Pearl District
A Future Vision for a Neighborhood in Transition
Development Plan
APPENDIX

October 2001
# Pearl District Development Plan

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The Pearl District Development Plan has been drafted by a 26-member steering committee, representing a wide range of viewpoints. The steering committee met monthly over the course of a year to discuss the future of the Pearl District, to re-evaluate current plans and policies, and to focus on the development priorities for the neighborhood. In addition to the steering committee, an executive committee met in between the steering committee meetings to provide advice on the planning process and to make initial recommendations to the steering committee.

A draft vision statement and an initial set of goals and objectives were presented and reviewed at a public open house on December 6. The open house format of the meeting allowed participants to comment on a series of display stations for the vision statement and each category of goals and objectives (i.e. Built Environment, Housing, Transportation, etc.).

The steering committee made changes to the vision statement and goals and objectives based on the open house comments. Each category or section was then sent to an adhoc subcommittee, which included other community members. An intensive series of meetings was held to refine each set of goals and objectives and to identify specific action items. The subcommittee recommendations for each category were reviewed by the steering committee before being assembled into a draft plan.

The draft plan was presented for review and comment at a second public open house on May 23. With a format similar to the first open house, participants were asked to comment on each section and indicate their priorities for the action items. During this time, additional meetings were held with other affected city bureaus and other agencies to solicit comments on the draft plan.

The steering committee made final recommendations based on the comments received from the public open house and interagency meetings.

This effort was funded by the Portland Development Commission.
ACTIVE USE – Buildings are designed to create a healthy urban district by accommodating pedestrian-oriented, ground-level uses, such as retail shops, offices, main building entrances and lobbies.

BOARDWALK – A planned pedestrian route, part of the Peter Walker design for the Pearl District Park Blocks, along Tenth Avenue that starts at Jamison Square and links the Pearl District Park Blocks with an elevated pedestrian bridge over the railroad and Naito Parkway with a landing on the riverfront at Centennial Mill.

CENTRAL CITY TRANSPORTATION MANAGEMENT PLAN (CCTMP) – The City of Portland’s overall policy framework for managing the parking and transportation system in the Central City, including the Pearl District.

COMMUNITY LAND TRUST – A tool to preserve the long term affordability of space and buildings. A private non-profit organization holds title to the underlying land but sells the house or building. The building owner benefits from the appreciation of the building, while the land trust shares in the appreciation of the property.

DESIGN COMPETITION – An open process to solicit designs for buildings or other public improvements. The process is usually governed by a jury of representatives from the community, public agencies, and qualified peer professionals. The winning design is awarded a contract to complete the final designs for construction.

FARELESS SQUARE – All transit (MAX, streetcar, and bus) trips are free within an area of the Central City that is generally bounded by the I-405 freeway, the Willamette River, NW Hoyt Street, and a narrow strip along the MAX light rail line to the Lloyd District.

FLOOR AREA RATIO (FAR) – A regulatory mechanism to control the scale or intensity of development by limiting the amount of development that can be constructed on a block or parcel. FAR designates the ratio of total permitted floor area to parcel size. For example, on a 10,000 square foot parcel with a 4:1 FAR, it would be possible to build a total of 40,000 square feet of building.
GATEWAY - A symbolic entrance to a district or area with a feature, such as public art or a landmark building, that establishes an identity for that area. The Chinatown gate at Fourth and Burnside is an example.

GOOD NEIGHBOR AGREEMENT – A non-binding agreement between private developers and/or businesses and a neighborhood association to address and minimize impacts to the surrounding neighborhood. Conditions may address hours of operation, parking arrangements, clean-up, etc.

GROWTH PARKING – Off-street parking created to serve new buildings or floor area expansions in existing development.

LOCAL IMPROVEMENT DISTRICT – A geographically defined area in which a majority of the property owners agree to tax themselves to pay for public improvements such as streets, streetscape improvements, or other infrastructure improvements.

MERCHANTS ASSOCIATION – The Pearl District Merchants Association, a community organization with membership from local businesses.

ODOT – Oregon Department of Transportation

PEARL DISTRICT – The neighborhood bounded by I-405 to the west, Burnside to the south, Broadway to the east, and the Willamette River to the north.

PDNA - Pearl District Neighborhood Association

PRESERVATION PARKING – Off-street parking that serves existing, older buildings.

RIVER DISTRICT – The area north of Burnside, bounded by I-405 and the Willamette River. It includes the Pearl District and the Old Town/Chinatown neighborhoods.

RUDAT STUDY – An urban design study conducted in the early-1980s that laid the foundation for many of the policies to encourage mixed use development in the Pearl District.

SHARED APPRECIATION MORTGAGES – A financing tool for affordable home ownership. A non-profit organization gives a second mortgage to an eligible buyer. Typically, the second mortgage is not payable until the property is sold, at which time the second mortgage is paid plus a percentage of the appreciation of the property. This allows housing funds to be recaptured and reinvested into additional affordable housing projects.


TAX INCREMENT FINANCING (TIF) – The primary funding source for urban renewal districts. When an urban renewal district is created, the total assessed value in the area becomes “frozen”. The taxing districts (the City Portland, Multnomah County, and school districts) no longer receive tax revenue from increased property values within the district. These new tax revenues or increment go to the urban renewal district to fund activities and projects within the specified area for a specified period of time, usually 20-25 years.

URBAN RENEWAL DISTRICT – A designated area for targeted redevelopment strategies using TIF revenues. The Pearl District is part of the River District Urban Renewal District that is managed by the Portland Development Commission.

WILLAMETTE RIVER GREENWAY – A special designation designed to protect, conserve, enhance and maintain the natural, scenic, historical, economic and recreational qualities along the banks of the river.

ZONING BONUSES – Incentives to encourage certain kinds of development. Typically, in the form of allowances for additional floor area or building height that exceed the limits of the base zone. Typically, there are limits on the total amount of bonuses that can be earned.
PEARL DISTRICT DEVELOPMENT PLAN
BUILDOUT ANALYSIS

MEMORANDUM

TO: Sarah Heinicke, PDC
FROM: Tom Armstrong
DATE: May 15, 2001
RE: Pearl District Development Plan – Buildout Analysis

The purpose of this buildout analysis is to estimate the total number of people (residents and employees) expected in the Pearl District over the next 20-30 years. This rough analysis is based on a preliminary block-by-block assessment of the redevelopment potential of each subarea of the district. It is an intensive and aggressive buildout scenario that does not take into account market demand or absorption.

General Assumptions

Recent development projects, projects under construction, and proposed projects (see Development Projects Map) will be unchanged 20-30 years from now.

Development prototypes:

1. Residential development – similar to recent Hoyt Street Yards projects, these developments will average about 150 units with 10,000 sq. ft. of ground floor retail space per block.

2. Mixed use development – similar to the Gregory Lofts Building, these projects will have 150 units, 40,000 sq.ft. of office space, and 10,000 sq. ft. of ground floor retail space per block.

3. Commercial office development – similar to the Tenth@Hoyt project, these projects will average 150,000 sq.ft. of office space and 10,000 sq.ft. of ground floor retail space per block.

4. Commercial rehabilitation – similar to the River Tec project, these projects will average 75,000 sq. ft. of office space and 10,000 sq. ft. of ground floor retail space per block.
Pearl District Development Plan

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PEARL DISTRICT DEVELOPMENT PLAN

Lovejoy to Hoyt/12th Ave to I-405

PNCA, River Tec, and 24-hour Fitness remain. Meier & Frank warehouse is redeveloped as telco hotel. Irving Street Lofts remains as is with other properties within NW 13th Ave Historic District undergoing rehabilitation with no significant change in intensity of development. New development is a mix of commercial office, residential, mixed use and rehabilitation projects.

Hoyt to Everett (9th to I-405)

Minimal changes in intensity within NW 13th Ave Historic District. Telco hotel in the OHS Warehouse. Intensive mixed use and residential development along streetcar. Commercial office along I-405.

Everett to Burnside (9th to I-405)

Minimal changes in intensity with NW 13th Ave Historic District. Powells remains as is. Brewery Blocks as proposed. Mixed use development along streetcar. Commercial office rehabilitation along NW 14th Avenue.

Park Blocks

Intensive redevelopment with predominantly residential on westside and mixed use development facing NW Broadway. Residential is higher density at 200 units per block.

