



Pearl District

A Future Vision for a Neighborhood in Transition
Development Plan



Plan Approved by City Council October 2001

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An Appendix containing information describing the planning process, a glossary of terms, buildout analysis, background information, policy conflicts, and a summaries of the open houses is available as a separate document.

EXECUTIVE SUMMARY

The Pearl District Development Plan has been drafted by a 26-member steering committee, representing a wide range of viewpoints. The steering committee met 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. The committee's initial ideas and concepts were reviewed at a public open house before undergoing further refinement through an intensive subcommittee process. The steering committee then created a draft plan that was reviewed at a second public open house before the steering committee made final recommendations. This effort was funded by the Portland Development Commission.

The Development Plan has two elements: a vision statement and an action plan. The vision is a broad statement about the future of the neighborhood. The action plan includes supporting goals and objectives and identifies specific policies, guidelines, strategies, and projects that will be implemented in order to achieve the vision.

Vision Statement

Three key themes have emerged from this process:

- The Pearl District is undergoing an enormous amount of change, and special efforts will be needed to support elements that add character to the neighborhood. These elements of the neighborhood might otherwise be unable to remain in the face of escalating property values and rents. Efforts will focus on preserving historic buildings, supporting or providing opportunities for artists, and investigating ways to lessen the impacts of the changing neighborhood on established, independent businesses.
- Density adds to the neighborhood's vibrancy and will attract businesses, residents, and visitors who come to enjoy the variety of services and activities that make up the Pearl. At the same time, this area will require a significant degree of public and private investment to provide the amenities and services necessary to create a livable neighborhood.

- Finally, realization of the high expectations embodied in this Development Plan will require ongoing commitments and active involvement by everyone who cares about the Pearl District.

Action Plan

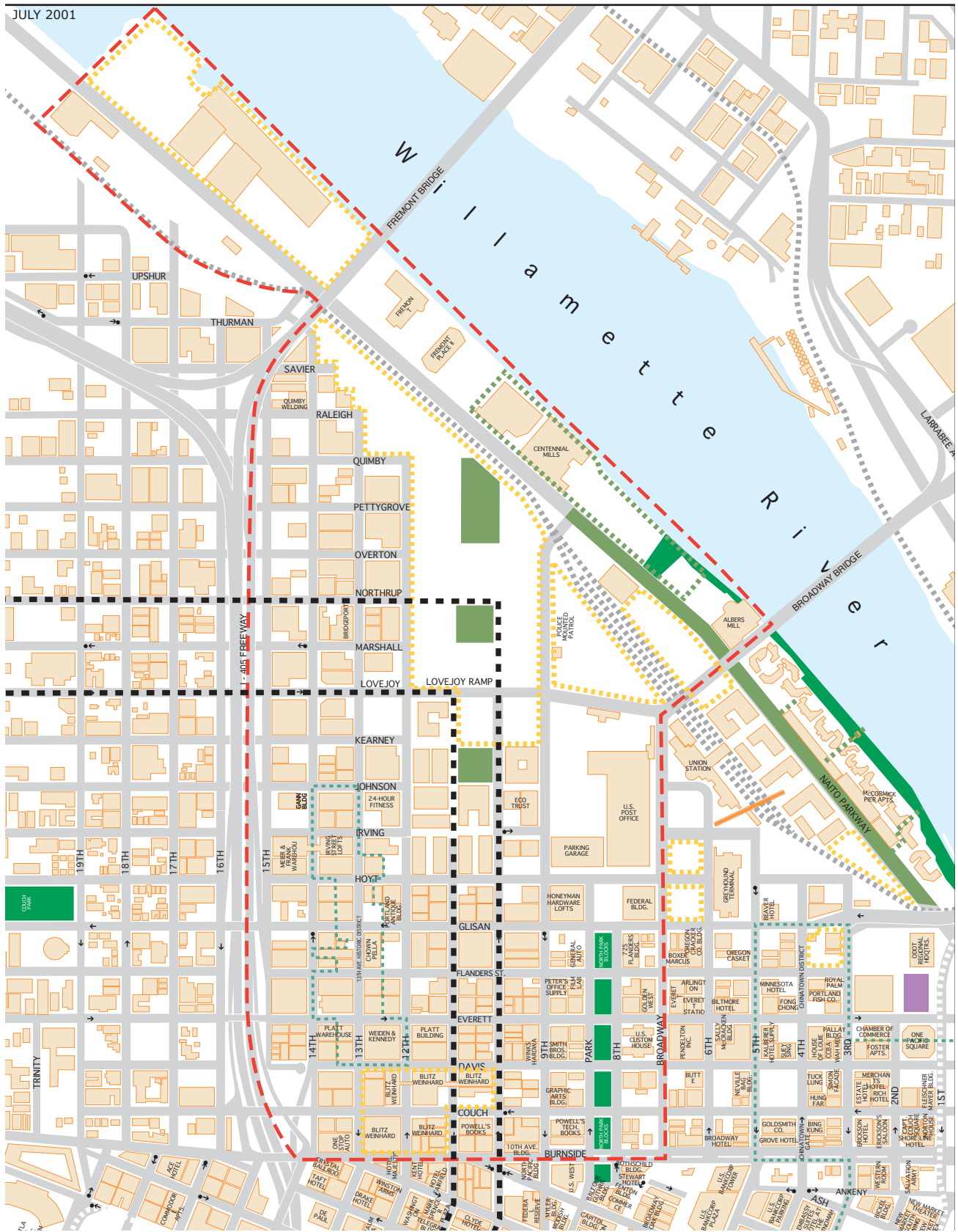
The Action Plan is organized by broad topics or sections (i.e., Built Environment, Edges and Gateways, Transportation/Parking, etc.). For each broad topic, there are goals and objectives that identify a wide range of projects, programs and policies to realize the vision. Each section ends with a summary matrix that identifies specific actions with priorities and responsible parties. The priority scale (high, medium, and low) roughly indicates either importance for timing or funding, and was set by the steering committee with consideration of the public open house comments. The following have been identified as highest priority actions, not in order of preference:

- Acquire remaining parcels along the waterfront
- Adopt code changes and incentives to encourage innovative design, preserve historic buildings, and create smaller affordable retail spaces
- Continue to implement the River District Housing Implementation Strategy
- Create additional public parking in the central/north area
- Create affordable studio space for artists
- Develop an incubator building to provide affordable space for small businesses and start-up companies
- Establish a community center or space for the neighborhood
- Locate a public market or other active public use at the 511 Broadway Building
- Re-install Lovejoy Columns as a gateway at Naito Parkway and NW Ninth Avenue
- Support existing arts and cultural institutions

In addition to establishing priorities, a series of concept plans and designs have been created for some key projects. These illustrations (highlighted throughout the report) are initial ideas and are intended to be a starting point for community discussions about potential projects that will help shape the character of the community.

Note: By its nature, this report is a planning document. The use of jargon and unfamiliar phrases has been minimized. If needed, there is a glossary of terms in the appendix to assist the reader.

PEARL DISTRICT DEVELOPMENT PLAN STUDY AREA



INTRODUCTION

The Pearl District today faces enormous opportunities and challenges posed by conflicting intentions. Numerous planning studies and “vision statements” have been written in the last twenty-five years attempting to grasp the future of this mercurial area. All of them have, in measure, underestimated the potential that has emerged. It is our hope that this Development Plan may weave together the work of these previous efforts, as well as focus and define the priorities of their goals and policies. The Pearl District Development Plan begins to address many of the issues, such as:

- What makes the Pearl District unique and how can we maintain it?
- How can we encourage a diverse mix of housing, employment, shopping and other activities in the Pearl?
- What can we do to make the Pearl District a model of compact urban development?
- What can we do to support the artistic element that is an important part of our identity?
- What can we do to support existing businesses and industries that make the Pearl unique?

The Development Plan is an opportunity to look at where we are, where we are going, and, most importantly, where we want to go. It has two elements: a vision statement and an action plan. The vision statement describes what we want for the Pearl District. The action plan identifies specific policies, guidelines, strategies and projects that are needed to address critical issues in order to achieve the vision.

The Development Plan recommendations build on the vast amount of planning work that has laid the foundation for the revitalization of Pearl District. Most of the recommendations fine tune existing policies and regulations or suggest projects or programs to implement existing plans. There also is a dose of reality, in that they reflect current market economics and realistically identify the types of actions where the neighborhood or the City of Portland can be most effective.

CONTEXT

The part of Portland that has come to be known as the “Pearl District” was once a marshland along the Willamette River, north of the emerging town. Filled to create more land for expanding railroad yards and associated warehousing, by the early 1900s the area had become the transportation hub of the city, and extensively developed with transit, storage and drayage uses. Manufacturing and ancillary uses proliferated as well. The area prospered as an industrial and warehouse district through the first half of the 20th century.



THE PEARL DISTRICT

Starting in the 1950s, the area reflected the dynamics affecting central urban areas nationwide. Transportation patterns increasingly shifted from water and rail to roads and highways, and subsequently, interstate freeways and air. The primary users relocated, leaving the District increasingly vacant and marginalized. These conditions created an area whose low rents attracted a diverse range of new tenants and users. The District became an “incubator” for start-up businesses. It became a convenient location for artists seeking inexpensive space and a casual environment. Warehouse buildings became used as dwellings, legally and illegally, introducing a new resident population. The District became an eclectic mixture of auto shops and art galleries. It became the mildly eccentric and quirky home of individuals and businesses that valued its proximity to the downtown, without its formality or expense.



NW GLISAN STREET

In the early 1980s, the Pearl District became the focus of planning efforts to convert under-utilized warehouses and abandoned rail yards into a mixed-use neighborhood. It started with an urban design study in the early-1980s, followed by the 1988 Central City Plan, which laid the foundation. The 1992 River District Vision Plan and 1994 River District Development Plan added more details. 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. Revitalization of the Pearl District also plays a critical role in Portland's housing strategy and in achieving regional and state goals for growth management. Success in creating a high density urban neighborhood will help relieve pressure to expand the UGB and protect rural resource lands. The Pearl also will provide a model for mixed use development in other parts of the Portland metropolitan region.

In the 1990s, new development took hold in the District. The area became more desirable as the idea of urban living has become more viable. New high profile restaurants and retail activities located in the District, in addition to "loft" residences in converted warehouses as well as new buildings. An emerging part of the Pearl was centered on redevelopment of the former Hoyt Street railyards, in turn offering different choices and a new environment for the District. During this time, the first streetcar in America in the last fifty years was planned and constructed to run through the Pearl, providing convenient connections to downtown, PSU, and Northwest Portland.

The District has prospered, with land values increasing dramatically, including rents. The District's cycle of change and displacement continues and is coming to bear on the artist studios and businesses that have given the District much of its character, and in large part created its renaissance.

The potential for change is tremendous. From a year 2000 baseline of 1,300 residents and 9,000 jobs, the future buildout of the Pearl District is expected to result in about 12,500 residents and 21,000 jobs. (See Appendix for an explanation of the underlying assumptions in the Buildout Analysis.)

These forces are driving the need to look forward and to address the issues and challenges that are effecting the Pearl District.

FUTURE VISION

The Pearl District was, is and will be an eclectic mix of activities and buildings. A place where creativity is encouraged and where contrast is part of the urban environment. It is and will be a neighborhood where residents, businesses and developers work together to build a community. A neighborhood where change and new ideas are accepted as part of life so long as the past is respected in the process. The essence of the Pearl as a community is that this is a neighborhood where people choose to come because of its unique mix of activities and its grit and contrasts – an urban place where daily life can be seen as much on the streets as in the buildings.

