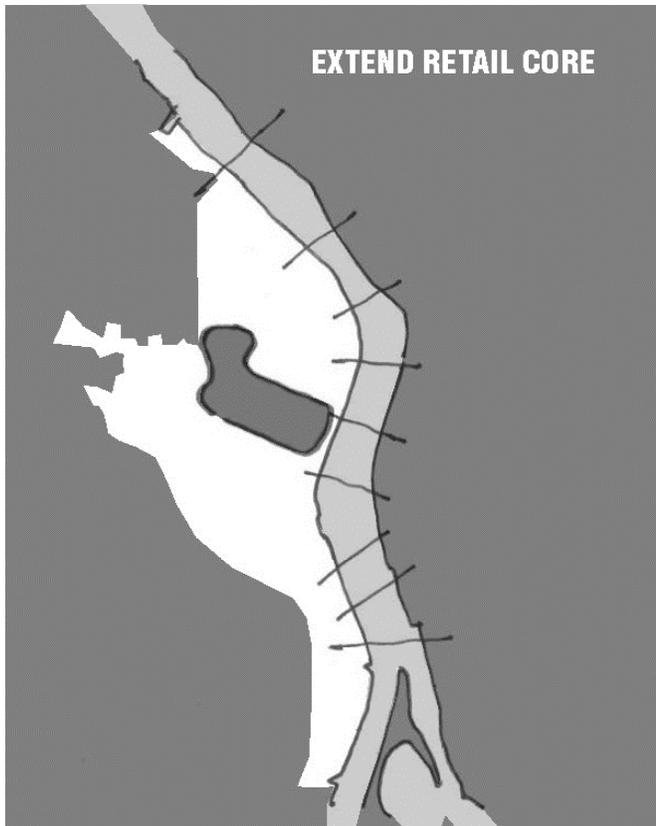
Reinforce the office core as the Central City's center for business, while growing new employment centers related to education, innovation and new businesses.

Today, there are some 88,000 jobs in the West Quadrant, with expectations to increase that amount by about a third by 2035.

The Central City has the densest concentration of office space in the region, with the core along the 5th and 6th Avenue Transit Mall between West Burnside and SW Market Streets. City policy, programs, incentives and investments should support the continued growth and vitality of this office core.

The West Quadrant also is becoming an employment center in education and new businesses creating a demand for affordable office space and a new opportunity for reuse of older buildings.



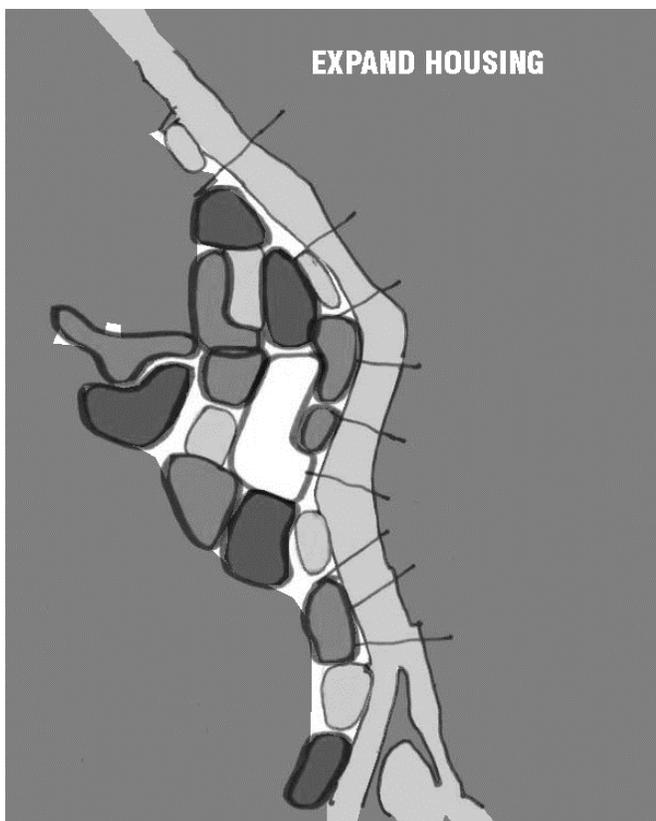


Extend the Retail Core

Stretch the traditional Downtown retail core to the river and extend it north to include new retail anchors in the West End and the Pearl District.

Downtown's retail core still is located along the Morrison/Yamhill corridor, roughly between 2nd Avenue and SW 10th Avenue. It is centered at Pioneer Courthouse Square where the retail core intersects with the north-south office core. This concentration dates from the 1970s.

Now, new retail energy has emerged in the West End and the southern Pearl District. There also is interest in a potential public market at the Morrison Bridgehead. All this suggests that there are opportunities to link these areas to create an expanded retail core.

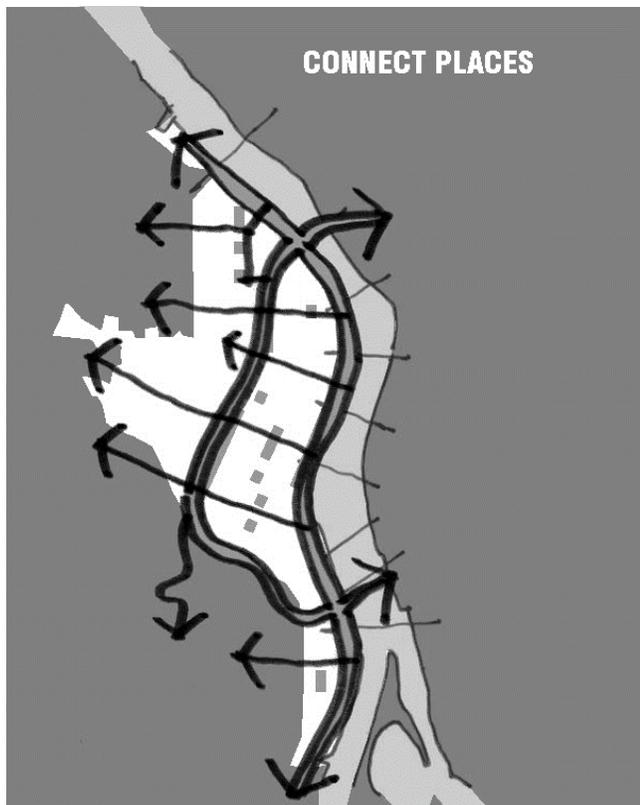


Expand Housing

Broaden the range of housing opportunities in terms of unit size, affordability and the type of households served, and integrate new housing into each sub-district.

The 1988 Central City Plan called for more housing in the Central City at a time when there was very little. Today, there are some 25,000 units in the Central City, with expectations to more than double that amount by 2035.

Recently, most housing developed in the West Quadrant has been smaller units for one and two-person households. Ideally, future development will have opportunities for a broader range of household types and residents. Residential growth of the Central City is critical for the compact development of the city and region. The diversity of the housing in the Central City must expand to succeed as an attractive place to live for more Portlanders during all phases of their lives.

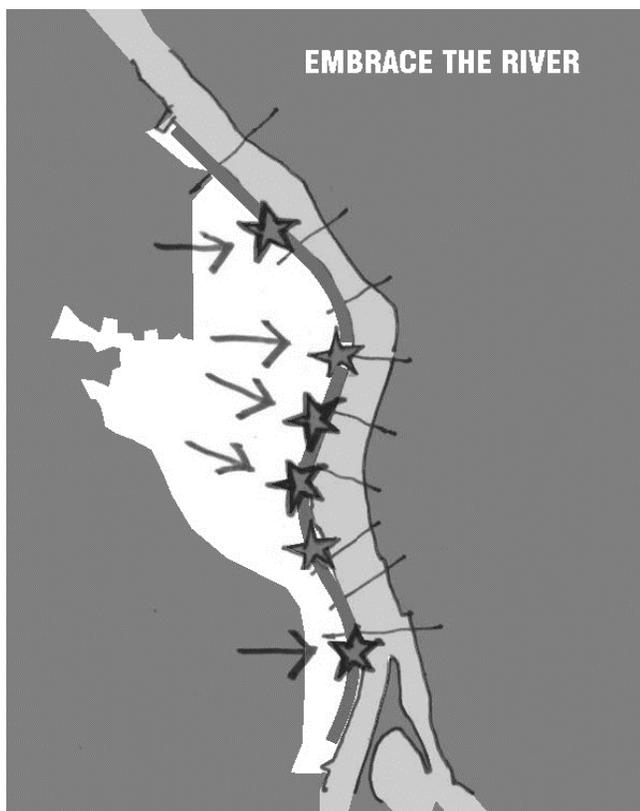


Connect Places

Link different places in the West Quadrant with a clearer, more diverse set of streets, paths and trails, including the “Green Loop” bicycle and pedestrian system.

The West Quadrant has a fine grained pattern of streets, intersections and small blocks that create a great pedestrian environment. While well connected, this network lacks variety.

A new, “Green Loop” open space system can make the environment richer, increase accessibility and attract more Portlanders to the Central City. It does this by linking diverse attractions and destinations with a comfortable, understandable and interesting route that links the quadrant’s different districts and surrounding neighborhoods.



Embrace the River

Develop a true “city on the river” by increasing riverfront attractions, development and activity in riverfront districts, better design of east-west connections, improving water quality and habitat and increasing access to the Willamette River.

The Willamette River and Tom McCall Waterfront Park are often described as the Central City’s “front yard.” Due to the success of the Transit Mall and retail core, much of the West Quadrant’s urban activity is centered on Pioneer Courthouse Square, or the “living room,” some five blocks away.

Even though nearly every east-west street ends along the riverfront at Naito Parkway, few of the streets feature compelling visual features to draw people toward the river.

More distinctive connections are needed to the river and Waterfront Park from areas farther away from the riverfront. More ways to access

the water, better use of the park and waterway, and more use and development in the districts next to the riverfront will help West Quadrant have a 21st Century urban riverfront.



Design with Nature

Design the built environment to integrate natural systems and respond to global climate change.

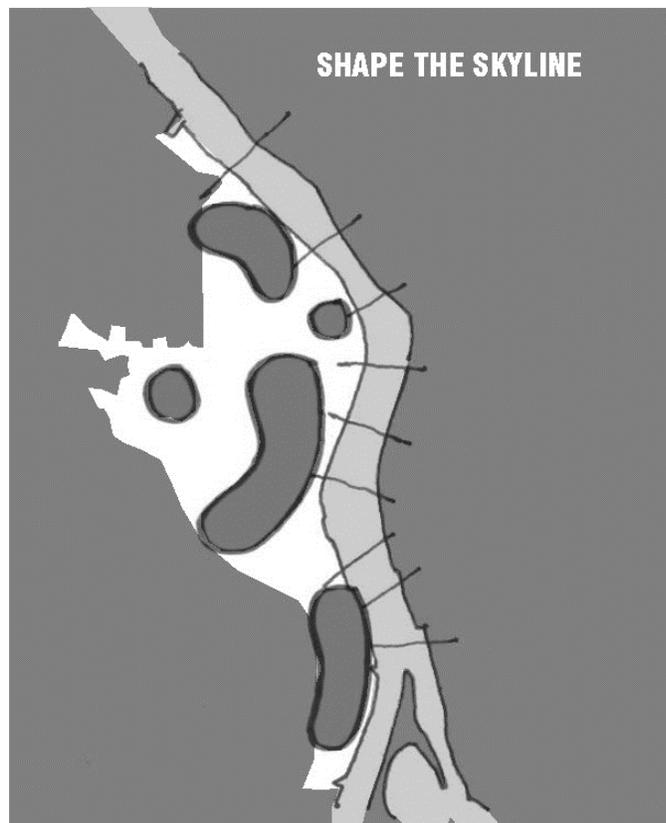
The West Quadrant is bounded on two sides by signature natural and topographic landscapes - the Willamette River and the West Hills. Given the highly urbanized character of the existing and future districts in the West Quadrant, new development can and should improve conditions by incorporate sustainable, green or high-performance features into building and site designs. Cumulatively, this will contribute to improving ecological function, responding to climate change, and creating a more resilient urban landscape.

Shape the Skyline

Use building forms to help frame and enclose special places, districts and experiences in the West Quadrant.

In the 1970s and 80s, maximum building heights in the West Quadrant were laid out according to a vision of a "crescent" of tall buildings that would stretch north-south along the Transit Mall through downtown, across the Steel Bridge and into the Lloyd District. While many tall buildings were built according to the crescent vision, large portions of it remain unrealized and the downtown riverfront has languished, partially from the inability to frame the river's large open space at key points with taller, more urban structures.

Looking ahead, building heights should be strategically used to highlight and frame key public places of the West Quadrant, diversifying the singular crescent concept into a series of smaller arcs toward the river.



Concept Maps

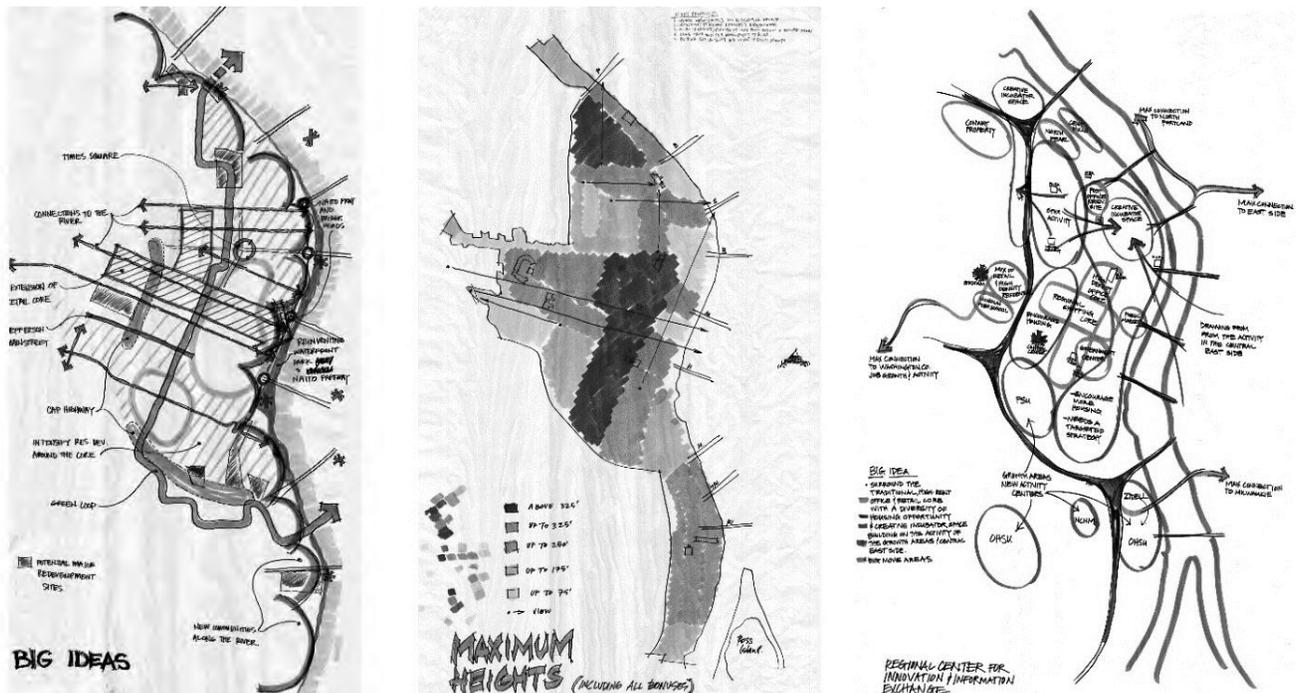
Reflecting the *Big Ideas* (see Chapter 1) and *Urban Design Principles*, a series of ten quadrant-wide concept maps were developed to illustrate the preferred direction for land uses, urban design systems, and transportation networks by mode. These concept maps provided direction that later helped shape the seven sets of district-specific urban design maps and goals, policy and action item language in Chapter 5.

Ideas illustrated in the concept maps were drawn from a number of sources, including the following:

- Recent district plans
- Existing conditions assessment
- Issues, opportunities and constraints analysis
- Community meetings and events (December 2012 – June 2013)
- Stakeholder Advisory Committee meetings (March 2012 – July 2013)
- West Quadrant Charrette (June 2013)

The ideas resulted in one main land use concept (*Land Use Emphasis*) which is supported by two accompanying maps – *Attractions & Special Places* and *Building Height*. Together these three land use related maps form a foundation supported by three related infrastructure system maps: *Street & Development Character*, *Parks & Open Spaces*, and *Green Systems*.

Four transportation concepts were also developed, intended to illustrate the key network connections specific to four primary modes: *Pedestrian*, *Transit*, *Freight & Motor Vehicle*, and *Bicycle*. These concepts show potential improvements to existing access issues in the West Quadrant, and indicate a sense of modal priority for different corridors, highlighting sometimes conflicting demands on streets in the quadrant area.



Maps produced as part of the West Quadrant Charrette process (June 2013)

Land Use Emphasis

This diagram shows the arrangement of predominant land uses desired for future development. Most of the West Quadrant is mixed-use today, and that would continue as the foundation for Central City land use. However, as described below and shown in the Land Use Emphasis diagram, certain uses are desired to be a greater proportion of the mix of uses in some areas of the Central City.

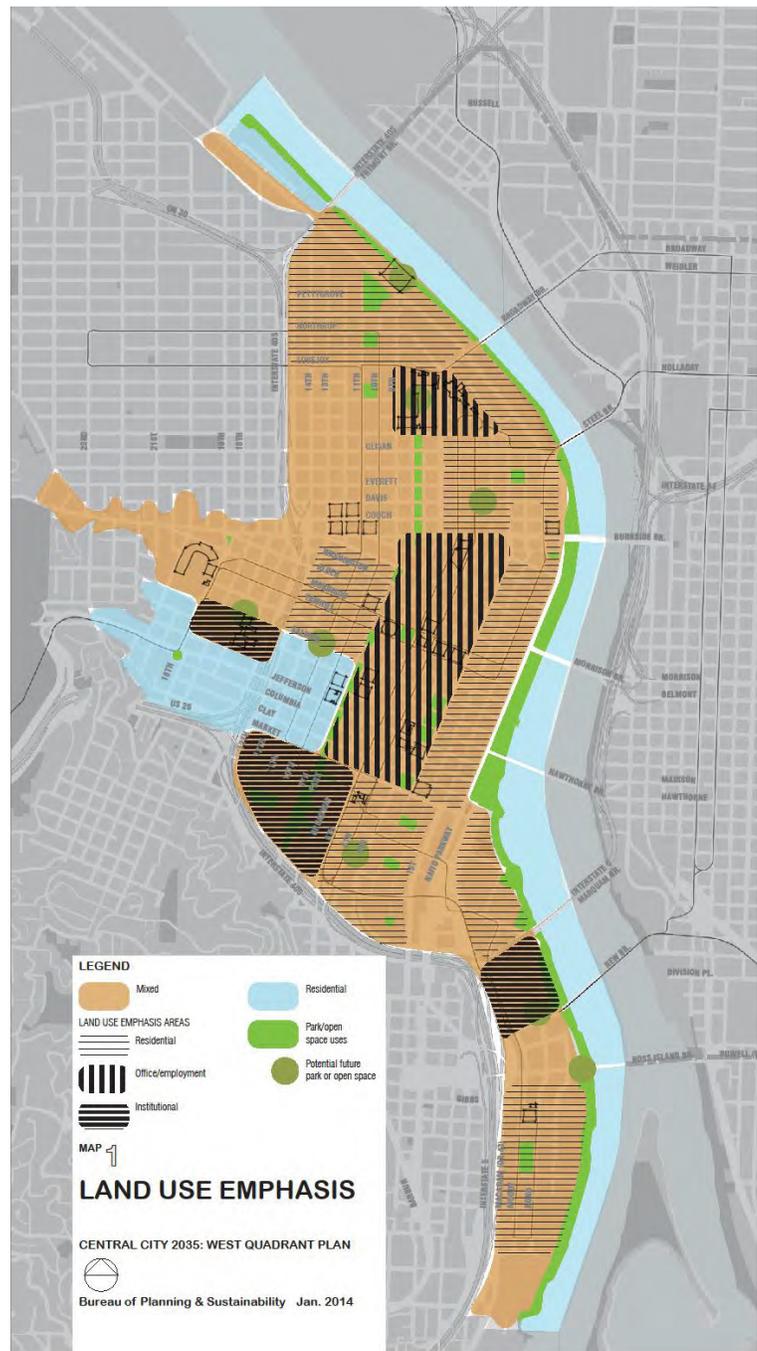
Mixed: An eclectic mix of uses that could include residential, retail and office. In less intensive areas, smaller scale development could be expected. In more intensive areas, larger development might occur. In these areas, there may be no single predominant use.

Institutional, regional event/entertainment: Predominant uses have a regional draw and are characterized by large footprint buildings. Hotels and restaurants could also be expected to locate in the area as well as a variety of other uses.

Residential: Predominantly residential area, with a range of building scales. Development located on busier streets, would likely include ground floor retail or service uses. Some small to medium sized office or hotel uses would be expected, but the majority of upper floors would be anticipated to be residential.

Incentives for residential: Areas where, although generally mixed in character, special incentives would exist to target development of a range of housing.

Incentives for office/employment: Areas where, although generally mixed in character, special incentives would exist to target development of office and employment uses.



Attractions & Special Places

This concept illustrates the attractions and special places in the West Quadrant that are found nowhere else in the region. These are major event and entertainment destinations, major employers or institutions and historic and/or special, highly recognizable places with unique physical qualities.

These places and features contribute significantly to the Central City as a “Center for Innovation and Exchange.”

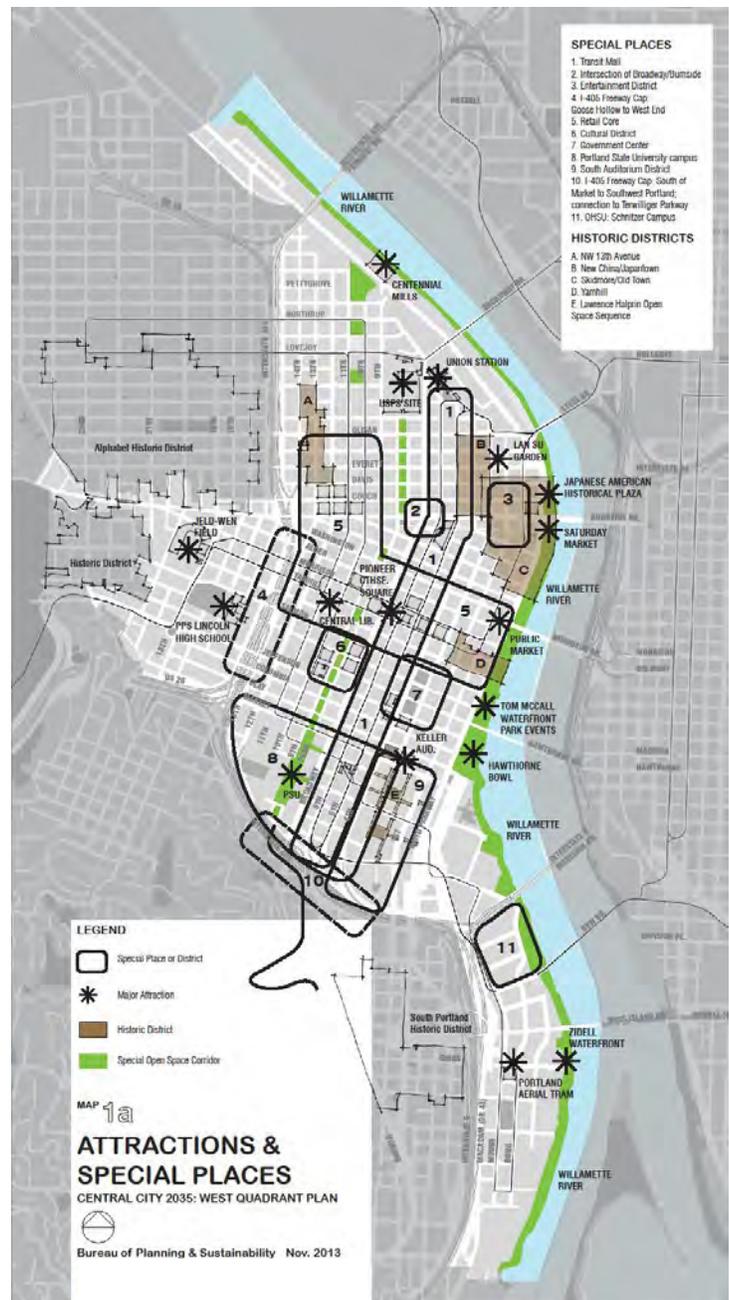
Special Place or District: These are broader areas – collections of multiple buildings, streets and/or facilities – that share a common theme in land use and character of experience. The Retail Core and Government Center feature concentrations of specialized land uses, shopping and government institutions respectively.

The South Auditorium District and Portland State University (PSU) include a wide range of land uses within their boundaries, as well as unique portions of the public realm: a pedestrian-only section of the South Park Blocks at PSU, and the Lawrence Halprin Open Space Sequence in South Auditorium.

Historic Districts: These are some of the oldest parts of the City. Each district is significant for different reasons and has its own unique character, but all include structures that reflect the social and architectural trends of earlier eras.

They typically include collections of buildings from different development periods as well as parks, streets and other portions of the public realm. These districts are important because they contribute to the diversity of the city’s built environment and remind us of Portland’s history and the ways that the urban fabric was shaped by the people and times that created them.

Major Attractions: These are specific facilities, places or centers that draw thousands of people annually into the West Quadrant. They can be as small as a single building (Union Station) or open space (Pioneer Courthouse Square) or collections of similar buildings and uses, such as the Cultural District (Portland Art Museum, Oregon Historical Society, Portland’s 5 Centers for the Arts). Some attractions are large employment and/or institutional centers, like Portland State University or the Oregon Health Sciences University. The Willamette riverfront, especially Tom McCall Waterfront Park, is a major destination for the West Quadrant and region.



Building Height

The building height diagram shows the approximate maximum building height in different areas of the West Quadrant. The proposed building heights reflect land use, transportation, and attractions in an area. Together the juxtaposition of existing and new development at varying heights creates an interesting and dynamic environment.

Maximum heights shown are inclusive of all bonus and transfer provisions. In all areas, a mix of building heights would be expected in the future – not all new buildings in any area would be expected to reach the maximums.

Public views: Corridors where important views may impact the height or form of buildings. For example public views from Washington Park to Mt. Hood and from the Pearl District to Union Station are important. Not all views are indicated on this concept map.

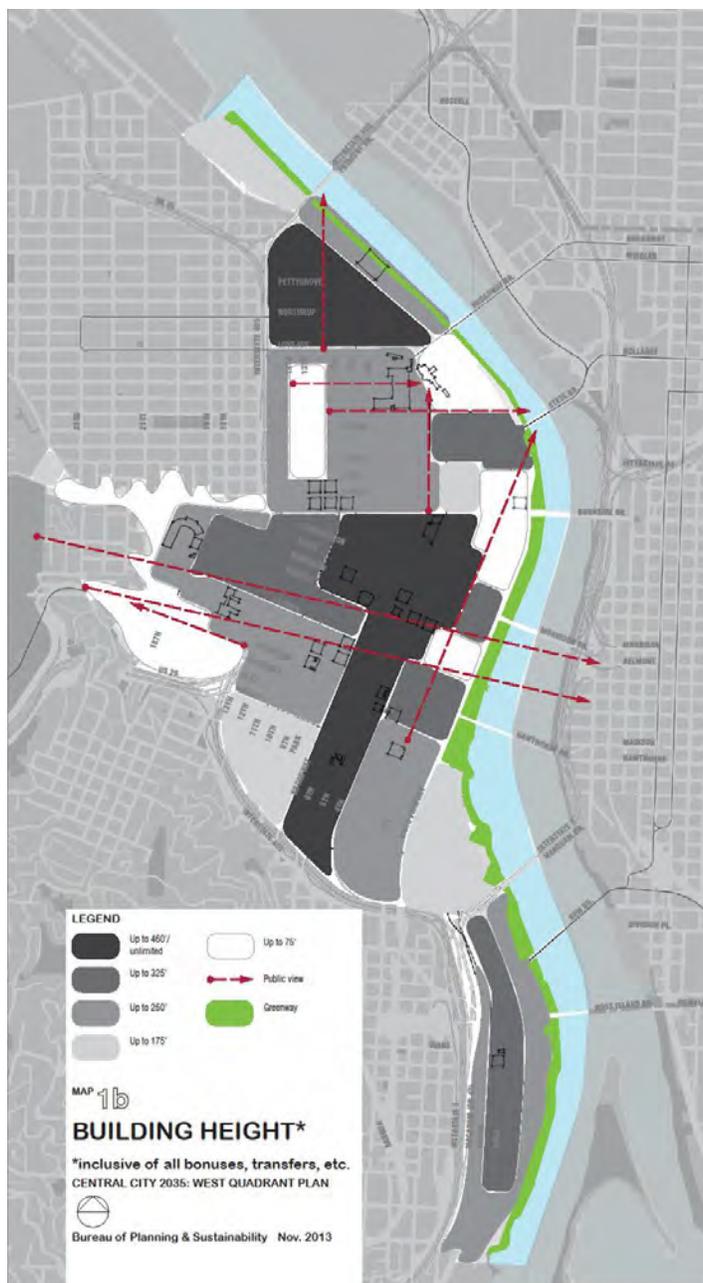
Height up to 75': Areas within historic districts or where sensitive transitions are needed to lower scale residential areas. For example, near single-family homes in Goose Hollow and within the Skidmore Historic District.

Height up to 175': Areas where other features define rather than height, such as already established institutional areas. For example, RiverPlace and Portland State University.

Height up to 250': Transitioning areas to the highest heights in the West Quadrant. For example, the transition from Goose Hollow to the retail core.

Height up to 325': Areas immediately adjacent to the highest allowed heights in the West Quadrant. For example, the north part of the West End, the Hawthorne bridgehead and the South Waterfront spine.

Height up to 460' or Unlimited (U.L.): The most intense areas in the City. For example, the retail core and transit mall areas. These are also areas with a large amount of new development, for example the North Pearl where tall, thin towers are encouraged. See Appendix B for more detailed height recommendations.



Street & Development Character

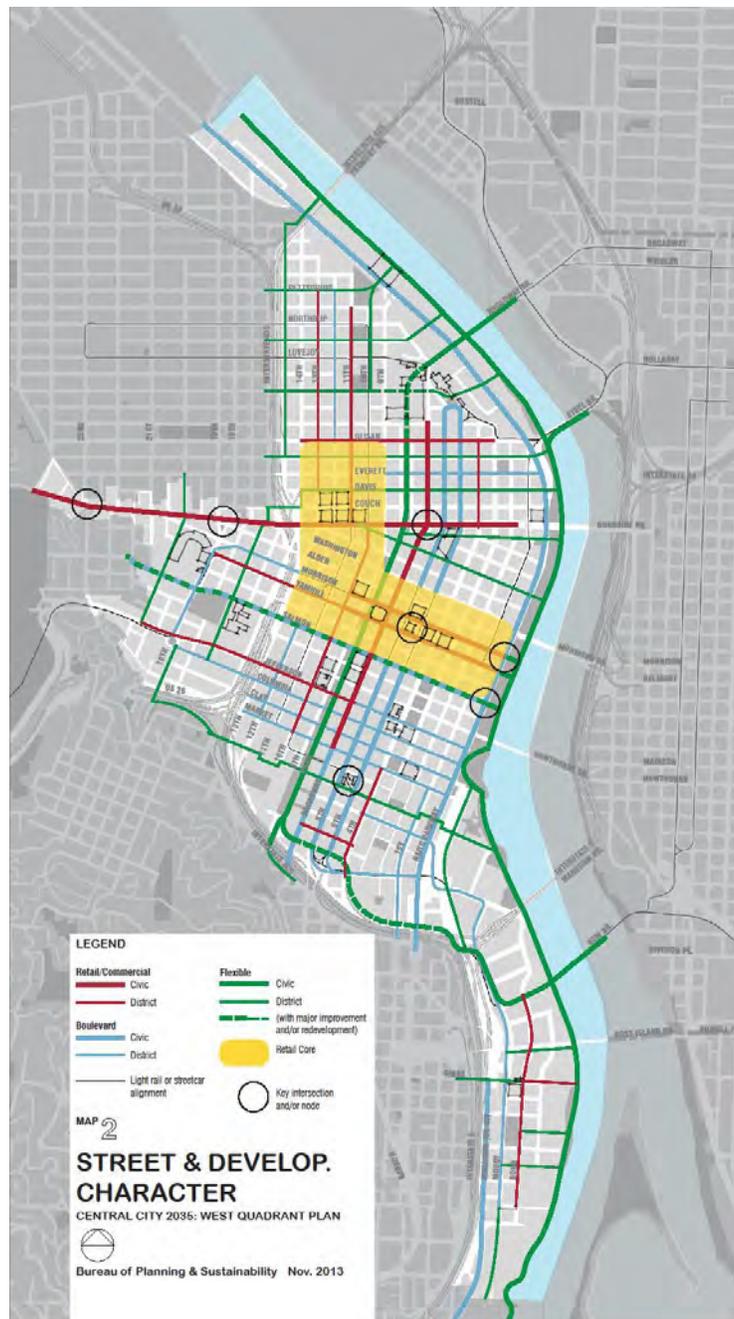
This diagram shows a more intentional approach for the quadrant's street network. It unites streetscape design, the character of adjacent land uses and building forms, and the different scale of streets. It is assumed that all streets would continue to have active ground floor uses, good sidewalks with safe crossings, attractive public amenities and furnishings, and integrated stormwater management features. It is also assumed that adjacent development, along with the street character, would respond to the local geography, surrounding context and envisioned character.

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

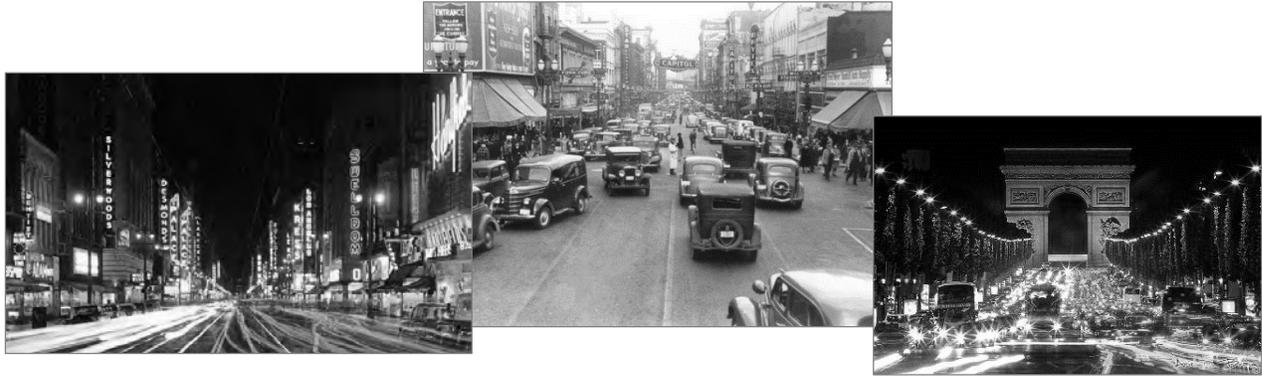
Retail Commercial Streets: These are busy, continuous streets with retail activity throughout the day, evenings and weekends. They provide for multi-modal access for vehicles, transit, bicycles and pedestrians. Ground-floor retail uses are required or strongly encouraged. Multi-level or specialized retail is encouraged along with green features that support retail street vitality. Some of these street corridors are “civic” scaled – those that are major corridors beyond the boundaries of the Central city. Others are “district” scaled – those that are important corridors within the district.

Boulevard Streets: These streets can also be very bus – they can be the “second” street of a couplet pair or define a district edge – but they offer a greener, more landscaped character with fewer retail storefronts. Like the retail commercial type, these streets are broken into the “civic” and “district” scales to reflect the fact that some of these streets reach far beyond the district. Construction of space for retail sales and services is allowed in general and could be encouraged or required at some locations. Other ground floor uses also would be encouraged for these streets, such as residential building lobbies or stoops, office spaces and institutional/educational facilities.

Flexible Streets: These streets, pathways, trails and other connections make up a system of pedestrian – and frequently bicycle – friendly routes that offer a



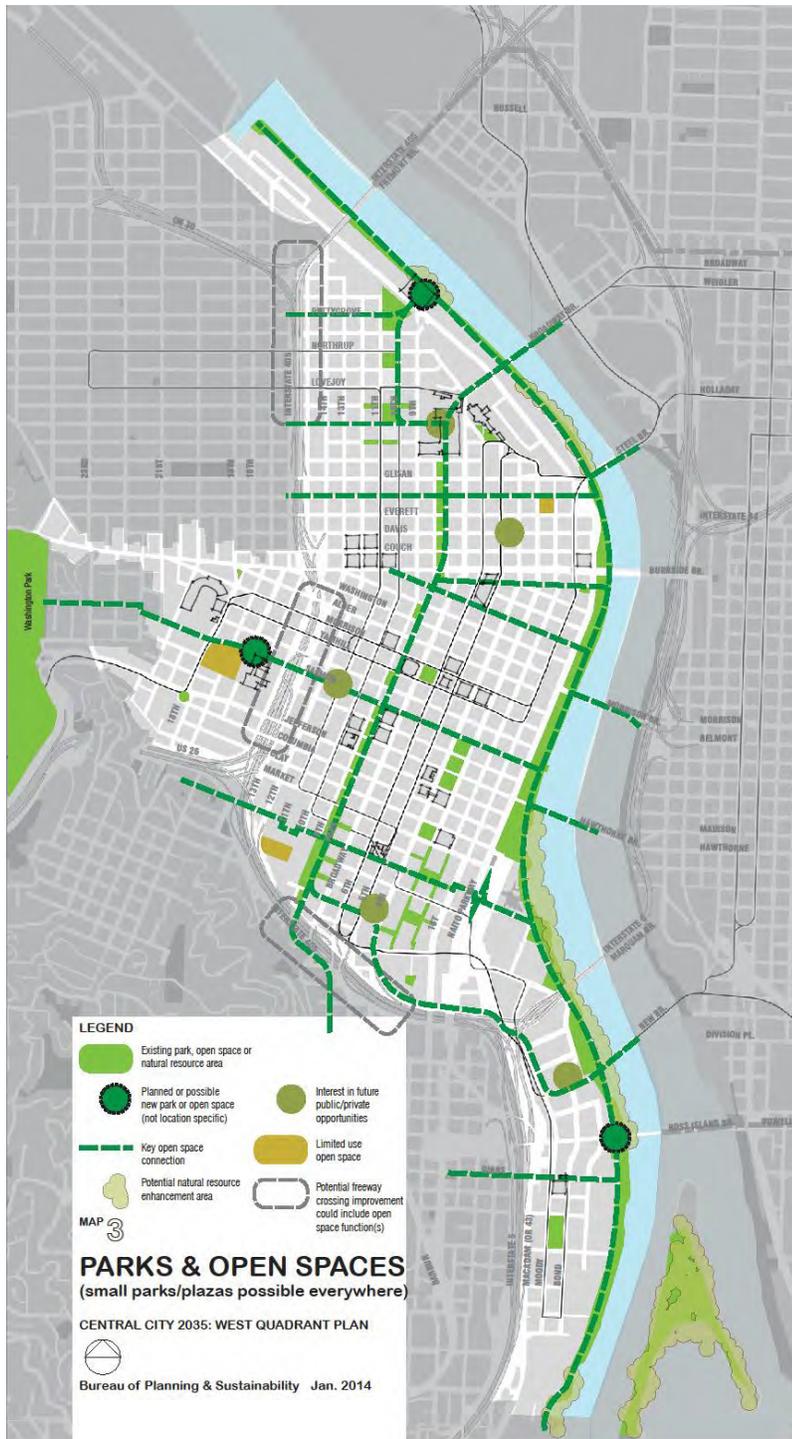
distinctly different, general quieter and “low stress” set of experiences from the busier retail commercial and boulevard street types. The forms and characters of these connections can vary considerably: some could look and feel more like typical streets, some could be trails through or along open spaces or plazas, and other could even go through interior spaces of buildings. Green Infrastructure, such as bioswales and street trees, can contribute to the pedestrian and bicycle experience as well as managing stormwater and reducing ambient air temperature. Ground floor uses in adjacent buildings would be closely related to the design and physical form(s) of these connections.

RETAIL COMMERCIAL

BOULEVARD

FLEXIBLE


Parks & Open Spaces

The open space diagram illustrates a potential framework for parks and open space within the



quadrant. The parks would range in size and function and should be augmented by privately owned pocket parks and plazas. The diagram shows an open space system to serve anticipated residential or employment populations. It also shows enhancement to natural resources along the riverbank.

Existing park, open space or natural resource area: Areas with existing open space infrastructure in place. These range from large systems like the South Park Blocks to smaller, more natural areas like Tanner Springs.

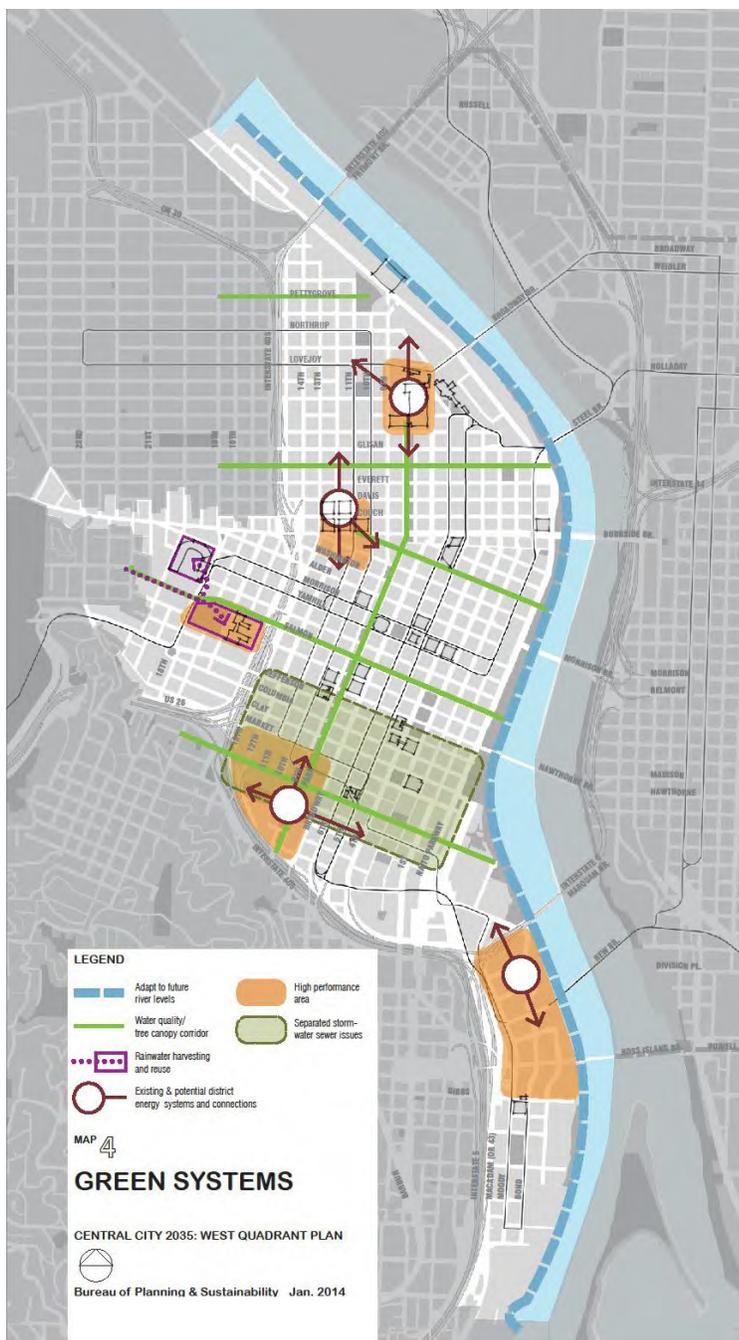
Possible new park or open space: This indicates general areas where a new park or open space is an identified need or desire for the community, such as in Goose Hollow or to serve a rapidly growing student population near Portland State University.

Open space connection: Trail, path, or wayfinding system which links existing and future parks or open spaces. This type of connection could link the North and South Park Blocks together in some way.

Potential natural resource enhancement area: Areas along the Willamette River where there is the potential for creating or enhancing riparian habitat.

Green Systems

This diagram shows how the West Quadrant has the opportunity to become a more sustainable district with improved long term resiliency. A key is to integrate nature into the built environment. Most elements apply across the entire quadrant including improved building energy performance, enhanced tree canopy, sustainable stormwater management strategies, and green building techniques including very visible elements such as use of native vegetation, ecoroofs, vegetated walls and bird-friendly buildings. Many of these elements are not mappable, and while they appear in the language of Chapter 5, they do not appear in this concept map.



Adapt to future river levels: Flood mitigation measures may be needed to address river level fluctuations as a result of climate change.

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

Rainwater harvesting and reuse: This is a system that would facilitate capture and reuse of rainwater.

District energy systems and connections: These are systems that provide shared energy production and distribution of heat and cooling among different businesses, uses and facilities.

High Performance Areas: These are areas with concentrations of certified green buildings that conserve energy and water; use renewable energy sources; reduce waste and recycle; manage stormwater; improve occupant health; and enhance the character of the neighborhood.

Transit

While the quadrant enjoys great transit access compared to other areas of the region, the proposed concept highlights a number of ideas to further improve the transit network in the quadrant.

Better transit access along the riverfront and in the North Pearl area: The Transit Mall is the main access point for transit into the quadrant. It acts as a central spine running on SW 5th and SW 6th Avenues. Other transit routes connect to bridges across the Willamette River and over I-405. Streetcar runs for the most part on SW 10th and SW 11th Avenues.

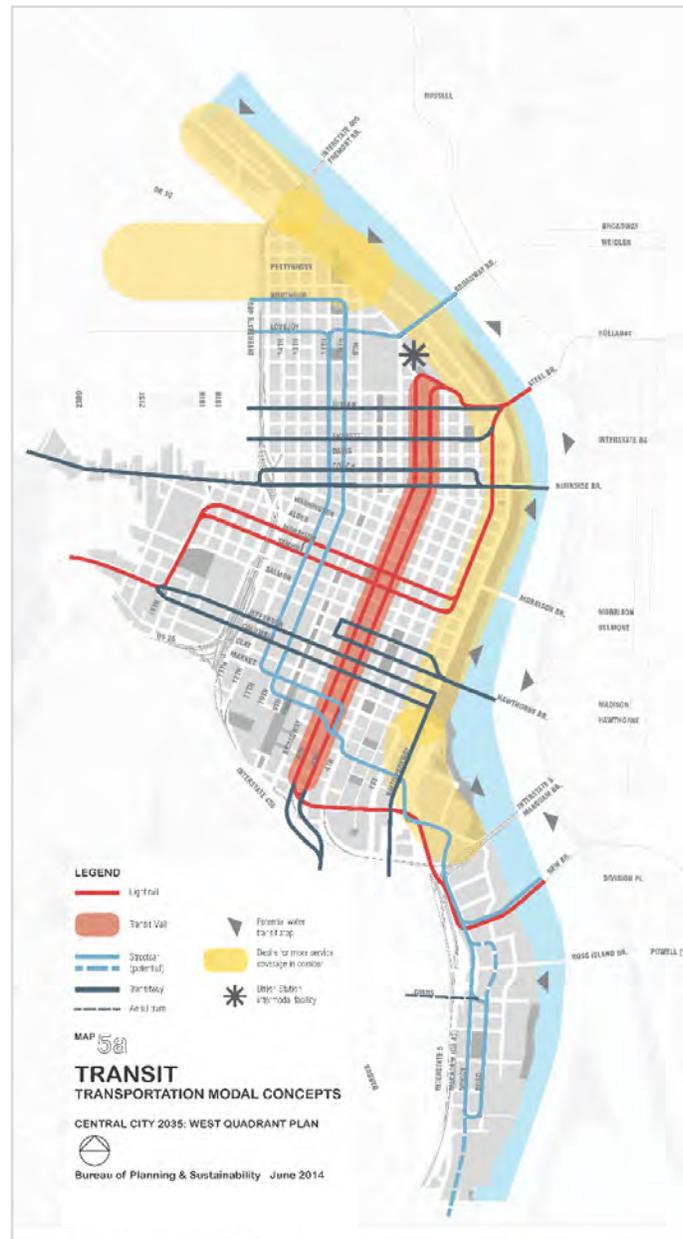
Strong transit along the riverfront is missing from this network. The West Quadrant Plan calls for greater activation of the riverfronts through development along Naito, improvements to the park and better pedestrian connections into the quadrant. Other cities use transit access - buses, trolleys and streetcars - to bring thousands of people to their riverfront.