<table>
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<th>Subarea</th>
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<th>Office</th>
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Pearl District Development Plan

**BUILDOUT ANALYSIS**

Based on current trends and zoning
Assumes an aggressive level of redevelopment
Assumes 50% is rehab of existing structures with 50% tear-down and new construction
A tool for planning infrastructure and amenities to maintain the livability of the neighborhood

**TOTALS**

<table>
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<th>Buildout</th>
<th>12,450 Residents</th>
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<td>9,000 Jobs</td>
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**750 Residents**

- 800 Jobs

**1,150 Residents**

- 4,500 Jobs

**2,800 Residents**

- 700 Jobs

**750 Residents**

- 1,650 Jobs

**1,900 Residents**

- 3,200 Jobs

**1,700 Residents**

- 2,800 Jobs

**900 Residents**

- 4,000 Jobs

**1,700 Residents**

- 1,850 Jobs

**Open Space**

JULY 2001

STUDY AREA BOUNDARY
Table of Contents

Introduction
Current Conditions
Policy Overview
On-going Planning Projects
Existing Zoning Designations

Introduction

This paper provides a summary of the relevant plans and policies that influence and guide development in the Pearl District. Numerous planning efforts have been undertaken to encourage redevelopment to create a high density, mixed use urban neighborhood. The 1988 Central City Plan laid the foundation, and was followed by the 1992 River District Vision Plan and 1994 River District Development Plan. The efforts culminated in the River District Urban Renewal Plan, which was adopted in 1998 and provides tax increment financing for improvements within the district over the next 20 years.

The study area boundary (refer to map on page 25) corresponds to the Pearl District Neighborhood Association boundary. It is bounded by Burnside Street to the south, Broadway Avenue to the east, the Willamette River to the north, and I-405 to the west. The Port of Portland’s Terminal One South area is included in this process, even though it is part of the Northwest District Association’s boundary. This area is included as part of this planning process in order to comprehensively address the riverfront and to strengthen connections between the Pearl District and future mixed use development on the site.

Many of the plans and policies that apply to the Pearl District are a part of the larger River District planning effort. The River District is generally defined as the area bounded by Burnside Street, the I-405 freeway and the Willamette River. It is composed of the Old Town/Chinatown and Pearl District neighborhoods. To the extent that policies apply to the River District, then they apply to the Pearl District.
Current Conditions

The Pearl District has an eclectic mix of uses that include light industrial and manufacturing, office employment, retail shops, and housing. The neighborhood was first developed as a warehouse and distribution center supported by the nearby rail and dockyards. Beginning in the mid-1980s, the warehouses and historic buildings started to be transformed into retail, office, and loft space. The following maps show where these different types of uses are located.

Retail

The Pearl District’s vibrant retail businesses (refer to Retail Concentration map on page 26) attract people from throughout Portland and the metropolitan region. There is approximately 850,000 square feet of retail space, either existing or under construction, in the Pearl District with a mix of art galleries, restaurants and specialty shops. There are a large number of “lifestyle” retail shops, such as home furniture and furnishings stores, antique stores, garden shops, and art galleries. Many of these businesses are located along the NW Everett and Glisan couplet. Powell’s Bookstore anchors the south end, serving over 3,000 customers per day.

Currently, retail uses are concentrated south of Lovejoy Street. As the residential population grows, there should be increasing number of neighborhood shops and services, including two proposed grocery stores.

Office

Office space is a growing use, with about 1.2 million square feet of existing space and another 225,000 square feet under construction (refer to Office Concentration map on page 27). What was once limited to smaller, back office or supporting functions, the Pearl is now seeing whole buildings dedicated to office type uses. Anchored by the Wieden & Kennedy headquarters, there is a growing “creative services” sector for independent businesses such as video production, advertising, printing, and communications.

Industrial

Long the backbone of the Pearl District, there are a number of different light industrial, manufacturing, warehousing, and automobile service and repair shops that continue on many blocks. Currently, there is about 1.5 million square feet of existing industrial uses. Many of these uses are located along NW 13th and 14th Avenues. The area north of Lovejoy Street and west of 12th Avenue is currently zoned General Industrial, which has limited mixed-use redevelopment, although the zoning is due to change through the Northwest Transition Zoning Project to encourage mixed-use development along the
streetcar route.

**Housing**

Housing is an important part of making the Pearl District a neighborhood. The goal, expressed in a number of different policies and plans, is to encourage high and medium density housing serving all income levels. There is approximately 850 existing housing units in the Pearl District.

Most of the new housing development has taken place in the former Hoyt Street Yards, north of Hoyt Street between 9th and 12th Avenues. Other older warehouse buildings have been redeveloped into lofts and condominiums throughout the neighborhood.

**Development Projects**

The Pearl District is undergoing a transformation and has seen a large number of public and private development projects over the past few years (refer to Pearl District Area Development Projects on page 28). An incredibly strong real estate market is propelling new development projects at a furious pace. Wieden & Kennedy have redeveloped the Cold Storage Building into its world headquarters. Powell’s Bookstore expansion, residential development by Hoyt Street Properties, the Gregory Building, the RiverTec building, and the proposed Brewery Blocks development are expected to enhance the Pearl District.

The Pearl District Area Development Projects Map identifies major projects that have been completed, or are under construction or the planning phase.
**Background Information**

**Historic Resources**

The Pearl District has a long history and many of the older buildings add to the neighborhood’s character (see Historic Resources Inventory map on page 29). The last historic resources inventory was completed in 1984. This inventory classified buildings into different categories:

- Designated Landmark and/or Listed on the National Historic Register
- Rank I Undesignated Property – Potential Landmark of Prime Importance
- Rank II Undesignated Property – Potential Landmark
- Rank III Undesignated Property – Cultural Resource

All Rank I, II, or II properties are included in the State of Oregon Inventory of Historic Properties, which serves as a database for the State Historic Preservation Office in a variety of planning activities.
Policy Overview

A number of different plans and policies address the Pearl District. Here is an overview of those plans that highlights particular elements that specifically apply to the Pearl District.

Central City Plan (adopted 1988, amended 1995)

The Pearl District plays an important role in Portland’s Central City. Historically, the area served as a warehouse and distribution center to support businesses in Downtown Portland. The policy focus has shifted to emphasize the District’s role, as part of the larger River District, as an emerging neighborhood that can provide housing in proximity to Downtown Portland, as well as an employment center.

Specific policies in the Central City Plan include:

• Preserve and enhance the River District’s history, architectural heritage, and international character.
• Accommodate housing needs for diverse family structures.
• Provide neighborhood amenities that support River District residents who work and use the services provided by the Central City. Amenities include commercial, educational, medical, recreational, transportation, entertainment, emergency and social services.
• Foster the development of artist residential/work space and gallery facilities.
• Incorporate strategic public investments in infrastructure that will stimulate private sector redevelopment.
• Contribute to the efficiency of urban living with development density, diversity of land use, and quality design that will result in significant savings in infrastructure costs.

A Vision for Portland’s North Downtown: The River District (1992)

The River District is defined as the area north of Burnside, including Old Town/Chinatown and the Pearl District. There are two keystones to the vision:

1) Develop up to 10,000 medium-to-high density residential units for moderate-to-medium income persons and supporting retail and commercial uses.

2) Re-orientation of the entire district to the Willamette River, including improved public access to the Riverfront, the addition of waterfront housing units and creation of inland waterways within the district.

The goal is to develop an identifiable community, comprised of distinct residential neighborhoods, oriented to the Willamette River and integrated with Downtown and NW Portland. The River District Vision identifies a series of suggested features and improvements that should be given consideration. Those specific to the Pearl District include:

River District Park

The area between Albers Mill and Fremont Place would see a dramatic transformation from underused waterfront land to a key point of public access to the river. Existing parking lots would become an extension of the Tom McCall Waterfront Park, connected to the waterfront to the south and north by the Willamette Greenway Trail. The Centennial Mills building would be converted to a major public attraction and would be the focus of the district at the juxtaposition of two inlet basins and the riverfront.
Terminal 1 (South)
The Port of Portland’s Terminal 1 (South) offers an opportunity to anchor the waterfront with a mixed-use residential neighborhood perched at the edge of a working harbor. This 17-acre site is a rare waterfront redevelopment opportunity capable of providing a range of uses, including residential, retail, office, and an operational pier suitable for use by cruise ships and tour boats.

Hoyt Street Yards
As the largest single undeveloped property in the River District, the 40-acre former railyard would have a pivotal role in shaping the future of the area. With the potential for 2,000-4,000 residential units, the yards will form “heart of the district and set the tone for the district’s residential character”.

Pearl District
Thirteenth Avenue would be improved as the focus of the Pearl District. The District would continue its unique development as a neighborhood of mixed commercial, industrial, retail and residential uses including loft housing, art galleries, brew pubs and restaurants. Numerous new projects would be developed within converted multi-story brick warehouses.

Selected recommendations include:

• Complete NW Ninth Avenue railroad track crossing at NW Naito Parkway
• Proceed with North Park Blocks renovation
• Connect NW Irving Street to Broadway
• Redevelop Terminal 1 (South)
• Develop new waterfront open space and improved river access, including public acquisition of Centennial Mills and Waterfront Park extensions (from Albers Mill to Fremont Place)
• Create Central City Trolley connection
• Provide for long-term redevelopment of Main Post Office

River District Development Plan (1994)
As a follow-up to the River District Vision, the Development Plan presents more specific goals and objectives, including:

Goal 1. To develop a functional and symbolic relationship with the River
Goal 2. To promote the development of a diverse inventory of housing
Goal 3. To become a community of distinct neighborhoods
Goal 4. To enhance the best of what exists
Goal 5. To strengthen connections between the River District and its neighbors
Goal 6. To enhance the economy and functional efficiency of the City

Recommendations include:

• Redevelopment of Terminal 1 (South) to create a community of housing, offices, and shops directly on the river anchoring the north end of the west bank much as RiverPlace currently anchors the south end.
• Enhance the Pearl District while extending into Hoyt Street Yards. The reconstruction of Lovejoy Street will remove a barrier to the north and provide a ‘main street’ of shops and housing. The Central City Streetcar will support the River District’s focus on transit and pedestrian travel and tie the district to Downtown and NW Portland.