Change is a hallmark of the Pearl —whether it was railyards replacing marshland, trucks replacing trains, condos replacing artists, or streetcars replacing autos. The area is poised and uniquely able to respond to and direct some of this change as never before. The Pearl District will continue to diversify and offer a wide range of employment opportunities, educational and community facilities, active civic associations, and a variety of housing and services. Special efforts will be needed to maintain aspects of the community that might otherwise be unable to remain as market conditions shift. These efforts will focus on supporting and providing opportunities for artists, students, and older, established independent businesses to stay in the District.

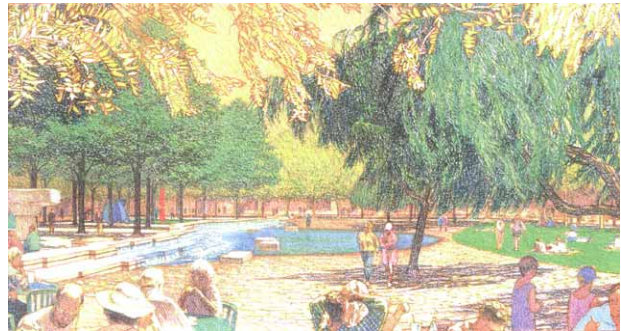


NW 12TH AVENUE/HOYT STREET

The Pearl's vibrancy will attract businesses, residents, and visitors who come to enjoy the variety and quality of commercial, artistic, community services, and activities that make up the Pearl. Developed at a density greater than anywhere else in the city, this area will require intensive public and private

infrastructure and amenities as it emerges. For example, the streetcar will be important – part asset, amenity, and incentive that will encourage further development.

As time goes on, the old and new Pearl increasingly will become one urban neighborhood as landscaping matures, as buildings gain the patina of time, and unique spaces and activities are established and experienced. Special efforts will be needed to preserve buildings and architectural features depicting the Pearl's history as visible connections to the past.



CONCEPTUAL DRAWING OF JAMISON SQUARE (NW 10TH AVENUE/JOHNSON STREET)

CALL TO ACTION

A lot of time and capital has been invested in the River District and the Pearl District. Much of that investment has been directed towards creating a high density urban neighborhood. However, it is not enough to build housing and hope the neighborhood thrives and succeeds. The success of the neighborhood is not only a measurement of the number of the units built and the number of people who live here, but the way in which people experience a healthy, engaging, and intriguing community. This will only happen as the public, private and community sectors continue to collaborate to improve the neighborhood. Realizing the high expectations embodied in this Development Plan will require ongoing commitments and active involvement by everyone who cares about the Pearl District. Market driven success has contributed to much of the success of the Pearl up to this point. It is now the time for us to build upon that success, and begin the next phase through careful collaboration of all of the stakeholders who call this district their home.

BUILT ENVIRONMENT

GOAL: New public and private development will be urban in character, will respect the Pearl District's heritage and will seek bold and adventurous designs that work within that context to enhance the District's distinctiveness.

Objective 1: Recognize the character of historic/architectural resources.

The Pearl's historic buildings and architectural features offer an important connection to the area's industrial/warehouse heritage. These buildings and features should be preserved, wherever possible, through rehabilitation and adaptive re-use.



PEARL TOWNHOUSES (NW 11TH AVENUE)

1. Update the inventory of historic buildings and other architectural features.

The last comprehensive study of historic buildings was completed in 1984. An updated inventory should not only focus on whole buildings but also identify significant architectural features of elements. (e.g., water towers, street and sidewalk features, spaces between buildings, signage, canopies, etc.). These elements should be preserved and protected through means such as design guidelines, design review, and financial incentives.



2. Provide assistance to property owners to make seismic improvements to historic buildings.

PDC should modify its seismic loan program and tailor it to better encourage seismic upgrades and promote the preservation of historic and cultural resources in the District. The program should be expanded to include other types of historic preservation improvements.



CHOWN PELLA BUILDING (NW 13TH AVE./GLISAN ST.)

3. Encourage owners of historic properties to list their buildings on the National Register of Historic Places.

The Neighborhood Association and the State Historic Preservation Office should create an education program to explain the responsibilities and benefits of designating historic landmarks.

4. Review and, if necessary, modify the City's development code to encourage historic preservation.

The Bureau of Planning should review current policies governing the transfer of development rights, especially FAR transfers, to ensure they are effective.

5. Target PDC's Storefront Improvement Program to assist owners and businesses in historic properties.

PDC's Storefront Improvement Program provides matching grants for exterior renovations. PDC should work with owners and businesses to enhance important landmarks.

Objective 2: Create and promote high design standards.

New development must maintain and enhance the character and architectural diversity of the District's several distinct subareas.



RIVERSTONE (NW 12TH AVE./JOHNSON STREET)

1. Review the River District Design Guidelines and their application in the Pearl District.

The Bureau of Planning, the Office of Planning and Development Review, the Portland Development Commission, and the Portland Design Commission should review the River District Design Guidelines with a view toward making them less prescriptive and more performance-based. Currently, the guidelines are used as standards and tend to discourage innovation in favor of the status quo.

The City also should establish a better notification system so that the Neighborhood Association is notified and consulted about upcoming projects at the earliest stage of the design process.

In conjunction with this review, the City and the Neighborhood Association should encourage the local chapter of the American Institute of Architects (AIA) and/or the University of Oregon or Portland State University (PSU) architectural programs to undertake another urban design study, similar to the RUDAT study completed in the early 1980s.

2. Provide incentives to developers to encourage the use of innovative and cutting edge design techniques.

PDC should work with property owners and developers to establish design competitions or design-build approaches for major new developments.

The Neighborhood Association should prepare a "Pearl District Advisory Guidelines for Developers" handbook to give direction to developers. The Neighborhood Association also should establish an annual awards program to recognize and encourage design excellence.

3. Review and revise the height and FAR allowances in the area north of Lovejoy and at Terminal One South to allow enough flexibility to achieve the design objectives of the District.

The current design guidelines seek to establish a new identity for the areas north of NW Hoyt Street. Increasing the building height and/or Floor Area Ratio (FAR) allowances for these areas may allow for more innovative design. For example, to discourage full-block developments and encourage variable building heights, the development standards could allow for higher building heights on only a portion of the site.



BREWERY BLOCK #4 (NW 11TH AVE./COUCH STREET)

Objective 3: Ensure that new development supports and reinforces public infrastructure investments and are integrated into and enhance the vitality of the Pearl District.



LOVEJOY STATION (NW 9TH AVE./LOVEJOY STREET)

The Portland Streetcar, Jamison Square, the Tanner Creek Park Blocks, and the North Park Blocks represent important community assets and investments. For example, the streetcar represents a major public investment and a key transportation strategy to provide access and mobility through the neighborhood and to the rest of the Central City while reducing reliance on the automobile. New development should capitalize on that investment by maximizing density, activities and orientation to these assets.

1. Review current design guidelines and development codes to ensure that high density and active uses are required along these assets.

The City should ensure street level activities and building entryways orient themselves to the sidewalks, streets and other public spaces. Buildings that front onto major public assets should have active uses on the ground floor and a high density of people (either residents or employees) on upper floors. The City should

establish criteria for “active uses” and to provide for a minimum density to assure “active” utilization of these buildings and the adjacent areas.

2. Specifically, support policy and code changes to require active uses along the streetcar.

Although in the planning and construction stages for a number of years, some City plans and policies do not fully support the streetcar, including the current zoning along parts of the line (in process as the Northwest Transition Zoning Project) and in the Central City Transportation Management Plan. Policy changes should be made to require active ground floor uses to create high density development (either housing or employment) and to prohibit surface parking lots along the streetcar line.



PORTLAND STREETCAR

Objective 4: Promote mixed-use development that contributes to a dense urban environment with an eclectic mix of uses.

The Pearl District is planned to be a high density, mixed-use neighborhood. Although density brings more people who contribute to the vitality of the District, it does create concerns about building design and massing, especially with full-block developments. Rising property values have increased market pressure to redevelop buildings in the Pearl. Sometimes this redevelopment is rehabilitation of an existing building, other times it is demolition.



725 FLANDERS BUILDING (NW 8TH AVE./FLANDERS ST.)

New development should add variety and interest to the Pearl, while respecting the existing mix of styles and building heights that give the Pearl its interesting character. Where opportunities present themselves, a mix of building heights should be encouraged to enhance open spaces, pedestrian connections, architectural variety, solar access, and historic preservation within the Pearl.

To preserve older historic buildings, the use of transfer of development rights (FAR or building height) should be encouraged. It is recognized that these transfers may create taller buildings, but it is a trade-off to insure preservation of existing historic buildings that strengthen the connection to the past. The design and style of these taller buildings should be respectful of adjacent buildings.

1. Create zoning and other incentives to foster more partial block developments.

The Bureau of Planning should create zoning and other incentives to encourage the use of FAR, height transfers and bonuses to encourage and support denser development on smaller parcels to create more variety and articulation in building design.

2. Identify opportunities for more flexible parking standards to support smaller/partial block development.

Accommodating off-street parking requirements can be a barrier to smaller/partial block development. The Bureau of Planning should review parking standards to create more flexible approaches, such as off-site shared or “condominium” parking, to satisfy parking requirements.

3. Address solar access requirements by providing incentives for building setbacks above a certain height.

Taller and bulkier buildings can create a shadow effect on the street and adjacent buildings. The Bureau of Planning should review solar access standards to ensure that light penetrates to the street level, especially for parks, squares and other public spaces.



CITY LOFTS (NW 10TH AVENUE/GLISAN STREET)

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.

Objective 5: Promote a rich, diverse, active streetscape and pedestrian life.

Streetscapes are more than just conduits for moving people, they are places where people interact and enjoy the neighborhood. Improvements are needed to make these streets active and pedestrian friendly. It is such an important element that additional objectives can be found in other sections (i.e., Edges and Gateways and Transportation).



FIRST THURSDAY GALLERY WALK

1. Encourage smaller retail spaces on the ground floor of buildings.

The City should identify market and regulatory obstacles to creating smaller retail spaces. The City should implement a program with incentives such as FAR bonuses for developments that create smaller retail spaces on the street level.

PDC should pursue a program to promote the use of condominium, co-operative, master leases or community land trust ownership models to secure space for small businesses and retailers.

2. Establish retail corridors.

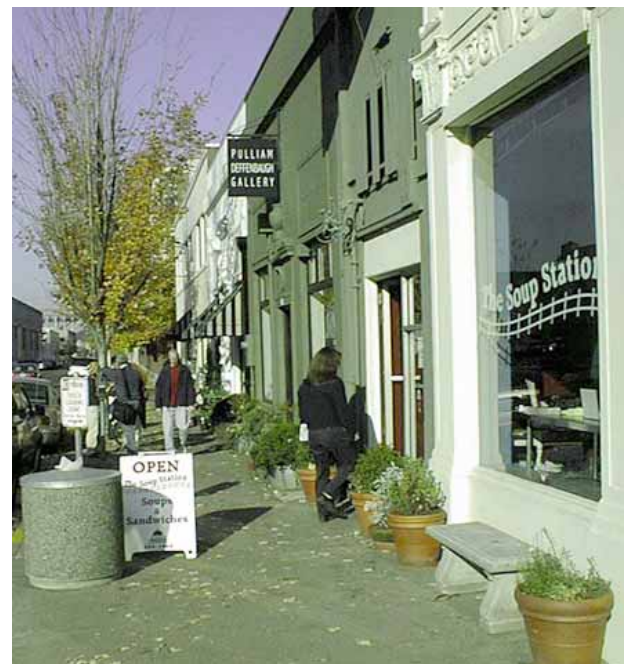
The City should refine ground floor active use requirements to target retail uses along specific corridors, such as NW Everett, NW Glisan, 10th, 11th, and along the Streetcar route. Other streets are more appropriate for other types of active uses such as professional office or services.

3. Provide more flexibility with building setbacks.

Requiring buildings to be built at the sidewalk edge is an important design standard to creating an active streetscape. However, the Bureau of Planning should review existing codes to consider allowing more flexibility with building setbacks if they are used to allow for wider sidewalks, plazas, or outdoor seating areas.