Additional transit service along the riverfront could also serve the North Pearl area, potentially connecting to Centennial Mills as well as NW Portland.

River transit: The Willamette River has untapped potential as a transit corridor, as it once was. The 1988 Central City Plan called for a network of water taxis. This plan reiterates the opportunity for transit use of the river. The concept identifies potential transit stop locations as a placeholder for a possible future system.

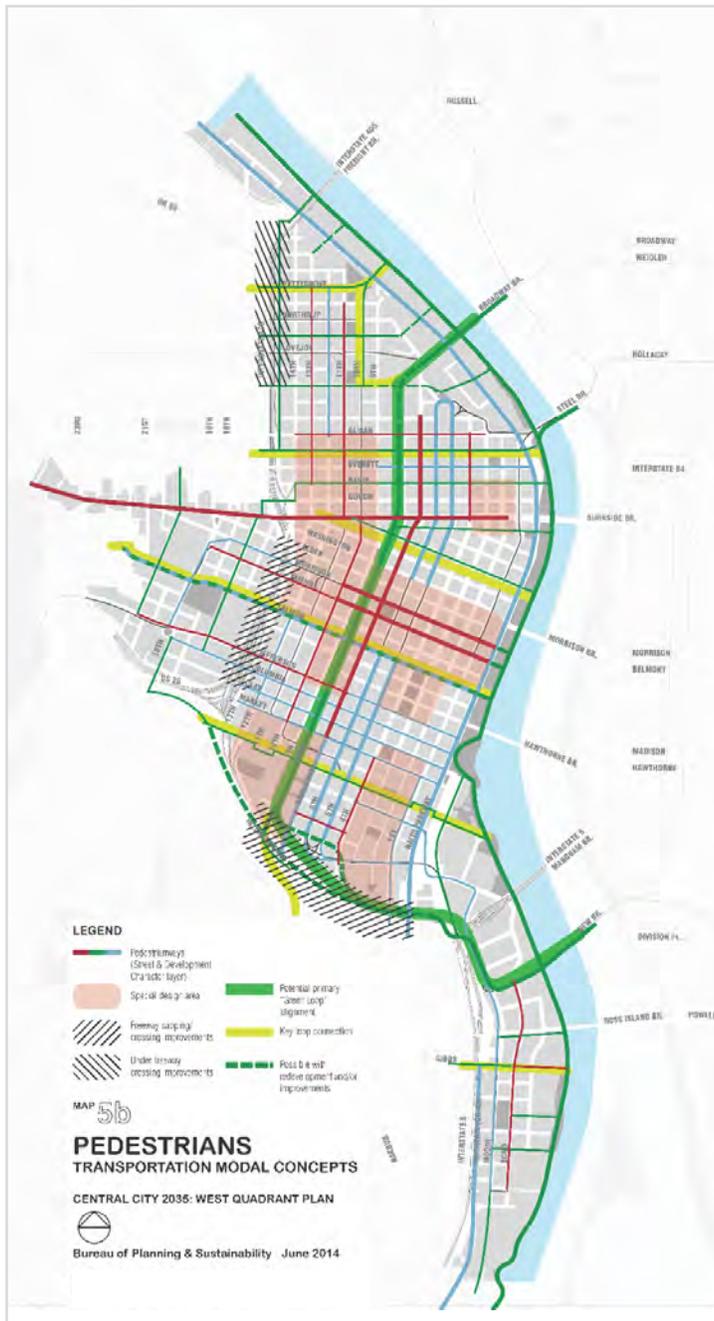
Network of transitways: While the quadrant is well served by transit, it isn't always clear where to catch a bus. Bus lines serving SW Portland often zigzag through Portland State University on their way to the Transit Mall. Other streets carry only one bus line, providing limited service and competing with other uses of the right of way.

The concept plan calls for exploring ways to provide a simpler, more intuitive network of transitways, where different transit lines can be served by the same corridor, potentially providing better level of service, via more frequent service, more traveling options and better stop amenities. Transitways can be served by a variety of transit vehicles, including potentially streetcars.



Pedestrians

The pedestrian concept layer closely resembles the Street & Development Character diagram. Both call for having a street network with a more intentional relationship between a street's pedestrian function, its streetscape features and its relationship to adjacent areas. This can lead to opportunities for interesting, attractive and unique places to walk and to gather.



“Green Loop”: The “Green Loop” is envisioned to be a primary way for pedestrians and cyclists to connect key destinations along the quadrant and the Central City to the Willamette River and areas outside the quadrant. Design of the Loop will be highly context sensitive, varying from one area to the next, while maintaining some common elements such as attractiveness, convenience and comfortableness.

Special Design areas: The desire to create a more unique set of streets can also be reflected in special streetscape features that can help unite districts, be that with, for example, special lighting, trees, art, street furniture, etc. The concept identifies several districts, including the Halprin Open Space Sequence, Portland State University, the Retail Core, the Museum Blocks, the Government Center, and Old Town/Chinatown.

Freeway Capping/Improvements: A key element of the plan is to improve the edges of the quadrant, particularly where the freeway network creates a barrier for pedestrians and cyclists. This diagram shows a few freeway capping opportunities that can result in better pedestrian connections as well as additional space for open space or new development.

Capping is shown on the stretch of freeway directly south of South Auditorium and Portland State University as well as a stretch between the West End and Goose Hollow. A different way to reduce the freeway barrier is shown underneath I-405 where it converges with the Fremont Bridge and Highway 30 to be made more attractive for people walking, cycling and gathering.

Freight and Motor Vehicles

This layer addresses the main access points for motor vehicles (including freight for local deliveries) into the quadrant.

Addressing Deficient Regional Connections: The quadrant is relatively well served by the freeway network. However, the area between the Vista Tunnel (Highway 26W) and the Ross Island Bridge (connecting to Powell Boulevard, also known as Highway 26E) are not. The “26-to-26” connection relies on local streets. This leads to a less direct and confusing regional connection and puts more traffic onto streets serving historic residential neighborhoods, PSU’s campus and the larger Central City.

This plan reiterates the need for a complete reevaluation of the local and regional network to improve both regional and local connections.

Network of Trafficways: The diagram shows the streets considered to be key access points for the quadrant. These include connections to the freeway system and bridges over the Willamette River. It also includes major streets connecting to areas outside the quadrant.

The main functions of this network of trafficways are to provide access in and out of the district and allow for rapid emergency medical and fire response, with the rest of the street grid providing connections to local destinations. To preserve limited roadway capacity, traffic not destined to the quadrant should be discouraged from using trafficways.

Circulation Studies: The diagram shows locations where study is needed to reconsider traffic and circulation patterns. Here the objective is to provide better multimodal access and ways for traffic to circulate locally.



Bicycles

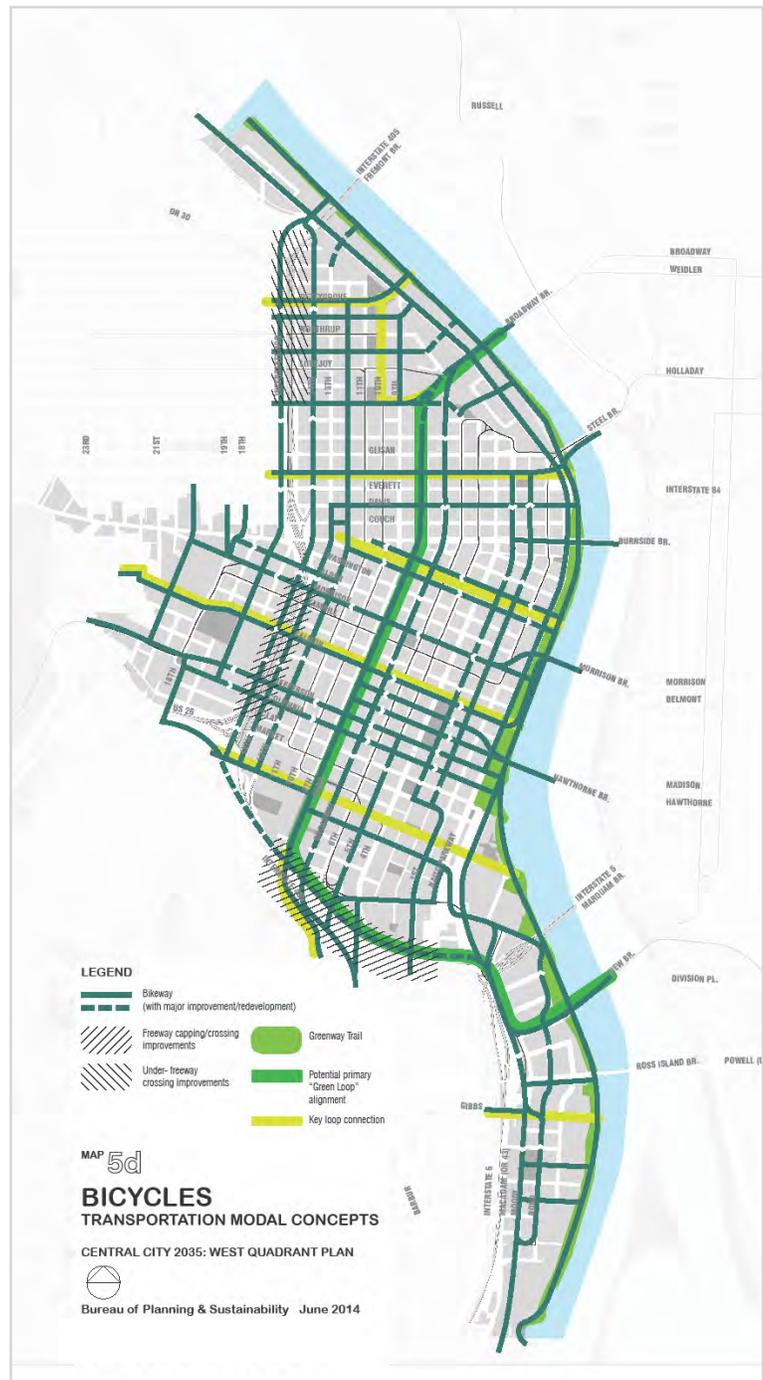
A Robust Network of Bikeways: The Central City, with the West Quadrant as its core, should have a fully multimodal network to serve its critical regional role as the primary location for employment, education, civic uses and shopping. While the quadrant has a robust transit, pedestrian and motor vehicle network, it does not have a mature bicycle network.

The bicycle network in the quadrant has been expanding overtime, leading to significant increases in bicycle use. Still, the quadrant lacks basic elements of a modern bicycle network – connected bicycle routes and improvements, bicycle lanes on one-way streets but with no complementary route the other way, unsafe and inconvenient pinch points in areas with heavy traffic, and routes where bikes are physically separated from traffic.

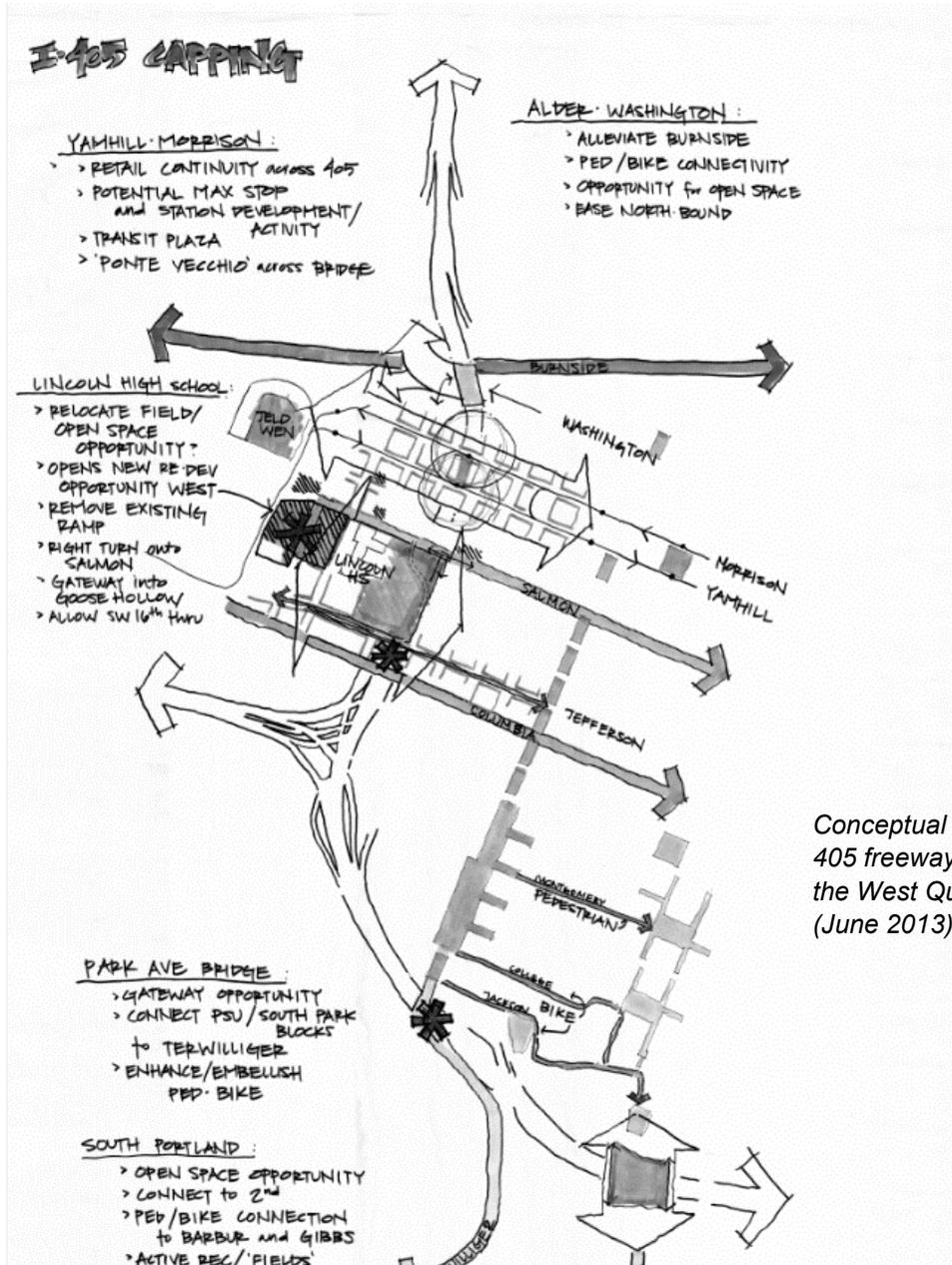
This diagram shows a general framework for a network. The actual location and type of facilities will depend on many factors, including local conditions, but the result should be a network that is complete, intuitive, safe, convenient and comfortable to use by a wide range of users.

“Green Loop”: As in the Pedestrian Concept Map, the “Green Loop” is envisioned to be a primary way for cyclists to connect key destinations in the quadrant, to the riverfront and to the other quadrants. The Loop will act as a second, more centrally located loop to navigate the Central City on a bicycle (the other loop being the circuit around the Willamette River created by bicycle connections along Naito/Tom McCall Waterfront Park, the Eastbank Esplanade and the Willamette River Bridges).

The specific design of the Loop will be highly context sensitive, varying from one area to the next, while maintaining some common elements such as attractiveness, directness, convenience and comfort.



Freeway Capping: A key element of the plan is to improve the edges of the quadrant, particularly where the freeway network creates a barrier for pedestrians. This concept map identifies some limited freeway capping opportunities that can result in better pedestrian connections as well as additional space that can be dedicated to provide open space or new development. These areas include a stretch of freeway directly south of South Auditorium and Portland State University as well as a stretch between the West End and Goose Hollow.



Conceptual map illustrating possible I-405 freeway caps produced as part of the West Quadrant Charrette process (June 2013)

CHAPTER 4: CENTRAL CITY-WIDE POLICY AND IMPLEMENTATION ACTIONS

Introduction

The final Central City 2035 Plan (CC2035), anticipated for adoption in early 2016, will contain a set of Central City-wide goals, policies and action items which apply to the entire Central City, as well as approximately ten district plans containing goals, policies and action items specific to those districts.

Building on the adopted Central City 2035 Concept Plan (2012), this chapter highlights policies and actions identified during the West Quadrant Plan process which have implications beyond the district and quadrant geographies and could be included in the Central City-wide section of the CC2035 Plan.



The content in this chapter is a work-in-progress. It will continue to evolve as new items are identified through the Southeast Quadrant Plan and River Plan/Central Reach processes which apply to the entire Central City; and as additional outreach and analysis is undertaken in subsequent CC2035 project phases. In addition, some policies and actions from the N/NE Quadrant Plan (adopted in 2012) and Climate Action Plan Preparation Strategy (adopted in 2014) will be incorporated into the Central City-wide section of the final CC2035 Plan.

Document Organization

The goals, policies and action items below are generally organized into the same categories used for the *CC2035 Concept Plan* and quadrant plans, with a few differences:

- In each section, goals and policies from the adopted Central City 2035 Concept Plan are highlighted in grey boxes (revisions proposed by the Planning and Sustainability Commission are noted with strikethrough and underline), followed by new goals, policies and/or actions identified through the West Quadrant Plan process.
- The Concept Plan did not have a separate transportation section, which the quadrant plans have. This document moves the transportation-related items from other sections of the Concept Plan into a new transportation section to match the quadrant plans.
- The quadrant plans do not have Willamette River sections because the river-related policies fit well under the topic related sections. However, since the Concept Plan has a Willamette River section and it is anticipated that the final Central City 2035 Plan will also have one, it is included here.

Draft Central City-wide Goals, Policies and Action Items

Regional Center: Economy and Innovation

Adopted CC2035 Concept Plan Goals and Policies

Goal A: Reinforce the Central City's role as the unique center of both the city and the region for commerce and employment, arts and culture, entertainment, tourism, education and government.

Goal B: Increase the Central City's strength as a place for innovation in business, higher education and urban development. Maintain and improve the physical and social qualities that make the Central City a successful and advantageous setting for diverse creativity, innovation and civic engagement.

Goal C: Improve the economic competitiveness of the Central City, especially relative to West Coast and regional markets, through expanded business and development activities.

Goal D: Support efforts to enhance and maintain the urban character, livability and experience of the Central City to ensure it remains the pre-eminent location in the region for business and commercial activities, and an attractive location for new development.

[Goal E moved to new Transportation Section]

Policies to reach these goals:

1. Traded sector growth. Focus business development efforts and assistance on targeted industry clusters and high growth sector companies.

2. Center of higher education. Support the ability of the major universities in the Central City (e.g., Portland State University, Oregon Health Science University) and other higher education institutions to strengthen the Central City as a center of learning, business and innovation.

3. Center of urban innovation. Increase the role and stature of the Central City as a laboratory and showcase for innovative urban development and a regional leader in the development of businesses related to clean technology, green practices and design, and resource conservation.

4. Entrepreneurship and business innovation. Strengthen the Central City as a location for job creation by addressing development issues that affect businesses and supporting economic development strategies and programs intended to facilitate economic growth in the Central City.

5. Next generation of industrial/employment sanctuaries. Preserve and provide for the long-term success of Central City industrial districts, while supporting their evolution into places with a broader mix of businesses with higher employment densities.

6. Tourism, retail and entertainment. Maintain and expand upon activities in the Central City that support tourism and complement economic success, and vibrancy and livability, with an especial focus on retail, cultural events and institutions, arts and entertainment, urban design and transportation.

[Policies 7-9 moved to new Transportation Section]

10. Safe and secure Central City. Maintain adequate public safety and security services and reduce sources of conflict and nuisance crime through design, regulation and management.

11. Resilient Central City. Use planning and design in the Central City to help prevent or minimize ~~mitigate~~ the impacts of natural hazards.

12. Affordability. Support efforts to make the Central City a competitive location for development and for businesses to locate and operate.

13. Equity and the economy. Support greater access to and expansion of economic opportunities in the Central City for all groups facing barriers to education and employment and longstanding disparities so that they can share in employment and economic prosperity.

Draft Central City-wide Actions from West Quadrant Plan Process

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

Equity

Draft Central City-wide Policies from West Quadrant Plan Process

Equitable Benefits. Ensure that the benefits associated with the Central City are accessible to communities of color, low-income populations, and other under-served or under-represented groups who reside both in and outside the Central City. These benefits include access to employment, housing, education, civic and cultural activities, and transit.

Minimize Adverse Impacts. Eliminate disproportionate burdens such as adverse environmental, economic or community impacts associated with land use and public investments for communities of color, low-income populations, and other affected under-served or under-represented groups. In cases where disproportionate burdens cannot be eliminated, they should be minimized or mitigated.

Inclusive Public Involvement. Include affected communities effectively and meaningfully in decision-making processes.

Housing and Neighborhoods

Adopted CC2035 Concept Plan Goals and Policies

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

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

Policies to reach these goals

14. Complete communities. Ensure Central City neighborhoods have access to essential public services, including public schools, parks, community centers and amenities, including neighborhood-serving retail and commercial services that support sustainable and diverse community structure.

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

16. Low-income affordability. Preserve the existing supply and continue to support the development of additional housing to meet the needs of low-income Central City residents.

17. Housing diversity. Create attractive, dense, high-quality affordable housing throughout the Central City that accommodates a broad range of needs, preferences, and financial capability in terms of different types, tenures, sizes, costs and locations. ~~Provide a more diverse stock of housing to support a diversifying Central City population that includes housing compatible with the needs of families with children, people with special needs, students, seniors and the Central City workforce.~~

18. Minimize displacement. Maintain the economic and cultural diversity of established communities in and around the Central City. Utilize investments, incentives and other policy tools to minimize or mitigate involuntary displacement resulting from new development in the Central City or close-in neighborhoods.

19. Transitional housing and services. Provide housing and services that directly assist at-risk populations and allow people to transition to more stable living conditions.

20. Conflict reduction strategies. Develop ongoing strategies and programs that reduce potential conflicts between special needs populations and other Central City residents, employees, visitors and businesses.

21. Livable mixed-use environment. Promote design solutions and construction techniques to ensure that new development is compatible with existing uses, including noise and other pre-existing conditions.

Draft Central City-wide Goal, Policies and Actions from West Quadrant Plan Process

GOAL: Add to the affordable housing supply of the Central City to maintain and grow the racial, ethnic and economic diversity of the Central City.

Housing Affordability. Continue to develop new affordable housing in the Central City so that approximately 30% of the total housing in the Central City is affordable to households between 0% and 80% MFI. Increase the supply of housing affordable to working households in the 50% to 80% MFI bracket, households for whom the Central City's access to jobs and transit can be particularly beneficial.

Public Investment in Affordable Housing. For public affordable housing resources, prioritize funding for housing programs and investment to meet the unmet needs of extremely low and very low-income households (0-50% MFI).

Affordable Homeownership. Align plans, investments and other policy tools to support improving homeownership rates and location choice for people of color and other groups who have been historically under-served and under-represented in the Central City.

Climate Change Preparedness. Support Central City residents and businesses by planning and preparing for climate change emergency response situations, such as floods and droughts.

2035 Performance Target: Housing

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

#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
HN1	Support improved communication and cooperation between social service providers and surrounding neighborhoods concerning livability challenges for all. At a minimum, encourage social service providers to enter into Good Neighbor Agreements.				X	ONI , PHB, County, Private
HN2	Develop tools to expand the ability to provide public support for units affordable to 0 to 50% MFI and increase the supply of units affordable to 50-80% MFI. This should include tools that enable partnering with the private development community in new and innovative ways to meet these affordable housing production goals.	X	X			PHB, BPS, Private
HN3	Create tools to help bridge the minority homeownership gap in the Central City.	X				PHB
HN4	Advocate for state-wide legislation that would allow local jurisdictions to adopt inclusionary zoning provisions to increase the supply of affordable housing.				X	City
HN5	Develop a strategy for accommodating food cart pods as infill development displaces them.		X			BPS, PPR, Private
HN6	Improve safety through programming and CPTED (Crime Prevention Through Environmental Design) improvements, including better street lighting.				X	PPR, PBOT, PPB, GHFL, Private
HN7	For residential areas, explore options to mitigate noise and air pollution from surrounding large transportation infrastructure.		X			PBOT, ODOT, BPS

Transportation

Adopted CC2035 Concept Plan Goals and Policies

(moved from Regional Center and Urban Design)

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

7. Regional transportation hub. Strengthen the Central City as the hub for moving people and goods, reinforcing its regional center roles, enabling successful high density employment and housing development, and thereby affirming its role in Metro's Region 2040 Framework Plan.

8. Optimized street network. Improve street design and function to increase efficiency and safety for all transportation modes and the ability of the existing network to meet the mobility needs of businesses, shoppers, residents and visitors. Establish a system and standards that emphasize pedestrian, bicycle, transit and freight access while continuing to provide automobile access.

9. Parking. Update parking management strategies to support commercial and housing development while optimizing the use of the limited parking supply, encouraging the use of alternative transportation and simplifying the parking regulations.

27. Regional corridors and connections. Elevate the presence, character and role of physical and visual corridors such as trails, transit lines, busy streets and significant public views, helping to bridge neighborhoods across physical and psychological barriers.

29. Street diversity. Differentiate the character of key streets to offer a diversity of urban experiences and connections, reflect the character of unique districts and expand open space functions.

Draft Central City-wide Policies and Actions from West Quadrant Plan Process

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

Active Transportation. Encourage walking and bicycling with improved infrastructure and other means as a way to increase access and transportation choices, enhance livability and reduce carbon emissions in the Central City.

Transit. Continue to strengthen the regional role of transit in the Central City. Work with TriMet to increase frequency, reliability and safety, expansion of the rail, bus and streetcar system.

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

Regional access. Work with the Oregon Department of Transportation on improvements to I-405, I-5 and US26 to enhance regional access to the Central City, minimize through traffic on central city streets, improve pedestrian and bicycle connectivity across the freeways and create opportunities for capping to lessen the barrier effect of the freeway and open new areas for potential development and/or open space.

Portals. Manage entry points into the district to provide a balanced multimodal access to efficiently accommodate the increases in person trips and the delivery of goods to and from the district as a result of growth and development. Discourage through trips from using district streets.

Transportation System Management. Manage access and circulation to reduce traffic speeds and provide for safe crossings, while balancing the need for vehicle and freight access to and from the district.

Parking. Update policies and zoning regulations related to parking in the Central City to better support the needs of the quadrant, particularly retail, employment and residential growth, as well as access to major attractions such as universities and event venues. Continue to limit the growth of the overall parking supply, and encourage the increase in use and sharing of existing stalls to manage parking in a more efficient and dynamic manner, lower the costs of construction and meet mode split and climate action goals for the quadrant and city.

Loading. Pursue strategies that bring new ways of delivering goods to the Central City in a way that optimizes the need for loading and freight access. Explore new opportunities, including central delivery and pick up centers, as well as the use of smaller and more sustainable delivery vehicles.

Larger transportation system. Integrate as part of the TSP update changes to policies, street classifications and project list that reflect the goals, policies, action items and street maps called for in the plan.

Willamette River Transportation. Improve opportunities for and promote river transportation to and within the Central City.

“Green Loop” Concept. Create a “Green Loop” within Central City that connects east and west side neighborhoods to open spaces and the Willamette River, with high quality bicycle accommodations and innovative, park-like pedestrian environments and wildlife habitat connections.

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

Willamette River

Draft Central City-wide Policies and Actions from West Quadrant Plan Process

Adopted CC2035 Concept Plan Goals and Policies

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

Goal I: Improve the health of the Willamette River for fish, wildlife and people.

Goal J: Increase public access to and along the Willamette River.

Policies to reach these goals

22. Willamette River health and water quality. Improve the environmental conditions of the Willamette River in compliance with regional, state and federal laws and goals to make and keep the river swimmable and fishable.

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

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

25. Willamette river tourism and commercial use. Increase opportunities for tourism and commercial use on and along the Willamette River in the Central City.

Habitat. Maintain and enhance in-water and riparian habitat throughout the Central Reach and focus on at least three specific shallow water habitat restoration areas to support the conservation and restoration of fish and wildlife populations.

Water Quality. Improve the quality of stormwater runoff from the street using stormwater management tools such as bioswales and street trees. Increase the use of ecoroofs, green walls and rain gardens with redevelopment.

2035 Performance Target: Linear feet of riverbank habitat enhancement

BPS will work with technical staff to establish specific targets. See Appendix C for a draft methodology for this work.

#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
WR1	Improve the Willamette Greenway Trail to facilitate continuity for bike and pedestrian access, reduce user conflicts and provide access to the river.		X		X	PBOT , Parks
WR2*	Update the Willamette Greenway Plan (1987) and associated regulations and design guidelines to implement policies and actions of the Central City Plan for the Central Reach.	X				BPS , BDS, BES, PBOT, PPR
WR3	Improve water quality in the Willamette River by integrating green infrastructure and urban design.				X	BES , BPS, PBOT, PPR

#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
WR4	Enhance and create connectivity between in-water, river bank and upland areas to maintain and improve fish and wildlife habitat.				X	BES , private
WR5	Restore habitat for fish and wildlife at 2-3 shallow water locations throughout the Central Reach.	X				BES
WR6	Continue to convene a Central Reach Working Group to serve as a sounding board for staff on the development of river-related policies and implementation actions for the Central Reach of the Willamette River.				X	BPS , BES , PPR, BDS, PDC, PBOT
WR7	Increase the efficient use of existing docks and river access points to avoid and minimize environmental impacts.				X	PPR , PBOT
WR8	Pursue locating and installing art, play areas, signage and attractions along the riverfront to showcase the river's past and present.				X	PPR , RACC , Public, Private
WR9*	Develop a strategy to address impacts on habitat and fish and wildlife within the Ross Island complex and Holgate Channel as part of River Plan/South Reach.		X			BPS , PPR, BES
*Additional details for selected action items are included in Appendix A, Implementation Action Details.						

Urban Design

26. Experimentation and innovation. Support the design of new places and uses, both permanent and temporary, that promote innovation, experimentation and exchange in the Central City.

[Policy 27 moved to new Transportation section]

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

[Policy 29 moved to new Transportation Section]

30. Signature open spaces. Advance the Central City's iconic interconnected system of parks, trails, and natural areas by offering a wide range of social, recreational, contemplative and respite functions to serve an increasingly diverse population of residents, workers and visitors.

31. Historic resources and districts. Enhance the identity of historically, culturally and architecturally significant buildings and places, while promoting infill development that builds upon the character of established areas.

32. Neighborhood transitions. Establish transitions between the Central City's denser, taller and more commercial and industrial land uses and adjacent neighborhoods, while highlighting key gateway locations.

Draft Central City-wide Policies and Actions from West Quadrant Plan Process

Renovation and Rehabilitation. Encourage the preservation, renovation and rehabilitation of historic buildings.

Streetcar Lines. Require active uses near streetcar stations and limit auto-oriented development.

Relationship to the River. Encourage development adjacent to the Willamette River Greenway to orient buildings towards the river, at appropriate set-back distances, in order to create a relationship between the built environment and activities along the river.

“Green Loop” Concept. Create a “Green Loop” within Central City that connects east and west side neighborhoods to open spaces and the Willamette River, with high quality bicycle accommodations and innovative, park-like pedestrian environments and wildlife habitat connections.

Views. Elevate the presence, character and role of significant public viewpoints and corridors such as the Vista Bridge and West Hills, which define the Central City and help connect residents, employees and visitors to Portland’s varied and unique landscape.

#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
UD1	Develop incentives to encourage publicly accessible, private plazas, ecoroofs and pocket parks as new development occurs.	X				BPS
UD2	Update the Central City Fundamental Design Guidelines to incorporate Crime Prevention Through Environmental Design (CPTED) principles, wind-mitigating design principles for tall buildings, as well as pedestrian scale and livability considerations.		X			BPS
UD3	Advocate for the passage of a state historic rehabilitation tax credit.				X	City , Non-profit, Private
UD4	Review height regulations and design review requirements adjacent to open spaces.	X				BPS
UD5	Develop a strategy to implement the “Green Loop” through the Central City.		X			BPS , PBOT, PPR, BES
UD6	Evaluate existing and potential new scenic view resources in the Central City, revise the scenic resources inventory and related regulatory tools and management, as appropriate.	X				BPS , PPR
UD7	Update the Historic Resources Inventory for the Central City, prioritizing the West End and Goose Hollow.		X			BPS

Health and Environment

Adopted CC2035 Concept Plan Goals and Policies

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

Policies to reach these goals:

33. Buildings and energy. Increase the energy efficiency of buildings, the use of onsite renewable energy systems, and the development of low-carbon district energy systems. Conserve resources by encouraging the reuse of existing building stock and recycling materials from construction and demolition.

34. Green infrastructure. Expand the use of green infrastructure, such as trees, vegetation, swales and ecoroofs, as a component of the Central City's overall infrastructure system.

35. Watershed health. Improve watershed health by reducing effective impervious surfaces, increasing the quality and diversity (both species and age distribution) of the tree canopy, and protecting and restoring riparian and upland fish and wildlife habitat.

36. Human health. Encourage the use of active modes of transportation by creating and enhancing a network of bike and pedestrian facilities that provide access to services and destinations including natural areas. Improve access for all people to locally grown and healthy foods. Encourage the use of building construction materials and products that do not have harmful effects on human health and the environment. Encourage social health by fostering community in a hospitable public realm.

Draft Central City-wide Policies and Actions from West Quadrant Plan Process

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

Bird-friendly Development. Encourage bird-friendly building and lighting design and management practices, to reduce hazards to resident and migrating birds.

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

Periodic Flooding. Minimize the risk to new and existing development and infrastructure from flood events, while also maintaining and enhancing ecological functions associated with the river and floodplain.

Adaptation to Future Climate Change. Increase the resilience of the natural and built environment to more heat extremes and intense rain events.

Climate Change Preparation. Assess, monitor and update plans, services and infrastructure in the Central City to anticipate and respond to evolving climate change conditions.

1. **Flooding.** Monitor and adapt to changes in hydrology, including future river levels, changes in flood frequency and duration, and changes in storm water runoff rates.
2. **Heat Island.** Reduce the adverse impacts of urban heat island effects on public health, especially in underserved and under-represented communities.
3. **Wildlife Movement.** Protect and improve terrestrial and aquatic wildlife movement corridors.

Low-Carbon Development. Reduce carbon emissions from existing and new buildings, transportation systems and infrastructure.

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

2035 Performance Target: Tree Canopy

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

2035 Performance Target: Vegetated Cover

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

Potential Additional 2035 Performance Targets: Net-zero energy in new construction, 30% reduction in existing building energy use, 5 MW of installed solar.

#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
EN1	Develop new regulatory and incentive tools to increase the use of green building technologies and innovative stormwater management techniques (e.g., ecoroofs, green walls, impervious surface standards), renewable energy and energy efficiency in both new development and rehabilitations.	X	X			BPS, BES
EN2	Continue to monitor air quality and ambient air temperature and develop strategies to reduce people’s vulnerability to urban heat island effects.				X	Oregon DEQ
EN3	Update the Central City Fundamental Design Guidelines to incorporate guidance for bird-friendly building design and building reflectivity.		X			BPS
EN4	Identify tree preservation and planting opportunities and implementation strategies (e.g., street tree planting and maintenance programs) that meet multiple objectives, including reducing urban heat island, improving local air quality, intercepting stormwater and providing habitat.				X	PPR, BES
EN5	Encourage the planting of street trees in front of residential and mixed use buildings and around surface parking lots.		X			PPR/UF, Private
EN6	Explore implementation alternatives for an ecoroof requirement and/or consider a requirement for “Green Factor.”	X				BPS, BES

#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
EN7	Identify upland wildlife corridors between the Willamette River and Central City existing and planned open space.	X				BES, BPS, PBOT, private
EN8	Implement projects that increase habitat in public rights-of-ways and development.		X			BES, PBOT, private
EN9	Consider new regulatory tools that would encourage or require large multi-family and commercial development projects to include charging facilities for electric vehicles.	X				BPS
EN10	Develop a program to encourage solar energy on existing rooftops, including in combination with ecoroofs.		X			BPS, BES
EN11	Improve water quality in the Willamette River by integrating green infrastructure with streetscape improvements. Specifically, identify risks associated with the separated storm system in the West Quadrant as a whole, as well as in specific districts.		X			BES, PBOT
EN12*	Work with FEMA to remap the Willamette River 100-year floodplain to include the consideration of climate change.		X			FEMA, BPS, BES,
EN13*	Amend the flood related regulations and other guidelines to a) help prevent or minimize the risk of flood damage to new, redeveloped and rehabilitated buildings located in the revised 100-year floodplain, and b) avoid, minimize and mitigate the impacts of such development on floodplain functions.		X			BPS, BES

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

CHAPTER 5: DISTRICT GOALS, POLICIES AND IMPLEMENTATION ACTIONS

This plan chapter is organized into sections addressing each Central City district in the West Quadrant planning boundary: the Pearl District, Old Town/Chinatown, Downtown, West End, Goose Hollow, South Downtown/University and South Waterfront. For each district there is a goal statement and concept diagram to convey the overarching vision for each district. This is followed by a series of policies, which provide more specific direction on issues associated with the larger goal. The district concept diagrams are based on the West Quadrant Concept diagrams. The quadrant concept diagrams are described in Chapter 3: Developing the West Quadrant Plan.

The policies are organized into topic areas generally consistent with the planning framework developed for the Central City 2035 (CC2035) Concept Plan, which established the overall vision and direction for the Central City as a whole. Because issues that apply Central City-wide are addressed in Chapter 4, this chapter focuses on issues that are unique to the seven districts. The policy topics are as follows:

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



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

Implementation actions, such as changes to regulations, future work items, projects, programs or studies, are proposed for each district. Implementers are identified, including public agencies, private and non-profit entities and other community partners, with the lead implementing agency noted in **bold**. A list of implementers and abbreviations used in the action tables is on the following page.

Some actions are intended to be accomplished with the adoption of the full Central City 2035 plan package, anticipated in early 2016. Other actions are intended to be completed in 2-5 or 6-20 years, and some are ongoing.

LIST OF IMPLEMENTERS

BDS	Portland Bureau of Development Services
BES	Portland Bureau of Environmental Services
BPS	Portland Bureau of Planning and Sustainability
City	City of Portland
GHFL	Goose Hollow Foothills League
MC	Multnomah County
NWDA	Northwest District Association
ODOT	Oregon Department of Transportation
OHSU	Oregon health and Science University
OMF	Office of Management and Finance
ONI	Office of Neighborhood Involvement
OTCTCA	Old Town/Chinatown Community Association
OTHG	Old Town Heritage Group
PBA	Portland Business Alliance
PBOT	Portland Bureau of Transportation
PDBA	Pearl District Business Association
PDC	Portland Development Commission
PF&R	Portland Fire and Rescue
PGE	Portland General Electric
PHB	Portland Housing Bureau
PNCA	Pacific Northwest College of Art
PPB	Portland Police Bureau
PPR	Portland Bureau of Parks and Recreation
PPR/UF	Portland Bureau of Parks and Recreation/Urban Forestry
PPS	Portland Public Schools
Private	Private property owners, businesses or non-profits
PSU	Portland State University
PWB	Portland Water Bureau
RACC	Regional Arts and Culture Council
SHPO	State of Oregon Historic Preservation Office
SPNA	South Portland Neighborhood Association
UPRR	Union Pacific Railroad

Downtown

Downtown is the area most people think of when they think of Portland's Central City. The tall skyscrapers, retail center, Pioneer Courthouse Square, museums, performance halls and civic buildings, the Willamette River and Waterfront Park, and the historic bridges are iconic images of Portland. Downtown has been shaped by the settlement era, commerce, trade, urban renewal, urban flight and renewed efforts at revitalization, including the 1972 Downtown Plan, which led to the creation of the transit mall and Waterfront Park. The Downtown Plan also strived to establish strong residential communities, which hasn't been successful in the downtown core. Downtown has 17 workers for every resident. Downtown can continue to be the gathering place for Portlanders and visitors, as well as a center for innovation and exchange.

District Goal

Downtown is the economic and symbolic heart of the region and the preeminent, most accessible location for office employment, retailing, tourism, arts and culture, entertainment, government, urban living, and ceremonial activities. At the center of the region's multimodal transportation system, and anchored by the Willamette River and signature public spaces including Pioneer Courthouse Square, Director Park and Tom McCall Waterfront Park, it is the most intensely urban and identifiable district in Portland's Central City.



Places and Attractions Concept Diagram

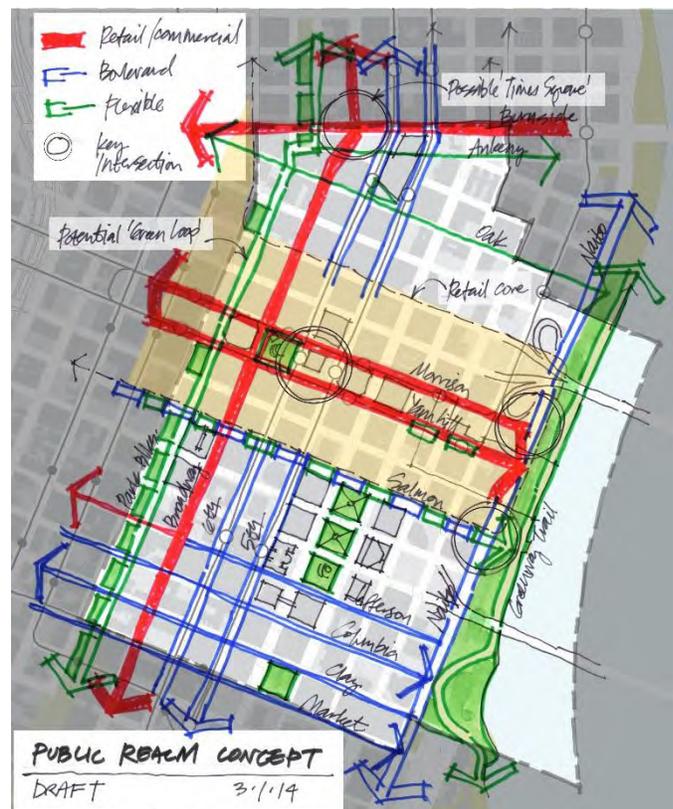
This diagram shows the downtown district in three identifiable areas, one along the waterfront, one that follows the office core, and one along the park blocks. Because much of the district is already built, it is anticipated that major new development will be limited to isolated infill sites. There are, however, more redevelopment opportunities along Naito Parkway, particularly at the bridgeheads. The darker the circle, the more change is expected in this part of the district.



Public Realm Concept Diagram

The public realm concept describes the character of existing and potential new public spaces in the district – its system of streets, parks and other open spaces. It locates existing parks and open spaces, suggests possible sites for new ones, and identifies possible connections between them. This concept also illustrates a “street and development character” concept for the district – a way of being more intentional about the desired design and function of both the streetscape and the ground floors of adjacent buildings.

The three main street types, Retail/Commercial, Boulevard and Flexible, are described in Chapter 3 on pages 29 and 30.



Key Elements of the Concepts

1. **Extend Retail Core to the north and to the riverfront.** Extend the downtown retail core – retail uses, streetscape improvements, unique lighting and signage – to the northwest through the West End to the Pearl District, and anchor its eastern end with a new regional attraction on the riverfront at the Morrison Bridgehead.
2. **Establish clearer set of east-west connections.** Explore, identify and develop a more distinctive set of east-west streets that link more landward portions of downtown, and districts beyond, to the riverfront and river.
3. **Naito Parkway character.** Explore improvements to Naito Parkway and Waterfront Park, as well as new uses and redevelopment incentives, to enhance the character of existing buildings, encourage new development, and improve the public experience of Naito Parkway and the downtown riverfront.
4. **“Green Loop” along the South Park Blocks.** Study feasibility of implementing the “Green Loop” concept and its connections along the South and Midtown Park Blocks through downtown.



District Policies and Implementation Actions

Regional Center: Economy and Innovation

Policies

1. **Office Core.** Maintain the Downtown office core as the region’s preeminent office employment district. Encourage new office development, with the largest buildings near the Transit Mall.
2. **Retail Core.** Encourage the growth and success of the retail core with new retail and supportive development. Connect the retail core to Waterfront Park.
3. **Government Center.** Encourage the concentration of government services in the vicinity of Chapman and Lowndale Squares.
4. **Cultural District.** Enhance the unique concentration of arts and cultural institutions and activities on and near the South Park Blocks between SW Salmon and SW Jefferson Streets. Create unique cultural and historic attractions along the Willamette River.

5. Naito Parkway Commercial Development. Encourage new development, including targeted clusters of commercial uses in order to bring more people, events and activities to the riverfront.

6. Bridgehead Development. Facilitate redevelopment of underutilized and vacant properties at bridgeheads to increase activity near the river and adjacent to east side connections.



7. Tourism, retail and entertainment.

- a. Maintain Pioneer Courthouse Square as an important “first stop” for tourists to the region with Waterfront Park becoming a complementary “second stop” for tourist information.
- b. Increase the attractiveness of the riverfront as a tourist destination by encouraging the development of new shops; restaurants; river transport; art; cultural, historic, ecological and maritime attractions; and recreational opportunities.
- c. Provide opportunities and amenities for river tours, river transit and regional cruises to/from the Downtown riverfront with supporting retail and services.
- d. Encourage a wide range of entertainment opportunities and event venues including small-scale, more frequent events as well as large-scale episodic events.