The River District Urban Renewal Plan (1998)
The Urban Renewal Plan builds on the River District Development Plan and other planning efforts. It authorizes the Portland Development Commission to use urban renewal powers to carry out the goals and objectives of the Urban Renewal Plan. The goals and objectives include:

Housing
To stimulate the development of a substantial stock of housing accessible to households with a range of incomes which reflect the income distribution of the city as a whole.

Objectives:
1. Achieve a mix of units by household income categories
2. Promote development of services and amenities to support housing
3. Promote ownership housing
4. Implement City of Portland Shelter Reconfiguration Plan
5. Preserve access to affordable housing for low income residents of the River District

Transportation
To improve transportation linkages with other parts of the Central City and the region and to modify and improve transportation within the area to enhance livability.

Objectives:
1. Promote alternative modes of transportation
2. Create and enhance connections between the District and the Willamette River
3. Remove the Lovejoy Ramp
4. Improve streets and streetscapes
5. Parking

Utilities
Improve utilities to allow efficient development of the area and, where possible, use a public utility as a visible asset.

Objectives:
1. Enhance street lighting for public safety and aesthetics
2. Reconstruct utilities as necessary to permit development of private parcels and public amenities
3. Daylight Tanner Creek
Job Creation
Maximize the potential for economic development and job creation in the area.

Objectives:
1. Promote the development of commercial uses that create jobs.
2. Keep job producing activities in the Industrial Sanctuary.
3. Strengthen downtown as the heart of the region.

Parks, Open Space and Other Public Amenities
Using a combination of parks, open space and public attractions, create amenities which make the area a comfortable and pleasant place for people to live and a resource for all citizens of Portland.

Objectives:
1. Reclaim and enhance the Willamette riverfront between the Steel Bridge and Terminal 1.
2. Extend the North Park Blocks into the area.
3. Create open spaces.
4. Create a public attractor.

The Urban Renewal Plan outlines specific activities that will be undertaken including rehabilitation, development and redevelopment assistance; land acquisition, improvement, and disposition; planning; and administration. It also identifies specific public improvement projects:

1. Hoyt Street Railyards mixed-use/Income Housing
2. Tanner Creek Housing-Related Site Improvements
3. Reconstruct Lovejoy At-Grade
4. New Street Construction
5. Central City Streetcar
6. NW Naito Parkway Avenue Improvements
7. Railroad Crossings/Connectivity
8. Terminal One (South) Site Improvements
9. Tanner Creek Park and Water Feature
10. Waterfront Park Extension
11. Transit Mall Rehabilitation or Light Rail Construction
12. Major Retail Development
13. Parking Facilities
14. Redevelop Block 86

The River District Design Guidelines, along with the Central City Fundamental Design Guidelines, represent the approval criteria when conducting design review within the River District. The design guidelines have two tiers: guidelines that apply to all projects within the River District and specific sub-areas for which additional guidelines have been created.

River District Design Guidelines include:

- Link the Willamette River to the community reinforcing the river’s significance.
- Provide convenient linkages throughout the River District that facilitate movement for pedestrians to and from the river, and to adjacent neighborhoods.
- Enhance the qualities that make each area distinctive within the River District.
- Incorporate water features or water design themes that enhance the quality, character, and image of the River District.
- Incorporate works of art or other special design features that increase the public enjoyment of the River District.
- When developing at gateway locations, provide a distinct sense of entry and exit that relates to the special qualities of an area.
- Provide human scale and interest to buildings along sidewalks and walkways.
- Orient building entrances at pedestrian circulation points which conveniently and effectively connect pedestrians with transit.
- Design surface parking and parking garage exteriors to visually integrate with their surroundings.
- Locate and design buildings to provide for future infill development on surface parking areas.
- Reduce the impact on pedestrians from cars entering and exiting garages by locating access on alleys and locating active spaces on ground floors that abut streets.
- Increase river and waterway view opportunities to emphasize the River District ambiance.

Specific Sub-area Design Guidelines include:

- Reinforce the identity of the Pearl District neighborhood.
  - Recognize the urban warehouse character when altering existing buildings and when designing new ones. Designs should provide a unified, monolithic tripartite composition (base/middle/top), with distinct cornice lines. Suburban dwelling forms should be avoided.
  - Celebrate and encourage the concentration of art galleries and studios with design features that contribute to the Pearl District’s “arts” ambiance. Consider features that provide connectivity and continuity such as awnings, street banners, special graphics, and streetscape coordination, which link shops, galleries, display windows and building entrances. Active ground level retail that opens onto and/or uses the sidewalk can contribute to the attraction of the “arts” concentration.
- Reinforce the identity of the NW 13th Avenue Historic District using the historic district design guidelines.
Pearl District Development Plan
Background Information

- Establish a new identity for the Tanner Creek area (north of NW Hoyt Street).
- Reinforce the identity of the North Park Blocks Area.
  - Create a sense of enclosure with buildings that are at least two or more stories in height. There should be no gaps in the block facades that front the Park Blocks.
  - Locate garage entrances and driveways away from Park Block facades, where possible.
- Reinforce the identity of the waterfront area with design solutions that contribute to the character of the waterfront and acknowledge its heritage.
  - Recognize the area’s maritime history by incorporating remnants of industrial infrastructure and/or providing docking facilities for a cruise line.
  - Orient new park areas to the neighborhood.
  - Integrate land use and make new development open and accessible.
- Enhance NW Naito Parkway (Front Avenue) to become an important landscaped corridor through the River District that is comfortable to pedestrians.
- Emphasize NW Broadway’s bright lights.
  - Make use of the theatrical, the exuberant, and the flamboyant in architectural forms, details, and signs.
  - Incorporate innovative lighting of buildings and signs.
- Enhance West Burnside Street by extending and improving its boulevard treatment and its environment for pedestrians.
  - Buffer and separate the sidewalk from vehicular traffic with street trees, plantings, and protective bollards.
  - Enhance the pedestrian promenade through the use of arcades, awnings, and wider sidewalks.
  - Punctuate ground floors with building entries and display windows.
  - Locate driveways and garage entrances on side streets.

River District Housing Implementation Strategy
Annual Report (Spring 2000)

This Strategy sets forth objectives designed to assure that the River District will be developed at high residential densities with rental and for sale units serving a broad range of household income levels. The goal is to create approximately 5,000 new housing units over a twenty-year period, through new construction and rehabilitation/conversion. Given the remarkable success of the past few years, these targets were updated in 1999.

<table>
<thead>
<tr>
<th>Original Housing Targets</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Household Income Category</strong></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Extremely Low/Low (0-50% of MFI)</td>
</tr>
<tr>
<td>Moderate (51-80% of MFI)</td>
</tr>
<tr>
<td>Middle/Upper (81%+ of MFI)</td>
</tr>
<tr>
<td><strong>Total</strong></td>
</tr>
</tbody>
</table>
In addition, the City of Portland intends that income levels for residents of the River District (new plus existing units) will match that of the City as a whole. In 1999, the housing targets were broken out into five income categories to better track progress at addressing the need for extremely-low and middle income housing.

### Summary of New Units Since 1999

<table>
<thead>
<tr>
<th>Household Income Category</th>
<th>Housing Targets (% of Total)</th>
<th>Approximate number of New Units Needed To Meet Updated Target</th>
<th>Number of New Units Since 1999 (% of new units)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Extremely-Low (0-30% of MFI)</td>
<td>11%</td>
<td>359</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>Low (31-50% of MFI)</td>
<td>11%</td>
<td>365</td>
<td>72 (10%)</td>
</tr>
<tr>
<td>Moderate (51-80% of MFI)</td>
<td>13%</td>
<td>440</td>
<td>129 (19%)</td>
</tr>
<tr>
<td>Middle (81-120% of MFI)</td>
<td>24%</td>
<td>797</td>
<td>26 (4%)</td>
</tr>
<tr>
<td>Upper (121%+ of MFI)</td>
<td>41%</td>
<td>1,389</td>
<td>461 (67%)</td>
</tr>
<tr>
<td>Total New Units To Be Built</td>
<td>100%</td>
<td>3,350</td>
<td>688</td>
</tr>
</tbody>
</table>

### City of Portland/Hoyt Street Properties (HSP) Development Agreement

#### Density Obligations

Prior to the development agreement, HSP was subject to a requirement of 15 dwelling units per acre. HSP is now obligated to build at a density of at least 87 dwelling units per acre on its non-committed properties at the time the agreement was executed in September 1997. At the same time the city is required to undertake public improvement projects, such as the Lovejoy Ramp, Central City Streetcar, and open spaces which will further increase HSP’s minimum density to as much as 131 dwelling units per acre. Per the agreement, HSP’s current required minimum density is now 109 dwelling units per acre. HSP has six projects that have been built or are under construction since the agreement was executed. The projects total 723 units, at a density of 141 units per acre, significantly exceeding the minimum density requirements.