4. Encourage buildings with generous ground floor ceiling heights.

Taller ceiling heights can influence the appearance of a building at street level, create more attractive spaces, and provide greater flexibility for different uses over time. The City should explore incentives such as a building height bonus for increasing ceiling height within the project.



NW 12TH AVENUE

Objective 6: Reduce the dominance of the Post Office and integrate it into the fabric of the community.

The City should establish a partnership with the U.S. Postal Service to redevelop and re-use portions of the site, especially the parking areas along NW Ninth Avenue. Over the long term, encourage the relocation of the regional distribution facility, while retaining a postal facility to serve the River District.

1. Identify opportunities to provide for infill development along the perimeter of the Post Office property that is better integrated with the surrounding neighborhood.

The corner of NW Ninth Avenue and Lovejoy, and along Ninth Avenue, are opportunities for redevelopment which would change the relationship of the Post Office to the neighborhood. *(See conceptual design on facing page.)* PDC should sponsor a design process to engage the community and the U.S. Postal Service in addressing a wide variety of issues, including: urban design and landscaping where the site interfaces with the neighborhood; economic feasibility; operational impacts on the postal facility; opportunities for improved access to the riverfront and Union Station; and the visual impact of the facility from the perspective of the North Park Blocks. Other opportunities include providing for parking under the Lovejoy Bridge or structured/shared parking for community users and post office employees.

2. Re-establish a full-service post office substation within the Pearl District.

Currently, the Post Office has limited services for customers. Residents and businesses have to travel to the facility at NW 24th Avenue to collect parcels, held mail, or conduct other business with the U.S. Postal Service.



MAIN POST OFFICE (NW BROADWAY/HOYT STREET)

EXPAND EXISTING STRUCTURED PARKING BY 140 SPACES AND PART OF DEVELOPMENT PLAN.

REORGANIZE EXISTING LOT TO CREATE 138 SURFACE SPACES

ACTIVATE & ENHANCE 9TH AVE BY REDEVELOPING 100' DEEP STRIP OF POSTAL PROPERTY.

Aerial View from the Northwest

Site Plan

NEW DEVELOPMENT COULD INCORPORATE APPROX. 42 CAR SPACES & 9,000 SF OF RETAIL ON GRD. FLR.

UPPER FLOORS COULD BE FROM 14,000 TO 20,000 SF OF RESIDENTIAL PER FLR.

REORGANIZED PARKING

EXPAND PARKING DECKS

The aerial view shows the project area from the northwest, highlighting the existing structured parking lot, the reorganized lot for surface parking, and the 100' deep strip of postal property along 9th Avenue. The site plan provides a detailed layout of the property, showing the new development footprint, parking areas, and surrounding streets including N.W. Marshall St., N.W. Irving St., N.W. Johnson St., N.W. Kearney St., N.W. Lovjoy St., N.W. 10th Ave., N.W. 11th Ave., N.W. 12th Ave., N.W. 13th Ave., N.W. 14th Ave., N.W. 15th Ave., N.W. 16th Ave., N.W. 17th Ave., N.W. 18th Ave., N.W. 19th Ave., N.W. 20th Ave., N.W. 21st Ave., N.W. 22nd Ave., N.W. 23rd Ave., N.W. 24th Ave., N.W. 25th Ave., N.W. 26th Ave., N.W. 27th Ave., N.W. 28th Ave., N.W. 29th Ave., N.W. 30th Ave., N.W. 31st Ave., N.W. 32nd Ave., N.W. 33rd Ave., N.W. 34th Ave., N.W. 35th Ave., N.W. 36th Ave., N.W. 37th Ave., N.W. 38th Ave., N.W. 39th Ave., N.W. 40th Ave., N.W. 41st Ave., N.W. 42nd Ave., N.W. 43rd Ave., N.W. 44th Ave., N.W. 45th Ave., N.W. 46th Ave., N.W. 47th Ave., N.W. 48th Ave., N.W. 49th Ave., N.W. 50th Ave., N.W. 51st Ave., N.W. 52nd Ave., N.W. 53rd Ave., N.W. 54th Ave., N.W. 55th Ave., N.W. 56th Ave., N.W. 57th Ave., N.W. 58th Ave., N.W. 59th Ave., N.W. 60th Ave., N.W. 61st Ave., N.W. 62nd Ave., N.W. 63rd Ave., N.W. 64th Ave., N.W. 65th Ave., N.W. 66th Ave., N.W. 67th Ave., N.W. 68th Ave., N.W. 69th Ave., N.W. 70th Ave., N.W. 71st Ave., N.W. 72nd Ave., N.W. 73rd Ave., N.W. 74th Ave., N.W. 75th Ave., N.W. 76th Ave., N.W. 77th Ave., N.W. 78th Ave., N.W. 79th Ave., N.W. 80th Ave., N.W. 81st Ave., N.W. 82nd Ave., N.W. 83rd Ave., N.W. 84th Ave., N.W. 85th Ave., N.W. 86th Ave., N.W. 87th Ave., N.W. 88th Ave., N.W. 89th Ave., N.W. 90th Ave., N.W. 91st Ave., N.W. 92nd Ave., N.W. 93rd Ave., N.W. 94th Ave., N.W. 95th Ave., N.W. 96th Ave., N.W. 97th Ave., N.W. 98th Ave., N.W. 99th Ave., N.W. 100th Ave.

BUILT ENVIRONMENT

	Priority			
Action Items ¹	High	Med	Low	Responsible Party ²
Projects				
Re-establish a full-service Post Office substation within the Pearl District				U.S. Postal Service
Programs				
Update historic resources inventory				Planning PDNA
Establish loan/grant program for seismic improvements and other historic renovations				PDC
Create education program to promote historic designations				Planning PDNA SHPO
Promote Storefront Improvement Program to enhance historic buildings				PDC
Prepare Development Guidelines Handbook				PDNA
Establish a design competition for a major new development				PDC Private
Study appropriate locations for sidewalk vending carts				Planning PDNA Merchants Assoc.
Encourage AIA, PSU or U of O to undertake an urban design study				PDNA Planning, PDC
Create a program to assist with alternative forms of ownership (co-op, land trust, condo) for commercial space				PDC Merchants Assoc.
Undertake community planning process to re-design Post Office site to create opportunities for infill development				PDC U.S. Postal Service PDNA Planning

1. (on this page 18 and where ever these Action Items appear in these tables throughout this document). The Portland City Council and Development Commission approved this plan by resolution. The actions listed are a starting place. Actions are adopted with the understanding that some will need to be adjusted and others replaced with more feasible proposals.

2. (on this page 18 and where ever Responsible Party appears in these tables throughout this document). All actions must have at least one identified implementor. Identified implementors have expressed interest and support with the understanding that circumstances may affect their ability to take action. Some implementors are entities that actually carry out one or more elements of the action, while other implementors advocate for the action.

BUILT ENVIRONMENT CONTINUED

	Priority			
¹ Action Items	High	Med	Low	² Responsible Party
Policies				
Review and revise development standards to require high density and active uses in the vicinity of major public investments (i.e., Portland Streetcar, Jamison Square)				Planning
Study and make recommendations to encourage historic preservation through transfer of development rights				Planning
Review and revise River District Design Guidelines to promote mixed use development in a dense urban environment				Planning PDC PDNA OPDR
Review and revise building height and FAR standards for area north of Lovejoy to allow for more flexible designs				Planning
Study market and regulatory obstacles to creating small-scale retail space and create appropriate incentives such as FAR bonuses				Planning
Adjust active ground floor use requirements to focus on retail activities into major corridors				Planning
Study market and regulatory obstacles to smaller, partial block developments and create appropriate incentives such as FAR bonuses				Planning
Review solar access standards to ensure consistency with building height and FAR changes				Planning Transportation
Explore appropriateness of allowing building setbacks for wider sidewalks, plazas, and outdoor seating				Planning

NEIGHBORHOOD AMENITIES

GOAL: As a successful high-density neighborhood, the Pearl District will be a vibrant urban neighborhood with a range of quality amenities that support people who live and work in the neighborhood, as well as those people who come to enjoy its services and amenities.

Objective 1: Establish services and facilities that are appropriate and needed to serve the Pearl District and adjacent neighborhoods.

As part of the Central City, the Pearl District enjoys convenient access to a wide range of services and facilities. For example, two public libraries are located on either end of the streetcar line. The Northwest District has a hospital and medical clinics. The Downtown has a full range of public services.

But as the Pearl transitions from an industrial district to a high density residential neighborhood, the area will require more services and facilities that serve its residents. To a certain extent, basic commercial retail services are either in the planning stages (i.e., two proposed grocery stores) or are expected as the area develops and the number of people increases. However, there are some services and facilities which will require a more pro-active approach to ensure they are a part of the Pearl. The Neighborhood Association will need to play an active role in identifying needed services and lobbying providers to meet those needs.

1. Attract day care facilities to support residents and employees.

PDC should provide financing to facilitate the development of space for day care facilities in the District.

The Neighborhood Association, with the City, should research local, state and federal requirements regarding day care centers to identify obstacles to siting them in dense urban areas and identify modifications or exceptions to those requirements to make it easier to accommodate those facilities.



NORTH PARK BLOCKS

2. Pursue the siting of a school.

The Pearl District is well-suited to accommodate a nontraditional school (e.g., charter school, learning center, arts focus program, “storefront” classroom). The City should work with Portland Public Schools or a charter school organization to site a school in the neighborhood. A middle school with a fine or performing arts focus would be compatible with other artistic resources in the neighborhood and serve a need for Northwest Portland.

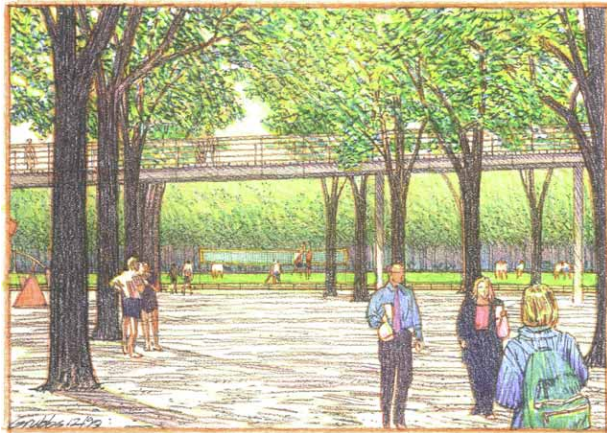
PDC should retain some publicly owned land as an opportunity site for a school or similar public use.

3. Create additional community space for local residents.

PDC and the Bureau of Parks and Recreation should work with the community to create community facilities such as meeting rooms, classrooms, and/or indoor recreation facilities, primarily to serve the neighborhood. These facilities could be developed in conjunction with other development projects. These facilities would be different from the proposed re-use of the Centennial Mills building (see page 18), which could be a larger, regional attractor that serves a wider area.

Objective 2: Maintain and enhance public open spaces.

The Pearl District is planned to have one of the highest densities of development, which will require parks and open spaces to mitigate some of the impacts of that density. Previous studies have indicated that the area is already underserved. Jamison Square, the other Pearl District Park Blocks and the extension of the Waterfront Park and the Willamette Greenway are expected to fill some of that need, but other needs will still remain.



ELEVATED BOARDWALK FEATURED IN NORTHERNMOST PARK BLOCK

1. Implement the adopted parks plans for the District, including the “Boardwalk” connection to the riverfront.

The “Boardwalk” is an opportunity to create a strong pedestrian connection over the railroad and Naito Parkway to the riverfront. PDC should work with adjacent property owners to implement the design and ensure that active uses reinforce the connection.

Jamison Square is the first project identified by the Tanner Creek Park and Water Feature Steering Committee and designed by Peter Walker. The future phases of this project should be completed.