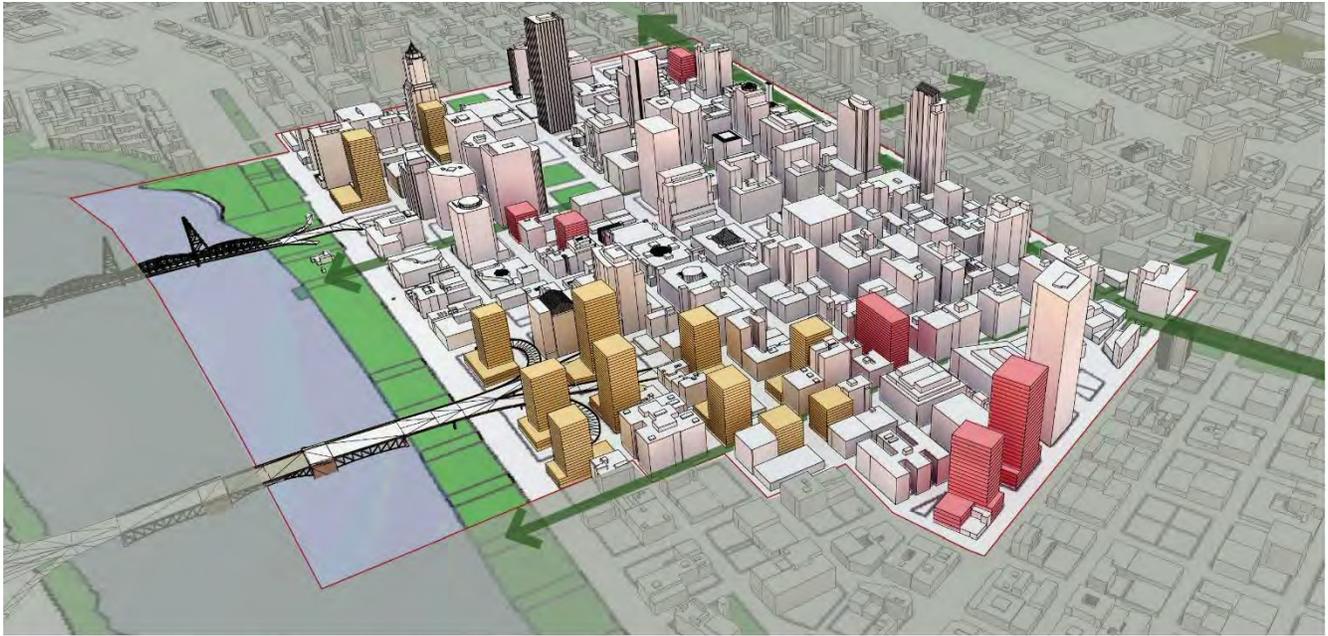
8. Regional Image. Enhance the Downtown’s and Willamette River’s role in creating a positive image for the city, region and state.

2035 Performance Target: Jobs

Add 7,000 new jobs within Downtown.

Current Conditions

In 2010, there were approximately 47,700 existing jobs in Downtown. The addition of 7,000 new jobs would result in a total of 54,800 jobs.



Housing
 Commercial
 Institutional
 Potential Green Loop Alignment and/or Key East-West Connection

This rendering illustrates a possible development scenario meeting targets for 2,500 new housing units and 7,000 new jobs in the district

Implementation Actions: Downtown – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
RC1	Develop regulatory and financial incentives to encourage new office development and businesses.	X	X			BPS, City, PDC
RC2	Encourage redevelopment with key public attractions and mixed uses at the Morrison Bridgehead that connect to the river.		X			Private, PBOT, PPR, BPS, PDC, MC
RC3	Implement incentives that encourage new development, including targeted clusters of commercial development, in the Naito Parkway area.		X			PDC, City

Implementation Actions: Downtown – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
RC4	Working with Multnomah County, study the feasibility of removing or reconfiguring the ramps and approaches to the Morrison bridge to create more developable land parcels and improve multimodal connectivity to the river. Consider the impacts to providing southbound freeway access from the Central Eastside.	X	X			PBOT, MC, BPS
RC5*	Increase flexibility for nonresidential uses on the RXd zoned area on the east side of the South Park Blocks between SW Salmon and Market. Review and revise, as needed, development standards and guidelines, including building setbacks, to ensure new development respects the Park Blocks.	X				BPS
RC6	Study the feasibility of accommodating regional cruise ship docking facilities along the seawall.		X			BPS, PPR, Private
RC7	Maintain Portland's Centers for the Arts as the leading regional performing arts venue.				X	OMF, Metro, Private
RC8	Actively program a variety of public events and activities throughout the year in Pioneer Square and at key locations in Waterfront Park like Ankeny Plaza, Salmon Springs, the Hawthorne Bowl and along the seawall. Encourage development of small retail uses, like kiosks, within Waterfront Park.				X	PPR, Private
RC9	Encourage the location of tourist services in the Pioneer Courthouse Square area and at Waterfront Park.				X	Private
RC10	Build a new central courthouse in or near the Government Center (see Attractions & Special Places Concept Map, page 27).		X			MC, PDC, BPS
RC11	Explore options for redeveloping the site occupied by the City-owned parking garage at SW 3 rd and SW Alder. Provide public parking; add mixed use development including improved retail.			X		PBOT, PDC, BPS

Implementation Actions: Downtown – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
RC12	Promote the Downtown area, Willamette River and Waterfront Park through media and other campaigns.				X	Private, Travel Portland, PPR, PDC, TriMet
RC13	Study and revise, as needed, zoning regulations to allow overnight mooring for commercial boats/ships in Waterfront Park.		X			BPS, PPR, DSL

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

Housing and Neighborhoods

Policies

- 1. Residential Development.** Encourage the development of new housing, particularly along SW Naito Parkway and the South Park Blocks.
- 2. Encourage Evening and Weekend Activity.** Encourage the development of uses that are active in the evenings and on weekends including restaurants, galleries, retail stores, performance spaces, etc. In particular, encourage evening activities within Waterfront Park and along Naito Parkway.
- 3. Neighborhood Amenities and Services.** As the population grows, address the needs of residents for services, schools, parks and other amenities, particularly community space and a dog park.
- 4. Public Safety.** Ensure that the district is clean and safe at all hours for businesses, employees, visitors, tourists, and residents.



2035 Performance Target: Housing

Develop 2,500 new housing units.

Current Conditions

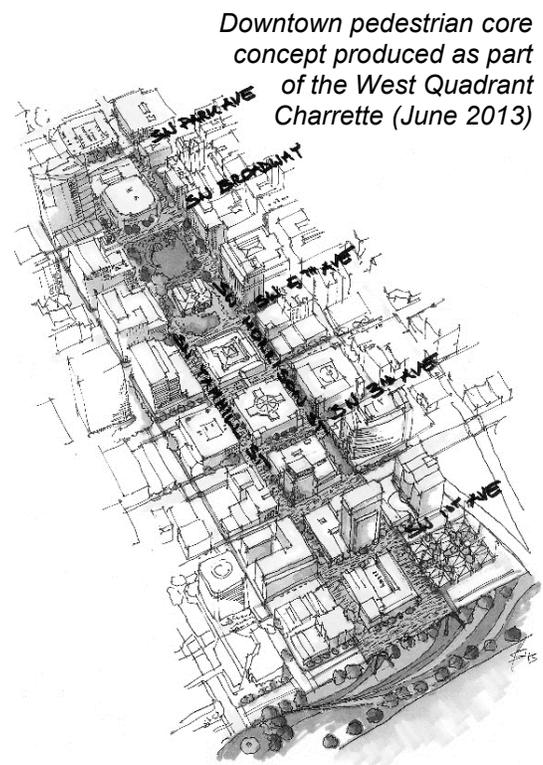
In 2010, there were approximately 1,900 existing housing units in Downtown and it had a jobs to housing ratio of 25 to 1. The addition of 2,500 units and 7,000 jobs would result in a total of 4,400 housing units and reduce the jobs to housing ratio to 12 to 1.

Implementation Actions: Downtown – Housing and Neighborhoods						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
HN1	Support the Clean & Safe Program and other programs that increase safety and provide a welcoming atmosphere for visitors and residents.				X	PBA , Private, PPB, PPR
HN2	Provide and maintain safe public restrooms at convenient locations throughout the district.				X	PPR , PPB, PWB, PBOT, Private
HN3	Provide incentives to increase residential development along SW Naito Parkway and the South Park Blocks.	X				BPS , PHB

Transportation

Policies

- Multimodal Access.** Increase trips to Downtown by employees, visitors, and residents and improve regional multimodal access. Increase the share of trips to the district made by alternative modes, including river transit.
- Circulation and Connectivity.** Maintain a compact and highly accessible Downtown. Improve connections across West Burnside and across SW Naito Parkway to Waterfront Park and the Greenway Trail.
- Regional Transit Hub.** Maintain Downtown's role as the region's principal public transportation hub centered on the Transit Mall and Pioneer Courthouse Square. Facilitate safe, pleasant and efficient access and transfer opportunities for transit riders.
- Parking.** Recognize that parking is an important asset for Downtown to support regional activity and growth, while encouraging alternative modes and controlling traffic, design, and environmental impacts. Continue to limit the growth of parking as redevelopment occurs and better utilize parking resources among existing and future uses.



5. **“Green Loop”**. Implement the “Green Loop” through the district, connecting the South and North Park Blocks with high quality bicycle accommodations and innovative, park-like pedestrian environments and create wildlife habitat connections between the Willamette River, South and North Park Blocks and the West Hills.
6. **Water Access and Transportation**. Improve commercial, river transit, tourist and recreational boating infrastructure and access to/from the Downtown riverfront.

2035 Performance Target: Mode split

At least 85 percent of commute trips to and from the district are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

Current conditions

The 2010 Downtown commute mode split was approximately 72 percent by non-single occupancy vehicle (SOV) for the district.

Implementation Actions: Downtown – Transportation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
TR1	Study and address pedestrian connectivity issues at the base of the Morrison Bridge. (see also action TR14)		X			PBOT , BPS, MC
TR2	Develop and implement changes to bicycle and pedestrian circulation on Naito Parkway and the Waterfront Park Greenway Trail to reduce conflicts and improve safety and access.		X			PPR , PBOT
TR3	Study potential improvements to public transportation services along Naito Parkway and the riverfront as development density and activity increases over time.			X		TriMet , PBOT
TR4	Study the feasibility of installing new or repurposing existing docks to accommodate commercial and recreational boating and river transit.		X			PPR , PBOT
TR5*	Enhance West Burnside to improve streetscape quality, multimodal access, and bicycle and pedestrian safety.		X	X		PBOT
TR6	Implement a Bike Share program with Downtown as its core that includes numerous rental locations and complements transit.		X			PBOT , Private

Implementation Actions: Downtown – Transportation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
TR7	Implement the “Green Loop” Concept through the district connecting the South and North Park Blocks and creating wildlife habitats between the Willamette River, park blocks and the West Hills.		X			PBOT, BPS, PPR
TR8	Explore opportunities for consolidating and/or redeveloping Burnside’s “jug handles” (triangular shaped spaces) into public spaces.			X		PBOT, BPS, Private
TR9	Identify opportunities to creatively use public rights-of-way to meet open space, recreation and retail needs, especially along designated flexible streets.				X	PBOT, PPR
TR10	Develop a strategy for maintaining large passenger vehicle (e.g., tour bus, school bus) access to area attractions as other redevelopment occurs.		X			PBOT
TR11	Develop a parking strategy that promotes multiple use and the sharing of existing resources.		X			PBOT, BPS, PDC
TR12	Study ways to lessen the impact of freight and general traffic on Naito Parkway destined to I-5 south from the Central Eastside.			X		PBOT
TR13	Study the feasibility of partial to full closure and public use of segments of Naito Parkway during evenings and on weekends.		X			PBOT
TR14	Study ways to improve multimodal accessibility at the Morrison and Hawthorne bridges		X			PBOT
TR15	Explore funding mechanisms, phasing and the implementation of river transit in Downtown.			X		PBOT, BPS, State and Federal, Private

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

Urban Design

Policies

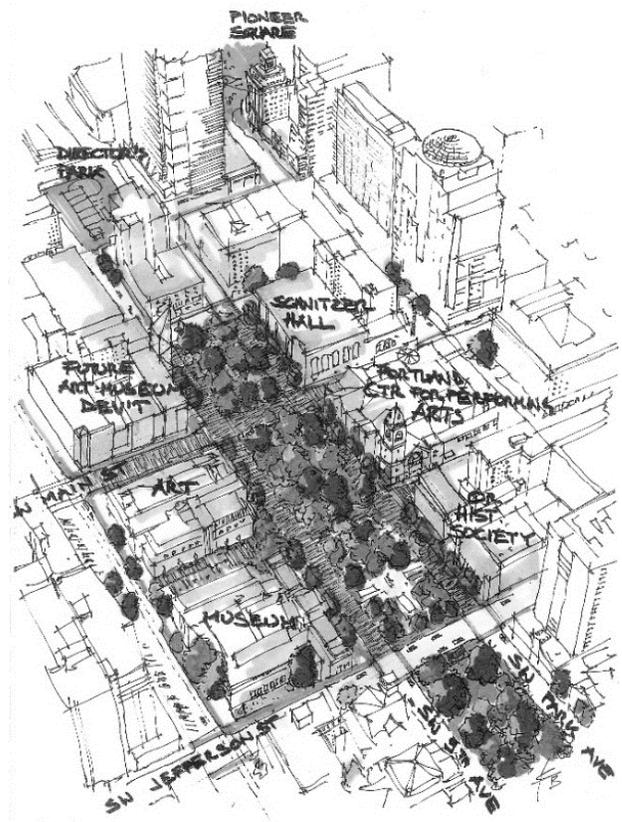
1. **Retail Core.** Create and maintain a unified identity for the Retail Core through signage, banners, lighting, street furnishings, plantings, etc.
2. **Transit Mall.** Provide a safe and pleasant street environment for transit riders and other pedestrians along SW 5th and 6th Avenues. Maintain the consistent streetscape, transit furnishings, and public art along the corridor.
3. **Civic Gathering Places.** Provide safe and accessible urban spaces for large public gatherings including festivals, parades, concerts, sports events and other assemblies.
4. **Tom McCall Waterfront Park.**
 - a. Recognize and promote Tom McCall Waterfront Park including the Willamette River as a key regional attraction and asset for visitors, employees and residents of the Central City.
 - b. Facilitate planned improvements that activate the park and river's edge, bring people to/from the river and improve habitat.
 - c. Expand the range of public activities and attractors along the waterfront including but not limited to recreation; small retail kiosks; and art, culture, watercraft and historic displays.
 - d. Provide a balance between large events and other park activities and uses to maximize public use and enjoyment especially during the summer.
5. **Park Blocks.** Preserve and improve the South Park Blocks as one of Portland's signature open spaces and integrate them with high quality pedestrian and bicycle facilities as well as improved opportunities for habitat.
6. **Open Space.** Beyond Tom McCall Waterfront Park and the South Park Blocks, expand opportunities in existing parks and open spaces, including the Willamette River, to meet needs of downtown residents, workers and visitors for both passive and active recreation.



7. **Street Hierarchy and Development Character.** Establish a more intentional street hierarchy with a greater diversity of street characters, distinguishing three main types: retail/commercial, boulevard and flexible. Specifically, support the retail/commercial character of SW Morrison, SW Yamhill, SW Broadway, SW Alder and West Burnside; the boulevard character of 5th, 6th and Naito Parkway; and the boulevard/flexible character of SW Salmon; and the flexible character of SW Oak and SW Ankeny.
8. **Signature Retail Streets.** Establish SW Morrison, SW Yamhill, SW Broadway, and SW Alder as signature retail streets and require retail development along these streets wherever feasible. Reinforce Broadway as Portland's theater and bright lights district.
9. **Relationship to the River.** Encourage development to orient buildings and uses toward SW Naito Parkway and Waterfront Park and the Willamette River in order to create a relationship between the built environment and the recreational and tourism activities along the river.
10. **Historic and Cultural Resources.** Protect and rehabilitate significant historic resources throughout the district. In particular, protect the historic character and architecturally significant resources of the Yamhill Historic District. Encourage contextually sensitive infill development on vacant and surface parking lots.
11. **Wayfinding.** Strengthen wayfinding systems for retail, arts and culture, parks and riverfront attractions.
12. **Dynamic Skyline.** Encourage the tallest buildings to locate along the transit mall, generally stepping down in height to the Willamette River. Allow taller buildings outside of historic districts and at bridgeheads.
13. **"Green Loop" Connections.** Implement the "Green Loop" through the district, connecting the South and North Park Blocks with high quality bicycle accommodations and innovative, park-like pedestrian environments and create wildlife habitat connections between the Willamette River, South and North Park Blocks and the West Hills.

2035 Performance Target: Active street frontages on retail/commercial streets

Numbers to be determined.



Cultural District concept produced as part of the West Quadrant Charrette (June 2013)

Implementation Actions: Downtown – Urban Design						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
UD1	Implement the Park Avenue Urban Design Vision (2004).				X	BPS, PBOT, PPR
UD2	Update the Willamette Greenway Plan (1987), zoning code regulations to accommodate desired uses along the riverfront in Tom McCall Waterfront Park.	X				BPS, BDS, PPR, BES
UD3	Review and update the Waterfront Park Master Plan to enhance activities, amenities, and open spaces in the park and into the river. As part of the effort, develop a plan for the Hawthorne Bowl that addresses habitat enhancements, swimming, boating, special events and related amenities.		X			PPR, BPS
UD4	Implement a pilot signage and awareness campaign to reduce pedestrian and bicycle conflicts in Waterfront Park		X			PPR, PBOT
UD5	Explore options for creating visual cues, such as art installments, that can be seen down street corridors and attract people from the district to Waterfront Park.		X			PPR
UD6	Explore management opportunities for ongoing programming, funding, and operations in Waterfront Park.		X			BPS, PPR, Private
UD7	Explore options for adjusting the duration, layout and frequency of large park events to allow for other types of park activities, in order to maximize public access, use and enjoyment of Waterfront Park.				X	PPR, Private
UD8	Coordinate with maritime-related organizations and interests to increase maritime attractions and events at Tom McCall Waterfront Park.				X	PPR, Private
UD9*	Increase the allowed maximum building heights in the vicinity of the Morrison and Hawthorne Bridgeheads to facilitate signature developments that help activate the waterfront and visually connect the city to the river.	X				BPS
UD10	Obtain Historic Designation for South Park Blocks; develop a strategy for maintenance and operations.		X			PPR, Private

Implementation Actions: Downtown – Urban Design						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
UD11*	Study the feasibility of creating an urban civic space at the intersection of West Burnside and Broadway.		X			BPS , PDC, PBOT, PPR
UD12	Improve Salmon Street with stormwater management, landscaping, and active transportation facilities to better connect Washington Park to the South Park Blocks and the Willamette River and improve the quality of water discharged into the Willamette.			X		PBOT , BES, BPS
UD13*	Review height regulations and design review requirements adjacent to open spaces.	X				BPS
UD14	Develop SW Ankeny as a great pedestrian street.		X			PBOT , BPS, Private
UD15	Develop a set of special design guidelines and streetscape improvements for the Cultural District.			X		BPS , PBOT, PPR, Private
UD16	Rehabilitate/redesign O'Bryant Square. Explore design and management alternatives for developing the space as a signature stop on the "Green Loop."			X		PPR , BPS, Private
UD17	Develop a Downtown Public Art Walking Tour.		X			RACC , BPS, Private
UD18	Incrementally improve building faces along the Transit Mall with active uses, windows, doors, landscaping, art, and amenities to improve the pedestrian and transit rider experience.				X	Private , PDC

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

Environment

Policies

- 1. In-water Habitat.** Restore in-water habitat at Hawthorne Bowl and incorporate native vegetation into landscaping within Tom McCall Waterfront Park.

- 2. Urban Habitat Connections.** Create an upland wildlife habitat corridor between the Willamette River, the South Park Blocks and West Hills for avian and pollinator species using street trees, native vegetation in landscaping, public open spaces and ecoroofs.

2035 Performance Target: Tree canopy

Plant or preserve trees, where appropriate, within Downtown sufficient to achieve 25 percent canopy coverage once the trees mature. See Appendix D for a draft methodology for measuring this target.

Implementation Actions: Downtown – Environment						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
EN1	Improve habitat by strategically incorporating native plants and trees in Tom McCall Waterfront Park.		X			PPR, BES
EN2	Improve in-water habitat at Hawthorne Bowl designing a restoration project that creates a separate fish habitat area from swimming and recreational areas.			X		PPR, BES
EN3	Consider seasonal restrictions on human activity within the Hawthorne Bowl to minimize the impacts of boating and swimming on juvenile fish migration.		X			PPR, BES
EN4	Evaluate the feasibility of adding deep-water mooring structures at Hawthorne Bowl to reduce the impacts of transient boat mooring.		X			PPR, Marine Board
EN5	Improve SW Jefferson with stormwater management facilities and green street improvements.		X			BES, PBOT
EN6	Develop a strategy for inventorying, removing and replacing trees in the South Park Blocks to eliminate safety hazards while maintaining or enhancing canopy coverage and habitat.		X			PPR
EN7	Explore opportunities to mitigate noise and visual impacts of the Eastside Freeway on Waterfront Park.		X			ODOT, PBOT, PPR
EN8	Incorporate plans to remove a portion of the seawall at Tom McCall Waterfront Park (not in the vicinity of Ankeny Street Pump Station) to provide river access, improved flood management and habitat enhancement into the WPMP update.			X		PPR

Implementation Actions: Downtown – Environment						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
EN9	Locate all new, significant development west of Naito Pkwy outside of the floodplain.				X	BPS, BDS, Private

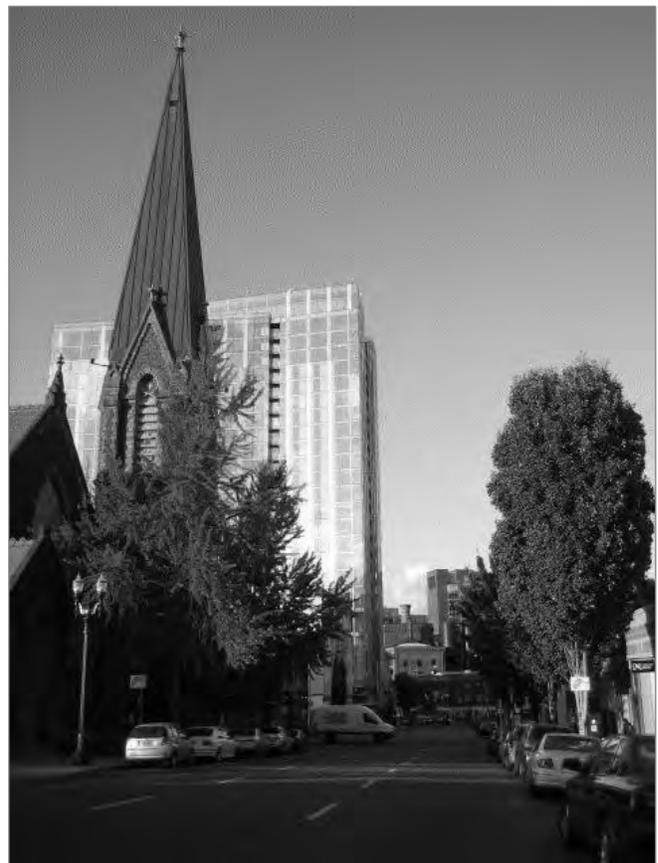
West End

The West End serves as a downtown residential neighborhood. Its urban character is shaped by numerous historic buildings, new housing projects, many restaurants and retail activities as well as a strong relationship with the South Park Blocks and Cultural District. However, the area also contains a number of surface parking lots. Over the last decade the West End has established stronger ties with Portland State University to the south and the Pearl District to the north, effectively stretching the retail core from downtown to the Brewery Blocks. The growth of housing and retail and improved connections with adjacent districts may facilitate more development in the area, but may also threaten the stock of affordable housing vital to its identity as a mixed-use district.

District Goal

Downtown's West End is a thriving, mixed-use urban residential neighborhood with a diverse and distinctive architectural character, a range of building ages and scales and a wealth of historical, cultural, institutional and open space assets. The district benefits from its pedestrian orientation and central location, with excellent multimodal access to Portland State University, the South Park Blocks, Goose Hollow and Providence Park, the Pearl District and the Downtown retail core.

The West End hosts a mixture of urban, attractive, family-friendly residential uses with a range of scales, types and amenities that accommodate a socio-economically diverse population. It also hosts a broad mix of commercial uses, where residents live in harmony with successful retail, cultural and office development.



Places and Attractions Concept Diagram

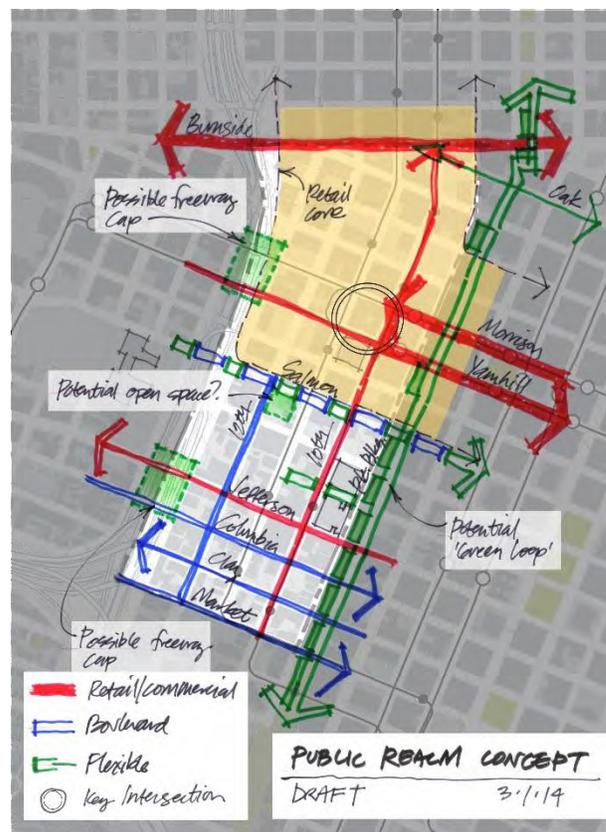
This diagram shows a predominantly residential character south of Salmon and a more mixed use place north of the street. While there is a considerable amount of redevelopment possible in the district, there is also a collection of existing buildings, many of which are older and add architectural texture and variety to the district. The darker the circle, the more change is expected in this part of the district.



Public Realm Concept Diagram

The public realm concept describes the character of existing and potential new public spaces in the district – its system of streets, parks and other open spaces. It locates existing parks and open spaces, suggests possible sites for new ones, and identifies possible connections between them. This concept also illustrates a “street and development character” concept for the district – a way of being more intentional about the desired design and function of both the streetscape and the ground floors of adjacent buildings.

The three main street types, Retail/Commercial, Boulevard and Flexible, are described in Chapter 3 on pages 29 and 30.



Key Elements of the Concepts

1. **Strengthen Jefferson main street.** Strengthen SW Jefferson Street as the primary east-west main street between the West End and Goose Hollow with retail uses at the ground levels of buildings, dense new development, and spaces for outdoor dining, gathering and socializing.
2. **Integrate new development with historic fabric.** Continue the varied urban and historic character of the West End with new development that creates new forms, views and architectural styles, highlighting and celebrating the texture of the district's collection of signature older buildings.
3. **Explore Freeway cap opportunities between the West End and Goose Hollow.** Explore opportunities for new caps over the I-405 Freeway from the West end to Goose Hollow to reduce the freeway's considerable barrier effect, create new open spaces and restore the city's original grid pattern.
4. **Highlight intersection of MAX/Streetcar as a civic place.** Explore redevelopment options at the highly visible crossroads of the MAX light rail lines and streetcar at SW Morrison/Yamhill and 10th/11th that include signature works of architecture, distinctive public realm improvements, and potential redevelopment of some of the MAX turnaround site.
5. **Re-envision SW 12th Avenue as a boulevard.** Redevelop SW 12th Avenue as the West End's local grand boulevard, exploring the potential for right-of-way reclamation, more and/or larger street trees, ground floor landscaped setbacks and more residential uses.

District Policies and Implementation Actions

Regional Center: Economy and Innovation

Policies

1. **Employment.** Encourage a broad mix of land uses, particularly north of SW Salmon Street, including office and retail opportunities in addition to residential.
2. **Retail Core.** Extend the Downtown Retail Core west to I-405 and north into the Pearl District and encourage a broad mix of retail opportunities at the street level.
3. **Cultural District.** Support the West End's unique concentration of arts and cultural institutions.
4. **Redevelopment.** Encourage new development on surface parking lots and vacant lots.
5. **Renovation and Rehabilitation.** Encourage the preservation, renovation and rehabilitation of existing and historic buildings.

2035 Performance Target: Jobs

Add 2,000 new jobs within the West End.

Current Conditions

In 2010, there were approximately 6,850 existing jobs in the West End. The addition of 2,000 new jobs would result in a total of 8,850 jobs.



Housing
 Commercial
 Potential Green Loop Alignment and/or Key East-West Connection

This rendering illustrates a possible development scenario meeting targets for 3,000 new housing units and 2,000 new jobs in the district

Implementation Actions: West End – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
RC1*	Develop zoning tools for the area north of SW Salmon that encourage a broad mix of uses, allow flexibility for additional office and retail uses, including freestanding office development, and encourage dense residential development.	X				BPS
RC2	Implement the Downtown Retail Strategy in the West End.				X	PDC, PBA

Implementation Actions: West End – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
RC3	Explore options for redeveloping the site occupied by the City-owned parking garage at SW 10 th and Yamhill, including improved ground-floor retail presence.		X			PBOT , PDC, BPS, OMF, Private
RC4	Develop a package of streetscape improvements for the cultural district to enhance the pedestrian experience between attractions including OHS, the Art Museum and the Arlene Schnitzer Concert Hall.			X		PBOT , BPS, PPR, Private
*Additional details for selected action items are included in Appendix A, Implementation Action Details.						

Housing and Neighborhoods

Policies

1. **Residential Development.** South of Salmon, residential development is the predominant use; to the north it is a major component.
2. **Urban Family Housing.** Encourage the development of multi-family housing with unit types, tenures, sizes, costs, locations and amenities supportive of families.
3. **Social Services.** Preserve and support existing social service and shelter functions in the district. Discourage the location of additional social services in close proximity to existing services.
4. **Churches.** Support the district's unique concentration of churches.

2035 Performance Targets: Housing Units, Preserved Affordable units

Develop 3,000 new housing units within the West End. Preserve (number to be determined) affordable units.

Current Conditions

In 2010 there were approximately 3,400 housing units in the West End. The addition of 3,000 units would result in a total of 6,400 housing units. This would require an 88% increase in units by 2035.

Implementation Actions: West End – Housing and Neighborhoods						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
HN1*	Preserve the RXd zone in the area south of SW Salmon within the West End. Consider adding additional ground-floor commercial flexibility, and additional commercial flexibility for existing structures.	X				BPS
HN2*	Develop and implement an affordable housing strategy for the West End that preserves or replaces existing affordable housing, including buildings that are privately owned.		X			PHB, BPS
HN3	Identify opportunities for new playgrounds and other recreational facilities for children.		X			Private, PPR
HN4	Explore opportunities for shared community use of PSU and Lincoln HS recreational facilities.		X			PPR, PSU, PPS
HN5	Explore options for a new community center to serve West End and Central City residents.			X		PPR
HN6	Explore options for additional public restroom facilities.		X			PBOT, PWB, PPB
HN7*	Create incentives to encourage the development of family housing.	X				BPS

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

Transportation

Policies

- 1. Multimodal Access.** Improve access by all modes to the district from adjacent areas and from the greater region, particularly Goose Hollow.
- 2. Circulation and Connectivity.** Provide for a highly accessible, safe and well-connected district, with enhanced connections to Downtown and PSU and improved pedestrian and bike facilities across I-405 to Goose Hollow and across Burnside to the Pearl District.
- 3. Rail Transit.** Create a supportive environment for transit connections that occur where the MAX light rail line on SW Morrison and Yamhill Streets crosses the Portland Streetcar line on SW 10th and 11th avenues.

- 4. Parking.** Meet existing and future parking needs in a way that limits the growth of parking as redevelopment occurs, encourages the use of alternative modes and the sharing and efficient use of parking stalls within the district's existing and future uses, and leads to the redevelopment of existing surface parking lots.

2035 Performance Target: Mode Split

At least 80 percent of commute trips to and from the district are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

Current conditions

The 2010 West End commute mode split is approximately 73 percent non-single occupancy vehicle (SOV).

Implementation Actions: West End – Transportation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
TR1	Improve bicycle and pedestrian safety and access into and out of the district, particularly on and around W Burnside and I-405 crossings and ramps.		X			PBOT
TR2	Develop and implement a parking strategy for the West End that encourages the redevelopment of surface parking lots, sharing of parking stalls and maintains sufficient parking to meet the districts' present and future needs.		X			PBOT, BPS, Private
TR3	Work with area property owners, the Portland Art Museum and churches to develop a strategy to accommodate institutional parking needs, including weekend and evening church parking and allow shared use of church parking facilities during other hours.		X			PBOT, BPS, Private

Urban Design

Policies

- 1. Architectural Diversity and Historic Resources.** Retain the personality and character of the West End by encouraging the preservation and rehabilitation of existing buildings and historic resources that represent a wide range of architectural styles, scales and eras. Encourage infill development that respects the district's diverse urban character.

2. **Park Blocks Frontages.** Encourage active ground floor building frontages along the Park Blocks.
3. **Street Hierarchy.** Establish a more intentional street hierarchy with a greater diversity of street characters, distinguishing three main types: retail/commercial, boulevard and flexible. Specifically, support the retail/commercial character of SW 10th Avenue, Jefferson and Yamhill streets and the boulevard character of Morrison, Columbia, Clay and Market streets and 12th Avenue.
4. **Jefferson Main Street.** Encourage redevelopment and rehabilitation along SW Jefferson to create a vibrant neighborhood Main Street environment with pedestrian and bicycle-friendly street design, green street improvements and contiguous neighborhood retail linking the West End to Goose Hollow and Downtown.
5. **“Green Loop” Connections.** Connect the West End, Goose Hollow and the West Hills to the “Green Loop” with high-quality pedestrian and bicycle accommodations and improved habitat corridors.
6. **Open Space Network.** Increase open space in the district and encourage the provision of publicly accessible private plazas and pocket parks with new development. Expand the range of recreational experiences available to include more child-friendly play areas, dog parks, and contemplative spaces.

2035 Performance Targets: Active street frontages, Rehabilitated Historic Buildings

At least (number to be determined) percent of The West End’s street frontages are occupied by buildings oriented to the street, measured by the amount of retail storefront and partial fenestration (windows and doors) facing the street.

At least (number to be determined) historic landmarks have been substantially renovated or rehabilitated.

Implementation Actions: West End – Urban Design						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
UD1	Improve Salmon Street as a unique east-west connection linking Washington Park to the Willamette River with stormwater management, landscaping, and active transportation facilities. Encourage additional, activating retail.			X		PBOT, BES, BPS
UD2*	Develop a set of historic preservation transfer tools to encourage FAR and height transfers from historic resources.	X				BPS

Implementation Actions: West End – Urban Design						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
UD3*	When updating the Historic Resources Inventory for the Central City, prioritize the West End and Goose Hollow.		X			BPS
UD4*	Review and revise as appropriate the two National Register Multiple Property Documentation forms for Downtown development to encompass a broader range of potential historic resources in the West End.		X			BPS
UD5	Reduce the impacts to neighbors from I-405 noise and air pollution by installing green walls on new/redeveloped buildings and street trees where appropriate.			X		BPS
UD6	Connect the West End to Goose Hollow by capping I-405. Potential locations include: W Burnside, SW Yamhill/Morrison, SW Salmon/Main and SW Jefferson/Columbia.			X		BPS, ODOT, PBOT, Private
UD7	Develop a set of special design guidelines and streetscape improvements for the Cultural District.		X			BPS, PBOT
UD8	Explore opportunities for consolidating and/or redeveloping Burnside's "jug handles" into public spaces.			X		PBOT, BPS
UD9	Develop regulatory and financial incentives for building on-site parking underground with new development.	X				BPS
UD10	Refine existing, and where necessary, develop new zoning tools that help achieve district goals for varied urban forms, an inviting public realm and the integration of infill development with the existing character of the West End. Consider among other ideas, use of building setbacks, building wall step-backs as building height increases, and lower-scale podiums along street frontages.	X				BPS
UD11	Improve Jefferson Street with stormwater facilities.		X			PBOT, BES, BPS

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

Environment

Policies

1. **High Performance Areas.** Encourage “high performance areas” that promote energy efficiency and green building technologies and practices at a neighborhood scale, particularly in new development adjacent to the Pearl’s Brewery Blocks.

2035 Performance Target: Tree canopy

Plant or preserve trees, where appropriate, within the West End sufficient to achieve 20 percent canopy coverage once the trees mature. See Appendix D for a draft methodology for measuring this target.

Implementation Actions: West End – Environment						
#	Action	Timeline				Implementer s (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
EN1	Encourage the continued improvement and expansion of the Brewery Blocks’ district energy system.				X	BPS



Goose Hollow

Goose Hollow is a mixed-use district with diverse residential, commercial and institutional uses. There is an eclectic mix of building types and ages, including a number of historic landmarks. Housing in the district ranges from high-rise apartments and condominiums to single-family homes. Goose Hollow is home to several large institutions which attract high volumes of people to the area. Light rail runs through the heart of Goose Hollow, and with three stations light rail is highly accessible. Past plans have emphasized residential development, focusing retail development around light rail stations and improving connectivity and access to amenities. Approximately 800 housing units have been added to the district since the Goose Hollow Station Area Community Plan was adopted in 1996.



District Goal

Goose Hollow is a family-friendly urban community with thriving neighborhood businesses and excellent access to downtown, Portland State University, the Northwest District and Washington Park. The district's major attractions, including Providence Park, Lincoln High School, the Multnomah Athletic Club and religious institutions, exist in harmony with surrounding mixed-use development, and attract visitors from all over the region to dine, shop, and play in Goose Hollow.

Bordering Washington Park, the Vista Bridge and West Hills, the district is known for its natural beauty and unique views.



Places and Attractions Concept Diagram

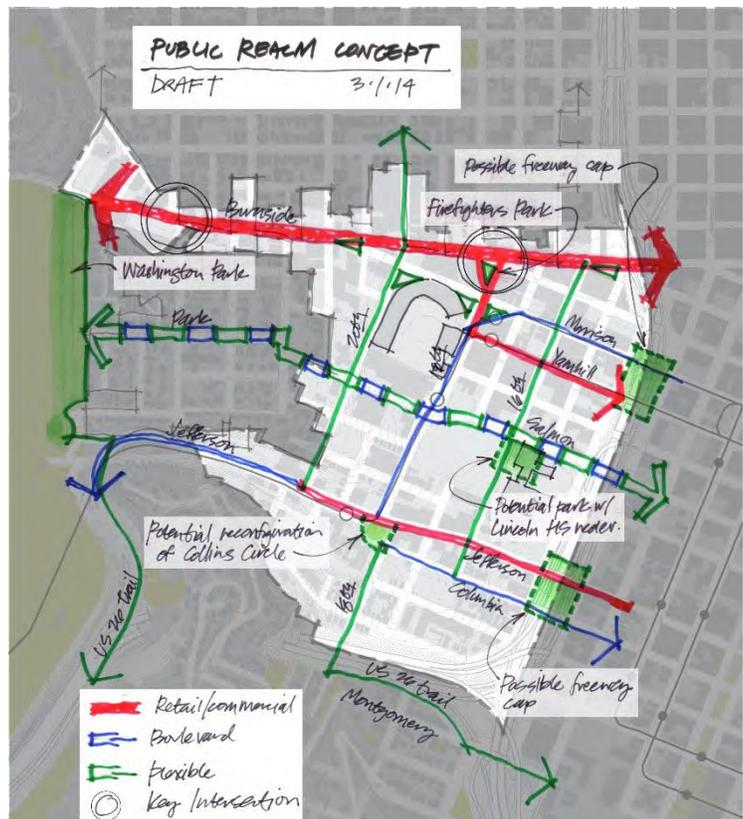
This diagram shows the Goose Hollow district as four areas: one around W Burnside, one Jefferson Main Street area, a central area with Lincoln High School and Providence Park, and the so-called “Flats” area just across I-405 from the West End. Future redevelopment of the Lincoln High School site could add needed north-south connectivity between the Jefferson Main Street and Flats areas, as today only 14th and 18th go through. The circles indicate a relative “degree of change:” the darker the circle, the more change is expected in that part of the district.



Public Realm Concept Diagram

The public realm concept describes the character of existing and potential new public spaces in the district – its system of streets, parks and other open spaces. It locates existing parks and open spaces, suggests possible sites for new ones, and identifies possible connections between them. This concept also illustrates a “street and development character” concept for the district – a way of being more intentional about the desired design and function of both the streetscape and the ground floors of adjacent buildings.

The three main street types, Retail/Commercial, Boulevard and Flexible, are described in Chapter 3 on pages 29 and 30.



Key Elements of the Concepts

1. **Improve the character and create new places along W Burnside.** Take advantage of the grid-shift at Burnside to reclaim excess street space for new plazas, gathering spaces and local points of identity. Strengthen the image and character at key intersections along the street, most notably at 23rd/Vista and 18th/19th.
2. **Create new public spaces at Lincoln High School.** More compact redevelopment of Lincoln High School has the potential to improve north-south connectivity through the district, roughly along 16th Avenue, and create space for a new public park serving the district.
3. **Strengthen the identity of SW Salmon as a key east-west green corridor.** Develop a distinctive streetscape design for SW Salmon through the district that reflects the signature city open spaces it links, improves access, safety and connectivity for pedestrians and bicyclists, and creates a distinctive central public space for the district.
4. **Explore freeway capping opportunities across I-405.** Work with city, state and regional partners to explore possibilities for future freeway caps that will reduce the barrier-effect of the I-405 Freeway between Goose Hollow and downtown Portland. Caps may have the potential to offer additional open space amenities, pedestrian and bicycle connectivity enhancements, and/or space for new development.
5. **Develop Jefferson Street as the center of a residential community.** Strengthen and enhance Jefferson Street as the center of the residential community in the southern part of Goose Hollow. Explore opportunities for a reconfigured open space at Collins Circle and new traffic and design approaches for Jefferson and Columbia Streets.

District Policies and Implementation Actions

Regional Center: Economy and Innovation

Policies

1. **Employment.** Encourage the development of a vibrant, mixed-use area with new commercial, retail, and office opportunities in the “the Flats” part of the district.
2. **Stadium District.**
 - a. Capitalize on activity generated by Providence Park, encouraging complementary redevelopment in the area near the stadium, emphasizing local business of moderate scale and supporting year-round functions, such as theaters, restaurants, hotels, pubs, cafes and galleries.
 - b. Expand the frequency and range of event types at Providence Park. Capitalize on this expanded activity to support complementary development of sustainable local business activities.

3. **Redevelopment.** Increase redevelopment in line with district goals, especially residential, office and active floor uses in “the Flats” that serve the needs of, and provide employment opportunities for, a substantial and growing residential population.
4. **Lincoln High School (LHS).** Encourage redevelopment of the LHS site to include improved educational facilities, new compatible uses, better connections through the site, a robust street presence, and new, green public open space and recreational facilities.

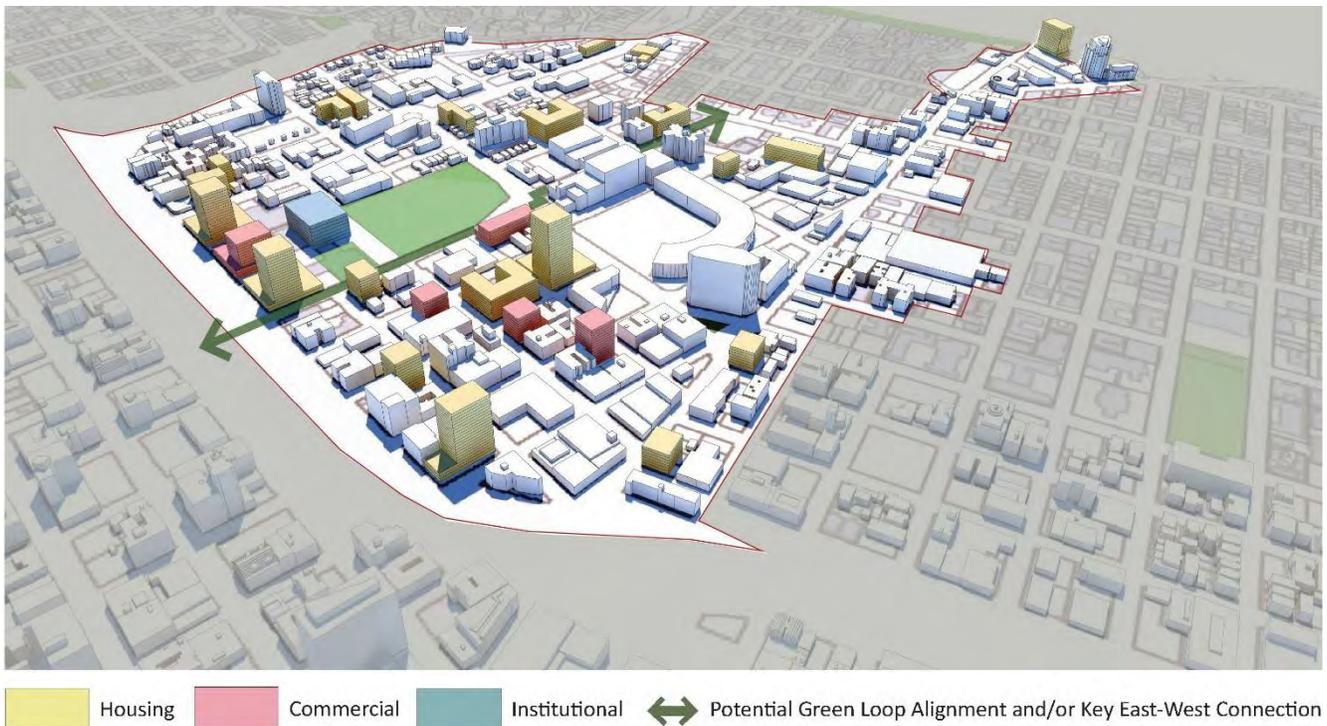


2035 Performance Target: Jobs

Add 2,000 new jobs within Goose Hollow.

Current Conditions

In 2010, there were approximately 4,800 existing jobs in Goose Hollow. The addition of 2,000 new jobs would result in a total of 6,800 jobs.