#### Affordability Requirements

The agreement requires HSP to make “good faith efforts” to help achieve the city’s new targets. HSP is required to provide the following minimum percentage of total units:

- 15% for extremely low and low income (up to 50% of MFI)
- 20% for moderate incomes (up to 80% of MFI)

HSP commitment is predicated on “the availability of public financial assistance”, recognizing that these types of units typically require public financial assistance.

Of the 922 units that have been developed under the terms of the agreement, 182 units (20%) are affordable to low income households, up to 50% MFI; 198 units (21%) are affordable to moderate-income households up to 80% MFI. These results are all within the target ranges outlined in the agreement.
Pearl District Parking Development Plan (2000)

Findings

- There is an immediate need for more parking and the need will increase in the next five years.
- New development is expected to provide enough parking for its tenants, but not enough for visitor parking.
- During the rapid growth of the past few years, no generally available commercial parking has been developed.
- The core of the Pearl District, between 11th, 14th, Everett and Irving, is the parking ‘hot zone’, with the greatest concentration of retail space and the highest need for parking.
- New general commercial parking is not financially feasible without public assistance.
- At the time of the plan, only three full-block sites and four-to-five half-block sites were available for parking structures. A half-block site is not as efficient and yields only about 40% of the spaces of a full block structure.
- The most efficient way to serve visitor parking needs is through the development of city operated parking in private structures constructed as part of new development. This method could provide needed parking in smaller increments close to the greatest need.

Recommendations

- Install parking meters in all parts of the Pearl District.
- Create a temporary permit program for employees in the area north of Johnson Street.
- Maximum parking ratios should be modified to be consistent for both growth and preservation parking categories.
- New surface parking should be prohibited within 100 feet of the Central City Streetcar.
- The city should establish a policy to provide financial support for long term parking spaces.
- Identify ways to increase access to the Pearl District in ways that reduce the need for parking by encouraging greater use of transit, bicycles, pedestrian modes; carpooling and car sharing programs; and shared parking.
- Acquire a full-block site at the western end of the district for a major new parking facility.
- Develop a detailed strategy for a “condominium” parking facility.
- Address construction worker parking needs.
- Convert unused loading docks to metered parking.
- Provide daily parking for employees and construction workers with surface parking sites on periphery of the district.
Background Information

NW Couch Street. The City Council directed the Bureau of Planning to evaluate the West End Vision Plan and report back to the Planning Commission. The Bureau of Planning prepared the West End Proposal.

The West End Proposal includes enhanced opportunities for mixed-use and commercial development; increased density and other incentives for housing development; liberalization of Central City Transportation Management Plan code provisions to encourage redevelopment of surface parking lots; and incentives for preserving existing affordable housing and developing new affordable and middle income housing.

Many of the proposed FAR and building height bonuses and other zoning code incentives could be examples for the Pearl District to achieve similar objectives.

**Midtown Blocks Planning Study**

In the fall of 2000, the City convened an inter-bureau team to analyze urban design concepts and development opportunities in the Midtown Blocks, the narrow blocks between SW Park and Ninth Avenues. An Advisory Council of Experts, comprised of nationally-recognized professionals with experience in a wide range of land-use issues, was convened in February 2001. The Report of the Advisory Council of Experts has been accepted as a starting place to direct and manage change in the Midtown area over time.

The Midtown Blocks and those immediately surrounding them are an opportunity to:

- Reinvigorate the retail core of downtown by expanding the retail base, by reinforcing and enhancing the traditional arrangement of different retail uses within the West End, and by linking with the emerging retail in the nearby Brewery Blocks and Pearl District;
- Accelerating the development of the West End of downtown;
- Providing a “European” model of urban plazas and street treatments, which would link the North and South Park Blocks and reinforce east-west connections between the retail core and the West End, while leaving some of the narrow blocks developed for the time being.

The City’s inter-bureau team is working on a development strategy.

**River Renaissance Vision**

In September 2000, the City launched River Renaissance and held vision events that drew over 1,000 participants. The Vision is a sketch of the Willamette River as many people would like to see it in the future. It reflects the ideas, themes, and priorities that emerged through the vision workshops and events. The broad themes in the Vision include:

- Assure a clean and healthy river for fish, wildlife, and people.
- Maintain and enhance our prosperous working harbor
- Create vibrant waterfront districts and neighborhoods
- Promote partnerships, leadership, and education

The City has established an Inter-Bureau River Renaissance Team to develop integrated work plans to ensure that the city is working in an efficient, effective and complementary manner. The Bureau of Planning is working with the inter-bureau team to coordinate revisions to the Willamette River Greenway Plan.
Portland River District Park System Urban Design Framework Study (2001)

This document sets forth in detail the location, goals, and preliminary program for the Pearl District Park Blocks. The design by Peter Walker and Partners Landscape Architecture builds on the Tanner Creek Park and Water Feature Steering Committee Report (1998).

The Framework Plan:

• Creates a strong and poetic metaphor of historic Tanner Creek. It addresses the deeper meanings of the natural cycle of water collection and storage, the visual relationship between water and land, and the natural and social life that they support.
• Provides a great variety of spaces, both in terms of use and scale.
• Reaches out to promote a synergy between civic and private development initiatives.
• Establishes strong, guiding principles to promote a sense of place. The plan relies on simple elements which are both common and unique to the city.

The program for the Park Blocks includes:

• The Park Blocks are neighborhood parks, and provide identity and form for a community which is being constructed from the ground up.
• The Park Blocks should enhance and foster retail opportunities on the ground level of the adjacent structures.
• The Park Blocks should provide a venue for the Arts community. The artist-based legacy of the Pearl District and proximity of both the Pacific Northwest College of Art (PNCA) and the Portland Institute of Contemporary Art will enrich the life of the River District.
• Flexibility and variety of use are important. Passive recreation, limited active recreation (no defined play fields) and performance should be accommodated – particularly in the first park.
• Provide creative incorporation of water and linkage to a riverfront network.
• The park system framework must address the relocation of the Stefopoulos murals (Lovejoy Columns).

Key elements include:

• The Boardwalk – a continuous wood-plank walkway replacing the west sidewalk and parking lane along NW 10th Avenue. North of NW Overton Street it will gently ramp up to cross over the railroad tracks and Naito Parkway, ultimately connecting to the renewed Centennial Mills Building and terminating as a major promontory, high above the riverbank.
• The Stone Aquifer – a consistent element in each park will be a stacked, stone wall stepping both horizontally and vertically. It reacts differently with water in each park: an active fountain in Jamison Square, passive wetland features in the middle block, and agrarian in the northernmost block.
• The Pedestrian Gallery – A linear place, with a gravel surface, between the Boardwalk and the Stone Aquifer that provides a place for the promotion and creation of the arts.
On-going Planning Projects

There are a number of on-going planning projects in and around the Pearl District that could influence development policies and projects in the Pearl District.

Northwest Area Plan

The Bureau of Planning’s Northwest Area Plan, started in the fall of 1999, is considering land use changes to the industrial areas of Northwest Portland. The area plan has three main goals:

• Adopt the “Guild’s Lake Industrial Area” policy plan and a new Guild's Lake Industrial Area Plan District to implement the plan’s policies. The main focus is strengthening protections to industrial land in this area.

• Propose land use changes to the "transition area" (generally north of Lovejoy Street and south of Vaughan Street. These close-in areas, primarily zoned General Industrial (IG1), contain a diversity of land uses, and the new Central City street car that runs though the area provides opportunities to develop and implement strategies for the transition from industrial zoning to employment, mixed-use or residential zoning.

• Adopt the Northwest District Association’s new policy plan, which includes the "transition area" as well as proposals for Comprehensive Plan and Map changes, zoning, and zoning code amendments.

The Pearl District portion of the project covers the IG1 zoning for the area bounded by NW 12th Avenue, NW Lovejoy, the I-405 freeway and Savier (the northeast edge is jagged, but does not include the Hoyt Street Properties site). The Planning Commission has recommended:

• The IG1 zoning will changed to EXd (consistent with the rest of the Pearl District).

• The FAR for most of the area will be 5:1, though blocks east of NW 14th Avenue and north of NW Overton will go to 4:1.

• Maximum building heights will be 100-feet, though height bonuses will apply.

“North of Lovejoy” Project

The Bureau of Planning is considering initiating a six-month planning effort to evaluate building heights and FARs for the area north of Lovejoy and east of 12th Avenue. The goal is to create more varied building designs and to address market demand for more intensive development (the area currently has 2:1 FARs).

Burnside Transportation and Urban Design Plan

Portland’s Office of Transportation is working on a plan that will recommend transportation and urban design improvements for Burnside Street from 24th Avenue to the intersection of 12th Avenue and Sandy Boulevard. The plan also will consider the adjacent street network in the context of improvements to Burnside Street.