2. Build a children’s playground in the southern portion of the “neighborhood park” planned in the Hoyt Street Yards.

The North Park Blocks has a children’s playground near Davis Street, but there are no other facilities for small children. A playground

should be included as part of the final design of the northernmost Pearl District Park Block.

3. Explore opportunities to provide public restrooms, especially in and around parks and open spaces.

Currently, public restrooms are only available through shops and other businesses that are open to the public. The new Pearl District Park Blocks should incorporate public restrooms into their design.

4. Encourage more “pocket parks” and small open spaces as part of development projects.

The City should require or create incentives for private developers to create open spaces as part of large-scale development projects. The City or a nonprofit organization should acquire small, otherwise unusable pieces of property for use as community gardens.



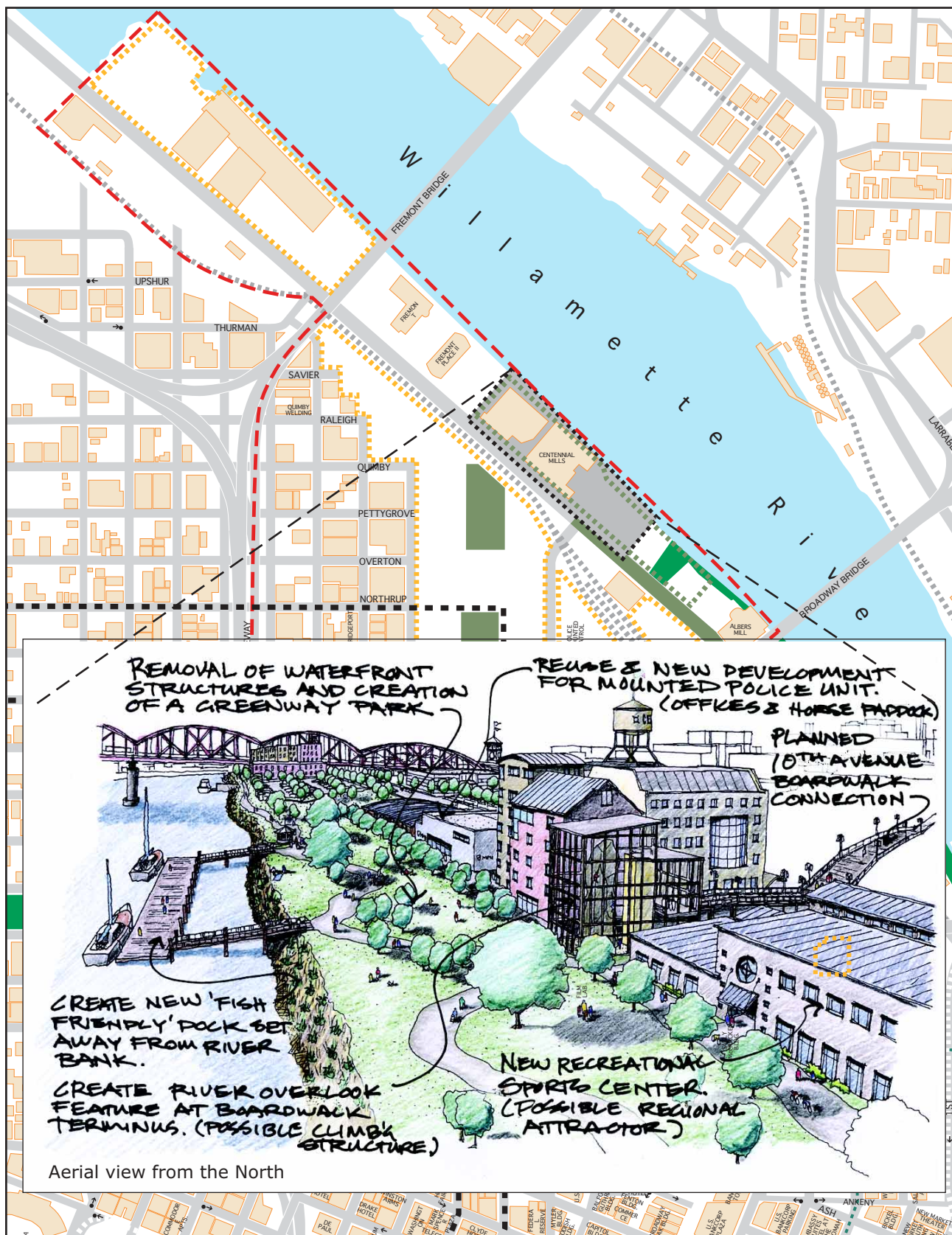
MCKENZIE LOFTS (NW 12TH AVE./FLANDERS STREET)

5. Acquire waterfront property for use as open space and other public uses.

The City should make it a priority to acquire the remaining pieces of waterfront property. When PDC gains control of the majority of the waterfront property, a community planning process should be undertaken to define the future character, use and design of the property between the Broadway Bridge and Terminal 1 South.

One opportunity is to re-use a portion of the Centennial Mills site as a regional community/recreation center. *(See conceptual design on following page.)*

CONCEPTUAL PLAN CENTENNIAL MILLS REDEVELOPMENT



NEIGHBORHOOD AMENITIES

	Priority			
¹ Action Items	High	Med	Low	² Responsible Party
Projects				
Provide incentives or financial assistance to locate daycare facilities in publicly financed projects				PDC
Implement Tanner Creek Park Blocks design, including "Boardwalk"				PDC Parks and Recreation Transportation Hoyt Street Prop.
Build a playground on northernmost Pearl District Park Block				PDC Parks and Recreation
Acquire waterfront property for use as open space and other public uses				PDC Parks and Recreation Planning Env. Services
Create additional community space				PDC Parks and Recreation
Build a community/recreation center in a portion of Centennial Mills site				PDC Parks and Recreation
Programs				
Explore opportunities to locate a school in the Pearl District				PDC Portland Public Schools Private
Provide incentives to create more "pocket parks" and small open spaces				PDC Planning Parks and Recreation

HOUSING

GOAL: The Pearl District will have a diverse inventory of housing available to different types of households at all income levels.

Objective 1: Encourage a diverse mix of housing types that is affordable to a range of households.

Current market forces are putting tremendous pressure on housing affordability. Land prices and construction costs make it difficult to provide housing that is affordable to households earning less than the median household income without public assistance.



STREETCAR LOFTS (NW 11TH AVENUE/LOVEJOY STREET)

1. Support and promote the development of a wide range of housing types for all income levels as outlined in the adopted River District Housing Implementation Strategy of 1999.

There are concerns that the current market is only providing units affordable to higher income households and that most of the public assistance has gone to support the lowest income households, while there remain very few units available to middle income (80-120% median income) households.

PDC should take into account these concerns in the evaluation and selection of housing projects. PDC should give higher priority to projects that mix income levels and household sizes within a building.

PDC should encourage/require innovative design elements, such as passive solar or ventilation, to increase livability in the evaluation



COURTYARD AT NW 12TH AVENUE AND IRVING STREET

and selection of affordable housing projects.

2. Provide affordable home ownership assistance.

PDC should pursue the use of shared appreciation mortgages and establish at least one community land trust project in the district.

Objective 2: Provide opportunities for households with children to live in the District.

Most of the housing units in the Pearl District are smaller studio or one-bedroom units. Larger units are needed to attract families and maintain a diversity of residents living in the Pearl District.

1. Encourage the development of two- and three-bedroom units.

PDC should support housing projects that include affordable two- and three-bedroom units.

The City should consider FAR bonuses that encourage larger housing units, similar to those bonuses recommended in the West End Plan.

2. Explore design opportunities to create flexible space in residential units.

Residential projects, where feasible, should allow for future conversion or reconfiguration of units to add bedrooms or create larger units. The City and the Neighborhood Association should partner on a education project to explore and promote design options.

3. Identify factors that would encourage households with children to locate in the Central City, including the Pearl District.



PEARL COURT (NW 9TH AVENUE/JOHNSON STREET)

The Association for Portland Progress or PDC should conduct a survey of downtown workers and day care providers to identify factors that would encourage households with children to locate in the Central City. Based on the results of the survey, PDC and the Neighborhood Association should plan a strategy to address the needs of families.

When family-sized units and supporting services are in place, an advertising program, especially for affordable units, should be undertaken to communicate the benefits of locating in the Central City. This program should involve partnerships with the neighborhood association, Association for Portland Progress, the Coalition for a Livable Future and other community groups.

HOUSING

	Priority			
¹ Action Items	High	Med	Low	Responsible Party ²
Projects				
Continue to implement the River District Housing Implementation Strategy				PDC
Develop an ownership housing project using shared appreciation mortgages or land trust ownership models				PDC
Provide incentives or financial assistance to housing projects with two- and three-bedroom units dedicated to households with children				PDC
Programs				
Target financial assistance to projects that mix income levels, especially for middle income households				PDC Housing Authority of Portland
Study design innovations, such as passive solar or ventilation, to increase livability in affordable housing projects				PDC PDNA
Explore design options to create flexible space that allows for future conversion or reconfiguration to add bedrooms				PDC PDNA
Conduct a survey to identify factors that would encourage families to locate in the downtown area				APP PDC
Create a strategy to address the needs of families in the Pearl District				PDC PDNA
Create a marketing program to attract families				APP PDC PDNA

ARTS AND CULTURE

GOAL: Artists, galleries and art institutions will continue to play an essential role in the identity and character of the Pearl District.

Objective 1: Support the Pearl District's identity as an artistic and creative community.

The artistic character of the Pearl District is what draws many people to this neighborhood. It also faces a tremendous amount of pressure from market forces and escalating property values. The Pearl District as a whole, including property owners, businesses, residents and the Neighborhood Association will need to work together to ensure that artists, galleries and art institutions continue to thrive in the neighborhood.

1. Ensure affordable studios and live/work space for artists.

Other communities have been successful in creating affordable studio space. PDC and private developers should explore opportunities to preserve and create affordable studio and exhibit space. PDC should assist a local, nonprofit organization to finance the acquisition of a building and/or space. Projects such as the Everett Station Lofts in Portland or the Torpedo Factory in Alexandria, Virginia could serve as models. An alternative is for a nonprofit to secure master leases on available space that can then be sublet to artists.



2. Reinstall the Lovejoy Columns/Murals at NW Ninth and Naito Parkway.

The Lovejoy Columns reinstallation is the highest priority public art project in the neighborhood. A tremendous amount of thought and energy has been devoted to the design of a gateway at NW Ninth and Naito Parkway (see the RIGGA design on the following page). PDC and other public programs, such as the Percent for Art or the Regional Arts and Culture Council, should give this project priority for public art funding.