This rendering illustrates a possible development scenario meeting targets for 3,000 new housing units and 2,000 new jobs in the district

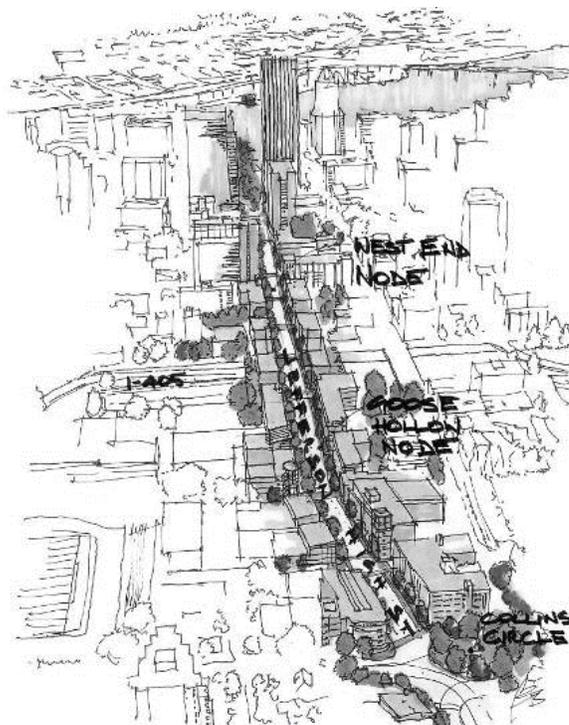
Implementation Actions: Goose Hollow – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
RC1*	Increase zoning flexibility south of West Burnside Street. Remove the Required Residential Development provisions on CX lots in this area (33.510.230).	X				BPS
RC2*	Identify or develop new zoning tools to encourage mixed use development, job growth and active ground floor uses in “the Flats.”	X				BPS
RC3	Consider rebranding “the Flats” to better represent the community’s aspirations for that area.		X			GHFL, Private
RC4	Work with developers and existing property owners (e.g., <i>The Oregonian</i> , TriMet) in “the Flats” to encourage redevelopment in line with district goals.				X	BPS, PDC, Private
RC5	Prepare a strategy to strengthen Retail Core connections on SW Yamhill between the West End and SW 18 th ; and to activate Salmon with additional retail.		X			BPS, PBOT, PDC
RC6*	Rezone the LHS site from RHd (IRd) to CXd to better accommodate future redevelopment. Require a master plan process as part of redevelopment to address issues including, but not limited to, street and pedestrian connectivity, open space, views, and the transition to adjacent uses.	X				BPS
RC7*	To increase flexibility for redevelopment, rezone the block immediately west of Providence Park from RHd to CXd.	X				BPS
RC8	Encourage the City, neighborhood associations and stadium operators to support a broader range of uses/events at Providence Park in future Good Neighbor Agreement updates.		X			OMF, GHFL, NWDA, Private
RC9	Explore opportunities for activating the Providence Park street perimeter, particularly 18 th , when events are not taking place.		X			BPS, Private

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

Housing and Neighborhoods

Policies

1. **Residential Character.** Support development that complements the distinctive residential feel of the district, especially within the predominantly residential areas south of SW Columbia.
2. **Urban Family Housing.** Encourage the development of multi-family housing with unit types, tenures, sizes, costs, locations and amenities supportive of families.
3. **Jefferson Main Street.** Encourage redevelopment and rehabilitation along SW Jefferson between I-405 and SW 20th to create a vibrant neighborhood main street environment with pedestrian-friendly, green street design and contiguous neighborhood retail.
4. **West Burnside.** Encourage redevelopment, rehabilitation and streetscape improvements on West Burnside that support a vibrant and safe retail and commercial corridor. Encourage new mixed-use infill development on vacant lots and surface parking lots.



Conceptual drawing of Jefferson main street from the West Quadrant Charrette (June 2013)

2035 Performance Target: Housing

Develop 3,000 new housing units and maintain the jobs to housing ratio of 1 to 1 within Goose Hollow.

Current Conditions

In 2010, there were approximately 3,500 existing housing units in Goose Hollow and it had a jobs to housing ratio of 1 to 1. The addition of 3,000 units and 2,000 jobs would result in a total of 6,100 housing units and maintain a jobs to housing ratio of approximately 1 to 1.

Implementation Actions: Goose Hollow – Housing and Neighborhoods						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
HN1*	Create incentives to encourage the development of family housing.	X				BPS

Implementation Actions: Goose Hollow – Housing and Neighborhoods						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
HN2	Identify sites for community building activities and pursue projects and activities such as weekend markets, cultural programming and public art.				X	GHFL, City
HN3	Where feasible, implement regulatory requirements for active ground-floor uses along SW Jefferson Street.	X				BPS
HN4	Develop and implement a strategy to encourage main street-friendly streetscape and stormwater management improvements on SW Jefferson Street. Explore the feasibility of burying utilities as part of improvements and planting additional trees.		X			BPS, PBOT, PGE, Private

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

Transportation

Policies

- 1. Multimodal Access.** Improve access by all modes to and from the region and adjacent areas, including the West End, Portland State University, the Pearl District, Northwest Portland, and major parks.
- 2. Circulation and Connectivity.** Provide a highly accessible, safe and well-connected district, with additional connections through large sites and blocks.
- 3. Regional Attractions.** Provide multimodal access and circulation to and from Goose Hollow's major attractions (including Providence Park, Lincoln High School and Multnomah Athletic Club) to support their viability and increase entertainment activity, shopping and tourism while also maintaining local access.
- 4. Parking.** Meet existing and future parking needs in a way that limits the growth of parking as redevelopment occurs. Encourage ways to provide, share and manage parking to meet multiple objectives; support the diverse mix of land uses; and lead to the redevelopment of existing surface parking lots, particularly on West Burnside and SW 18th.

Manage available parking and, as deemed appropriate, accommodate the unique parking needs of major facilities while continuing to promote transit and active transportation.

2035 Performance Target: Mode split

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

Current conditions

The 2010 Goose Hollow commute mode split was approximately 47 percent by non-single occupancy vehicle (SOV) for the district.

Implementation Actions: Goose Hollow – Transportation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
TR1	Improve bicycle and pedestrian infrastructure and safety on I-405 overpasses and at Collins Circle.		X			PBOT
TR2*	Improve West Burnside streetscape quality; multimodal access; and bicycle and pedestrian problem areas, particularly at SW Vista, Providence Park access areas and by I-405.		X	X		PBOT
TR3	Complete a local circulation study for Goose Hollow that explores possible changes to street operations and configurations including one-way vs. two-way streets east of SW 18 th , including Jefferson and Columbia; enhanced transit, bicycle facilities and on-street parking to help meet district goals.		X			PBOT, BPS
TR4	Improve bicycle and pedestrian connectivity throughout the district, including new connections on SW 16 th through the LHS site.		X			PBOT, PPS
TR5	Determine the feasibility of adding new light rail station(s) on the Blue/Red line near SW 14 th or 15 th Avenue as development density increases in “the Flats.”			X		PBOT, TriMet
TR6	Establish a west-side commuter bike hub at the Goose Hollow/SW Jefferson MAX station, accommodating the needs of transit riders transferring to or from bicycles at this location.			X		TriMet, PBOT, Private
TR7	Develop and implement a district parking strategy that promotes multiple-use and shared parking resources in the district.		X			PBOT, Private
TR8	Explore traffic calming opportunities for SW 20 th . Incorporate pedestrian and bicycle-oriented features where feasible.			X		PBOT
TR9	Renovate the Vista Bridge.			X		PBOT

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

Urban Design

Policies

1. **Distinctive Building Character.** Encourage the diversity and unique character of Goose Hollow and its wide range of uses, building types, ages and scales. Seek ways to bring new uses and energy into the district while maintaining positive characteristics of existing buildings.
2. **Natural Features.** Support and enhance existing natural features resulting from the district's proximity to the West Hills, such as the varied topography, trees, and vegetation.
3. **Views.** Elevate the presence, character and role of significant public view corridors (e.g., Vista Bridge, West Hills) which define the district.
4. **Open Space.** Develop new public open space in the district to function as active neighborhood parks supporting recreation and community interaction. Make existing open spaces, including Collins Circle, Firefighters Park and the stadium plazas more usable, engaging spaces and improve access to Washington Park.
5. **Street Character and Hierarchy.** Establish a more intentional street hierarchy with a greater diversity of street characters, distinguishing three main types: retail/commercial, boulevard and flexible. Specifically, support the retail/commercial character of W Burnside, SW Yamhill, and SW Jefferson; the unique flexible/boulevard character of SW Salmon; and the flexible character of SW 20th and 16th.



Activate ground floor facades throughout the district.

2035 Performance Target: Active street frontages on retail/commercial streets

Numbers to be determined.

Implementation Actions: Goose Hollow – Urban Design						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
UD1	Connect Goose Hollow with the West End and Downtown by capping I-405. Potential locations include: W Burnside, SW Yamhill/Morrison, SW Salmon/Main and SW Jefferson/Columbia. The caps could support retail or open space. As capping occurs, improve the pedestrian environment on SW 13 th and 14 th to support cap access and development.			X		BPS , ODOT, PBOT, Private
UD2	Reduce the impacts to neighbors from I-405 noise and air pollution by installing green walls on new/redeveloped buildings and street trees where appropriate.			X	X	BPS
UD3	Develop a Neighborhood Park Strategy for the district that will accommodate projected residential and job density increases.			X		BPS, PPR , Private
UD4*	Improve Collins Circle and Firefighters Park to make these public spaces more accessible and engaging for the community.			X		PBOT, PPR , BPS, Private
UD5	Study the feasibility of moving or updating the PGE substation at SW 17 th and Columbia to decrease its footprint, creating opportunities for development or park space.			X		BPS, Private
UD6	Improve Salmon Street with stormwater management, landscaping, and active transportation facilities to better connect Washington Park to the South Park Blocks and the Willamette River and improve the quality of water discharged into the Willamette.			X		PBOT, BES , BPS
UD7	Prepare a strategy to mitigate the impact of blank walls on the pedestrian environment.		X			RACC , BPS, GHFL, Private,
UD8	When updating the Historic Resources Inventory for the Central City, prioritize Goose Hollow and the West End.		X			BPS
UD9	Add appropriate trees to the list of designated heritage trees.				X	GHFL, PPR , Private

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

Environment

Policies

- 1. High Performance Areas.** Encourage “high performance areas” that promote energy efficiency and green building technologies and practices at a neighborhood scale, particularly in areas with large amounts of planned new development or redevelopment, especially the Lincoln High School site.
- 2. Urban Habitat Connections.** Improve upland wildlife habitat connections between the West Hills and existing and new public open spaces using street trees, native vegetation in landscaping and ecoroofs.
- 3. Water Quality.** Take advantage of Goose Hollow’s topography, identify opportunities for stormwater management, as well as rainwater harvesting and reuse within the district.

2035 Performance Target: Tree canopy

Plant or preserve trees, where appropriate, within Goose Hollow sufficient to achieve 20 percent canopy coverage once the trees mature. See Appendix D for a draft methodology for measuring this target.

Implementation Actions: Goose Hollow – Environment						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
EN1	Incorporate native vegetation within existing public open spaces including Collins Circle, Firefighters Park and the stadium plazas, and with redevelopment of the Lincoln High School site.			X		PBOT, PPS
EN2	Encourage and promote an environmental “high performance area” on the redeveloped LHS site through incentives, public-private partnerships and/or master planning.				X	BPS, PPS, PDC

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

Pearl District

Characterized by a mix of housing, employment, retail and arts and entertainment establishments, the Pearl is supported by a multimodal transportation network, a system of parks, affordable and market rate housing, and a growing job base. The area combines new architecture within the context of its industrial past, as many former warehouse and industrial service buildings have been repurposed for different uses. The residents of the Pearl are some of the most diverse in the Central City and include people at all income levels, families with children, seniors and students.

District Goal

A highly livable and multimodal urban neighborhood, the Pearl District is a culturally and ethnically diverse, family-friendly complete community, with excellent access to public amenities including the Willamette River, retail services, cultural institutions and public transportation.

The district is a twenty-first century model of social, environmental, and economic sustainability. The district's industrial past and historical assets, high quality mixed-use development, exciting urban riverfront, shops, art galleries and restaurants attract visitors from all over the world, creating an ideal setting for its numerous creative-sector businesses.



Key Elements of the Concepts

1. **Extend retail core to NW Glisan.** Extend the Downtown retail core north across W Burnside, incorporating the Brewery Blocks and bringing a unique pattern of materials, colors, streetscape furnishings, signage, lights and energy to NW Glisan Street.
2. **Explore open space use(s) for parcels under I-405.** Take advantage of underutilized parcels under the I-405 Freeway for additional open space, recreation, stormwater management, and other public uses, helping to reduce the barrier effect of the freeway structures.
3. **Redevelop US Postal Service site for high density employment, signature city attractions.** Redevelop USPS site for high density mix of employment, possibly institutional/education uses and new city attractions. Ensure the provision of civic parks, open space amenities and signature connections between the Pearl District and Old town/Chinatown, and between the North Park Blocks and the Broadway Bridge.
4. **Create unique, urban riverfront with centerpiece at Centennial Mills.**
Develop a uniquely urban riverfront that features an iconic segment of the Greenway Trail with a “jewel” civic space at Centennial Mills, framed by high density development along the riverfront.
5. **Develop “Green Loop” through North Park Blocks to Broadway Bridge.**
Create and/or improve a direct connection for the “Green Loop” alignment through the North Park Blocks to the Broadway Bridge.



District Policies and Implementation Actions

Regional Center: Economy and Innovation

Policies

1. **Employment.** Support the continued development of a vibrant, mixed-use area with new commercial, retail, office and creative office opportunities.
2. **Large Site Development.** Encourage redevelopment of large sites that includes new compatible uses, sustainability considerations, public view preservation, pedestrian connections through the site, strong street presence, and new open space amenities. Encourage redevelopment of large sites to include employment opportunities such as major office or campus uses.

3. **Tourism, Retail and Entertainment.** Increase the number of visitors in a way that supports the success of this urban mixed use district. Support attractions in the district, including the unique retail, dining, riverfront and entertainment opportunities.
4. **Naito Parkway Commercial Development.** Encourage new development near the riverfront, including targeted clusters of commercial uses in order to bring more people, events and activities to the riverfront.

2035 Performance Target: Jobs

Add 4,000 new jobs within the Pearl District.

Current Conditions

In 2010, there were approximately 10,600 existing jobs in the Pearl. The addition of 4,000 new jobs would result in a total of 14,600 jobs.



This rendering illustrates a possible development scenario meeting targets for 5,000 new housing units and 4,000 new jobs in the district

Implementation Actions: Pearl District – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
RC1	Develop incentives for employment uses on the US Postal Service site.	X				BPS, PDC
RC2	Relocate the US Post Office and redevelop the site with a wide mix of urban uses including employment.			X		PDC, Private
RC3*	Require a master plan process prior to redevelopment of the US Postal Service site and the large riverfront site just south of the Fremont Bridge. The master plan should address issues related to, but not limited to, street and pedestrian connectivity, street presence, environmental and sustainability considerations, open space, views and transitions to adjacent uses.	X				BPS
RC4	Redevelop the Centennial Mills site to meet the broad public goals including commercial uses, greenway trail continuity, habitat enhancement and public access to the river as outlined in the <i>Centennial Mills Framework Plan</i> (adopted by Portland City Council, Fall 2006).		X			PDC, Private
RC5	Encourage improvements at Centennial Mills to bring more boaters and visitors to the riverfront/Naito Parkway area supporting current and new businesses.		X			Private, BPS, PDC,
RC6	Develop a coordinated district retail strategy that includes expansion of the Retail Core north to NW Glisan Street.		X			PBA, BPS, PDDBA
RC7	Explore the possibility of building a public boat house.		X			BPS, PPR

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

Housing and Neighborhoods

Policies

- 1. Urban Family Housing.** Encourage the development of multi-family housing with unit types, tenures, sizes, costs, locations and amenities supportive of families.

2. **Student Housing.** Encourage the construction of new student housing and preservation of existing student housing to meet the long-term needs of area universities and institutions and bring needed evening and weekend vitality to the district.
3. **Community Services.** Encourage the development of public amenities and neighborhood services to strengthen and support a diverse community in the district.
4. **Naito Parkway Residential Development.** Encourage new development, including housing, along Naito Parkway in order to bring more people and activities to the riverfront.
5. **Social Services.** Encourage development of social services to support vulnerable members of the community and further a more equitable distribution of these services throughout the Central City.

2035 Performance Target: Housing

Develop 5,000 new housing units.

Current Conditions

In 2010, there were approximately 5,300 existing housing units in the Pearl District and it had a jobs to housing ratio of 2 to 1. The addition of 5,000 units and 4,000 jobs would result in a total of 10,300 housing units and bring the district closer to a jobs to housing ratio of 1 to 1.

Implementation Actions: Pearl District – Housing and Neighborhoods						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
HN1	Restructure FAR bonus system to increase affordable housing production including family-friendly units.	X				BPS, PHB
HN2	Work with the Portland Housing Bureau and affordable housing developers to develop a strategy to increase affordable housing supply including affordable family-friendly units.		X			BPS, PHB
HN3	Encourage the development of a community center to foster community interaction and exchange.			X		BPS, PPR, Private
HN4	Develop a new K-8 public school to serve the district.			X		BPS, PDC, PPS, Private
HN5	Develop daycare facilities for children.		X			PDC, Private
HN6*	Create incentives to encourage the development of family housing.	X				BPS

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

Transportation

Policies

- 1. Multimodal Access.** Improve access by all modes, including river transit, to and from the region and adjacent areas, including Old Town/Chinatown, Downtown, the West End, Goose Hollow, Northwest Portland, the Willamette River, I-405 and major parks.
- 2. Circulation and Connectivity.** Provide a highly accessible, safe and well-connected district, with additional connections through large sites and blocks, including the US Post Office site.
- 3. “Green Loop”.** Implement the “Green Loop” through the district, connecting the North Park Blocks to the Willamette River with high quality pedestrian and bicycle accommodations as well as improved opportunities for habitat and wildlife movement.
- 4. Transit Service.** Enhance transit service to meet the demands of residents, employees and visitors as the district continues to grow. Improve access to transit particularly in the north end of the district and along the riverfront.
- 5. Parking.** Meet existing and future parking needs in a way that limits the growth of parking as redevelopment occurs, and encourages the use of alternative modes and the sharing and efficient use of parking stalls within the district’s existing and future uses.

2035 Performance Target: Mode split

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

Current conditions

The 2010 Pearl District commute mode split was approximately 65% percent by non-single occupancy vehicle (SOV) for the district.

Implementation Actions: Pearl District – Transportation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
TR1	Implement the <i>Pearl District Access and Circulation Plan</i> (Adopted by Portland City Council, June 13, 2012)		X			PBOT
TR2	Improve pedestrian and bicycle connections over I-405 at Everett, Glisan and Couch.		X			PBOT, ODOT
TR3	Develop a bike/pedestrian bridge connecting NW Flanders over I-405.			X		PBOT, ODOT

Implementation Actions: Pearl District – Transportation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
TR4	Enhance existing service to meet demand and support the desired expansion of transit service to rapidly developing areas in the North Pearl and NW Portland.				X	TriMet , PBOT, Streetcar
TR5	Improve bike/pedestrian access to/from Centennial Mills including greenway trail continuity as outlined in the <i>Centennial Mills Framework Plan</i> (adopted by Portland City Council, Fall 2006)		X			PBOT
TR6	Improve the greenway trail to facilitate continuity for bike and pedestrian access, reduce user conflicts and provide access to the river.			X		PBOT
TR7	Enhance connectivity across railroad tracks and Naito Parkway to access the River. Build new pedestrian bridges over the tracks at Marshall, connecting the Fields Park to Centennial Mills and explore a possible bridge that extends NW 13 th to the River. Explore feasibility of connecting this future bridge to the Broadway Bridge to directly connect cyclists to the Marshall bikeway and pedestrians to Naito Parkway.		X			PBOT , PDC, BPS, PPR, Private
TR8*	Enhance West Burnside to improve streetscape quality; multimodal access; and bicycle and pedestrian safety.		X	X		PBOT
TR9	Improve NW 15 th north of NW Flanders as a bicycle and pedestrian route.		X			PBOT
TR10	Implement the “Green Loop” through the district, connecting the North Park Blocks to the Willamette River as well as improved opportunities for wildlife movement; and improve connections to the Broadway Bridge.			X		PBOT , BPS, PPR

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

Urban Design

Policies

1. **Street Character and Hierarchy.** Establish a more intentional street hierarchy with three primary street types: retail/commercial, boulevard and flexible. Specifically, support the retail/commercial character of NW 11th, 13th, Lovejoy, and Glisan; as well as the flexible character of NW Davis, Flanders, Johnson, Marshall and Pettygrove.
2. **Pearl District Urban Riverfront.** Encourage the development of a distinctly urban riverfront that balances human activities including river transportation, recreation and development with habitat enhancement.
3. **"Green Loop" Connections.** Support development of the "Green Loop" through the district, connecting locations to the south, North Park Blocks, the Broadway Bridge and the Willamette River greenway trail with high quality pedestrian and bicycle facilities as well as improved opportunities for habitat and wildlife movement.
4. **Views.** Elevate the presence, character and role of significant view corridors, including Union Station and the Fremont and Steel Bridges, which define the district and help with wayfinding.
5. **Park Connections.** Enhance the park network by improving connections between the North Park Blocks and Jamison Square, Tanner Springs Park, the Fields Neighborhood Park, future parks and open spaces, and the riverfront.
6. **Large Site Open Space.** Require the development of publicly accessible open space at Centennial Mills and the US Postal Service site as part of redevelopment.
7. **Under I-405 Repurposing.** Support redevelopment of areas under I-405 to create safe, attractive, and engaging spaces.
8. **Historic Resources.** Encourage the preservation of older and often smaller buildings with historic character.
9. **NW 13th Avenue Historic District and Main Street.**
Protect the historic warehouse character and architecturally significant resources within the district. Encourage adaptive reuse of existing structures, and contextually sensitive infill development.



Continue the active character of the street environment north of the historic district by encouraging active uses; adding and maintaining loading docks; and maintaining lower building heights along NW 13th from NW Davis Street to the north.

2035 Performance Target: Active street frontages on retail/commercial streets

Numbers to be determined.

Implementation Actions: Pearl District – Urban Design						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
UD1*	Develop a set of broad historic preservation transfer tools to encourage FAR transfers from historic properties. Increase maximum height or FAR potential on receiving sites.	X				BPS
UD2*	Adjust maximum building height limits in the district. Remove the height bonus overlay from properties within the NW 13 th Avenue Historic District and establish a 100' height limit. Increase height limits in south Pearl and Pearl Waterfront to up to 250', achievable through preservation FAR transfers or provision of greenway enhancements, respectively.	X				BPS
UD3	Update development regulations to support the street and development character concept, including active use requirements and design guidelines.	X				BPS, PBOT
UD4	Develop a new public park or plaza on the block between NW Glisan and NW Hoyt and NW 8 th and NW Park.		X			PPS, PDC, PNCA, Private
UD5	Develop a strategy/plan to renovate the North Park Blocks to better meet community goals.			X		PPR, BPS
UD6	Consider an east-west view corridor on NW Johnson Street that enhances views of the Union Station Clock Tower as the US Postal Service site is redeveloped.	X				BPS
UD7	Integrate habitat, including rerouting and daylighting the end of Tanner Creek to create in-water and riparian habitat into development.			X		BES, PDC
*Additional details for selected action items are included in Appendix A, Implementation Action Details.						

Environment

Policies

- 1. High Performance Areas.** Encourage “high performance areas” that promote energy efficiency, green building technologies, sustainable site design and practices at a neighborhood scale, particularly in areas with large amounts of planned new development or redevelopment, especially the US Postal Service site.

2. **In-water Habitat.** Maintain and enhance in-water habitat at Centennial Mills and replace invasive, non-native plants with native plants on the river banks between Centennial Mills and McCormick Pier to the south.
3. **Urban Habitat Connections.** Improve upland wildlife habitat connections between the West Hills, North Park Blocks and Willamette River for avian and pollinator habitat using street trees and native vegetation in landscaping, public open spaces and ecoroofs.

2035 Performance Target: Tree canopy

Plant or preserve trees, where appropriate, within the Pearl District sufficient to achieve 20 percent canopy coverage once the trees mature. See Appendix D for a draft methodology for measuring this target.

Implementation Actions: Pearl District – Environment						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
EN1	Restore riparian and shallow water habitat to improve conditions for fish and wildlife at Centennial Mills.		X			Private , BES, PPR, PDC
EN2	Strategically install native vegetation and trees within public open spaces, including the North Park Blocks.				X	PPR
EN3	Recognize the Brewery Blocks as a “high performance area” and encourage new adjacent development to build on the existing district energy system.				X	BPS
EN4	Encourage and promote an environmental “high performance area” on the redeveloped US Postal Service site through incentives, public-private partnerships and/or master planning.		X			BPS , PDC, BES

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

Old Town/Chinatown

The site of Portland's earliest commercial development, the Old Town/Chinatown area is rich in historic buildings that evoke the city's early years. More than 40 percent of the area lies within two historic districts: the Skidmore/Old Town Historic District and New Chinatown/Japantown Historic District. Skidmore/Old Town is home to one of the largest collections of 19th century commercial cast iron buildings in the country and is designated as a National Historic Landmark. New Chinatown/Japantown commemorates Portland's 19th and early 20th century Asian heritage. NW Broadway runs through the western portion of the area, connecting downtown to iconic Union Station and the Broadway Bridge.

District Goal

Old Town/Chinatown is a vibrant, resilient, 24-hour neighborhood rooted in a rich historical past. The district's two thriving historic districts, numerous multi-cultural attractions and higher education institutions foster a thriving mix of office employers, creative industry start-ups, retail shops and a range of entertainment venues, restaurants and special events.

The district has a balanced mix of market rate, student and affordable housing. The social service agencies in the district continue to play a critical public health role within the Portland region. The district has a mix of human-scaled, restored historic buildings and contextually sensitive infill development. It is well connected to the rest of the Central City and the region through excellent multi-modal transportation facilities and safe and attractive street connections to adjacent neighborhoods and an active riverfront.

Old Town/Chinatown's safe and respectful environment and its success as a socially and economically diverse urban neighborhood is supported by the active engagement of its businesses, institutions, property owners and residents in the management and improvement of the district.



Places and Attractions Concept Diagram

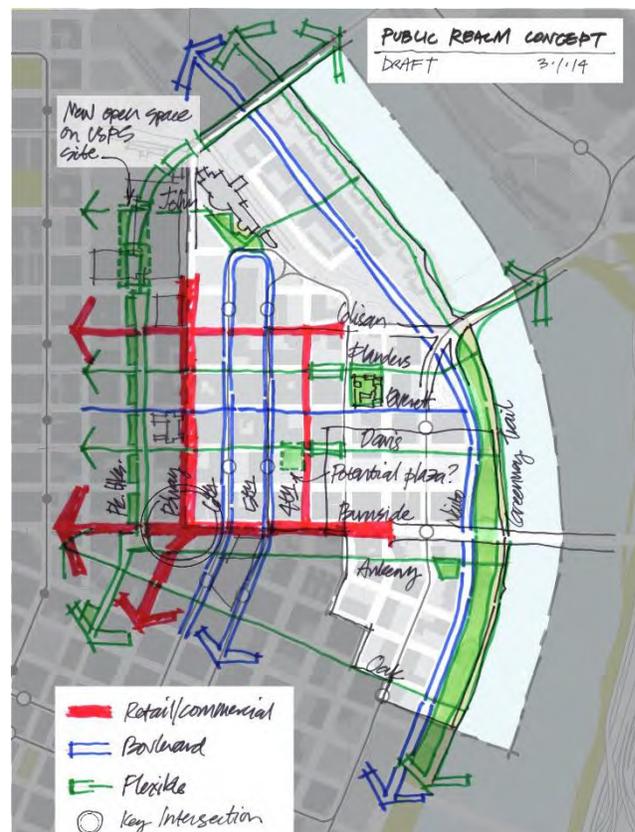
This diagram shows the Skidmore/Old Town Historic District to the south, and the New Chinatown/Japantown Historic District flanked by the Glisan Corridor to the north and the Broadway area to the west. The riverfront area to the north is largely built out as a residential community, and the most change is likely to occur along NW Glisan and around Union Station. While this area already features some signature public attractions, it could benefit from new ones, including a possible Multi-Cultural History Center and a new public space at the intersection of Broadway and W Burnside. The circles indicate a relative “degree of change:” the darker the circle, the more change is expected in that part of the district.



Public Realm Concept Diagram

The public realm concept describes the character of existing and potential new public spaces in the district – its system of streets, parks and other open spaces. It locates existing parks and open spaces, suggests possible sites for new ones, and identifies possible connections between them. This concept also illustrates a “street and development character” concept for the district – a way of being more intentional about the desired design and function of both the streetscape and the ground floors of adjacent buildings.

The three main street types, Retail/Commercial, Boulevard and Flexible, are described in Chapter 3 on pages 29 and 30.



Key Elements of the Concepts

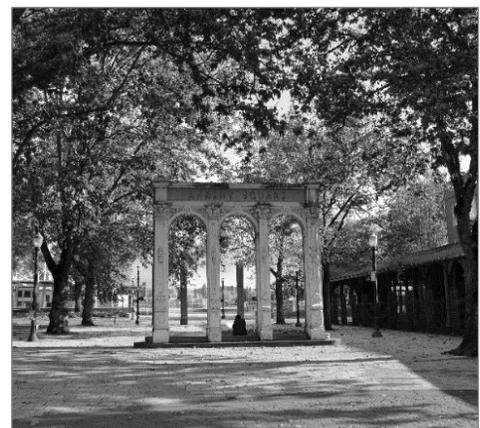
1. **Highlight Intersection at Broadway and Burnside.** Develop the intersection of Broadway and W Burnside as a major civic place within the West Quadrant. Improvements could include reclamation of excess street space for public gathering, improved signalization and left-turning access, and the development of new works of art, fountains or other distinctive features.
2. **Strengthen east-west connections between the North Park Blocks and the river.** Enhance the existing east-west streets, from Glisan to Burnside, with a variety of different characters and improve wayfinding, access and visibility to the river. Strengthen Glisan and Burnside as retail corridors, Everett as a boulevard, and Davis and Flanders as parts of the “flexible” connection network, targeting special attention for improving crossings at Naito Parkway and the Steel Bridgehead.
3. **Explore the development of a Multi-Cultural History Center.** Building on Chinatown’s rich history as a home to multiple cultures, ethnic groups and populations, explore the development of a center that helps to tell the stories of the different people and events that helped shape the ongoing evolution of the district.
4. **Create a 4th Avenue “main street”.** From the Chinatown gate to Glisan, strengthen and enhance 4th Avenue as the heart of Chinatown and the center of its activity, identity, and retail energy. Explore the development of additional public spaces along 4th Avenue to increase opportunities for public gathering, interaction and stewardship.

District Policies and Implementation Actions

Regional Center: Economy and Innovation

Policies

1. **Institutions, Creative Economy and Target Sector Industries.** Support and build on the success of higher education institutions as lasting anchors for creative industries and businesses. Support entrepreneurial incubation and encourage business start-ups and the City’s economic development cluster industries to locate in the district.
2. **Cultural Assets.** Protect and promote the rich cultural and multi-ethnic history and diversity of Old Town/Chinatown. This includes its unique physical characteristics, cultural and arts institutions, community organizations and mix of businesses.
3. **Tourism, Retail and Entertainment.** Increase the number of visitors while managing activities in a way that controls negative impacts and supports the success of this urban mixed use district. Support the unique attractions in the district, including: cultural institutions such as the Lan Su Chinese Garden



and the Oregon Nikkei Legacy Center; Tom McCall Waterfront Park; retail, dining, and performance venues; and nightlife attractions.

Support location of retail uses in the ground floors of buildings, including retail businesses that complement and enhance the cultural and historical significance of the area. Increase the festival and event programming of public spaces in the district.

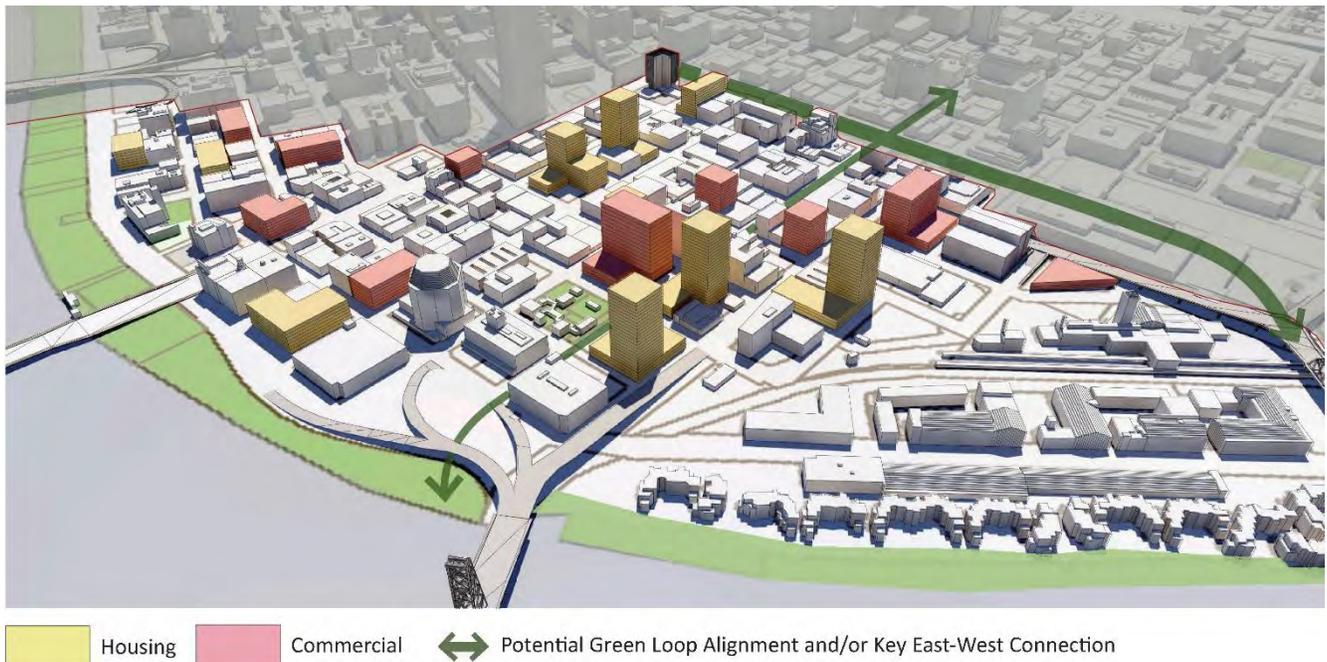
4. **Redevelopment.** Encourage renovation and seismic upgrades to underutilized buildings to increase useable space and economic activity in the district. Encourage new mixed-use infill development on vacant lots and surface parking lots while supporting existing businesses.
5. **Naito Parkway Development.** Encourage new development near the riverfront, including mixed use, residential and targeted clusters of commercial uses in order to bring more people, events and activities to the riverfront.

2035 Performance Targets: Jobs, New Development

Add 3,000 new jobs within Old Town/Chinatown. Add (number to be determined) square feet of infill development.

Current Conditions

In 2010 there were approximately 5,700 jobs in Old Town/Chinatown. The addition of 3,000 new jobs would result in a total of 8,700 jobs. This would require a 52 percent growth in jobs by 2035.



This rendering illustrates a possible development scenario meeting targets for 2,000 new housing units and 3,000 new jobs in the district

Implementation Actions: Old Town/Chinatown – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
RC1*	Implement the Old Town/Chinatown Five Year Action Plan.		X			PDC, City
RC2*	Develop and implement an on- and off-street parking strategy for OT/CT that encourages the redevelopment of surface parking lots, sharing of parking stalls and maintains sufficient parking to meet the districts' present and future needs.		X			PBOT, BPS, PDC
RC3	Support continued project and development opportunities and help fund development gaps that can bring transformative development on large opportunity sites.				X	PDC
RC4*	Study preservation zoning transfer incentives that would allow additional height for new construction on non-contributing (non-historic) properties in exchange for preservation/rehabilitation of contributing historic properties in the New Chinatown/Japantown Historic District. The area eligible for the potential increased height allowance is south of NW Everett and west of NW 4th, where the maximum height is currently 100'. Projects that use the preservation incentive could potentially build up to a maximum of 150'. Implement this incentive following the update of the historic district nomination and the development of new, culturally sensitive design guidelines and development standards.		X			BPS
RC5	Develop a preservation zoning incentive that allows contributing structures in historic districts to transfer unused development rights.	X				BPS
RC6	Reduce maximum height limits north of Burnside currently set at 425'-460' to 250-325'.	X				BPS
RC7	Implement the OT/CT Retail Program in coordination with cluster industry presence in the district.				X	PBA, OTCTCA, PDC
RC8	Actively pursue developers for City and PDC-owned properties, including Block 8, Block 25, Block A&N and Block R.		X			PDC, City

Implementation Actions: Old Town/Chinatown – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
RC9	Explore the potential redevelopment of the Greyhound Terminal site by continuing to pursue moving bus operations onto Block Y.		X			PDC, Private
RC10	Identify financing and business strategies to renovate and seismically upgrade Union Station and maximize the potential of the station and adjacent parcels.		X			PDC
RC11	Explore the creation of a multicultural museum complex in Chinatown.			X		OTHG, OTCTCA
RC12	Establish a district management entity to coordinate public space and event programming, fundraising efforts and district branding and promotion.		X			PDC, OTCTCA
RC13	Develop and implement strategies to mitigate negative impacts of nightlife uses, e.g. good neighbor agreements.					BPS, PDC
RC14	Pursue investment partnerships for seismic upgrading and other real estate development.		X			PDC
RC15	Explore the development of new and enhance existing financial tools to help fund seismic upgrades to the district's historic buildings.		X			City, PDC
RC16	Consider revising seismic regulations to allow for more incremental upgrades.		X			BDS
RC17	Provide predevelopment funds and technical assistance to enable property owners to complete full due diligence on underutilized properties.				X	PDC
RC18	Implement incentives that encourage new development in the Naito Parkway/riverfront area including targeted clusters of commercial uses as identified in the Old Town/Chinatown Five Year Action Plan.		X			PDC
RC19	Pursue development of one or more new shared parking structures to serve various users in the district and replace lost parking as surface lots redevelop.		X			PDC, PBOT

Implementation Actions: Old Town/Chinatown – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
RC20	Create an Old Town Night Market and encourage a variety of evening cultural events to broaden the array of nighttime attractions in the district.			X		OTCTCA, Private
RC21	Activate the Saturday Market shelter in Waterfront Park and Ankeny Square with new small businesses, events and regular programming throughout the year.				X	PPR, OTCTCA, Private

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

Housing and Neighborhoods

Policies

- Housing Diversity.** Encourage the development of new housing in the district that adds to and maintains the diversity of household incomes among residents of the district.
- Social Services.** Preserve and support existing social service and shelter functions in the district. Limit the significant expansion of these services and do not locate additional major social services in the district.
- Neighborhood Amenities and Services.** Provide and support more amenities and services that serve Old Town/Chinatown residents and workers. These include commercial, retail, educational, medical, recreational, cultural, transportation, entertainment, and emergency services.
- Public Safety.** Ensure the district is clean and safe for residents, employees, and visitors.

2035 Performance Targets: Housing Units, Market-rate Units, Preserved Affordable units

Develop 2,000 new housing units within Old/Town/Chinatown. Add (number to be determined) market rate units in Old Town/Chinatown and preserve (number to be determined) affordable units.

Current Conditions

In 2010 there were approximately 2,200 housing units in Old Town/Chinatown. The addition of 2,000 units would result in a total of 4,200 housing units. This would require a 93% increase in units by 2035.

Implementation Actions: Old Town/Chinatown – Housing and Neighborhoods						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
HN1	Provide a housing tax abatement program for OT/CT.				X	BPS, PHB, MC
HN2	Implement incentives that encourage new housing in the Naito Parkway/riverfront area		X			PDC, PHB
HN3	Encourage social service providers to locate queuing indoors.				X	BPS, PHB, MC
HN4	Encourage social service providers to locate retail uses on the ground floor with services above.				X	BPS, PHB, MC
HN5	Establish a working committee of the Police Bureau, Office of Neighborhood Involvement's Crime Prevention Coordinator, Clean & Safe, OT/CT Community Association, social service providers, and others to implement a comprehensive set of neighborhood policing actions.		X			ONI, PPB, OTCTCA

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

Transportation

Policies

- 1. Multimodal Access.** Improve access by all modes to and from the region and adjacent areas, including Downtown, the Pearl District and the Willamette River.
- 2. Circulation and Connectivity.** Provide for a highly accessible, safe and well-connected district, with enhanced connections to and along the Willamette River, bridgeheads and Waterfront Park.
- 3. Union Station Multi-Modal Hub.** Maintain and increase the viability of Union Station as Portland's multi-modal passenger transportation hub. Improve access to the station.
- 4. Parking.** Meet existing and future parking needs in a way that supports historic properties, limits the growth of parking as redevelopment occurs, and encourages the use of alternative modes, the sharing and efficient use of parking stalls within the district's existing and future uses and the redevelopment of existing surface parking lots.

2035 Performance Target: Mode Split

At least 85 percent of commute trips to and from the district are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

Current conditions

The 2010 Old Town/Chinatown commute mode split is approximately 69 percent by non-single occupancy vehicle (SOV) for the district.

Implementation Actions: Old Town/Chinatown – Transportation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
TR1	Prepare a local circulation study for the area north of Burnside. Consider street configurations including travel directions, travel lanes, traffic control, bicycle access and parking, and transit mobility and circulation. Address barriers created by NW Broadway, W Burnside, NW Naito Parkway, the Steel Bridge ramps, Waterfront Park and the railroad tracks.		X			PBOT
TR2	Study possible reconfiguration of the Steel Bridge ramps and the rail line to improve pedestrian and bike access to/along the greenway trail, NW Flanders and McCormick Pier and create new development opportunities.		X			PBOT, PPR, BPS, ODOT, PDC, UPRR, TriMet
TR3	Improve connections between interurban buses and trains and between interurban and local transit. Consider relocation of interurban bus services closer to Union Station.	X		X		PDC, PBOT, Greyhound
TR4	Improve bicycle and pedestrian connectivity and safety throughout the district, including Davis and Flanders as primary east-west bicycle routes and to the Steel and Burnside Bridges.				X	PBOT
TR5	Improve the Willamette Greenway Trail to facilitate continuity for bike and pedestrian access (especially under the Steel Bridge), reduce user conflicts and provide access to the river.		X			PPR, PBOT
TR6	Implement signalization and pedestrian improvements at the intersections of 4th and Burnside and Couch and Broadway.	X	X			PBOT

Implementation Actions: Old Town/Chinatown – Transportation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
TR7*	Implement projects to improve pedestrian safety, multi-modal connectivity, and development conditions along West Burnside.		X	X		PBOT
TR8	Improve access through the US Postal Service site to Union Station as it redevelops.			X		BPS, PBOT, PDC

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

Urban Design

Policies

- 1. Street Character and Hierarchy.** Establish a more intentional street hierarchy with a greater diversity of street characters, distinguishing three main types: retail/commercial, boulevard and flexible. Specifically, support the retail/commercial character of W Burnside, NW Broadway, NW Glisan and NW 4th; the boulevard character of NW 5th and 6th, Naito Parkway and NW Everett; and the flexible character of NW Flanders and Davis.
- 2. Open Space.** Increase open space in the district and encourage the provision of publically accessible private plazas and pocket parks with new development.
- 3. East-West Connectivity.** Increase east-west connections to the Pearl District and the riverfront and strengthen the Festival Streets along NW Davis and Flanders through supportive adjacent new development and active programming.
- 4. Historic and Cultural Resources.** Protect and enhance the rich historic and cultural character of Old Town/Chinatown. Preserve and rehabilitate historic resources throughout the district.
- 5. Skidmore/Old Town.** Protect the historic character and architecturally significant resources of the Skidmore/Old Town National Historic Landmark District. Encourage contextually sensitive infill development on vacant and surface parking lots.

6. New Chinatown/Japantown. Protect significant resources and enhance the historic multi-cultural significance of the New Chinatown/Japantown Historic District. Encourage contextually sensitive infill development that responds to the district’s historic character and multi-ethnic history and today’s Pan-Asian culture.

7. Active Uses. Increase the number of ground floor activating uses and eliminate gaps in the built environment.

8. Old Town/Chinatown Urban Riverfront. Encourage the development of a distinctly urban riverfront that that brings people closer to the riverfront. Encourage doors and windows with orientation toward SW Naito and the Willamette River.



9. Bridgehead Development. Facilitate redevelopment of underutilized and vacant properties at bridgeheads to increase activity near the river and adjacent to east side connections.

10. River Access. Improve access to Waterfront Park and the Willamette River including enhanced access for commercial and recreational boaters.

2035 Performance Targets: Active Street Frontages, Rehabilitated Buildings, Redeveloped Parking Lots

At least (number to be determined) percent of Old/Town/Chinatowns street frontages are occupied by buildings oriented to the street, measured by the amount of retail storefront and partial fenestration (windows and doors) facing the street.

At least (number to be determined) historic landmarks and contributing buildings within historic districts have been substantially renovated or rehabilitated.

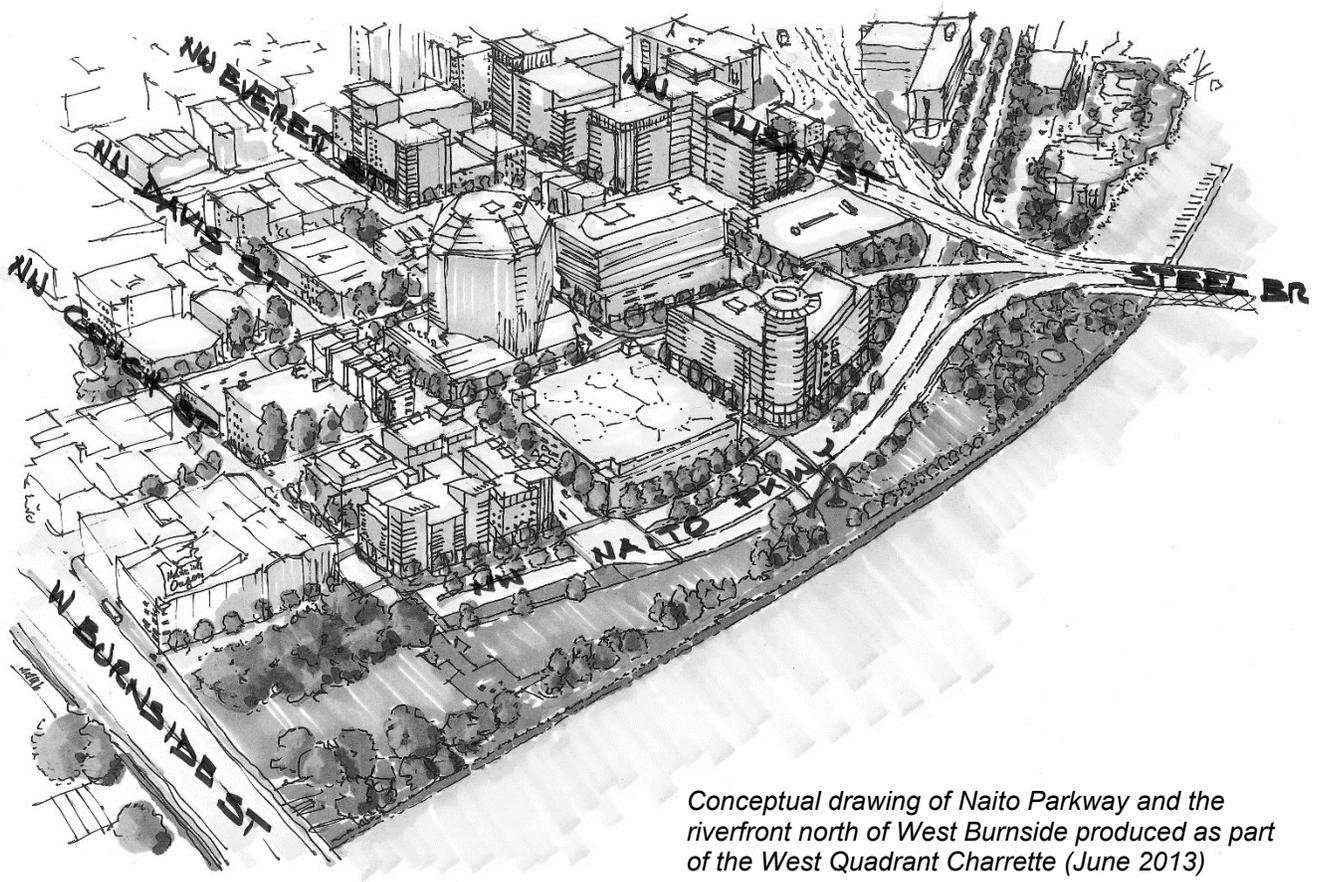
At least (number to be determined) surface parking lots/spaces have been redeveloped with buildings.