West End Proposal

In October 1999, the West End Steering Committee presented the West End Vision Plan to the Portland City Council. The West End Vision Plan outlined a revitalization plan for the western area of the downtown Portland, bounded by SW 9th Avenue, I-405, SW Market and
Pearl District Development Plan
Background Information

Proposed Business Improvement District
A Pearl District Business Improvement District (BID) would provide cleaning, graffiti removal, security, business development and marketing services. The BID encompasses 61 blocks from Burnside on the south, Lovejoy on the north, I-405 on the west, and Ninth Avenue on the west. This proposal is currently on hold pending further discussions.

Old Town/Chinatown Development Plan
A strategy for immediate, short-term and long-term public and private investments to use public investment to foster private investment in Old Town/Chinatown, while maintaining the unique character of the neighborhood. Similar issues are addressed including: reducing barriers, especially along Burnside; preserving and enhancing the historic and cultural character of the area; and supporting a mix of housing for different incomes.

Bridge the Divide and Cap I-405
A proposal to cap the below-grade portions of I-405 to provide new Central City development opportunities and re-connect neighborhoods split by the freeway. The proposal includes plaza/open space at W. Burnside.

Existing Classifications and Zoning Designations

Zoning*

EX – Central Employment
The predominant zone in the Pearl District and allows mixed-uses and is intended for areas in the Central City that have predominantly industrial type development. The intent is to allow industrial and commercial uses which need a central location. Residential uses are allowed, but are not intended to predominate or set development standards for other uses in the area. The development standards are intended to allow new development which is similar in character to existing development.

- Residential, retail sales and service, and office uses are all allowed uses.
- Maximum FAR and building height set by Central City Plan District standards
- No minimum setbacks, 100% building coverage allowed.
- No landscaping requirements.
- Groundfloor window standards apply.
- Pedestrian standards apply.
- All sites with frontage on to a transit street must locate main building entrance so that it faces the transit street or is at an angle of up to 45 degrees.

* Refer to Zone Districts map on page 30.
IG1 – General Industrial 1  
Implements the Industrial Sanctuary designation of the Comprehensive Plan. The zone provides an area where most industrial uses may locate, while other uses are restricted to prevent potential conflicts and to preserve land for industry. IG1 areas generally have smaller lots and a grid block pattern and tend to be the City’s older industrial areas. The area is mostly developed, with sites having high building coverages and buildings which are usually close to the street. The IG1 zoning within the Pearl District is part of the Northwest Area Plan, which will study and recommend zone changes to employment, mixed-use or residential zoning.

- Residential uses are prohibited. Retail sales and service and office uses are limited to one per site and the floor area may only be up to 3,000 sq. ft., additional retail uses or floor area up to 25,000 sq. ft. (60,000 sq. ft. for office uses) is allowed with a conditional use.
- New lots must be a minimum of 10,000 sq. ft. with minimum dimensions of 75 ft. x 75 ft.
- No limits on FAR or building height.
- No minimum setbacks, 100% building coverage allowed.
- No landscaping requirements.
- Groundfloor window standards DO NOT apply.
- Pedestrian standards DO NOT apply.
- Main building entrances DO NOT have to face a transit street.

CX – Central Commercial  
Provides for commercial development within Portland’s most urban and intense areas. A broad range of uses is allowed to reflect Portland’s role as a commercial, cultural and governmental center. Development is intended to be very intense with high building coverage, large buildings, and buildings placed close together. Development is intended to be pedestrian-oriented with a strong emphasis on a safe and attractive streetscape.

- Residential, retail sales and service, and office uses are all allowed uses.
- Maximum FAR and building height set by Central City Plan District standards.
- No minimum setbacks, 100% building coverage allowed.
- No landscaping requirements.
- Groundfloor window standards apply.
- Pedestrian standards apply.
- All sites with frontage on to a transit street must locate main building entrance so that it faces the transit street or is at an angle of up to 45 degrees.

Pearl District Development Plan  
Transportation System Classifications  
Central City Transportation Management Plan
**Transportation**

**Street Classifications***

**Regional Trafficway** – serves inter-regional movement with only one trip end in the Central City or bypassing the area completely.

**Major City Traffic Street** – serves as the principal route for auto, commercial, and emergency vehicles for access into the Central City, between Central City sub-districts, or through the Central City. These streets should provide connections to Regional Trafficways and Major City Traffic Streets in adjacent districts. Auto-oriented land uses should be encouraged to locate adjacent to Major City Traffic Streets. Access to off-street parking facilities shall be restricted when access can be accommodated on a side street. Priority should be given to pedestrian access and safety and to improving transit operations. Greater congestion may be acceptable. Preservation of on-street parking should be encouraged.

**Traffic Access Route** – provides access to Central City destinations, distribute traffic within a Central City district, and provide connections between Central City districts. These streets are not intended for through traffic with no origination or destination within the district. Access to parking facilities should be allowed. Priority should be given to pedestrian access and safety and to improving transit operations. Greater congestion may be acceptable. Solutions to congestion problems must accommodate the preferred high-density land use pattern. Preservation of on-street parking should be encouraged. Intersections between Traffic Access Routes and streets with higher and/or similar classifications should be signalized. Protected pedestrian crossings should be provided where needed.

**Local Service Street (all others)** – provide access to local uses within district, distribute local traffic, provide access to parking and loading facilities, and provide pedestrian and bicycle access. Access to parking facilities is preferred. Priority should be given to pedestrian access and safety and to improving transit operations. Greater congestion may be acceptable. Solutions to congestion problems must accommodate the preferred high-density land use pattern.

*Refer to Transportation System map on page 31.
Pearl District Development Plan
Policy Conflicts Memo

MEMORANDUM

To: Pearl District Development Plan Steering Committee
From: Tom Armstrong, AICP
Date: June 28, 2001
Re: Policy/Code Conflicts

At the June 2 Steering Committee meeting there was a discussion about identifying policies or development code standards that conflict between existing plans and with the Vision Statement. These conflicts are being addressed in three different ways:

1. A plan and policy review conducted as part of this process found a few policy conflicts, which are outlined below, and will be incorporated into the Development Plan.

2. The policy and code changes recommended in the Development Plan will be enhanced with more specific references or examples.

3. There are a number of on-going planning projects, such as the Northwest Area Plan, that are better suited to identifying and working out detailed changes to the development codes.

POLICY and DEVELOPMENT CODE CONFLICTS

Transit Street Designations

A question was raised about the street designation along the streetcar route, especially with respect to curb cuts for driveway access that may conflict with operation of the streetcar. A review of the Central City Transportation Management Plan shows that the entire streetcar route through the Pearl District is designated as Transit Access Streets. This designation is a secondary designation designed to give preference to bus access and circulation within a district. The highest designation is Major Transit Priority Streets, which covers the transit bus mall and light rail transit route. The primary difference is that Major Transit Priority Streets provide exclusive transit lanes, whereas the streetcar route is to operate in mixed traffic. Therefore, the Transit Access Street designation is appropriate.

With respect to curb cuts and access, the streetcar route is designated as a Parking Access Restricted Street, where access to parking will not be approved except when granted under adjustment procedures. So, while not specifically prohibited, curb cuts and access onto the streetcar routes will undergo closer scrutiny.

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tom@winterbrookplanning.com
Transit*

Transit Access Street – provide bus access to and circulation within a district. Buses stopping in the travel lane would be discouraged on Major Traffic Streets (Lovejoy St. and 14th Ave.), but may be permitted on Traffic Access Routes (Overton St., Glisan St., and Everett St., Ninth Ave., Tenth Ave., and 11th Ave.). Bus stop spacing will be approximately every two to four blocks.

Pedestrian*

Transit-Pedestrian Street – provide a high level of visible relationship between pedestrians and transit. The streets are intended to accommodate high levels of pedestrian traffic, provide positive urban design features to promote pedestrian activities, and to provide visual signals to traffic to respect and give priority to pedestrians and transit.

Central City Walkways – provide direct connections to the Central City, between districts, and major destinations within each district. Designated streets should be the priority for urban design elements and streetscape amenities to provide a consistent and identifiable pedestrianway. Intersections with Major City Traffic Streets and Traffic Access Routes should have signalized crossings.

Bicycle*

Central City Bikeway – provide safe, direct, and convenient bicycle access between and within Central City districts. Bicycles should be able to negotiate the route at least as safely and easily as other transportation modes. Intersections with major streets should be signalized. Bike lanes should be provided on streets where both auto speeds and traffic volumes are high, where the speed difference is substantial (e.g. up hills), or where otherwise needed to enhance safety.

Bike Path – off-street facilities designed to establish adequate and convenient routes for recreation and utility bicycling and may be shared with pedestrians.

*Refer to Bicycle & Pedestrian Transit Facilities map on page 32.
Industrial Uses
Market economics are rapidly driving out most industrial uses within the Pearl District, but various policies support continued or even growth of industrial uses.