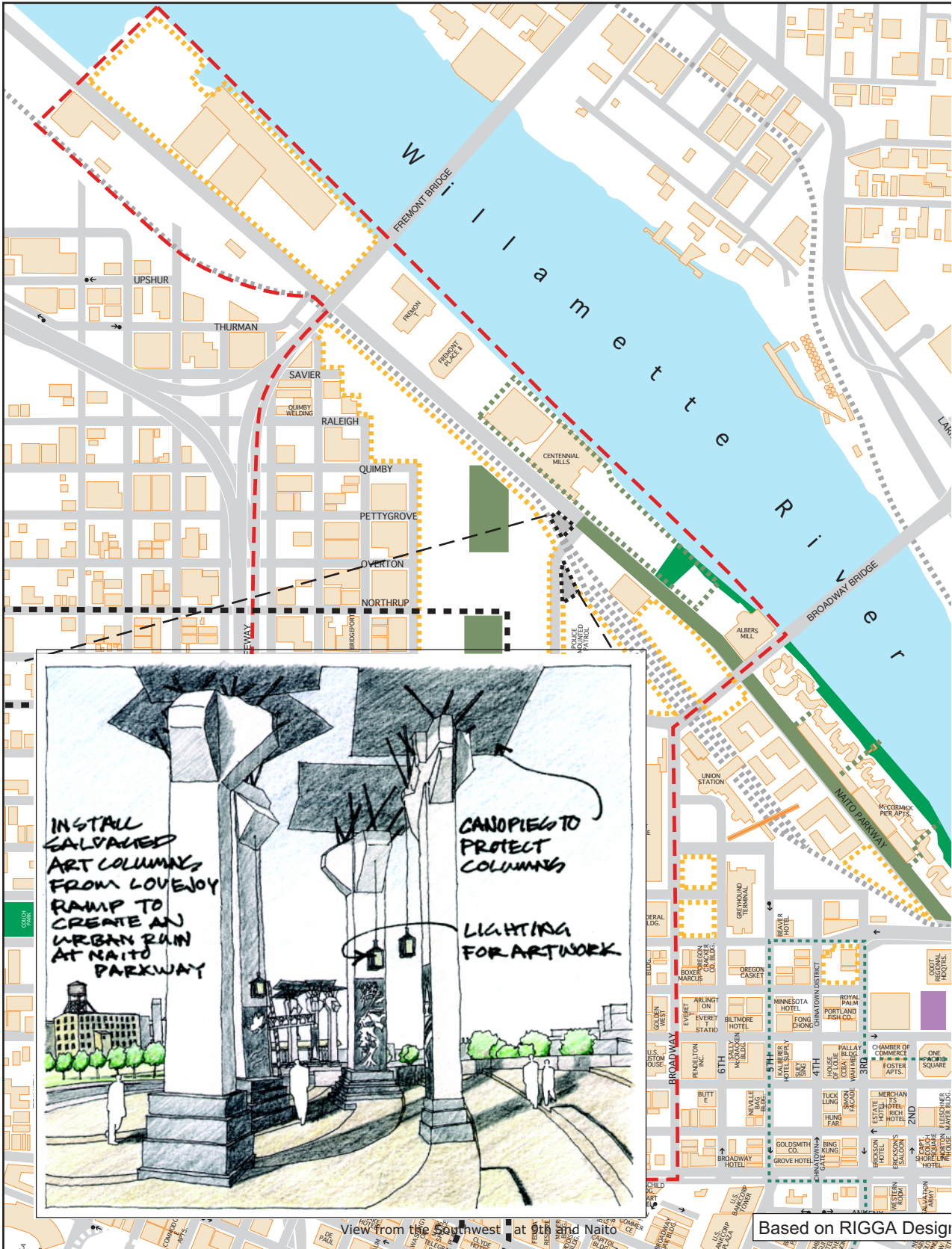
3. Encourage commissions to artists.

The neighborhood association, cultural institutions and other civic groups should work together to encourage developers and others to commission work from artists to incorporate into development projects. There should be a special emphasis on local and regional artists. These works should be placed in public view and be of lasting value and the highest quality.



PUBLIC ART ON
STREETCAR LINE
(NW 11TH AVENUE)

CONCEPTUAL PLAN
LOVEJOY COLUMNS AT NAITO PARKWAY



Objective 2: Foster partnerships within the community to create and support cultural spaces and activities.

In addition to the current activities and facilities, there are additional needs and opportunities to reinforce and enhance the artistic identity of the Pearl.

1. Create space for performing arts, theatre, and movies.

As the neighborhood grows, there will be increasing demand for public venues and spaces for performing arts events. The neighborhood association should work with other civic groups and developers to incorporate these uses into future development projects or a future community center.

2. Enhance arts activities for the public, especially children.

Art activities for the public should build on and expand the programs created by PNCA and PICA. Any future school or community center proposal should incorporate an arts element to take advantage of the resources in the neighborhood.

Objective 3: Support cultural institutions in the neighborhood.

Cultural institutions, such as the Pacific Northwest College of Art (PNCA) and the Portland Institute for Contemporary Art (PICA), provide an important framework for supporting the arts in the Pearl. These institutions provide valuable programs, facilities and activities. They are an integral part of the neighborhood and need the full support of the community to ensure that they thrive and enjoy continued success.



PNCA INTERIOR



1. Create a permanent presence for PNCA and PICA in the neighborhood.

Currently, both of these institutions occupy their buildings under long-term leases. PDC, the Neighborhood Association, and others in the community should work to support their continued presence in the Pearl District. One strategy is to increase awareness of these important cultural institutions by providing assistance in marketing their programs and activities.

2. Explore the need, opportunity and feasibility of adding dormitories to PNCA.

Many of the students cannot afford to live in the Pearl. A dormitory would enable artists to remain in the Pearl, allow some students to reduce or eliminate their need for a car, and reduce traffic parking demand in the neighborhood.

3. Encourage other cultural institutions to locate in the Pearl District.

Additional cultural institutions will create a broader foundation and reinforce the neighborhood's artistic identity. Possible institutions could include a historical society with an emphasis on the Pearl, a performing arts theater, and/or a school with a performing or fine arts focus.

4. Support and promote the continuation of First Thursday.

First Thursday brings thousands of people into to the Pearl to create a monthly street party that adds to the vitality of the neighborhood.

ARTS AND CULTURE

	Priority			
Action Items ¹	High	Med	Low	Responsible Party ²
Projects				
Re-install Lovejoy Columns at NW Ninth Avenue and Naito Parkway gateway				PDC RACC
Provide incentives or financial assistance to create affordable artist studios or space				PDC Private
Provide incentives or financial assistance to create space for performing arts or theater				PDC Private
Programs				
Encourage development projects to incorporate public art from local artists				PDNA
Create a non-profit organization to support art activities				PDNA
Study feasibility of adding dormitories at PNCA				PDC PNCA
Encourage other cultural institutions to locate in the Pearl District				PDNA
Establish a permanent presence for PICA, PNCA and other institutions				PDC PDNA Private

ECONOMIC OPPORTUNITIES

GOAL: The Pearl District will offer a wide range of employment opportunities through a diversity of businesses that enable people to live, work, shop, and play within the neighborhood.

The Pearl District's proximity to downtown has always influenced the types of businesses that locate here. Recently, there has been a shift from industrial uses to more professional office uses. While the industrial uses should not be forced out, other employment opportunities are encouraged to create a community with a balance of employment, residential and retail uses.

The Pearl District has experienced and is expected to see significant growth in the number of businesses and employment opportunities. The growth is expected primarily in the professional office, especially creative services, and retail sectors. This employment growth and new investment is driving market forces and rising property values that have different impacts on the Pearl's eclectic mix of businesses. Some are able to withstand these forces and reap financial windfalls, while others are struggling to survive.

Those businesses that own their own buildings have or will benefit from the revitalization of the Pearl. Some industrial users may experience problems with a shifting customer base as the area shifts away from light industrial uses, but the increased property values are a way to finance relocation.



WIEDEN & KENNEDY INTERIOR



METROPOLITAN PRESORT (NW 10TH AVE./GLISAN ST.)

Some light industrial businesses, especially those that lease their buildings, are leaving the Pearl. Others are experiencing more complaints from their new neighbors over truck access or noise. As a nearby option, the City is strengthening the Guilds Lake area as a long-term industrial sanctuary to provide a location for businesses that want to be near the central city.

The Pearl has a number of specialized, destination retailers that could locate anywhere in Portland, but originally chose the area for its affordable rents and readily available parking. But increasing rents and increased competition for parking are changing the business environment. Some businesses are relocating, while others are benefiting from the neighborhood's revitalization.

Many of the Pearl's smaller retail businesses, including art galleries, have been major contributors to the neighborhood's renaissance. However, they can be among the hardest hit by increasing rents. As leases expire, some businesses are finding it difficult to survive. Other businesses are struggling with the various disruptions caused by construction, which can result in the loss of on-street parking, temporary street closures, or increased noise and dirt.

Everyone is concerned about the displacement and turnover of businesses, which can threaten the character that makes the Pearl District unique. However, because these challenges are mainly the result of larger market forces, effective solutions and assistance can be difficult.

Objective 1: Encourage new employment opportunities that capitalize on the Pearl District's location within the Central City.

1. Encourage uses that fit into the fabric of the neighborhood.

Ideally, new developments or uses should preserve existing buildings and provide opportunities for a wide range of uses, including artistic and other start-up companies.

2. Establish an incubator building with smaller, affordable (Class B or C) space for small businesses and start-up companies.

An important characteristic of the Pearl is the smaller, independent businesses. In the past, these businesses have sought out the Pearl as an affordable location in the Central City. As the area develops, these affordable spaces are being rehabilitated and remodeled into space that is more expensive. PDC should assist property owners in maintaining or creating space that may have fewer amenities and is affordable to smaller or start-up businesses.

Objective 2: Support existing businesses that are an important part of the character and diversity of the neighborhood.

The mix of existing businesses, especially the industrial uses, adds to the character of the Pearl District. These businesses need to be supported and steps taken to ensure that they are not unnecessarily being forced out of the neighborhood. Market economics and escalating property values are an important factor, but there are other policies and practices that can be initiated to ensure the future success of businesses in the Pearl. For example, industrial uses may need truck loading areas or may need to use a traffic lane in the street. The City and the neighborhood should ensure these uses are supported and are not being forced out for reasons other than economics.



NW 10TH AVENUE/FLANDERS STREET

1. Pursue the use of good neighbor agreements with new development projects.

The City, Neighborhood Association and adjacent businesses should work with developers and construction contractors to create good neighbor agreements or construction mitigation plans to address impacts, such as street closures, parking blockages and cleanliness, to reduce the impact of large scale construction projects on nearby property owners and businesses.

2. Create a program to promote the use of condominium, co-operative or community land trust ownership models for small businesses and retailers.

PDC should work with local businesses and property owners to create programs that would allow businesses to establish an equity interest in their building to better protect the businesses against rising property values and rents.

3. Build partnerships between new businesses/users and existing businesses and institutions that capitalize on the unique qualities that make up the Pearl District.

The Merchants Association and the Neighborhood Association should work together to promote local businesses.

4. Recognize and acknowledge adjacent industrial uses.

New owners and tenants do not always fully consider that the Pearl District is an industrial area, which can sometimes lead to conflicts with long-standing businesses. The Neighborhood Association should work with property owners and developers to create an awareness of these conditions.



NW 10TH AVENUE/COUCH STREET)

ECONOMIC OPPORTUNITIES

	Priority			
Action Items ¹	High	Med	Low	Responsible Party ²
Projects				
Create an incubator building with affordable space for start-ups and small businesses				PDC Private
Programs				
Use good neighbor agreements with new development projects to minimize construction impacts to surrounding businesses				PDNA Merchants Assoc. Private
Promote the use of condominium, co-operative, or community land trust ownership models for small businesses or retailers				PDC Merchants Assoc.
Increase awareness of the industrial uses and reduce conflicts and complaints from newcomers				PDNA Merchants Assoc. Private

EDGES AND GATEWAYS

GOAL: Strengthen connections between the Pearl District and its adjacent neighborhoods, enhance its relationship to the Willamette River, and reinforce the identity of the areas of the district at the edges.

Objective 1: Strengthen the connections to the Willamette River and ensure that the riverfront is developed as an engaging public space.

The riverfront is a defining element of the Pearl District. It provides regional open space and public access to the water. The City's River Renaissance Vision will provide a unifying framework to define the future character, use and design of the riverfront.

1. Ensure that public access is provided to the Willamette River and along the shoreline.

The riverfront should provide for different types of access, including pedestrian and bike access to the water, marinas, water-related recreation and a pathway system with connections to the Willamette Greenway Trail System.

Development should integrate public access, urban vitality, river health, fish and wildlife habitat.

2. Develop different types of activities along the riverfront.

Activities could include water-related recreation (boat houses and marinas), open space, public facilities, and private uses, such as offices and housing.