Implementation Actions: Old Town/Chinatown – Urban Design						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
UD1	Connect OT/CT to the “Green Loop” with pedestrian and design improvements to NW Davis and Flanders.			X		PBOT

Implementation Actions: Old Town/Chinatown – Urban Design						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
UD2	Update the National Register nomination for the New Chinatown/Japantown historic district. Review and revise as appropriate district boundaries, period and areas of significance, and list of contributing properties.		X			BPS, OTCTCA
UD3	Through a community process, develop and adopt historic design guidelines for the New Chinatown/Japantown historic district to encourage development that recognizes Portland’s relationship to the Pacific Rim, reflects today’s Pan-Asian culture, and respects the district’s multi-ethnic history.		X			BPS
UD4	Review, revise and adopt the draft updated historic design guidelines developed for the Skidmore/Old Town historic district in 2008.	X				BPS
UD5*	Develop regulatory tools that support the preservation and rehabilitation of historic resources and encourage sensitive infill development.	X				BPS
UD6	Install art and educational displays that highlight Native American and maritime history in the district and Waterfront Park.				X	RACC, Private, PPR
UD7	Review and revise as appropriate the 4 th Ave. “Bright Lights District” provisions of the Central City Fundamental Design Guidelines.		X			BPS
UD8	Improve and enhance boater access to/from the Willamette River and Waterfront Park by improving Ankeny Dock or possibly moving it to a nearby location and reactivating it for commercial, transportation and recreational use.			X		PPR, federal and state agencies
UD9	Review and adjust height regulations and design review requirements adjacent to the Lan Su Classical Chinese Garden to reduce future shading.	X				BPS
UD10	Explore opportunities for direct access to the Willamette River, e.g. a beach, near the Steel Bridge.			X		Private, BPS, PPR

Implementation Actions: Old Town/Chinatown – Urban Design						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
UD11	Create a visible and branded Fountain Walk along SW Ankeny St., linking existing fountains and a potential new feature near the car-free segment of Ankeny.			X		Private, PBOT, RACC

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



Conceptual drawing of Naito Parkway and the riverfront north of West Burnside produced as part of the West Quadrant Charrette (June 2013)

Environment

Policies

1. **High Performance Rehabilitation.** Support the inclusion of carbon reducing and environmentally friendly features and technologies in the rehabilitation of historic structures while preserving their historic character.
2. **In-water Habitat.** Maintain and enhance in-water habitat at McCormick Pier and replace invasive, non-native plants with native plants on the river banks between McCormick Pier and Centennial Mills to the north.
3. **Urban Habitat Connections.** Create an upland wildlife habitat corridor from the North Park Blocks to the Willamette River using street trees, native vegetation in public open spaces and ecoroofs to promote the conservation and restoration of avian and pollinator habitat.

2035 Performance Target: tree canopy

Plant or preserve trees, where appropriate, within Old Town Chinatown sufficient to achieve 10 percent canopy coverage once the trees mature. See Appendix D for a draft methodology for measuring this target.

Implementation Actions: Old Town/Chinatown – Environment						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
EN1	Complete a green connection between the North Park Blocks and the Willamette River, potentially to include street trees, stormwater planters, ecoroofs, and native plants in public open spaces.			X		PBOT, BES, PPR
EN2	Improve river health with enhanced native vegetation on the bank in the McCormick Pier area.			X		BES, Private
EN3	Improve river bank conditions by encouraging replacement of invasive and non-native plants with native plants on the river bank between the Steel and Broadway Bridges		X			BES, Private

South Waterfront

Less than a decade ago South Waterfront was characterized by vacant brownfield sites and underutilized buildings. Now the district is home to more than 1,300 housing units, a growing mix of jobs, new parks and greenway amenities, and will soon be connected with the most diverse multimodal transportation network in the state. Oregon Health Science University is beginning to develop the Schnitzer Campus, a science and high tech research university. A public/private development partnership is also underway for the Zidell properties, which includes the potential for new parks, greenway connections, housing and office development.

District Goal

The southern gateway to the Central City, South Waterfront is a dense, vibrant, walkable, distinctly urban mixed-use community with excellent access to transit, parks and neighborhood amenities, as well as the Willamette River and greenway trail. The district serves as a model for sustainable development.

The cornerstone of Portland's Innovation Quadrant, the district is home to large research and educational institutions, corporate headquarters, start-up firms and other knowledge-, health- and science-based industries.

The district benefits from strong connections to the South Downtown/University District, Downtown, the Central Eastside, adjacent neighborhoods and a clean and healthy river that provides a range of urban amenities, recreational opportunities, beautiful views and ecological functions.

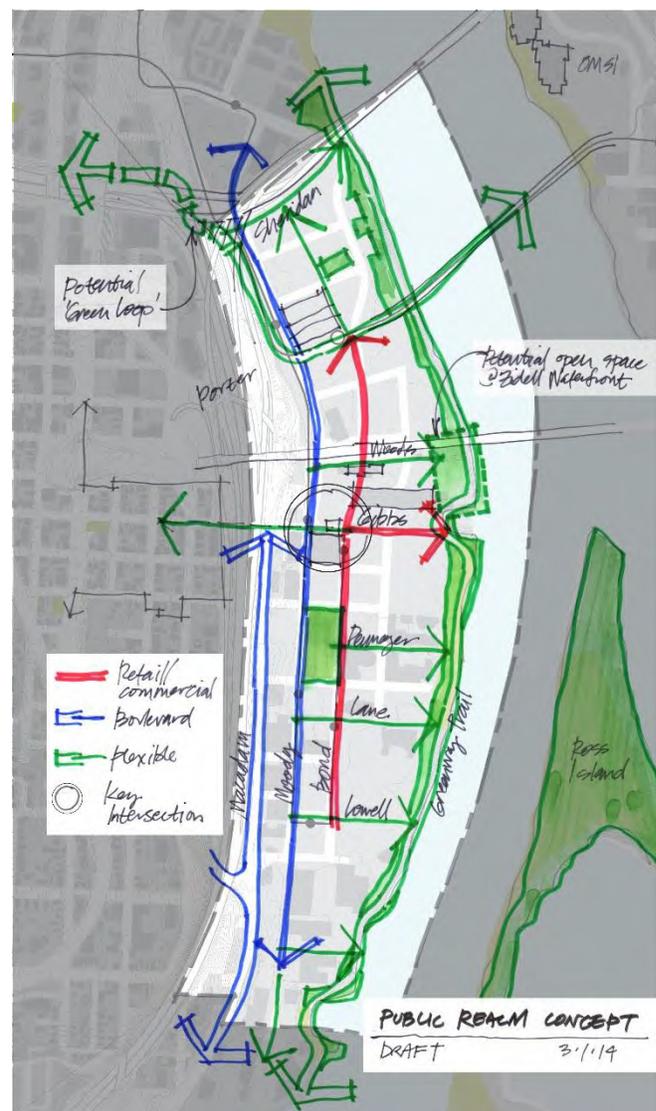
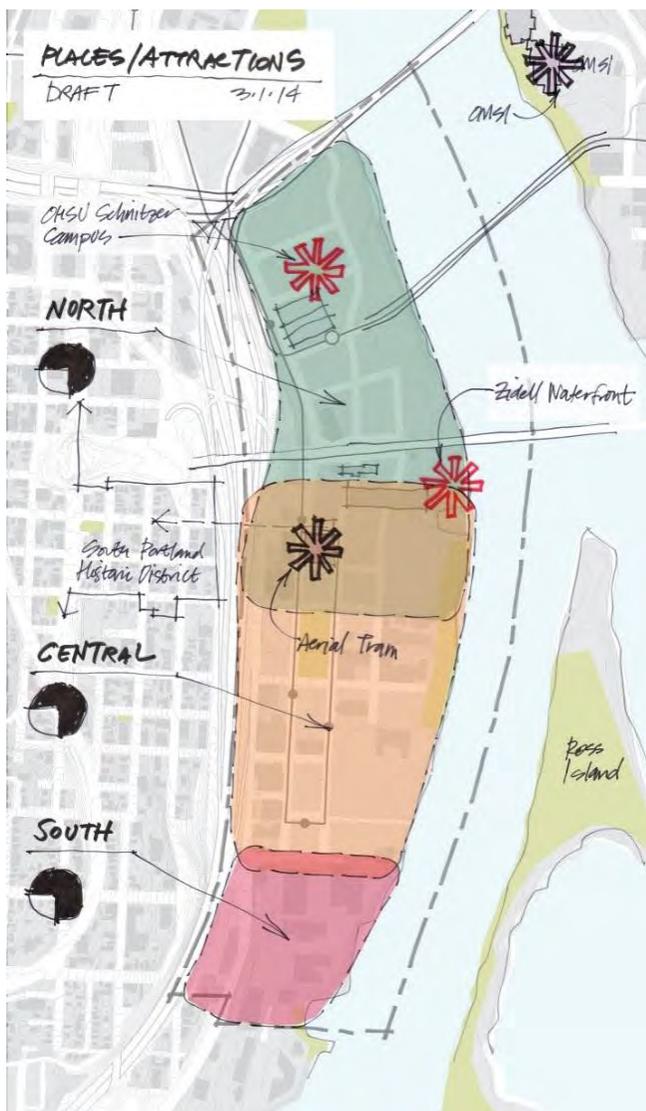


Places and Attractions Concept Diagram

This diagram shows subareas with different characters in South Waterfront. The diagram's black circles indicate that while many new buildings exist now in the district, most of South Waterfront is still yet to be developed. The darker the circle, the more change is expected in this part of the district.

Public Realm Concept Diagram

The public realm concept describes the character of existing and potential new public spaces in the district – its system of streets, parks and other open spaces. It locates existing parks and open spaces, suggests possible sites for new ones, and identifies possible connections between them. This concept also illustrates a “street and development character” concept for the district – a way of being more intentional about the desired design and function of both the streetscape and the ground floors of adjacent buildings. The three main street types, Retail/Commercial, Boulevard and Flexible, are described in Chapter 3 on pages 29 and 30.



Key Elements of the Concepts

1. **Create a signature riverfront open space as part of the greenway system.** Develop a major, multifunctional riverfront open space on the Willamette Greenway that becomes a signature attraction for the district and also provides habitat for fish and wildlife.
2. **Enhance transit hub at tram landing.** Continue to strengthen tram, streetcar, pedestrian and bicycle connections at the hub around the tram landing at SW Gibbs and Moody Streets.
3. **Concentrate retail along SW Bond and Gibbs.** Create a strong retail spine in South Waterfront along SW Bond Street, with an emphasis between Gibbs and Porter and the nodes of the aerial tram landing and the light rail station.
4. **Improve connectivity at southern end.** Develop the south portal series of enhanced streets below SW Bancroft to improve access into the district and explore improvements to pedestrian and bicycle connections from SW Hood and neighborhoods west of I-5 into the district.

District Policies and Implementation Actions

Regional Center: Economy and Innovation

Policies

1. **Public and Private Investment.** Support near- and long-term goals for the district through strategic public and private investment and development.
2. **Innovation Quadrant.** Encourage a range of businesses from start-up firms to corporate headquarters, with particular focus on knowledge-based industries, especially technology, research and development, to locate in the district.
3. **Institutions.** Support the development and expansion of institutions that are consistent with the district's vision.
4. **Tourism, Retail and Entertainment.** Increase the number of visitors to the district by encouraging new and enhancing existing riverfront uses and activities including active and passive recreation; historic, ecological, maritime and cultural displays; and river transit. Encourage shops and restaurants to locate adjacent to the greenway at key locations.

2035 Performance Target: Jobs

Add 10,000 new jobs within South Waterfront.

Current Conditions

In 2010, there were approximately 1,600 existing jobs in South Waterfront. The addition of 10,000 new jobs would result in a total of 11,600 jobs.



Housing
 Commercial
 Institutional
 Potential Green Loop Alignment and/or Key East-West Connection

This rendering illustrates a possible development scenario meeting targets for 4,500 new housing units and 10,000 new jobs in the district

Implementation Actions: South Waterfront – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
RC1	Promote public investments that leverage investments in traded-sector and other relevant businesses in the district, bring wealth into the region and create family-wage jobs.				X	PDC, BPS, PBOT
RC2	Encourage partnerships between the area's educational/research institutions and private business.				X	OHSU, PSU, PDC, Private
RC3	Develop telecommunications and other infrastructure needed to ensure that South Waterfront is a competitive location for science and high technology jobs.		X			PDC, Private

Housing and Neighborhoods

Policies

- 1. Urban Family Housing.** Encourage the development of multi-family housing with unit types, tenures, sizes, costs, locations and amenities supportive of families.
- 2. Student Housing.** Encourage the construction of new student housing and preservation of existing student housing to meet the long-term needs of area universities and institutions and bring needed evening and weekend vitality to the district.
- 3. Neighborhood Amenities and Services.** Support access to public services and amenities to meet the needs of residents, workers and visitors as the district grows and diversifies, particularly a K-8 public school facility, parks and greenway, full-service grocery store, community space, senior center and daycare facilities. Encourage active but compatible ground floor uses in predominantly residential buildings.

2035 Performance Target: Housing

Develop 4,500 new housing units.

Current Conditions

In 2010, there were approximately 1,300 existing housing units in South Waterfront and it had a jobs to housing ratio of 1 to 1. The addition of 4,500 units and 10,000 jobs would result in a total of 5,800 housing units and increase the jobs to housing ratio to 2 to 1.

<i>Implementation Actions:</i> South Waterfront – Housing and Neighborhoods						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
HN1*	Create incentives to encourage the development of family housing. Explore incentives to incorporate some housing into the northern portion of the district.	X				BPS, PHB
HN2	Identify a site for a future grocery store to directly serve residents and workers in district.		X			Private, PDC, BPS
HN3	Encourage the development of a community center to foster community interaction and exchange.			X		BPS, PPR
HN4	Identify sites for community building activities and pursue projects and activities such as weekend markets and cultural programming.		X			SPNA, Private, PPR
HN5	Develop daycare facilities for children.		X			Private

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

Transportation

Policies

1. **Multi-Modal Access.** Improve multimodal access, including river transit, to the region and adjacent areas, including South Portland, the Willamette River and the South Downtown/University District.
2. **Circulation and Connectivity.** Provide a highly accessible, safe and well-connected district with an urban grid system that provides for internal circulation and connects to adjacent neighborhoods, as well as to the greenway trail.
3. **Collaborative Life Sciences Building and Schnitzer Campus.** Enhance multimodal access to the Collaborative Life Sciences Building and Schnitzer Campus from the South Downtown/University District, South Portland and the riverfront. Enhance circulation around campus for cyclists and pedestrians to create a highly walkable campus.
4. **“Green Loop”.** Implement the “Green Loop” through the district, connecting the Innovation Quadrant from OMSI to Portland State University and to the Pearl District via the Tilikum Crossing Bridge to the South Park Blocks and locations further north with high quality pedestrian and bicycle accommodations as well as improved opportunities for habitat and recreation.
5. **Parking.** Address parking needs in a way that limits the growth of parking as redevelopment occurs and manages congestion, while maintaining and enhancing patient and visitor parking to serve healthcare facilities. Develop creative ways to provide, share and manage parking to meet multiple objectives and support a diverse mix of land uses, including the unique needs of large educational/research institutions.



2035 Performance Target: Mode split

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

Current conditions

The 2010 South Waterfront commute mode split was approximately 34 percent by non-single occupancy vehicle (SOV) for the district.

Implementation Actions: South Waterfront – Transportation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
TR1	Implement the <i>South Waterfront District Street Plan, Criteria and Standards (2009)</i>				X	PBOT
TR2	Review, update and implement recommendations from the <i>North Macadam Transportation Development Strategy (2009)</i> (includes earlier <i>South Portland Circulation Study Recommendations</i>)				X	PBOT, PDC
TR3	Develop a phased development parking strategy to meet district goals for all parking types including office, retail, university, residential and visitor spaces. Explore multi-use and shared parking opportunities.		X			PBOT, PDC, OHSU
TR4	Coordinate transportation improvements in South Waterfront with regional transportation efforts such as the Southwest Corridor High Capacity Transit, Willamette Greenway Trail and the South Portland Circulation Study.		X			PBOT, TriMet
TR5	Extend Streetcar service to the south to John's Landing or beyond.			X		PBOT, Streetcar
TR6	Complete the greenway trail connecting it with the rest of the 40-Mile Loop Trail. Where feasible, explore opportunities for completing the trail prior to development rather than waiting for it to be completed with development.		X			PPR, PDC, BES, BPS, Private

Urban Design

Policies

- 1. Relationship to the River.** Promote building designs that draw on the relationship of the district to the river, open space and the adjacent neighborhoods. Provide physical and visual connections to the Willamette River.
- 2. Improved Open Spaces.** Create an exemplary open space network that embraces the river as the district's "front yard" and provides a range of urban amenities, passive and active recreation experiences and ecological functions.

3. **River Access.** Encourage improvements along the Willamette riverfront in South Waterfront to enhance resident, employee and visitor access to and enjoyment of the river for activities like contemplation, recreational boating, swimming and fishing.
4. **Street Character and Hierarchy.** Establish a more intentional street hierarchy with a greater diversity of street characteristics, distinguishing three main types: retail/commercial, boulevard and flexible. Specifically, support the retail/commercial character of SW Bond Ave. and SW Gibbs St.

2035 Performance Target: Active street frontages on retail/commercial streets

Numbers to be determined.

Implementation Actions: South Waterfront – Urban Design						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
UD1	Develop signature public art that supports the branding of the district as the cornerstone of the Innovation Quadrant.			X		RACC, PPR, Private
UD2	Integrate elements that reflect the district's history, including Portland's maritime history, into the development of the greenway and parks. Encourage the development of river-related public art, as well as cultural and ecological displays and attractions to connect people with the river.				X	PPR, BPS, Private
UD3	Explore potential for a major high-density mixed-use development at the Zidell site that brings together a variety of uses and activities, increases human access to/from the river and celebrates its maritime past.		X	X		PDC, BPS, Private
UD4	Pursue a large park facility to provide active recreational opportunities for the district and surrounding area, in a location that has a physical and visual connection to the river.			X		PPR, BPS, PDC, Private
UD5	Provide incentives for the private sector to contribute to the quality and quantity of publicly-accessible open space in the district.	X				BPS, PPR, PDC
UD6	Develop green connections at regular intervals extending from the river west into the district as a means for providing pedestrian linkages, multi-objective stormwater management opportunities and reinforcing the presence of the river and riverfront in the district.		X			PBOT, BES, BPS

Implementation Actions: South Waterfront – Urban Design						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
UD7	Explore opportunities to make South Waterfront Greenway improvements, especially trail and dock improvements, in the near term and possibly in advance of development that would typically trigger such improvements.				X	PPR , PDC, BPS
UD8	Explore opportunities to provide amenities for boaters such as light watercraft storage and parking to coincide with installation of a new dock.				X	PPR , SPNA, Private

Environment

Policies

- 1. High Performance Areas.** Encourage “high performance areas” that promote energy efficiency and green building technologies and practices at a neighborhood scale, particularly in areas with large amounts of planned new development.
- 2. In-water Habitat.** Maintain and enhance in-water habitat and incorporate low impact design in new/replaced docks.
- 3. Urban Habitat Connections.** Improve upland wildlife habitat connections between the West Hills, South Park Blocks and Willamette River for avian and pollinator habitat.

2035 Performance Target: Tree canopy

Plant or preserve trees, where appropriate, within South Waterfront sufficient to achieve 20 percent canopy coverage once the trees mature. See Appendix D for a draft methodology for measuring this target.

Implementation Actions: South Waterfront – Environment						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
EN1	Develop strategies for addressing environmental challenges including, but not limited to, soil contamination and freeway noise.		X			BES, PBOT
EN2	Encourage planting of native vegetation and trees in right-of-way.				X	PBOT, BES
EN3	Explore district energy opportunities in the northern half of district and consider how such systems might be connected to the southern half of the district.				X	BPS, BES
EN4	Promote low-impact development strategies that minimize impervious areas, use multi-objective stormwater management systems, create water-quality friendly streets and parking lots and enhance natural area revegetation.				X	BPS, BES, PBOT
EN5	Implement the Zidell Development Agreement which calls for Willamette River Greenway improvements.			X		PDC, PPR



South Downtown/University District

The South Downtown area is home to three distinct urban districts: Portland State University (PSU), the South Auditorium blocks and RiverPlace. With close to 30,000 enrolled students, PSU's growth and development is guided by the University District Framework Plan (2010). The strategic direction for the Central City as a center for innovation and exchange aligns strongly with PSU and its surrounding area. Developed in the 1960s, the South Auditorium Project was the city's first urban renewal area and now includes modern office buildings and apartment towers. The area is connected by a system of Lawrence Halprin-designed parks, fountains and pedestrian pathways. A community of apartments, condos and ground floor retail, RiverPlace is one of the few places in the Central City with direct access to the water's edge.



District Goal

South Downtown/University is the livable, accessible home to: Portland State University, Oregon's largest university; the South Auditorium District, a unique open space, commercial and residential landscape created by Portland's first experiment with urban renewal; and RiverPlace, a dynamic, dense residential and commercial district with an intimate relationship to the Willamette River.

While each of these three microcosms maintains its distinct character, in combination they provide the setting for a growing international, multi-cultural center of learning, fostering information exchange and innovation. The district plays a key role in accommodating and incubating the Portland region's growing cluster of knowledge-based research-oriented enterprises while remaining an attractive, vibrant and livable home for residents.



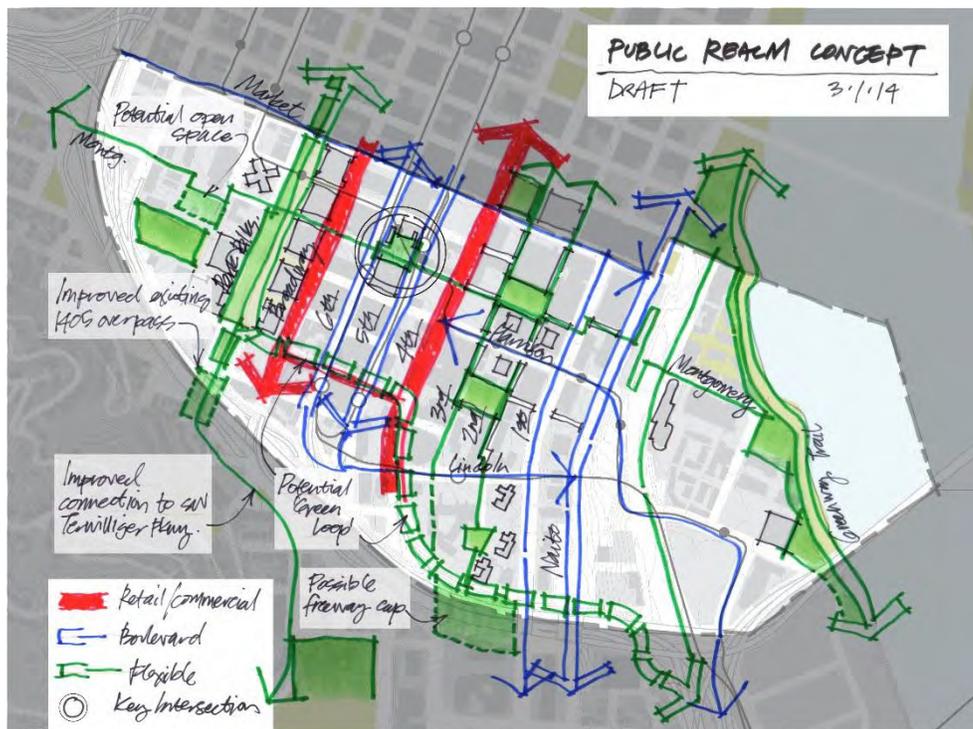
Places and Attractions Concept Diagram

This diagram shows the three distinct areas of South Downtown: Portland State University, the South Auditorium District and RiverPlace, as well as the interstitial areas between them that have yet to develop new identities. These areas, the South Transit Mall and the Harbor/Naito Lands, generally have more redevelopment potential than the more mature districts they border. It is possible that these less-defined areas could be consumed by expansion of the three established places in this district. The circles indicate a relative “degree of change:” the darker the circle, the more change is expected in that part of the district.



Public Realm Concept Diagram

The public realm concept describes the character of existing and potential new public spaces in the district – its system of streets, parks and other open spaces. It locates existing parks and open spaces, suggests possible sites for new ones, and identifies possible connections between them. This concept also illustrates a “street and development character” concept for the district – a way of being more intentional about the desired design and function of both the streetscape and the ground floors of adjacent buildings. The three main street types, Retail/Commercial, Boulevard and Flexible, are described in Chapter 3 on pages 29 and 30.



Key Elements of the Concepts

1. **Develop key “Green Loop” connection between the Park Blocks and SW Moody Street.** Create intuitive east-west pedestrian and bicycle link between SW Moody and the heart of the PSU campus using space within existing rights of way, safer crossings, and new streetscape designs.
2. **Focus new retail activity on 4th Avenue, College and Broadway.** Build on the high visibility of SW Broadway and 4th Avenues with new retail uses and businesses serving Portland State University and the broader South Downtown community. Explore linking the north-south corridors with SW College Street.
3. **Improve connections across I-405.** Improve existing freeway overpasses, including those at the South Park Blocks, 1st and Naito, and develop better connections to nearby southwest amenities and attractions like Duniway Park, the Northwest College of Natural Medicine and Terwilliger Parkway. Explore possible freeway capping options between SW 3rd and Naito Parkway for additional open space, public art and/or gateway features.
4. **Strengthen routes to the river.** Improve links between Portland State University, the South Auditorium District and RiverPlace with a series of east-west connections, including SW Market, Montgomery, Harrison, Lincoln and Caruthers.

District Policies and Implementation Actions

Regional Center: Economy and Innovation

Policies

1. **University Growth and Development.** Support the continued success and growth of Portland State University within the district. Specifically encourage new university development and partnerships with public and private development in the district to promote a vibrant and diverse neighborhood.
2. **Innovation Quadrant.** Strengthen relationships and connections with other major institutions in or adjacent to the Central City including the Oregon Health Sciences University (OHSU) and Oregon Museum of Science and Industry (OMSI) to support innovation and related business development.
3. **Tourism, Retail and Entertainment.** Increase the number of visitors to the district by encouraging new and enhancing existing riverfront shops, restaurants and recreational opportunities at RiverPlace.



4. Redevelopment.

Encourage public and private redevelopment in the district, while respecting and supporting the existing residential neighborhood, particularly in the areas around Naito Parkway/Harbor Drive, SW 4th Avenue, the Lincoln MAX Station and along the SW 5th and SW 6th Avenue Transit Mall. Where possible, encourage new development that supports public-private partnerships and activities or helps meet University space needs.

Leverage redevelopment to provide additional access to and from the riverfront.

2035 Performance Target: Jobs

Add 3,000 new jobs within South Downtown/University.

Current Conditions

In 2010, there were approximately 10,500 existing jobs in South Downtown/University. The addition of 3,000 new jobs would result in a total of 13,500 jobs.



This rendering illustrates a possible development scenario meeting targets for 3,000 new housing units and 3,000 new jobs in the district

Implementation Actions: South Downtown/University District – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
RC1*	Rezone areas of RXd to CXd south of SW Market and west of 4 th Avenue to provide additional land use flexibility.	X				BPS
RC2*	Increase maximum building height potential on the southern end of the Transit Mall between SW Broadway and SW 4 th Avenue to 460’.	X				BPS
RC3*	Simplify and standardize the building height maximum pattern east of 4 th Avenue to Naito Parkway.	X				BPS
RC4	Develop incentives to foster partnerships between PSU and private development.		X			BPS, PSU, PDC, Private
RC5*	Encourage redevelopment in the southern portion of the district, including University Place, which activates the Lincoln Street MAX station and the southern end of the transit mall; increase the area of 2:1 FAR to 4:1 in order to be consistent with surrounding areas. Study potential FAR increases on the southern end of the transit mall.	X				BPS, PDC
RC6	Develop regulatory tools to extend connectivity and tree canopy from the Halprin Open Space Sequence through the University Place site to existing and future open space and the “Green Loop.” Possible tools include design guidelines, development standards, superblock regulations or a master plan process.	X				BPS
RC7	Improve RiverPlace Marina to bring more boaters and visitors to the area while minimizing impacts to fish.			X		Private, PPR
RC8	Develop Marquam Beach to improve human access to the Willamette River.				X	Private, PPR, PWB

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

Housing and Neighborhoods

Policies

1. **Urban Family Housing.** Encourage the development of multi-family housing with unit types, tenures, sizes, costs, locations and amenities supportive of families.
2. **Student Housing.** Encourage the construction of new student housing and preservation of existing student housing to meet the long-term needs of the university and bring needed evening and weekend vitality to the district.
3. **Community Cohesiveness.** Create and support successful neighborhood-oriented retail/commercial districts near Portland State University, the Halprin Open Space Sequence and in RiverPlace.

Encourage the development of public amenities and neighborhood services to strengthen and support a cohesive, connected community, particularly a grocery store, playground, daycare facilities, a small hotel, and a community or senior center.

4. **Public Safety.** Provide a safe and secure 24-hour environment, particularly in car-free pedestrian areas including the PSU campus, South Auditorium and RiverPlace Esplanade.

2035 Performance Target: Housing

Develop 3,000 new housing units and reduce the jobs to housing ratio to 2 to 1 within South Downtown/University.

Current Conditions

In 2010, there were approximately 3,100 existing housing units in South Downtown/University and it had a jobs to housing ratio of 3 to 1. The addition of 3,000 units and 3,000 jobs would result in a total of 6,100 housing units and a jobs to housing ratio of 2 to 1.

<i>Implementation Actions:</i> South Downtown/University District – Housing and Neighborhoods						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
HN1*	Create incentives to encourage the development of family housing.	X				BPS
HN2	Develop a district retail strategy.		X			BPS, PSU, PBA, PDC, Private
HN3	Identify opportunities for locating a new public school within the district, particularly an elementary school and/or middle school.			X		BPS, PPS, PSU

Implementation Actions: South Downtown/University District – Housing and Neighborhoods						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
HN4	Encourage the development of a full-service grocery store within the district.		X			Private , BPS, PDC, PSU
*Additional details for selected action items are included in Appendix A, Implementation Action Details.						

Transportation

Policies

- 1. Multi-Modal Access.** Improve access by all modes to the region and adjacent areas, including South Portland, South Waterfront, Goose Hollow and Downtown.
- 2. Circulation and Connectivity.** Provide a highly accessible, safe and well-connected district, with enhanced east-west pedestrian and bicycle connectivity between Portland State University and the Willamette River bridgeheads.
- 3. Portland State University.** Enhance multimodal access to Portland State University from South Waterfront, Goose Hollow and Downtown. Address circulation issues around campus and address barriers for cyclists and pedestrians.
- 4. “Green Loop”.** Implement the “Green Loop” through the district, connecting the Tilikum Crossing Bridge to the South Park Blocks and locations further north with high quality pedestrian and bicycle accommodations as well as improved opportunities for habitat and wildlife movement. Support connections between the “Green Loop” and existing open spaces, particularly Waterfront Park and the Halprin Open Space Sequence.
- 5. Parking.** Meet existing and future parking needs in a way that limits the growth of parking as redevelopment occurs. Develop creative ways to provide, share and manage parking to meet multiple objectives and support a diverse mix of land uses, including Portland State University’s special needs.



2035 Performance Target: Mode split

At least 80 percent of commute trips to and from the district are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

Current conditions

The 2010 South Downtown/University commute mode split was approximately 68 percent by non-single occupancy vehicle (SOV) for the district.

Implementation Actions: South Downtown/University District – Transportation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
TR1	Complete a PSU area access and circulation study that includes multimodal improvements including pedestrian safety; campus loading; drop offs; parking; and bicycle access to and from the campus to adjacent areas, South Waterfront, Goose Hollow and South Portland.		X			PBOT , PSU
TR2	Implement recommendations from the <i>North Macadam Transportation Development Strategy (2009)</i> and <i>South Portland Circulation Study (2001)</i> .				X	PBOT , PDC
TR3	Monitor progress on Southwest Corridor High Capacity Transit planning and advocate for district goals.				X	PBOT , BPS
TR4	Implement near-term I-405 Crossing Multimodal Improvements, especially at SW 1 st Avenue/Naito Parkway, SW 4 th Avenue, SW 6 th Avenue and Terwilliger/Park.		X			PBOT , TriMet, ODOT
TR5*	Complete a study that explores long-term reconfigurations of local and regional connections on and around I-405 between the Ross Island Bridge and Sunset Highway interchanges.		X			PBOT , ODOT, BPS
TR6	Develop a long-term parking strategy for PSU including on- and off-street parking resources.		X			PSU , PBOT
TR7	Study the feasibility of consolidating routes and stops on fewer corridors by placing bus lines onto the southern end of the Transit Mall and on SW Lincoln and Naito Parkway.		X			TriMet , PBOT
TR8	Enhance pedestrian and bicycle connections to RiverPlace Marina and the Willamette River at key locations, especially Lincoln, Harrison, and Montgomery Streets.				X	PBOT
TR9	Improve the greenway trail in RiverPlace to facilitate continuity for bike and pedestrian access, reduce user conflicts and provide access to the river.		X			PPR , PBOT

Implementation Actions: South Downtown/University District – Transportation						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
TR10	Implement the “Green Loop” Concept through the district, connecting the Tillikum Crossing Bridge to the South Park Blocks, and locations further north as well as improved opportunities for habitat movement.		X			BPS, PBOT, PPR, BES

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

Urban Design

Policies

- 1. University Character.** Encourage the continued development of a pedestrian-oriented, predominantly university campus environment centered on the South Park Blocks.

Encourage the development of an integrated urban environment with a rich mix of public and private institutional, commercial and housing West of Broadway to SW 4th Avenue.

- 2. South Auditorium Character.** Retain the modernist feel and pedestrian-focused character of the South Auditorium Plan District, respecting in particular the National Register of Historic Places Halprin Open Space Sequence. Add new uses to increase pedestrian activity in the district. Connect the pedestrian pathways to adjacent districts while maintaining the character, safety, and livability of this neighborhood.



- 3. RiverPlace Character.** Encourage the continued development of RiverPlace with a broad mix of residential, commercial, recreational and boating uses. Maintain and enhance the cohesive design aesthetic, generous landscaping, and close relationship of the public realm to the river.
- 4. Urban Riverfront.** Encourage the development of a distinctly urban riverfront that balances human activities including river transportation, recreation and development with habitat enhancement.
- 5. Improved Open Spaces.** Encourage existing open spaces, and the Willamette River, to be more accessible, usable and engaging spaces for the community while also supporting the

development of new open spaces where opportunities arise. Broaden the range of available recreation experiences.

6. **Montgomery Green Street.** Support development of the SW Montgomery Green Street as a key east-west green connection from the West Hills/Goose Hollow to the Willamette River.
7. **“Green Loop”.** Implement the “Green Loop” through the district, connecting the Tilikum Crossing Bridge to the South Park Blocks and locations further north with high quality pedestrian and bicycle accommodations as well as improved opportunities for habitat and wildlife movement. Support connections between the “Green Loop” and existing open spaces, particularly Waterfront Park and the Halprin Open Space Sequence.
8. **Street Character and Hierarchy.** Establish a more intentional street hierarchy with a greater diversity of street characters, distinguishing three main types: retail/commercial, boulevard and flexible. Specifically, support the retail/commercial character of 4th Avenue, Broadway and College Streets; as well as the flexible character of Park Avenue and Montgomery Street.

2035 Performance Target: Active street frontages on retail/commercial streets

Numbers to be determined.

Implementation Actions: South Downtown/University District – Urban Design						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
UD1	Develop a district open space strategy that emphasizes ways to better use and access existing space while exploring opportunities for new spaces (e.g., potential freeway caps, “Green Loop”)		X			BPS, PPR
UD2	Enhance beach access and amenities near the Marquam Bridge; promote new water-related recreation activities.		X			PPR, BPS, Private
UD3	Develop a strategy/plan to renovate the South Park Blocks.		X			PPR, PSU
UD4	Continue implementation of the SW Montgomery Green Street.				X	BPS, BES, PPR, PBOT
UD5*	Review and update South Auditorium Plan District development standards and guidelines, specifically those related to landscaping and setback requirements.		X			BPS, PDC, BDS

Implementation Actions: South Downtown/University District – Urban Design						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
UD6	Connect South Downtown with South Portland by capping I-405 between SW 1 st and SW 3 rd , and improving the connections to Terwilliger from the South Park Blocks.			X		BPS , ODOT, PBOT, Private
UD7	Activate SW Broadway with ground floor retail and other active uses.				X	PSU , Private
UD8	Collaborate with PSU on historic preservation efforts.				X	BPS , PSU , SHPO
UD9	Complete a Development Opportunity Strategy for the remnant properties on SW Naito/Harbor Drive.		X			BPS , PDC

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

Environment

Policies

- 1. High Performance University Campus.** Support PSU as an urban laboratory to promote energy efficiency and green building technologies and practices, as well as sustainable site design and development.
- 2. In-water Habitat.** Maintain and enhance in-water habitat at RiverPlace and Marquam beach.
- 3. Urban Habitat Connections.** Create an upland wildlife habitat corridor between the Willamette River and the South and North Park Blocks and West Hills for avian and pollinator species.

2035 Performance Target: Tree Canopy

Plant or preserve trees, where appropriate, within South Downtown/University sufficient to achieve 30 percent canopy coverage once the trees mature. See Appendix D for a draft methodology for measuring this target.

Implementation Actions: South Downtown/University District – Environment						
#	Action	Timeline				Implementers (lead in bold)
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
EN1	Enhance river bank and shallow water around RiverPlace to maintain and improve fish and wildlife habitat.		X			PPR, BES
EN2	Improve the dock at RiverPlace Marina to provide for increased boating use by motorized and non-motorized crafts, while also reducing impacts to salmon.			X		Private, BPS, BES
EN3	Encourage the continued improvement and expansion of PSU's district energy system.				X	PSU, BPS
EN4	Support the relocation of the electric vehicle charging stations on Montgomery Street to a more permanent location with excellent access and visibility.		X			BPS



APPENDIX A: IMPLEMENTATION ACTION DETAILS

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

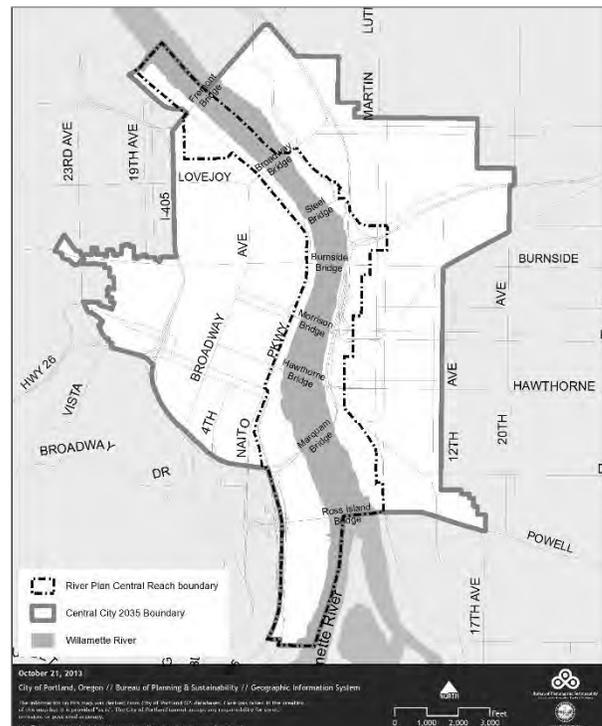
Central City-wide Policy and Implementation Actions

WR2 Update the Willamette Greenway Plan (1987) and associated regulations and design guidelines to implement policies and actions of the Central City Plan for the Central Reach.

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

1. The greenway overlay zone regulations are unclear and out-of-date.
2. The regulations do not include standards for common development types which means that a land use review is required for all development.
3. The Willamette has seven species listed under the Endangered Species Act including spring Chinook salmon, Steelhead trout and Coho salmon. Protection of existing habitat and improved in-water, riparian/riverbank and upland habitat could assist in the recovery of these species and avoid new listings. Utilize the recently update Willamette River Natural Resource Inventory to help identify these key areas. Develop a mitigation strategy for in-water and riparian impacts.
4. The current Greenway Design Guidelines illustrate riverbank designs that do not meet today's aspirations for the riverfront. Continue to work with city, state and federal partners to develop guidance for applicants.
5. Coordinated City, state and federal permitting, such as is being done through the City's Streamlining team, could benefit private applicants that need permits for work in and near the river.
6. The US Maritime Transportation Security Act regulates certain activities and development for homeland security purposes. This has implications for the Greenway trail design and alignment.

Map A1: Central Reach and Central City 2035 Boundaries



7. There is a desire to allow new and different on-land and in-water uses and activities to activate the central riverfront area. These include small retail opportunities at strategic locations, overnight docking of regional cruise ships along the Tom McCall Waterfront Park seawall, commuter ferry and river transit. The existing regulations may need modifications to address these.
8. The Federal Emergency Management Agency (FEMA) and the National Oceanic and Atmospheric Agency (NOAA) are currently working toward an agreement in response to a lawsuit related to the Endangered Species Act and development in the floodplain. Revised regulations will need to comply with the outcome of that case.
9. There is a need to review the 25' greenway setback requirement to determine if it is appropriate to increase it in the Central City such as was done in South Waterfront.
10. Develop a Central City-wide strategy for protection and enhancement of aquatic species. Develop approaches to avoid, minimize and mitigate the effects of increased boating on habitat.

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

A related action in the Downtown District Plan is UD2, calls for the update of the regulations to accommodate desired uses along the riverfront in Tom McCall Waterfront Park.

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

Issues

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

Possible Solutions

Enforcement

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

Long term management and Property Acquisition/Donation

2. Fund the development of a Natural Resources Management Plan for the Ross Island-Holgate Channel-Oaks Bottom Complex. The plan should be a multi-property owner plan that is developed when funds and staffing resources become available. If the other property owners are not willing or able to participate, it will be done when more of the island is under City ownership. It would include actions to maintain and restore the island and clarify public access use and restrictions. Portland Parks and Recreation staff are developing a schedule for completion of natural resource management plans and this area is part of the discussion.
3. Portland Parks and Recreation is exploring with the Port of Portland, a donation of the Port's property to the City.

Background

Environmental Conditions

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

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

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

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

Recreation

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

Ownership & Land Uses

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

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

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

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

Jurisdictions

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

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

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

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

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

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

Activities and Coordination

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

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

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



Map A2: Ross Island Property Ownership

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

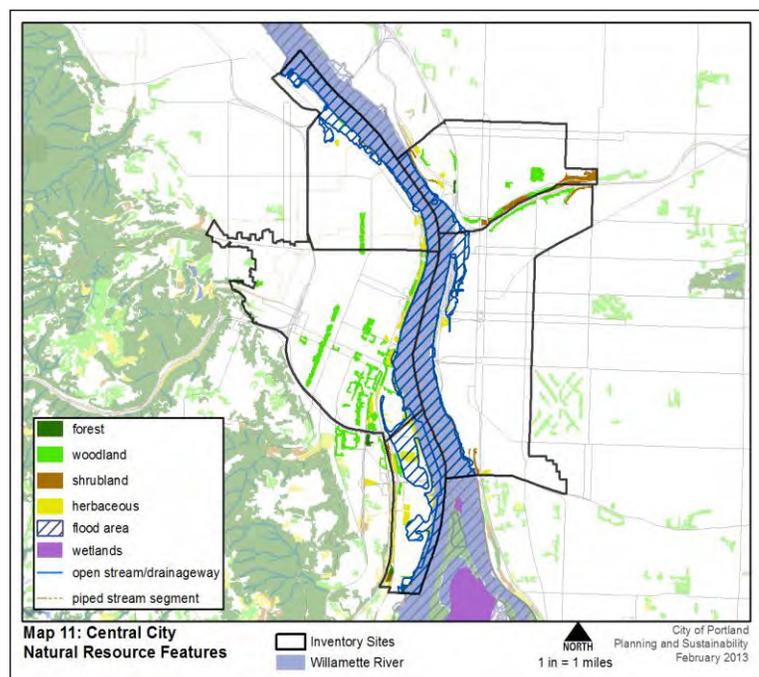
EN13 Amend the flood related regulations and other guidelines to a) help prevent or minimize the risk of flood damage to new, redeveloped and rehabilitated buildings located in the 100-year floodplain; and b) avoid, minimize and mitigate the impacts of such development on floodplain functions.

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

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

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

1. 1964: Record-breaking precipitation on top of snow in the Cascades cause a December flood event that resulted in bridge failures and road and train closures. The lower deck of the Steel Bridge was underway and log and debris severely damaged the Hawthorne Bridge.
2. 1996: Flooding resulted from heavy snowfall followed by warm temperatures and four days of heavy rain across a large area of Oregon, Washington and Idaho. The Willamette River nearly crested the downtown seawall. Many roads were closed due to water and landslides. This flood cause millions of dollars of damages.



Map A3: Current 100-year floodplain (FEMA) and the 1996 flood inundation area (US Army Corp of Engineers) in the Central City

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

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

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

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

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

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

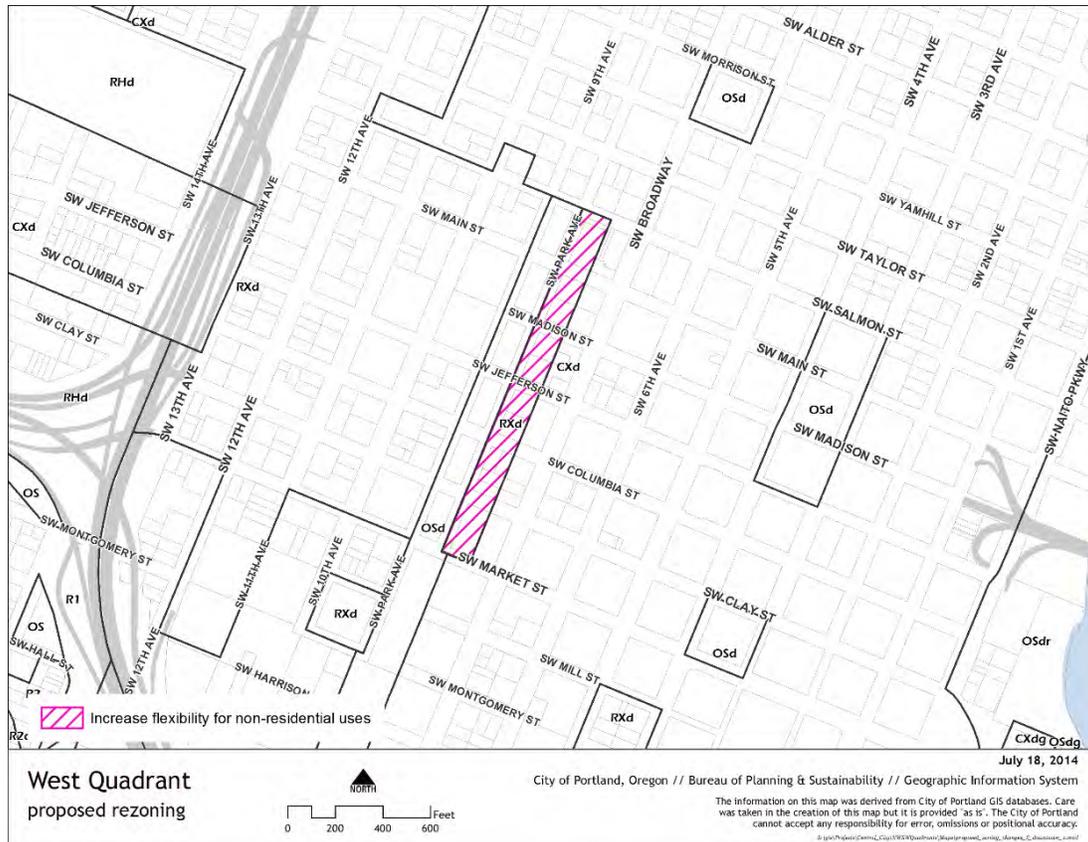
Downtown

RC5 Increase flexibility for nonresidential uses on the RXd zoned area on the east side of the South Park Blocks between SW Salmon and Market.