Current Policies:

**Central City Plan Policy 17F (River District)** – Accommodate industrial growth in industrial zoned areas.

**River District Urban Renewal Plan, Job Creation, Objective 2**. Keep job producing activities in the Industrial Sanctuary.

**EX (Central Employment) Zone, Statement of Purpose** – The zone allows mixed-uses and is intended for areas in the center of the City that have predominantly industrial type development. The intent of the zone is to allow industrial, and commercial uses which need a central location. Residential uses are allowed, but are not intended to predominate or set development standards for other uses in the area. The development standards are intended to allow new development which is similar in character to existing development. (Emphasis added.)

Northwest Transition Zoning Project - Proposed zoning changes to the "transition area "(generally the Industrial Sanctuary area north of Lovejoy Street and south of Vaughan Street). These close-in areas, primarily zoned General Industrial 1 (IG1), contain a diversity of land uses, and the new Central City street car that runs though the area provides opportunities to develop and implement strategies for the transition from industrial zoning to employment, mixed-use or residential zoning.

Tanner Creek and Basin
A number of policies refer to the daylighting of Tanner Creek through the center of the Pearl District and constructing a large focal point basin at the outfall of Tanner Creek on the Willamette River. However, subsequent technical studies have shown that daylighting is not feasible and the final design for the Pearl District Blocks has not incorporated the daylighting elements. At some point, these policies should be updated and references to daylighting should be removed.

Current Policies:

**Central City Plan Policy 17J (River District)** – In coordination with the Combined Sewer Overflow (CSO) Tanner Creek Basin Project, daylight Tanner Creek through the center of the District and construct a large focal point basin connecting Tanner Creek with the Willamette River to provide a tangible amenity that distinguishes the River District.

**River District Urban Renewal Plan, Utilities, Objective 3** – In conjunction with the City’s Combined Sewer Overflow Program, pursue "daylighting" (replace the piped drainage facility with an open air creek) Tanner Creek within the District. Utilize the daylighted creek as a basis for open space and educational amenities. The specific blocks which will be developed for parks and open spaces in conjunction with the creek will be determined based on overall development plans and open space needs within the Area.
Policy Conflicts

River District Design Guidelines (1998) – The design guideline B5-1 specifically references the Tanner Creek Park Blocks, now commonly referred to as the Pearl District Park Blocks. It also calls on park design features to emphasize the Tanner Creek stream course as the organizing/identifying design feature of the park.

Tanner Creek Park and Water Feature Steering Committee Report (Oct. 1998) – Based on the information available, the Committee did not support the idea of a continuous flow in a channel that would have to cross public right-of-way as well as private property. There was also concern about the quality of the water, the amount of water and maintenance implications.

Staff Comment:
If daylighting the creek is a priority, then further detailed investigation will be needed to find a solution that satisfies the concerns raised by the committee.

The large basin west of Naito Parkway on the water feature site connecting to the Willamette River is problematic from the standpoint of cost, environmental issues and identified recreation needs.
December 6 Open House - Public Comment Summary

About 75 people attended the first public workshop, which was held on December 6, from 6:30 – 8:30 p.m. at the Swigert Commons at the Pacific Northwest College of Art. The format of the meeting was an open house that allowed participants to move through a series of display stations at their own pace. For each category of the vision statement (i.e. Built Environment, Housing, Transportation, etc.) there was a station with background information (primarily maps), the vision statement element (each board has text plus photos, illustrations and other graphics to support), and a flip chart to write down comments. In addition to written comments, each participant was given some dots/stickers and asked to place green dots next to statements they strongly agreed with and red dots next to statements they strongly disagreed with. Steering Committee members, City staff, and consultants were on hand to explain the vision statement, answer questions, and solicit feedback.

The following summary report includes the text of the vision statement as presented at the open house, comments received on the flip charts, tallies for the green and red dots, and an initial response as to how to incorporate the comments into the Development Plan.

Vision:

The Pearl District is a unique neighborhood that offers a diverse range of housing, jobs, retail and cultural opportunities. The vision for the Pearl District is to maintain that vibrant mix as the community evolves and matures. Change is seen as a means to enhance the community as the neighborhood continues to shift from a light industrial/warehouse district to a mixed-use neighborhood that serves as a model for a compact, urban neighborhood.

At the same time, the Pearl District will maintain its connection to the past. Its historic buildings and architectural features contribute to its character and identity and provide a richness that is not found in other parts of Portland. Existing buildings provide a diversity, quirkiness and variety of styles and design that should be reinforced by new development.

The Pearl District strives to offer a range of housing that meets the needs of all types of households – singles, couples, empty nesters, and families. As the neighborhood undergoes a transition, there is a need to provide community spaces, especially through creating formal and informal gathering places.

To further facilitate community interaction, new development will support the creation of active, pedestrian-friendly streets. To reinforce the notion of active streets, there will be less dependence on the automobile and more reliance on walking, biking, buses and the streetcar, especially given the neighborhood’s proximity to a wide range of activities and services in the Central City.

Strategically located within Portland’s Central City, the Pearl District has excellent connections to downtown, surrounding neighborhoods, and the rest of the region. These connections must be strengthened, especially in terms of building a relationship to the Willamette River. Additional steps need to be taken to overcome barriers along I-405, Burnside Street, and Broadway Avenue.
Pearl District Development Plan
Open House Summary #1

Comments from Vision Statement Station:

• The only range of housing that will be left in Pearl will be subsidized S.R.O. buildings and upper-class boutique housing. [will incorporate as a Housing strategy – see page 20]

• The current buildings being put into/next to Pearl have about as much variety and richness as the cookie cutter housing of the infamous Irvine County in southern California. (2 green dots)

• The choice of photos to illustrate the goals and objectives is amusing – often a view of exactly what will disappear from Pearl or what is killing its special spirit. (Right).

Built Environment: New development will be urban in character that reflects the Pearl District’s heritage and seeks bold and adventurous designs that enhance the district’s distinctiveness.

Objective 1: (14 green dots)
Preserve the character of existing buildings and/or architectural features as a connection to its historic industry/warehouse roots and as a means to assure a variety of styles.

Objective 2: (5 green dots)
Maintain high standards for design to ensure that new development contributes to the unique character and diverse richness of the Pearl District.

Objective 3: (5 green dots)
Encourage a mix of housing, employment, retail, and cultural uses that create a truly mixed-use community.

Objective 4: (5 green dots)
Ensure that new and evolving uses (e.g. telecom hotels) are integrated into and enhance the vitality of the Pearl District.

Objective 5: (6 green dots)
Ensure that new development supports and reinforces public infrastructure investments, such as the Portland Streetcar and Jamison Square.

Objective 6: (13 green dots) (10 red dots)
Encourage the relocation of the main Post Office. Until then, work to reduce the dominance of and integrate the main Post Office site into the fabric of the community.

Built Environment - Comments:

• The Post Office must go!

• Replace the Post Office with a branch post office. [will adjust objective – see page 10]

• Extend the park blocks to the River. Relocate the Post Office.

• Please don’t destroy us all with your madness. All branches of life are nice, even Post Offices.

• Keep the Post Office as an essential service for low income and elderly who make up its walk-in businesses (checks/cash/id/passports/government forms).
Pearl District Development Plan
Open House Summary #1

- Keep the building heights low and in scale. No big towers, especially down by the river. (4 green dots) [needs further discussion about future vision for the built environment]
- Keep the European flavor of Portland! Build low (not high-rise buildings!) More parks and squares!
- Not pleased when developers push building heights. Those of us who helped this area develop get pushed into the shadows of the big new buildings.
- No 150’ building heights. Amen!! (1 green dot)
- Keep new buildings in scale with the existing neighborhood.
- Height restrictions for new construction or remodel to existing structures (2 green dots)!!
- Objective 3: Easy, less expensive, fussy places to eat. (3 green dots)
- Objective 3: Let’s hope for more than shop girls and “dot coms” for this place.
- Room for green-balconies, plantings, bird feeders.
- Encourage imaginative architecture.
- Limit and disperse any telecom hotels! (Yes! Yes!)

**Neighborhood Amenities (formerly Public Realm):** The Pearl District will be a vibrant neighborhood as part of the Central City with a range of amenities that support people who live and work in the community.

- Objective 1: (none) Encourage the establishment of services and facilities that are appropriate to the community.
- Objective 2: (4 green dots) Create community spaces, both indoors and outdoors which serve as gathering places for the neighborhood.
- Objective 3: (5 green dots) Maintain and enhance public open spaces as neighborhood amenities.