FREMONT PLACE LOOKING SOUTH

3. Develop a variety of spaces using landscaping and urban design to create hard and soft edges.

Between Naito Parkway and the shoreline, surface parking lots should be prohibited and the amount of parking should be minimized. The edge along Naito Parkway should preserve view corridors to the river. The river should not be obscured by a continuous wall of buildings.

4. Install streetscape improvements along Naito Parkway.

Naito Parkway needs streetscape improvements from NW Ninth Avenue to Terminal 1 South, including sidewalks, street trees, on-street parking and lighting. A local improvement district should be created to fund these improvements (similar to the one created for the improvements between NW Ninth Avenue and the Steel Bridge).

5. Enhance pedestrian crossings across the railroad tracks and NW Naito Parkway.

The extension of the "Boardwalk" on NW 10th Avenue from the Tanner Creek Park will be a key connection to the riverfront. This project should be a high priority for funding. Additional pedestrian bridges and signalized intersections, especially in the vicinity of NW 12th Avenue, will be needed to strengthen the connections.

PDC should work with Hoyt Street Properties and the Portland Terminal Railroad Company to sponsor a design competition to create an attractive safety fence along the railroad.



FREMONT PLACE LOOKING NORTH

6. Integrate the redevelopment of Terminal 1 South into the surrounding area.

Terminal 1 South has significant redevelopment potential. Special effort will be required to provide connections and integrate new development into the surrounding area. New development should connect to the Willamette Greenway Trail. The inlet at the north end of the site should allow for public access to the river. Transit service along Naito Parkway to the Portland Streetcar or Transit Mall should be explored.

Other uses to consider at Terminal 1 are fish restoration, a cruise ship facility, or a shipping berth for the marine industrial property on the north side of the inlet.

Objective 2: Improve connections across Burnside Street to the West End and Downtown.



NW 13TH AVENUE/BURNSIDE STREET

Broadway, 10th Avenue, 11th Avenue, and 14th Avenue provide good vehicle connections north and south of Burnside. Signalized left turn lanes for eastbound traffic on Burnside are not needed.

Therefore the focus is the Burnside corridor as a pedestrian barrier. The three major factors for pedestrians are: 1) the distance between signalized intersections; 2) narrow sidewalks that make walking along Burnside unpleasant; and 3) the disparity in signal timing that causes long waits to get across Burnside. In general, greater emphasis should be given to pedestrians over the automobile.



UNFRIENDLY PEDESTRIAN ENVIRONMENT

1. Enhance pedestrian connections by completing the Burnside Corridor Transportation and Urban Design Plan.

The Burnside Corridor Transportation and Urban Design Plan is seen as the appropriate forum to resolve many of the pedestrian issues along Burnside. As part of this project, the installation of traffic signals at unsignalized intersections should be evaluated to provide better connections for pedestrian routes, including: Eighth Avenue and/or Park Avenue to provide access to the North Park Blocks and Ninth Avenue as a through route to the riverfront.

2. Increase width of sidewalks along Burnside through building setbacks or arcades.

The Burnside Corridor Transportation and Urban Design Plan should review and revise development codes to allow for increased building setbacks or arcades facing Burnside. Burnside is narrow to begin with and it is expected that it will be difficult to adjust the right-of-way to create wider sidewalks. Therefore, new development should be set back or arcades should be used to create additional space. The

project also should consider the use of bollards along the curb to provide additional protection for pedestrians.

Objective 3: Encourage redevelopment of NW Broadway Avenue as a connection between the Pearl District and Old Town/Chinatown.

As a major gateway to the River District and the Central City, NW Broadway should be more than it is. Broadway should have a strong presence and serve as a key edge or transition between the Pearl District and Old Town/Chinatown.

1. Conduct a revitalization study.

A study should consider urban design treatments, streetscape improvements, and other actions to revitalize and activate NW Broadway as an



NW BROADWAY

important street in the River District. A key opportunity site should be the redevelopment of the surface parking lot at NW Couch Street.

2. Undertake a master plan for the six publicly-owned blocks on either side of NW Broadway.

Currently, PDC owns the historic Union Station as well as three blocks immediately to the south. The federal government owns the old Post Office (the 511 Building) with the parking lot to the west. PDC should work with the Pearl District and the Old Town/Chinatown neighborhood

associations to undertake a master plan and urban design study to outline land use, transportation, and parking concepts for this area.

3. Enhance the pedestrian environment.

Streetscape improvements and landscaping will create a friendlier pedestrian environment. In conjunction with these improvements, PDC's Storefront Improvement Program should target buildings along NW Broadway.

4. Locate the proposed public market or another active public use in the 511 Federal Building.

The City is exploring the feasibility of a new public market to showcase local foods and agricultural products. The Federal Building at 511 NW Broadway is considered one of the prime locations. Redevelopment of the 511 Building could allow for the public market or some other active use on the ground floor with supportive housing or offices on the upper floors. (*See conceptual design on facing page.*) The adjacent parking lot should be redeveloped as an extension of the North Park Blocks. This building is listed on the National Register of Historic Places and is a potential gateway into the neighborhood and Central City. The U.S. Post Office, with about 1,200 employees, and surrounding businesses and residents create a substantial customer base for the market.

5. Enhance pedestrian connections across Broadway.

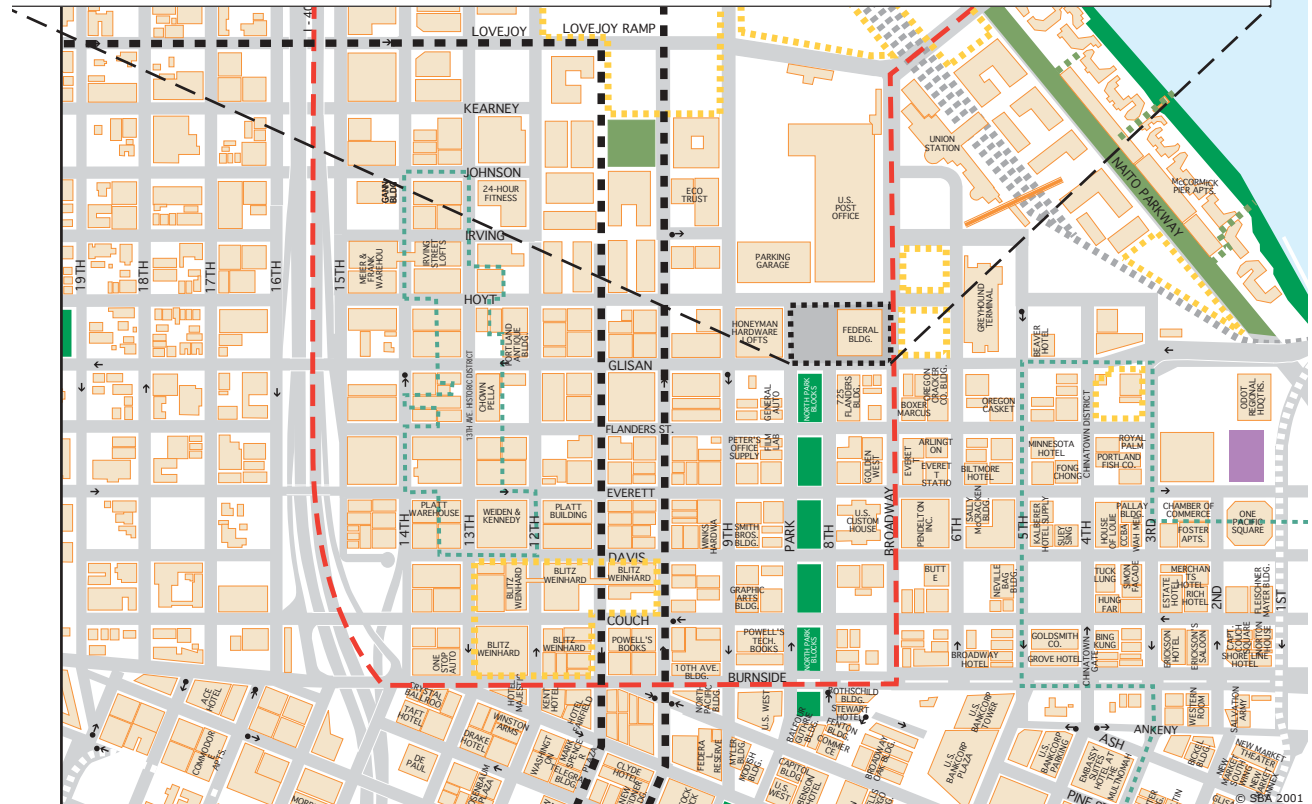
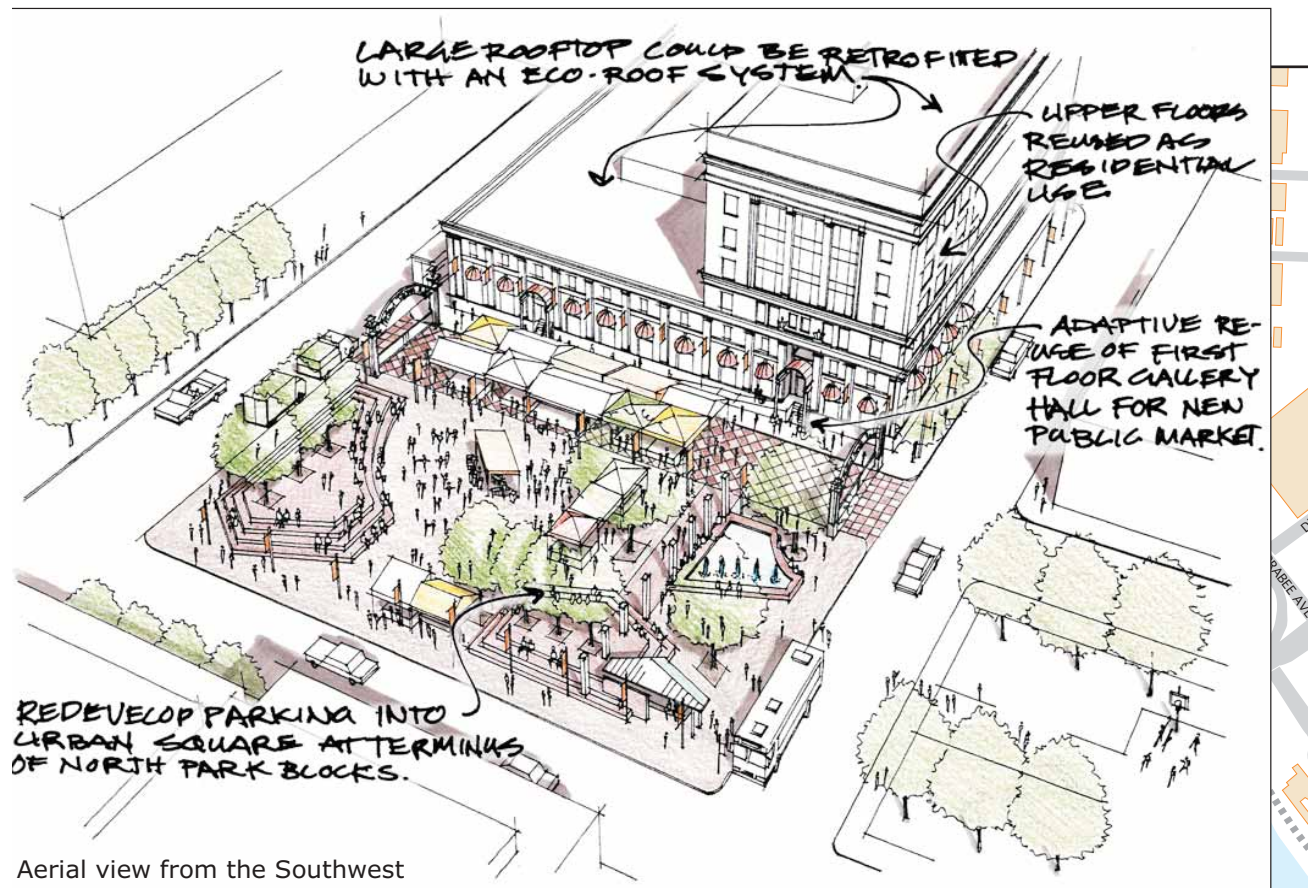
NW Flanders Street should be a key pedestrian and bicycle route. It has lower traffic levels and offers a parallel route between the NW Everett and Glisan couplet. A traffic signal at NW Broadway and Flanders also is needed to improve this connection.