Review and revise, as needed, development standards and guidelines, including building setbacks, to ensure new development respects the Park Blocks. Adopt with CC2035.

The majority of the parcels in the RX zoned area shown on *Map A4: Downtown Existing Zoning and Area of Proposed Change* are already developed and include many non-residential uses. These include two churches and important cultural district institutions such as the Portland's Centers for the Arts and the Oregon Historical Society. A zoning change to increase flexibility could bring these institutions into conformance and allow a greater range of park- and cultural district-supportive uses in potential redevelopment sites. Updated development standards and guidelines would ensure new development is compatible with the South Park Blocks.

Map A4: Downtown Existing Zoning and Area of Proposed Change



TR5 Enhance West Burnside to improve streetscape quality, multimodal access, and bicycle and pedestrian safety. 2-5 years and 6-20 years.

West Burnside is an important access point into the Central City. It serves thousands of motor vehicles, pedestrians and several TriMet bus lines. Burnside's design emphasizes through movement of vehicles, which create challenges in terms of multimodal accessibility into its adjacent Central City districts. For one, Burnside provides very limited opportunities for left turns to access into Downtown, West End, Old Town, Pearl District, Goose Hollow and NW Portland. In addition, many intersections are hard for pedestrians and cyclists to cross and a large number of blocks have substandard sidewalks. On street parking is very limited. The Burnside corridor has historically been identified as having a large number of crashes and fatalities.

West Burnside from NW 2nd Avenue to NW 23rd Avenue has been extensively analyzed. A 10-year, highly visible public process recommended that West Burnside be improved to provide for better sidewalks, more on-street parking, and better crossings and access to adjacent areas, among other

things. A couplet design using NW Couch Street was recommended from NW 2nd Avenue to NW 15th Avenue.

City Council twice adopted the plan (lastly in 2007) and directed City bureaus to make all street designation adjustments and technical amendments required. Council also directed PBOT to identify and implement as soon as possible appropriate and viable interim pedestrian safety improvements for the most dangerous parts of Burnside.

Finally, Council also directed PBOT to develop and bring back to Council 35% (percentage of work completion) engineering designs for the adopted couplet design as well as a Burnside-only less expensive design option. The Council resolution also instructed that the couplet not be built without streetcar and that the streetcar couplet be integrated into the Central City Plan.

Due to the inability to secure financing for the couplet as well as political opposition to changes to NW Couch in the Brewery Blocks, City Council never was presented with the 35% design of the Burnside/Couch couplet design or of the Burnside-only alternative.

This action item recommends the continued implementation of short and longer term improvements for the Burnside/Couch corridor as directed by City Council in the stated time horizon.

UD9 Increase the allowed maximum building heights in the vicinity of the Morrison and Hawthorne Bridgeheads to facilitate signature developments that help activate the waterfront and visually connect the city to the river. Adopt with CC2035.

Many of the potential redevelopment sites at the Morrison and Hawthorne Bridgeheads suffer from irregular lot shapes and/or significant access challenges. Recognizing the importance of these sites for the activation of Naito Parkway and Waterfront Park, this action would raise maximum building heights at the Bridgeheads to encourage signature development, while still maintaining a step down from the maximum allowed heights along the transit mall. This action would raise maximum building heights (inclusive of all bonus provisions) in the area between the Skidmore/Old Town and Yamhill Historic Districts east of 2nd Avenue. The maximum heights on the blocks between 2nd and 1st Avenues would increase from 235' to 325' and the blocks between 1st Avenue and Naito Parkway would increase from 75' to 250' with required setbacks at 50' to 75' feet on the Naito frontage. See *Map A5: Building Volumes with Proposed Height Limits at Morrison Bridgehead and APPENDIX B: Building Height Maps*.



Map A5: Building Volumes with Proposed Height Limits at Morrison Bridgehead

UD11 Study the feasibility of creating an urban civic space at the intersection of West Burnside and Broadway. 2-5 years.

The idea for this action came from West Quadrant Plan Charrette work done in June, 2013. Many cities have a signature civic space at “Main and Main,” the intersection at which the major east-west and north-south thoroughfares intersect. In Portland, this key intersection could be considered Broadway and Burnside.

Aside from the area’s high visibility, the Central City’s differently-aligned grids meet at Burnside, creating a dynamic area with different street configurations, irregular lots and a unique feel. In the heart of downtown’s core, the area could additionally connect to activity in Waterfront Park and Saturday Market along a unique, pedestrian-oriented SW Ankeny. See the concept diagram in Chapter 1, *The Big Ideas*.

UD13 Review height regulations and design review requirements adjacent to open spaces. Adopt with CC2035.

Currently, building heights to the south and/or west of certain Comprehensive Plan designated Open Space areas may be increased above existing limits if they meet the open space performance standard requiring that the shadow cast on the open space by the proposed building not be larger than that cast by a building of the allowed maximum height. These increases cannot be applied if a project is in an established view corridor.

Currently, these regulations apply only to select open spaces south of West Burnside. The intent of this action is to be more uniform in applying regulations to the areas south and west of designated open spaces throughout the West Quadrant, creating a buffer zone of lower base height eligible for increases based on the open space performance standard.

West End

- RC1** Develop zoning tools for the area north of SW Salmon that encourage a broad mix of uses, allow flexibility for additional office and retail uses, including freestanding office development, and encourage dense residential development. Adopt with CC2035.
- HN1** Preserve the RXd zone in the area south of SW Salmon within the West End. Consider adding additional ground-floor commercial flexibility, and additional commercial flexibility for existing structures. Adopt with CC2035.
- HN2** Develop and implement an affordable housing strategy for the West End that preserves or replaces existing affordable housing, including buildings that are privately owned. 2-5 years.

While the existing mix of land uses is diverse in the West End, residential uses are generally more common in the area south of SW Salmon Street, while to the north, commercial uses predominate (see *Map A6: West End Predominant Land Use by Floor*).

This pattern is reflected in the existing zoning framework in the district. Central Residential (RX) zoning, which only allows a limited amount of retail and office development, covers the majority of the district. An area of Central Commercial (CX) zoning, which allows a full range of residential and commercial development, is located north of Salmon and east of SW 11th Avenue. In addition, within the RX zoned portion of the district north of Salmon there are special provisions that allow more flexibility for non-residential development, generally on sites that do not already have residential uses. These provisions are intended to promote infill development by encouraging a wider range of non-residential uses while preserving existing housing and privately owned affordable housing.

The proposed West End policies call for a mix of land uses in the district, with the broadest mix to the north of Salmon, including office and retail, in addition to housing that accommodates a broad range of needs, preferences, and financial capability. South of Salmon residential uses are envisioned to predominate. Action items RC1, HN1 and HN2 will help meet these policies.

Action RC1 calls for zoning tools that allow flexibility for additional office and retail uses north of Salmon. Potential options include expanding the CX zone in this area or refinements to the existing plan district regulations that allow commercial uses on some sites in the RX zone.

Action HN1 calls for preserving the RX zone in the area to the south and creating zoning tools that would allow more flexibility for commercial uses on the ground floor (currently limited to 40 percent of the ground floor area), which would help to achieve an active streetscape. In addition, a new provision that would allow for more flexibility for commercial uses in existing buildings will also be considered. This will help preserve a mix of uses and help preserve existing buildings by giving them more redevelopment options.

Action HN2 calls for the development of an affordable housing strategy that preserves or replaces existing affordable housing, primarily in the area north of Salmon, including buildings that are privately owned.

Map A6: West End Predominant Land Use by Floor (2009)



Taylor St.
Salmon St.
Main St.

HN7 Create incentives to encourage the development of family housing. Adopt with CC2035.

Encouraging the development of new housing suitable for families with children is a priority in Goose Hollow. Family-friendly urban housing often includes amenities such as common open spaces, safety considerations, parking configurations, storage, unit design and more two-, three- and four-bedroom units specifically.

Potential incentives to encourage family friendly design and amenities include bonuses that allow additional building height (up to the maximums on the proposed height map, see APPENDIX B) or additional floor area ratio (FAR). The way that FAR is calculated could also be adjusted to exclude areas devoted to public facilities from the maximum FAR, in order to encourage developers to include some of the common building amenities important for families. Other types of financial incentives may also be explored.

Development of these incentives will be a part of a comprehensive revision of the Central City's bonus and transfer system which will include other housing related incentives. These will apply throughout the Central City or only within certain areas, based on district-specific policy priorities.

- UD2 Develop a set of historic preservation transfer tools to encourage FAR and height transfers from historic resources. Adopt with CC2035.**
- UD3 When updating the Historic Resources Inventory for the Central City, prioritize the West End and Goose Hollow. 2-5 Years.**
- UD4 Review and revise as appropriate the two National Register Multiple Property Documentation forms for Downtown development to encompass a broader range of potential historic resources in the West End. 2-5 years.**

The West End is one of the most architecturally diverse parts of the Central City, with a range of building ages, styles, scales and uses. These range from Victorian houses and mid-sized streetcar-era apartments to residential and mixed-use skyscrapers. Tables A1 and A2 show the range of building ages and scales.

The West End has 36 designated historic landmarks (see Table A3 and Map A4); most of these properties are listed in the National Register. Historic landmarks are protected by zoning code provisions that require historic design review for major exterior alterations. Demolition requests for National Register properties must be approved by City Council. Unlike some parts of the Central City such as Old Town and the Pearl District, there are no designated historic districts. The City's Historic Resources Inventory includes 75 ranked properties in the West End, including the designated historic landmarks (see Table A3 and Map A7). The inventory was completed in 1984 and is now quite out of date. A number of buildings listed in the inventory have likely been demolished and some have been altered since 1984.

Proposed West End policies call for retaining the distinctive urban character of the district by encouraging the preservation and rehabilitation of existing buildings and historic resources that represent a wide range of architectural styles, scales and eras. Implementation actions UD2, UD3 and UD4 will help achieve these policies.

Action UD2 calls for the development of a new zoning tool that allows and encourages historic properties to transfer (sell) unused development potential to non-historic sites within the district. This provides income to help rehabilitate the historic property and reduces the likelihood of demolition because the site's development entitlements are reduced by the amount transferred off-site, while also encouraging new infill development that can add vitality to the district. The new provision could also potentially increase the amount of floor area (FAR) or height that can be transferred from historic resources, for example allowing 1:1.5 FAR to be transferred from a historic site that only has 1:1 of unused FAR. Also under consideration is a provision that would more directly link the use of the

Table A1: West End Buildings–Year Built

Year Built	Number
Pre-1900	12
1901-1930	93
1931-1960	21
1961-Present	32
Unknown	2
Total	160

Table A2: West End Buildings – Stories

Stories	Number
1-6	135
7-12	17
13-27	6
Unknown	3
Total	160

Table A3: West End Historic Resources

Type	Number
National Register Properties	30
Local Landmarks	6
Total Landmarks	36
Ranked HRI Properties	75
Parcels	207

Note: Most local landmarks and National Register properties are also included in the HRI. Many of the National Register properties are also local landmarks.

preservation incentive to actual reinvestments in historic properties, for example by requiring that proceeds of FAR transfers be reinvested in the historic property within a certain period of time.

Development of this preservation incentive will be a part of a comprehensive revision of the Central City's bonus and transfer system. This broad revision is intended, among other objectives, to increase the use of historic transfers by reducing the number of other available transfer provisions and/or limiting the number of bonus options available in areas where historic preservation is identified as a community priority.

Action UD3 calls for completing an inventory of potential historic resources in the West End. Inventories of historic resources are basic historic preservation planning tools that identify properties that have historic significance. This can lead to formal designation of individual landmarks and historic districts and helps inform future land use planning and development decision-making. As mentioned above, the City's adopted Historic Resources Inventory is now 30 years old. However, there have been more recent informal surveys of potentially significant properties in the West End by citizen volunteers. While these inventories do not have formal determinations of historic significance and would need to be verified and updated, they do provide additional useful documentation and a starting place for future inventory work.

Action UD4 calls for reviewing and revising the two National Register Multiple Property Documentation (MPD) forms that were previously prepared for downtown Portland. Multiple Property Documentation forms are umbrella documents that establish the historical context and evaluation criteria that facilitate the listing of historic properties in the National Register. Two existing MPDs cover the West End: Historic Resources in Downtown Portland, Oregon, 1906-1914 and Historic Resources in Downtown Portland, Oregon, 1915-1931. They present the history of downtown development from 1906 to 1931 (the post Lewis and Clark Exposition development "boom") and describe associated property types that are potentially eligible for listing, including office buildings, hotels, retail stores and apartment buildings.

Following, or in conjunction with, development of an updated inventory of historic resources in the West End, these MPDs could be amended to encompass a broader range of potential historic resources in the district, for instance by expanding the period of significance or historical context statement, adding new property types, or revising the registration requirements.

In addition, action HN1, discussed in the previous section, will help achieve historic preservation goals by creating additional zoning flexibility for commercial uses in existing buildings (not necessarily formally "historic") within the RX zone.

Map A7: West End Historic Resources



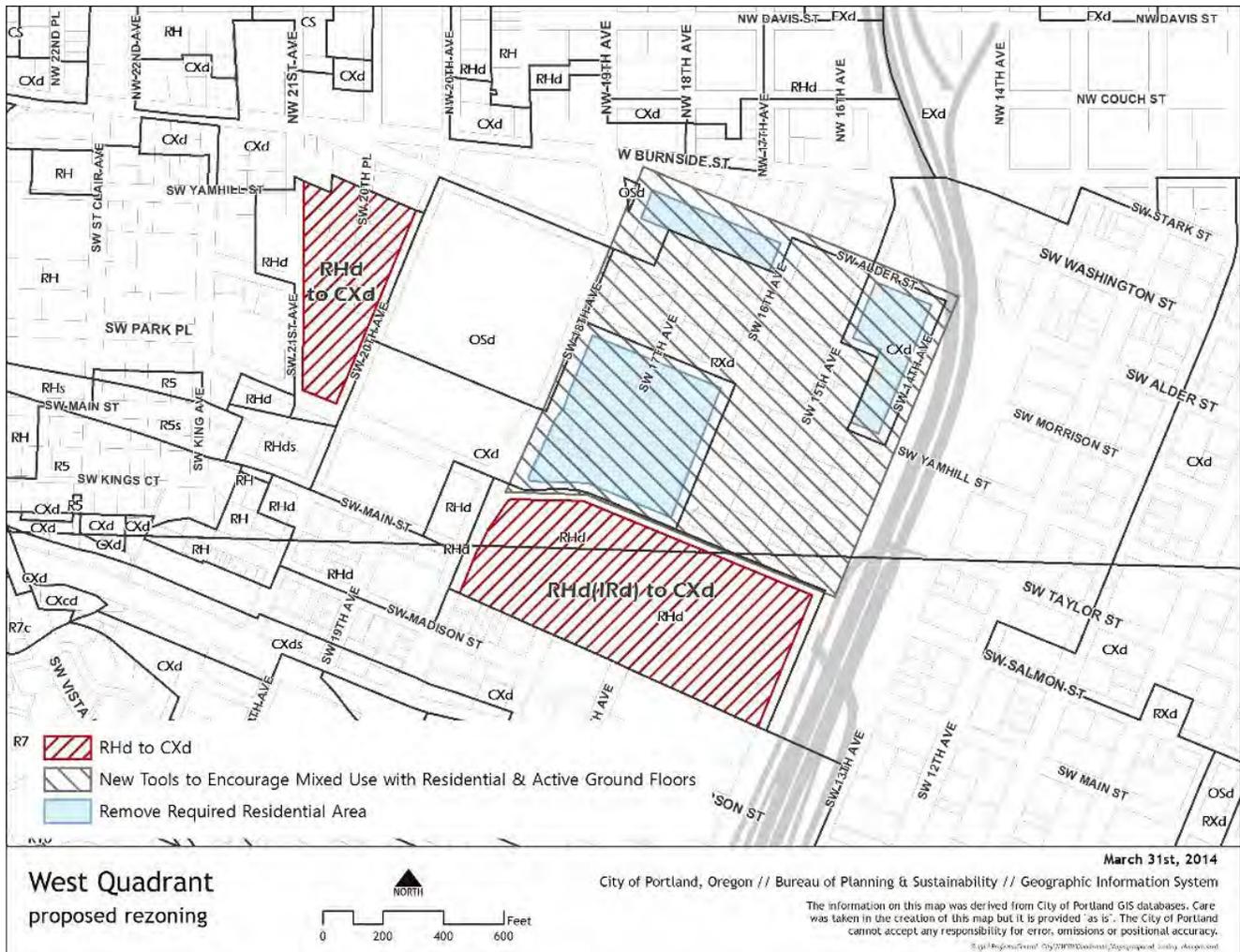
Goose Hollow

RC1 Increase zoning flexibility south of West Burnside Street. Remove the Required Residential Development provisions on CX lots in this area. Adopt with CC2035.

The Required Residential Development provisions were designed as an alternative to exclusively residential zoning, to promote new housing in areas suitable and attractive for housing. For this standard, new site area is the total site area minus land dedicated to public rights-of-way or public open spaces, or land used for a regional public attraction such as a museum. New development must include at least 1 dwelling unit per 2,900 square feet of net site area (15 units per acre).

The provision was designed to maintain development flexibility while promoting the housing objectives of the 1988 Central City Plan, however, in practice the area has seen very little redevelopment, and notably very little residential development, in the past 25 years. In combination with RC2, this action item will create a new zoning environment for the area south of West Burnside and the “Flats” in particular, intended to attract the active, mixed use development the community would like to see there. See *Map A8: Goose Hollow Existing and Proposed Zoning*.

Map A8: Goose Hollow Existing and Proposed Zoning



RC2 Identify or develop new zoning tools to encourage mixed use development, job growth and active ground floor uses in “the Flats.” Adopt with CC2035.

Portions of the “Flats” area of Goose Hollow are currently zoned Central Residential with a Design Overlay (RXd) while other areas are zoned Central Commercial with a Design Overlay (CXd). The community has expressed a desire for this area to be primarily mixed use with active ground floor uses that support surrounding attractions and employment opportunity, in a scale that does not overwhelm adjacent smaller-scale residential neighborhoods. See *Map A8: Goose Hollow Existing and Proposed Zoning*.

RC6 Rezone the Lincoln High School site from RHd (IRd) to CXd to better accommodate future redevelopment. Require a master plan process as part of redevelopment to address issues including, but not limited to, street and pedestrian connectivity, open space, views and the transition to adjacent uses. Adopt with CC2035.

There are many aspirations for the redevelopment of the publicly owned 11-acre Lincoln High School site. Ideas raised through this process include some combination of a 21st-century urban high school campus, a new elementary or middle school, open space, housing and/or commercial development, and parking. While there is not an approved plan for the site, more flexible zoning (CXd) will be needed to accommodate whatever combination of uses the community decides upon in the future. See *Map A8: Goose Hollow Existing and Proposed Zoning*.

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

- a. street and pedestrian connectivity
- b. open space opportunities
- c. public views over and from the site
- d. sensitive transitions to nearby smaller-scale residential development
- e. active street frontage on SW 18th Avenue and SW Salmon.

RC7 To increase flexibility for redevelopment, rezone the block immediately west of Providence Park from RHd to CXd. Adopt with CC2035.

The majority of the northwest hatched area shown on Map A8 is currently used for surface parking. To encourage redevelopment in this area which is supportive of surrounding uses, staff proposes to increase flexibility by changing the zoning from RHd to CXd. See *Map A8: Goose Hollow Existing and Proposed Zoning*.

HN1 Create incentives to encourage the development of family housing. Adopt with CC2035.

See West End Implementation Action Detail HN7.

TR2 Improve West Burnside streetscape quality; multimodal access; and bicycle and pedestrian problem areas, particularly at SW Vista, Providence Park access areas and by I-405. 2-5 years and 6-20 years.

See Downtown Implementation Action Detail TR5.

UD4 Improve Collins Circle and Firefighters Park to make these public spaces more accessible and engaging for the community. 6-20 years.

Both Collins Circle and Firefighters Park are located in the public right-of-way and are owned by the City of Portland. Collins Circle contains a rock sculpture by Japanese American landscape architect Robert Murase; Firefighters Park contains the David Campbell Memorial, built in memory of the Portland Fire Chief killed in the line of duty in 1911.

Both areas are difficult to access and provide little opportunity for active use or community gathering. Neighbors have expressed further concern that the height of the Murase sculpture, in combination with the intersection configuration at SW Jefferson Street and 18th Avenue, results in poor visibility, creating a safety hazard for pedestrians and cyclists.

A study of potential improvement opportunities could look at items such as:

- a. design and landscaping changes within each park to create more usable open space.
- b. traffic calming efforts in the surrounding area to slow traffic near the parks.
- c. changes to intersection configurations, including potential street segment closures, to improve access and multimodal safety.

Pearl District

RC 3 Require a master plan process prior to redevelopment of the US Postal Service site and the large riverfront site just south of the Fremont Bridge. The master plan should address issues related to, but not limited to, street and pedestrian connectivity, street presence, environmental and sustainability considerations, open space, views and transitions to adjacent uses. Adopt requirement with CC2035.

Because of the large size and unique opportunities presented by redevelopment of these sites, staff proposes to require a master plan process on each area as part of its redevelopment. See *Map A9: Proposed Pearl District Master Plan Sites*.

Master plans for each site will need to address the following issues:

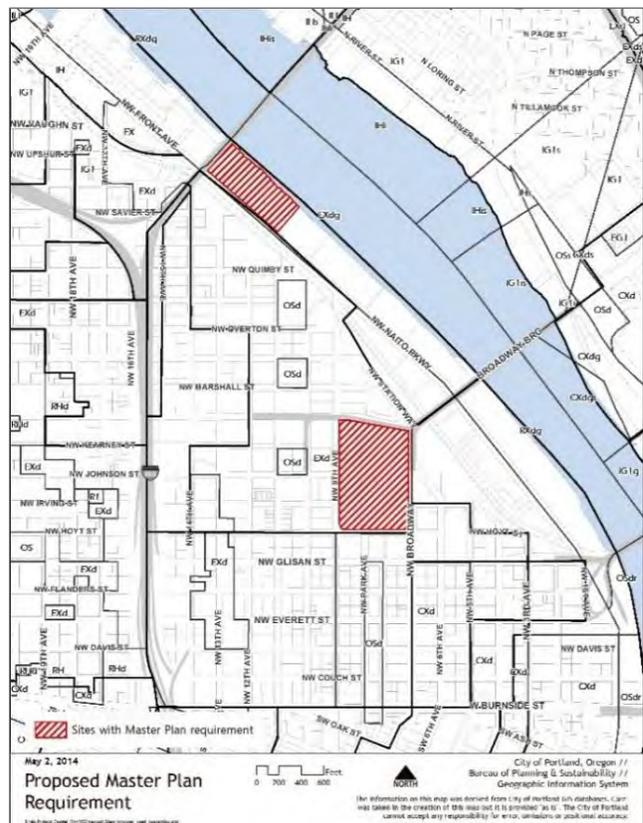
USPS Site:

- street and pedestrian connectivity
- street presence
- environmental and sustainability considerations
- open space opportunities and amenities
- public views over, through and from the site
- appropriate transitions to adjacent uses

Riverfront Site:

- street and pedestrian connectivity, including access to the Willamette riverfront
- street presence on Naito Parkway
- river health, environmental and sustainability considerations
- open space opportunities and amenities
- appropriate transitions to adjacent uses
- building massing and visual permeability

Map A9: Proposed Pearl District Master Plan Sites



HN6 Create incentives to encourage the development of family housing. Adopt with CC2035.

See West End Implementation Action Detail HN7.

TR8 Enhance West Burnside to improve streetscape quality; multimodal access; and bicycle and pedestrian safety. 2-5 and 6-20 years.

See Downtown Implementation Action Detail TR5.

UD1 Develop a set of broad historic preservation transfer tools to encourage FAR transfers from historic properties. Increase maximum height or FAR potential on receiving sites. Adopt with CC2035.

UD1 calls for the development of a new zoning tool that allows and encourages historic properties to transfer (sell) unused development potential to non-historic sites within the district. This provides income to help rehabilitate the historic property and reduces the likelihood of demolition because the site's development entitlements are reduced by the amount transferred off-site, while also encouraging new infill development that can add vitality to the district. The new provision could also potentially increase the amount of floor area (FAR) or height that can be transferred from historic resources, for example allowing 1:1.5 FAR to be transferred from a historic site that only has 1:1 of unused FAR. Also under consideration is a provision that would more directly link the use of the preservation incentive to actual reinvestments in historic properties, for example by requiring that proceeds of FAR transfers be reinvested in the historic property within a certain period of time.

Development of this and other preservation incentives will be a part of a comprehensive revision of the Central City's bonus and transfer system. This broad revision is intended, among other objectives, to increase the use of historic transfers by reducing the number of other available transfer provisions and/or limiting the number of available bonus options available in and near areas where historic preservation is identified as a community priority.

UD2 Adjust maximum building height limits in the district. Remove the height bonus overlay from properties within the NW 13th Avenue Historic District and establish a 100' height limit. Increase height limits in south Pearl and Pearl Waterfront to up to 250', achievable through preservation FAR transfers or provision of greenway enhancements, respectively. Adopt with CC2035.

Currently, the NW 13th Avenue Historic District contains multiple height limit maximums and is further eligible for general and housing height bonuses. However, the district is largely intact with extremely limited infill development opportunities. To simplify and standardize regulations, this action item would remove the height bonus overlay and set the maximum height limit for the entire historic district to 100'. This item would additionally increase height limits in the south Pearl and Pearl Waterfront to further incentivize historic preservation and greenway enhancements in the district. *See Appendix B: Building Heights.*

Old Town/Chinatown

RC1 Implement the Old Town/Chinatown Five Year Action Plan. 2-5 Years.

The Portland Development Commission's draft Old Town/Chinatown Five Year Action Plan outlines a series of near term actions intended to create a vibrant, economically healthy neighborhood. The plan centers around three main objectives: 1) neighborhood investment, 2) business vitality, and 3) district livability. Its action agenda identifies resources that PDC and the City can bring to bear to achieve these objectives, but also recognizes the importance of district champions and long-term self-sufficiency. Identified actions include:

1. Neighborhood Investment
 - 1.1 Facilitate rehabilitation and development of privately-owned properties
 - 1.2 Promote development and/or occupancy of PDC-controlled properties
 - 1.3 Invest in strategic infrastructure and connectivity improvements, including structured parking to serve the district
 - 1.4 Strategically invest affordable housing resources in Portland Housing Bureau portfolio
 - 1.5 Sponsor a “best practices” tour with key property owners and firms to highlight exemplary development models and tenant spaces

2. Business Vitality
 - 2.1 Expand and enhance street-level uses within the district through partnerships and investment
 - 2.2 Foster a supportive environment for startup businesses
 - 2.3 Invest in Cluster Industry supportive initiatives
 - 2.4 Engage educational institutions in opportunities for partnership, program support and expansion

3. District Livability
 - 3.1 Identify strategic safety initiatives and/or improvements
 - 3.2 Establish District Manager position to support district management and public space programming efforts
 - 3.3 Establish district collateral for use by PDC and community partners
 - 3.4 Honor and enhance the district’s multi-ethnic history

In addition, the action plan includes a recommended tool kit that City bureaus can use to further the plan’s objectives. These include, among others, proposals for waivers of system development charges for workforce housing projects, changes to the MULTE tax abatement program, and new development assistance services.

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

Most of the buildings in Old Town/Chinatown were built before or during the streetcar era and rely on the area’s existing surface parking lots and on-street parking. At the same time, stakeholders have consistently expressed the desire for infill development on the district’s surface lots to bring additional activity and vitality to the area. However, future development on surface lots could potentially further reduce the supply of parking to serve the district’s historic buildings. A comprehensive strategy is needed to both encourage infill development and maintain a supply of parking that meets the needs of existing buildings and future development.

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

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

- Allow and encourage the use of existing underutilized or new structured parking facilities just outside the district by businesses and buildings within the district

RC4 Study preservation zoning transfer incentives that would allow additional height for new construction on non-contributing (non-historic) properties in exchange for preservation/rehabilitation of contributing historic properties in the New Chinatown/Japantown Historic District. The area eligible for the potential increased height allowance is south of NW Everett and west of NW 4th, where the maximum height is currently 100'. Projects that use the preservation incentive could potentially build up to a maximum of 150'. Implement this incentive following the update of the historic district nomination and the development of new, culturally sensitive design guidelines and development standards. 2-5 years.

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

TR7 Implement projects to improve pedestrian safety, multi-modal connectivity, and development conditions along W Burnside. 2-5 and 6-20 Years.

See Downtown Implementation Action Detail TR5.

UD5 Develop regulatory tools that support the preservation and rehabilitation of historic resources and encourage sensitive infill development. Adopt with CC2035.

The Old Town/Chinatown district goal and policies emphasize the importance of historic resources (both within and outside its two historic districts) in defining the area's identity and urban character. Existing zoning tools that support preservation include historic design review, demolition review, and transfer of development rights provisions. Because historic resources are critical to defining the district's sense of place, new regulatory tools supporting historic resources will be developed. These new zoning tools are intended to allow and encourage historic properties to transfer (sell) unused development potential to non-historic sites within the district. This provides income to help rehabilitate the resource and reduces the likelihood of demolition because the site's development entitlements are reduced by the amount transferred off-site, while also encouraging new infill development that can add vitality to the district.

Potential new zoning incentives include:

- Allowing contributing resources within historic districts to transfer unused development rights (generally measured in floor area or FAR) to other sites. This tool is currently only allowed on individually designated historic landmarks.
- Increasing the amount of FAR that can be transferred from historic resources, for example allowing 1:1.5 FAR to be transferred from a historic site that only has 1:1 of unused FAR.

- Increasing the use of historic transfers by reducing the number of other available transfer provisions and/or limiting the number of available bonus options available in and near the district.

Other options under consideration include provisions that would more directly link the use of preservation incentives to actual reinvestments in historic properties within the district, for example by requiring the proceeds of FAR transfers be reinvested in the historic property within a certain period of time. Development of these incentives will be a part of a comprehensive revision of the Central City's bonus and transfer system and some of the new tools proposed for Old Town/Chinatown may be applied in other historic districts, e.g. the Yamhill and Grand Avenue historic districts.

South Waterfront

HN1 Create incentives to encourage the development of family housing. Adopt with CC2035.

See West End Implementation Action Detail HN7.

South Downtown/University

RC1 Rezone areas of RXd to CXd west of 4th Avenue to provide additional land use flexibility. Adopt with CC2035.

This action implements the desire for a higher-density mixed-use residential, institutional and employment district on the Portland State University Campus and the southern end of the Transit Mall by applying the flexible Central Commercial Zone with a Design Overlay (CXd) to the areas shown on *Map A10: South Downtown/University Existing and Proposed Zoning*. The action is intended to increase land use flexibility and encourage investment in the district without losing sight of housing objectives. The majority of new housing development in the Central City since 1990 has been in CXd and EXd zoned-areas. For example, Pearl District is largely zoned EXd and Downtown and South Waterfront are largely CXd.

Map A10: South Downtown/University Existing and Proposed Zoning



RC2 Increase maximum building height potential on the southern end of the Transit Mall between SW Broadway and SW 4th Avenue to 460'. Adopt with CC2035.

The density of transit infrastructure along the Transit Mall makes it the ideal location for the densest and tallest development in the City of Portland. As light rail was added to the corridor in the late 2000s, the Transit Mall was extended south. This height increase aligns with that extension and reflects a desire to best take advantage of the transit investment, allowing the tallest height throughout the corridor. See *Appendix B: Building Height Maps*.

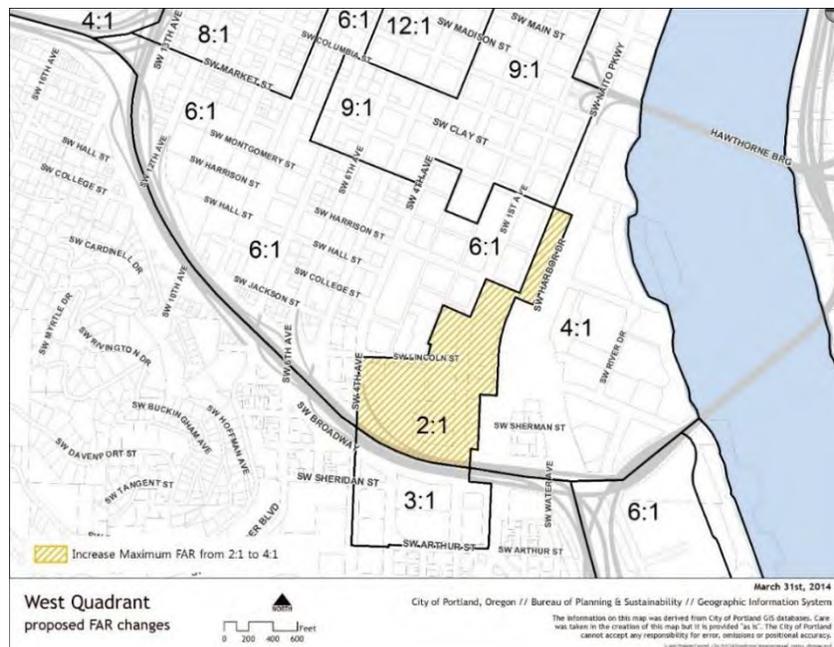
RC3 Simplify and standardize the building height maximum pattern east of 4th Avenue to Naito Parkway. Adopt with CC2035.

The existing building height maximum pattern east of 4th Avenue in this district is complex, with heights varying from block to block and even half block to half block. This action is intended to simplify and rationalize the pattern while respecting the general concept from the original South Auditorium Urban Renewal Area Plan, protecting parks (open space performance standard areas to the west and south of open spaces) and preserving the step down to the Willamette River. See *Building Height Maps in Appendix B*.

RC5 Encourage redevelopment in the southern portion of the district, including University Place, which activates the Lincoln Street MAX station and the southern end of the transit mall; increase the area of 2:1 FAR to 4:1 in order to be consistent with surrounding areas. Adopt with CC2035.

Existing and proposed FAR are shown in *Map A11: South Downtown/University Existing and Proposed FAR*.

Map A11: South Downtown/University Existing and Proposed FAR



HN1 Create incentives to encourage the development of family housing. Adopt with CC2035.

See West End Implementation Action Detail HN7.

TR5 Complete a study that explores long-term reconfigurations of local and regional connections on and around I-405 between the Ross Island Bridge and Sunset Highway interchanges. 2-5 years.

The completion of I-405 in 1973 dramatically changed traffic patterns in the area. On the upside, the added capacity facilitated the closure of Harbor Drive (99W) and replacement with what is now Naito Parkway and Tom McCall Waterfront Park, and provided an alternative to SW Market and SW Clay Streets to connect to US26.

However, the new freeway configurations created a significant barrier between the downtown and PSU area north of the freeway and the South Portland hills, particularly for pedestrians and cyclists. Growth in traffic in the following decades has also exposed the limitations in the freeway design, leading to congestion, short weaves and overreliance on local (and previously local) streets to carry regional traffic. Today, and for the foreseeable future, this stretch of the freeway experiences

considerable safety and access issues for all modes, in the freeway mainline as well as at ramps, interchanges and overpasses. ODOT identifies this stretch of the freeway system as being in the top tier in terms of number and severity of crashes.

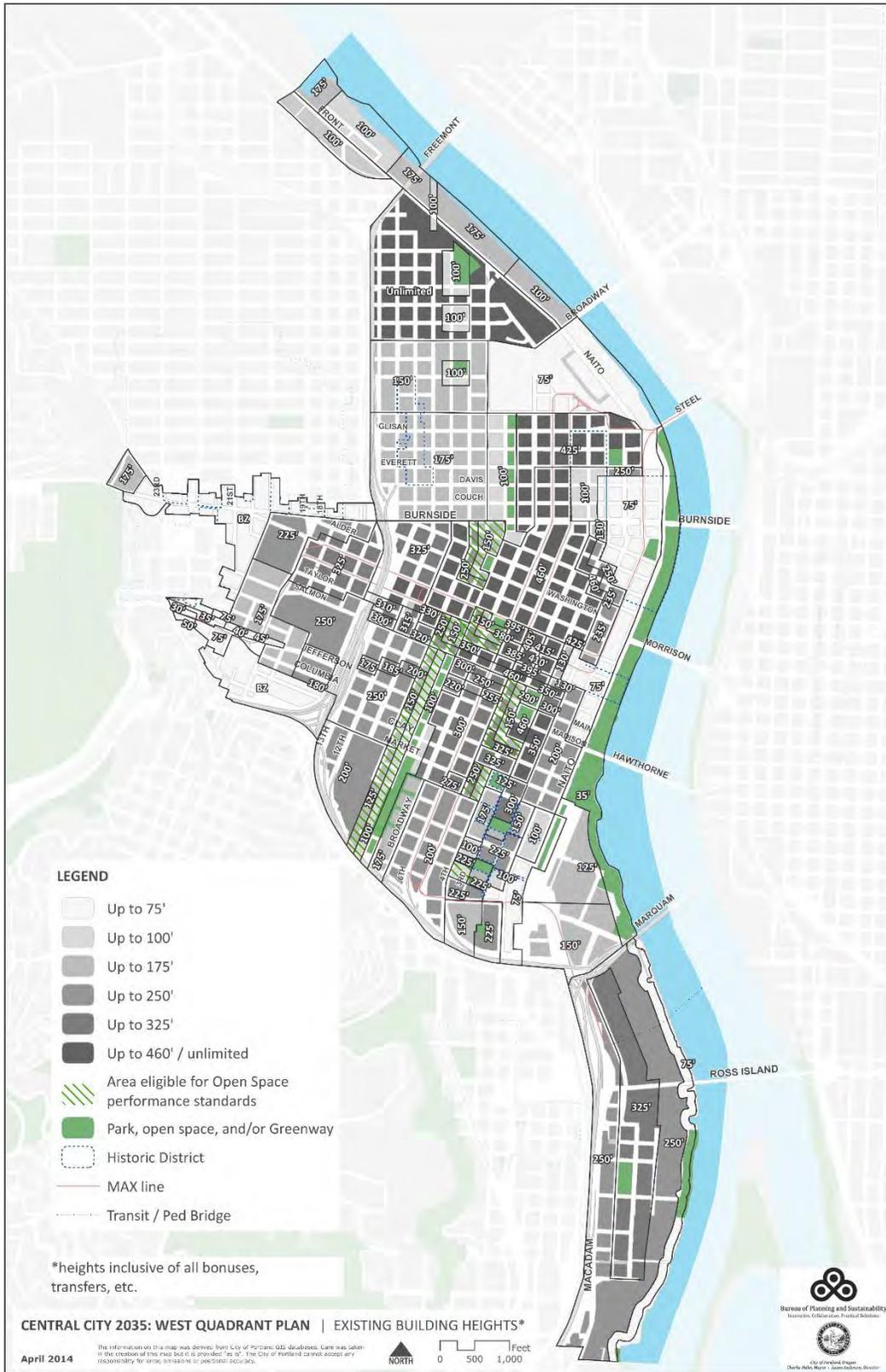
This action item calls for a joint study by ODOT and City agencies to study short- and long-term design solutions to improve freeway operations and access into the Central City, OHSU, the Portland VA Medical Center and South Portland by all modes, redistribute regional traffic onto regional facilities, and provide opportunities to humanize and reclaim freeway land (via, for example, capping of portions of the freeway or by street network redesign) for redevelopment, open space or other active uses.

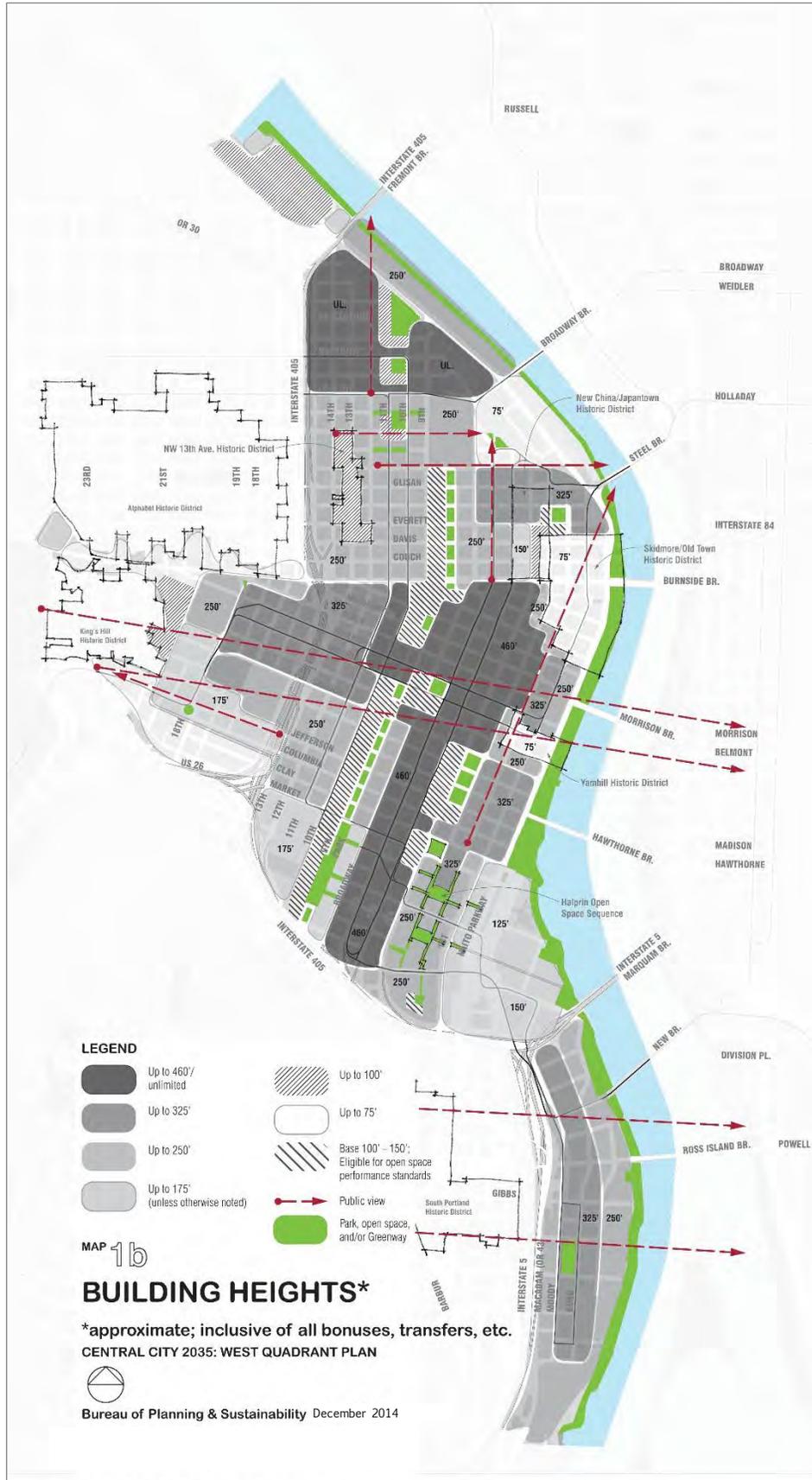
UD5 Review and update South Auditorium plan district development standards and guidelines, specifically those related to landscaping and setback requirements. 2-5 years.

The South Auditorium area is a unique part of the Central City. Once home to generations of Portland's Jewish and Italian immigrant communities, over 100 acres of the South Portland neighborhood was largely razed in the 1960s and subsequently redeveloped as part of the Portland's first urban renewal area. The area's large-scale residential and commercial buildings, generally set-back on large lots, are organized around a leafy open-space and pedestrian mall system designed by nationally recognized landscape architect Lawrence Halprin. The open space and pedestrian way sequence was listed recently in the National Register of Historic Places. The area's distinctly mid-century modernist cityscape stands in contrast to the more traditional, fine-grained urban fabric of other parts of the greater downtown area.

In order to protect its character defining features, the South Auditorium plan district, part of which overlaps with the Central City plan district, contains development standards intended to preserve landscaped areas, building setbacks and tree canopy. Floor area (FAR) standards are specified as well. The overlap between the two plan districts creates the potential for inconsistencies in the area's regulatory framework. The development standards in the plan district will be reviewed and revised as appropriate, and possibly integrated into the Central City plan district. New standards intended to extend the pedestrian way system where it remains incomplete will also be considered. In addition, design guidelines specific to the South Auditorium area may be developed as part of the update of the Central City Fundamental Design Guidelines.

APPENDIX B: BUILDING HEIGHT MAPS





APPENDIX C: DRAFT RIVERBANK ENHANCEMENT TARGET METHODOLOGY

Updated 10/1/14

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

Work Plan

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

Definitions

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

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

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

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

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

Introduction

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

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

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

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

Examples of riverbank enhancement actions include:

Removing invasive, non-native plants and installing native or appropriate climate-adaptive vegetation. A mix of trees, shrubs and ground cover is appropriate; however, an enhancement action does not have to include large structure vegetation. For example, along the Greenway Trail there are developed viewpoints at which people can stop and enjoy views of the river, bridges and the city skyline. An enhancement action in front of a developed viewpoint could include removing Himalayan blackberries and planting native spirea, nokta rose and snow berry shrubs that will not grow tall and block the view. That said, enhancement actions that include large structure vegetation will result in additional functional improvements to the habitat. Therefore, trees should be included in enhancement areas to the maximum extent practicable.

In some sections riverbank the soil type, amount of moisture and steepness of slope may make it difficult to establish vegetation. There are bioengineering techniques that could be used in these situations. Installing small terraces or planting wells creates less steep locations where soil can be brought in and then planted. These types of enhancement actions do not constitute restoration unless the overall habitat footprint is increased.

Removing rip rap or other materials that are no longer necessary to stabilize the riverbank and planting native, or appropriate climate-adaptive vegetation. Some locations along the Central Reach riverbank are less steep and include a mix of rip rap and other unconsolidated fill (e.g., broken concrete or asphalt). For a variety of reasons, that material may no longer be necessary to stabilize the riverbank and could be removed and the bank planted. Removal of the rip rap may require re-engineering or grading the riverbank. Re-engineering the riverbank does not constitute restoration until either the overall footprint of the habitat is increased and/or a function that is not currently present at the site is re-established (e.g., flooding).

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

Laying back the riverbank to reduce its steepness while simultaneously moving non-habitat uses and development further away from the river. The riverbank would also be revegetated with native or appropriate climate-adaptive vegetation. This action would increase the width of the functioning riparian area.

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

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

- Centennial Mills

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

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

Existing Conditions

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

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

Table C1 presents the linear feet of existing riverbank by ownership of the land.