**Neighborhood Amenities (formerly Public Realm) - Comments:**

- Get us a grocery store. [will incorporate as a strategy – see page 16]
- Get us an affordable and real grocery store.
- Get us a liquor store. [will incorporate as a strategy – see page 16]
- Yes, yes – move in Dean & Deluca’s so the haute bourgeois don’t have to leave their half-million dollar live-work lofts.
- Other missing amenities: Video store (1 red dot), farmer’s market, cheap good “eats”, butcher shop, swimming pool (1 green dot), lunch places. [will incorporate as a strategy – see page 16]
- We still have a lot of the neighborhoody things – greenspaces, cheap eats, and more low key restaurants. The last thing we need is another store of old, expensive stuff – pretty over that.
- Child friendly spaces (1 green dot) (1 red dot). Possibly an elementary school. [will incorporate as a strategy – see page 16]
**Pearl District Development Plan**

**Open House Summary #1**

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**From the Children of Childpeace Elementary School:**

<table>
<thead>
<tr>
<th>Play equipment</th>
<th>Bigger swings</th>
<th>Climbing structure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less trash</td>
<td>Less noise</td>
<td>Science stuff</td>
</tr>
<tr>
<td>Fishing pond</td>
<td>Trees to climb</td>
<td>Rope swing</td>
</tr>
<tr>
<td>Tire swing</td>
<td>Merry go round</td>
<td>Bark dust</td>
</tr>
<tr>
<td>Sandbox</td>
<td>Tree fort</td>
<td>More slides and bigger</td>
</tr>
<tr>
<td>Birdfeeder (birdhouses)</td>
<td>Flowers</td>
<td>Hopscotch and 4-square</td>
</tr>
<tr>
<td>Soccer nets</td>
<td>Lower basketball hoops</td>
<td>Less cars</td>
</tr>
<tr>
<td>A garden</td>
<td>Monkey bars</td>
<td>Drinking fountains</td>
</tr>
<tr>
<td>Benches by the soccer field</td>
<td>Slider ropes</td>
<td>Small fence</td>
</tr>
<tr>
<td>Pond, bridge and fish in the pond</td>
<td></td>
<td>Instruments</td>
</tr>
</tbody>
</table>

Tall clock so we can see what time it is.

Tree house over the water.

**TRANSLATION:** a playground and other activities for children. [will incorporate as a strategy]

**Housing:** The Pearl District will have a diverse inventory of housing available to different types of households and income levels.

- **Objective 1:** (8 green dots)
  - Encourage a diverse mix of housing types that is affordable to a range of households.

- **Objective 2:** (3 green dots)
  - Promote the development of live/work lofts as a means of enhancing the mixed-use character of the neighborhood.

- **Objective 3:** (2 green dots)
  - Provide for a variety of services to support a diverse range of residents.

**Housing - Comments:**

- I’m afraid we may already have lost the battle to maintain a good supply of low-income housing. (1 green dot)
- It’s gone! Lawyers and stockbrokers.
- Live/work lofts for whom?! More "at home" lawyers and venture capitalists?
- Look at multi-purpose buildings – housing, public spaces/community programs, retail and possibly anchor tenants as a subsidy for housing to keep it affordable. [will incorporate as a strategy]
- Homer Williams: Abandon the 200’ x 200’ block. The new development is monotonous. City of Portland needs to learn how to plan creatively – not just enforce the zoning code.
- Enhance the existing industrial characteristics of the neighborhood. This is why we
moved here in the first place. Make developers pay into an endowment fund that will restore advertising murals [will incorporate as a objective/strategy – see page 7], subsidize existing industries, help to provide low-cost space for artists [will incorporate as a strategy under Arts and Culture – see page 23] and generally maintain what little character is left. Don’t forget the community spaces! Developers are getting away with murder by not providing appropriate amenities in their residential projects. Development fees are already outrageous. What does another 1 percent matter?

- Where is the grocery store? (2 green dots)

**Arts and Culture:** *Artists and art institutions are important and will continue to play a prominent role in the identity and character of the Pearl District.*

Objective 1: (2 green dots)
  Foster partnerships within the community to create and support cultural spaces and activities.

Objective 2: (6 green dots)
  Support cultural institutions, such as PNCA, PICA, and others, in the neighborhood.

Objective 3: (11 green dots)
  Support the Pearl District’s identity as an artistic community.

**Arts and Culture - Comments:**

- Future rent subsidies so art boutiques can stay in Pearl to give out white wine on 1st Thursdays.
- Provide affordable spaces and places for artists and architects and others to live and work. [will incorporate as a strategy under Arts and Culture objective #1]
- The Pearl is going to be about as artistic as Georgetown or “?” in Vancouver in five years. As real activity is driven out by economics of a planned neighborhood next to downtown. If you don’t own your building, you are history.
- Actually buy some NW art.
- Joint strategizing between OT/CT, OAS, Culture and History Programs and Pearl.
- Interest in a community center. [will incorporate as a strategy under Neighborhood Amenities]
- Look at the Everett Street lofts. [will incorporate as a strategy under Arts and Culture objective #1]
Edges/Barriers: *New development will help to strengthen connections between the Pearl District and its neighbors and to develop a relationship to the Willamette River.*

Objective 1: (6 green dots)
Strengthen the connection to the Willamette River.

Objective 2: (5 green dots)
Improve connections across Burnside Street to the West End and Downtown.

Objective 3: (4 green dots)
Enhance the north Park Blocks and Broadway Avenue as a connection between the Pearl District and Old Town/Chinatown.

Objective 4: (1 green dots) (1 red dot)
Enhance connections over and under I-405.

Objective 5: (4 green dots) (5 red dots)
Explore the feasibility of capping the I-405 freeway and providing a gateway to the community.

Objective 6: (3 green dots)
Integrate the redevelopment of Terminal 1 into the Pearl District and the riverfront.

Edges/Barriers - Comments:
- 200’ river clearance like development south of Marquam Bridge (North Macadam).
- Objective 1 is unlikely since the grid has been plotted parallel to the river instead of angling down to the river. But then we would lose money on those less desirable triangular lots.
- Probably what we love most is being able to walk so much. I’d like to see more crossovers into surrounding areas (Burnside, River, towards N.W.) so that Pearl isn’t isolated.
- Agree. Need to ensure walking access.
- Create spaces and programs that encourage people.
- Tame Burnside and I-405 for pedestrians!
- Active streetscape through I-405 along light rail and the street car line.
- Have joint/2-3 neighborhood planning committees.

Economic Opportunities: *The Pearl District will offer a wide range of employment opportunities to help maintain diversity and enable people to live, work, shop and play within the neighborhood.*

Objective 1: (2 green dots) (1 red dot)
Encourage new employment opportunities that capitalize on the Pearl District’s location within the Central City.

Objective 2: (11 green dots)
Support independent, long-time businesses that are an important part of the character and diversity of the neighborhood.

Economic Opportunities - Comments:
- Objective #1: Ah yes, more hourly jobs for car valets to service boutique eateries. Thanks.
• Existing industrial and non-trendy/glamorous businesses are what give this district its unique character.
• New "industrial-style" buildings will look pretty silly without any industry to back them up.
• Support the existing employment base.
• How can non-profit organizations fit in – how could that be affordable?
• Let’s be careful where retail goes.
• Buy your building – burn a condo.

Transportation/Parking: The Pearl District will become a showcase for a compact, high density, urban neighborhood that reduces reliance on the automobile.

Objective 1: (none)
Recognize that there will be congestion and conflicts between different types of users, but solutions should balance the needs of all users and should not seek to exclude specific modes of transportation.

Objective 2: (3 green dots)
Ensure that new development supports the streetcar as a major component of the community’s accessibility and mobility.

Objective 3: (8 green dots)
Create a transportation system that offers alternatives (i.e. walking, biking, transit) for traveling to, from and within the Pearl District.

Objective 4: (7 green dots)
Create pedestrian-friendly streets that provide for an active, interesting, and safe environment.

Objective 5: (6 green dots) (7 red dots - old rails in streets)
Preserve the historic character and richness of the neighborhood by protecting and maintaining streetscape features such as cobblestones and old rails in the streets.

Objective 6: (7 green dots)
Ensure an adequate amount of parking without detracting from the vitality of the neighborhood.

Transportation/Parking - Comments:
• There is no sense of adequate parking being projected for planned housing plots let alone for the street level "boutiqueing" of our own Rose City Georgetown.
• Extend Fareless Square throughout the River District (3 green dots).[will incorporate as a strategy under Transportation objective #2]
• Bicycles! More bike parking, keep the streets bike and pedestrian friendly. (3 green dots).[will incorporate as a strategy under Transportation objective #2]
• Only bike path along the river….come on! (3 green dots).[will incorporate as a strategy under Transportation objective #2]
• It’s really important to leave room for the parking strips for good sized trees to grow and thrive in! (3 green dots).[will incorporate as a strategy under
Transportation objective #3]
• You have been ripping up cobblestones and street rails.
• You just paved over cobblestones on 12th – see Objective #5. Use cobblestones between H and I on 11th.
• Keep the cobblestones.
• Save the cobblestones. (1 green dot)
• Restore the cobblestones.
• The rails are quaint, but the pits around them are dangerous. [will adjust Objective #5 to delete reference to rails and focus on preserving the cobblestones]
• Rails are great, but I wiped out on them on my bike!