6. Encourage more activities along the North Park Blocks.

The North Park Blocks are an under-utilized asset

CONCEPTUAL PLAN

1.1 BROADWAY MIXED-USE REDEVELOPMENT



in the neighborhood and represent an opportunity for more active uses to locate along and within the area.

Objective 4: Enhance local street connections over and under I-405.

Interstate 405 has created a barrier along the western edge of the neighborhood. It changes character and presents different challenges and opportunities. As it comes off the Fremont Bridge, it is an overpass, leaving streets and usable space underneath. Through a transition zone, it becomes a wall, then as it travels



UNDER INTERSTATE 405

below grade, it presents new opportunities for connections and development of the air rights above it.

1. Explore opportunities to better utilize the space under I-405.

Streetscape improvements, especially lighting, will improve connections to Northwest Portland. Encourage redevelopment of the space under I-405 to include more active uses, such as recreation (basketball hoops and tennis courts), an open air market, parking and/or affordable space for uses that are being displaced from the Pearl District. (See conceptual plan on facing page.)

2. Improve the pedestrian access across I-405 at NW Everett and NW Glisan.

Sidewalks and street lighting should be installed on both sides of the street (currently just on one-

side). The City should work with ODOT to manage the overpasses and on-ramps to I-405 in order to calm traffic exiting the freeway and to slow speeds on the adjacent local streets.

The City should consider taking control or ownership of these facilities, if needed. A pedestrian/bicycle bridge should be constructed across I-405 at NW Flanders to create a parallel pedestrian/bicycle route to the NW Everett and NW Glisan couplet.

3. Improve NW 15th Avenue as a pedestrian/bicycle route.

NW 15th Avenue can serve as a pedestrian/bicycle route from NW Everett and Glisan couplet to Naito Parkway and Terminal 1. Northwest 14th Avenue bike lanes will remain intact.

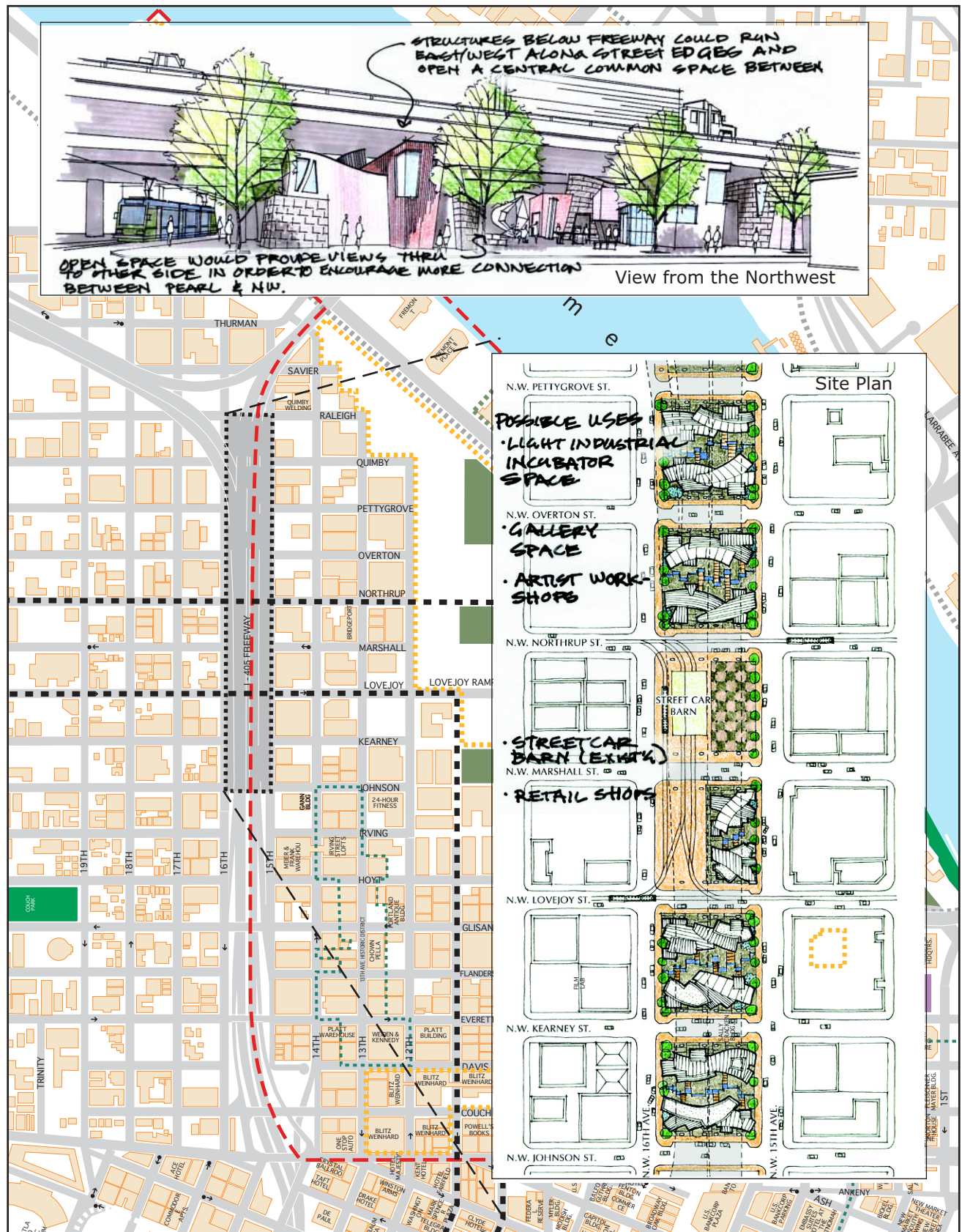
4. Explore the feasibility of capping the I-405 freeway as a long range opportunity.

The proposal to cap the below-grade portions of I-405 is a great opportunity, especially in creating



NW 15TH AVENUE/JOHNSON STREET

CONCEPTUAL PLAN I-405 FREEWAY BLOCKS REDEVELOPMENT



a gateway to the neighborhood at I-405 and Burnside. But, capping is a long range opportunity and should be undertaken after other needs in the neighborhood have been addressed.

Objective 5: Enhance and reinforce the identity of the Pearl District gateways.

The Pearl District has a number of different access points but few gateways that let people know that they are in the Pearl. Each of these gateways is an opportunity site to establish the identity of the Pearl District. For example, installing the Lovejoy Columns at NW Ninth Avenue and Naito Parkway will create a distinctive entrance to the neighborhood.

1. Explore the feasibility of “Pearl District” street sign caps, signs or banners.

Many other neighborhoods in Portland have used sign caps or banners to identify their neighborhood. It is another opportunity for creative, artistic expression.

2. Commission public art for each of the major gateways.

Installation of public art is important to reinforcing the artistic identity of the Pearl District.

3. The intersection of 13th Avenue and Burnside is a gateway shared by the Pearl District and the West End.

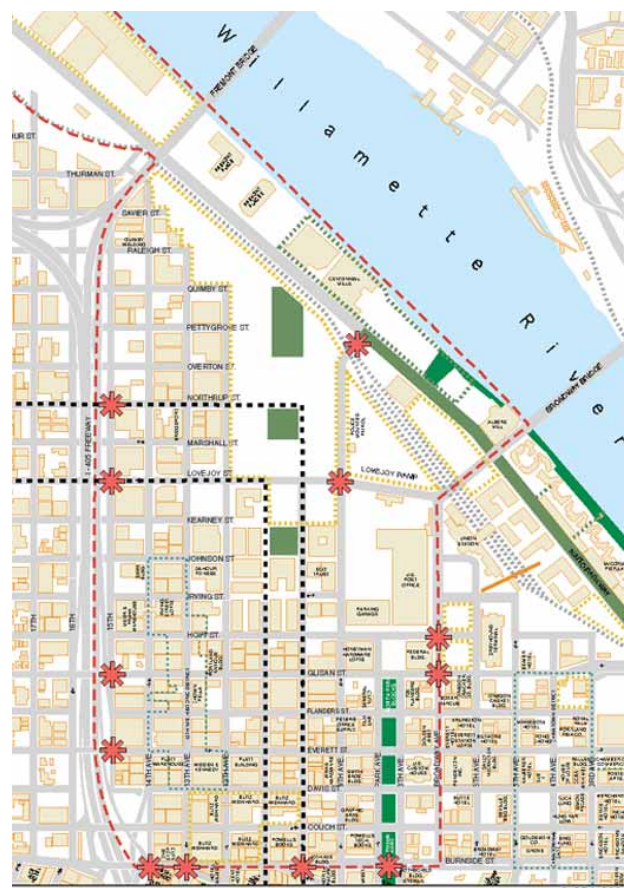
Redevelopment of the Brewery Blocks and installation of a traffic signal will create an opportunity for a gateway and to improve connections to the West End.

4. Explore opportunities to improve connections to Old Town/Chinatown.

The North Park Blocks and NW Broadway can serve as a gateway or transition area.

5. Create a gateway on the riverfront at the Centennial Mills site.

The Tanner Creek Park boardwalk will connect over the railroad and Naito Parkway, landing at Centennial Mills and creating a key connection to the rest of the Pearl District. This area could be a key access to the river as well, including a future transfer point for a possible river taxi.



POTENTIAL GATEWAY LOCATIONS

EDGES AND GATEWAYS		Priority			
Action Items ¹	High	Med	Low	Responsible Party ²	
Projects					
Install streetscape improvements along Naito Parkway, between NW Ninth Avenue and Terminal 1 South				PDC Transportation	
Extend "Boardwalk" from Jamison Square to Centennial Mills				PDC Parks and Recreation Hoyt Street Prop.	
Commission a design competition for a public art project to create an attractive public safety fence along railroad				PDC Hoyt Street Prop.	
Redevelop surface parking lot at NW Couch and Broadway				PDC Private	
Install streetscape improvements along NW Broadway				PDC Transportation	
If selected, locate a Public Market in the Federal Building at 511 NW Broadway				Private PDC	
Install streetscape improvements under I-405 along NW Lovejoy, Marshall, and Northrup streets				PDC Transportation ODOT	
Install sidewalks on both sides on NW Everett and Glisan streets as they cross over I-405				Transportation ODOT	
Install a pedestrian/bicycle bridge over I-405 at NW Flanders				Transportation ODOT	
Improve NW 15th Avenue as a pedestrian/bicycle route				Transportation	
Create a gateway at NW 11th Avenue and Hoyt Street				PDC PDNA Private	

EDGES AND GATEWAYS CONTINUED

1	Priority			
Action Items	High	Med	Low	2 Responsible Party
Projects				
Create a gateway on the riverfront at Centennial Mills site				PDC Parks and Recreation
Programs				
Study pedestrian crossing options for railroad and NW Naito Parkway between Ninth Avenue and Thurman Street				Transportation PDC Hoyt Street Prop.
Conduct a targeted revitalization study along NW Broadway				PDC
Conduct a master plan for the six publicly-owned blocks around NW Glisan and Broadway				PDC Planning
Study NW Flanders as an alternative pedestrian and bicycle route				Transportation
Study redevelopment options for space underneath I-405				PDC Planning ODOT
Explore capping I-405 as a long-term opportunity				PDC
Study traffic calming options for I-405 ramps and adjacent streets				ODOT Transportation
Commission public art for each of the gateways				PDNA Private
Policies				
Ensure public access to and along the Willamette River				PDC Planning Parks and Recreation
Prohibit surface parking lots along waterfront				Planning Transportation
Review and revise development standards to allow for building setbacks and arcades to widen the sidewalks along Burnside				Planning Transportation

TRANSPORTATION/PARKING

GOAL: The Pearl District will become a compact, high density, urban neighborhood with reduced reliance on the automobile.