Table C1: Central City Existing Riverbank Conditions

Riverbank	Ownership	N/NE Quadrant (In ft)	West Quadrant (In ft)	SE Quadrant (In ft)	Total (In ft)
Vegetated	Public	1,019	3,959	3,344	8,321
	Private	1,607	8,141	2,349	12,098
Beaches	Public	0	455	186	642
	Private	0	899	0	899
Non-vegetated; rip rap; unconsolidated fill less than 30% slope	Public	337	24	524	886
	Private	184	970	259	1,414
Non-vegetated; rip rap; unconsolidated fill 30% or greater slope	Public	135	0	1,527	1,663
	Private	3,224	1,186	572	4,982
Pilings	Public	0	960	159	1,119
	Private	552	545	0	1,097

Seawall	Public	0	5,193	451	5,644
	Private	0	451	0	451
Sub-Total	Public	1,492	10,592	6,191	18,275
	Private	5,567	12,192	3,180	20,940
Total		7,058	22,785	9,372	39,215

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

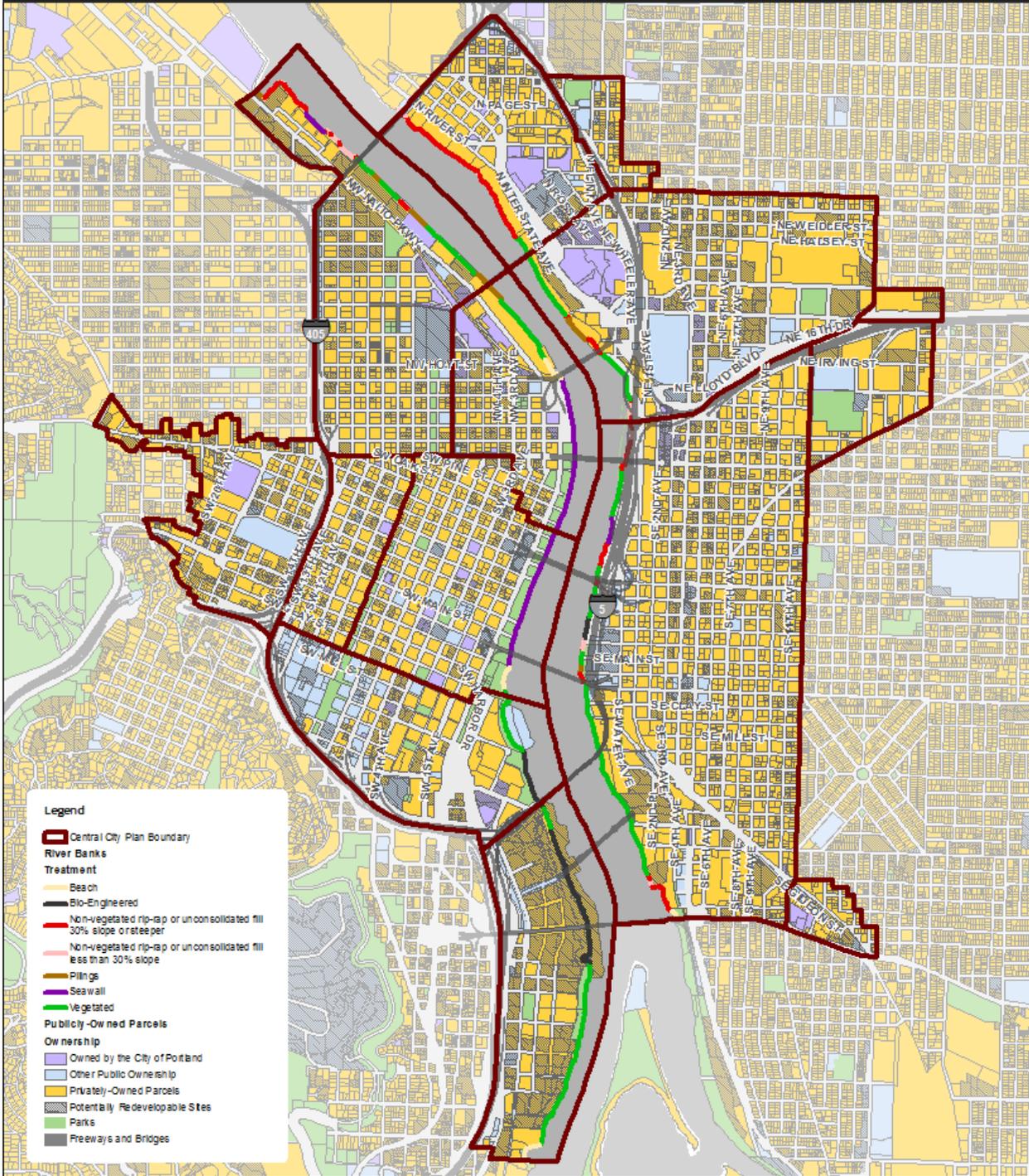
Based on the *Central City Development Capacity Study* (2011), approximately 4,960 linear feet of private property, 13% of the riverbank, is likely to redevelop by 2035.¹ The remaining 15,980 linear feet is not expected to redevelop by 2035. This is important because the Greenway requirements apply during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

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

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

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

Map C1: Central City River Bank Treatments



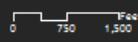
Legend

- Central City Plan Boundary
- River Banks**
- Treatment**
- Beach
- Bio-Engineered
- Non-vegetated rip-rap or unconsolidated fill 30% slope or steeper
- Non-vegetated rip-rap or unconsolidated fill less than 30% slope
- Piling
- Seawall
- Vegetated
- Publicly-Owned Parcels**
- Ownership**
- Owned by the City of Portland
- Other Public Ownership
- Privately-Owned Parcels
- Potentially Redevelopable Sites
- Parks
- Freeways and Bridges

September 26, 2014

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

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but is provided "as is." The City of Portland cannot accept any responsibility for errors, omissions or positional accuracy.



Bureau of Planning and Sustainability
 1500 NE Oregon Street, Portland, OR 97232
 503.944.3000



Methodology

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

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

Vegetated Riverbanks

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

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

Next Step: Remove recently completed enhancement projects.

Beaches

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

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

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

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

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

Pilings and Seawall

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

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

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

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

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

Publicly Owned

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

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

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

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

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

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

Privately Owned Parcels that are Likely to Redevelop

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

Staff assumed that, through compliance with the Willamette Greenway Plan, the riverbanks of private property will be enhanced during redevelopment. Sites with river-dependent uses, such as a dock that is required for loading/unloading goods and services, would retain some riverbank for that purpose; however, through redevelopment much of the riverbank would be enhanced. Sites without river-dependent uses could be fully enhanced.

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

Partnerships with Private Property

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

Riverbank Enhancement Targets

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

City or Portland Ownership

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

Other Public Ownership

Vegetated/Beach/<30%	Total = 5,340 In ft	Target = 3,740 In ft*
----------------------	---------------------	-----------------------

*Note – This includes the Eastbank Esplanade, which is on ODOT right-of-way but managed by City of Portland.

Private Redevelopment

Vegetated/Beach/<30%	Total = 4,630 In ft	Target = 4,170 In ft
----------------------	---------------------	----------------------

<u>City/Private Partnerships</u>	Total = 11,460 In ft	Target = 1,800 In ft
----------------------------------	----------------------	----------------------

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

Implementation Cost Estimates

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

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

1. Enhancement sites would be clean; no contamination clean up would be necessary.
2. No real estate acquisition is necessary. The owner of the property would perform the enhancement work on-site.

3. No utility movement or relocation would necessary.
4. All actions will require long term managements and maintenance.

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

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

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

Table C2: Riparian Enhancement Cost Estimates

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

Source: Tetra Tech, 2010

Long-term maintenance is also a requirement for any enhancement action to be successful. As part of the West Hayden Island project, the City of Portland Bureau of Environmental Services estimated the long-term maintenance costs for a riparian forest. The cost was based on their experience with multiple enhancement and restoration actions throughout Portland. Again, there is a mix of habitat types in the Central City, not just forest; however, this estimate provides a conservative ball-park estimate. The estimate is \$230/acre; however, the first 5 years will cost more and the out years will cost less. Maintenance is calculated for 100 years, discounted every year, and then reported in 2012 dollars.

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

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

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

APPENDIX D: DRAFT TREE CANOPY TARGET METHODOLOGY

Updated 10/1/14

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

Work Plan

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

Introduction

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

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

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

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

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

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

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

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

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

Existing Conditions

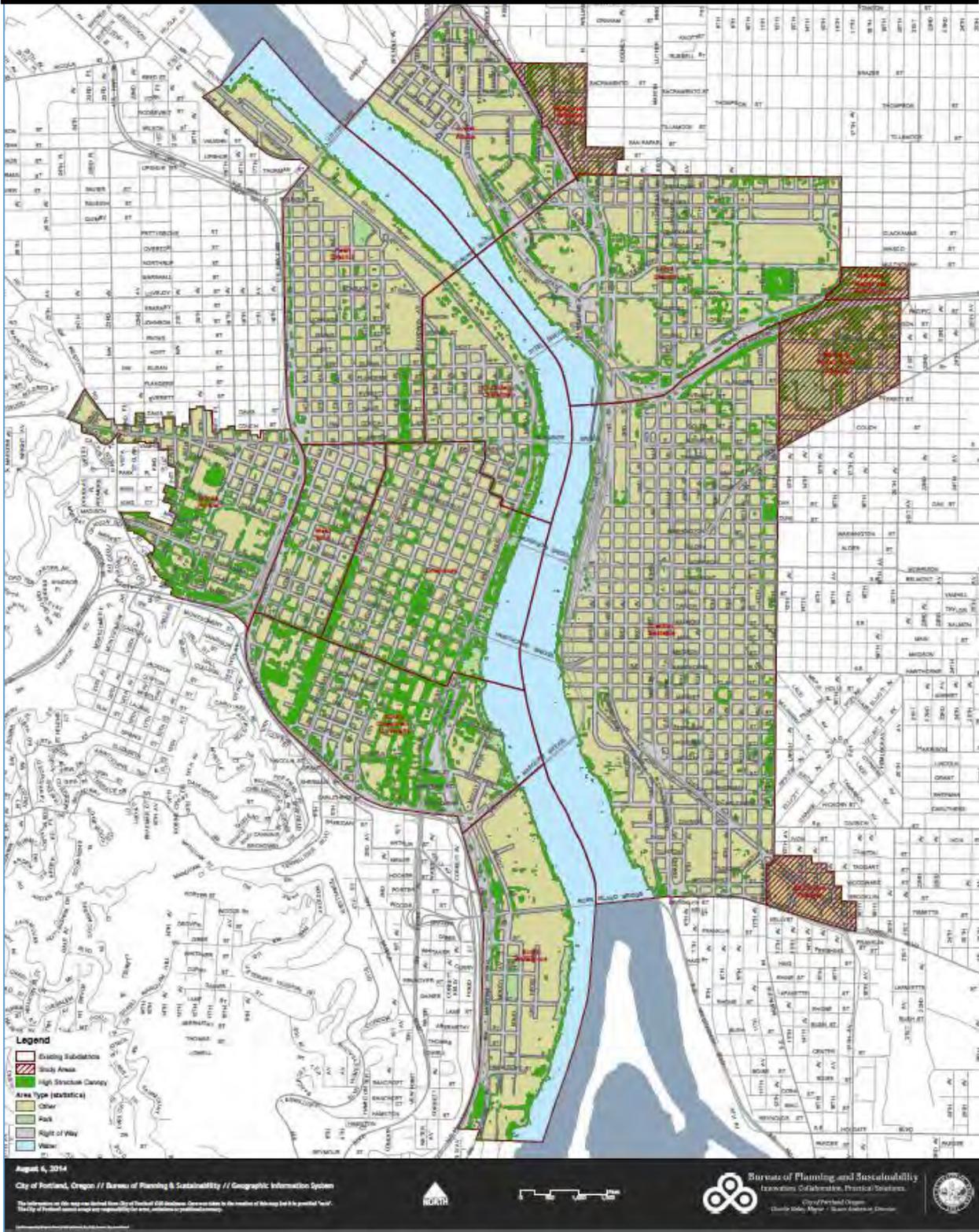
Existing tree canopy was calculated using data produced by Metro that maps high and low structure vegetation. High structure vegetation includes trees and large shrubs. Low structure vegetation includes ground cover and small shrubs. High structure vegetation functions as tree canopy. Table 1 is a summary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

Table D1: Central City Existing Tree Canopy

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

*Does not include water

Map D1: High Structure Tree Canopy Analysis



Methodology

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

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

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

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

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

It is also assumed that any trees that die during the time horizon will be replaced. Staff understand that the species may change. In particular, some of the older large elms will be replaced with species that have a smaller mature canopy coverage. However, for the purpose of producing a general target for each quadrant, staff assumed existing tree canopy will remain or be replaced resulting in equivalent canopy coverage over time.

Tree Canopy Targets

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

Table D2: Central City 2035 Tree Canopy Targets

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

*The Central Eastside district work is underway.

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

APPENDIX E: EXISTING CONDITIONS

See the *Central City 2035 Subdistrict Profiles* document (May, 2010) for a comprehensive report on existing conditions. It can be found in the Documents Section of the *Central City 2035 Plan* website.

People

The 2010 population of the West Quadrant was approximately 28,800, an increase of nearly 15,000 people since 1990, with the largest growth occurring in the 20 to 30 year-old age bracket. There are 20,700 households, with an average of about 1.4 persons per household. About 80 percent of the population is white, eight percent is Asian-American, five percent is African-American and about one percent is Native American. Six percent is Hispanic. Fifty seven percent of the population is male and 43 percent female. Forty seven percent of the population has attained a bachelor's degree or a higher level of education and the average household income is over \$47,000.

Table E1: West Quadrant Population, 2000 – 2010

District	2000	2010	Change	% Change
Downtown	2,893	2,778	-114	-4.0%
Goose Hollow	3,814	4,526	712	18.7%
Old Town/Chinatown	2,888	3,831	943	32.7%
Pearl District	1,018	6,008	4,990	490.2%
South Downtown/University	4,212	5,799	1,587	37.7%
South Waterfront	110	1,466	1,356	1238.6%
West End	3,027	4,408	1,380	45.6%
West Quadrant Total	17,962	28,816	10,854	60.4%

Economy

The role of the Central City as the economic center of the region is challenged by flat job growth in last decade. This combined with a population increase has resulted in a jobs/residential population ratio shift from 5:1 to 3:1 since 2000. In the same period the number of small businesses (fewer than 50 employees) increased by 230 to 3,880 and the number of corporate headquarters increased by 9 for a total of 69. Growth in educational institutions has been strong: from 1990 to 2010, student enrollment nearly doubled in the West Quadrants institutions of higher learning. The number of retail stores fell by seven percent since 2002 and was accompanied by a 20 percent drop in retail employment.

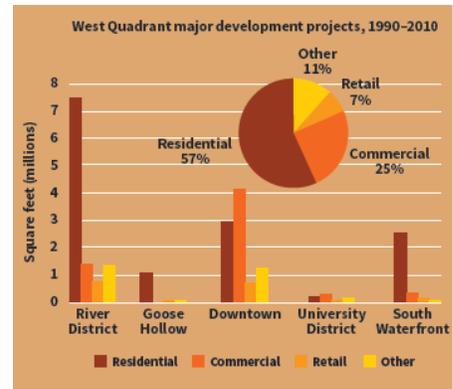
Table E2: West Quadrant Employment, 2000 – 2010

District	2000	2010	Change	% Change
Downtown	48,181	47,402	-779	-1.6%
Goose Hollow	6,312	4,716	-1,596	-33.8%
Old Town/Chinatown	5,121	5,943	822	13.8%
Pearl District	9,825	11,166	1,341	12.0%
South Downtown/University	13,963	10,518	-3,445	-32.8%
South Waterfront	2,208	1,459	-749	-51.3%
West End	7,469	6,391	-1,078	-16.9%
West Quadrant Total	93,079	87,595	-5,484	-6.3%

Note: Overall job loss is in part attributable to peak-trough trend analysis.

Housing and Development

In the last two decades, about 25 million square feet of new space was built in the West Quadrant, primarily in residential development in the Pearl District, Downtown and South Waterfront, but also commercial development Downtown. The number of housing units has increased from 9,100 to 20,800 since 1990. Most residents still live alone, though the percentage of these households has declined from 73 to 67 percent.



Transportation

In 2010, non-single occupancy vehicle (SOV) mode splits in the West Quadrant ranged from 50% in South Waterfront to 60% in Goose Hollow to approximately 70% in the rest of the quadrant. In the last few decades commuters have increasingly chosen alternative transportation options, especially walking and biking. Since 1994, average bicycle counts at the Central City bridges have increased by almost five fold, following an increase in bicycle infrastructure of almost 26 miles. Transit has seen significant investment, including the development of four light rail lines (plus the one currently under construction), the Portland Streetcar and extensions, the Aerial Tram, and the reconstruction of the Transit Mall.

Since 1995, over 20,000 new off-street parking spaces have been added to the West Quadrant.

Culture and Historic Resources

Since 1990, over 70 structures were added to the National Register of Historic Places. Approximately 100 new public art installations were added to streets, public parks, plazas, and buildings, and the PSU campus. Attendance at Waterfront Park events has increased from approximately 452,000 in 1993 to 556,000 in 2010.

Table E3: Historic Resources in the West Quadrant

District	Individual Resources			Historic Districts	
	National Register	Local Landmark	Hist. Res. Inventory	Acres in HDs	Contributing Properties
Downtown	71	19	259	9.3	9
Goose Hollow	10	2	58	7.3	18
Old Town / Chinatown	8	21	122	56.0	45
Pearl District	39	1	100	11.2	19
South Downtown / University	3	2	58	4.2	16
South Waterfront	0	0	3	0.0	0
West End	30	6	109	0.0	0
West Quadrant Total	161	51	709	88.0	107

Notes: Some NR properties are also Local Landmarks and are not counted again in Local Landmarks column. Seven contributing and two noncontributing properties lie in both the Skidmore/Old Town and New Chinatown historic districts and are thus counted "twice." Source: Portland Bureau of Planning and Sustainability. Figures for the Historic Resources Inventory include unranked properties.

Environment

Since 1990, the average Combined Sewer Overflow (CSO) volume discharged to the Willamette River from the West Side Combined System decreased by 94 percent. The West Quadrant has added 66 ecoroofs, providing nearly nine acres of rain water-capturing coverage, and is home to 121 Leadership in Energy and Environmental Design (LEED) buildings.

Social Services

While the percentage of households living below poverty fell from 31 percent to 29 percent since 1990, the number of households living below poverty increased from 2,600 to 4,000.

In recent years, the number of emergency shelter and transitional housing beds decreased while the number of permanent supportive housing beds increased. The new Bud Clark Commons consolidates services and providers, housing a 91-bed men's shelter (replacing an existing facility), and 130 units of new permanent supportive housing. The project illustrates a shift toward developing longer-term solutions for homelessness.

APPENDIX F: PUBLIC INVOLVEMENT SUMMARY

Public Involvement Goals

The West Quadrant Plan public involvement process was designed to be inclusive and responsive to public concerns, and allow for active participation and meaningful public input. The public involvement efforts for the West Quadrant Project were guided by public involvement goals developed by the Community Involvement Committee (CIC) for the Portland Plan, the long-range planning effort for the City as a whole, which was taking place concurrently with the quadrant plan process. Incorporating these public involvement goals provided for consistent public involvement efforts:

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

In addition, the West Quadrant project strove to:

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



Key Stakeholders and Project Advisory Committees

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

Stakeholder Advisory Committee

A Stakeholder Advisory Committee (SAC) was one of the primary means of ensuring that the public had opportunities to provide meaningful input into the planning process. SAC members (see table D1) were selected to represent key stakeholder interests and to create a balanced committee to guide the planning effort.

The Committee was chosen through a highly deliberative process. The recruitment was advertised through the BPS website, numerous email groups/lists, on Facebook and with print materials. Approximately 95 people applied for a desired committee size of around 30 people.



As an initial screen, "blind" reviews (applicants' names withheld) of the 95 applicants were conducted by three groups of three staff each from BPS and PDC. Reviewers were drawn from across their respective organizations. Applicants were scored on the applicability, completeness and persuasiveness of their answers to the questions in the application: 1) reasons for applying, 2) skills/knowledge/experience, 3) ability to broaden diverse perspectives, 4) ability to support collaboration, and 5) their relationship to Central City. This screen sorted the applicants into 3 tiers of stronger, middle, and weaker candidates.

Bureau staff then met and discussed the ranked applicants and developed a recommended committee membership that would be balanced in terms of geographic representation, interest and expertise. Staff also tried to increase cultural, ethnic and racial diversity on the committee. Rankings from the initial screen were considered, with some preference given to candidates with higher scores, but were not the only consideration, and unfortunately, some highly ranked applicants were turned away. The group's recommendation was then forwarded to bureau management and ultimately approved by Director Susan Anderson.

The SAC was made up of 33 voting members, representing area stakeholders, including business and neighborhood associations and property owners, as well as community interests such as public health, cultural heritage, the environment, social services, urban design and transportation.

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

In all, 16 full SAC meetings were held. All meetings were open to the public and included opportunities for public comment.

Table F1: West Quadrant Stakeholder Advisory Committee Members (July, 2014)

Voting Members			
Representative	Interest	Background	Alternate
Blake Beanblossom	Business	The Standard, large traded-sector employer	Janet Graaff
Doreen Binder	Social Services	Executive Director at Transitions Projects, PBA	Tony Bernal
Catherine Ciarlo	Transportation	Project Manager at CH2M Hill, former staff Mayor Adams and former PSC member	
Hermann Colas, Jr.	Development	Colas Construction	
Ben Duncan	Public Health/Equity	Manager of Multnomah County Health Equity Initiative	
Brian Emerick	Historic	Portland Historic Landmarks Commission, architect with offices in Skidmore/Old Town	Carrie Richter
Jessica Engelmann	Pedestrians	Young parent, Central City resident, former Tri-Met planner	
Jason Franklin	PSU	Director of Campus Planning & Design at PSU	
Jeanne Galick	River Policy	Willamette greenway advocate, South Portland resident	Kevin Myles
Jim Gardner	Neighborhood (SPNA)	South Portland Neighborhood Association, Vietnam veteran	Len Michon
Patricia Gardner	Neighborhood (PDNA)	Architect and urban designer, Pearl District Neighborhood Association, CC2035 Steering Committee	
Greg Goodman	Development	Property owner, developer, City Center Parking	
Patrick Gortmaker	Neighborhood (OTCT)	Old Town/Chinatown Neighborhood	Paul Verhoeven
Jodi Guetzloe-Parker	Labor	Executive Secretary of Columbia Pacific Building Trades Council, N/NEQ Stakeholder Advisory Committee	
Sean Hubert	Housing	Senior Director of Housing and Development at Central City Concern	Martin Soloway
Cori Jacobs	Retail	Downtown Retail Advocate, former GAP Corp.	Lisa Frisch
Michael Karnosh	Tribal Government	Confederated Tribes of the Grande Ronde	Dave Harrelson
Tamara Kennedy-Hill	Tourism	Travel Portland	Courtney Ries
Keith Liden	Transportation	Portland Bicycle Advisory Committee	
Nolan Lienhart	Design	ZGF Architects	

Jeff Martens	Tenant/High Tech	Co-founder and CEO of CPUUsage in Old Town	
Marvin Mitchell	Neighborhood (DNA)	Executive Director, Julia West House	Wendy Rahm
Anne Naito-Campbell	Equity	Civic activist, historic interests, property owner, Bill Naito company	
John Petersen	Finance	President Melvin Mark Capital Group, resident of Goose Hollow	
Dan Petrusich	Business	Portland Business Alliance	
Steve Pinger	Neighborhood (NWDA)	Northwest District Association	John Bradley
Valeria Ramirez	Arts and Culture	Executive Director, Portland Opera	
John Russell	Development	Property owner and developer, former Planning Commission member	Rich Michaelson, Bing Sheldon, Chet Orloff
Bob Sallinger	Environment	Conservation Director at Portland Audubon Society	
Katherine Schultz	Planning & Policy (Co-Chair)	GBD Architects and Planning and Sustainability Commission	
Mary Valeant	Neighborhood (GHFL)	Architect and urban designer, young parent, Goose Hollow resident	
Karen Williams	Planning & Policy (Co-Chair)	Attorney at Carroll Investments	
Jane Yang	Equity	Chair of Community Outreach & Partnership Committee for NW Natural's Diversity & Inclusion Council	



Technical Advisory Committee

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

Table F2: Combined West Quadrant, SE Quadrant Technical Advisory Committee Members (July, 2014)

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

Public Involvement Events and Tools

Events

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

Public Workshops/Charrettes: Early workshops, forums and development charrettes were held in Goose Hollow and Old Town/Chinatown. An additional workshop for the Downtown Neighborhood Association covering the West End, Downtown and South Downtown/University was held prior to the week-long West Quadrant Charrette held in June 2013. In total, more than 150 people attended these events.

Open Houses: In addition to open houses held in conjunction with major events (i.e. workshops, charrettes), two large open houses were held at key points in the process to inform the public and get feedback: one was held during the concept development phase of work and the second during the plan development phase of work. Staff presented recommendations, answered questions and took public comments. Approximately 120 people attended the open houses.

Neighborhood Walking Tours: Project staff attended numerous walking tours with stakeholders, neighborhood associations and other interested groups. These tours presented an opportunity for groups to provide staff with insights and feedback directly on the ground. Tours were attended in Goose Hollow, the PSU area, Old Town/Chinatown and the Pearl District.

Community Group Meetings: The project team attended meetings of existing community groups, such as neighborhood and business associations, advocacy groups and other organization, to share information and get feedback throughout the process.

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

In addition to the events outlined above, staff met with individual businesses, property owners and other interested stakeholders throughout the process. A complete list of events and meetings is outlined in *Table D3: West Quadrant Project Outreach Log*.



Communication/Information Tools

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

Surveys: In the fall of 2013, an on-line survey was developed to get feedback on ten concept layers developed by staff in coordination with SAC members. Survey responses helped inform development of refined concepts, which were eventually endorsed by the SAC, and formed the basis for the goals, policies and implementation actions included in the quadrant plan. Approximately 20 survey responses were received.

Mailing and Newsletters: An electronic mailing list was used to provide updates to interested parties regarding key milestones, meetings, events and new products. Occasional articles and notices were also distributed through the BPS bimonthly e-newsletter.

Virtual Open House: At the conclusion of the March 10 Open House at City Hall, an online version of the content was linked to the project website and remained open for comment for two weeks. While relatively few comments were received, the site was visited more than 200 times.

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

Table F3: West Quadrant Plan Outreach Log

Note: The project staff listed in the Outreach Log includes the following members from the Portland Bureau of Planning and Sustainability, the Portland Bureau of Transportation and the Portland Development Commission. Attendance figures do not include project staff.

- **Portland Bureau of Planning and Sustainability:** Susan Anderson, Marc Asnis, Stephanie Beckman, Shannon Buono, Debbie Bischoff, Mindy Brooks, Tyler Bump, Troy Doss, Sallie Edmunds, Elisa Hamblin, Kathryn Hartinger, Steve Iwata, Karl Lisle, Leslie Lum, Mark Raggett, Nicholas Starin, Nan Stark, Spencer Williams, Desiree Williams-Rajee, Joe Zehnder
- **Portland Bureau of Transportation:** Mauricio Leclerc, Grant Morehead
- **Portland Development Commission:** Lisa Abuaf, Lew Bowers, Peter Englander, Sarah Harpole

Date	Organization/Event	Project Staff	Attendance (Approximate)
9/17/12	Downtown Neighborhood Association	Iwata, Leclerc	5
9/18/12	Goose Hollow VRC Meeting	Beckman, Doss	12
9/18/12	Portland Business Alliance-Central City Committee	Doss, Iwata	30
10/3/12	South Portland Neighborhood Association	Iwata	16
10/3/12	Tad Savinar/Centennial Mill	Doss, Lisle, Raggett, Starin	2
10/12/12	Mary Valeant, Dan Petrusich	Beckman, Raggett	2
10/18/12	Kalberer Co.	Lisle, Starin	2
10/29/12	Patty Gardner	Doss, Lisle	1
10/30/12	Jerry Powell	Beckman	1
11/1/12	NWDA Planning Committee	Beckman, Hamblin	15
11/1/12	Christine Meyer (First United Methodist Church)	Beckman	1

11/2/12	PSU Area Walk	Beckman, Doss, Hamblin, Iwata, Lisle, Lum, Raggett, Starin	2
11/5/12	Brian Emerick	Starin, Beckman	1
11/6/12	Old Town/Chinatown Neighborhood Association	Iwata, Lisle	19
11/7/12	Peyton Chapman (Lincoln High School)	Beckman, Iwata, Lum	1
11/9/12	Norm Rich (MAC)	Beckman, Iwata	1
11/15/12	Jillian Detweiler (TriMet)	Beckman	1
11/15/12	Ken Puckett (Portland Timbers)	Beckman	1
11/19/12	Clark Family	Beckman	3
11/20/12	Goose Hollow VRC Meeting	Beckman, Hamblin, Lum	5
11/26/12	Steven Ying, CCBA	Starin, Lillard, Lisle	1
11/26/12	Richard Harris	Starin, Iwata Lisle	1
12/5/12	Goose Hollow Planning Workshop	Anderson, Asnis, Beckman, Doss, Hamblin, Hartinger, Iwata, Lisle, Lum, Starin, Leclerc, Morehead, Raggett	30
12/12/12	Goose Hollow Concept Development Charrette	Asnis, Doss, Hamblin, Hartinger, Iwata, Lisle, Lum, Starin, Leclerc, Morehead, Raggett	33
12/17/12	Jackie Peterson (Historian) and Peter Englander (PDC)	Lisle	2
12/20/12	Lynn Longfellow (Oregon Nikkei Endowment)	Lillard, Lisle	1
9/26/12	Raymond Cheng	Iwata, Lisle, Starin	1
1/9/13	Ben Ngan, Nevue/Ngan	Iwata, Lillard, Lisle, Starin	1
1/14/13	Dorian Yee (Bank of the West)	Lisle, Starin	1
1/15/13	Brian McCarl	Lisle, Starin	1
1/16/13	David Gold	Iwata, Lillard, Lisle, Starin	1
1/16/13	Louis Lee (Red Robe Tea House)	Iwata, Lillard, Lisle, Starin	1
1/17/13	Suenn Ho	Lillard, Lisle, Starin	1
1/22/13	Jackie Peterson Walk and NLC Exhibit Tour (Nikkei Legacy Center)	Iwata, Lillard, Lisle, Starin	1
1/24/13	West Quadrant Plan SAC Co-chairs/Facilitator Meeting	Hamblin, Iwata, Lisle, Starin	3
2/12/13	U of O Architecture (Gerry Gast and students)	Beckman, Hamblin, Lum, Raggett	7
2/19/13	Goose Hollow VRC Meeting	Beckman, Hamblin, Lum	8
2/22/13	West Quadrant Plan SAC Co-chairs/Facilitator Meeting	Hamblin, Iwata, Lisle	3
2/26/13	Goose Hollow VRC Meeting	Beckman, Hamblin, Lum	5
3/5/13	Comprehensive Plan Workshop - Central City	Doss, Lisle, Starin	40
3/8/13	OTCT Community Planning Forum	Asnis, Beckman, Doss, Hamblin, Hartinger, Iwata, Leclerc, Lillard, Lisle, Lum, Raggett, Starin, Stark	68
3/11/13	West Quadrant Plan Pre-SAC Q&A and Social	Hartinger, Iwata, Lisle	14
3/11/13	West Quadrant Plan Stakeholder Advisory Committee Meeting #1	Anderson, Doss, Edmunds, Hamblin, Hartinger, Iwata,	34

		Lisle, Starin, Williams-Rajee, Zehnder	
3/15/13	OTCT Charrette	Asnis, Doss, Hamblin, Hartinger, Iwata, Leclerc, Lillard, Lisle, Lum, Raggett, Starin, Stark	24
3/19/13	Pearl District NA LU/TR Committee Workshop	Doss, Hamblin, Lisle, Raggett, Stark	20
3/19/13	Portland Business Alliance Central City Committee	Hamblin, Iwata, Lisle	20
3/21/13	Goose Hollow Neighborhood Meeting	Beckman, Hamblin, Lum	25
4/1/13	West Quadrant Plan Stakeholder Advisory Committee Meeting #2	Brooks, Doss, Edmunds, Hamblin, Iwata, Leclerc, Lisle, Raggett, Starin, Stark, Williams-Rajee, Zehnder	31
4/6/13	U of O Old Town Portland Walking Tour	Englander, Lisle	30
4/8/13	DNA - Land Use and Transportation Committee Meeting	Hamblin, Lisle, Stark	30
4/9/13	Wendy Rahm (West End/DNA)	Lisle	1
4/17/13	Roger Gertenrich, Ed Thompson, Jim Stroup	Edmunds, Mickle, Starin, Stark	3
4/20/13	U of O Old Town Portland Design Charrette	Lillard	35
4/22/13	West Quadrant Plan Stakeholder Advisory Committee Meeting #3	Bowers, Doss, Hamblin, Iwata, Leclerc, Lisle, Stark, Raggett, Zehnder	34
5/1/13	Old Town/Chinatown Neighborhood Association	Lisle	45
5/2/13	Downtown Work Session	Doss, Hamblin, Hartinger, Iwata, Leclerc, Lisle, Starin, Stark, Raggett	20
5/6/13	Jennifer Geske, DNA	Hamblin	1
5/20/13	West Quadrant Plan Stakeholder Advisory Committee Meeting #4	Englander, Hamblin, Iwata, Lisle, Starin, Stark, Raggett	15
6/5/13	Tad Savinar (Upshur area property owner)	Raggett, Lisle	1
6/6/13	CC2035/Quad Plans TAC Mtg. #1	Starin, Lisle, Beckman, Doss, Edmunds	23
6/10/13	West Quadrant Charrette Day 1	Asnis, Hamblin, Iwata, Lisle, Lum, Raggett, Starin, Stark	23
6/11/13	West Quadrant Charrette Day 2 w/ Open House	Anderson, Asnis, Hamblin, Hartinger, Iwata, Lisle, Lum, Mickle, Raggett, Starin, Stark	28
6/13/13	West Quadrant Charrette Day 3	Hamblin, Hartinger, Iwata, Lisle, Raggett, Starin, Stark	23
6/14/13	West Quadrant Charrette Day 4 w/ Open House	Hamblin, Iwata, Lisle, Raggett, Starin, Stark	22
6/19/13	Mike Houck	Edmunds, Lisle	1
7/15/13	John Russell	Lisle	1

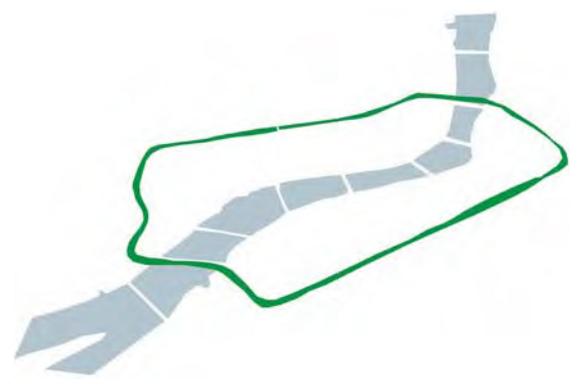
7/15/13	West Quadrant Plan Stakeholder Advisory Committee Meeting #5	Anderson, Bowers, Hamblin, Lisle, Leclerc, Starin, Stark, Raggett, Zehnder	23
7/16/13	Ian Johnson, Oregon SHPO	Lisle, Mickle, Starin	1
7/31/13	Multnomah County Facilities	Lisle	5
8/8/13	Planning & Development Directors	Anderson, Leclerc, Lisle, Zehnder,	14
8/12/13	Portland Historic Landmarks Commission	Lisle, Starin	12
8/13/13	Planning and Sustainability Commission	Anderson, Doss, Lisle	20
8/16/13	John Russell and Other Old Town Stakeholders	Anderson, Lisle	8
8/20/13	Portland Development Commission (Board)	Anderson, Lisle	20
8/23/13	Old Town History Project/Jackie Peterson	Starin	2
8/27/13	PDC OTCT Action Plan	Starin	25
8/28/13	Edlen/Goodman	Lisle, Raggett	2
9/5/13	CC2035/Quad Plans TAC Mtg. #2	Beckman, Doss, Edmunds, Hamblin, Lisle, Starin	20
9/11/13	Wendy Rahm and Suzanne Lennard (West End)	Lisle, Raggett	2
9/16/13	West Quadrant Plan Stakeholder Advisory Committee Meeting #6	Edmunds, Hartinger, Lisle, Leclerc, Lisle, Moosavi, Raggett, Starin, Stark, Bischoff, Zehnder	38
9/24/13	OT/CTCA Land Use Committee	Starin	18
10/16/13	Oregon Maritime Museum	Bischoff, Doss	2
10/21/13	West Quadrant Plan Stakeholder Advisory Committee Meeting #7	Anderson, Abuaf, Bowers, Bischoff, Edmunds, Hartinger, Lisle, Leclerc, Moosavi, Starin	34
10/23/13	Gil Kelley, Harsch Investments	Lisle	1
10/24/13	West Quadrant Open House #1	Asnis, Bischoff, Edmunds, Hartinger, Leclerc, Lisle, Moosavi, Morehead, Raggett, Starin	46
10/28/13	DNA LU Committee	Raggett, Starin	8
11/12/13	PBA Transportation Committee	Doss, Leclerc, Lisle, Raggett	10
11/18/13	West Quadrant Plan Stakeholder Advisory Committee Meeting #8	Bischoff, Edmunds, Hartinger, Leclerc, Lisle, Raggett, Starin, Zehnder	39
11/19/13	PBA Central City Committee	Doss, Lisle, Raggett	25
11/19/13	Pearl District NA LU/TR Committee	Lisle, Raggett	20
11/19/13	Pedestrian Advisory Committee	Leclerc	15
12/16/13	West Quadrant Plan Stakeholder Advisory Committee Meeting #9	Bischoff, Edmunds, Hartinger, Leclerc, Lisle, Raggett, Starin, Zehnder	24
1/3/14	Portland State University: Jason Franklin & Rani Boyle	Hartinger, Lisle, Starin	2
1/7/14	Homestead Neighborhood Association	Lisle	25
1/14/14	Greg Goodman	Zehnder	1
1/21/14	Jackie Peterson & Lynn Longfellow	Lisle, Starin	2

1/21/14	West Quadrant Plan Stakeholder Advisory Committee Meeting #10	Asnis, Bischoff, Edmunds, Hartinger, Leclerc, Lisle, Moosavi, Raggett	38
1/27/14	Downtown Neighborhood Association Land Use and Transportation Committee	Hartinger	11
1/29/14	Jackie Peterson	Starin	1
2/5/14	Old Town/Chinatown Community Association	Raggett, Starin	50
2/12/14	PBA Skidmore Task Force Meeting	Lisle	35
2/17/14	Goose Hollow VRC Walk	Hartinger, Lisle	2
2/18/14	West Quadrant Plan Stakeholder Advisory Committee Meeting #11	Abuaf, Anderson, Brooks, Dauphin, Doss, Edmunds, Hartinger, Lisle, Morehead, Raggett, Zehnder	26
2/20/14	Goose Hollow Foothills League	Hartinger, Lisle	45
2/24/14	Landmarks Commission Briefing	Starin, Lisle, Zehnder	20
2/25/14	Downtown Neighborhood Association	Lisle, Raggett	25
2/27/14	Wendy Rahm (West End)	Starin	1
3/3/14	West End Discussion @ The Eliot	Hartinger, Starin	50
3/4/14	Pearl District Neighborhood Association	Lisle, Raggett	25
3/5/14	South Portland Neighborhood Association	Bischoff, Lisle	25
3/10/14	West Quadrant Open House #2	Asnis, Bischoff, Edmunds, Hartinger, Leclerc, Lisle, Morehead, Raggett, Starin	75
3/12/14	Downtown Retail Counsel	Lisle	20
3/19/14	Northwest District Association	Hartinger, Raggett, Williams	21
3/20/14	Maritime Heritage Collective	Bischoff	7
3/24/14	DNA LU Committee	Hartinger, Leclerc	35
4/1/14	SAGE, American Plaza residents	Hartinger, Raggett	4
4/21/14	West Quadrant Plan Stakeholder Advisory Committee Meeting #12	Asnis, Bischoff, Dabbs, Edmunds, Harpole, Hartinger, Leclerc, Lisle, Raggett, Starin	48
5/14/14	Old Town/Chinatown Lunch	Hartinger, Lisle, Raggett	12
5/14/14	SAGE, American Plaza residents	Hartinger	4
5/19/14	West Quadrant Plan Stakeholder Advisory Committee Meeting #13	Asnis, Bischoff, Edmunds, Hartinger, Leclerc, Lisle, Raggett	48
5/20/14	Skidmore Old Town Task Force	Lisle	20
5/28/14	Robert Woods, International School	Lisle, Raggett	1
6/2/14	West Quadrant Plan Stakeholder Advisory Committee Meeting #14	Bischoff, Edmunds, Harpole, Hartinger, Leclerc, Lisle, Raggett, Zehnder	26
6/13/14	Marvin Mitchell	Lisle	1

6/13/14	Dennis Allen, Zidell	Lisle	1
6/16/14	West Quadrant Plan Stakeholder Advisory Committee Meeting #15	Bischoff, Edmunds, Hartinger, Leclerc, Lisle, Zehnder	45
6/17/14	St. Mary's Board Briefing	Lisle	12
6/19/14	Design Commission Briefing	Dauphin, Doss, Hartinger, Hoy, Lisle, Raggett	12
6/24/14	PLACE Presentation, Feedback	Brooks, Hartinger	22
6/25/14	Travel Portland Community Action Committee	Bischoff	15
6/26/14	Ben Barber, South Waterfront	Lisle	1
7/1/14	Central Eastside Industrial Council, Land Use	Lisle	8
7/8/14	Jackie Peterson	Starin	1
7/11/14	Daniel Kaven	Lisle	1
7/18/14	Dana Krawczuk, UNICO	Lisle	2
7/21/14	West Quadrant Plan Stakeholder Advisory Committee Meeting #16	Asnis, Bischoff, Brooks, Edmunds, Hartinger, Leclerc, Lisle, Starin, Zehnder	37
7/24/14	Michael Harrison, OHSU	Hartinger, Lisle	1
7/31/14	Planning and Sustainability Commission Officers Briefing	Hartinger, Raggett	4
8/5/14	Dennis Allen, Zidell	Lisle	1
8/6/14	Cathy Galbraith	Starin	1
8/12/14	Planning and Sustainability Commission Briefing	Bischoff, Brooks, Edmunds, Hartinger, Leclerc, Lisle, Raggett, Starin, Zehnder	40
8/14/14	Planning and Sustainability Commission Officers Briefing	Edmunds, Hartinger, Lisle, Starin	4
8/21/14	Activate the Waterfront Brownbag	Bischoff, Lisle	20
8/28/14	Planning and Sustainability Commission Officers Briefing	Hartinger, Raggett	4
8/27/14	Peter Finley Fry, Joseph Angel, J.C. Milne	Hartinger, Raggett	3
9/9/14	Planning and Sustainability Commission Hearing	Bischoff, Brooks, Edmunds, Hartinger, Leclerc, Lisle, Raggett, Starin, Zehnder	60
9/23/14	Steven Siegel, Oregon Pacific Investment and Development	Lisle	1
10/9/14	Planning and Sustainability Commission Officers Briefing	Edmunds, Hartinger, Lisle, Zehnder	3
10/21/14	Planning and Sustainability Commission Work Session 1	Bischoff, Brooks, Edmunds, Hartinger, Leclerc, Lisle, Raggett, Starin, Zehnder	30
11/14/14	Brian Newman, OHSU	Doss, Raggett	1
11/24/14	Planning and Sustainability Commission Officers Briefing	Edmunds, Hartinger, Raggett, Zehnder	4
12/1/14	Grant Higginson	Hartinger, Raggett	1
12/3/14	Sarah Horton, Artist Repertory Theater	Hartinger, Lisle	1
12/9/14	Planning and Sustainability Commission Work Session 2	Bischoff, Brooks, Edmunds, Hartinger, Leclerc, Lisle, Raggett, Starin, Zehnder	30

B7415

PROMENADE PARK
THE PARK WAY
URBAN TRAIL
THE CENTRAL PATH
THE WAY AROUND
COMPASS PARK
THE 'GREEN LOOP'



DRAFT: December 2014

The concept outlined in this document does not reflect an adopted infrastructure plan or funded project. The concept was introduced in the Central City 2035 Concept Plan, where it had limited detail and description, which is typical for concepts. This study brings the concept closer to the ground and illustrates one -- not the only -- way it could potentially look and feel like around the Central City West Quadrant. This concept, along with many others, will be explored and tested in further detail as part of the Central City 2035 Quadrant Planning process.

IMAGINE...



IT COULD BE LIKE SUNDAY



PARKWAYS EVERYDAY...

THE CONCEPT IS...

an easy and smooth connection through the Central City district's parks and open spaces, the "Green Loop" concept is a 10-mile walking and biking path that invites residents, employees and visitors from throughout the city and from around the world to experience Portland's Central City in an entirely new way.

This connected path invites people to take a break from work, walk or ride among trees and in beautiful parks, enjoy restaurants and shops, or just breathe fresh air and get some exercise. On both sides of the river, people can see, touch and learn about cutting-edge green technologies and fabrications, green streets and LEED platinum buildings, and experience street art. For many, the Loop will become part of their regular connection from home to job in the Central City.