Open House Summary #2
May 23 Open House - Public Comment Summary

On May 23, 2001 an open house was held at the Pacific Northwest College of Art. The purpose of this meeting was to review the draft Development Plan and proposed Action Items. About 60 people attended and provided comments on flip charts, questionnaires, and with dots. Each participant was given four green dots (to be placed on their highest priorities) and two red dots (to be placed on items they strongly disagree with). Additional dots were available upon request.

The following is a summary of the comments, highlighting items for consideration in the Development Plan report.

The highest rated projects:
1. Public Market at the 511 Broadway Building (32 green dots)
2. Waterfront property acquisitions (18 green dots)
3. Affordable live/work space for artists (16 green dots)

Vision Statement
A few written comments and 4 red dots concerning the Pearl as a place with "grit and conflict". One suggested using the word "contrasts".

Built Environment
Overall, strong support for incentives and zoning changes to encourage innovative design (10 green dots), partial block development (8 green dots), and building setbacks for solar access (9 green dots). Flip chart comments include a dialogue concerning building heights that included arguments for both sides of the issue.

Housing
Strong support was indicated for the Housing Implementation Strategy (9 green dots) and encouraging mixed income and/or middle income housing (3 green dots). Additional flip chart comments in support of housing for artists and families, although the families action item received 6 green dots and 2 red dots.
Neighborhood Amenities
A number of flip chart comments focused on the need for a grocery store. There was divided opinion over siting a school in the Pearl (4 green dots, 6 red dots). Also there was opposition to a flip chart comment suggesting a cancer survivor’s park (1 green dot, and 5 red dots). Waterfront open space acquisitions were broadly supported (18 green dots) as was completing the Tanner Creek Park Blocks (8 green dots) and a community center at Centennial Mill (5 green dots).

Arts and Culture
Many comments in support of live/work space for artists (14 green dots). Also, strong support indicated for performing arts space (11 green dots), re-installing the Lovejoy Columns (10 green dots) and supporting PNCA and PICA (9 green dots). Comment noted that there are no action items dealing with galleries.

Economic Opportunities
Continued concern over the displacement of small businesses that add character to the neighborhood. Strong support (12 dots) for an incubator building.

Edges and Gateways
The Public Market at the 511 Broadway Building received the highest level of support (32 green dots, 1 red dot). There was little support for creating a gateway between the old and new parts of the Pearl (14 red dots) and capping the I-405 freeway (8 red dots).

Transportation and Parking
Strong support for expanding fareless square (11 green dots), installing more traffic signals (10 green dots), preserving cobblestones and historic features (9 green dots) and prohibiting surface parking lots (6 green dots). There was opposition to replacing parking meters with central pay stations (8 red dots), preserving and increasing on-street parking (7 red dots), and public restrooms (1 green dots, 3 red dots).

Comment Summary - Flip Chart Comments

Vision Statement
• I’m afraid the constrictive role of ‘conflict and conflict and grit’ escapes me. I certainly am not living in this area to heighten my sense of frustration (one green dot)
• Conflicts=contrasts, juxtapositions need to find a more helpful set of words to express this (one green dot)
• We don’t want to drive out all the ‘old’ small businesses that add to the visual, economic and other diversity

Built Environment
• Absolutely what distinguishes ‘Pearl’ from any other urban neighborhood is the architectural character. Full block projects and new buildings should maintain architectural integrity and fit into this context
• Definitely – the Pearl needs to retain its unique qualities or it will become just
another yuppie-haven. Maintain architecture styles, do not let artists be priced out
• Why is light industry being taken out? Character of district changing rapidly – not possible to save based on what is happening
• Should encourage light industry to stay. They too are integral to character
• Redirect post office traffic away from Glisan – i.e. alternate route to freeway (2 green dots)
• I disagree. Glisan is the appropriate route
• Stop allowing 12 story buildings that dominate the environment and exceed height limits (2 orange dots)
• I disagree. Height is not a problem
• We need setbacks to let sunlight in, perpendicular parking if possible
• Re think gay 90’s lamp posts (kitsch to the extreme)

Housing
• The noise level in the wee hours is not acceptable. Regardless of the nature or history or ambience of the neighborhood, people who live in this neighborhood should be able to and are entitled to downtime. (two red dots)
• Disagree with above. Don’t make the Pearl a suburban enclave. There’s room in Beaverton...
• Noise is not necessarily a required aspect of living downtown
• Noise and smoke until 2 a.m. OLCC and laws being introduced and passed to make a noise a non-issue. WE should expect occasional noise – but not every night until early morning
• This is an urban neighborhood. This is part of urbanity. Need vitality here at night. When we did not have this, the neighborhood was less livable.
• Explore urban co-housing
• Identifying the factors that would encourage families with kids to move to the area is just scratching the surface, more needs to be done. So far, the emphasis seems to be on people whose kids are grown and who have enough money to afford these outrageously priced houses.
• Where is the artist housing? Industrial strength work/live spaces where one can slop paint. The current marketplace in the Pearl will never support this.
• Develop a residential parking permit
• Still have not addressed truly integrated plan to maintain preserve artists in Pearl (residents – not students or represented artists – but affordable live/work) Create artists sanctuary or subsidized housing project in Pearl

Neighborhood Amenities
• Grocery shopping opportunities (two green dots)
• With this many people we must have someplace for groceries (not just Trader Joe’s and Natures and Farmers market
• Integrate carefully into mixed-use projects to avoid big boxes but definitely need to
eliminate trips to suburbs
• Provide amenities for residents such as neighborhood grocery store – not Safeway
• Liquor store (one green dot)
• Video store
• Movie theater
• We need a dog park
• We need more urban development on the River’s edge. Too much green space is already underutilized and dead
• Do not homogenize the Pearl – can make an attractive neighborhood without ‘cleaning everything up’ taking away urban characteristics (one green dot)
• Cancer survivor park (one green dot; five red dots)
• Trail and greenway along river is critical connection to rest of city’s trials and neighborhoods (five green dots)
• Complete city park blocks in this area (one green dot)
• Develop public market as described in federal building (eight green dots)
• Develop community center (one green dot)

Arts and Culture
• The viability of the ‘arts’ in the Pearl depends upon having artists working here! Where will they live and work?
• Buy art
• Pay tickets/do performances
• Although encouraging PICA and PNCA to remain anchors for the arts community here is a good strategy counting on this to ‘anchor and maintain’ pressure is dangerous. Need more integrated infrastructure to encourage/promote presence here
• None of these objectives directly deals with galleries
• Objective 1 (2) affordable studio space – does not find its way into action items
• Creation of performance space/facility in Pearl – great for whole performance culture. Citywide need.

Economic Opportunities
• We’re losing the ‘old’ businesses (Winks) because of the high cost of staying here. "Small" businesses can’t pay the bill (one green dot)
• This is very important to the quality of our lives
• Incubator building - Is there someway to build in grandfather clauses or incentives to maintain a small business?
• Explore TIF revenue financing bonds based on the creation of intellectual property within the incubators
• TIF and revenue bonds are exact opposites

Edges and Gateways
(No written comments)

**Transportation and Parking**

- 13th as a ‘woonerf’ connection from the south to the north (past brewery)
- The addition of many (thousands) of parking spaces – e.g. Brewery blocks, main post office, 9th and Lovejoy grocery store, will encourage thousands of daily trips by single occupancy vehicles to the area. Mitigating the impact of all this auto traffic on those who choose not to drive is of paramount importance. I suggest more traffic control devices (traffic signals) and as few curb cuts in sidewalks as possible (one green dot)
- If curb extensions are being considered at pedestrian crossings – also consider transit curb extensions to improve bus stops
- Where are the public restroom facilities in the new park?

**Questionnaire results**

1. _Does the vision statement reflect your views of the future of the Pearl District?_
   - Yes
   - I would like to have wide sidewalks and possible a pedestrian mall on one or two streets – these would increase livability and reduce traffic
   - Pretty much
   - Yes, as long as growth is maintained within livable standards. Do not turn the Pearl into a typical urban neighborhood i.e. do not price out light industry, businesses/artists and galleries – that was, afterall what attracted us here in the beginning
   - Yes, I think we are on the right track

2. _What are the most important projects, programs or policies?_
   - Riverfront and reuse of Centennial Mills
   - Make good walking areas
   - Discourage people bringing cars to the area. Encourage streetcar use
   - Discourage bicycles
   - Keep architectural integrity
   - Encourage mid-income housing
   - Encourage and develop facilities which will bring families to the Pearl
   - Zoning and parking issues need to be addressed. It is important to maintain the character of the neighborhood

3. _Is there anything missing?_
   - More cobblestone streets needed
Pearl District Development Plan
Open House Summary #2

- Need a full service grocery store – currently have to leave neighborhood to go shopping, taking the bus, etc. is inconvenient (two responses)
- No

4. Other?
- Consider taking some streets and making them pedestrian mall streets
- Thanks for all the work that has gone into this planning!
- I hope a lot of these plans are implemented

5. What do you think of the ‘big ideas’ that have been highlighted?
- Public market at 511 Broadway - number one
- Very important
- Post office infill – very important
- Centennial Mills – good idea
- Lovejoy Columns - good idea
- Redevelop under I-405 – good idea and within next ten years