Objective 1: Recognize that there will be congestion and conflicts between different types of users (e.g., trucks, autos, streetcars, pedestrians and bicyclists).

The Pearl District is a high density neighborhood, and therefore, expects that there will be congestion. Transportation solutions should balance the needs of all users and should not seek to exclude specific modes of transportation.



NW 12TH AVENUE/GLISAN STREET

1. Install additional traffic signals to create safer pedestrian crossings and to calm traffic.

Each intersection along on the NW Everett and Glisan one-way couplet should be signalized. Additional traffic signals are needed at Broadway/Flanders, along Naito Parkway between Ninth Avenue and 15th Avenue, and other locations along major pedestrian routes.

2. Improve signal timing and synchronization to slow the flow of traffic and to create gaps to allow for cross traffic movements.

The traffic signals along the NW Everett/Glisan and 10th/11th Avenue couplets should be optimized to make conditions better for pedestrians.

3. Work with the Post Office to create truck routes that minimize intrusion into the neighborhood.

The Post Office is a large employer and generates a lot of truck traffic as part of its operations. Although truck traffic is a part of the industrial character of the Pearl District, the Post Office generates a high volume of traffic that should be managed to minimize the impacts to the rest of the neighborhood.

The City's Office of Transportation should actively engage the Post Office to create truck routes that minimize impacts to the neighborhood, provide incentives to encourage employees to use transit, car-pooling or other ways to reduce reliance on automobiles, and explore opportunities for shared parking arrangements.

4. Extend NW 13th Avenue street improvements, north of Johnson Street.

NW 13th Avenue, as it runs through the historic district from Davis Street to Johnson Street, is like no other in Portland. This eclectic mix of narrow travel lanes, on-street parking, loading docks and pedestrians does not function like a typical street. This character should be maintained and extended north of Johnson Street through the industrial transition area.

Objective 2: Support transportation plans and enhancements that offer multi-modal alternatives (i.e., walking, biking, transit) for travelling to, from and within the Pearl District.

Given its location and proximity to downtown and its infrastructure, especially the streetcar, the Pearl District provides an ideal opportunity to create a high density, compact, urban neighborhood with reduced reliance on the automobile and high levels of use of alternative modes of travel.



PORTLAND STREETCAR

1. Expand Fareless Square to include the entire Pearl District.

Fareless Square only extends as far north as NW Hoyt Street. It should be extended to include the streetcar line as it runs through the Pearl District.

2. Enhance bus service.

In addition to the streetcar, the City should work with Tri-Met to identify bus service needs in terms of routes, frequency of service, and bus shelter amenities.

3. Create more shared lanes and bikeways.

Bikeways and shared lanes should be used whenever possible in order to preserve on-street parking, which would otherwise help calm traffic and act as a buffer to the sidewalk. Dedicated bicycle lanes should be discouraged, especially if it is at the expense of on-street parking that is important to local businesses and can serve as a buffer to pedestrians on the sidewalk.



NW 10TH AVENUE

4. Provide incentives and support the creation of bicycle trip end facilities (e.g., Bike Central).

As employment grows, there will be more need for trip end facilities to provide showers, lockers and covered, secure parking to bicycle commuters. As called for in the Central City Transportation Management Plan, the City should create incentives for new development to provide bicycle facilities above the minimum required.

5. Explore the feasibility of a river taxi.

A river taxi can provide connections to other parts of the Central City and the region. The riverfront design should incorporate a stop at the Centennial Mills site to connect people to the Pearl District Park Blocks Boardwalk.

Objective 3: Create pedestrian-friendly streets that provide for an active, interesting and safe environment.

Streetscapes are more than just conduits for moving people, they are places where people interact and enjoy the neighborhood. Improvements are needed to make these streets active and pedestrian-friendly.

1. Amend the River District Right-of-Way Standards.

The City should update the River District right-of-way standards to update the street/lighting plan; to incorporate the Boardwalk as part of the Pearl District Park Blocks; and to specify richer and more diverse streetscapes through a wider variety of sidewalk furniture, bike racks, art, kiosks, street paving materials, cobblestones, etc. Cobblestones/bricks and plantings should be allowed in lieu of grates around street trees.



PORTLAND
TRADITIONAL
STREETLIGHT

2. Replace nonconforming street lights with “Portland Traditional” style.

The Pearl District has a mix of different types of street lights. As the area redevelops, these street lights are being replaced with the “Portland Traditional,” twin-ornamental style light fixture. To accelerate the process, the City should replace all of the nonconforming lights at the same time.

3. Widen sidewalks or provide curb extensions along major pedestrian corridors.

Where the public right-of-way width allows, the City should widen sidewalks along pedestrian routes and major retail corridors (see Built Environment). Specifically, curb extensions should be installed along NW Everett and NW Glisan Streets.

4. Provide additional amenities around streetcar stops.

The streetcar represents a major infrastructure investment in the neighborhood. Future streetscape improvements should be targeted around the stops as these areas are expected to have a higher level of pedestrian activity. Improvements could include shelters, information kiosks, bike racks, public art, furniture, lighting, etc.

5. Encourage more sidewalk retail (such as food carts and kiosks).

Sidewalk retail adds activity and vibrancy to the streetscape. The City and the Neighborhood Association should work with building and business owners to find appropriate locations for these uses. The City should review building code requirements to determine feasibility for new development projects to provide external utility connections to support these activities.



FOOD CART

6. Maximize the amount of on-street parking.

On-street parking is an effective buffer between the traffic and pedestrians on the sidewalk, plus it is necessary to support ground floor businesses. As an essential element of a retail district, on-street parking should have priority over other competing needs for right-of-way space wherever possible. The buffers zones between spaces should be eliminated to increase the number of spaces.

7. Place overhead utility wires underground.

Only half of the District has underground utilities. The overhead wires in the area west of 12th Avenue to I-405 should be upgraded, consolidated and placed underground in such a way as to provide easy access for repairs and to minimize cuts in the pavement.

Objective 4: Preserve the historic character and richness of the neighborhood by protecting and maintaining streetscape features such as cobblestones in the streets.

Cobblestones are an important link to the past (originally used as ballast on sailing ships), but are rapidly being paved over.

1. Minimize the number of cuts and overlay paving to the existing cobblestones and preserve wherever possible.

Only a few streets have intact cobblestones that used to be prominent throughout the Pearl. The City should adjust the street maintenance standards to allow and encourage preservation of these streets to the maximum extent possible.



KEARNEY STREET BETWEEN 12TH AND 13TH AVENUES

2. Encourage the use of cobblestones as a design feature in street and streetscape improvements.

Recognizing that cobblestones are difficult to maintain, in short supply, and there is a lack of masonry expertise, the City should seek out other opportunities to use the cobblestones as an amenity, such as to crosswalk pavers or other special treatments.

Preservation and continued use of cobblestones should be incorporated into the River District right-of-way standards.



NW 13TH AVENUE

3. Preserve loading docks, horse rings, and other historic features.

Loading docks, horse rings and contractor engravings are examples of unique features that provide unexpected links to the past. These features should be inventoried and preserved.

Objective 5: Ensure an adequate amount of parking without detracting from the vitality of the neighborhood.

The Pearl District will never be car-free, but it is expected to reduce its reliance on the automobile given its location and infrastructure. Therefore, parking will be needed, but should be provided in such a way that it is the minimum necessary and is flexible and can be shared or converted to other uses. Many of these issues were addressed in the Pearl District Parking Development Plan, which should be used as a starting point for future projects. Eventually, the District will need to re-evaluate the parking demand and reconcile it with the long term vision for the Pearl District, especially in consideration of recent parking projects, such as the Brewery Blocks development.

1. Adjust parking policies to encourage the rehabilitation of buildings.

Current standards allow more off-street parking for new development projects (2.0 spaces/1,000 sf), whereas rehabilitation projects are limited to a lower ratio (0.7 space/1,000 sf). This difference is a barrier to the rehabilitation of existing buildings and is an incentive to demolish

buildings in order to develop a project with more parking. The parking ratios should be equalized at 2.0 spaces/1,000 sf.

Above ground, structured parking in new development projects count towards a project's FAR calculations, so projects typically only include enough parking to serve its building. These new projects represent an opportunity to add more public parking that could alleviate shortages in the immediate area, but the FAR calculation is a disincentive to provide additional parking. When there is a shortage of public parking in the immediate area (within two blocks), added public parking in structures should be exempted from FAR calculations.

Also, underground parking creates much more flexibility in the design of a building but is significantly more expensive. The City should encourage underground parking wherever possible through zoning (FAR and building height) bonuses.

These parking policy changes should occur through an update to the Central City Transportation Management Plan.

2. Discourage surface parking lots.

Surface parking lots represent an under-utilization of scarce land in the District. The City should explore opportunities to encourage redevelopment of existing lots into structures to provide condominium or shared parking to support surrounding development.



SURFACE LOT AT 13TH AVENUE AND GLISAN STREET

3. Develop public parking in the central/north end of the Pearl District.

PDC should implement the recommendations of the Pearl District Parking Development Plan, which identified a specific need and potential locations to develop public parking in the central/north area. PDC also should explore opportunities to provide additional parking in the north end as the area redevelops.

4. Encourage and reduce barriers to shared parking facilities.

Shared parking is an opportunity to maximize efficiency, provide relief and to reduce the need for parking. The City should review current code requirements to ensure they are effective. The City should create a shared parking management program to increase the use of existing spaces.

TRANSPORTATION/PARKING

	Priority			
¹ Action Items	High	Med	Low	Responsible Party ²
Projects				
Install traffic signals at unsignalized intersections along the NW Everett and Glisan couplet				Transportation
Install a traffic signal at NW Flanders and Broadway				Transportation
Replace non-conforming streetlights with "Portland Traditional" style				Transportation
Install additional streetscape improvements and amenities at each streetcar stop and selected bus stops				PDC Transportation
Widen sidewalks and install curb extensions along major pedestrian routes				PDC Transportation
Increase on-street parking by restriping or other means				Transportation
Develop a parking structure in the north end of the District				PDC
Programs				
Improve signal timing and synchronization along Everett/Glisan and 10th/11th couplets				Transportation
Study locations for traffic signals to improve safety of pedestrian crossings				Transportation PDNA

TRANSPORTATION/PARKING CONT.

	Priority			
¹ Action Items	High	Med	Low	² Responsible Party
Programs				
Study alternative truck routes for Post Office to minimize impacts to the neighborhood				Transportation U.S. Postal Service PDNA
Expand fareless square to include the entire Pearl District				Transportation Tri-Met
Provide incentives or financial assistance to create trip end facilities for bicycle commuters (Bike Central)				PDC Transportation Planning
Explore feasibility of river taxi, with stop at Centennial Mills				Transportation
Update River District right -of-way standards				Transportation PDC
Minimize cuts and pavement overlays on cobblestone streets				Transportation Planning
Preserve loading docks, horse rings, and other historic features in the public right-of-way				Transportation
Create shared parking management program to increase effectiveness of shared or condominium parking facilities				Transportation Planning
Policies				
Encourage the use of cobblestone as design feature in streetscape improvements				PDC Planning Transportation
Adjust maximum parking ratios to be consistent for both growth and preservation categories				Planning Transportation
Review and revise policies and standards to discourage surface parking lots and encourage more condominium or shared parking facilities				Planning Transportation PDNA