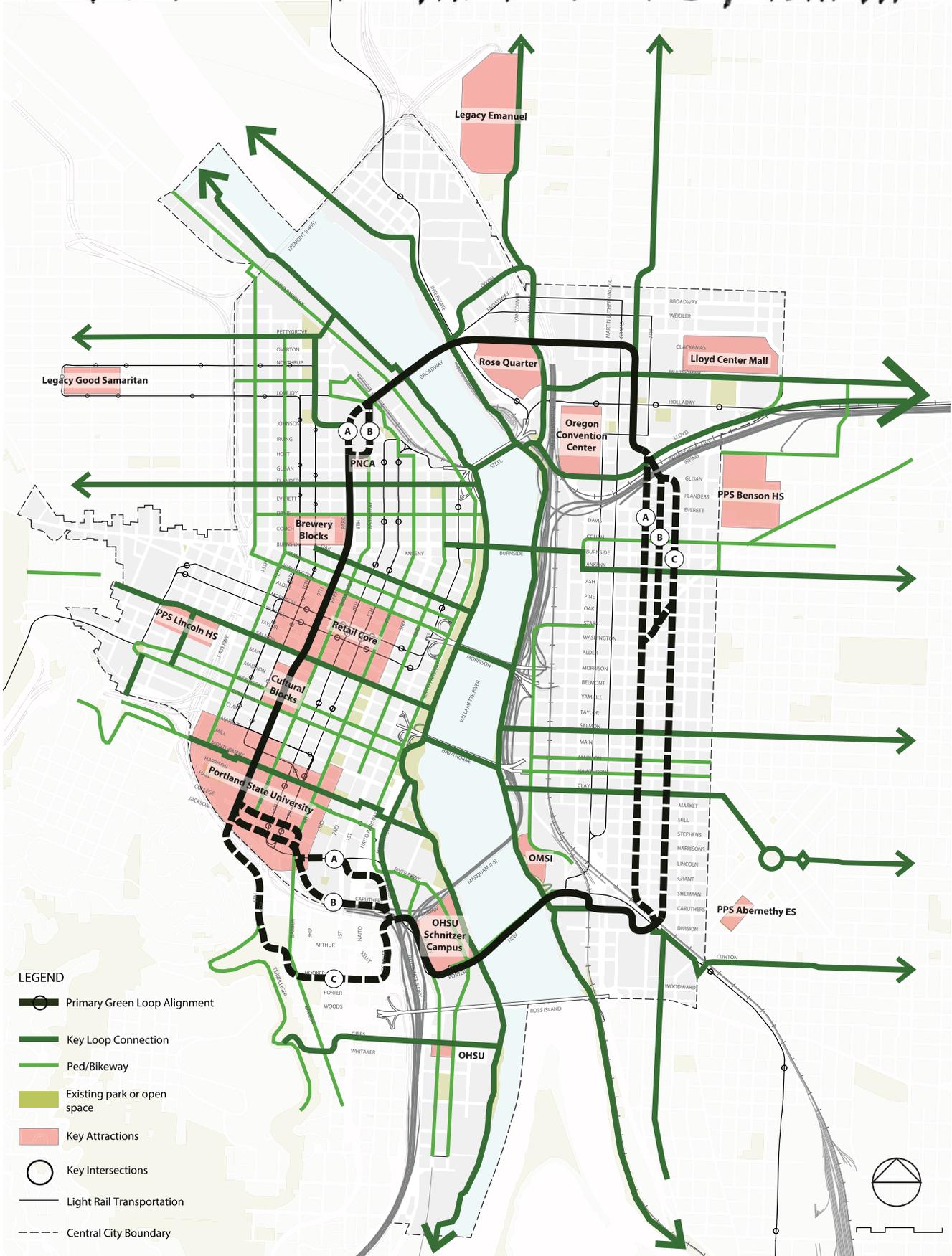
A signature 21st century place, completely unique to Portland and open to all — our "Central Path" embodies our community aspirations to be a greener, healthier and more sustainable city. It reflects the best of Portland — active people working, visiting, and living in the Central City, enjoying numerous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

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

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

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

LOOP CONCEPT AS PART OF A SYSTEM ...



KEY OBJECTIVES

Improve Health



image: www.everybodywalk.org

Increasing one’s daily amount of physical exercise has been proven to increase workplace productivity, contribute to more happiness and well-being, lead to reduced risk of debilitating disease, and improve overall quality of life.

The loop concept would elevate the public health of Portlanders by building on the highly successful precedent of the riverfront greenway, used by thousands daily as an active transportation corridor and a recreational walking and jogging route. Adding a concentric loop through the Central City would expand the opportunities for active transportation choices and other healthy activities to a larger population of employees, visitors, and residents.

Expand Open Space

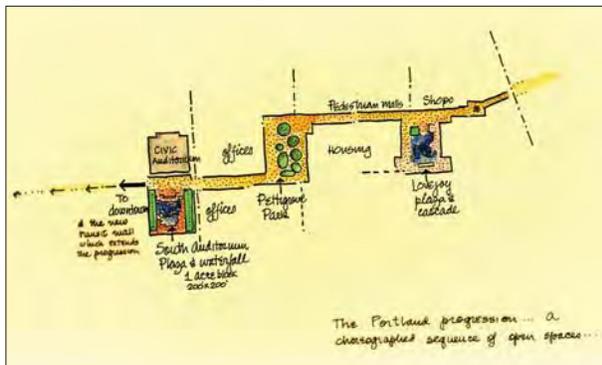


image: www.halprinconservancy.org

Exploring and developing stronger connections between existing and new open spaces will strengthen the value of all Central City open spaces and more efficiently target limited resources.

The Central City features a wide range of parks and open spaces, some going back to the earliest days of the platted city, others featuring newer designs that blend the boundary between park and street space. Many of the Central City’s current parks are fragments of larger ideas that envisioned connected systems of open spaces such as North and South Park Blocks. Connected park systems are more attractive to park users because they increase continuous access of the space and expand the diversity of open space experiences. Linking parks also relieves every park from having to provide multiple functions and experiences because they are no longer self contained. In addition, some areas of the Central City lack public open spaces. The Green Loop could catalyze the creation of future open spaces and take advantage of under-utilized surface lots and unused rights-of-way.

Support Businesses



The loop concept increases access to (and links) key employment districts throughout the Central City.

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

Increase Pathways



<http://www.portlandonline.com/transportation/article/351010>

Developing more intuitive pedestrian pathways that offer park-like experiences will continue to strengthen Portland’s reputation as a signature walking city.

The small blocks and numerous streets of the Central City contribute to its reputation as a highly pedestrian-friendly environment. While many of the streets are fairly homogenous, the Central City is surrounded by multiple distinctive walking streets and parkways, actively used by the surrounding communities. These green corridors offer unique places of neighborhood character and a more park-like experience, attractive to thousands of Portland’s pedestrians. Providing a safe, accessible path separated from vehicular traffic.

Encourage Riding

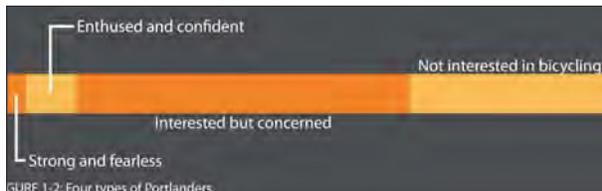


FIGURE 1-2: Four types of Portlanders
Image: *Bicycle Plan for 2030*

‘Interested but concerned’ bicyclists (about half) include the vast majority of Portland residents. They may occasionally ride on trails or bicycle boulevards, while on vacation or on an organized group ride. ‘Interested but concerned’ residents would like to ride more, but are afraid because they do not feel safe near fast-moving traffic on busy streets, even when bike lanes exist. They would ride if they felt more comfortable on the roadways due to fewer and slower-moving cars or if more car-free alternatives were available. *Courtesy: Portland Bureau of Transportation*

The green loop concept builds on the Bicycle Plan for 2030, which identified an ambitious network of bicycle routes citywide to increase trips by bicycle.

The loop concept proposes a system of clear, physically-separated routes into and through the Central City. The concept directly addresses the large group of “interested but concerned” potential riders by providing safe and intuitive facilities that allow greater access to more places. It will include strategies to reduce conflicts between cyclists and pedestrians and cars and freight vehicles. It builds the bicycle infrastructure in place across the Central City and connects bridges, offering greater safety beyond them. Improvements made that support this group of riders will also benefit other groups of riders accessing the Central City daily.

Grow & Build Green



A key characteristic of the green loop will be highly visible sustainable features including green buildings, state-of-the-art stormwater management facilities and improved natural habitat.

The connections and public spaces along the green loop will feature more larger-canopy trees and state-of-the-art surface stormwater management swales and facilities. The new landscape and character created by these features will also potentially increase habitat with connected vegetation and canopy. Building and site development projects along the route will be encouraged to earn certifications that improve performance such as LEED, Earth Advantage and potentially, Portland’s “Green Factor”.

BUILDING ON SUCCESS

CONNECTING OPEN SPACES & INSTITUTIONS



Image: Elizabeth Caruthers Park (Left) and OMSI (Right)

The Central City includes some of Portland's most iconic open spaces, including Tom McCall Waterfront Park, Pioneer Courthouse Square, the Park Blocks and Lawrence Halprin's open space sequence. Most of these parks are smaller (2 ac. or less) and opportunities for new larger spaces are limited. The green loop will develop a clear set of distinctive connections between these existing spaces -- as well as new ones. It will create an experience of one large open space as opposed to a series of smaller discontinuous spaces.

The Central City is also home to a dense concentration of significant civic institutions and employment centers. The green loop uses existing infrastructure to create safer and clearer connections between these institutions, their expansion areas and future centers of innovation and exchange.

GETTING TO & FROM THE BRIDGES



Image: Biking on the Hawthorne Bridge (Left) and Willamette River looking at Marquam Bridge and Ross Island Bridge (Right)

Source: Jonathan Maus/Bike Portland, Weeta mdcccvi

The Central City includes eight bridges within its boundaries, and the ninth is currently under construction. All of the bridges act as portals into and out of the Central City as they are the only ways to cross the Willamette River for all transportation modes. Of the existing bridges, almost all feature physically separated pedestrian and bicycle facilities; though the Burnside Br. has separated sidewalks for pedestrian it has bike lanes for riders. While the riverfront features a signature Greenway Trail loop system and generally good access to these bridges, moving deeper into the Central City -- on either side -- from the river can be confusing, unattractive, and unsafe requiring bicyclists to ride in mixed traffic on busy streets in almost all cases.

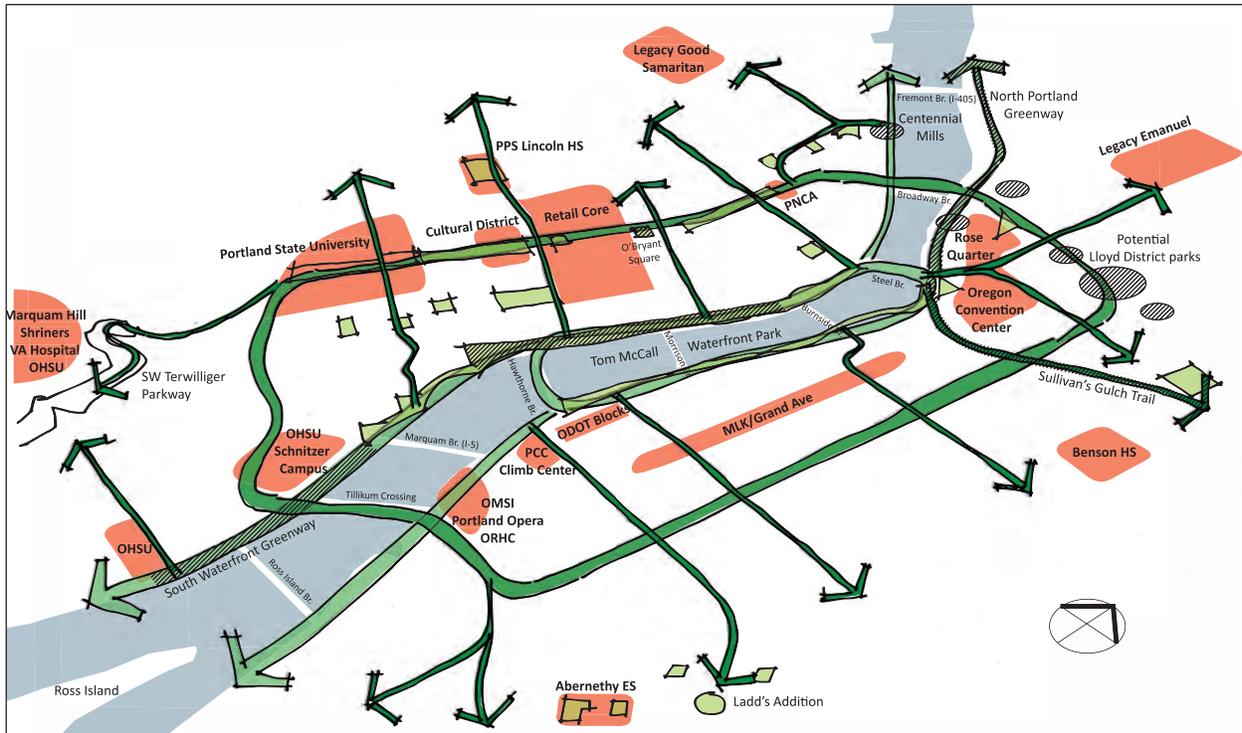
LINKING PROGRAMS & PROJECTS



Image: Neighborhood Greenways Event (Left) and New Light Rail Transit Bridge (Right)

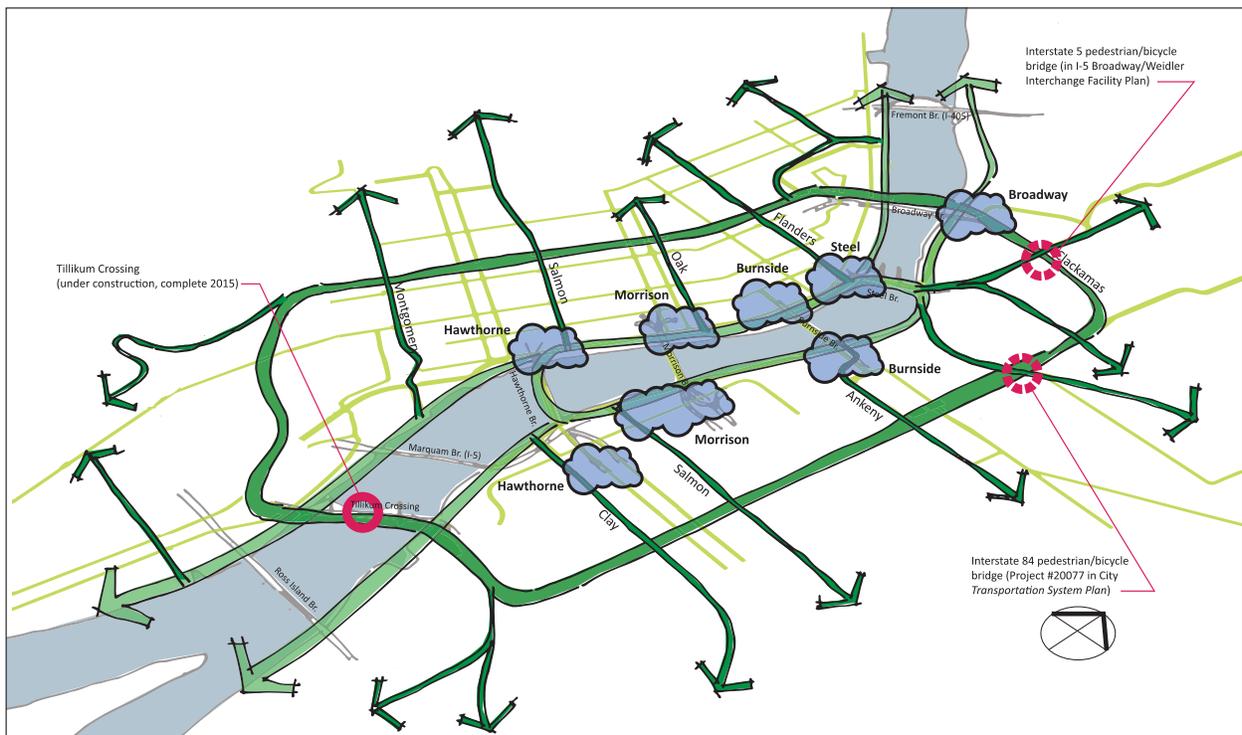
The concept brings together and links multiple infrastructure projects (completed, under construction or planned) through the Central City. These projects range from major capital efforts, such as the Tillikum Crossing, or planned and/or identified projects in adopted plans, such as the City's *Transportation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

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



Existing park or open space Planned open space improvements; existing masterplan; or planned future open space Institutions, attractions, and employment center

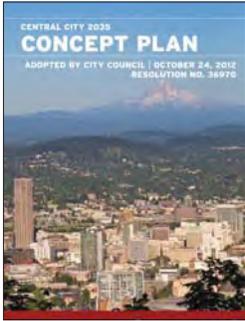
Image: Existing and Planned Open Spaces in relation to Major Institutions and Employment Center



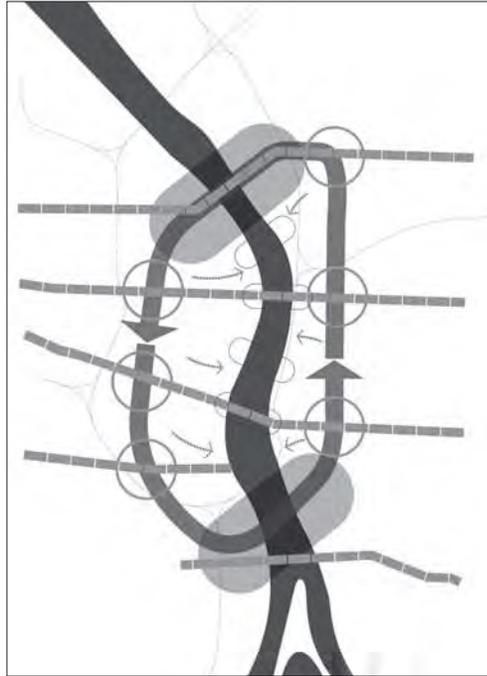
Transition improvement needed from bridge to east-west connection Central City 2035 Proposed Bike Network Planned/existing bridge or crossing (per PBOT, ODOT)

BACKGROUND & CONTEXT

CENTRAL CITY 2035: CONCEPT PLAN

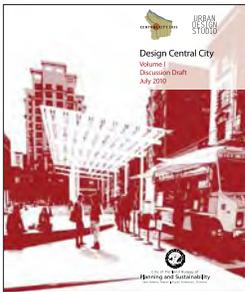


The specific “green loop” concept was the result of work by the urban design subcommittee of the CC2035 Concept planning process during the Spring and Summer of 2012. The urban design subcommittee included members of the steering committee, representatives from city agencies and invited design professionals. The subcommittee worked through multiple urban design alternatives, exploring and evaluating different directions, before helping to develop the proposed urban design concept diagram and framework map for the CC2035 Concept Plan.



The CC2035 urban design concept identifies the three big urban design ideas for the Concept Plan: A Central River, Distinct Districts, and Connected Public Realm. The Connected Public Realm idea builds on the Central City’s extensive existing street and open space system, proposing more street diversity and the green loop alternative that complements the busier streetcar loop.

CENTRAL CITY 2035: PLANNING PROCESS

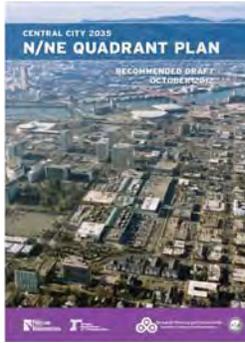


The background document for the *Central City 2035 Concept Plan* (CC2035) process, *Design Central City Volume 1*, identified three primary urban design issue areas in the Central City: the river, the east side and the public realm. The “public realm” section outlined issues facing the existing system of streets and parks, including active recreation space deficiencies, habitat opportunity areas, street homogeneity and unclear connectivity. These issues were tested and refined through a series of urban design workshops and stakeholder interviews, ultimately being finalized by the CC2035 advisory group in 2011.



The CC2035 urban design framework map brings the urban design concept direction to a more specific geography, identifying areas likely to experience the most change, and provides more detailed concept information for the quadrant plans to test. It proposes more specific locations for new public spaces, new and diversified connections, and a potential alignment for the green loop paralleling the streetcar.

CENTRAL CITY 2035: NORTH/NORTHEAST QUADRANT PLAN



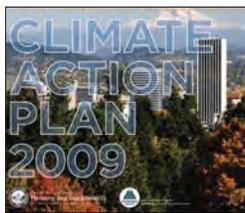
The *North/Northeast Quadrant Plan*, adopted with CC2035 in the Fall of 2012, proposed a set of new street design typologies. The intent behind the proposal was to be more intentional about the relationship of land uses and the way buildings relate to the street. Called the “Street & Development Character Concept” it proposed three types of street environments: Retail/

Commercial, Boulevard and Flexible. The “green loop” would be classified as signature part of the “flexible” design type, more oriented to walking and biking, inclusive of (or linking) open space opportunities, and a strong green character.



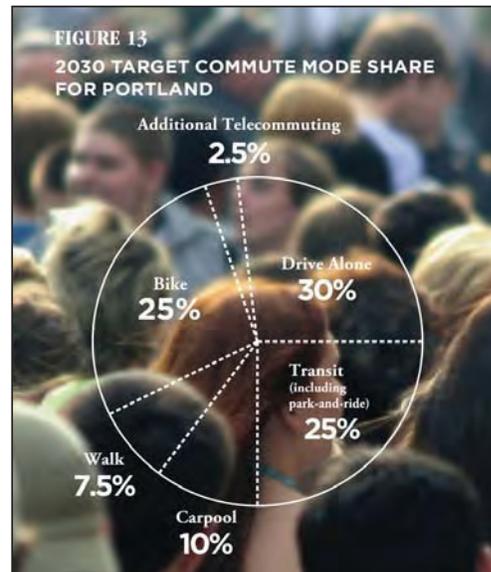
N/NE Quadrant Plan: Street and Development Character

CLIMATE ACTION PLAN



The origins of the “green loop” concept can be traced back to larger planning initiatives that address much larger regional and societal trends and set aggressive growth and sustainability targets for the City of Portland. The 2009 *Climate*

Action Plan set ambitious new goals for carbon and greenhouse gas reduction citywide. As transportation contributes to almost a third of the city’s total generated carbon, part of the plan focuses on improvements existing movement systems and the creation of new facilities that will discourage single-occupancy auto trips. The “green loop” will create a connected system of public open spaces and connections that promote more walking, biking and transit trips, contributing to a smaller citywide carbon footprint.



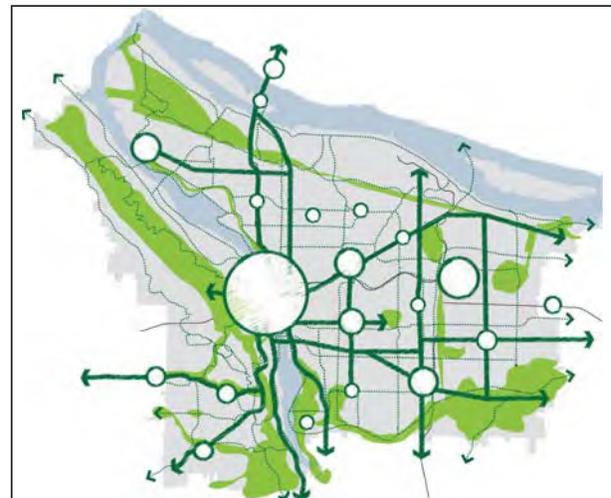
Climate Action Plan 2009

PORTLAND PLAN



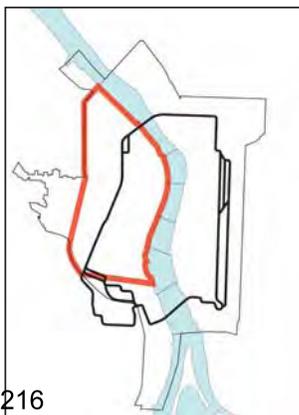
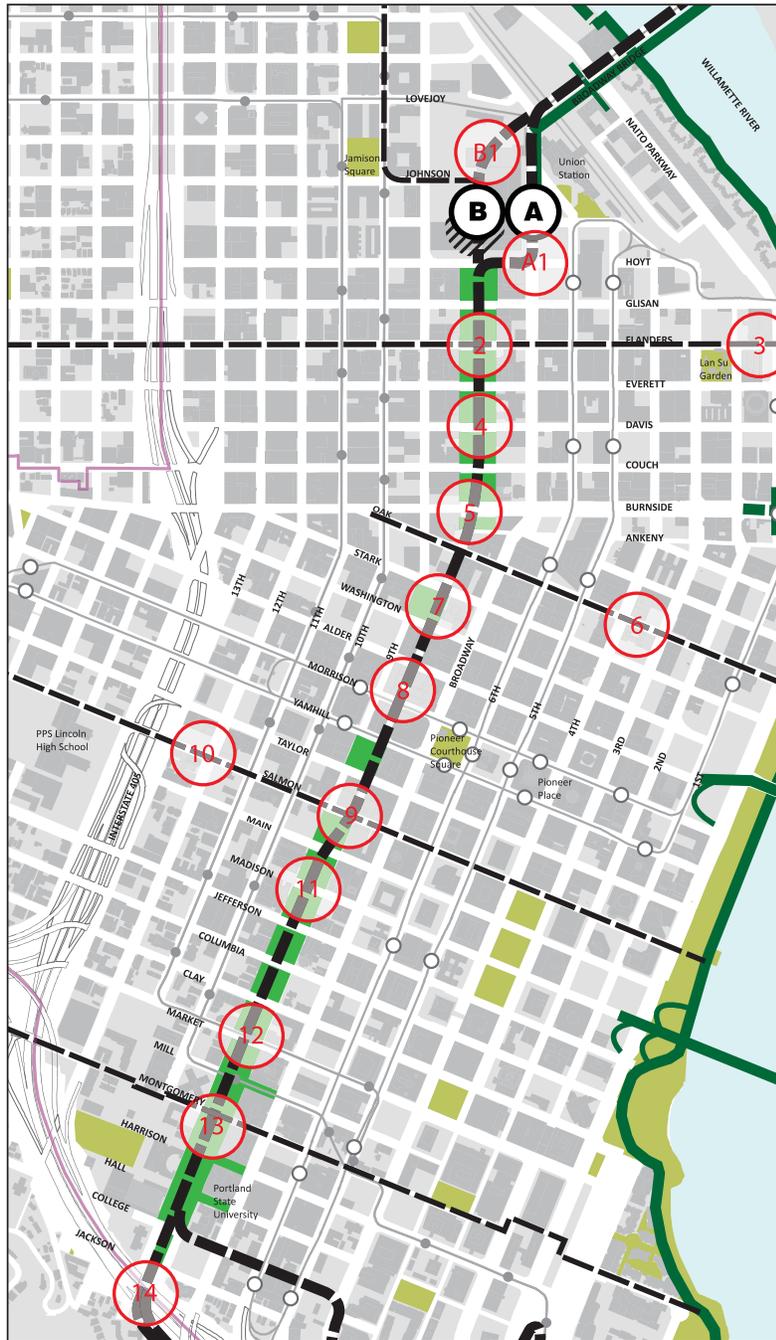
The 2012 *Portland Plan* builds on extensive community involvement and envisions an equitable, healthy, educated and prosperous city that increases opportunities for all and includes a strategic plan of projects to help guide implementation. Its “Healthy Connected City” strategy describes a series of active neighborhoods, centers and signature natural areas, all connected by a comprehensive and diverse network of corridors and connections.

The system of connections includes “greenways,” a distinctive set of park-like corridors that are designed to encourage active transportation – walking, rolling, jogging and biking. These facilities offer a clear and different choice from the more urban, busy and transit-rich development corridors. They are intended to link people to parks, open spaces and natural resource areas. The “green loop” will function as part of the Central City’s hub for



Portland Plan: Centers and Greenways in metropolitan Portland

SEGMENT CLOSEUPS



NOTES:

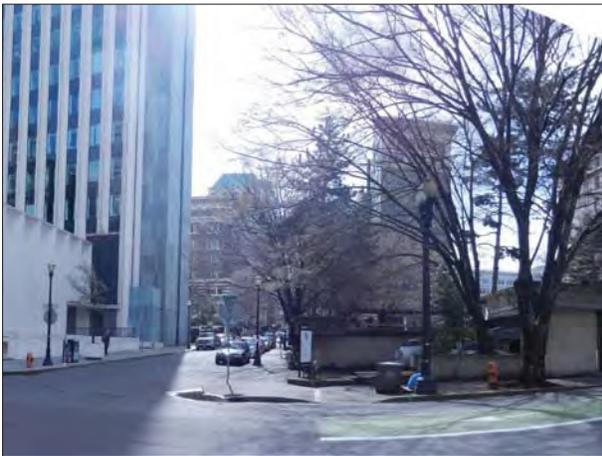
- A1. Coordinate Broadway Bridge Approach section with Pearl District Street and Circulation Plan (2012); transition to NW Hoyt.
- B1. Link Broadway Bridge pathways to North Park Blocks, NW Johnson and new open spaces with USPS redevelopment.
- 2. Explore temporary or permanent closure of NW Flanders for open space.
- 3. Improve Connectivity, visibility to/from Willamette Greenway Trail at Steel Bridge ramps/ NW Flanders
- 4. Explore temporary or permanent closure of NW Davis for open space.
- 5. Signature crossing improvements at W. Burnside, links to Ankeny Square, SW Oak.
- 6. Reclaim ROW used for bikeway "test" on SW Oak for green street improvements; improve wayfinding and access from Morrison Bridgehead.
- 7. Coordinate with redeveloped O'Bryant Square.
- 8. Explore mitigation for on-street parking between W. Burnside and SW Salmon.
- 9. Crossing improvements needed at Shemansky Square at SW Salmon.
- 10. Develop signature green/flexible street design for SW Salmon; improve wayfinding and access from Hawthorne Bridgehead.
- 11. Explore temporary or permanent closure of SW Madison for open space.
- 12. Crossing improvements needed at SW Market, coordination with streetcar stop.
- 13. Redesign PSU park blocks to increase multifunctionality, coordinate with SW Montgomery green street.
- 14. Redesign I-405 overcrossing at the Park Blocks for additional open space functions.



2 Explore temporary or permanent closure of NW Flanders for open space



5 Signature crossing improvements at W. Burnside, links to Ankeny Square, SW Oak



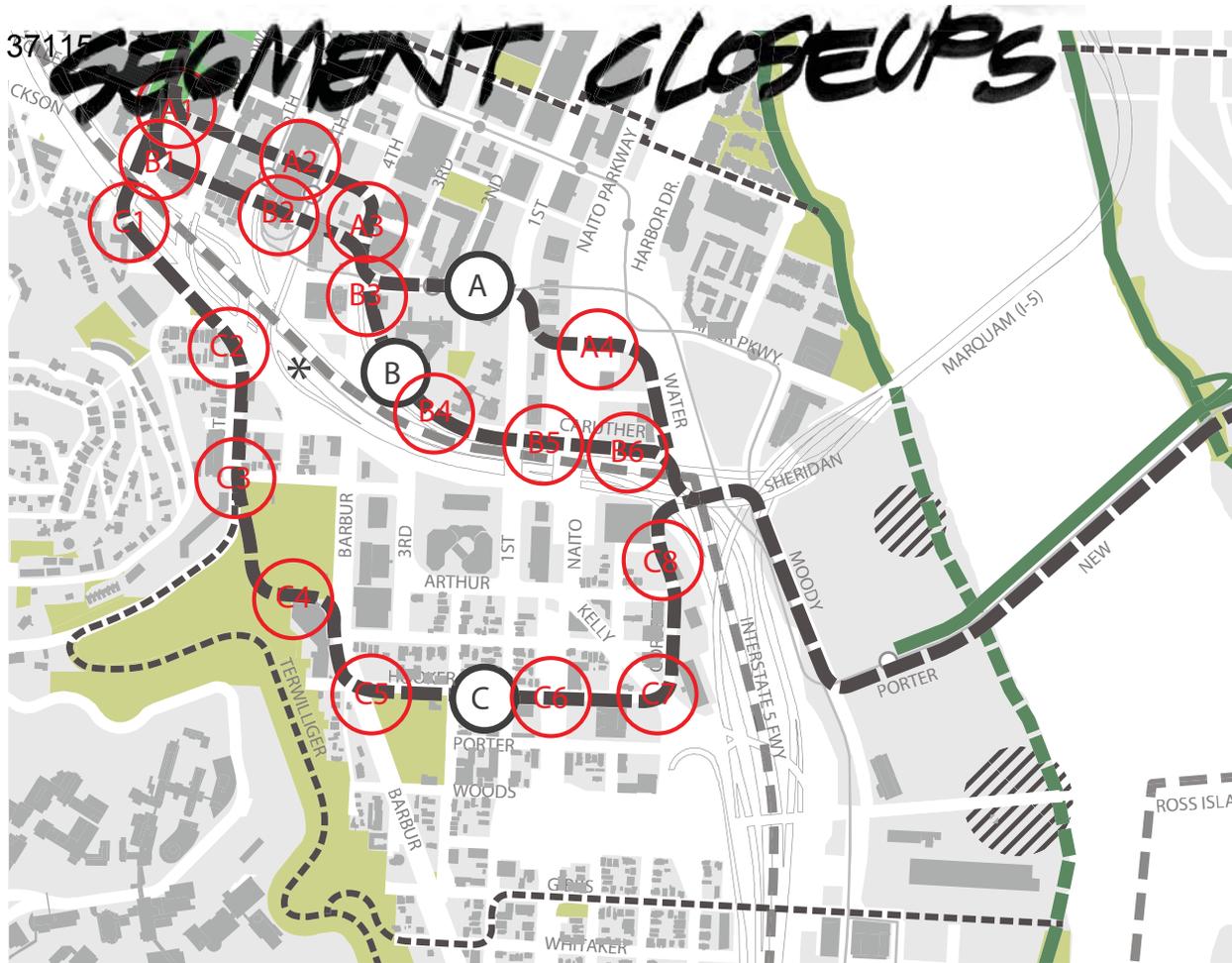
7 Coordinate with redeveloped O'Bryant Square



10 Develop signature green/flexible street design for SW Salmon, improve wayfinding and access from Hawthorne Bridgehead



10 Recommended Draft West Quadrant Plan, December 2014
APPENDIX G: "GREEN LOOP"



Alternative Alignment A

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

Alternative Alignment B

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

Alternative Alignment C

- C1. Improve connection from end of South Park Blocks, including portions of SW Clifton adjacent to I-405 ramps, extend pathway
- C2. Widen/combine sidewalk/bicycle facility at SW 6th and US 26
- C3. Connection into Duniway Park path system
- C4. Remodel entrance to former "Y" building, widen adjacent pathway
- C5. Coordinate with SW Hooker and Lair Hill Park edge

- C6. Rebuild existing pedestrian/bicycle bridge at SW Hooker and Naito Parkway
- C7. Crossing improvements at SW Kelly needed
- C8. Streetscape improvements to SW Corbett, connection to SW Moody

* Larger future regional transportation improvement project with Oregon Department of Transportation (ODOT) could include improvements to I-5 and 405, US 26, access ramps and local connections

LEGEND

- Primary Loop Alignment
- Key Loop Connection
- Ped/Bikeway
- Existing park or open space
- Existing parks or open space adjacent to proposed alignment
- Potential future park or open space



37115



A1 Connection from South Park Blocks to SW College Street

DRAFT 12-14



C6 Rebuild existing pedestrian/bicycle bridge at SW Hooker and Naito Parkway



B6 Regrade existing SW Caruthers ROW to enhance hill-climb from SW Water to Naito; explore creation of Lombard like hill park



C3 Connection into Duniway Park path system



B6 **AFTER**

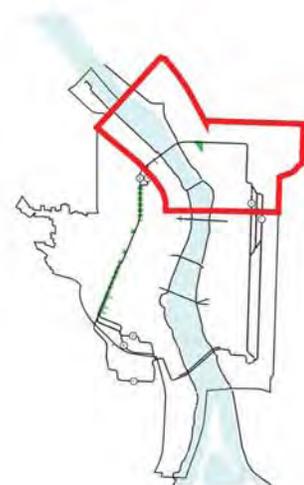


NOTES:

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

LEGEND

- Primary Loop Alignment
- Key Loop Connection
- Ped/Bikeway
- Existing park or open space
- Existing parks or open space adjacent to proposed alignment
- Potential future park or open space



37115



2

Coordination Memorial Coliseum plaza redesign connection

DRAFT 12-14



4

N. Dixon streetscape coordination with potential future open space on PPS Blanchard site



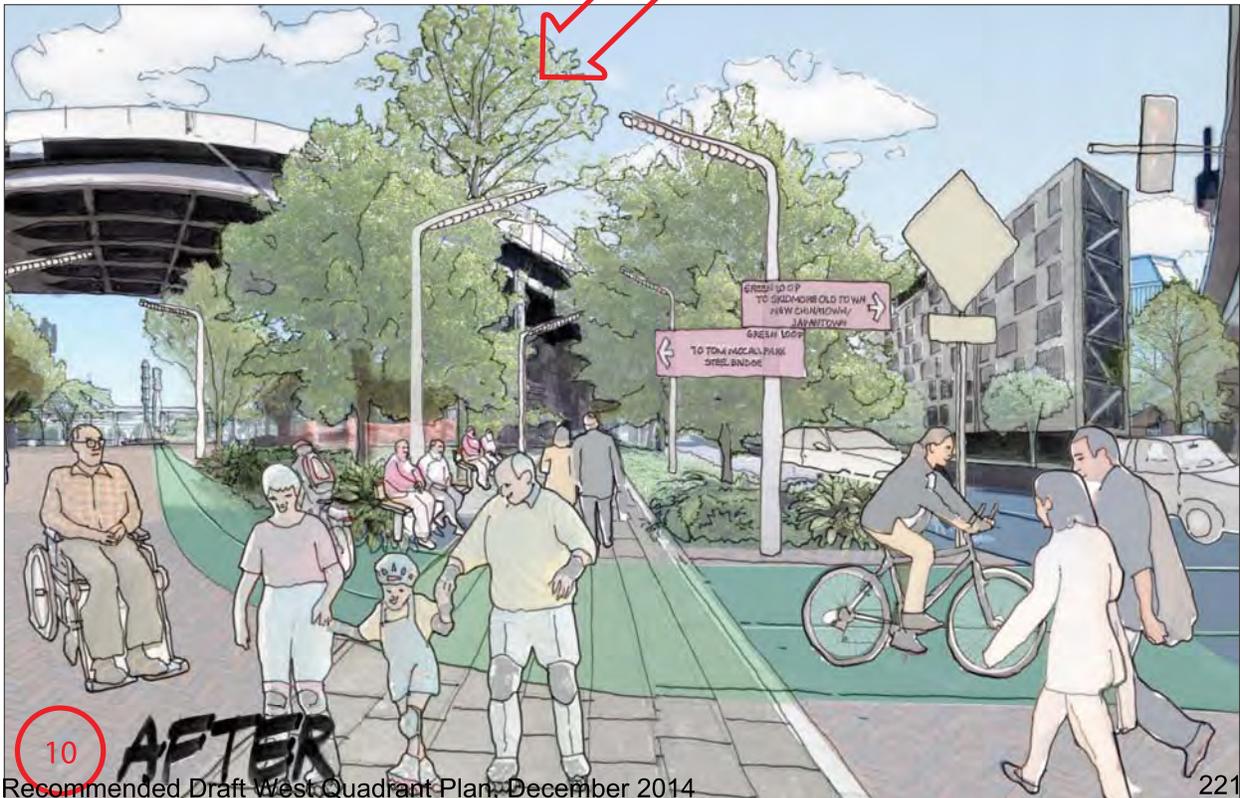
9

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



10

Create new pedestrian/bike connection across NW Naito Blvd. at Flanders that links to Tom McCall Waterfront Park as well as to the Steel and Broadway bridges.



10

PRECEDENTS

Sønder Boulevard/Copenhagen, DK



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

Source: <http://www.sla.dk/borger/soendegb.htm>

Gateway Arch/St. Louis, MO



The Gateway Mall Master Plan creates a comprehensive vision for transforming St. Louis' downtown central park into a multi-faceted open space. The mall spans 1.2 miles (29 acres of park) and consists of landscape, temporary and permanent venues that will attract both local and regional inhabitants. The master plan creates a long range design framework which will guide future individual proposals within the Mall, and establishes a roadmap for implementation and long term management.

Source: City of St. Louis Planning and Urban Design Agency



The BC Parkway is an existing 26 kilometer regional greenway following the Expo Sky Train line through four municipalities in Vancouver BC. The design showcases the best practices in safety, accessibility, sustainability, and engaging for both novice users and daily commuters.

Source: <http://www.pwlpартnership.com/our-portfolio/streetscapes-greenways/bc-parkway>

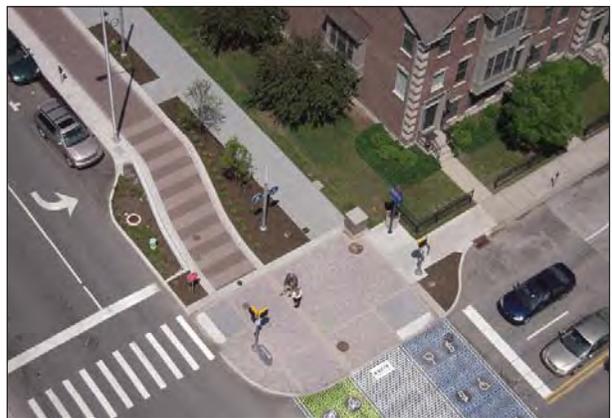
Rio de Salon/Madrid, ESP



Salon de Rio is an extensive master plan which set out to reclaim Madrid’s riverbanks and the surrounding urban areas. The Salón de Pinos, designed as a linear green space, links the existing and newly designed urban spaces along the Manzanares River, located almost entirely on top of a motorway tunnel.

Source: http://www.west8.nl/projects/madrid_rio

Cultural Trail/Indianapolis, USA



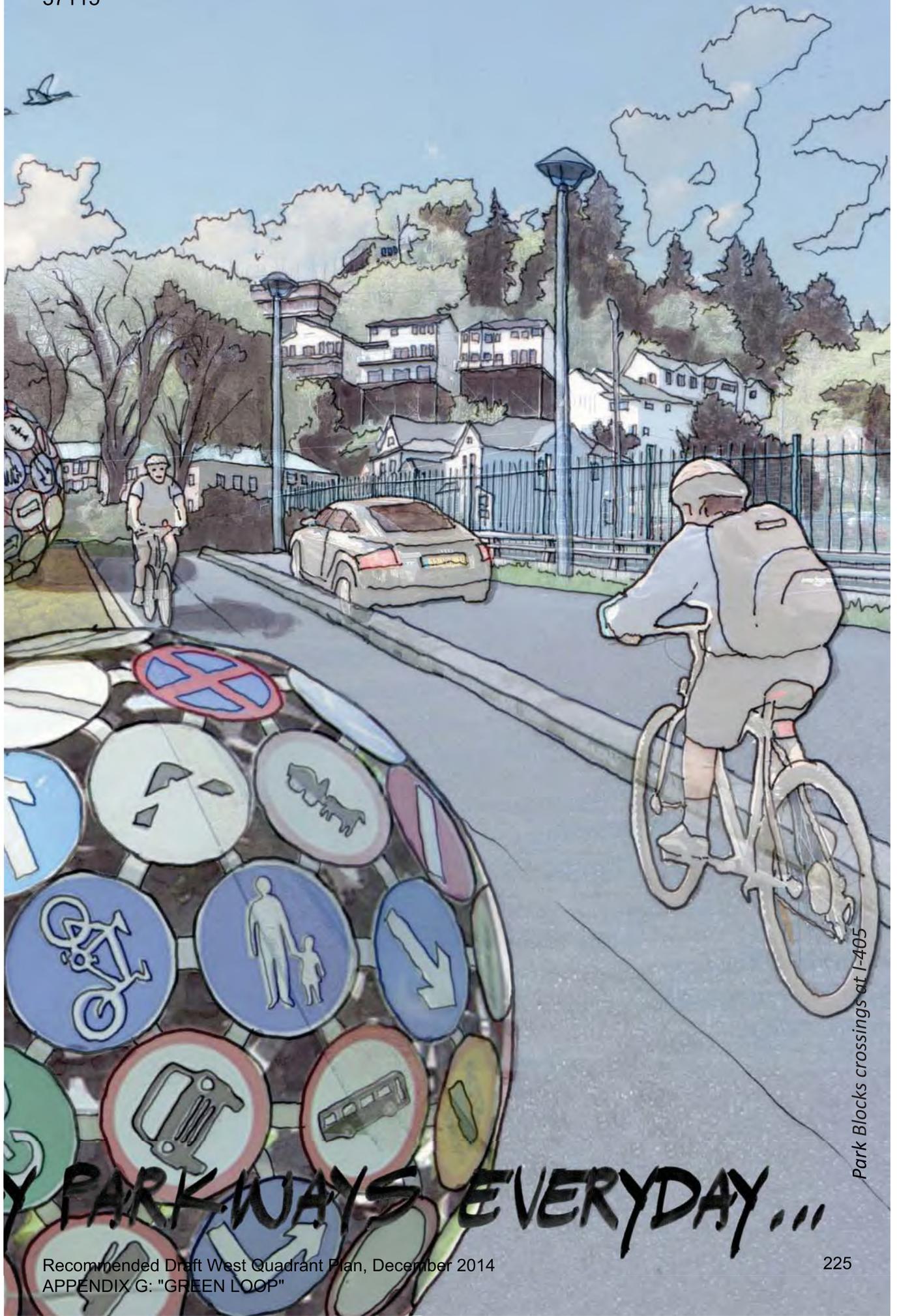
The Indianapolis Cultural Trail is an 8 mile bike and pedestrian path in downtown Indianapolis. The goal of the trail is to connect neighborhoods, cultural districts, and entertainment amenities while serving as the downtown hub for the city’s greenway system.

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

IMAGINE...



IT COULD BE LIKE SUNDAY



Park Blocks crossings at I-405

Y PARKWAYS EVERYDAY...

WILLAMETTE RIVER: CENTRAL REACH

Urban Design Concept

DRAFT 01/21/14

CENTENNIAL MILLS

- Mixed-use, open space and river access opportunities
- NW 10th and Pettygrove green streets provide human access and upland habitat connections
- Fish habitat sustained and enhanced

MCCORMICK PIER

- Touch the river
- Greenway trail reconfiguration and improved bank habitat

TOM McCALL WATERFRONT PARK

- Commercial activity such as small retail kiosks at nodes
- Downtown retail core connected to the waterfront
- Bicycle and pedestrian conflicts to and within park addressed
- More year-round and evening activities and events
- More human access to the river
- A variety of new unique gathering spaces, recreation and play areas

HAWTHORNE BOWL

- Seasonal swimming co-exists with fish migration
- Public uses and events promoted
- Shallow water fish habitat sustained and enhanced
- New amenities and activities include restrooms and café

RIVERPLACE MARINA

- New commercial boat and light watercraft amenities
- New narrower dock to reduce impacts on fish
- Montgomery green street provides human access and upland habitat connections

SOUTH WATERFRONT

- Urban neighborhood with supportive commercial and recreational opportunities
- Riverbank habitat maintained
- Mixed-use opportunity at Zidell

REACH-WIDE

- Celebrate the river!
- Increased human access to river that is compatible with fish and wildlife habitat
- Art, culture and historic attractions, displays and activities
- Infrastructure to support riverfront uses and visitors
- River commerce increased
- Shallow water habitat maintained
- Strategic bank enhancement and connections to upland habitat

ROSE QUARTER/ CONVENTION CENTER

- Commercial and entertainment opportunity area at a multi-modal hub
- Mixed-use opportunity at Thunderbird site
- New amenities spur boating activity

EASTBANK CRESCENT

- Riverbank reconfigured for public use and habitat
- New light watercraft amenities
- Seasonal swimming co-exists with fish migration

OMSI

- Commercial, cultural and employment opportunities at a multi-modal hub
- Greenway trail changes reduce conflicts, improve access and provide quiet spaces
- New amenities spur boating activity
- Views of Ross Island and Holgate Channel highlighted

LEGEND

- Riverfront Attractions with commercial uses
- Potential new riverfront open space
- Human access to water/ swimming
- In-water habitat enhancement and maintenance
- Riverbank restoration, e.g. lay back, soften, plant native vegetation and maintain
- Add native vegetation where possible
- Potential redevelopment
- Potential regional cruise ship docking
- Potential water transit stops with retail activity
- "Green fingers" to the river
- Resolve difficult connection to the river
- Major riverfront activity hub
- Opportunities to provide upper floor access to Eastside bridges
- Enhance Naito Parkway to ease east-west movement toward the river
- Distinct areas/neighborhoods along Central Reach
- Willamette River Central Reach boundary

Recommended Draft West Quadrant Plan, December 2014

APPENDIX H: CENTRAL REACH DRAFT URBAN DESIGN CONCEPT

CENTRAL CITY 2035

THE RIVER PLAN
CENTRAL REACH

